

Local Development Framework Core Strategy Development Plan Document

Proposed Submission Paper (October 2008)

The document is available for inspection for a consultation period of at least 6 weeks as outlined in the Adopted Statement of Community Involvement (September 2006).

The period starts 18 December 2008 and ends on 6 February 2009 at 5pm

Please send the completed response form(s) or your comments, stating the relevant policy and / or paragraph number, to:

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http://publicaccessldf.southampton.gov.uk/PublicAccess/ldf/ldf_home.aspx

Your comments will be forwarded to the Planning Inspector for his/her consideration. Please note that comments at this stage cannot be treated as confidential and will be available for public inspection.

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The Local Development Framework seeks to positively promote the SCC Equality Schemes and comply with duties imposed by the Race Relations Amendments Act (2000), the Disability Discrimination Act (1995), and the Equality Act (2006). The Core Strategy has undergone an Equality Impact Assessment to check its potential impact on different groups of people. The equalities groups used in the assessment are as follows: gender, race, disability, age, sexual orientation, and belief. Changes have been made to the document where necessary to respond to potential adverse impacts that the assessment identified.

A copy of the Equality Impact Assessment is available from Planning Policy (see address on page 1).

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Southampton City Council

Proposed Submission Core Strategy

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1 Introduction

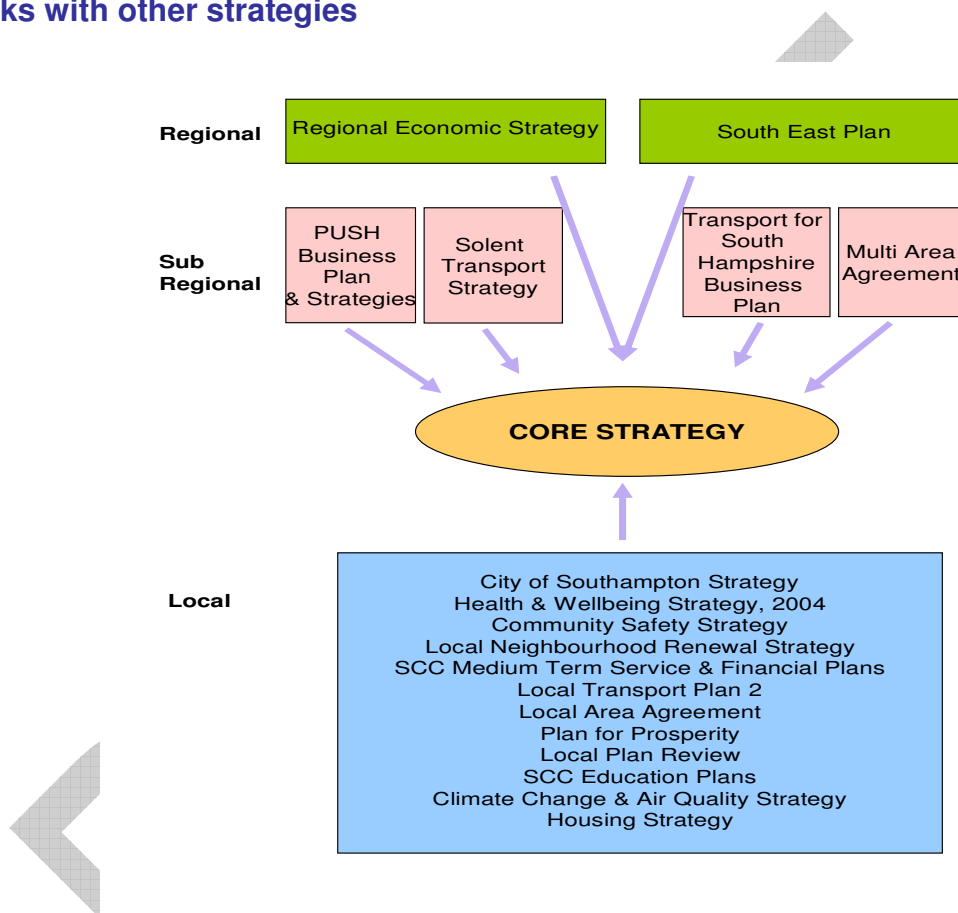
1.1 What is the Core Strategy?

- 1.1.1 This is a plan about the future of Southampton – what its role is and what we want it to look like. It is a plan to promote the economic growth of an historic waterfront city. It will help to deliver the sustainable community strategy's vision for a prosperous, attractive, sustainable city through getting the right development in the right place at the right time. It balances the role of the city as one of the drivers of economic growth for the region against the need to improve the overall quality of life of residents and those who work in or visit the city
- 1.1.2 Southampton's Local Development Framework (LDF) is the new type of development plan for the city that will replace the Local Plan Review adopted in March 2006. It contains planning policies to guide the development and use of land and which affect the nature of places and how they function. These are known as spatial policies. The LDF will reflect the overall priorities of Southampton City Council.
- 1.1.3 The LDF will consist of a number of documents including the following:
- This document which sets out the key strategic elements of the planning framework for city until 2026
 - City Centre Action Plan Development Plan Document (DPD) – a detailed planning framework for the city centre including site allocations and policies
 - Site Allocations DPD – contains policies identifying sites for housing, employment and other uses in the city (outside the city centre)
 - Development Control DPD – with policies setting out the detailed criteria against which a planning application will be determined
 - Supplementary Planning Documents (SPD) – providing more detail on specific policies in Development Plan Documents
 - Proposals Map – showing the location of site specific proposals in all current DPDs
 - The Hampshire, Portsmouth, Southampton and New Forest National Park Minerals & Waste Core Strategy DPD, Minerals Sites DPD, and Waste Sites DPD setting out the planning framework for these subjects produced by Hampshire County Council in partnership with Southampton City Council and Portsmouth City Council.
- 1.1.4 The Core Strategy explains how much and what type of development there will be in the city (see the vision and strategic objectives) and where this will be located (see the spatial strategy and policies). The delivery strategy section explains how the vision will be achieved. All subsequent LDF documents must be in conformity with it and follow its approach.
- 1.1.5 The Core Strategy is produced in accordance with the Planning and Compulsory Purchase Act 2004 and it conforms with the Regional Spatial Strategy (the South East Plan) and reflects national policies. It is supported by a Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) to ensure that the strategy accords with the principles of sustainable development, and an Appropriate Assessment (AA) to demonstrate that the policies in this plan do not harm European designated sites for nature conservation.

1.1.6 The policies within the Core Strategy are interrelated and therefore the document should be read as a whole. It should be read alongside the Local Plan Review as some policies in that plan will remain in force until replaced by policies in later LDF documents. See Appendix 3 for more information. It should also be read alongside the South East Plan to give a full picture of the planning framework for the city. Together the South East Plan and the local Development Plan Documents make up the statutory planning framework for the city.

1.1.7 A glossary of the terms used in this Core Strategy is included at the end of the strategy at page 91.

Links with other strategies



1.2 Your views matter

1.2.1 This proposed submission version of the Core Strategy will be available for inspection over a seven week period from December 2008 to February 2009. Any comments received will be submitted to the Secretary of State to be considered as part of the examination of the Core Strategy. The Sustainability Appraisal Report (SA/SEA) and Appropriate Assessment Report (AA) will accompany the submitted strategy.

1.2.2 This Proposed Submission document is the third stage in the production of the Core Strategy. Previous stages have been subject to extensive formal and informal consultation including workshops, roadshow events and meetings and the views expressed have informed the content of this Submission document. The formal production process for the Core Strategy is summarised below.

<p>Commencement of document preparation</p> <p>Stage 1: Consultation on the Core Strategy Issues and Options Paper and initial Sustainability Appraisal <i>All comments analysed and used to inform the next stage.</i></p> <p>Stage 2: Consultation on Preferred Options Paper & Sustainability Appraisal <i>All comments analysed and used to inform the next stage.</i></p>	<p>November 2004</p> <p>May – July 2006</p> <p>October 2006</p>
<p>Stage 3: Submission of Core Strategy to Government</p>	
<ul style="list-style-type: none"> • Publication of proposed submission Core Strategy and document available for inspection • Submission of Core Strategy • Examination (Public Inquiry) by independent Inspector • Receipt of Inspector’s report 	<p>December 2008 – February 2009</p> <p>March 2009</p> <p>July 2009 (estimated)</p> <p>November 2009 (estimated)</p>
<p>Stage 4: Adoption and publication</p>	<p>January 2010 (estimated)</p>

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2 Southampton in Context

2.1 Overview of Southampton

- 2.1.1 Lying on Southampton Water at the confluence of the Rivers Test and Itchen, Southampton is the principal city in central southern England and the third largest city in the South East outside London. The city covers an area of approximately 51.81 km² (5150 ha). It is predominantly urban in character and the built up area extends to the administrative boundary around most of the city. The population in 2007 was estimated at 231,200 (ONS Mid Year Estimate 2007). Residents are from many different cultural backgrounds with over 7% from black and ethnic minority groups. The city also provides a home for 41,500 students attending the city's two universities.
- 2.1.2 Southampton is the centre of the UK cruise industry and one of the country's most successful ports. The city performs a significant regional role providing employment for about 120,000 people, mainly in the service sector. The largest employers being public administration, education and health followed by banking, finance and insurance.
- 2.1.3 The city is also a major regional centre for leisure, entertainment, cultural activities, shopping, higher and further education and hospitals for many of the 650,000 people who live within the city and its travel to work area. Recent research (Experian 2007) identifies the city centre as the top retail centre in the South East.
- 2.1.4 The role of the city centre is complemented by a network of smaller centres: Shirley town centre, four district centres (Portswood, Bitterne, Woolston and Lordshill) and a number of local centres. Here residents can find local employment, facilities and services including shops which provide everyday essential goods. These centres lie at the heart of local communities and have their own unique identity and history.
- 2.1.5 There are currently just over 98,000 homes in the city (2007). The housing stock contains a high proportion of smaller dwellings. The proportion of flats and maisonettes in the city in 2001 was significantly higher than the national and regional average and since this time has continued to increase.

	Southampton	South East	England
Flats and maisonettes	35%	19%	20%
Terraced house	23%	23%	26%
Semi-detached and detached houses and bungalows	42%	58%	54%

Source – 2001 census

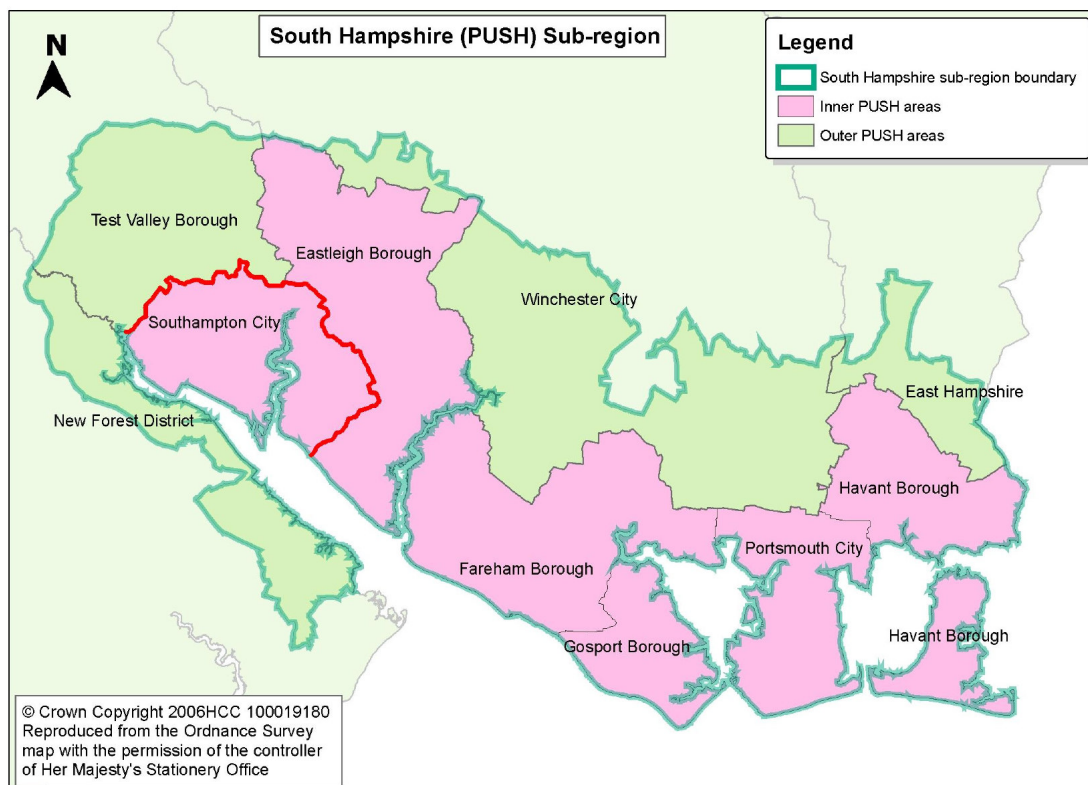
- 2.1.6 Despite the city's overall prosperity there are pockets of severe multiple deprivation where residents suffer from poor health, low qualifications, unemployment and higher crime rates. Average salaries in Southampton are below the regional average and the city has a high rate of residents who are economically inactive, whilst almost one in eight residents of working age has no qualifications. There has been significant investment, with more planned, in the city's schools to raise educational attainment, which will contribute to reducing the rate of economic inactivity and deprivation.

Tackling crime is being addressed by the Safer City Partnership through a range of actions and working groups.

- 2.1.7 The city is a regional transport hub. Its major transport infrastructure includes the international Port of Southampton (freight), the passenger port, motorways (M27, M271 and M3) and a mainline railway station. Southampton International Airport is located just outside its boundary. Local transport infrastructure includes a further seven rail stations and a comprehensive bus network.
- 2.1.8 Throughout the city's history, maritime trade has played an important role in its growth and prosperity. Its development through the centuries has resulted in a great variety of historic buildings, townscapes and archaeological sites across the city, ranging in date from early-prehistoric to the 20th century. These include the remains of the Saxon town, Hamwic, and the later medieval walled town, both of which are nationally important.
- 2.1.9 Although a predominantly built-up area, the city benefits from a high quality natural environment including a network of open spaces and a wealth of wildlife and biodiversity. The Rivers Test and Itchen and Southampton Water are protected under International and European legislation.

2.2 The Partnership for Urban South Hampshire (PUSH)

- 2.2.1 The South Hampshire sub – region is an area experienced in partnership working. Southampton is a key member of the established Partnership for Urban South Hampshire (PUSH). PUSH brings together 11 local authorities to agree a common approach to the cross-boundary issues associated with the delivery of the significant growth identified through the South East Plan (see Map 1). Key issues include flood risk, provision of infrastructure, sustainability, distribution of homes and employment, and protection of the environment. In addition the council is working with Eastleigh Borough Council and others on the development of the South Hampshire Strategic Employment Zone and the future development at Southampton Airport (all within Eastleigh area), the proposed Strategic Development Area (within Eastleigh / Winchester districts) and their impact on the city. The council is also working with Test Valley District Council on the development of a country park at Lords Wood (the majority of which is outside the city) and on the future of land at Nursling to the north west of the city. The Core Strategy supports PUSH's approach of managed, conditional growth whereby housing and economic growth will move in step, underpinned by the requisite infrastructure.
- 2.2.2 Since its inception in 2003 PUSH has been successful in becoming a New Growth Point partner, it is identified as one of SEEDA's Diamonds for Investment & Growth, it is one of five places working with the Government through the Living Places initiative to create places we want to live and work in, and it is preparing one of the first Multi – Area Agreements.



Map 1 Southampton and the South Hampshire sub-region

2.3 Key issues facing Southampton

2.3.1 During the different phases of consultation on the Core Strategy four key issues have emerged.

Future growth and development

Key issue – how can Southampton help deliver the development required to achieve the levels of growth agreed for South Hampshire and build houses that are affordable whilst avoiding any potentially negative effects?

