

# South Hampshire Strategy

A framework to guide sustainable development and change to 2026

October 2012



## Foreword

Economic development, skills, housing and many other issues cut across local authority boundaries, so it makes sense to address them in partnership across South Hampshire. By doing that, we will help maximise economic growth, bring about a renaissance of Portsmouth, Southampton and other urban areas, and ensure affordable family homes and good quality jobs for all.

This document articulates the vision for South Hampshire's future and sets out the strategy to align policies, actions and decisions with that overall vision. It has been prepared by the Partnership for Urban South Hampshire (PUSH) with the close involvement of the Leaders, chief executives and other officers of all ten authorities which are wholly or partly within the PUSH area.

It is an aspirational document which echoes the PUSH Economic Development Strategy in seeking a step change in South Hampshire's economic growth in a managed, sustainable way, with the growth shared by all communities. It reflects PUSH's track record of innovation in areas such as skills, housing and spatial planning, and underlines the credibility of the Partnership's submission to Government under the 'Unlocking growth in cities' initiative.

This is not a statutory plan; rather it provides a framework to inform and support the preparation of statutory local plans and the future review/roll forward of those which are already adopted. Its preparation jointly by the PUSH authorities largely fulfils the 'duty to cooperate' on planning issues which is placed on them by the Localism Act. The document focuses on issues which require a strategic approach or for which the PUSH authorities wish to have common policy/standards. It avoids repeating policy in the National Planning Policy Framework and does not address matters which are better dealt with in individual authorities' plans.

It is a spatial strategy with a scope beyond traditional land use planning. It is intended to influence local authorities' other interventions and decision-making, as well as those of other bodies - as signified by the references in some sections to action by "PUSH and its partners".

The strategy is founded on sound evidence including demographic and economic projections prepared by independent and nationally-respected forecasters. It takes account of the findings of a Sustainability Review and a Habitats Regulations Review. Its policies were refined through discussions with the Solent LEP and with key statutory agencies. At the end of that preparation process, the document was formally adopted by the PUSH Joint Committee, so giving it status as a jointly-agreed strategy. It is therefore a pioneering example of the jointly prepared strategies envisaged by the Government's National Planning Policy Framework.

The evidence which underpins this Strategy and the documents which elaborate it, together with general information about PUSH, can be seen on the PUSH website at:

[www.push.gov.uk](http://www.push.gov.uk)

## Contents

*For a summary of the whole document, please read Section 2 which as well as explaining the spatial strategy provides an overview of the other topics.*

<b>LEP statement</b> .....	4
<b>1 Vision and priorities</b> .....	5
<b>2 Spatial strategy and policy summary</b> .....	8
<b>3 Employment</b> .....	18
<b>4 Skills</b> .....	22
<b>5 Retailing and city/town centres</b> .....	24
<b>6 Housing</b> .....	27
<b>7 Infrastructure</b> .....	30
<b>8 Transport</b> .....	32
<b>9 Green infrastructure</b> .....	34
<b>10 Gaps</b> .....	35
<b>11 Arts, culture and tourism</b> .....	36
<b>12 Environmental Sustainability</b> .....	38
<b>13 Monitoring and review</b> .....	41
<b>Appendix 1: The process of preparing this strategy</b> .....	42
<b>Appendix 2: Avoidance and mitigation measures</b> .....	44
<b>Appendix 3: Statutory plans</b> .....	46

The policies within this document should be regarded as an integrated package: so the housebuilding policies, for example, should be read in conjunction with those for environmental sustainability. They should also be read in tandem with the policies in the National Planning Policy Framework. The order in which policies appear in this document does not indicate any order of importance.

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## LEP statement

One of the first Local Enterprise Partnerships to be established, the Solent LEP is dedicated to securing a more prosperous and sustainable future for the Solent area - which comprises South Hampshire, the Isle of Wight, and part of New Forest District. Our five strategic priorities are: enterprise, infrastructure priorities, inward investment, skills for growth, and strategic sectors. 'Infrastructure priorities' includes land assets, transport and housing, reducing flood risk and improving access to high speed broadband.

There is thus considerable synergy between our strategic priorities and the PUSH spatial strategy, and we have been pleased to be engaged in its preparation. We welcome that improved economic performance is at the heart of the strategy, and applaud its long term vision of South Hampshire being a major centre of excellence and a location of choice for growing businesses. That echoes the LEP's vision to create an environment that will bring about sustainable economic growth so that the Solent can realise its full potential, enabling existing businesses to grow, become more profitable and be greener.

We do not seek to comment on every element of the strategy – and nor have we been asked to – but we do endorse its broad thrust. We support its overall provision for employment floorspace, which reflects our advice to PUSH based on Board members knowledge of current and future market requirements. We particularly support the provision for advanced manufacturing – one of our strategic sectors – and the central place of the Solent Enterprise Zone within the strategy. There is an ongoing demand for logistics space, influenced by our position as a key gateway to Europe and the wider global economy and driven largely by the Ports of Southampton and Portsmouth and Southampton airport. So we are pleased to see the provision for manufacturing and distribution. We strongly support the strategy's requirement for employment sites to be suited to modern business needs and to be capable of being viably developed. The justification for these stipulations is self-evident, but they have in the past sometimes been overlooked. We also welcome the proposals on skills and the provision for housebuilding to match the economic growth forecasts.

One of our key aspirations is improved co-ordination of private and public investment, notably on skills, business support, regeneration, transport, housing and inward investment. So we therefore welcome the role of the spatial strategy in that regard, particularly in aligning local plans and public sector decision-making more generally, with the overarching priority of securing sustainable economic growth. The PUSH document will also demonstrate to prospective business investors that the South Hampshire authorities have a clear and agreed planning strategy for the future of their area. And in tandem with the Isle of Wight and New Forest Core Strategies, it is valuable in providing a spatial strategy for the entire Solent LEP area.

We look forward to working with the Local Authorities in the PUSH area on projects and initiatives which will help realise this strategy's economic growth ambitions and, in due course, to playing a major role in the roll-forward of the strategy.

*Solent LEP Board  
September 2012*

# 1 Vision and priorities

- 1.1 South Hampshire is a complex grouping of settlements – large and small – focused on the two cities of Portsmouth and Southampton. It is home to almost one million people and has a substantial economy, yet the area does not have the high profile it deserves. Although urban development took place on a large scale during the second half of the last century, economic growth remained below regional and national averages. There are also pockets of serious deprivation. Prior to the recession, there was some improvement in the area’s relative position in terms of skill levels and economic growth rates.
- 1.2 South Hampshire also has immense natural advantages including strengths in key economic sectors, world class universities, renowned heritage, countryside and coastline, and excellent transport links by road, rail, air and sea. If those are harnessed in tandem with a visionary strategy, then South Hampshire will have a bright future.

Our vision is that by 2026, South Hampshire will enhance its status as:

- An area offering prosperity and a high quality of life for residents
- A location of choice for growing business
- A major centre of excellence in creativity, innovation and technology, enabling smarter and more sustainable growth
- A place where the benefits of growth are shared by all sectors and communities
- An internationally known area with a distinct identity based on two world class waterfront cities, a high ‘quality of place’, and a unique maritime heritage;
- An area which is economically, socially and environmentally sustainable, and is resilient to climate change.

This brighter future will be based on a strengthened economy, a higher skilled workforce, a broader range of housing, and better infrastructure. It will be underpinned by world class educational facilities, dynamic city and town centres, an impressive portfolio of development opportunities, well managed urban environments, and high quality new development. Quality of life will be enhanced by a more diverse retail, leisure and cultural offer, enhanced greenspace, and an enriched natural and historic environment. Quality places will be created which increase quality of life for all, reduce health and well-being inequalities, and are places where people choose to live.

- 1.3 Achieving this vision requires a commitment to long term, managed economic growth and regeneration with associated high quality housing, infrastructure, facilities and services. More specifically, PUSH has adopted this Strategic Ambition:-
- to narrow the gap in economic performance between the South Hampshire and the South East of England;
  - to support the cities to fulfil their potential as engines for economic growth;
  - to address the impact of the recession, create jobs and tackle unemployment and increase productivity;

- to make best use of the assets of the area and achieve sustainable economic growth;
  - to create the conditions which will attract business investment and offer places where people want to live.
- 1.4 This Ambition is at the heart of the PUSH Economic Development Strategy and its associated Preferred Growth Scenario. The latter is founded on boosting productivity and employment growth in priority sectors, and on investment in skills and workforce development. It offers a more sustainable future - socially, environmentally and economically - than the Baseline Scenario which is based on 'business as usual' with no new actions or initiatives being taken by PUSH and its partners.
- 1.5 At its heart, this alternative future is built on using the area's assets to underpin growth, and to ensure the local residents can participate in a more prosperous future. This will be manifested in: -
- an increase in jobs to help reduce unemployment and increase the employment rate as a result of support for key sectors, boosting innovation and ensuring a highly skilled workforce – 10,000 more jobs than in the Baseline Scenario;
  - prioritising investment in workforce and skills development to ensure the resident workforce is well placed to access employment opportunities in the area and avoid the need for employers to recruit so many workers from outside South Hampshire;
  - boosting productivity to raise Gross Value Added (GVA) through higher levels of skills and innovation, particularly driven by priority sectors – this should close the GVA per capita 'gap' between South Hampshire and the South East Region from the current 11% to 7% by 2026;
  - ensuring that the two cities fulfil their potential as drivers of sustainable and high value growth for the South Hampshire economy, whilst tackling the disadvantage and deprivation which is present in parts of the cities and elsewhere.
- 1.6 South Hampshire needs to be an exciting and rewarding place to live and work, with the availability of good facilities and people able to live in pleasant, well-designed environments. This includes communities having a feeling of 'place', shaped by the facilities and services on offer, by the local character, culture and heritage, and by the local environment, supported by investment in community development and social cohesion. New development must also be accompanied by investment in transport and other infrastructure. In short, South Hampshire seeks development which is sustainable – in social, environmental and economic terms.
- 1.7 Within that overall context, PUSH has adopted the following spatial planning principles (not in any order of priority or importance):-
- Prioritise sustainable development in the cities and major urban areas, and ensure that development elsewhere does not undermine that priority, so as to support urban regeneration, reduce inequalities and minimise greenfield development;
  - Concentrate greenfield development in a Strategic Development Area and in urban extensions, because large developments help maximise sustainability and developer funding towards infrastructure and facilities;
  - Plan for improvements to transport and other infrastructure, and for new infrastructure to accompany new urban development so as to enhance economic

performance and quality of life and to ensure that the impacts of new development can be mitigated;

- Provide for a range of employment sites for all types of business uses especially those, such as marine, aerospace, environmental technologies, and transport and logistics, in which South Hampshire has existing strengths or growth opportunities, and facilitate a sufficient, suitably skilled workforce in order to foster a successful economy and faster economic growth;
- Ensure a diverse range of high quality new housing including affordable housing which is focused on meeting the needs of the economy and the resident population;
- Enable a full range of recreational, shopping, entertainment and cultural facilities focused in city/town centres to ensure the vitality of those centres and maximise the accessibility of the facilities;
- Conserve the unique natural features and man-made heritage of South Hampshire's countryside, coast and built environment, as part of the area's attractiveness to residents and entrepreneurs;
- Maintain local distinctiveness and sense of place by requiring development to be appropriately located, and to be of a high quality and design so that it creates quality places;
- Encourage and enable South Hampshire to become more sustainable and resilient to climate change, by balancing economic growth with social and environmental considerations, by more prudent use of natural resources, and by reducing human impact on the environment.