2.3.2 The 20 year vision for the PUSH area is for economic-led growth to make South Hampshire more prosperous, attractive and sustainable, offering everybody a better quality of life. It aims to achieve the target of 3.5% annual economic growth (Gross Value Added) by 2026. With the recent downturn in the economy this target will be challenging and progress towards it will be monitored by PUSH. Initially new housing and employment development will be focused on Southampton, Portsmouth and the main towns. After 2016 there will be a need for major greenfield development, concentrated in two Strategic Development Areas. One of these will be located to the north east of Southampton in Eastleigh and Winchester districts. Southampton and neighbouring authorities will work together through PUSH to manage its potential social, economic and environmental implications for the city and adjoining areas.

2.3.3 To achieve the required levels of growth Southampton will need to maintain its competitiveness as a centre for business, shopping, culture and entertainment and to tackle worklessness and lower skills in the resident population which may act as a barrier to business investment. As part of its Local Neighbourhood Renewal Strategy

the council and its partners are working to improve employability and increase educational attainment among disadvantaged residents. The Core Strategy will contribute to this through many of its policies such as attracting new businesses, increasing access to jobs, safeguarding sites for education, health and community facilities, and promoting the provision of local facilities and efficient public transport.

- 2.3.4 The city is also expected to accommodate an additional 16,300 homes. Consultation identified the following two key aspects in the delivery of these additional homes:
- There is the right mix of sizes to meet existing needs as well as those of the new population within sustainable mixed communities; and
 - There are sufficient affordable homes.
- 2.3.5 Housing need projections, taking into account new development and population projections, show that around 30% of future housing in Southampton needs to be larger properties suitable for family housing. There will also be a continued need for small properties and increased amounts of accommodation appropriate for senior citizens including lifetime homes and specialist housing. However over the last few years the vast majority of new homes have been in the form of small flats, some replacing larger properties. This contributes to an unbalanced supply of housing, working against the city’s ambition to create sustainable, mixed communities, by restricting the housing choice for families which, in turn, may encourage them to move out of the city.
- 2.3.6 The affordability of homes is a major issue in the city with an average house price of about £161,000 (October 2007). In 2005/06, the Housing Needs and Housing Market Survey calculated that the minimum income required to purchase a one bed flat in Southampton was around £30,000. Over 90% of people in the city, however, earn below £27,500 a year. There are also around 10,100 people on the council’s Housing Register waiting for affordable homes. This is despite Southampton having a higher proportion of properties rented from the public sector and private sector compared with the South Hampshire average.

	Local Authority	Registered Social Landlord and other public	Owner occupier	Private rented	Total
Southampton	18%	6%	55%	21%	100%
South Hampshire	8%	7%	72%	12%	100%

Source – DTZ Housing Market Assessment 2006 and SCC Housing Strategy 2006

Demographic change

Key issue – how will Southampton shape and positively respond to the challenges of its changing population?

- 2.3.7 The levels of growth required in Southampton are set in the context of demographic change. Population figures are difficult to predict and may not reflect recent trends (due to the length of time since the 2001 census). However Hampshire County Council population forecasts to 2026 suggest that the additional 16,300 dwellings will lead to an increase in population of just over 8,000 people. This partly reflects an ageing population and higher rates of divorce and separation which lead to the formation of new smaller households. It is forecast that by 2026 the number of people

under the age of 45 will decline; the number of people over the age of 65 will increase significantly and there will also be more single person households and fewer children in the city.

- 2.3.8 Changing demographics is a major cross-cutting issue for the Core Strategy. It presents a challenge to achieving sustainable communities which contain a mix of different households including families with children, single person households and senior citizens. There will also be implications of the ageing population across a range of services, including employment, transport, health, other support services, recreation and leisure. The challenge is to make services and facilities accessible to the whole population. A range of housing types is required with increasing numbers of homes which promote independent living and specialist housing such as sheltered and retirement homes. Over the last few years there has been a significant influx of economic migrants, mainly from Eastern Europe which may not be fully accounted for in the above population projections. Whilst bringing economic benefits to the city this can also put pressure on housing and other infrastructure.

Flood risk & coastal planning

Key issue – to what extent can Southampton safely deliver the necessary development especially in the city centre where some sites lie in flood risk areas?

- 2.3.9 The risk of flooding is one of the major issues affecting the location and amount of future development in Southampton. A Strategic Flood Risk Assessment (SFRA) has been carried out for the PUSH area to assess flood risk levels and to enable informed decisions to be made about the appropriate location and nature of development. Approximately 13% of Southampton's land area is designated as at either high or medium risk (Flood Zones 2 and 3a/3b) including areas of the city centre.
- 2.3.10 Due to the importance of new city centre development in contributing to the region's economic growth and in regenerating parts of the city centre some sites within medium and high flood risk areas will need to be considered for development. Such proposals will need to demonstrate appropriate mitigation measures such as land raising and providing safe means of escape on key housing sites and other vulnerable uses.
- 2.3.11 The SFRA was used in the assessment of potential housing sites in the Strategic Housing Land Availability Assessment (SHLAA). It will also be used in the identification of sites in the City Centre Action Plan.
- 2.3.12 In England and Wales, sea levels have risen by an average 1mm a year over the last century. Current guidance is that planning should anticipate sea level rises of 4mm a year in South East England during the Core Strategy period, increasing to 15mm a year by the end of the century (an estimated 1.1 metres over 100 years). This will increase coastal squeeze with the erosion of natural habitats such as mudflats as a result of rising sea levels and fixed coastal defences and developments. It will also increase the risks for flooding and have implications for the design and future location of new development and for the natural environment. The proposed locations for development are informed by the Western Solent to Southampton Water Shoreline Management Plan which recommends the upgrading and maintaining of coastal defences within Southampton's boundaries.

2.3.13 The Solent has a complex system of planning and management. There is an emerging spatial and marine planning framework for the coast which includes the duty under the European Union's Water Framework Directive for public bodies to have regard to River Basin Management Plans (RBMP). Although the South East RBMP has not yet been produced, it will have implications on water resources and wastewater treatment infrastructure, flood risk management, drainage, diffuse pollution, minerals and waste and regeneration issues.

Climate change

Key issue – how can Southampton effectively reduce the effects of climate change and its own contribution to it?

2.3.14 Responding to climate change and making Southampton more environmentally sustainable is a theme that runs throughout the Core Strategy. Climate change is one of the biggest issues faced by mankind today. As a coastal city it is a major issue for Southampton and significant impacts are predicted on water resources, sea levels, the coastline and the natural environment.

2.3.15 Delivering energy efficient new buildings and the low carbon (energy efficient) refurbishment of the existing housing stock, coupled with local generation of electricity via renewables, are important challenges for the city. If successful, this will reduce energy costs whilst helping to tackle climate change and reduce fuel poverty. Addressing climate change will also involve focusing major development in areas accessible by public transport; reducing carbon emissions; conserving water resources, improving air quality management; and improving recycling and waste management.

3 Vision and Objectives

3.1 City of Southampton Strategy

- 3.1.1 This Core Strategy contributes to achieving the spatial elements of the vision in the City of Southampton Strategy (the Sustainable Community Strategy) developed by the Southampton Partnership and launched in September 2007.
- 3.1.2 The City of Southampton Strategy incorporates a vision statement and objectives for the City to 2026 (set out below). This vision was part of the consultation on previous versions of both the Core Strategy and the draft City of Southampton Strategy.
- 3.1.3 The City of Southampton Strategy's vision states that:
'As the major city in central southern England, Southampton will be recognised as the region's economic, social and cultural driver, building on its role as an international seaport, centre for cutting edge research and leading retail centre. It will be a centre of learning, have a varied and exciting cultural landscape and be known for its innovative and creative businesses, leisure opportunities and fine parks and open spaces. Adapting into a sustainable waterfront city Southampton will have a world-wide profile, attracting visitors, new citizens and businesses by being the UK's premier cruise liner home port, a major European container port and the local city for one of the UK's top airports. Southampton will be known as a city that is good to grow up in and good to grow old in where people are proud to live and economic success is harnessed to social justice.'
- 3.1.4 The above vision will be achieved through the delivery of six objectives as follows. Southampton will have:
- People proud of their city and making a positive contribution (Objective 1)
 - Learning and innovation at its heart (Objective 2)
 - A dynamic business environment (Objective 3)
 - An attractive, sustainable and stimulating environment (Objective 4)
 - Imaginative arts and cultural opportunities (Objective 5)
 - A unique sense of place (Objective 6)
- 3.1.5 All the policies in this Core Strategy are linked to the City of Southampton Strategy objectives set out above. Within each Core Strategy policy, the relevant objectives are listed as objectives SO1 (Objective 1) to SO6 (Objective 6).
- 3.1.6 This Core Strategy and other LDF documents will contribute to the achievement of this vision of economic prosperity by providing clarity about what land uses are appropriate in which locations, identifying the requirements for new developments (including those designed to tackle climate change) and identifying sufficient sites for employment, retail, homes, education, health and the other uses necessary to support growth whilst protecting the historic and natural environment. They will also contribute to the delivery of an attractive environment in which to live and work, an efficient transport network, and the Core Strategy promotes increasing skills levels among residents thus also contributing to a reduction in poverty and disadvantage.

3.2 The spatial vision – what the city will look and feel like in 2026

3.2.1 This Core Strategy is informed by the analysis of the characteristics of the city and the key issues facing it, as set out in the previous chapter. It embraces and distils the approach in the City of Southampton Strategy into a spatial vision for the city, and specifically addresses additional important issues raised through consultation and the findings contained in the evidence base. The vision of this Core Strategy for development in Southampton to 2026 is therefore:

A growing regional centre within a prosperous South Hampshire

- Southampton will have developed further as a major regional centre for economic growth and as a social and cultural hub with a thriving night-time economy focused in the city centre. It will be providing jobs in new and growing businesses, including the Port of Southampton.
- There will be an additional 322,000 sq m of office space, 97,000 sq m of industrial and warehouse uses plus at least 130,000 sq m of new comparison shopping.
- Growth will be accompanied by improvements to transport infrastructure including public transport, walking and cycling facilities (Active Travel).

Strong and distinctive neighbourhoods - A good place to live

- The city will be a good place to live for all ages where residents live in safe, attractive neighbourhoods and are able to access the services they need.
- The growth in the city will be supported by an additional 16,300 new homes, of mixed sizes and tenures, including additional affordable homes. More homes will be constructed to lifetime homes standard to meet the needs of an ageing population.
- Residents will feel that they are part of strong, sustainable, healthy communities where their views are taken seriously irrespective of their personal circumstances or the community to which they belong.
- Healthcare and community facilities will be safeguarded and new provision to meet the needs of the changing population encouraged. Significant investment in new schools will contribute towards improvements in educational attainment which, coupled with new jobs and training initiatives, will address skill shortages and increase the proportion of the working age population in work.
- The city will have high-quality, accessible environments designed to respect the city's heritage whilst providing attractive and functional settings for 21st Century life.

An environmentally sustainable city which

- Protects and enhances the natural environment. The green grid will be extended and enhanced to promote greater biodiversity, to improve the physical connections into and between open spaces for wildlife and residents. Improved open spaces and pedestrian and cycle links will encourage increased physical activity, improved health and an improved quality of life.
- Tackles and responds to climate change, including preventing and reducing the impact of flooding. The city will be tackling pollution, and its impact on climate change will be cut through
 - reducing energy use, emissions (especially CO₂), waste generated and water usage
 - recycling waste and re-using brownfield land,
 - encouraging renewable energy

- requiring environmentally sustainable building design
- promoting sustainable transport to reduce the need to travel and achieve a modal shift away from the private car

3.3 Strategic Objectives

3.3.1 Greater detail as to how the vision will be delivered is contained in the following 20 strategic objectives (S). Chapter 7 explains how the progress towards achieving these objectives will be measured to demonstrate the success of the Strategy overall. These strategic objectives should be read together, are of equal weight and are in no particular order:

	A growing regional centre within a prosperous South Hampshire
S1	Support the South Hampshire sub-regional strategy to sustain and enhance Southampton as a regional city, a focus for growth and investment and home to an inspirational waterfront and thriving International Port.
S2	Promote a dynamic, competitive economy offering a wide range of secure and sustainable jobs, protecting employment land where appropriate. The growing economy will be supported by well qualified, skilled residents.
S3	Create a vibrant, high quality regional city centre that is the focus for major retail; tourism; leisure; and office investment and connects with the waterfront.
S4	Support the varied operations of the Port of Southampton as a major driver of the economy and regional gateway.
S5	Ensure that all development is supported by appropriate and inclusive infrastructure provision.
S6	Ensure that the city's spatial strategy is implemented via cross boundary partnerships with other adjoining Local Authorities and other members of the Partnership for Urban South Hampshire (PUSH).
	Strong and distinctive neighbourhoods - A good place to live
S7	Create excellence in design quality. Public spaces should take priority over car-dominated roads. Well-designed and contemporary public and private realms will be safe, accessible and create a sense of place and a rich built environment in which communities can flourish.
S8	Conserve and enhance the city's historic environment and raise awareness of issues relating to the historic environment.
S9	Create excellent sustainable neighbourhoods and neighbourhood centres characterised by strong community infrastructure and high quality homes.
S10	Deliver a mix of housing with a range of affordable house types.
S11	Tackle deprivation and improve health and well being by creating neighbourhoods that are balanced with diverse mixed communities and reducing the gap in inequality between neighbourhoods.

S12	Create accessible high quality parks and open spaces that contribute towards the city's network of open spaces and promote participation in sport and active recreation.
S13	Ensure that the city reflects the varied culture and heritage of all sections of the community. The city should be a high quality destination for visitors.
S14	Maintain an adequate gap between Southampton and adjacent urban areas, and enhance the gateways to the city.
S15	Create a high quality physical environment and public realm within the city, supporting the Southampton Partnership vision for a better city for people to live, work and play.
	An environmentally sustainable city
S16	Ensure that Southampton addresses the challenge of climate change.
S17	To support the uptake of renewable energy and Combined Heat and Power (CHP) in the city to reduce the development's predicted CO ₂ emissions.
S18	Ensure that all development reduces the need to travel and is supported by a superior alternative transport system, attracting people to walk, cycle or use the bus or train. Manage car trips and deliver appropriate mitigation measures. Ensure that road space is managed fairly, improve air quality, control congestion and improve the street scene.
S19	Conserve and enhance the city's biodiversity, ensuring that designated sites and protected species are safeguarded. Nature conservation opportunities in existing open spaces and in new development will be maximised and local awareness of biodiversity issues raised.
S20	Adopt a 'reduce and mitigate' approach to flooding and adapt positively to the threats posed in development areas.

4 Spatial strategy and policies - Where the development will go

Policies in this chapter:

City Centre - Maintaining the viability and vitality of the city centre

- CS 1 City centre approach
- CS 2 Major Development Quarter

Neighbourhoods - Promoting successful places

- CS 3 Town, district and local centres, community hubs and community facilities
- CS 4 Housing delivery
- CS 5 Housing density

Employment sites - Supporting economic growth

- CS 6 Economic growth
- CS 7 Safeguarding employment sites
- CS 8 Office location
- CS 9 Port of Southampton

Supporting health and education

- CS 10 A healthy city
- CS 11 An educated city

4.1 Key principles directing development

- 4.1.1 For the most part Southampton has developed up to its administrative boundary leaving no significant opportunity for urban extensions into the surrounding countryside to accommodate new housing or employment growth. Consequently the vast majority of future development will be as redevelopment of previously developed land.
- 4.1.2 The spatial strategy achieves a balance between competing land uses on scarce sites within the city. It has been established using the following principles:
- Complementing and consolidating existing investment in the city centre and town and district centres to maintain their vitality and viability.
 - Maximising accessibility through directing higher density developments and those that generate significant traffic movements to the more accessible parts of the city.
 - Reducing the risk and impact of flooding and directing new housing development to low flood risk areas. However, where there are strong reasons to allocate sites and encourage development within medium and high flood risk zones, mitigation measures will be required when a planning application is submitted (in accordance with PPS 25 *Development and Flood Risk* and discussions with the Environment Agency).
 - Protecting International, European, national and local sites of ecological and historic importance including the provision of high quality open spaces to alleviate recreational pressure on the New Forest.
 - Ensuring that new development is supported by the timely provision of necessary infrastructure.