1.8 These Principles have helped shape the rest of this Strategy.

## 2 Spatial strategy and policy summary

*This section sets out the spatial strategy and also provides a summary of the topic-specific policies in the subsequent sections 3-13.*

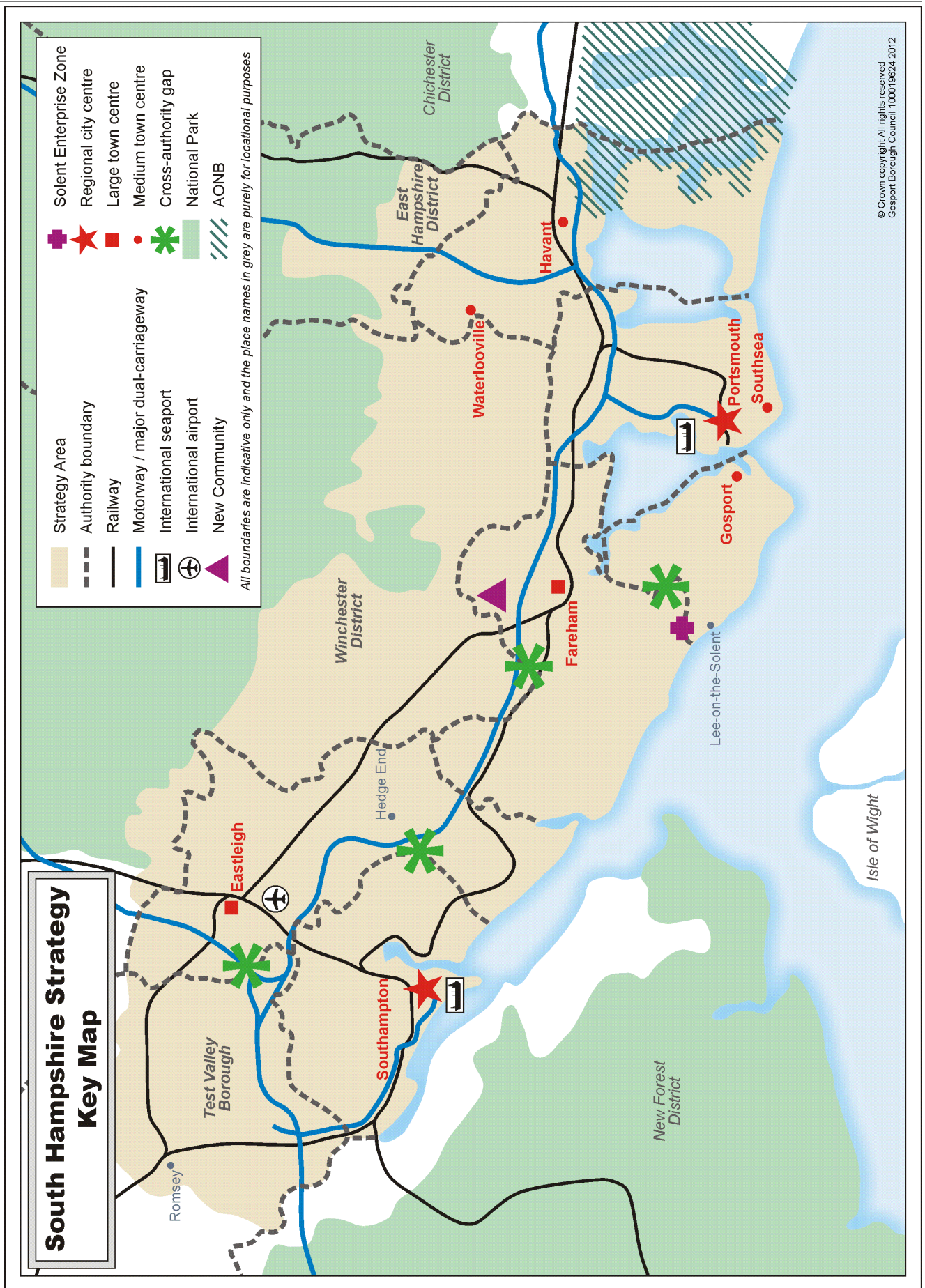
- 2.1 This document continues the existing strategy of development being led by sustainable economic growth and urban regeneration, with Portsmouth and Southampton being the dual focuses for investment/development and the surrounding towns playing a complementary role serving their more local areas.
- 2.2 Although the focus and priority will be on urban regeneration, brownfield sites within the cities and towns cannot accommodate all the necessary development. Some greenfield sites will be needed for the new businesses on which future economic prosperity depends and to accommodate the projected growth in household numbers – mainly due to people living longer and existing residents who want a home of their own.
- 2.3 Up to 2016, development will be focused on existing allocations and on other brownfield sites within the two cities and other urban areas. Preparatory work will take place during this period on sites which will be developed after 2016. In the ensuing ten years 2016 – 2026, that focus on brownfield sites will continue but with greenfield development being concentrated in the New Community North of Fareham (NCNF) and a number of urban extensions. The broad location of the NCNF (previously known as the North of Fareham Strategic Development Area) has been decided: the location of the urban extensions will be determined in Local Plans. Each urban extension will provide a range of types and sizes of new homes and may include some employment land, local shopping and other facilities. Recognising that not all areas have brownfield sites, there will be some small-scale greenfield sites to meet particular local needs.
- 2.4 ‘Cities first’ is the shorthand term which has been used to describe this approach of focusing on regeneration and redevelopment in the two cities and other urban areas ahead of major development on greenfield sites. Greenfield development can make a contribution to the economic regeneration of South Hampshire, but it must not detract from or compromise development at the cities and other existing urban areas.

### **Policy 1: Overall development strategy**

**Portsmouth and Southampton will be dual focuses for investment and development, as employment, business, retail, entertainment, higher education and cultural centres for the sub-region. The other towns will play a complementary role serving their more local areas. Portsmouth and Southampton will also be a major focus for residential growth, alongside these other areas.**

**Until around 2016, development should be concentrated on sites within urban areas and existing greenfield allocations. After 2016, development should be concentrated on urban sites, in the New Community North of Fareham, and in urban extensions.**

**The timing and phasing of major development in greenfield locations should not detract from/compromise development in the cities and other existing urban areas, subject to this not resulting in major economic development being lost from South Hampshire.**



- 2.5 Portsmouth and Southampton have latent potential and ambition for regeneration and growth, tempered by recognition of the need to address transport issues, improve the public realm, and further raise the profile of the two cities in the eyes of national/international visitors and investors. Both cities have achieved significant regeneration successes in recent years and there is an outstanding portfolio of major projects in the pipeline. The cities' universities are a key asset which will help drive regeneration, upskilling and economic growth. This dual city-focus will be complemented by regeneration and development within the other urban areas where there are also exciting regeneration opportunities. In many locations this will involve mixed use development at high density, which must nonetheless be to a high standard of design and enhance the 'quality of place' (see policy 5). Regeneration in some areas will need to be accompanied by improved flood defences, but new development can help provide funding towards the necessary improvements (see paragraph 7.4 below).
- 2.6 Enhanced retailing, cultural and entertainment facilities have an important role in urban regeneration (see policies 10 and 16) while traffic management, public realm improvements and green infrastructure will be critical to achieving enhanced urban environmental quality (see section 8 and policy 14). Research<sup>1</sup> has demonstrated the benefits of green infrastructure within urban areas. Health facilities can make a major contribution to urban regeneration – for example through the development of the Royal South Hampshire hospital as an inner city health campus, and the development and improvement of primary care premises.

## **Policy 2: Urban regeneration**

**Southampton should capitalise on its accessibility, international gateways, academic and professional excellence, waterfront, parks and heritage in order to exploit the city's potential to attract major office, retail, higher education, residential, commercial leisure and cultural development. Key initiatives during the period up to 2026 should include: creation of a new business district on the city centre's western edge including adjacent to an enhancement of the central station as a transport hub; city centre retail and leisure expansion and public realm enhancements; regeneration of the Royal Pier and waterfront together with improved public access; regeneration of the Town Depot/Ocean Village waterfront; creating a cultural quarter on the city centre's northern edge; waterside redevelopment at Centenary Quay; an ongoing 'estates regeneration' programme; facilitating hotel development, expansion of the city's two universities and continued growth of the cruise and cargo ports.**

**Portsmouth should capitalise on its accessibility, unique maritime heritage and waterfront location to secure employment, retail, residential, leisure and tourism development which make best use of the city's finite land resource. Key initiatives during the period up to 2026 should include: major development together with improved public transport links at Lakeside Business Park, Tipner, Port Solent and Horsea Island; regeneration of the city centre (stretching from Victory Retail Park to Gunwharf Quays) including improving its retail offer and public realm; regeneration of Somerstown and North Southsea; facilitating expansion of the city's university; enhancing the seafront; tourism development including hotels; continued growth of the ferry port.**

<sup>1</sup> Social and economic benefits of the natural environment: review of evidence. GHK Consulting for CABE, 2006.

**South Hampshire's towns and older urban areas should provide for new employment, housing, retail and leisure development in order to meet the needs of their own populations and to make a contribution to the regeneration of South Hampshire, complementing the initiatives to be undertaken in the two cities. The Solent Enterprise Zone with its airfield and slipway will build on the advance manufacturing, marine and aviation clusters that exist in the sub region. A high quality business and technology park at Dunsbury Hill Farm will form a new business gateway to South Hampshire and provide jobs to help regenerate adjacent Leigh Park. Other major regeneration opportunities exist at Gosport Waterfront, Haslar Hospital, Eastleigh River Side, Havant Town Centre and through integrating Waterlooville Town Centre with the West of Waterlooville Major Development Area (MDA).**

**The environmental quality of the two cities and other urban areas should be enhanced so that they are increasingly locations where people wish to live, work and spend their leisure time. Investment and improvements in transport and the public realm should reflect this, as should the location of sites for development. High density development should be encouraged in the city and town centres, around public transport hubs and at other sustainable locations. Flood defences in Gosport, Portsmouth and Southampton will need to be improved in tandem with regeneration and further development.**

- 2.7 Concentrating greenfield development into the New Community North of Fareham is the most sustainable format and it maximises developer contributions and other funding for infrastructure. The NCNF will be a model sustainable community for the 21st century, and will comprise housing and employment opportunities plus associated land for employment, education, health and leisure facilities, and green infrastructure. Recognising that it will take time to masterplan and get such a large development underway, the NCNF is envisaged to provide completed new homes and business space from 2016 onwards. It will provide for housing and employment needs over an area wider than Fareham Borough and is intended to be as self-contained as possible. The employment provision to be embedded within the residential areas and district/local centres within the NCNF should keep pace with housing development to maximise self containment and sustainability. The NCNF will primarily look to Fareham town centre for higher order shopping and leisure facilities and Portsmouth for regional city functions, so excellent transport links to the town centre and Portsmouth via the Bus Rapid Transit will be essential.
- 2.8 The NCNF's location – on the northern edge of Fareham town – was settled in the existing South Hampshire Strategy. It was selected after a thorough evaluation of alternatives, including ensuring that the chosen location would be largely free of significant constraints such as national/international conservation designations and floodplains. Areas of open land between the new community and Funtley, Knowle and Wickham will protect the separate identity of these neighbouring settlements. The new community will be planned in detail through an Area Action Plan supported by masterplanning which should seek to protect sites of nature conservation, minimise flood risk through sustainable drainage systems, and use new/improved green infrastructure to minimise visual impact and enhance biodiversity. Steps should be taken to encourage smarter transport choices by residents and maximise the opportunities for sustainable travel, thus helping to minimise air pollution from road vehicles.

### **Policy 3: New Community North of Fareham**

**The New Community North of Fareham (NCNF) will be located within Fareham Borough whilst recognising the need for new strategic green infrastructure in a wider area. It should include a wide range of housing of varying types, tenures and sizes including affordable homes and provision for a range of employment uses, together with supporting health, community, social, local shopping, education, recreation and sports facilities, green space and other identified requirements. Particular attention should be paid to securing quality public transport links with Fareham and Portsmouth centres.**

- 2.9 A brighter future for South Hampshire economically means raising its economic output (Gross Value Added – GVA for short) as well as the number of jobs. The advanced manufacturing, marine, aerospace, environmental technologies, transport and logistics sectors have the potential to generate high levels of GVA, but the vast majority of new jobs are forecast to be in financial and business services, distribution and retailing, and health and care. Provision needs to be made for all these sectors in order to achieve both higher living standards and sufficient jobs for South Hampshire residents. For all sectors, it is vital to provide for the formation of new businesses, for the expansion of existing firms (so that they are not forced to relocate elsewhere), and for inward investment.
- 2.10 Manufacturing still accounts for 10% of all jobs in South Hampshire and there are opportunities for growth in advanced manufacturing including the aerospace and marine sectors which are two of the area's key strengths. The manufacturing sector will need more land notwithstanding its projected decline in employment: this need is reflected in development statistics showing ongoing construction of new manufacturing floorspace over recent years. The environmental technologies sector is growing rapidly and presents real opportunities for South Hampshire.
- 2.11 The transport and logistics sector employs almost as many as manufacturing; it has grown much faster here than the national average - reflecting the presence of two seaports and an international airport - and this is set to continue. 1 in 5 of South Hampshire's jobs are in financial and business services, and 80% of the area's job growth will be in this sector. Creative skills (design, media, IT etc) are at the heart of many successful businesses; an importance which will increase in the quest for innovation and product development.
- 2.12 The figures for employment floorspace provision in policy 4 below are based on the PUSH Economic Growth Strategy's forecasts of future requirements, but with the assumption that development activity will remain subdued in the short term and then pick up somewhat in the medium and longer term. (The derivation of these figures, and those for housebuilding, is set out in the separate background paper 'Employment floorspace and housebuilding provision figures'.)
- 2.13 The ambition of PUSH and this Strategy is to secure faster economic growth, so it is vital to ensure that growth is not constrained by a lack of land for employment development. So if the economy grows faster than currently expected, the figures below will be reassessed and if necessary increased, when this Strategy is reviewed (see paragraph 13.3). That will also enable any additional employment land which has become available - e.g. from Ministry of Defence land releases - to be factored in.