- Paying particular attention to existing uses which might affect the location of new development including those involving hazardous substances, and the Public Safety Zone for Southampton Airport which covers part of the city and is shown on the Local Plan Review Proposals Map (consulting the airport as appropriate). Hazardous substances and the Public Safety Zone are covered in saved policies SDP 18 and 19 of the Local Plan Review. These constraints cover small parts of the city and do not affect the overall spatial strategy.

4.2 How the vision will be delivered

- 4.2.1 The vision and strategic objectives of this Core Strategy will be achieved through actions and activity which are primarily to do with the development and use of land. This includes the granting of planning applications, the completion of development projects, and the land use aspects of the delivery of facilities and services such as public transport, health, education and community facilities.
- 4.2.2 Many people and organisations have been involved in the preparation of this Core Strategy and they and others will be involved in its delivery - the city council, other public sector organisations such as the Southampton City Primary Care Trust, the private sector (especially through new development), and the voluntary sector. It therefore provides a framework for private and public sector investment and activity in the city.
- 4.2.3 The delivery of this strategy is dependent on the timely provision of appropriate infrastructure to support the new development. Therefore this strategy, and its supporting SEA/SA and Appropriate Assessment, has been developed with input from infrastructure providers including Southern Water, Highways Agency, Network Rail, Environment Agency, Natural England, Southampton City Primary Care Trust, and Southampton University Hospitals NHS Trust.
- 4.2.4 Further details about the delivery of Core Strategy and the infrastructure required can be found in Chapter 7 and the Delivery and Infrastructure Planning Background Paper. Overall this demonstrates that no insurmountable constraints are predicted to the delivery of the development by 2026 promoted by this strategy. Specific issues apply to transport and flood risk.

4.3 The spatial strategy

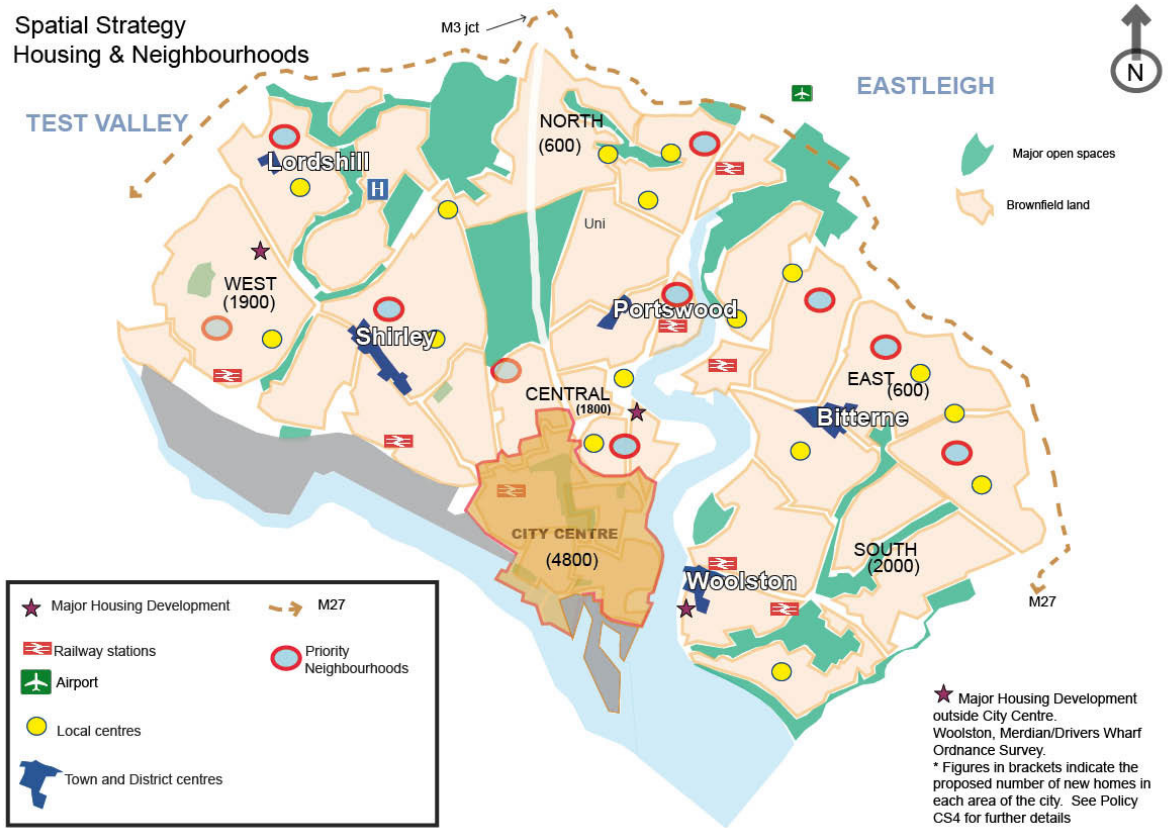
- 4.3.1 The spatial strategy for the future development of the city can be summarised as:
- **City centre:** The continuing viability and vitality of the city centre is key to the achievement of the growth set out in the South East Plan. The city centre is the most accessible part of the city by public transport, with available brownfield sites, the development of which would contribute to economic, social and physical regeneration in the area. Consequently this is the focus for significant new offices, retail, hotel and leisure development, the majority of which can be accommodated in a strategic site, the Major Development Quarter. Significant new housing is also directed to the city centre. Specifically the city centre will accommodate an additional:
 - approximately 5450 new homes in high density developments
 - 322,000sq m of office space
 - At least 130,000 sq m of new shopping
 - At least 20,000 – 30,000 sq m of food and drink (A3/A4/A5) uses

- Improved leisure facilities such as cinemas, music venues and an events arena
- **Shirley Town Centre and Bitterne, Portswood, Lordshill, Woolston District Centres:** To complement the role of the city centre smaller scale offices, retail, leisure and other facilities and services for residents are supported in these centres through encouraging a broad mix of uses of an appropriate size and character for the area. New housing will be limited to upper floors and where there is a comprehensive redevelopment providing community benefits such as at Lordshill District Centre.
- **Residential neighbourhoods:** Outside the city centre approximately 11,500 new homes will be dispersed through the residential neighbourhoods, generally on smaller sites. Local services and shops will generally be directed to the local centres however individual shops and local services such as doctors, schools and community centres will be encouraged throughout the neighbourhoods. Such local provision, within walking distance for many people reduces the need to use motorised transport. There are some existing planning permissions for larger developments within the residential neighbourhoods at Woolston Riverside (adjacent to the District Centre), Ordnance Survey in the west, Portswood bus depot and Wickes site (both adjacent to Portswood district centre) and Parkville Road in the north. Additional significant expected mixed use sites include Meridian / Drivers Wharf and Lordshill District Centre. The Council's Estate Regeneration Programme will also provide additional homes in safe, attractive neighbourhoods by redesigning parts of some council – owned housing estates. The approximate distribution of the new homes outside the city centre is as follows (amounting to 6,400 which excludes 2,150 homes that have already been built, small sites with planning permission for 1,100 homes and 1,200 homes that are unallocated)
 - Central (outside the city centre) - 1,600
 - North - 650
 - South - 2,050
 - East - 600
 - West - 1,500
- **The Port, employment sites and areas:** Approximately 97,000 sq m of new and expanded industrial and warehousing uses will be directed to established employment areas and sites. These are mainly located along the River Itchen to the north – east of the city centre, and along Millbrook Road leading west from the city centre. Large individual employment sites are located at Test Lane on the western boundary of the city and the Ford's site on the northern boundary of the city. The approximate distribution of the 97,000 sq m of floorspace is likely to be as follows:
 - Central (including the city centre) - 8,000 sq m
 - North - 4,000 sq m
 - South - 29,000 sq m
 - East - 1,000 sq m
 - West - 55,000 sq m

The Port will rationalise and intensify its uses in the city within its existing boundaries. This is supported through improved transport infrastructure within and outside the city. Significant additional office and retail floorspace will be located in the city centre (see above).

- **Supporting health and education:** The existing sites of the universities and the hospitals will be safeguarded. New health facilities will be promoted in accessible locations such as the reconfiguring of Royal South Hants hospital as a community health campus. Health will be improved through delivering quality new homes, supporting residents to get jobs, encouraging activity by providing safe, attractive pedestrian and cycle routes and safeguarding open spaces and community facilities. Educational attainment and skills will be improved through the city's transformational initiative to rebuild and upgrade school buildings and through support for lifelong learning within the community. A new secondary school is being built on an existing school site in the east of the city, and a further new secondary school is being considered in Lordshill in the west.
- **Transport:** An efficient transport system is vital to underpin the success of the city as an economic, cultural and social driver for the region as set out in the emerging South East Plan. The growth promoted throughout the city will be supported by improved road access from the east, a redeveloped and enhanced central railway station, improved freight access to the Port (road and rail), and initiatives to encourage a change towards more sustainable transport including more walking and cycling (active travel) which will have environmental and health benefits.
- **Green spaces:** Sufficient open space is key to the economic prosperity of the city (providing an attractive setting for business and creating neighbourhoods where people choose to live), the wellbeing of residents (encouraging activity and promoting mental health), promoting biodiversity and tackling climate change. Existing key open spaces will be protected. A green grid will be developed building on the existing greenways network, linking open spaces to create routes through the city from the sea to surrounding countryside. Lords Wood will be improved to attract local visitors, acting as a country park to reduce pressure on the New Forest.

Spatial Strategy
Housing & Neighbourhoods



Spatial Strategy
Economic growth



4.4 Maintaining the Viability and Vitality of the City centre

<p>Policy CS 1 – City centre approach</p>	<p>Link to Core Strategy Strategic objective(s):</p>									
<p>Link to City of Southampton Strategy objective(s): SO3 – A dynamic business environment SO4 – An attractive, sustainable and stimulating environment SO5 - Imaginative arts and cultural opportunities SO6 – A unique sense of place</p>	S2	S3	S4	S7	S8	S10	S13	S14	S16	S19
<p>Southampton city centre, as defined on the proposals map, will be the focus for major development to enhance the city's regional status. A distinctive sense of place will be created, drawing on and linking to the city's heritage, parks and waterfront. Development will include:</p> <ol style="list-style-type: none"> 1. A major development quarter in the west of the city centre (see Policy CS 2) and a wide range of other development sites; 2. Approximately 130,000 – 200,000 square metres (gross) of comparison retail floorspace (see Table 1 and Policy CS2); 3. Approximately 322,000 square metres (gross) of office floorspace 4. Further leisure / cultural / hotel development, for example: restaurants, bars, cinema, events arena, cultural quarter and events to attract visitors. 5. Approximately 5,450 dwellings. <p>Specific initiatives include:</p> <ul style="list-style-type: none"> • the public realm improvement of the North – South Spine linking the city centre to the waterfront • enhanced public transport facilities including at the central rail station • the creation of a cultural quarter in Northern Above Bar. <p>Developer contributions may be sought to mitigate the impacts of development on, and improve links to, surrounding residential communities and to support the provision of infrastructure in accordance with Policy CS25.</p> <p>A City Centre Action Plan will be prepared to identify sites and policies to promote and co-ordinate high quality development.</p>										

Policy background / Justification:

4.4.1 The emerging South East Plan designates Southampton, as one of the most important regional centres, to be the focus for significant growth. The City of Southampton Strategy also recognises Southampton as a leading regional centre with an international profile, the major city in central southern England. The Core Strategy aims to enhance Southampton's strong regional role with the city centre as the focus for retail, leisure and office developments to serve the city and wider area, within the context of sustainable development.

4.4.2 To achieve this aim, the key objectives for the city centre are to:

- Create a safe, accessible and high quality built environment of distinctive buildings, streets and public spaces, by requiring development:
 - To respect and enhance Southampton's heritage including the Old Town and 19th Century Parks; and to create a 'sense of place' with active commercial streets malls, open spaces and a distinctive waterfront; and with better connections and views between these areas
 - To have an environmentally sustainable design, which addresses impacts on ecological designations, climate change and flood risk;
 - To design developments to promote community safety
 - Promote a vibrant and coherent city centre with a mix of uses on different sites including a major development quarter in the western city centre (see Policy CS2). The retail development will be focussed first in the existing primary shopping area where possible, and then in a coherent extension to the primary shopping area within the major development quarter
 - Improve access to and around the city centre by walking, cycling, and public transport and requiring the preparation of travel plans for major developments
 - Promote links between new developments and local communities in and near the city centre, where appropriate.
- 4.4.3 The city centre boundary includes the city's main shopping, office, leisure and entertainment destinations, learning institutions, areas with major development and regeneration potential (including the major development quarter), waterfront and civic spaces, mixed use areas and transport interchanges. The city centre boundary has been expanded since the Local Plan Review to include the St Marys area, land south of West Quay Road, and small parts of Southampton Port (which are safeguarded to ensure port uses are not displaced – see para 4.6.13).
- 4.4.4 A City Centre Action Plan is being prepared to take forward the spatial strategy, the objectives in 4.4.2 above and to promote the delivery of new development. It will create a strategy to direct growth and regeneration, identify development sites, and provide guidance on design, linkages, the mix of uses (including the night time economy) and delivery issues, including more detail for the major development quarter. It will provide area and site specific guidance taking account of environmental, heritage and amenity considerations, and the delivery of infrastructure / community facilities.
- 4.4.5 The Major Development Quarter is a strategic site which has the ability to meet a significant element of the city's regional development needs as set out in policy CS1. A number of other key development sites will also contribute to these needs, and be tested and allocated in the City Centre Action Plan. A number are already identified in the Local Plan Review and represent key development opportunities, for example: the Royal Pier area; Guildhall Square area (to be developed as the Northern Above Bar Cultural Quarter); West Quay 3; and Mayflower Plaza.
- 4.4.6 The basis for the identified floorspace needs is set out in the South Hampshire Town Centres study by DTZ for PUSH (2005). They represent additional increases to existing provision necessary for the city to maintain its attractiveness as a major destination, and are estimates to provide a broad long-term guide which will be monitored over time (see Policy CS 2). The study also identifies a need for additional leisure facilities, including at least 20,000 – 30,000 sq m (net) of A3 – A5 space (restaurants, bars, etc); new cinema provision and health / fitness facilities.
- 4.4.7 The Government has awarded Southampton the ability to grant a licence for a large casino within the city. Consultation will be undertaken to enable the council to decide

whether or not it will award such a licence. If it does the casino will be located within the city centre.

- 4.4.8 The Strategic Housing Land Availability Assessment identifies potential sites within the city centre to accommodate approximately 5450 new homes. New city centre development is vital to support the region's and the city's economic growth and a key part of this development is the provision of homes. It is also key to the regeneration of parts of the city centre, making best use of brownfield land, and supporting sustainable development. Specific sites will be identified in the City Centre Action Plan.
- 4.4.9 The city centre and surrounding areas form neighbourhoods for local communities including the Polygon, Northam, St Marys, Old Town and Ocean Village. City centre development should be designed to minimise their impact on neighbouring communities and where possible should improve pedestrian and cycle links between the city centre, the surrounding communities and nearby destinations such as the Royal South Hants Hospital. Developer contributions may be sought to mitigate the impacts of development on surrounding communities in line with Policy CS 25. This might include contributions to improve local pedestrian and cycle links into the city centre; and / or to provide community safety measures. It might also include "access to job" agreements, in these and the wider priority areas of the city (see Policy CS 24).
- 4.4.10 The key strategic issues in terms of infrastructure are the impacts of city centre growth on transport movements into and out of the city, on international ecological designations on the River Itchen and Test; flood risk (in parts of the city centre); and primary education provision. The council considers there is a reasonable prospect that city centre growth can be delivered in respect of these issues. Further detail is set out in Chapter 7.