- 2.14 Housebuilding helps facilitate economic growth. It creates jobs; good quality housing helps retain/attract skilled workers; and home-office space enables entrepreneurs to start new businesses. The Centre for Cities' report for PUSH suggests that if South Hampshire is to be an attractive location for highly-skilled sectors, then it needs to offer homes which match the aspirations of highly talented professionals and top executives.
- 2.15 New homes will improve housing availability and choice for people who want to own or rent their own home, as well as bringing life back into areas that need regenerating. South Hampshire needs more housing to cater for household growth – arising mainly from people living longer and local residents wanting a home of their own. There is also a backlog of people on council waiting lists. Only a small amount is needed for people moving into the area with the scarce skills and expertise needed by local businesses.
- 2.16 Based on the PUSH Economic Development Strategy Preferred Growth Scenario forecasts of housing requirements, policy 4 below provides for 55,600 additional dwellings during 2011-2026. This is an average of around 3,700 new homes per annum - a slightly lower rate than in the previous South Hampshire Strategy. This reduction reflects the more pessimistic economic outlook and the lower forecasts of housing requirements in the Preferred Growth Scenario. Nevertheless, housing market prospects mean it will be challenging to realise even this lower rate, especially in the short term.

#### **Policy 4: South Hampshire-wide provision for development**

##### **Provision should be made in South Hampshire during 2011-2026 for:-**

- **580,000 square metres of net additional office floorspace;**
- **550,000 square metres of net additional manufacturing and distribution floorspace;**
- **55,600 net additional dwellings.**

- 2.17 These figures are for the amount of floorspace and housebuilding which should be provided for by PUSH authorities collectively through site allocations and planning permissions: sections 3 and 6 below apportion these provision figures amongst the individual authorities, with separate figures for the New Community North of Fareham. The employment floorspace provision figures exceed what is likely to be built even when economic conditions improve. This slight excess is deliberate in order to offer choice to developers and occupiers, and to ensure the market has the capacity to 'move and churn'.
- 2.18 PUSH is prioritising faster economic growth, but is equally committed – through adoption of its Quality Place Charter – to ensuring that new development is of the highest possible quality and is designed and managed to create quality places for the wellbeing of residents, workers, and visitors alike. According to national research<sup>2</sup>, high quality places and buildings add economic as well as environmental and social value: they generate greater rental and capital value, and heighten the area's image, attractiveness and competitiveness thus helping to generate inward investment. New buildings have a long 'shelf life' so it is vital for them to be of a lasting high quality. The PUSH Charter sees a quality place has having the four essential components shown in the diagram on the next page. These components should not be applied only to new development, but are

<sup>2</sup> CABA research (Sept. 2009) and the Value Handbook 2006

equally applicable to the management of existing settlements, neighbourhoods, streets, open spaces and buildings. (Section 12 sets out policies for achieving more sustainable buildings and communities.)

2.19 The Charter is complemented by a PUSH design guidance template for authorities to use as the basis for preparing their own Supplementary Planning Document. This will help ensure a level of consistency and quality in individual design policy documents. It also sends a clear message to potential developers about the authorities' shared commitment to good quality urban design. The preparation of masterplans can also help ensure good design and quality places. They have been prepared for some localities in the past, but could be more widely used.



## Policy 5: Quality Places

### PUSH authorities should:-

- ensure that the principles and value of high quality places are recognised and supported through their own corporate structures, priorities and decision-making;
- adopt a design-led multi-disciplinary culture which plans, designs and manages new and existing places in an integrated way to achieve high quality outcomes;
- ensure that place-making and quality design principles underpin their local plans and that they include, where necessary, detailed guidance on creating high quality development;
- take opportunities to improve the quality and management of existing places and to ensure that streets are designed sensitively;
- consider preparing a supplementary planning document outlining the principles of quality design based on the PUSH Quality Places Design Guidance Template.

2.20 South Hampshire has a rich and diverse natural and built heritage with many sites designated as being of national or international importance. So the National Planning Policy Framework's policies for conservation of the natural and built environment will need to be taken into account when local plans take forward the policies in this strategy. The same applies to the Framework's policies on other matters such as accessibility requirements for new development and climate change adaptation/mitigation.

2.21 There are areas/sites within and surrounding South Hampshire which are designated as being of European importance for nature conservation. Legislation<sup>[1]</sup> stipulates that if development proposed in a plan is likely to have a significant effect on a European site (either on its own or in combination with other plans), the plan-making authority can only

<sup>[1]</sup> Conservation of Habitats and Species Regulations 2010

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proceed with the plan after having ascertained that it will not adversely affect the integrity of the European site. The assessment of those effects is commonly referred to as a Habitats Regulations Assessment (HRA). That assessment will need to be undertaken by local plans when they take forward the policies in this strategy.

2.22 To inform that process, PUSH commissioned an independent Habitats Regulations Review of this strategy using the HRA principles. That 'HRA-Lite' concluded that some of the policies could result in an adverse impact on some of the European-designated sites and it recommended a range of avoidance and mitigation measures which would address the issues identified. The measures are set out in appendix 2 and will need to be considered by local planning authorities when they incorporate this strategy's policies into their local plans. Recognising that potential impacts can cross local authority boundaries, the PUSH authorities will work together on the implementation of avoidance and mitigation measures. The HRA-Lite will inform the full HRA which authorities are legally required to undertake as part of their local plan preparation.

*NB: For those who want an overview of the rest of this document, paragraphs 2.23-2.32 below provide a summary of the subsequent sections 3-13.*

2.23 Section 3 requires that when sites are allocated for employment development, a particular emphasis should be placed on identifying sites which are suitable for the key sectors of advanced manufacturing and on making adequate provision for distribution uses. Addressing deprivation should also be a consideration in the allocation of sites. The developability of sites is just as important as overall numbers, so employment sites need to be suited to modern business requirements and be capable of being viably developed. Existing and proposed employment sites which satisfy those criteria should be safeguarded for employment uses.

2.24 Higher levels of skill are a pre-requisite for higher productivity and higher GVA, and in the future, a larger proportion of jobs will require high skills. Section 4 sets out a range of initiatives to achieve higher skills, including promoting more apprenticeships, retaining locally more graduates from the area's universities, and PUSH authorities negotiating legal agreements with developers to provide workforce training.

2.25 Section 5 sets out how the individual character and complementary roles of South Hampshire's city and town centres will be enhanced through high quality mixed-use development, improvements to the public realm, to public transport facilities, and to pedestrian/cycle links. Portsmouth and Southampton are defined as Regional City Centres while Eastleigh and Fareham are defined as Large Town Centres. Major comparison goods retail developments and other town centre uses of a large scale should be located in these centres. Gosport, Havant, Southsea and Waterlooville are Medium Town Centres serving a more limited catchment area. A new district centre will form part of the New Community North of Fareham to serve its envisaged population. No new district centres are seen as needed elsewhere; rather the approach will be to consolidate existing centres.

2.26 A range of sizes and types of new housing is as important as the overall amount. Section 6 aspires for over 30% of new properties across South Hampshire to be family homes. Recognising that home ownership is set to remain beyond the reach of many, 30-40% of new homes should be 'affordable housing' subject to viability. It is vital also to encourage a growth in the private rented sector including by institutional investors. Half of the

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forecast future increase in households will be of people aged over 65, so Section 6 seeks the provision of suitable housing for older people especially within larger development schemes.

- 2.27 New and improved infrastructure is critical to the success of businesses in South Hampshire, as well as the quality of life of residents. So Section 7 envisages collaboration to increase investment in infrastructure, to facilitate the transfer of funds between local tax-raising authorities and the infrastructure providers, and to secure co-ordination between development and infrastructure provision. It prioritises infrastructure which will enable economic growth and new homes, and pledges that PUSH will prepare a South Hampshire Infrastructure Plan which will cost and prioritise the strategic infrastructure projects, and identify funding sources.
- 2.28 A healthy workforce contributes to improved economic performance. New/enhanced green infrastructure provides opportunities for physical activity, it can enhance biodiversity, and help address the effects of climate change. The intrinsic value of an individual green site/feature is enhanced by it being part of a network with others, so section 9 envisages that PUSH authorities and their partners will work together to plan, provide and manage connected networks of multi-functional green spaces.
- 2.29 There are substantial areas of undeveloped land within South Hampshire which keep settlements separate from each other, thus maintaining their individual identity and character. Section 10 continues the long established principle of preventing significant development within these 'Gaps' by identifying four Gaps which cross authority boundaries and setting out criteria for authorities to designate other Gaps.
- 2.30 A diverse range of cultural and sporting facilities is important to residents and to inward investors. Section 11 seeks to bring South Hampshire's cultural provision per person up to national standards and to meet additional demand arising from population growth. There are opportunities for increased tourism in South Hampshire but more could be made of individual attractions by marketing them as a coherent whole. Up to 38 new hotels could be needed across South Hampshire over the next 20 years - mainly in Southampton and Portsmouth but with provision in other areas primarily for budget hotel and pub accommodation.
- 2.31 Section 12 aims to enhance South Hampshire's environmental sustainability and help make it more resilient to the effects of climate change. Parts of the area are at risk of flooding and predicted sea level rise will increase that risk, so enhanced flood defences are needed together with locating and designing new development so that flood risk is minimised. Measures are proposed to manage demand for water and reduce over-abstraction from rivers, in tandem with a reduction in the amount of water going to wastewater treatment works and the upgrading of works where possible. Section 12 sets targets that all new dwellings should meet Code for Sustainable Homes level 6 from 2020 and that 20% of electricity is to be generated from renewable sources by 2020. It also aims to facilitate increased local food production and to encourage businesses and communities to adopt more sustainable practices/lifestyles.
- 2.32 PUSH will track the implementation of this Strategy using its established monitoring systems and will formally review it in 2014. Above all, PUSH will monitor the economic situation and development rates, and will ensure that economic recovery and growth –

on which so much else depends – is not held back by planning constraints such as a shortage of land for development.

**Further information** - available on the PUSH website at: [www.push.gov.uk](http://www.push.gov.uk)

- PUSH Economic Development Strategy and Preferred Growth Scenario
- PUSH modelling approach – background document prepared by Oxford Economics
- 'Charting the course: Growing South Hampshire's Economy' - report for PUSH by Centre for Cities March 2010
- South Hampshire Strategy Background Paper: Employment floorspace and housebuilding provision figures
- PUSH Quality Places Charter
- PUSH Quality Places Model Supplementary Planning Document
- Habitats Regulations Review of the South Hampshire Strategy (HRA-Lite)

### 3 Employment

- 3.1 Section 2 explains that provision will be made for 580,000 square metres of net additional office floorspace and 550,000 square metres of net additional manufacturing and distribution floorspace in South Hampshire during 2011-2026; policy 6 below apportions those totals amongst the PUSH authorities. There are separate figures for office floorspace (use class B1a) and for manufacturing & distribution (use classes B1b-B8) to ensure an adequate supply for each and to reflect the differing policy approach on the location of office development. The derivation of the figures is explained in the background report 'Employment floorspace and housebuilding provision figures'.
- 3.2 Employment floorspace provision in the New Community North of Fareham (NCNF) is shown separately from the rest of Fareham Borough. The amount of employment land within the NCNF will aim to provide for a number of jobs which is equivalent to about half of the NCNF's economically active population in order to maximise self containment. This will minimise unsustainable commuting and ensure that as a minimum, each new dwelling has access to an employment opportunity that is easily reached by walking, cycling and/or public transport. As explained in Section 2, development of the NCNF is envisaged from 2016. It is ultimately expected to provide around 90,000 square metres of new employment floorspace: the figures in policy 6 are the amount expected by 2026. (Those figures will be validated during preparation of the Area Action Plan for the NCNF.)
- 3.3 All the figures are the amount of new floorspace which should be provided for by each PUSH authority through site allocations and planning permissions: only the market can determine the amount actually built each year. The figures for provision are 'net additional floorspace' i.e. on land not previously used for employment purposes plus net increases in floorspace on existing employment sites. In addition, it is vital to facilitate the refurbishment/redevelopment of existing floorspace for continued employment use.