Policy CS 2 – Major Development Quarter	Link to Core Strategy Strategic objective(s):					
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment SO5 - Imaginative arts and cultural opportunities SO6 – A unique sense of place	S2	S3	S8	S10	S13	S19
<p>The Major Development Quarter (as shown on the Proposals Map) is a strategic site in the western part of the city centre with the potential for major commercial intensification. It broadly includes the area west of Portland Terrace, the West Quay Mall and Western Esplanade; north of the port, south of the railway line (though including Central Station). The area includes part of the existing Primary Shopping Area. Development will be facilitated in the Major Development Quarter if it will enhance the city centre's commercial regional status and is able to form part of a comprehensive high density mixed use scheme across the whole Quarter.</p> <p>The mix of uses across the Major Development Quarter as a whole will include retail (subject to the tests below) and offices. It will include leisure, hotel, cultural or tourist uses. It can also include some residential uses (although such uses should not</p>						

dominate) and associated community uses subject to satisfactory resolution of flood risk issues.

Retail development will be directed to the city centre's existing Primary Shopping Area (PSA) first where possible. Retail development outside the PSA but within the Major Development Quarter will be permitted where it can be demonstrated that:

1. It is part of a coherent expansion of the primary shopping area, linked to the existing primary shopping area by good / clear pedestrian links and lined where possible by "shop" windows, and
2. There is a need for the development which is unlikely to be met within the existing primary shopping area. This test will be judged by looking at additional needs from 2005, through to both five years ahead (from the determination of a planning application), and through to 2026.

Subject to ongoing monitoring, it is likely that an expansion of the PSA in the Major Development Quarter will be needed before 2026 to meet the retail needs set out in Policy CS1.

Non retail development adjacent to the existing primary shopping area within the Major Development Quarter will not be permitted if this is likely to prejudice the provision of the required retail development.

Policy background / Justification:

- 4.4.11 The Major Development Quarter is a strategic site which will be delivered by a range of measures, including the preparation of the City Centre Action Plan, a master plan, joint working with key land interests and developers, transport providers, and with the Environment Agency (regarding flood risk).
- 4.4.12 The Major Development Quarter is the largest area of the city centre with development potential. However there are other key development sites which will also contribute to city centre growth. The Major Development Quarter incorporates part of the existing Primary Shopping Area as shown on the Proposals Map.
- 4.4.13 The Major Development Quarter will help link the city centre and shopping area to both the waterfront and an enhanced transport interchange at the central railway station. It will integrate with recent and proposed developments (along West Quay Road and at West Quay III); link to good road access; and is likely to be deliverable over the course of the strategy. Major expansion in this direction will conserve the other areas of the city centre, including the Victorian parks, Old Town and residential neighbourhoods. The aim is to create an active commercial quarter of regional significance and therefore residential uses should not dominate.
- 4.4.14 New retail development will be directed to the existing primary shopping area where possible. However Table 1 illustrates that it is likely that insufficient sites will be available within the existing primary shopping area to accommodate the total need for retail development set out in Policy CS1. In addition, it may not be possible to deliver individual large scale retail operators within the existing primary shopping area. Therefore the policy permits the expansion of the primary shopping area to allow additional retail development in the Major Development Quarter, subject to the tests set out in Policy CS 2 and PPS6. Retail development that creates a coherent expansion of the primary shopping area in the Major Development Quarter will help

to maintain and enhance the city's regional status by planning positively over the longer term to meet the need for new retail floorspace set out in Policy CS1.

Table 1: City centre expansion

(a)	(b)	(c)		(d) (=b - c)
Time period	Overall Comparison Retail Need (see Policy CS1)	Sites Likely to be Delivered Wholly Within Existing PSA		Need for Retail Floorspace Outside Existing PSA
	Sq m		Sq m	Sq m
2005 - 2011	24,300 – 36,400	West Quay 3	10,777	13,500 – 25,600
		Site above	10,777	
		Above Bar St / Bargate St	2,420	
		Above Bar St / Pound Tree Lane	6,254	
		West Quay III Eastern Site	420	
2005 - 2016	54,900 – 82,400	Total	19,871	35,000 – 62,500
		Sites above	19,871	
		Bargate Centre / Hanover Buildings / Queens Way	11,551	
		Above Bar St / Civic Centre Rd	5,445	
2005 - 2026	132,100 – 198,600	Total	36,867	95,200 – 161,700

(b) is from: South Hampshire Town Centres Study 2005 – DTZ for PUSH. The range for retail need is derived from the following assumptions / scenarios:

Expenditure growth: 3.8% - 4.8% per annum

Turnover density growth: 1% - 2% per annum

Turnover density on new floorspace: £4,000 / sq m - £6,000 / sq m

(c) is from: Southampton City Centre Capacity Study 2007 – Donaldsons.

All figures are additional gross retail floorspace. See City Centre Retail Background Paper for more details.

4.4.15 The figures in Table 1 are broad guidelines derived from the retail studies which with monitoring will be used to inform the preparation of the City Centre Action Plan and determination of planning applications. Many external factors which are outside the scope of this document can influence the demand and delivery of shopping developments. The figures provide a broad guideline as to when and by how much PSA expansion will be appropriate. The decision on expansion is a judgement based on monitoring the assumptions from which retail need is derived, and the deliverability of sites within the PSA. If the assumptions have not changed significantly, then Table 1 will provide a clear and important guide. A significant and sustained change from the assumptions will lead to an alternative outcome. If retail need decreases and / or likely development in the PSA increases or is brought forward, this will decrease the scale of primary shopping area expansion. If the opposite is true this will increase the scale of expansion.

4.4.16 The City Centre Action Plan will also consider whether other individual sites outside the existing primary shopping area not covered by Policy CS2 are suitable for retail development, taking into account Table 1, PPS6 and other planning considerations

4.4.17 Retail proposals within the Major Development Quarter (outside of the existing primary shopping area) which do not form a coherent expansion of the primary shopping area will be considered under PPS6.

4.5 Promoting successful places

<p>Policy CS 3 – Town, district and local centres, community hubs and community facilities</p>	<p>Link to Core Strategy Spatial Objective(s):</p>											
<p>Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution SO6 – A unique sense of place</p>	S8	S9	S11	S13	S15	S18						
<p>The Council will support the role of the town and district centres in providing shops and local services in safe, accessible locations. New development should make a positive contribution to the centres' viability and vitality, promote and enhance its attractiveness, respect where possible the historic street patterns and building lines and improve its connectivity to surrounding residential neighbourhoods.</p> <p>Non-residential development serving a city wide or sub regional catchment will be focused on the following hierarchy of centres with a sequential approach. New development must be at a scale appropriate to the size and role of the centre.</p> <ol style="list-style-type: none"> 1. City centre; Southampton city centre serves city wide and regional needs (see 4.4) 2. Shirley Town Centre; 3. Four District Centres; Portswood, Bitterne, Woolston and Lordshill <p>The town centre and district centres meet the 'week to week' needs for their area of the city and local non food and community services. The aims for Shirley (serving a wide area of western Southampton); Portswood (serving the north of the city) and Bitterne (serving the north east of the city) are to maintain the health of the centres, improve the street scene and successfully integrate local facilities. Lordshill district centre is to undergo a comprehensive redevelopment to improve its design and expand the range of services to serve the north western area of the city and neighbouring areas. Woolston district centre serves the city east of the River Itchen (along with Bitterne). The priority for the area will be to ensure that the adjacent Woolston Riverside redevelopment complements and enhances the centre, and to deliver improvements in the street scene</p> <ol style="list-style-type: none"> 4. A network of Local Centres: Local centres meet the 'day to day' needs for the immediate neighbourhood. <table style="width: 100%; border: none;"> <tr> <td style="width: 50%;">- Bevois Valley</td> <td style="width: 50%;">- Midanbury – The Castle</td> </tr> <tr> <td>- Bitterne Park Triangle</td> <td>- Portswood Road</td> </tr> <tr> <td>- Burgess Road</td> <td>- St. James Road</td> </tr> </table> 							- Bevois Valley	- Midanbury – The Castle	- Bitterne Park Triangle	- Portswood Road	- Burgess Road	- St. James Road
- Bevois Valley	- Midanbury – The Castle											
- Bitterne Park Triangle	- Portswood Road											
- Burgess Road	- St. James Road											

- | | |
|-----------------------------|-----------------------|
| - Cumbrian Way / Kendal Av. | - St. Marys Road |
| - Exford Avenue | - Swaythling |
| - Hinkler Road | - Thornhill Park Road |
| - Maybush | - Weston |
| - Merryoak | - Winchester Road |

Each centre should capitalise on any opportunities for enhancement as they arise. Community hubs will, where possible, be developed in, or close to, existing town or district centres, and may be developed elsewhere if practical and sustainable opportunities arise.

Proposals for comprehensive redevelopment of a local centre will be considered where the centre can be demonstrated to be failing and where the proposals can demonstrate the community benefits of redevelopment and justify any loss of retail facilities.

Proposals that result in the loss of a community facility throughout the city will not be supported if it is viable for the commercial, public or community sector to operate it and if there is no similar or replacement facility in the same neighbourhood. Community facilities include: community buildings; drop-in centres / day centres; Meeting Rooms / Day Centres; Public Houses / Café; Places of Worship; Sports Club and recreation; Youth Clubs / Scout huts / Guide huts / Clubs for Senior Citizens

Developer contributions may be sought from relevant developments to support any additional community infrastructure required in accordance with Policy CS 25.

To protect the viability of town and district centres the council will control the development of retail, warehouse clubs, leisure or hotel uses greater than 750 sq m (gross) in "edge of centre" or "out of centre" sites in line with PPS6.

Policy background / Justification:

- 4.5.1 Town, district and local centres lie at the heart of local communities and their primary role is providing shopping and community services. The older centres have retained their own identity and character with some such as Shirley being mentioned in the Domesday Book. The Council will undertake regular monitoring of the health of these centres.

Shirley town centre

- 4.5.2 Shirley is the second largest centre in the city after the city centre. It is situated to the north west of the city centre along Shirley High Street (A3024). It is characterised by some national retailers and a range of independent shops, providing both convenience and comparison goods, and a mix of local firms and other business. The built form is fairly low density and, given the high accessibility and town centre status of Shirley, there is a potential to incorporate a range of uses including cultural uses which are currently lacking. The policies in the Core Strategy will also help address the issues of congestion and highways safety issues in Shirley and across the city and deliver further public realm improvements.

Portswood district centre

- 4.5.3 The medieval village of Portswood was expanded in Victorian times and has a linear urban form along Portswood Road. The district centre includes a range of

convenience stores (including a medium sized supermarket), local comparison shops and services. It is currently in good health with low vacancy rates and a distinctive built form. There is also the potential for the development of a new superstore on the bus depot site immediately north of the centre. Key priorities for the centre in the future are: to ensure ground floors are safeguarded for active commercial use and to promote the use of upper floors for flats or offices; to support individual redevelopments of less distinctive areas within the centre; and further street scene improvements to complement and enhance the centre's overall identity.

Bitterne district centre

- 4.5.4 Bitterne serves the north-east of the city and originally developed as a suburb of the town in the 19th century. Its pedestrianised retail centre was redeveloped in the 1960s / 70s and contains two medium sized supermarkets and a range of other shops, offices and services. The leisure centre, library and health clinic are separated from the main part of the centre by the A3024. The key priorities for Bitterne district centre are: maintaining and enhancing its commercial success; improving links across the main road network; and enhancing the centre's built environment to create a positive street scene. There is the potential for more distinctive redevelopments (though for commercial reasons may take place beyond 2026).

Woolston district centre

- 4.5.5 Woolston lies to the east of the city centre across the River Itchen. Despite the opening of the railway station, an active industrial waterfront and the establishment of the floating bridge, extensive housing development did not take place in Woolston until the end of the 19th century and the early 20th century. Its district centre includes some national retailers and a mix of individual stores and (on its edge) a small modern supermarket. Woolston suffered from being by-passed by the Itchen Bridge in the 1970s, more recently by the closure of the adjacent Woolston shipyard, and by the increase in out-of-centre shopping which has affected all centres. However the redevelopment of the shipyard (Woolston Riverside) presents a major opportunity for the centre if managed carefully. The key priorities for Woolston district centre are: safeguarding premises for commercial use until custom picks up from Woolston Riverside; carefully managing provision of retail space on Woolston Riverside to ensure it benefits the centre overall; and creating positive street scene links from Woolston Riverside into the centre.

Lordshill district centre

- 4.5.6 Lordshill is located in the north west of Southampton and its centre was developed in the 1960s/70s. It includes a medium sized superstore, some smaller shops, and leisure and community facilities including a library, health clinic, pub and church. The centre is of poor design and layout. It fails to connect with surrounding streets and the community. However, discussions are currently underway for a comprehensive redevelopment of this centre.

Local centres

- 4.5.7 The designation of local centres protects smaller centres and the services they provide so that residents do not need to travel to access shops and facilities for 'day to day' needs. The network of centres is backed up by a network of individual neighbourhood facilities, for example: corner shops, schools, primary health care

facilities and community facilities. Development of new facilities, shops and services will be encouraged in the network of centres. In addition, community facilities of an appropriate scale will be encouraged within neighbourhoods and in particular, in community hubs.

- 4.5.8 Provisions of accessible, relevant community facilities are vital to maintaining community spirit. Proposals that involve the loss of well supported, accessible community facilities should make provision for a replacement ideally within 800m (10 minute walk).
- 4.5.9 The city council will, where appropriate, work with partners to provide community hubs in appropriate locations across the city. Community hubs could be complemented by suitable and accessible neighbourhood facilities for major residential areas in other public buildings, for example in schools.

Community hub

A community hub is a network of community facilities and services provided either on one site or in very close proximity. The aim is to group together services in a modern and sustainable way that suits local people's needs, making services more accessible and enhancing community cohesion. Developing a hub may typically involve replacing an existing range of separate buildings. Services would ideally share one building and related facilities such as reception.

The location in a hub of statutory and commercial organisations can help to subsidise the cost of co-located community provision, removing for community associations the sometimes considerable problems around maintaining stand alone community buildings. Community hubs can, where appropriate, be managed through community trusts providing local stakeholders with the opportunity to influence how such a valuable community asset is used.

- 4.5.10 The boundaries of the town, district and local centres will be established in the Site Allocations DPD with specific policies set out in the DC Policies DPD

Edge of centre and out of centre development

- 4.5.11 Policy CS3 seeks to protect existing centres by controlling retail and leisure development in locations close to city, town, district and local centres ('edge of centre') and outside these centres ('out of centre'). The policy also covers warehouse clubs and other facilities which by their nature are likely to have an impact on the trade of existing centres.
- 4.5.12 This policy will be applied in accordance with Government guidance, currently PPS6 *Planning for Town Centres* (2005); and the evidence referred to within Table 1 on page 27. The sequential approach for development above 750 sq m gross outside of existing centres should consider only those centres judged to be within the proposal's core catchment area including locations inside and outside the city. Retail developments serving a city wide or sub regional catchment should consider city centre locations before smaller centres. They may also be better located on edge of city centre sites rather than in smaller centres.
- 4.5.13 Regeneration benefits may be taken into account, and significant weight may be placed on them, but only where, taking into account the nature of the site, the proposal for edge of or out of centre development delivers strong and distinctive

regeneration benefits which cannot be delivered in other ways. Examples could include aiding the delivery of a wider redevelopment of fundamental importance to the city, and / or creating very significant and binding benefits directly linked to deprived priority communities. This will be considered against its impact on the vitality, viability or role of an existing centre. Significant weight will not be placed on standard benefits from such developments (for example, general job creation).