#### Policy 6: Provision for net additional employment floorspace 2011-2026 (square metres)

<i>Area</i>	<i>Offices</i>	<i>Manufacturing &amp; distribution</i>
East Hampshire (part)	3,000	1,000
Eastleigh	2,000	90,000
Fareham	50,000	50,000
New Community North of Fareham	34,000	34,000
Gosport	10,000	74,000
Havant	59,000	68,000
Portsmouth	100,000	50,000
Southampton	181,000	59,000
Test Valley (part)	51,000	36,000
Winchester (part)	90,000	88,000
<b>South Hampshire total</b>	<b>580,000</b>	<b>550,000</b>

In addition, provision should be made for the refurbishment/redevelopment of existing floorspace for continued employment use.

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- 3.4 Some of the new floorspace will only be possible if new/upgraded infrastructure is provided, notably improved road and public transport access into the Gosport peninsula and access into the Eastleigh River Side site. The office floorspace figure for Southampton is particularly high and is associated with the ambition to create a new business district in the city centre: around 125,000 square metres (i.e. two-thirds of the 181,000) should be made available with the balance held in reserve for rapid release if/when needed. In line with the 'cities first' approach, the figures for Portsmouth and Southampton are minima – they should not constrain further development if that can be satisfactorily accommodated.
- 3.5 Monitoring (see paragraph 13.1) will compare development rates with the provision figures in policy 6, thus enabling any figures which seem unlikely to be delivered or to be substantially exceeded, to be reconsidered at the first review of this strategy.
- 3.6 A significant increase in jobs is projected in sectors which generally do not require the type of employment floorspace in policy 6 – health, personal services, retailing, hotels and restaurants, tourism etc. Indeed, the job growth in these sectors is forecast to exceed the jobs created in offices, manufacturing and distribution combined. 9,000 additional jobs are forecast by 2026 in the health and care sector and over 5,000 in hotels and restaurants. There is latent potential for job growth in tourism, capitalising more fully on the area's natural assets and its international gateway function, and in creative industries including design, media, IT and culture. So positive provision also needs to be made for these sectors: sections 5 and 11 provide guidance for retailing, culture, hotel and tourism development.
- 3.7 Advanced manufacturing including the aerospace, aviation and marine sectors is one of South Hampshire's greatest strengths and has opportunities for expansion with the potential to generate high GVA growth and high wage jobs. Facilitating that growth, through the provision of suitable sites, is a particular priority.
- 3.8 The PUSH Economic Development Strategy also highlights the economic importance of the transport and logistics sector which now employs around 36,000 people in South Hampshire. It has grown much faster here than nationally and this growth is set to continue. A separate PUSH study revealed that the distribution and logistics sector provides a range of jobs including managerial and skilled posts, offers average earnings above those in the economy as a whole, and contributes to GVA in its own right. Moreover, warehousing/distribution is often associated with a firm's manufacturing or office/headquarters function, either on the same site or close by. A distribution/logistics development can facilitate other employment uses by opening up a site. As many development proposals comprise a mix of manufacturing and distribution and to allow flexibility in the allocation of sites, policy 6 contains combined figures for the two uses. The Economic Development Strategy predicts that across South Hampshire, over half of that floorspace will be needed for distribution, so it is vital that Local Plans make adequate provision for this sector.
- 3.9 A key strand of the Economic Development Strategy is to bring unemployed and under-utilised individuals into the workforce, thus tackling disadvantage and deprivation. Portsmouth and Southampton have the most concentrated areas of deprivation in the PUSH area, with deprivation to a lesser extent in Eastleigh, Gosport and Havant/Waterlooville. Tackling this requires job opportunities in locations which are

accessible to the individuals, plus training (see next section) to ensure they have the necessary skills to undertake those jobs.

- 3.10 Much past office development has taken place in out-of-town/peripheral locations. However, South Hampshire's city and town centres have the capacity and potential to accommodate considerable office development and that is reflected in the office floorspace provision figures in policy 6. Proposals will need to conform with the National Planning Policy Framework's sequential test for the location of office development: city/town centres being the first choice, then edge-of-centre locations, and only if suitable sites are not available should out-of-centre sites be considered. Some existing city/town centre office stock is not of the right quality or configuration for modern needs and may not be suitable for refurbishing for continued office use: authorities will need to be flexible towards alternative uses for that redundant stock.

### **Policy 7: Allocation of employment sites**

**In allocating sites for employment development, particular emphasis should be placed on providing for the key sectors of advanced manufacturing including marine, aerospace, and environmental/green technologies.**

**Addressing deprivation should also be a consideration in the allocation of sites.**

- 3.11 Several flagship sites will be particularly important to the achievement of South Hampshire's economic growth ambitions. 82 hectares of former defence land at Daedalus, Lee-on-the-Solent which has marine access and a private operational runway, has been designated by Government as the Solent Enterprise Zone: it has an advanced manufacturing focus in the marine, aerospace and aviation sectors. A new business district is envisaged in Southampton city centre which will require reconfiguration of existing infrastructure and an enhanced central station. Portsmouth city centre also has potential for office development, but the city's largest office development opportunity is at Lakeside Business Park for which access and drainage improvements are needed. Brownfield and greenfield land at Eastleigh River Side could provide over 70,000 square metres of new manufacturing and distribution space subject to the provision of improved access arrangements. A recurring theme with all these sites is the need for infrastructure improvements: a matter which will be addressed in the South Hampshire Infrastructure Plan – see policy 13.
- 3.12 The developability of employment sites is just as important as the overall quantity, so authorities need to ensure that the sites which they allocate are suited to modern business requirements and can be viably developed. All sizeable sites already earmarked for employment development were evaluated in 2010 as part of the PUSH Economic Development Strategy: approximately 10% were judged to be 'poor' in terms of their marketability, physical constraints and policy aspects. Most of those are not pencilled in for development until after 2021 which allows time for the shortcomings to be tackled; however, employment sites that have insurmountable obstacles to a viable development should be considered instead for other uses.
- 3.13 In a highly urbanised area like South Hampshire with limited undeveloped land, it is essential to ensure sufficient suitable sites are available for employment purposes, especially sites with special characteristics. A notable example of this is waterside sites for marine industries, as highlighted in the Solent Waterfront Strategy. These factors justify safeguarding existing and allocated employment sites where they meet modern

business requirements or will provide for other needs such as for low cost space. Such safeguarding sometimes needs to be long term, because there can be a considerable time between the allocation of an employment site and development actually taking place: Adanac Park, which now accommodates the Ordnance Survey headquarters, being a notable local example.

**Policy 8: Suitability and safeguarding of employment sites**

**Sites allocated for employment development should be suited to modern business requirements and be capable of being viably developed.**

**Existing and allocated employment sites which satisfy those criteria, should be safeguarded for employment uses.**

**Further information** - available on the PUSH website at: [www.push.gov.uk](http://www.push.gov.uk)

- South Hampshire Strategy Background Paper: Employment floorspace and housebuilding provision figures
- Property requirements for distribution and logistics. September 2008

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## 4 Skills

- 4.1 PUSH's ambition is for more South Hampshire residents to have greater levels of skill. An increase in skills particularly at the higher levels is a pre-requisite for higher levels of productivity and higher GVA, and for South Hampshire to be an attractive location for business investment. It will also enable local people to access the new jobs which will be created and reduce the need for employers to recruit from outside the area. In short, the aim is to anticipate and satisfy employers' skills needs by developing and retaining the talents of local people. This means focusing on training in specific skills and also on core educational achievement, especially in the areas of science, technology, engineering and mathematics.
- 4.2 Projections for the growth of South Hampshire's economy highlight the increasing importance of a highly skilled workforce. Whilst around 30% of jobs required the highest level of skills (NVQ4 and above) in 2006, this is forecast to rise to 40% by 2026. Similarly, 80% of jobs will require NVQ level 2 or above compared to 74% in 2006. Conversely, jobs requiring no skills will fall from 10% to 4%.
- 4.3 South Hampshire has a strong pool of skilled workers and compares well with many areas on the number of graduates. With world class universities based in the two cities and the wider area, there is an opportunity to deepen the links between the academic world and the local economy, to promote research that benefits the local economy.
- 4.4 PUSH has already taken several initiatives including the establishment of an Employment & Skills Board. The Board brings together the public and private sectors including representatives from higher education, local authorities, Job Centre Plus and the Skills Funding Agency to oversee and prioritise investment in employment and skills in South Hampshire. During 2011, the Board established an employer-led Apprenticeship Training Agency.
- 4.5 The approach is to better align public and private investment in training and workforce development to growth. This will be achieved by employers taking a lead, signalling how the public sector and business can co-invest most intelligently to maximise opportunities for employers and people.
- 4.6 The PUSH Policy Framework 'The use of Developers' Contributions to Provide Workforce Training' encourages PUSH authorities to request developer contributions, either financial or in kind, towards training, apprenticeships, employment advice, interview guarantees, work placements, transport arrangements and childcare.
- 4.7 This initiative led to the development of the Solent Talent Bank framework - an employer-led initiative that will transform growth in the Region through the roll-out of employment and skills plans creating (in the period to 2014) 800 new jobs, 400 new apprenticeships and 600 work experience trials, with the explicit intention of developing and retaining the talents of the resident labour force. It is a collaborative solution partnering employers, developers, national skills academies, skills providers, funding agencies, local authorities and other stakeholders. The focus will be on supporting business growth, particularly in key economic sectors to the area, including construction, advanced manufacturing (aerospace, aviation, marine) and the visitor economy. PUSH

and the Solent Local Enterprise Partnership have submitted a bid to the Growth Innovation Fund for support for the roll-out of the Solent Talent Bank and the creation of Employment and Skills Plans for all major developments.

### **Policy 9: Skills**

**PUSH and its partners, through the PUSH Employment & Skills Board, will:-**

- **Establish a STEM<sup>3</sup> facility to support the advanced manufacturing sector in the area;**
- **Promote all apprenticeship routes, including employer led programmes and the Apprenticeship Training Agency with a focus on priority sectors, and in particular, small to medium sized businesses (SME's), providing a flexible demand-led approach to the employment of apprentices;**
- **Promote self employment and the development of enterprise in our resident work force through the creation of enterprise scholarships for young people;**
- **Promote graduate retention from the area's universities, advocating the expansion of internship programmes and work placements;**
- **Develop a skills strategy and supporting employment and skills plan for the Solent Enterprise Zone.**

**PUSH authorities should endeavour to negotiate with developers, the provision through section 106 legal agreements of workforce training specifically related to the development.**

**Further information** - available on the PUSH website at: [www.push.gov.uk](http://www.push.gov.uk)

- South Hampshire Economic Review – May 2010
- PUSH Economic Development Strategy, Preferred Growth Scenario and Evidence Base
- PUSH Policy Framework: The Use of Developers Contributions to Provide Workforce Training

<sup>3</sup> Science, Technology, Engineering, Mathematics

## 5 Retailing and city/town centres

- 5.1 City and town centres are vital elements of the economy and a key focus for community life and for urban areas, providing for a mixture of uses including residential, business accommodation, service provision, retail, cultural, leisure and tourism. Dynamic and successful city/town centres are central to sustainable development in South Hampshire.
- 5.2 South Hampshire has a polycentric pattern of centres. Southampton and Portsmouth are the two leading centres; both have department stores and hundreds of national multiple retailers. Southampton city centre has over 250,000 square metres of retail floorspace and Portsmouth city centre approximately 100,000 square metres. Eastleigh and Fareham are the area's largest town centres with a selection of quality variety stores and national multiple retailers. They respectively have around 40,000 and 52,000 square metres of retail floorspace.
- 5.3 Gosport, Havant, Southsea and Waterlooville are the other sizeable town centres, with a selection of service, variety stores and some national multiple retailers. There is a greater emphasis on supermarkets as the main retail stores, along with other convenience shops and services. Southsea has a distinctive retail offer and is 'punching above its weight' due to its two department stores, but this is likely to change if/when the planned major expansion of Portsmouth City Centre goes ahead. Waterlooville town centre will need to be integrated with the major housing development underway to the west of it. Just outside the area, Chichester and Winchester are sizeable centres which attract shoppers from within South Hampshire. This Strategy seeks to broadly maintain this retail hierarchy and for each centre to enhance its individual identity.
- 5.4 In 2004, the amount of comparison goods floorspace elsewhere in South Hampshire – mainly in retail parks and stand-alone retail warehouses - almost matched that in the eight main centres listed above. This reflects the growth of out-of-town retailing over previous decades. Across the UK, only 43% of retail spending now takes place in city/town centres with 48% being spent in other locations. Sales via the internet and mobile devices account for 10% of all spending and are forecast to increase over the next four years to 15%<sup>4</sup>. Out-of-town space nationally increased by one-third during 2000-2009, but town centre floorspace fell by 9%<sup>4</sup>. In order to reverse this and ensure that town centres are at the heart of retail expansion in coming years, the Government-commissioned review of the future of the high streets by Mary Portas called for a specific presumption in favour of shopping development in town centres. The policy below does exactly that.
- 5.5 The most recent South Hampshire-wide forecast is that 280,000 - 425,000 square metres of additional comparison goods floorspace could be needed between 2011 and 2026. However, that forecast was prepared in 2005 before the current economic downturn and the closure of whole retail chains such as Woolworths. Moreover, whilst the forecast assumed a growth in internet shopping, some analysts now suggest that the future significance of such 'e-tailing' will be greater. This points to a cautious approach to planning for future retail expansion especially outside city/town centres.