Policy CS 4 – Housing delivery	Link to Core Strategy Strategic objective(s):
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	S10
<p>An additional 16,300 homes will be provided within the City of Southampton between 2006 and 2026. 2,150 homes have been completed between 2006/7 and 2007/8.</p> <p>The pattern of future delivery is expected to be (approximately):-</p> <ol style="list-style-type: none"> 1. 850 completions in 2008/9. 2. 5,750 completions on allocated and identified sites between April 2009 and March 2014 (the 5 year supply) and 10,150 completions on allocated and identified sites between April 2009 and March 2019 (the 10 year supply) (These delivery levels do not include windfall sites.) 3. 3,150 completions between 2019/20 and 2025/26. <p>(Figures are rounded up to the nearest 50 units)</p>	

Policy background / Justification:

- 4.5.14 The provision of sufficient housing to meet government targets, together with a better balance of family and affordable homes to promote mixed, sustainable communities are the key housing delivery themes for the next twenty years. Homes will generally need to be built at higher densities, be more energy efficient and use more sustainable building methods and materials.
- 4.5.15 The number of additional homes to be provided in Southampton is set out in the emerging South East Plan. The requirement of an additional 16,300 homes within the city takes into account:
- the proposed levels of future growth for South Hampshire whereby economic growth is supported by additional homes
 - changes in the current population of the city, particularly the reduction in average household size, and
 - the approach in South Hampshire which favours locating new homes within urban areas to reduce pressure on the surrounding countryside.
- 4.5.16 The housing supply figures are derived from an analysis of potential housing sites set out in the Strategic Housing Land Availability Assessment (SHLAA). They do not include windfall sites between 2008/9 and 2018/19. Windfall sites are those which are not allocated or identified, and which come forward unexpectedly. The figures

demonstrate that the city has a housing supply from identified sites sufficient to meet the South East Plan requirements until and beyond 2018/19. 47% of the predicted supply until 2019 has received planning permission or a resolution to grant planning permission. The current downturn in the housing market makes it difficult to predict exactly when new homes will be completed. Delivery targets and phasing of sites will be regularly reviewed as up to date monitoring information is received.

- 4.5.17 The housing figures currently do not identify sufficient sites to deliver the full housing requirement until 2026 on allocated and identified sites and there is a predicted shortfall of only 1200 units. In recent years between 58% and 76% of the housing provision has been built on windfall sites with an average of 613 new homes per annum coming from these unexpected windfall sites in the last six years. It has not been assumed that this level of provision from windfall sites will be maintained, especially if the current downturn in the housing market continues. However, it is reasonable to assume that there will be some contribution to the supply of new homes from this source throughout the timeframe of the Core Strategy.
- 4.5.18 Towards the middle and end of the plan period additional homes will be delivered as part of the Council's Estate Regeneration Programme. This project will upgrade council – owned estates promoting mixed tenure communities and replacing lower quality Council homes with new affordable rented housing. Only the figures for the pilot project at Hinkler Parade have been included in the 10 year supply as sufficient details are not yet available to allow them to be accurately programmed.
- 4.5.19 The SHLAA provides information on the amount, location and deliverability of potential housing sites across the city. It does not allocate housing sites but its findings will form part of the evidence base for the Site Allocations DPD which will identify specific housing sites sufficient to meet the housing requirement over the period of the Core Strategy. The monitoring of housing supply figures will be reported in the Annual Monitoring Reports and action will be taken to identify further sites and / or bring forward identified sites if appropriate.

Policy CS 5 – Housing density	Link to Core Strategy Strategic objective(s):				
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment SO6 – A unique sense of place	S3	S7	S8	S9	S15
<p>Whilst there is continuing pressure for higher densities in order to deliver development in Southampton, development will only be permitted which is of an appropriate density for its context. High densities should be limited to the most accessible areas, namely the city centre, areas close to and within Shirley town centre and the district centres, as well as the key public transport corridors shown on the map in Appendix 2, and other major sites allocated in the LDF for significant intensification. The majority of development should be on previously developed land.</p> <p>The appropriate levels of density are:</p>					

Density	Residential	Accessibility (PTAL value)*
Low	35 - 50dph	1 & 2
Medium	50 - 100dph	3 & 4
High	Over 100dph	5 & 6

The development density proposed should be justified in the Design and Access statement submitted with the planning application. It will be assessed with regard to the following criteria:

1. The need to protect and enhance the character of existing neighbourhoods;
2. The quality and quantity of open space;
3. Flood risk and appropriate reduction and mitigation measures;
4. Accessibility using public transport;
5. Adopted character or conservation area appraisals;
6. The best use of land.

* PTAL = Public Transport Accessibility Levels – see paragraph 4.5.24

Policy background / Justification:

- 4.5.20 The provision of a significant number of new dwellings within Southampton's constrained urban area will inevitably lead to a general increase in density. However the appropriate densities of new development will vary across Southampton.
- 4.5.21 Intensification and higher densities will be appropriate in some areas of the city in order to make best use of land, to support a range of local services and infrastructure and to create a residential environment with a mix of housing including smaller units and affordable housing. At all densities residential development should be high quality, energy efficient and in line with best practice in sustainability, and should maximise usable outdoor space, for example by providing gardens, roof terraces or balconies. More information on high quality residential development and delivering higher densities is contained in the Residential Design Guide SPD. They should also address the need to reduce flood risk and where appropriate, mitigation measures will have to be taken.
- 4.5.22 Density is measured by the number of dwellings per hectare (dph). The city centre is the primary area for high density residential development, along with Shirley town centre and the four district centres where 100dph is the minimum requirement (where residential development is appropriate, see Policy CS 3). These areas offer a range of amenities, services and employment opportunities, and good access to public transport.
- 4.5.23 In other areas, 50dph should be the minimum density requirement for sites that are within areas of medium accessibility and at least 35 dph within areas of low accessibility.
- 4.5.24 A map of Public Transport Accessibility Levels (PTAL) is contained in Appendix 2. The accessibility levels shown in the map reflect the time taken to walk to bus stops and the frequency and reliability of services at the morning peak period Monday to Sunday. The accessibility or PTAL is categorised into six levels with 1 representing the lowest accessibility and 6 the highest.

4.6 Supporting economic growth

Employment Sectors

References to employment in this section apply to employment in office, industrial or warehouse developments. Clearly there are other major employment sectors. These present different spatial planning issues and are addressed elsewhere. These include city centre retail / leisure uses (section 4.4); health, social services and education (section 4.7).

Policy CS 6 – Economic Growth	Link to Core Strategy Strategic objective(s):			
Link to City of Southampton Strategy objective(s): SO3 – A dynamic business environment	S1	S9	S19	S20
<p>The Council will contribute to the objectives of increased economic / employment growth and competitiveness focussed on urban areas set out in the emerging South East Plan's strategy for South Hampshire, devised by PUSH. It will do this by:</p> <ol style="list-style-type: none"> 1. Identifying sites capable of delivering approximately 322,000 sq m of office development in the city centre through the City Centre Action Plan 2. Safeguarding all existing employment sites and allocations, subject to Policy CS 7, through the Site Allocations DPD or City Centre Action Plan, within which approximately 97,000 sq m of industrial / warehouse development will be delivered 3. Providing appropriate support to the Port of Southampton (see Policy CS 9) 4. Securing appropriate access for local people to jobs (see Policy CS 24) 				

Policy background / Justification:

- 4.6.1 Southampton is a major economic hub in South Hampshire and the South East. However the city – region's economic performance is average and there is potential for improvement. Southampton's strengths include: a strong city centre; strong representation in a range of sectors, including in transport / logistics, marine technology and business services; good infrastructure (two universities, road / rail and airport); a major international port; and a good quality of life. The areas for improvement include: increasing the rates of business formation, economic activity, and wage and skills levels; strengthening the city's image; promoting development opportunities and replacing the loss in manufacturing jobs.
- 4.6.2 National, regional and local policies (including Government Planning Policy Statements, the South East Plan, Regional Economic Strategy, PUSH Economic Strategy, and Southampton's Plan for Prosperity, City of Southampton Strategy, and Local Area Agreement) point to:
- Promoting productivity - led higher value economic development, skills, social inclusion, regeneration, protection of the countryside, and reduced car travel.
 - A sustained improvement in South Hampshire's economic growth rate to 3.5% gross value added by 2026 (focussed on the cities). The South Hampshire

strategy sets a development target of just over 1 million sq m of additional employment floorspace for SW Hampshire, which includes Southampton.

- An urban focus for economic development, safeguarding existing employment sites within the city. This will retain a focus for industrial activity primarily along the Itchen corridor and the Millbrook Road / A33 corridor (see Policy CS 7).
- Supporting the growth of the port where appropriate (see Policy CS 19)
- Focussing major office development on the city centre (see Policy CS 8)
- Ensuring development is environmentally sustainable, and provides appropriate measures to mitigate climate change and ecological impact (see policies CS 20 and 22)
- Providing appropriate infrastructure to promote economic performance (e.g. transport, training or business support facilities, information technology) subject to other policies.
- Promoting “access to jobs” agreements (see Policy CS 24).

4.6.3 PUSH is developing an apportionment of the South East Plan’s development targets for South Hampshire to individual Council areas. The apportionment for Southampton from 2006 to 2026 is as follows:

- Offices – 322,000 sq m
- Industry / Warehousing – 97,000 sq m

4.6.4 It is expected that the industrial / warehouse targets can be accommodated within the existing employment areas / allocations, in tandem with the strong approach to safeguarding such sites set out in Policy CS 7. The likely distribution within the city is set out in the spatial strategy. The overall figures will be monitored and kept under review by the Council and by PUSH. They (and any subsequent revision) will act as broad targets to inform the Site Allocations DPD.

Policy CS 7 – Safeguarding employment sites	Link to Core Strategy Strategic objective(s):		
Link to City of Southampton Strategy objective(s): SO3 – A dynamic business environment	S1	S2	S20
<p>In order to meet the South East Plan’s economic aims, as set out in Policy CS6, there is a strong need to safeguard employment sites. All existing employment sites and allocations will be safeguarded for employment use, through the Site Allocations DPD or City Centre Action Plan unless:</p> <ol style="list-style-type: none"> 1. There is clear evidence that a site is not, and is not likely to become, viable for employment use; or 2. There is a strong justification to release a site from employment safeguarding, on the following grounds: <ol style="list-style-type: none"> a) The redevelopment of the site, given its specific location, could deliver strong and distinctive planning / regeneration benefits, or b) The site is no longer suitable for employment use taking into account, its accessibility, and its effect on residential amenity and the environment including the Habitats Regulations) <p>And these grounds outweigh the strong need to safeguard employment sites taking into account the following specific issues:</p>			

3. Any location-specific employment needs met by a site (e.g. for waterfront marine use); and
4. The benefit of retaining an employment site close to the priority neighbourhoods.
5. The cumulative effect on meeting the city's employment land needs of releasing a site

Where a site is released from safeguarding, the requirement will be for a mix of uses to include suitable B1, B2 and / or B8 employment.

Policy background / Justification:

- 4.6.5 Safeguarding the city's existing employment land will help to deliver the South Hampshire strategy's aim to increase economic growth with an urban focus, by maintaining the capacity within the city to:
- Contribute towards delivering the major net increase in floorspace required by the South East Plan
 - Promote redevelopments to higher value employment uses
 - Accommodate (often lower value) support industries and
 - Provide jobs locally, reducing the need to travel and benefitting social inclusion.
- 4.6.6 The Strategic Employment Land Review Background Paper justifies the need to safeguard employment sites from redevelopment to other uses. It includes evidence on overall demand and supply in Southampton and Eastleigh and information on key sites. It also includes a commercial appraisal of all sites. Following a more detailed assessment of all employment areas the Site Allocations and City Centre Action Plan DPDs will identify the specific sites to safeguard for employment uses and specify the types of employment uses appropriate for them. This more detailed assessment will consider all existing employment sites safeguarded or allocated for employment in the adopted Local Plan Review (2006).
- 4.6.7 Commercial viability depends on whether the site is likely to remain occupied by employment uses, including "lower value" employment uses. If not, a site may remain commercially viable for some employment use if redeveloped for a mix of employment and other higher value uses. A higher density mixed use redevelopment could retain the same or a significant number of jobs and / or provide higher quality employment floorspace.
- 4.6.8 If there are reasonably good site specific reasons for a site to be released, it may still be safeguarded once the cumulative effect of releasing other sites has been considered.
- 4.6.9 Southampton has a long history of accommodating marine industries including boat building and repair, yacht marinas, etc. This represents one important sector of the local economy with a specific waterside locational requirement. SEEDA's waterfront strategy demonstrates the importance and needs of the sector. The needs of the marine industry will be a key consideration in the safeguarding of waterfront sites.
- 4.6.10 The general need for housing does not in itself outweigh the strong need to safeguard employment land. The city's housing requirement can be delivered by an approach consistent with the above policy on employment safeguarding (see the Employment Background Paper and SHLAA).

Policy CS 8 - Office location	Link to Core Strategy Strategic objective(s):			
Link to City of Southampton Strategy objective(s): SO3 – A dynamic business environment	S7	S9	S10	S13
<p>There is a need for approximately 322,000 sq m of additional office development in Southampton (see Policy CS7). The preferred location for major office development is Southampton city centre. The preferred locations for medium scale office developments are the city, town or district centres. Office proposals in other locations will be directed towards these centres first where possible in line with PPS6.</p> <p>This policy applies to office development greater than 750 sq m gross. Medium scale office developments are between 750 – 1,500 sq m gross; and major office developments are greater than 1,500 sq m gross.</p> <p>A redevelopment of an existing industrial site to offices will be permitted outside the city centre if that site is within approximately 500 metres of Southampton Central railway station; and there are no available sites within the city centre closer to the Central railway station.</p>				

Policy background / Justification:

- 4.6.11 Office based sectors are expected to contribute significantly to economic growth over the next 20 years. The South East Plan and PUSH set a need for 680,000 sq m of office space in the city region, including 322,000 sq m in the city. Office developments should be focussed first on city / town / district centres. This both improves accessibility by public transport, cycling and walking, and supports the vitality of these centres. The size thresholds promote flexibility for small and medium businesses accommodated in smaller offices because they accommodate fewer people and are likely to be one of the future drivers of economic growth.
- 4.6.12 Sites can be identified to meet all of the 322,000 sq m target in the city centre. However some office development may also occur outside the city centre, including smaller office development, development in district centres, or out of centre development where city centre sites are not available and suitable. The city's office target is a minimum.
- 4.6.13 The sequential approach will be operated in the light of PPS6 *Planning for Town Centres*. The redevelopment of industrial sites for offices near the Central Railway Station will only be suitable if the impact on residential amenity is acceptable. Where the office development is part of an industrial or research / development operation of a similar or larger scale belonging to the same company on the same site, the potential need for co-locating the offices with this wider operation will be considered. Sequentially preferable locations will be considered across the same office property market area, and this could include town and district centres in neighbouring council areas. Regeneration benefits can be taken into account in particular circumstances as set out for retail development (see section 4.5.13).

Policy CS 9 – Port of Southampton	Link to Core Strategy Strategic objective(s):	
Link to City of Southampton Strategy objective(s): SO3 – A dynamic business environment	S	S4
<p>The City Council will, where it holds the powers, promote and facilitate the growth of the Port of Southampton provided there are no unacceptable impacts on the environment, including on International Sites in line with the Habitat Regulations, and it is balanced with the development growth needs of the city centre. Within the city port growth will take place within the existing port boundaries.</p> <p>Within the city, the Council will facilitate growth by:</p> <ol style="list-style-type: none"> 1. Refusing planning permission for non port related development within the port; except for uses which form an integral part of a cruise line terminal within the city centre, which help create a visitor destination, and do not significantly increase the footprint of the terminal area. 2. Supporting an increase in transhipments (ship to ship), rail freight to / from the port, and appropriate road improvements leading to the port (see Policy CS 18). 		

Policy background / Justification:

- 4.6.14 The Port of Southampton is a major deep sea facility. It is the U.K's premier cruise line port and handles a significant proportion of the U.K's overseas trade in goods with containers and cars being two key sectors. As such, the port is of global significance, a key part of the national economic infrastructure, and one of the major drivers in the local economy. The port also lies close to international ecological designations. It is important to plan positively for port growth provided there are no unacceptable environmental impacts (e.g. in terms of the Habitats Regulations), and in a way which complements development growth in the city centre.
- 4.6.15 The Port anticipates a demand for major growth which over the next 10 years can be accommodated within the boundaries of the existing port. The longer term ability for the port to grow will depend on decisions taken by others outside the city's boundary. Most port related developments within its existing boundaries are permitted development.
- 4.6.16 New uses within cruise line terminals which lie in the part of the Port included in the city centre area may be supported if they create further visitor destinations such as cafes or bars to improve links between the city centre and the waterfront
- 4.6.17 The funding has been secured to increase rail freight capacity from the port to the Midlands and the North, including increasing clearances within the tunnel in Southampton. Improvements to road freight access have been completed on the approach to Dock Gate 20 (container port); and are proposed on the approach to Dock Gate 4 (eastern docks). Access improvements need to seek a practical balance and complementary relationship between the needs of the port and the need for city centre development growth.

- 4.6.18 The strong approach to safeguarding employment land (as set out in policy CS 7); will retain the potential for some sites to contribute to the open storage needs of the port.

4.7 Supporting health and education

Policy CS 10 - A healthy city	Link to Core Strategy Strategic objective(s):			
Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution	S5	S9	S11	S18
<p>To improve the health of the city, proposals for the intensification of healthcare uses on existing sites in accessible locations (as defined by the Public Transport Accessibility Levels map in Appendix 2) will be supported subject to meeting other relevant Local Development Framework policies. New and relocated health facilities should be in accessible locations where there is demonstrated need and should be linked to community hubs where appropriate.</p> <p>Proposals involving the loss of community – based primary health care facilities must demonstrate that adequate alternative provision is made to meet the needs of the community serviced by the facility.</p> <p>The principal acute health care centres in Southampton are safeguarded for health provision with a presumption in favour of continued expansion within their existing sites, accompanied by suitable travel plans to reduce dependency on the car. Within the safeguarded sites, proposals for non – health care uses must demonstrate that the land is no longer required for health care. The principal centres are:</p> <ol style="list-style-type: none"> 1. Southampton General Hospital; 2. Princess Anne Hospital; 3. Royal South Hants Hospital; to be developed as a new city centre Health Campus 4. Western Community Hospital <p>Planning applications for significant developments may be required to submit a Health Impact Assessments (HIA) in order to assess how they will impact on the health of residents. Developer contributions, including travel plans, may be sought from new development to support any additional health infrastructure in accordance with Policy CS25.</p>				

Policy background / Justification:

- 4.7.1 The City of Southampton Strategy promotes a long term vision for improving the health and wellbeing of all Southampton’s citizens. This was taken forward in the Health and Wellbeing Strategy (2004) which identified key cross cutting themes to include ensuring the highest possible standard of health and social care service delivery, contributing to sustainable development and an environment that safeguards health.

- 4.7.2 The Local Development Framework will help to deliver a healthy city which encourages residents to pursue a healthy lifestyle whilst providing the necessary healthcare services. Many of the policies in the Core Strategy promote activity by, for example, improving and extending pedestrian and cycle routes, protecting open space and providing local facilities within walking distance and improving air quality through reducing congestion. It also promotes high quality homes and reducing unemployment through Policy CS 24.
- 4.7.3 In terms of health services over 90% of health care is delivered by primary care services in the community from GP practices, the three 'Walk in' centres in the west, east and centre of the city, community healthcare, dental healthcare, ophthalmic and pharmacy services. Primary healthcare services are provided by Southampton City Primary Care Trust (PCT) which also operates the Royal South Hants Hospital and Western Hospital sites. The two other hospitals are managed by Southampton Universities Hospital Trust. The safeguarded sites will be identified in the Site Allocations DPD.
- 4.7.4 Proposals for new and refurbished health facilities will be expected to encourage walking, cycle and bus travel by students and staff. Travel plans should reflect the characteristics and needs of the patients and staff e.g. taking into account staff working hours and recognising that some patients will be too unwell to travel by public transport.

Policy CS 11 - An educated city	Link to Core Strategy Strategic objective(s):		
Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution SO2 – Learning and innovation at its heart SO3 – A dynamic business environment SO6 – A unique sense of place	S5	S7	S9
<p>The development of new inspirational, high quality education facilities which encourage community use of their facilities will be promoted.</p> <p>The main sites of the University of Southampton and Southampton Solent University will be safeguarded to allow expansion of these facilities through intensification on their existing sites. Developer contributions, including travel plans, may be sought from new development to support any additional education infrastructure required in accordance with Policy CS 25.</p> <p>Other sites used for education purposes will be safeguarded unless it can be demonstrated that:</p> <ol style="list-style-type: none"> 1. The land and / or buildings are no longer needed for educational use as demonstrated on a case by case basis; and 2. a) Any existing community / sports facility is being retained on site for use by the community; or b) the community/sports facility is relocated to another accessible site where there are equivalent community benefits. The nature of the facility and catchment of its users will be taken into account in assessing the acceptability of the proposed locations; or 			

c) there is no community need for the facility.

A community facility includes rooms and equipment and indoor and outdoor sports facilities used by local people.

Policy background / Justification:

- 4.7.5 To underpin the economic growth in the city and to deliver a city with learning and innovation at its heart, the Core Strategy safeguards the sites of the city's two universities and supports current schools and colleges unless there is a demonstrable need to close them. The sites will be identified in the Site Allocations DPD. The city's ethos of promoting community use and lifelong learning from school and college sites is also embodied in the protection of school / college – based community facilities.
- 4.7.6 Southampton has an ambition to make sure that all young people have the opportunity of a good education in new / refurbished buildings with up to date equipment and technology and with highly skilled staff. It has also accepted the challenge of changing demographics that mean that the population of school age children is falling. The Learning Futures review of secondary education and the current Primary School Review have and will provide the actions required to achieve this ambition.
- 4.7.7 As a result of the Learning Futures review of secondary education two schools in the west of the city have closed as have two schools in the east. The four closing schools have been replaced by two new academies. There are currently plans to explore the vacation of the former sites of Oaklands Community School and Millbrook Community School, and the establishment of a new school on 5 Acre Field in Lordshill. In the east, the former site of Woolston School Language College will be vacated with a new school being built within the site of Grove Park Business and Enterprise College in Weston. In addition, using Building Schools for the Future funding, the Council will be delivering an additional five major secondary school redevelopments.
- 4.7.8 Projections from Hampshire County Council show that despite an increase in Southampton's population by 2026, and a projected increase in the numbers of young children, the number of school age children in the city is expected to decrease overall although there is a predicted increase in school age children within the central and city centre areas. Major reviews of primary and special school provision are commencing to ensure a good balance of school places for all children.
- 4.7.9 The presumption to safeguard education establishments extends to development on the playing fields which are protected under national planning policy.
- 4.7.10 Travel plans and developer contributions may be sought from proposals for new and refurbished educational facilities to enhance access, promote safety and to encourage walking, cycle and bus travel by students and staff.

4.8 Accessing the waterfront

<p>Policy CS 12 - Accessible & attractive waterfront</p>	<p>Link to Core Strategy Strategic objective(s):</p>					
<p>Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment SO5 – Imaginative arts and cultural opportunities SO6 – A unique sense of place</p>	S1	S3	S4	S8	S12	S15
<p>As a maritime city, links with the waterfront help to define the relationship between the city, its rivers and the sea and safeguard the city's seaport character.</p> <p>Development on waterfront sites should, where appropriate, achieve greater integration between the city and its waterfront through</p> <ol style="list-style-type: none"> 1. improving the physical connections to and from the waterfront including provision of well designed, attractive and safe public access to the waterfront, and 2. preserving key views of the water and maritime activity from the city and re-providing key views which have been lost. <p>Incorporation of additional public access might be considered inappropriate where it would damage the business interests of the occupiers of waterfront employment sites, would compromise safety or where additional public access might conflict with nature conservation objectives.</p> <p>Developer contributions may be sought from relevant developments to improve access to the waterfront in accordance with Policy CS25.</p>						

Policy background / Justification:

- 4.8.1 Despite Southampton's location at the meeting point of two major rivers there are limited opportunities for public access to the waterfront beside Southampton Water and the River Itchen. Significant areas of the city's waterfront are utilised for marine based employment, in particular the Port, where additional safe public access is difficult to achieve. The Rivers Itchen and Test also have areas of international nature conservation importance as well as potentially important waterlogged archaeological remains.
- 4.8.2 Despite these constraints, Southampton's waterfront and the recreation opportunities, events and cruise ships it supports are a key part of the city's identity. Access to the waterfront remains an important issue for both residents and visitors. Improving access will strengthen what makes Southampton unique and improve the city's attractiveness as a tourist and visitor destination. A new pedestrian and cycle way running along the River Itchen from Northam Bridge to St Denys will be delivered within 2 years.

- 4.8.3 Views of the port, the maritime environment and beyond are seen through gaps between buildings and infrastructure. They help people to find their way around the city and emphasise the city's long relationship with the sea. The key views to and from the city centre will be identified in the City Centre Characterisation Study currently being undertaken for the City Centre Action Plan. This builds on previous work in the Development Design Guide (adopted 2004), City Centre Urban Design Strategy and Old Town Development Strategy.
- 4.8.4 In the city centre there are opportunities for improving access to the waterfront through the potential waterfront development sites which will be considered in the City Centre Action Plan and Site Allocations DPD, and include Royal Pier, Town Quay, and sites north of the Itchen Bridge such as Town Depot. Outside of the city centre, there are further sites along the River Itchen including Drivers Wharf and Woolston Riverside.
- 4.8.5 The challenge is to improve links and access to the rivers and waterfront whilst recognising the competing uses for these sites, their importance for local businesses and the environmental constraints. Links and use of the waterfront can also be enhanced by measures such as improving signage and providing facilities and infrastructure to support visits such as seating and public toilets.

DRAFT

5 Key requirements for successful development

Policies in this chapter:

Design

- CS 13 Fundamentals of design
- CS 14 Historic environment

Housing

- CS 15 Affordable housing
- CS 16 Housing mix and type
- CS 17 Gypsy & Traveller and travelling showpeople accommodation

Transport and parking

- CS 18 Transport: reduce – manage - invest
- CS 19 Car & cycle parking

Climate change and the natural environment

- CS 20 Tackling and adapting to climate change
- CS 21 Protecting and enhancing open space
- CS 22 Promoting biodiversity and protecting habitats
- CS 23 Flood risk

Access to jobs

- CS 24 Access to jobs

Infrastructure delivery and developer contributions

- CS 25 The delivery of infrastructure and developer contributions

5.1 Design

<p>Policy CS 13 - Fundamentals of design</p>	<p>Link to Core Strategy Strategic objective(s):</p>						
<p>Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution SO4 – An attractive, sustainable and stimulating environment SO6 – A unique sense of place</p>	S5	S7	S8	S16	S17	S18	S20
<p>Development should follow a robust design process which should be analysis-based, context driven and innovative against the twelve fundamental principles below. It should include appreciation for Southampton’s heritage, regional status, waterside location, natural environment and diverse neighbourhoods.</p> <p>Developments must ensure that resource efficiency measures, a range of sustainable materials and renewable/sustainable energy generation devices are incorporated and integrated into the development. They should also make a positive contribution to</p>							

tackling climate change (see Policy CS 20). Furthermore development should: -

Architecture

1. Respond positively and integrate with its local surroundings, character and architectural vernacular without being a pastiche of the past;
2. Contribute positively to the unique image of Southampton and local distinctiveness via innovative and exceptional design including new landmark or tall buildings in appropriate locations and locally distinctive gateways and approaches;

Historic environment & conservation

3. Reflect the importance of the City's archaeology, historic and cultural heritage;

Public realm & open space

4. Promote safe, secure, functional and accessible streets and quality spaces that contribute to place making and the quality of the public realm;
5. Protect, preserve or recreate key views of important landmarks as set out in City Centre Urban Design Strategy, City Centre Development Design Guide and Old Town Development Strategy and the forthcoming City Centre Characterisation Study (see also CS12).

Landscape

6. Contribute to the 'greening of the city' incorporating landscape qualities, and biodiversity;
7. Impact positively on health, safety and amenity of the city and its citizens, including incorporating appropriate flood reduction or mitigation measures (see CS 23);

Connection movement & inclusive access

8. Promote a highly accessible, well connected city including an accessible waterfront (see CS 12);
9. Improve accessibility throughout the city by ensuring that developments, including buildings, streets and public spaces, are accessible to all users including senior citizens and disabled people;

Urban form and scale

10. Place 'people first', designing out the risk of crime and promoting development at a human scale;
11. Make higher densities work, being of an appropriate scale, massing and appearance, in particular of appropriate height and density;
12. Promote adaptable buildings of mixed-uses which are flexible to respond to change.

Residential development should achieve where applicable at least a 'Silver Standard' against Building for Life Criteria, other development should achieve a CABA 'Good' standard, as audited by the supporting Design & Access Statement.

Policy background / Justification:

- 5.1.1 Achieving a high quality built environment will, in part, be based upon a robust design process and on a clear understanding of the context of development and the contribution of better design. The implementation of the spatial strategy will therefore have regard to the following specific factors: -
 - Southampton's maritime heritage, Roman, Saxon, Medieval and later town and location as a major Port;

- The pattern, style and character of development and rapid expansion of the city in the 19th and 20th Centuries;
- Southampton as a regional destination and its waterfront geography;
- The challenge of delivering higher density development in appropriate locations that includes a mix of building styles, types and uses and sufficient amenity space where appropriate.
- The need to deliver development and public spaces that are suitable, inclusive and accessible and reflect the needs of an ageing population in the city

5.1.2 In putting forward development proposals applicants must explain, through the accompanying Design & Access statement, how they satisfy the above principles and also how they have taken a design led approach in accordance with the principles set out in the council’s relevant design guidance, including the City Centre Urban Design Strategy, the City Centre Development Design Guide, the Old Town Development Strategy, the City Centre Streetscape Manual, the North South Spine Strategy and the Residential Design Guide. Applications should address the local physical, social, economic, environmental and policy context for development. Development should seek to reduce crime through design, management and security measures as appropriate. All access routes and paths should be safe and well designed, in accordance with the Secured by Design principles. As Southampton has an ageing population access to buildings and services and providing safe, attractive public areas are a key issue for planning now and in the future. Design measures to address flood risk may also be required. Applicants should be able to demonstrate how they have taken account of the need for good layout and design, with particular regard to placing ‘people first’ and developing on a human scale.

5.1.3 The public realm must be legible, comfortable, and stimulating, with safe streets and public spaces across the city. High quality street furniture and public art should be used to enhance the quality of the urban environment incorporating signs and maps which aid legibility.

5.1.4 More specific requirements on design including guidance on the application of design and sustainability principles will be expanded within Supplementary Planning Documents and other Development Plan Documents. The Residential Design Guide SPD provides further information for residential developments and meeting design standards to supplement the Core Strategy policies.

Policy CS 14 – Historic environment	Link to Core Strategy Strategic objective(s):		
Link to City of Southampton Strategy objective(s): SO6 – A unique sense of place	S3	S8	S13
The Council will safeguard and, where possible, enhance important historical assets and their settings, and the character of areas of acknowledged importance including listed buildings, conservation areas, sites of archaeological importance and their setting, parks and gardens of special historic interest. The Council will promote the retention of buildings and structures of local architectural or historical importance identified on the Local List.			

The significant level of proposed development in the city centre (including the major development quarter) will need to pay particular attention to the medieval walled town and the remains of the Saxon town, Hamwic which are nationally important. Proposals within the Old Town should also respect and, where necessary, reinstate the historic street pattern where possible.

New development should respect and reflect the underlying archaeology of the area. A guiding principle will be to avoid damage to archaeological deposits where possible, and to put in place appropriate mitigation measures where damage is unavoidable. Developer contributions may be sought from relevant developments to support the protection and improvement of the historic environment. Historic assets such as buildings should be re-used where possible.

Over the next three years character appraisals will be conducted on all Conservation Areas in the city. Additionally, a programme will be instigated that will seek to identify other areas within the city that may be worthy of Conservation Area status. Work on the conservation areas will be supported and supplemented by ongoing revisions to the Local List and the updating of the Buildings at Risk Register (subject to funding).