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<sup>4</sup> Department for Business Innovation and Skills/Genecon and Partners (2011) Understanding High Street Performance

- 5.6 Whilst forecast needs are likely to be lower than the figures above, recent assessments undertaken by individual councils still point to a need for significant retail growth in the city and town centres to cater for future population and expenditure growth, and to 'claw back' trade from out-of-centre locations. So making provision for future expansion in South Hampshire's city/town centres is vital, such that when the economic upturn arrives, retail development is able to take place there and is not forced out-of-town by a lack of city/town centre sites. Given the long lead-in times for delivering central area schemes, it is necessary to plan now for expansion in the medium and longer term. As multiple land ownership is common in central areas, this will require PUSH authorities to assist with land assembly by using compulsory purchase powers where necessary. In the short term, there is a need to address the under-occupation of some existing retail space which in some cases may mean allowing/promoting alternative uses for units which are not suited to modern retailing requirements.
- 5.7 Positive planning of city and town centres is needed, incorporating best practice in urban design along with improvements in the public realm and better access by public transport, cycling and walking. Town centre regeneration offers the opportunity to achieve exemplar developments, demonstrating the highest standards of sustainable construction and energy efficiency. A substantial proportion of the new homes envisaged by this Strategy will be within the two cities including their centres, and thus there will be a need for mixed use schemes that combine, for example, residential, retail and offices. Green infrastructure enhancements and conservation of heritage features can contribute to centres maintaining their individual character and can help enhance environmental quality.
- 5.8 A new district centre is envisaged in the New Community North of Fareham with a focus on food-based shopping facilities to serve the envisaged resident population. The New Community will primarily look to Fareham town centre for higher order shopping and leisure facilities, and to Portsmouth for regional city functions. No need has been identified for any new out-of-centre shopping schemes or large-scale extensions to existing ones up to 2026. The role and regeneration of city/town centres should not be undermined by an expansion of such development. This restrictive approach will not preclude small-scale development in smaller centres to meet local needs.

#### **Policy 10: Retailing and city/town centres**

**The strategy for the city/town centres of South Hampshire is to enhance their individual character and complementary roles through high quality mixed-use development including residential and hotel accommodation; improvements to the public realm and to public transport facilities; and improved pedestrian/cycle links between central areas and surrounding residential areas, parks, open spaces, waterfront etc.**

**Portsmouth and Southampton are defined as Regional City Centres while Eastleigh and Fareham are defined as Large Town Centres. Major comparison goods retail developments and other town centre uses of a large scale, should be located in these centres. Gosport, Havant, Southsea and Waterlooville are Medium Town Centres serving a more limited catchment area.**

**A new district centre should form part of the New Community North of Fareham. No new district centres are seen as needed elsewhere; rather the approach will be to consolidate existing district centres.**

**Local Plans should define the future identity and growth of each city/town centre, as follows:**

- **Southampton: expansion of shopping, leisure, office employment, hotels, higher education and cultural facilities to enhance the city's role as a regional centre serving south west Hampshire and areas to the west and north, by consolidating the existing primary shopping area and integrating the redevelopment of the major city centre sites to the west with an expansion of the retail area westwards in the medium/longer term;**
- **Portsmouth: expansion of the role of the city centre (defined to include Gunwharf Quays) as a regional destination for shopping, leisure, office employment, hotels, higher education and culture serving south east Hampshire and areas to the north and east, and as a nationally significant tourist destination. Consolidation of the existing Commercial Road shopping area should be the priority, with northward expansion;**
- **Eastleigh and Fareham: modest expansion of retail, office and other town centre uses. Excellent access to the New Community North of Fareham should be secured in order to ensure that Fareham town centre and Portsmouth provide the higher order shopping, cultural and leisure required by the new community's envisaged population;**
- **Havant, Gosport, Southsea and Waterlooville: limited provision for retail and office employment with Southsea repositioning its retail offer in response to the major expansion of Portsmouth City Centre.**

**The expansion of out-of-centre retailing and leisure development will be restricted.**

**Further information** - available on the PUSH website at: [www.push.gov.uk](http://www.push.gov.uk)

- PUSH Town Centres Study 2005

## 6 Housing

- 6.1 Section 2 explains the forecast requirement for 55,600 new homes in South Hampshire during 2011-2026; policy 11 below apportions that figure amongst the PUSH authorities. Some of the new housing will only be possible if new/upgraded infrastructure is provided, notably improved road and public transport access into the Gosport peninsula, and improved flood defences for parts of Havant and Portsmouth. New housing will be an important element of mixed use schemes in city and town centres – see policy 10. The table below also includes an estimate of the private housing which will be released by the building of new student accommodation in Portsmouth and Southampton, and which will thus become available to meet general housing needs. The derivation of the figures in the table is explained in the background report ‘Employment floorspace and housebuilding provision figures’.
- 6.2 Housing provision in the New Community North of Fareham (NCNF) is shown separately from the rest of Fareham Borough. As explained in Section 2, new homes are planned to be built in the NCNF from 2016. The NCNF is ultimately expected to accommodate 6,500-7,500 new homes: the figure below is the number envisaged to be built by 2026. (That figure will be validated during preparation of the Area Action Plan for the NCNF.)
- 6.3 The figures in policy 11 are the number of new homes which each authority should aim to provide for through local plan allocations and planning permissions. The figures are aspirational and will be tested during the preparation of local plans taking account of other considerations including any impact on sites of European importance for nature conservation (see paragraph 2.21). In the event that an authority is unable to provide for its figure in policy 11, then that will be addressed when this strategy is reviewed.

### Policy 11: Provision for net additional homes 2011-2026

<b>East Hampshire (part)</b>	<b>1,050</b>
<b>Eastleigh</b>	<b>8,050</b>
<b>Fareham</b>	<b>2,200</b>
<b>New Community North of Fareham</b>	<b>5,400</b>
<b>Gosport</b>	<b>2,550</b>
<b>Havant</b>	<b>5,150</b>
<b>Portsmouth</b>	<b>9,100</b>
<b>Southampton</b>	<b>12,200</b>
<b>Test Valley (part)</b>	<b>2,950</b>
<b>Winchester (part)</b>	<b>6,200</b>
<b>Housing released by new student accommodation</b>	<b>750</b>
<b>South Hampshire total</b>	<b>55,600</b>

- 6.4 Local authorities can identify the number of homes needed, but the number actually built each year will be heavily influenced by factors outside their control. This strategy has been prepared at a time of economic and financial uncertainty, and with a changing policy landscape. Market conditions are weak and this is likely to mean that housebuilding in the short term will remain subdued. To help progress housing delivery in the short term, PUSH in conjunction with the Homes and Communities Agency is implementing initiatives and allocating funding to complete several estate regeneration

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projects, to re-start stalled housing schemes, and to enable the provision of family homes and intermediate housing including affordable home ownership.

- 6.5 A range of sizes and types of new housing is as important as the overall amount. In 2008/9, only 19% of new properties were family homes (3 or more bedrooms) and although this had increased to 31% by 2010/11, the need to ensure a good supply of this housing type remains. A balanced supply of new housing is needed in each authority rather than – as happened in the late 2000s – apartments dominating new build in the two cities and larger homes predominating in other areas. A variety of housing types and tenures within individual neighbourhoods, and on each housing site where that is possible, creates sustainable mixed communities and helps avoid concentrations of disadvantage. High quality design and construction is vital to create visually attractive and sustainable new housing which will remain a desirable place to live well into the future – see policies 5 and 19.
- 6.6 The number of people on housing registers grew by 73% during 1999-2010. More concealed households are anticipated and for the foreseeable future at least, home ownership is only likely to be an option for those with high incomes and those with equity from other sources such as other family members or inheritance. So it is vital to maximise the supply of new affordable housing and encourage the provision of high quality private rented homes.
- 6.7 ‘Affordable housing’ is defined as non-market housing which is made available to eligible households whose needs are not met by the market. Between 2007 and 2011, the proportion of new properties which were ‘affordable homes’ rose from 24% to 40%, but as explained below, it will be challenging to maintain this percentage in the coming years. Affordable housing can include social-rented housing, ‘affordable rent’ housing and intermediate housing (e.g. shared ownership). The latter appeals to many individuals and evidence suggests that around 40% of those in housing need might be able to afford intermediate housing. In the short-medium term, most new affordable housing will continue to be built/managed by registered providers (housing associations) and local authorities. Government policy changes and other factors could lead in time to new delivery bodies/routes such as private sector investors, employers’ subsidised housing, and partnerships with institutional investors. PUSH will continue to act as a facilitator, working with housing providers, developers and the Government’s Homes and Communities Agency to maximise investment in new affordable housing and to deliver the priorities for investment identified in the PUSH Local Investment Plan.
- 6.8 New housing developments often comprise a mix of market homes (either for sale or rent) and affordable housing. Such mixed schemes should be to a common design and construction standard, so that the overall development is visually harmonious and there is no feeling of social segregation. Many affordable homes are part-funded by market housebuilding through planning obligations, but the economics of development are now more acute, so a greater emphasis is needed on site development viability, an open book approach etc, whilst meeting the Homes and Communities Agency’s standards.
- 6.9 Attracting and retaining highly talented individuals and top executives is critical to the ambition for higher economic growth, so PUSH is undertaking an Executive Homes Study which is expected to report during 2013.

6.10 Half of the forecast future increase in households will be of people aged over 65. Many of these will want to remain in their existing homes, but some are likely to want to move to a property designed especially for older people. Enabling older households to 'down-size' releases larger properties for occupation by families. This points to a growing requirement for older peoples' housing, delivered by a diverse range of providers in a variety of formats, recognising that the housing needs and desires of older people are as varied as those of the working population. Some of that housing may encompass varying levels of care provision including extra care.

### **Policy 12: Housing type and tenure**

#### **PUSH and its partners should:-**

- **plan for the whole range of housing requirements including those of households with modest incomes, families, older people, and senior executives;**
- **strive for a mix and balance of housing types in each authority with over 30% of new properties being family homes;**
- **seek higher quality homes and mixed income communities;**
- **strive for 30-40% of new homes on development sites across South Hampshire to be affordable, subject to maintaining the viability of development;**
- **aim to ensure a range of affordable housing types and tenures at a range of affordability levels, with around two-thirds of affordable homes being for rent and about one-third being intermediate housing;**
- **encourage a growth in the private rented sector including by institutional investors, and foster professional and high quality private rented sector housing management;**
- **plan for the large predicted increase in older person households by making provision for a range of suitable accommodation including purpose-built properties such as sheltered and extra care housing, and by seeking that larger housing developments<sup>5</sup> include some accommodation which is suited to older people.**

**Each PUSH authority will determine the precise percentages for its area so as to reflect local needs as well as contributing to achieving the South Hampshire-wide targets above.**

**Further information** - available on the PUSH website at: [www.push.gov.uk](http://www.push.gov.uk)

- South Hampshire Strategy Background Paper: Employment floorspace and housebuilding provision figures
- PUSH Housing Market Assessment undertaken in 2005/6
- PUSH 2007-11 Sub Regional Housing Strategy
- PUSH Annual Market Monitoring Reports undertaken during 2008-2011
- PUSH Local Investment Plan 2010 (refreshed in 2012)

<sup>5</sup> This threshold will be defined by each individual authority, but is likely to be in the order of a hundred or more dwellings.