Policy background / Justification:

- 5.1.5 A fundamental consideration in the overall approach to development is how it respects Southampton's historic environment. The development of Southampton through centuries has resulted in a variety of buildings and townscapes, important to the city's environment, quality of life, and 'sense of place'. The city possesses 20 conservation areas, over 450 listed buildings, and three grade II listed parks. The historic environment is an asset for the city and forms an important part of Southampton's identity and character. It is a finite and non-renewable resource requiring careful management and the first presumption is that this asset will be conserved and enhanced. Proper conservation of the heritage is a vital tool in ensuring that development proposals are well designed and do not detract from existing local characteristics and built form.
- 5.1.6 The whole city contains a wealth of archaeological remains reflecting important changes in the development of the locality, the region and the nation. These range in date from prehistoric to the 20th century. As well as below ground remains, they include historic structures, whether or not they are statutorily protected, for instance industrial buildings. Sites and artefacts are located not only on dry land but also underwater and in the intertidal environment.
- 5.1.7 Preservation of our archaeological resources should be the primary aim, but where this is not feasible, if development is permitted, arrangements must be in place for the investigation, recording and publication of the evidence, as well as the curation of the archive to benefit current and future generations.
- 5.1.8 The Conservation Appraisals will identify the unique characteristics of the areas and contain management statements aimed at securing the preservation and enhancement of the areas. They will be supported by reviews every five years. Southampton's Historic Environment Record (HER) will be maintained and developed to provide a comprehensive, up-to-date record of the city's historic environment, in order to underpin sustainable development through the planning system and to inform public understanding and enjoyment of the local historic environment. It is intended that local schools, as well as local communities will be involved in

recommending buildings for inclusion in the local list, which will be updated on a two-yearly basis. The Local List may well prove a more appropriate mechanism for managing development on discrete groups of buildings that may be too small in area to warrant Conservation Area status. The Buildings at Risk Register (1997) will be updated to identify where the resources of the Council are best targeted. It is recognised that the mature suburbs developed during Southampton's major periods of expansion contribute much to the historic character of the city. These suburbs comprise varied streetscapes that reflect the history and social status of areas, and can comprise buildings ranging from impressive mid-19th Century villas to more modest semi-detached and terraced housing. Concerns have been expressed that the design of some new developments is eroding the character of these suburbs. A review of the existing Residential Design Guide SPD will be undertaken to establish whether any further guidance is needed through additional Supplementary Planning Documents or in subsequent Development Plan Documents.

- 5.1.9 The protection and enhancement of the city centre heritage will be addressed as part of the City Centre Action Plan with the identification of sites influenced by the Characterisation Study. The revised areas of archaeological importance are shown in the Proposals Map

5.2 Housing

Policy CS 15 - Affordable housing	Link to Core Strategy Strategic objective(s):		
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	S9	S10	S11
<p>On housing sites where 15 or more dwellings are proposed, or which exceed 0.5 hectares in size (irrespective of the number of dwellings), the city council will seek provision, through negotiation, of 35% of affordable housing.</p> <p>On sites where 5 – 14 dwellings are proposed the city council will seek provision, through negotiation, of 20% of affordable housing.</p> <p>The proportion of affordable housing to be provided by a particular site will take into account:-</p> <ol style="list-style-type: none"> 1. The costs relating to the development; in particular the financial viability of developing the site (using an approved viability model). 2. The need to contribute towards the sub-regional target whereby the total provision of affordable housing is made up of 65% social rented and 35% intermediate affordable housing. 3. The proximity of local services and the accessibility of the site to public transport. 4. Constraints on the development of the site imposed by other planning objectives 5. The need to achieve a successful housing development in terms of the location and mix of affordable homes. <p>The affordable housing requirement will be applied to the total number of housing units which are being proposed on site.</p> <p>The delivery of affordable housing will be provided in accordance with the following</p>			

hierarchy of provision:-

1. On-site as part of the development, and dispersed amongst the private elements of the scheme.
2. On an alternative site, where provision would result in more enhanced affordable units, through effective use of available resources, or meeting a more identified housing need such as better social mix, and wider choice.
3. Commuted financial payment to be utilised in providing affordable housing on an alternative site.

Planning conditions and /or obligations will be used to ensure that the affordable housing will remain at an affordable price for future eligible households, or for the subsidy to be recycled to alternative affordable housing provision.

Policy background / Justification:

- 5.2.1 The affordability of homes across the region is accepted as a significant issue and is identified as a priority in the South East Plan and in the PUSH Affordable Housing Policy Framework. In addition the South Hampshire Housing Market Assessment 2006 and the city's Housing Needs and Housing Market Survey 2005 have identified affordability as a significant issue for the city and PUSH area. The latter study found that the minimum income required to purchase a one bed flat is around £30,000, but the proportion of people earning below £27,500 a year (2005/06) is over 90%. This has resulted in an unmet annual level of affordable housing need of 1,391 units which is almost 4 times the delivery rate of new affordable homes. It has also resulted in a high level of concealed households where adult children still live with their parents, and a SCC Housing waiting list of 10,117 (2007). Within the households on the waiting list there is a strong demand (over 65%) for 1 and 2 bed homes, The Housing Needs and Housing Market Assessment found a significant demand for flats / maisonettes among concealed households and a preference for 2 and 3 bedroom homes amongst those wishing to move to RSL properties indicating the need for a mix of sizes of affordable homes.
- 5.2.2 Affordable housing is defined in the glossary and it includes social rented properties and intermediate affordable housing which is for households with incomes too low to buy or rent market housing but high enough to afford more than social housing rents.
- 5.2.3 The emerging South East Plan indicates that on average 30-40% of housing on new development sites in South Hampshire should be affordable. The PUSH Affordable Housing Policy Framework suggests that up to 40% of affordable housing should be sought. Southampton's Housing Needs and Housing Market Survey and South Hampshire's Housing Market Assessment provide the evidence to support the provision of up to 40% affordable housing in the city, subject to the viability of individual sites. This requirement applies to both new build and residential conversions. A higher proportion than 40% affordable housing is likely to be achievable with the direct involvement of Housing Associations, Registered Social Landlords, and the city council.
- 5.2.4 The Southampton and Eastleigh Affordable Housing Viability Study recommends a target of between 30% and 40% of affordable homes on sites of 15 or more units stating that a target of 40% would be ambitious. Consequently, the council will seek a target of 35% of affordable homes on these larger sites. The study also suggests that this level of provision on smaller sites would be unviable and suggests a target of 20% for sites of between 5 – 14 units.

- 5.2.5 Within the overall provision for affordable housing the Southampton Housing Needs and Housing Market Survey, the South East Plan and the PUSH Affordable Housing Policy Framework indicate a need for about two-thirds social rented, and one third shared intermediate ownership.
- 5.2.6 On-site provision evenly distributed throughout the scheme is more likely to result in good design; a better chance of a higher Code for Sustainable Homes rating; an avoidance of social exclusion, and the development of a more balanced community, integrated into the mixed development.

Policy CS 16 - Housing mix and type	Link to Core Strategy Strategic objective(s):		
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	S9	S10	S11
<p>The city council will seek to provide a mix of housing types and more sustainable and balanced communities through:-</p> <ol style="list-style-type: none"> 1. The provision of a target of 30% of total dwellings (gross) as family homes on sites of ten or more dwellings or which exceed 0.5 hectares. The appropriate percentage of family housing for each site will depend upon the established character and density of the neighbourhood and the viability of the scheme. 2. No net loss of family homes on sites capable of accommodating a mix of residential units; 3. Control of Houses in Multiple Occupation (HMOs) where planning permission is required, particularly those properties which provide accommodation for students; 4. Improvement of, and an increase in, the provision of homes for senior citizens, and disabled people of all ages. 5. Variation in the levels of housing density (see Policy CS 5). <p>Family homes are dwellings of three or more bedrooms with direct access to useable private amenity space or garden for the sole use of the household. The private amenity space or garden should be fit for purpose and of an appropriate size taking into account the character and context of the neighbourhood and the minimum garden sizes for different types of homes as set out in the Residential Design Guide SPD (2006).</p> <p>The requirement in point 1 above does not apply to specialist housing schemes entirely comprised of accommodation specifically for elderly people, supported accommodation for people with disabilities and purpose built student accommodation.</p> <p>Housing mix and type will be determined by the Housing Needs and Market Assessments, which take account of the needs of the elderly and disabled, black and minority ethnic households, students, families and children, and those in need of affordable units.</p>			

Policy background / Justification:

- 5.2.7 Drawing on the advice in PPS3 *Housing* and the emerging South East Plan the Core Strategy promotes the importance of providing a range of housing to encourage mixed communities, to help to support local services and facilities and to meet the needs of existing and future residents whilst supporting the sub – regional growth agenda. This will be achieved through new housing developments providing a choice of housing sizes, location, tenure and price to accommodate a mix of different households such as families with children, Black and Minority Ethnic (BME) households, single person households and senior citizens. Housing appropriate for senior citizens includes new and existing housing adapted to meet lifetime homes standards and specialist housing providing care and support.
- 5.2.8 Local and sub-regional housing market assessments have identified the need in the city for small units, larger units for families and, with the changing population, there will be an increasing need for accommodation appropriate for senior citizens. The Housing Needs and Housing Market Study found that of the existing households moving within the city 42% required a 3 bedroom property, and, of the BME households moving, over 61% preferred a property with 3 or more bedrooms.
- 5.2.9 The South Hampshire Housing Market Assessment (Part II) produced by DTZ in 2006 took into account population projections and the nature of the current supply of housing in the city (where the proportion of flats and maisonettes is significantly higher than national and regional figures). This study identifies that single person households will make up 80% of the increase in households during the plan period creating demand for 1, 2 and 3 bed properties in almost equal measure. It also suggests that around 30% of Southampton's future housing provision will need to be in the form of larger (3 + bedroom) family homes.
- 5.2.10 Within the areas of the city identified for high density residential development such as the city centre, a lower percentage of family homes may be acceptable. Likewise in lower density areas a higher percentage of family homes could be appropriate. A lower percentage may also be justified where the proposed development can demonstrate the achievement of more important priorities for the site as identified in the Local Plan Review, this Core Strategy or other development Plan Documents. See Policy CS 5 for the appropriate density requirement.
- 5.2.11 This policy promotes the increased provision of new homes suitable for families and also prevents the net loss of family homes on smaller redevelopment / conversion sites where planning permission is required. If redevelopment of a site or conversion of an existing house into self-contained units involves the loss of family homes, at least the same number of such properties needs to be replaced as part of the overall redevelopment / conversion scheme. This applies
- in the redevelopment or conversion of a building containing one or more family homes, whether occupied or vacant; and
 - in the redevelopment of a site where a building previously used as one or more family homes has been removed from the redevelopment site.
- 5.2.12 Where planning permission is required the acceptability of a proposal to convert a building to a House in Multiple Occupation (HMO) will be assessed by balancing the contribution that such a conversion will make to meeting housing demand against the potential harm to the character and amenity of an area and the suitability of the property concerned. Further information is contained in Policy H4 of the adopted

Local Plan Review which will be replaced by a policy in the Development Control DPD when it is produced.

- 5.2.13 Current legislation allows for six or fewer unrelated people living as a single household to share a house without needing planning permission. If the Town and Country Planning (Use Classes) Order 1987 remains unchanged with respect to this element the council will continue to be constrained as to the action it can take in relation to the loss of family homes through this route. It is also recognised that these types of accommodation are important as a source of housing for people with low incomes, those on benefit payments, and those starting off in the economy as young professionals.
- 5.2.14 In response to concern about the concentration of student accommodation within parts of the city, the council will work in partnership with universities and developers, to assist in the provision of suitable, affordable accommodation for students to relieve the pressure on local housing markets. The city council will also consider other forms of control such as areas of restraint and setting thresholds for HMOs where appropriate. This might include action in areas of the city where there are concentrations of HMOs and where further sub-division of family homes could badly affect the character and balance of the neighbourhood
- 5.2.15 This Core Strategy encourages developers and landlords to respond positively to the need for homes that are capable of adaptation to meet unexpected needs that may arise. The predicted increase in elderly people in the city has particular implications for the provision of both additional and improved accommodation for senior citizens and people with disabilities. The adaptation of current homes and provision of new Lifetime Homes and use of new technology will enable people to live independently in their homes for longer. These will be built / adapted to a set of design standards which will meet the varying needs of the occupiers, particularly those with reduced mobility. For more information, see the Residential Design Guide SPD.
- 5.2.16 More details on the application of the Core Strategy's broad principle on housing mix will be contained, if required, in subsequent Development Plan Documents (DPDs) and / or Supplementary Planning Documents (SPDs).

<p>Policy CS 17 – Gypsy and Traveller accommodation and accommodation for travelling showpeople</p>	<p>Link to Core Strategy Strategic objective(s):</p>		
<p>Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment</p>	<p>S5</p>	<p>S13</p>	<p>S15</p>
<p>The Council will allocate sufficient sites in another Development Plan Document to meet the accommodation needs of Gypsies and Travellers and travelling showpeople as required by the Partial Review of the South East Plan for Gypsies, Travellers and Travelling Showpeople. Criteria for the location of such sites which can be temporary or permanent must take into account issues of sustainability that ensure that:-</p> <ol style="list-style-type: none"> 1. The amenities of nearby residential, and / or business uses, are not adversely affected; 			

2. The site has a satisfactory means of access, and adequate parking provision and turning space, to accommodate the occupants;
3. The traffic from the site is not generated on a scale which is inappropriate to the locality, and which is likely to cause a hazard to road safety;
4. The site is capable of accessing utilities; and is located within a reasonable distance from local facilities, such as schools, welfare and health services;
5. The site is capable of being landscaped and screened from surrounding uses, and protected from environmental damage;
6. The site is located in a position that will minimise the tension between its occupants and the settled community;
7. The site is not located in an area at high risk of flooding, does not damage nature conservation interests, and is not significantly contaminated.

Policy background / Justification:

- 5.2.17 The Partial Review is currently in draft form with consultation programmed for the Autumn in 2008. Consequently the final requirements for pitches for Gypsies and Travellers and plots for travelling showpeople are not known. In accordance with Section 225 of the Housing Act 2004, ODPM Circular 01/2006 'Planning for Gypsy and Traveller Caravan Sites' and ODPM Circular 04/2007 'Planning for Travelling Showpeople' the necessary number of spaces will be allocated in the Site Allocations DPD or other DPD. The city council will carry out a survey of potential permanent sites and transit sites for Gypsies and Travellers and a permanent site for travelling showpeople within the city. If necessary it will also consider the possibility of joint provision with an adjoining local authority on a site close to the city.
- 5.2.18 The need for additional pitches for Gypsies and Travellers and plots for travelling showpeople is identified in the Hampshire and Isle of Wight Gypsy and Traveller Accommodation Assessment (2006) and the Travelling Showpeople Accommodation Assessment (2008) for the same area.

5.3 Transport and parking

Policy CS 18 – Transport: reduce – manage – invest	Link to Core Strategy Strategic objective(s):					
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	S1	S5	S6	S7	S16	S18
<p>To support the regional economy, enhance air quality and achieve a modal shift to more environmentally sustainable transport, a 'reduce-manage-invest' approach will be taken. This approach covers two spatial strands as follows:</p> <p><u>In relation to strategic transport</u> the Council will work with adjoining authorities and through Transport for South Hampshire to support Southampton's role as an international gateway and regional transport hub by:</p> <ol style="list-style-type: none"> 1. Supporting freight movements to the Port of Southampton, with a presumption in favour of rail freight and 'transhipment' (ship to ship). Development should not prejudice access to the Port of Southampton along the key road corridors identified 						

- on the Key Diagram;
2. Supporting improvements in, and links to, the national rail network and station facilities (particularly a major redevelopment of Central Station)
 3. Supporting the enhancement of the existing regional coach facility, and enhancing bus interchange facilities in the city centre; ferry services; and appropriate lorry parking;
 4. Maintaining appropriate access to the strategic road network incorporating the A33, M271, M27 and M3;
 5. Ensuring good sustainable transport linkages with the wider South Hampshire sub-region including the Strategic Development Area at Hedge End and the South Hampshire Strategic Employment Zone at Eastleigh;
 6. Securing strategic developer contributions to address the increased travel demands of new development. In particular to seek to deliver:
 - a) Enhancements to the eastern approach to Southampton, including improved bus priority and the provision of a high occupancy vehicle lane from Windhover to the city centre;
 - b) Enhancements to rail services and infrastructure, including the potential for direct services from Hedge End to Southampton;
 - c) Three park and ride sites, on the eastern, northern and western approaches to Southampton, and any associated bus priority measures or mitigation measures for the strategic or local road network which are necessary;
 - d) Enhancements to the M271, M27 and M3 Motorways, including Active Traffic Management, junction improvements and improved access to the Port of Southampton.