## 7 Infrastructure

- 7.1 Sustainable communities depend on the presence of infrastructure serving the community – such as sustainable water supplies, greenspace, schools, community centres, libraries and waste recycling facilities. New and improved infrastructure is essential to redress existing shortcomings and to ensure that the new homes envisaged by this Strategy are part of sustainable communities, not soulless housing estates. The New Community North of Fareham and the urban extensions will have new infrastructure of their own, but new homes elsewhere are likely to make use of existing facilities, some of which may need expanding as a consequence. For some infrastructure sectors such as health, the focus will be on replacement and refurbishment of existing facilities. Local Plans will identify infrastructure needs when they earmark areas for new development.
- 7.2 Robust and efficient transport, communications and utilities infrastructure is critical to the success of businesses in South Hampshire, as well as the quality of life of residents. Section 8 highlights the critical need for additional investment in the area's transport infrastructure. The Solent Local Enterprise Partnership regards the roll-out of reliable high speed broadband across the Solent area as a key priority for businesses.
- 7.3 New green infrastructure will be needed in association with new urban development to provide recreational opportunities and create quality places. It may also be needed to obviate increased recreational pressures on environmentally sensitive areas within and surrounding South Hampshire.
- 7.4 Some areas, particularly in Gosport, Havant, Portsmouth and Southampton, may be prone to unacceptable risk of flooding without further investment in flood protection. This investment is needed to protect existing buildings, but some new development within those areas can help provide funding towards the necessary flood defence improvements. The new development envisaged in some localities cannot go ahead without new/improved flood defences.
- 7.5 Infrastructure improvements can also help deliver other objectives: new/improved educational establishments will help upskill South Hampshire's workforce, for example, while investment in waste water treatment facilities will help them satisfy stricter environmental regulations.
- 7.6 In 2010, the Government published a 'National Infrastructure Plan' - the first ever comprehensive cross-sectoral analysis of the UK's infrastructure networks - and in November 2011 published an update. The Government is prioritising public sector capital investment towards infrastructure that supports economic growth. More flexibility is to be given to local authorities over the use of local receipts to fund major infrastructure in specific circumstances, but the Government envisages that private investment will in future fund the majority of the UK's infrastructure.
- 7.7 So infrastructure provision in South Hampshire will be through a partnership of public, private and third sector organisations, with funding coming from a range of sources including mainstream service investment, government grants/funding streams, developer contributions, community infrastructure levy receipts, and potential new funding sources such as tax increment financing. Mechanisms are needed for transferring funds between local tax-raising authorities and the infrastructure providers. The Government's 'Growing

Places Fund' will provide £500m via Local Enterprise Partnerships to establish sustainable revolving local funds to address infrastructure and site constraints, thus promoting economic growth and the delivery of jobs and homes. PUSH is exploring the possibility of pooling a modest element of the funds raised by PUSH authorities through the Community Infrastructure Levy to fund some infrastructure projects.

- 7.8 In the foreseeable future with public sector spending constrained and the private sector facing challenges in securing investment funding, it will be necessary to focus on infrastructure projects which support economic growth and new homes. There is as yet no definitive list of such projects in South Hampshire: PUSH can help rectify this by providing coordination and leadership in the preparation of an infrastructure plan. This document will cost and prioritise the strategic infrastructure projects – within the overarching priority of enabling economic growth and new homes - and identify potential funding sources together with the actions needed to deliver each project. This will build on work already undertaken by PUSH and its partners and may include key infrastructure projects which are located outside South Hampshire but are critical to its economic success.

### **Policy 13: Infrastructure**

**The need for new and improved infrastructure should be assessed as an integral part of the preparation of Local Plans, and steps taken to ensure that planned development is accompanied by the appropriate infrastructure.**

**PUSH and its partners will work together to increase investment in infrastructure, to facilitate the transfer of funds between local tax-raising authorities and the infrastructure providers, and to secure co-ordination between development and essential infrastructure provision.**

**Priority should be given to implementation of the following categories of strategic infrastructure which will enable economic growth and new homes:-**

- **transport network improvements and provision of access into key development sites;**
- **improved broadband coverage and speed;**
- **new/enhanced flood defences;**
- **new/upgraded wastewater treatment facilities;**
- **new/upgraded water supply infrastructure;**
- **new/enhanced green infrastructure;**
- **new/expanded education and training facilities.**

**PUSH will prepare, in conjunction with the infrastructure providers, a South Hampshire Infrastructure Plan which will identify and cost the strategic infrastructure projects needed to deliver economic growth, new homes, improved quality of life, and more sustainable communities.**

## 8 Transport

*This section has been prepared by Transport for South Hampshire (TfSH) which coordinates strategic transport planning in the PUSH area on behalf of the local transport authorities: Hampshire County Council, Portsmouth City Council and Southampton City Council.*

- 8.1 3.2 million journeys are made in South Hampshire each day of which 88% are wholly within the area. The majority (70%) are made by car but active modes (cycling and walking) account for 25%. The area's motorway network is used by large volumes of local traffic as well as by long distance users including vehicles to/from the area's three international gateways of Southampton International Airport and the seaports of Portsmouth and Southampton. These gateways and the motorway network are shown on the map on page 9.
- 8.2 It is vital that transport improvements support planned new development, especially the 'cities first' approach and planned strategic employment development. Conversely, it is important that spatial planning decisions are informed by and reflect forecast transport problems. So Transport for South Hampshire (TfSH) has used its Sub-Regional Transport Model to forecast the future transport situation, taking account of general traffic growth, the Government's general economic forecasts, and the employment and housing development envisaged in section 2 of this document. These forecasts will inform the preparation of Local Plans. The model predicts that unless there are new transport interventions (as set out below) in tandem with sound spatial planning, there will be increased congestion and consequent travel delays, notably at various junctions on the M27 motorway and on key radial routes into Portsmouth, Southampton and Gosport. These transport delays would impact on individuals and businesses alike, and could potentially deter some businesses from expanding or locating within South Hampshire, in turn affecting the prospects of economic and employment growth. The extra congestion would also have negative environmental and health impacts.
- 8.3 Transport for South Hampshire (TfSH) is tackling these issues through a 'Reduce-Manage-Invest' approach: this encompasses transport interventions which will reduce the need to travel, maximise the use of existing transport infrastructure, and deliver targeted improvements. Under this approach, emphasis will be placed on:
- making public transport and active travel into genuine travel choices to help them play a significant role in accommodating forecast growth in demand for travel;
  - managing and investing in the highway network to better manage existing and forecast demand, particularly on the strategic road network and its junctions;
  - improving multi-modal access along key corridors – particularly those that connect the two cities with their hinterlands;
  - Improving public transport connectivity between the two cities to broaden employment horizons and facilitate business agglomeration;
  - improvements to highway land which improve the quality and permeability of the urban realm so as to encourage walking and cycling and create development opportunities.
- 8.4 As part of this overall approach, the following transport interventions are currently being implemented:-
- a £7.4m project to raise the quality of bus travel and change perceptions of the bus, so as to achieve an 8% increase in bus passengers and a 5.6% increase in public transport mode share;

- A £31m project to improve sustainable access to our city and town centres, focusing on nine corridors and public transport interchanges. The project will deliver a targeted programme of travel choice interventions, physical improvements along the nine corridors as well as a public transport smart ticketing solution;
  - improvements to Northern Road Bridge, Portsmouth;
  - a new interchange on the M275 to access major development at Tipner in Portsmouth together with a park and ride facility;
  - highway improvements on Platform Road, Southampton to improve access to the Eastern Docks.
- 8.5 The following transport interventions are ‘in the pipeline’ as they are being developed by local or strategic transport infrastructure providers, but await funding becoming available:-
- enhanced access to the Solent Enterprise Zone through major improvements on Newgate Lane and improved public transport links;
  - improvements to junctions 3 and 5 of the M27 and M27/M275 junction;
  - improvements to M3 junction 9. (Although this junction is outside South Hampshire, delays here affect people and freight movements to/from and the rest of the UK).
- 8.6 TfSH is appraising further transport interventions using its Sub-Regional Transport Model. Amongst the potential interventions being tested are:-
- extensions to the recently opened Fareham-Gosport Bus Rapid Transit (BRT) together with a wider BRT network including BRT links to the New Community North of Fareham, the Dunsbury Hill Farm employment site, and the Tipner development;
  - targeted highway improvements;
  - improvements to the rail network;
  - further improvements to Junction 5 of the M27;
  - improved public transport facilities, improvements for pedestrians and cyclists, and an enhanced public realm within Portsmouth and Southampton centres.
- 8.7 This appraisal will identify which interventions have the greatest benefits and are thus priorities for implementation. TfSH expects to have completed this prioritisation by January 2013 enabling the selected transport interventions to be included in the proposed South Hampshire Infrastructure Plan – see policy 13. PUSH will support TfSH’s efforts to obtain funding for those interventions and to secure greater local influence over roads within South Hampshire which are the responsibility of the Government’s Highways Agency.
- 8.8 In addition to these general improvements to the transport network, there will be a need for transport interventions to enable major new developments to go ahead. These interventions - which will be identified in consultation with the relevant highway authorities and funded by the developers involved - include access to the New Community North of Fareham and access into Eastleigh River Side.

#### **Further information**

- The transport strategy for South Hampshire is set out in the March 2011 joint Local Transport Plan of the three TfSH local transport authorities which can be viewed here: [Local Transport Plan 3: Joint Strategy for South Hampshire](#)

## 9 Green infrastructure

- 9.1 South Hampshire has a highly valued natural environment including many sites/features which have statutory protection. At the same time, its population of almost one million people creates considerable demand for recreational opportunities: demand which will increase as a consequence of planned new housebuilding. It is therefore vital to conserve and enhance South Hampshire's green infrastructure – its network of green spaces, water bodies and other environmental features in both urban and rural areas.
- 9.2 New/enhanced green infrastructure can improve the quality and character of places, enhance biodiversity, and help avoid/mitigate increased recreational pressure (arising from new development) on sites of European importance for nature conservation. It can help address climate change – both mitigation (because trees and other vegetation absorb carbon dioxide) and adaptation (through shading, evaporative cooling etc.)
- 9.3 The intrinsic value of an individual site/feature is enhanced by it being part of a network with others. This makes it essential to identify, plan and actively manage networks of green infrastructure especially in areas undergoing large scale change. Linear features - rivers, road verges, recreational routes, hedges and river corridors – provide connectivity between green infrastructure assets. Such connectivity performs a variety of functions, notably enabling wildlife to move between areas. Further work is being undertaken to develop this concept which will be published in a separate PUSH document.
- 9.4 A range of organisations are involved in green infrastructure – local authorities, statutory bodies like the Environment Agency, Natural England and Forestry Commission, landowners, voluntary groups and others – so collaborative working is vital. PUSH performs a leadership and coordinating role including commissioning a Green Infrastructure Strategy. That Strategy was completed in 2010 and contains 46 project initiatives to help deliver enhanced green infrastructure across South Hampshire. The PUSH Green Infrastructure Implementation Framework prioritises these projects to reflect need and resource availability. Key projects will be included in the South Hampshire Infrastructure Plan (see policy 13).

### Policy 14: Green Infrastructure

**South Hampshire authorities and their partners will work together to plan, provide and manage connected networks of multi-functional green spaces including existing and new green infrastructure. These networks will be planned and managed to deliver the widest range of environmental, social and economic benefits.**

**Local Plans will protect the value of existing green infrastructure and the integrity of green infrastructure networks. They will provide for enhancements to the quality, connectivity and multi-functionality of green infrastructure.**

**Further information** - available on the PUSH website at: [www.push.gov.uk](http://www.push.gov.uk)

- PUSH Green Infrastructure Strategy
- PUSH Green Infrastructure Implementation Framework

## 10 Gaps

- 10.1 There are tracts of undeveloped land within South Hampshire which keep settlements separate from each other. These 'Gaps' help maintain the individual identity and character of settlements. They help retain open land adjacent to urban areas which can be used for new or enhanced recreation and other green infrastructure purposes including acting as green corridors which enable wildlife to move between habitats. The prevention of significant development within these Gaps has been a feature of strategic and local planning documents in South Hampshire for over 30 years.
- 10.2 The purpose of Gaps is to shape settlement patterns and to influence the location of planned development; not to stifle it altogether. So the boundaries of Gaps must be defined in tandem with providing sufficient land to meet development needs.
- 10.3 In 2008, the PUSH Joint Committee adopted a Policy Framework which sets out criteria for the designation of Gaps in order to ensure consistency across South Hampshire. The Gaps which cross authority boundaries need a coordinated approach to ensure that their designation and their extent is aligned across the boundary, so the Policy Framework identified the broad location of those four Gaps. The approach in that Framework remains relevant and is the basis for policy 15 below.

### Policy 15: Gaps

**The following Gaps will be designated by PUSH authorities:-**

- between Southampton and Eastleigh/Chandlers Ford
- between Southampton and Hedge End/Bursledon/Netley
- between Fareham and Fareham Western Wards/Whiteley
- between Fareham/Gosport and Stubbington/Lee-on-the-Solent.

**The following criteria will be used by PUSH authorities to designate the location of other Gaps and to define the boundaries of all Gaps:-**

- the designation is needed to retain the open nature and/or sense of separation between settlements;
- the land to be included within the Gap performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence;
- the Gap's boundaries should not preclude provision being made for the development proposed in this Strategy;
- the Gap should include no more land than is necessary to prevent the coalescence of settlements having regard to maintaining their physical and visual separation.

**Once designated, the multifunctional capacity of Gaps should be strengthened wherever possible.**

**Further information** - available on the PUSH website at: [www.push.gov.uk](http://www.push.gov.uk)

- PUSH Policy Framework for Gaps

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## 11 Arts, culture and tourism

- 11.1 Culture and heritage help create a sense of identity and distinctiveness, whilst a diverse arts, cultural and entertainment offer and wide ranging sporting opportunities play an important role in supporting economic growth. *“Inward investors are looking for well qualified labour and high quality property... after these basics they will look for quality of life”* according to a leading private sector development director. Arts and cultural facilities have catchment areas which transcend local authority boundaries. For this and other reasons, the PUSH authorities need a collective approach to planning for arts and culture.
- 11.2 A cultural infrastructure audit undertaken for PUSH identified 29 arts facilities (multi-use arts venues; theatres; galleries; performance, rehearsal and education space) across South Hampshire. They include performance venues and galleries in Portsmouth and Southampton which serve wider areas. South Hampshire has a good geographic coverage of arts facilities, although in relation to population, the overall provision is below national standards and forecast population growth will worsen that unless facilities are expanded.
- 11.3 South Hampshire is generally well served by libraries, but Whiteley and north Fareham/Wickham are the notable exceptions. Current provision in Eastleigh and Test Valley Boroughs is insufficient in comparison to their populations, and planned housebuilding at Whiteley and the New Community North of Fareham will generate additional demand. Future potential increases in demand for library services may best be met by making better use of existing space rather than through additional floorspace, but this will vary from library to library depending on the scale of the increased demand and the nature of the current facilities.
- 11.4 South Hampshire is well-served by a wide diversity of specialist and local museums but increases in population will increase demand for museum services. It is likely that this rise in demand would be best met by enhancing existing provision rather than providing new facilities, although modernisation or replacement may be desirable in some instances.
- 11.5 South Hampshire generally has a range of high quality sports assets and a good coverage of sports halls, artificial pitches and swimming pools.
- 11.6 There are opportunities for increased tourism in South Hampshire – both domestic and overseas staying visits – capitalising on the area’s unique heritage. More could be made of individual tourism assets by presenting and marketing them as a coherent whole. A hotel study undertaken for PUSH forecasts a need for up to 38 new hotels across South Hampshire over the next 20 years consequent on further development of the area’s tourist attractions, forecast growth in the cruise market, expansion at Southampton Airport, population growth (leading to more weddings, family parties etc) and employment development (requiring overnight accommodation for construction/maintenance contractors and visiting executives).
- 11.7 That study identifies Portsmouth and Southampton as the focus for hotel developers’ interest and the locations where 3 and 4 star hotels, boutique hotels and serviced apartments are likely to be built. Market interest in other parts of South Hampshire is

likely to be in additional budget hotels and pub accommodation. However opportunities may also exist to develop country house hotels focusing on the business, spa and sport tourism markets.

- 11.8 There is no major events facility in South Hampshire. Demand potentially exists for a multi-purpose arena or conference facility already. Forecast economic and population growth will mean greater potential for such a facility and will help to develop the attractiveness of the area as a business and conference tourism destination.

#### **Policy 16: Culture and tourism**

**PUSH and its partners will seek to improve the quality, range and diversity of South Hampshire's cultural offer, bring the area's cultural provision per person up to national standards and meet additional demand arising from population growth. This will be achieved through better use of existing space or through additional floorspace depending on the scale of the increased demand and the nature of the current facilities.**

**PUSH and its partners will plan for and seek to realise the potential for tourism growth in South Hampshire. In strengthening and expanding the national/international tourism offer, priority will be given to:-**

- **capitalising on the maritime heritage of Portsmouth Harbour and linking its attractions, such as Portsmouth historic dockyard, Porchester Castle and Gosport forts, to form a coherent whole;**
- **majoring on Southampton's arts and city heritage with a cultural quarter and refurbished pier/waterfront destination;**
- **exploring the possibility of a major events facility including facilities to meet the needs of business tourism and the conference market.**

**Southampton and Portsmouth should plan for further hotel development, including 3 and 4 star hotels, boutique hotels and serviced apartments, with provision in other areas primarily for budget hotel and pub accommodation.**

**Further information** - available on the PUSH website at: [www.push.gov.uk](http://www.push.gov.uk)

- PUSH Cultural Strategy
- South Hampshire and Hampshire Cultural Infrastructure Audit
- PUSH Hotel Study

## 12 Environmental Sustainability

- 12.1 Climate change, rising energy prices, the fragility of food supplies, and the need to reduce carbon emissions are global issues, but in addition South Hampshire faces a unique combination of specific environmental constraints and challenges.
- 12.2 With some 270 kilometres of coastline, South Hampshire contains some of the most vulnerable communities in England in terms of flood risk. Predicted sea level rise will increase these risks. In addition, there are river floodplains with a risk of surface water flooding and areas that are susceptible to groundwater flooding. A Strategic Flood Risk Assessment was commissioned by PUSH in 2007. It is vital that flood risk is minimised and that flood prevention infrastructure is provided and maintained. If possible, it is best to locate development outside of flood risk areas. However given the 'cities first' approach to promote sustainable regeneration, substantial new development will be necessary within some flood risk zones. In these cases development should be sited and designed to minimise the risk of flooding, and contribute to strategic coastal flood defences where appropriate.
- 12.3 South Hampshire is officially designated as an 'area of serious water stress' – where current and future household demand for water is a high proportion of the available freshwater resources and thus there is a need for water efficiency measures. Water metering has been proven to reduce water consumption. All commercial premises are already metered and the two companies which supply water within South Hampshire aim to extend metering to all domestic customers by 2030. Extended water metering together with enhanced water conservation/recycling measures in new buildings under the Code for Sustainable Homes (policy 19 below) should enable water consumption to be reduced to 130 litres or less per person per day by 2030 - a one-fifth reduction from 2009/10. This target reflects the national aspiration in the Government's Water White Paper and the classification of South Hampshire as 'water stressed'.
- 12.4 It is vital to ensure that development in South Hampshire does not have an adverse impact on the internationally important rivers and coastal waters. There is little or no 'environmental capacity' left in the receiving waters to accommodate additional loadings of pollutants. So all potential sources of pollution from the urban development planned in this Strategy will need to be managed to minimise their impact on the environment. This includes managing discharges from those wastewater treatment works which will receive additional loads of pollutants arising from new development. A reduction in the volume of water going to treatment works will be achieved through reduced water usage by consumers and reducing the amount of water, e.g. run-off from roads, going into sewers.

### Policy 17: Managing flood risk, water and wastewater

#### PUSH and its partners should seek to:-

- **reduce the level of flood risk to existing properties by providing and maintaining flood defences, and ensure that new development is located and designed to minimise the risk of flooding;**
- **manage demand and reduce over-abstraction of water from South Hampshire's rivers and aquifers through measures to secure more careful consumption of water, with the target of reducing consumption to under 130 litres per person per day by 2030;**

- **ensure there is no deterioration, and secure improvement where possible, in water body status (as set out in the South East River Basin Management Plan) by reducing the amount of water going to waste water treatment and by the upgrading of selected wastewater treatment works where this is possible.**

- 12.5 Reducing energy consumption and associated emissions is a national priority. The standards in Policy 19 for the construction of new homes and non-residential premises will help in that regard, but equally important is to improve the energy efficiency of existing buildings.
- 12.6 The Government is urging local authorities to promote energy from renewable and low-carbon sources. The PUSH Energy and Climate Change Strategy aims to reduce South Hampshire's dependency on fossil fuel supply, facilitate local energy networks, tackle carbon reduction requirements in line with national and international targets, and facilitate the introduction of renewable and low carbon energy supply. The Hampshire Minerals and Waste Plan (see page 46) deals with energy generation from waste materials and will need to be taken into account by other PUSH partners' plans.

### **Policy 18: Energy**

#### **PUSH and its partners should seek:-**

- **to reduce energy consumption by encouraging the retrofitting of additional insulation and other energy saving measures into existing buildings;**
- **20% of all electricity to be generated from renewable sources by 2020 across South Hampshire as a whole, by encouraging renewable energy generating installations/projects and adopting positive planning policies for renewable energy.**

- 12.7 The National Planning Policy Framework exhorts local authorities to support the move to a low carbon future, but states that local standards for the sustainability of buildings should be consistent with the Government's zero carbon buildings policy and should adopt nationally described standards. The Code for Sustainable Homes is the national framework for assessing the sustainable design and construction of new homes with BREEAM being the non-residential equivalent. There is no national policy promoting any specific Code levels, although the Government's policy for zero carbon homes from 2016 and non-domestic buildings from 2019 indicates the direction of travel. The existing PUSH policy requires Code level 4 and BREEAM 'Excellent' from 2012, and Code level 6 from 2016.
- 12.8 Given the Government's direction of travel, PUSH believes this existing policy remains broadly right but intends a longer lead-in for the implementation of Level 6. The updated policy below envisages variations in the pace at which PUSH authorities set higher building sustainability standards, but with all requiring Code Level 6 no later than 2020. As these standards are higher than current Building Regulations, authorities will need to test their viability in line with the National Planning Policy Framework. Technological advances in the intervening years will make this currently challenging standard more readily achievable: however if that does not happen or if that standard turns out to be seriously out of step with emerging national policy, then it would be reconsidered when this Strategy is reviewed.

**Policy 19: Building construction**

**PUSH authorities should require that planning applications meet these environmental standards:-**

- **applications for new dwellings to meet the Code for Sustainable Homes level 4 rising to level 6 from 2020 (subject to viability testing);**
- **applications for multi-residential<sup>6</sup> and non-residential development with a floorspace of more than 500 square metres to achieve BREEAM ‘excellent’ standard.**

12.9 The National Planning Policy Framework states that where significant development of agricultural land is necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality.

12.10 A larger than average proportion of South Hampshire’s agricultural land is of higher quality (25% is grade 1 and 2 compared to only 7% across Hampshire as a whole) and much of it is adjacent to urban settlements. The long term fragility of world food supplies coupled with the increasing interest in locally-produced and own-grown food justifies conserving this productive land for agriculture and allotments. In tandem with other initiatives, this would enable local organisations to source more of their food from local producers thus creating local jobs and reducing transport-related energy use/emissions.

**Policy 20: Food production**

**PUSH authorities should facilitate an increase in locally grown food through:-**

- **planning policies which avoid or minimise development on higher quality agricultural land;**
- **protection for existing allotments and the creation of additional ones.**

12.11 Tackling the above agenda will require appropriate local planning policies, but equally important will be other actions by PUSH and partner organisations, as well as the adoption of more sustainable practices/lifestyles by businesses and communities.

**Policy 21: Corporate sustainability**

**PUSH authorities should incorporate sustainability considerations into their own corporate policies, management procedures and decision-making, and encourage other businesses to do the same.**

12.12 A separate PUSH background document sets out the justification for the targets and standards in these policies, and how they can be delivered. It also describes how PUSH authorities are improving their own sustainability as an example to other organisations.

**Further information** - available on the PUSH website at: [www.push.gov.uk](http://www.push.gov.uk)

- PUSH Energy and Climate Change Strategy
- South Hampshire Strategic Flood Risk Assessment
- South Hampshire Integrated Water Management Strategy
- South Hampshire Strategy Background Document : Environmental Sustainability

<sup>6</sup> Residential development with some shared communal facilities such as residential care homes, student halls of residence etc.

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## 13 Monitoring and review

- 13.1 Monitoring of progress in implementing the policies in this Strategy is essential to help identify actions that may be required to assist or hasten that progress, and to inform the review of the strategy in due course. PUSH has a well established performance monitoring system which has been used for many years to monitor the existing South Hampshire Strategy as well being used as for wider monitoring purposes. It comprises 26 measures across a range of topics - economic development, housing, transport, other infrastructure, quality places, environmental sustainability – for which the latest data is collated and compared with both PUSH targets and national/regional averages.
- 13.2 A report from that performance monitoring framework is presented twice-yearly to the PUSH Joint Committee. Each report charts progress against key indicators and where appropriate, draws attention to key achievements and/or concerns arising from the data. A ‘traffic light’ colour coding indicates at-a-glance whether change is occurring in the desired direction. A separate annual housing monitoring report provides a yearly snapshot of the housing market in South Hampshire. PUSH will refine the performance monitoring framework if necessary, to ensure it covers all the indicators needed to satisfactorily monitor this Strategy.
- 13.3 This document looks ahead to 2026. However, two PUSH authorities have begun work on Local Plans which look beyond 2026 and before long, the authorities with adopted plans will want to roll-forward them forward beyond 2026. This highlights the need for an early review of this Strategy in order to provide a strategic framework which looks further ahead. The review should also take account of any releases of military land which have been announced and the progress of infrastructure-dependent development sites. All the data from the 2011 Census of Population will be available by 2013, and that may refine some of the demographic assumptions used in this Strategy.
- 13.4 For these reasons, early 2014 is an appropriate time to initiate the review. By then, the trajectory of economic recovery should be clearer, enabling the employment floorspace provision figures to be reassessed and if necessary increased, for the reasons explained in paragraph 2.13.

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## Appendix 1: The process of preparing this strategy

The preparation of this strategy commenced in summer 2011, with the collation of statistical and other information. The PUSH lead officers for housing, quality places, infrastructure, and environmental sustainability, PUSH Planning Officers Group<sup>7</sup>, and the PUSH Chief Executives Group<sup>7</sup> were all involved in the subsequent analysis and policy formulation. Workshops were held in October 2011, January 2012 and July 2012 to which the Leader and planning/environment portfolio-holder of each PUSH authority were invited, as well as every authority's chief executive and planning chief.

The first workshop in October 2011 considered spatial priorities and issues relating to the overall strategy. The second workshop in January 2012 considered potential 'Spatial Policy Approaches' for all the topics to be covered by the updated strategy. In February 2012, the first draft of the strategy document was prepared in conjunction with the five PUSH Delivery Panels and was then refined in the light of the comments made by the leaders of the PUSH authorities.

The Solent Local Enterprise Partnership and Transport for South Hampshire were involved in the preparation of the strategy, as were English Heritage, Environment Agency, Highways Agency, Homes & Communities Agency, Natural England and the Southampton, Hampshire, Isle of Wight and Portsmouth PCT Cluster<sup>8</sup>. These agencies were engaged through their membership of the PUSH Delivery Panels and of Transport for South Hampshire, and/or through individual contact. The other organisations covered by the duty to cooperate - Marine Management Organisation, Civil Aviation Authority, Office of Rail Regulation - were invited to participate in strategy preparation but did not take up the opportunity.

Careful consideration was given to whether to conduct a wider public consultation on the emerging strategy, but this was felt to be unnecessary and inappropriate. The policies/proposals in this document will undergo public consultation once they are incorporated into draft Local Plans, so a public consultation on this strategy would mean duplicate consultations which would be wasteful of public money and create public confusion.

A preliminary Equality Impact Assessment of the strategy concluded that it would have either a positive or neutral impact on members of equality groups.

A sustainability review of the emerging strategy was undertaken together with a habitats regulations review: these were respectively titled 'SA-Lite' and 'HRA-Lite'. Both were undertaken by Lepus Consulting: they had not been involved in strategy preparation which ensured they provided detached, independent views. The SA-Lite and HRA-Lite conclusions were presented to a third workshop of PUSH authorities' Leaders and planning/environment portfolio-holders in July 2012. The SA-Lite concluded that the draft strategy performed well against sustainability objectives, but it recommended minor amendments to strengthen the sustainability of nine policies. The HRA-Lite identified eleven of the Strategy's 21 policies as likely to have adverse effects on European sites, but recommended avoidance and

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<sup>7</sup> This Group comprises representatives of all the PUSH authorities.

<sup>8</sup> Southampton City PCT, Hampshire PCT, Isle of Wight PCT and Portsmouth City Teaching PCT working together as a cluster.

mitigation measures to minimise those potential impacts. (See paragraph 2.22 for further details.)

Following further refinement including to take account of the recommendations of the SA-Lite and HRA-Lite, the strategy was adopted by the PUSH Joint Committee in October 2012.

**Further information** - available on the PUSH website at: [www.push.gov.uk](http://www.push.gov.uk)

- Sustainability Review of the South Hampshire Strategy (SA-Lite)
- Habitats Regulations Review of the South Hampshire Strategy (HRA-Lite)

## Appendix 2: Avoidance and mitigation measures

This appendix sets out the avoidance and mitigation measures which would address the adverse impacts which it is anticipated that the policies in this strategy would otherwise have on some sites within and surrounding South Hampshire which are designated as being of European importance for nature conservation. For further details, see paragraph 2.22 above.

<b>Potential impact</b>	<b>Avoidance/mitigation measure</b>
Habitat fragmentation/loss of supporting habitat	The provision of replacement habitat of equal or greater value to the species that will be affected by the fragmentation or loss of supporting habitat. The PUSH Green Infrastructure Strategy and supportive information provided via Natural England and the JNCC can assist in development of suitable mitigation. Recommendations in the Solent Waders and Brent Goose Strategy 2010 outline important Brent Goose feeding sites and high tide wader roosts outside of SPA boundaries.
Coastal squeeze & flood defences	It may be possible to mitigate effects by instigating a managed retreat strategy. This is addressed through the recommendations in the North Solent Shoreline Management Plan and the Solent Dynamic Coast Project. Strategically planned development could help to mitigate the known problem of coastal squeeze for Solent and Southampton Water SPA/Ramsar, Solent Maritime SAC, and other coastal sites. Core Strategies should make specific reference to the international sites vulnerable to coastal squeeze and their policies should be aimed at minimising potential impacts. Specific areas known to be vulnerable or suspected to be potentially vulnerable to coastal squeeze should be monitored in order to gauge the impacts of climate change and other forecast changes to the coastal zone.
Water resources	The potential for effects due to water abstraction should be managed through other processes, particularly the Water Resource Management Plans of Southern Water and Portsmouth Water Companies. Those Plans should identify potential areas of water shortages and mitigation measures to ensure water supply without impacting European sites. Focuses should be upon future demand control but also on wastage, sustainable practices, reduction in water usage through sustainability measures as outlined in the PUSH Integrated Water Management Strategy. The catchment abstraction management strategies for the rivers Test, Itchen and Avon provide additional information.
Air pollution	The effects of air pollution are monitored by the Environment Agency and levels that breach environmental limits are not permitted. There is some potential for development related emissions that are below the permitted limits to have a significant effect on sites with sensitivity to air pollution, e.g., certain woodland sites. If it is shown that a development could lead to significant effects on such a site it could be required to remove pollutants before emitting to the atmosphere. A report was published via AEA in regards to effects of air quality upon nature conservation sites within the proximity to Portsmouth. Additionally Air Pollution Information System provides valuable information regarding onsite levels.
Water pollution	The potential for effects from water pollution should be managed

	<p>through the local foul water authority (Southern Water) and the Environment Agency. The 'River Basin Management Plan: South East River Basin District' outlines the current state of the catchment area, future pressures and the infrastructure in place to meet projected requirements. The Environment Agency controls pollution discharges into water courses through the Integrated Pollution Prevention and Control Directive.</p>
<p>Increased recreational pressures/disturbance</p>	<p>Mitigation measures for terrestrial sites could include managing access and the provision of alternative green space. Recreational disturbance on some coastal and maritime sites across the PUSH area is being assessed as part of the Solent Disturbance and Mitigation Project. Disturbance could be mitigated through measures such as access management (both onshore and coastal and maritime) and implementation of boating regulations to minimise speed or to limit access at certain times of year. Coastal mitigation could be provided through estuary management plans and the Estuaries Project. The Brent Goose and Wader Strategy provides valuable information regarding these effects. The new/improved green infrastructure envisaged in the PUSH Green Infrastructure Strategy will provide alternative venues for recreational activities.</p>
<p>Tall buildings</p>	<p>New tall buildings should be carefully sited and designed. Two example tools to help in that are as follows. The Portsmouth Tall Buildings SPD is intended to direct the development of tall buildings towards specified parts of the city – the areas of opportunity. The Southampton Wetland Bird Flight Path Study (2009) provides a better understanding of wetland bird flight paths around the city and the wider area, particularly in relation to the potential for bird collisions with tall buildings.</p>

*Source: Habitats Regulations Review of the South Hampshire Strategy, Table 8.1*

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## Appendix 3: Statutory plans

### City/borough/district core strategies/local plans

A key role of this strategy is to inform and support the preparation of statutory core strategies/local plans and the future review/roll forward of those which are already adopted. Details of adopted and emerging core strategies/local plans can be seen on the PUSH authorities' websites: the addresses for these can be seen at:

[http://www.push.gov.uk/work/housing-and-planning/local\\_development\\_frameworks\\_ldf.htm](http://www.push.gov.uk/work/housing-and-planning/local_development_frameworks_ldf.htm)

### Hampshire Minerals and Waste Plan

Hampshire County Council, Portsmouth City Council, Southampton City Council, the New Forest National Park Authority and the South Downs National Park Authority, as the county's minerals and waste planning authorities, are jointly preparing the Hampshire Minerals and Waste Plan. It will ensure that Hampshire can supply enough minerals for its needs and can manage its waste effectively. A public examination of the draft Plan took place in June 2012.

Much use is already made of recycled aggregates, materials dredged from the English Channel and imported from other counties, but some local sand and gravel extraction will still be needed to provide the required amount and variety of materials. So the draft Plan seeks to safeguard mineral resources by preventing development on land with minerals beneath it, and by safeguarding minerals infrastructure including the marine wharves in Southampton, Portsmouth, Fareham, Marchwood and Havant, and aggregates rail depots at Eastleigh, Fareham and Botley. The draft also envisages new sand and gravel extraction at Hamble Airfield, Forest Lodge Farm, Hythe, and brick clay extraction at Michelmersh.

The draft Plan has a long term aim for 'zero waste to landfill'. Materials should be re-used, recycled or recovered wherever possible with only minor amounts being disposed. In 2009, an estimated 53% of non-hazardous waste was recycled in Hampshire and 82% was managed by means other than landfill. The draft Plan seeks to increase these figures to at least 60% and 95% respectively by 2020. This will require new waste management facilities of which 6-8 are likely to be needed within South Hampshire. The draft plan does not identify specific sites, but sets out the preferred types of location for them.

More details at: [www3.hants.gov.uk/planning/mineralsandwaste/planning-policy-home.htm](http://www3.hants.gov.uk/planning/mineralsandwaste/planning-policy-home.htm)

### Isle of Wight Core Strategy

This Strategy and the Isle of Wight Core Strategy together provide a spatial strategy for the Solent Local Enterprise Partnership area. The Island's Core Strategy, adopted in March 2012, can be seen here: [www.iwight.com/living\\_here/planning/Planning\\_Policy/Island\\_Plan/](http://www.iwight.com/living_here/planning/Planning_Policy/Island_Plan/)