In relation to citywide transport the Council will continue to:

7. Promote patterns and forms of development that reduce the need to travel, especially by car, and which seek to promote active lifestyles, by promoting major city centre growth (Policy CS1) and higher density residential development in accessible locations (Policy CS5). Residential development should conform to home zone design principles unless highway safety measures dictate otherwise.
8. Support infrastructure and secure developer contributions which promote public transport and active travel (walking and cycling) particularly in relation to the city, town, district and local centres. This will include a high quality street scene including better signing (through the Legible Cities programme). Where appropriate, new development should promote access to the Rights of Way network.
9. Plan for the upgrading of the A33 from West Quay Road to Marsh Lane via Town Quay, Platform Road and Terminus Terrace to improve access to the Port of Southampton at Dock Gate 4 and accommodate the additional travel demands of city centre development;
10. Require a transport assessment (TA) and travel plan for major developments in order to assess their transport impact on the strategic and local road network, and require the provision of mitigation or infrastructure measures arising from the TA, including improvements to:
 - a) Public transport;
 - b) Walking and cycling facilities;
 - c) Access for mobility impaired people;
 - d) Road Improvements; and
 - e) Promotion of other sustainable travel initiatives (e.g. car sharing).
11. Require new developments to consider impact on air quality, particularly in Air Quality Management Areas (AQMAs) through the promotion of access by sustainable modes of travel.

Policy background / Justification:

- 5.3.1 An efficient and accessible transport system is vital to underpin the success of the city as an economic, cultural and social driver for the region. The Transport Background Paper demonstrates that the city's transport network can accommodate the effects of the new development in conjunction with a modal shift from car use, particularly to public transport, park and ride and car sharing; and that the scale of modal shift required is realistic and achievable.
- 5.3.2 The responsibility for transport issues is generally shared between the city council, the Highways Agency, Network Rail and various private bus and rail operators. The city council is responsible for the local road network and provision for cyclists and pedestrians. Therefore the delivery of the Core Strategy transport policy will require a coordinated approach between these organisations, working together with neighbouring authorities and across the sub-region.
- 5.3.3 In 2005, the Solent Transport Strategy was established by Hampshire County Council, Portsmouth City Council and Southampton City Council. This provides a twenty year strategic transport policy framework for addressing the transport challenges and opportunities in the South Hampshire sub-region over the period to 2026.
- 5.3.4 The Solent Transport Strategy established the Reduce – Manage – Invest approach to address transport issues. This has also been taken forward as a strategy in the three transport authorities' 2006 – 2011 Local Transport Plans (LTPs) and by Transport for South Hampshire (TfSH), which was established as a delivery agent for sub-regional transport projects in 2007. The approach has three incremental strategies, in the following priority order:
- a. Reduce: Wherever practical and relevant, to reduce journey lengths and the need to travel;
 - b. Manage: Where journeys cannot be avoided, to make best use of existing infrastructure across all modes and introduce measures to influence travel choices; and
 - c. Invest: If unavoidable travel demand cannot be met by the existing infrastructure, then to provide additional infrastructure.
- 5.3.5 Following the completion of a number of transport studies, Transport for South Hampshire published "Towards Delivery" in 2008, which outlines the strategic transport infrastructure requirements in the South Hampshire sub-region over the period to 2026.
- 5.3.6 In line with Policy CS25 and Circular 05/2005, developer contributions will be sought from appropriate developments towards measures that ameliorate the transport impact of new development at both the strategic sub-regional level and also more locally within Southampton.
- 5.3.7 The Transport Background Paper assesses the effect of Southampton's development on the strategic road network. A joint study with the Highways Agency and Eastleigh Borough Council is underway to refine this assessment and provide more detail on the mitigation measures. The requirement for this range of measures will be kept under review. The Transport Background Paper sets out specific measures, potential sources of funding and the contingencies and effect should they not be delivered.

Policy CS 19 – Car & cycle parking	Link to Core Strategy Strategic objective(s):	
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	SS	S18
<p>Parking for all development must have regard to the Council's maximum car parking and minimum cycle parking standards which will be set out in a Supplementary Planning Document. The following criteria will also be taken into account when assessing car parking provision:</p> <ol style="list-style-type: none"> 1. the scale and travel needs of the development; 2. the level of Public Transport Accessibility (PTAL map – see Appendix 2); 3. the location of the development; 4. the density of the development; 5. parking schemes such as car clubs, other parking arrangements and current controls/restrictions; 6. spaces for disabled people where appropriate. <p>Parking provision should be well designed and seek to enhance the local environment. Parking in residential developments should aim for CABI 'Good' criteria in terms of 'Building for Life' standards.</p> <p>The proportion of long stay car parking will be reduced in the city centre over the plan period, in line with Park and Ride (P&R) provision. Commercial development will contribute towards the implementation of the P&R sites and any necessary associated measures. The City Centre Action Plan will give further consideration to the provision of parking.</p> <p>The SPD will also include maximum parking levels for the University of Southampton sites. Parking enforcement areas will be maintained and extended where appropriate around the city centre, University of Southampton and General Hospital.</p> <p>Parking at railway stations will be permitted in accordance with the standards providing that it serves new development along with interchange facilities.</p>		

Policy background / Justification:

- 5.3.8 Controlling the level and location of car parking is a vital element in ensuring more sustainable travel patterns whilst also increasing public health and promoting the efficient use of land. The Core Strategy seeks to reduce unnecessary car use, by encouraging people to use other travel options, such as the bus or train (where available), walking or cycling.
- 5.3.9 All development must have regard to the parking standards which will be set out in a separate SPD for the car, cycle, lorry, motorcycle and the amount of disabled parking bays. This will draw on the findings of the Southampton Parking Review produced in 2007. The SPD will also identify the circumstances when a Travel Plan and / or Transport Assessment will be required.

- 5.3.10 Accessibility levels will be assessed using the Public Transport Accessibility Level (PTAL) Map in Appendix 2. The map broadly shows higher levels of accessibility by rail, bus, cycle and reflects pedestrian connectivity to routes.
- 5.3.11 With the concentration of significant commercial developments in the city centre; parking levels will reflect economic considerations alongside the need to enforce a travel plan, a car club and ensure a location accessible by a range of modes. There is currently an overprovision of car parking in the city centre and without parking restraint the redevelopment proposed in the Core Strategy would lead to unacceptable levels of traffic congestion.
- 5.3.12 The level of parking at the University of Southampton and Southampton General Hospital is limited for amenity reasons and to encourage more sustainable travel, especially Active Travel.
- 5.3.13 The South East Plan identifies an issue for South Hampshire of promoting the sustainable access to major urban areas for trips originating by car. The Local Transport Plans (for both Southampton and the Solent) promote three park and ride schemes on the edge of Southampton, as part of a wider integrated approach to transport. The three indicative locations are outside the city boundary at Nursling (in the west), Windhover (in the east) and near junction 5 of the M27 (in the north). Park and ride schemes help to reduce the distance travelled by car, particularly for people without easy access to the public transport network. They promote bus travel, and enhance citywide air quality ensuring that sustainable travel modes are used to access the city centre. Potential designations are shown by the Key Diagram and will also serve the University of Southampton and General Hospital. Park and Ride schemes are likely to have an additional impact on the strategic road network and will require a transport assessment. Their successful implementation is likely to require measures to mitigate the impact on the strategic road network. Southampton City Council will work with neighbouring authorities and the Highways Agency to implement schemes.
- 5.3.14 Further work on commercial parking will be done for the City Centre Action Plan.

5.4 Climate change and the natural environment

Policy CS 20 – Tackling and adapting to climate change	Link to Core Strategy Strategic objective(s):		
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	S16	S17	S18
<p>Southampton City Council will continue to implement the measures identified in the city council's Climate Change and Air Quality Strategy (2004) and any subsequent revisions to the strategy.</p> <p>The sustainability of development proposals will be judged against the standards outlined in the 'Requirements for new developments' table below.</p> <p>Table - Requirements for new developments</p>			

All residential development achieves at least the following level of the Code for Sustainable Homes		All non-residential developments with a floor space of over 500 m ² achieve at least the following BREEAM standards.
from adoption (2009)	Level 3	BREEAM 'very good'
from 2012	Level 4	BREEAM 'excellent'
from 2016	Level 6	BREEAM 'excellent'

1. Low carbon development

All development must be low carbon, with a view to carbon neutrality where appropriate. Developers should demonstrate how their proposal will achieve this through adopting the following sequential approach to reducing carbon emissions;

a) Improving energy efficiency

Maximise the integration of energy efficiency measures into the design of all buildings,

b) Incorporating renewable energy

All developments, either new build or conversion, with a floorspace of 500 m², or one or more residential units (based on the size of the final development footprint), will be required to incorporate decentralized and renewable or low-carbon energy sources to reduce predicted CO₂ emissions by at least the percentage values for each type of development stated in the 'Requirements for reductions in CO₂ emissions' table below. Where specific opportunities exist, development will be required to connect to existing Combined Heat and Power (CHP) systems or make equivalent CO₂ savings through other on-site renewable or low-carbon energy measures.

Table - Requirements for reductions in CO₂ emissions

Development type	Low Rise Residential	4 Storey + Residential	Schools/ Colleges	Offices	Light Industrial
Minimum CO ₂ emission reduction required	20%	15%	15%	15%	12.5%

c) Contributing to the Carbon Offset Fund

From 2012 - once energy efficiency measures and renewable or low-carbon technology opportunities have been maximised, any remaining CO₂ emissions can be offset through contributions to a carbon offset fund, which will be invested in off-site renewable energy and energy efficiency projects throughout the city. This will be in place for 2012 when the requirements for new development increase

2. Conserving water resources and surface run-off management

a) Improving water efficiency

All development should maximise water efficiency through the installation of high performance internal fittings, as well as rainwater harvesting and greywater recycling systems where viable. These water efficiency measures must be integrated into the design of all development to a level that allows it to achieve at least the Code for Sustainable Homes / BREEAM standards or equivalent in accordance with the 'Requirements for new development' table above.

b) *Managing surface run-off*

Sustainable Drainage Systems (SUDS) and measures to reduce or avoid water contamination and safeguard groundwater supply should be incorporated into all development, unless it can be demonstrated that this is not appropriate in a specific location. These surface run-off management measures should be integrated into the design of all development to a level that allows it to achieve at least the Code for Sustainable Homes / BREEAM standards or equivalent in accordance with the 'Requirements for new development table' above.

3. Identifying opportunities to site decentralised energy supplies

Opportunities to site large-scale renewable or low-carbon energy generation centres will be identified through other planning documents. Smaller-scale decentralised schemes will be encouraged within proposed development schemes. The potential for proposed developments to connect into existing smaller-scale schemes in nearby developments will be dealt with through individual applications.

Policy background / Justification:

- 5.4.1 In 2001 the city council signed the Nottingham Declaration on climate change and committed the council to prepare an action plan to address its causes and impacts. The Council's Climate Change & Air Quality Strategy was adopted in 2004 and was the first such strategy in the UK. It sets out how the Council proposes to reduce emissions of greenhouse gases and air pollutants in line with national and international targets.
- 5.4.2 Tackling and adapting to climate change is a fundamental part of spatial planning and the Core Strategy continues Southampton's commitment to be a leader in addressing climate change. It outlines how future development in Southampton will help in tackling the causes of climate change and adapting to its impacts with the ultimate aim of ensuring that all new residential development is zero carbon by 2016 and all new development is zero carbon by 2026. This will be achieved via reductions in CO₂ emissions and by building more sustainable development. In order to improve sustainability, new development should consider its own: -
- Energy efficiency;
 - Resource efficiency (including reducing water consumption);
 - Integration of sustainable energy systems including good quality Combined Heat and Power (CHP);
 - Adaptability (including meeting Lifetime Homes standards).
- Development should also include measures to:
- reduce the emission of pollutants;
 - reduce flood risk, where appropriate;
 - utilise sustainable construction technologies and materials including recycled construction materials;
 - minimise waste and promote recycling in the operation of the development.
- 5.4.3 Policy S1 in the adopted Hampshire Minerals and Waste Core Strategy (2007) which covers Southampton requires new built development to facilitate the efficient use of resources including the recycling of waste materials during construction and throughout the lifetime of the buildings. Buildings and landscaping should be designed to minimise resource use during construction, operation and maintenance and use renewable and sustainably sourced resources efficiently. Well designed development and homes will need to take account of the changing demand and

lifestyles of the future and demographic change by providing flexible internal layouts and allowing for cost-effective alterations.

- 5.4.4 Policy CS 20 specifies the requirements that must be achieved in relation to the Code for Sustainable Homes for residential development and BREEAM for non-residential development. Although the initial standard will be required from the adoption of the Core Strategy, it will be sought through negotiation from the date of its submission. Minimum points required for the individual Energy, Water, Materials and Waste sections of the Code for Sustainable Homes and BREEAM methodologies will be specified in a future Supplementary Planning Document (SPD).
- 5.4.5 The percentage reductions in CO₂ emissions required through the incorporation of renewable energy are based on a development's estimated CO₂ emissions after the installation of energy efficiency measures but before the installation of any on-site renewables or CHP. The SPD will specify how the percentage requirements for CO₂ emissions will be increased in future years.
- 5.4.6 The required percentage reductions in CO₂ emissions vary for the different types of development depending on the relative cost and ease with which renewable energy technologies can be installed.
- 5.4.7 After the minimum percentage reductions for CO₂ emissions have been reached developments should still seek to achieve carbon neutrality. Where developments have demonstrated that they are unable to achieve carbon neutrality entirely through on-site energy efficiency and/or renewable energy measures, from 2012 (when the requirements for new development increase) they will be able to contribute to a carbon offset fund in order to offset the remaining emissions.
- 5.4.8 The SPD will provide further details on the calculation of contributions to the carbon offset fund and the procedures for their collection.

<p>Policy CS 21 – Protecting and enhancing open space</p>	<p>Link to Core Strategy Strategic objective(s):</p>				
<p>Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution SO4 – An attractive, sustainable and stimulating environment SO6 – A unique sense of place</p>	<p>S11</p>	<p>S12</p>	<p>S14</p>	<p>S15</p>	<p>S19</p>
<p>The Council will seek to retain the quantity and improve the quality and accessibility of the city's diverse and multi – functional open spaces to meet the needs of all age groups through</p> <ol style="list-style-type: none"> 1. Protecting and enhancing key open spaces including Southampton Common, central, district and local parks; 2. Replacing or reconfiguring other open spaces in order to achieve wider community benefits such as improving the quality of open space, or providing a more even distribution across the city. 3. Safeguarding and, when opportunities arise, extending the green grid (see Policy 22) 4. Seeking developer contributions to provide high quality, accessible open spaces. 					

The Council will work with neighbouring authorities to protect the strategic gaps between Southampton and Eastleigh and Southampton and Hedge End / Bursledon / Netley.

Policy background / Justification:

- 5.4.9 Southampton benefits from an excellent network of common land, green corridors, city and district parks, local green spaces, playing fields and other open spaces including Southampton Common, a major and valued green space and Site of Special Scientific Interest in the heart of the city. In the north of the city lie a number of outdoor facilities, including the golf course, sports pitches and a woodland network. Southampton's parks and open spaces are widely used by a diverse community and for a variety of different uses. The natural environment, parks and open spaces are key components of Southampton and its neighbourhoods, contributing to their distinctive character.
- 5.4.10 Green open spaces are playing an increasingly important role in providing an attractive setting for homes and businesses thus supporting economic growth. They also contribute to promoting health and wellbeing, providing green transport links, improving biodiversity in the city and providing green links to the surrounding countryside (the green grid), and helping communities come together. Not least, they play an important role in ameliorating the effects of climate change by providing areas which aid water absorption, water storage, pollution reduction and heat reduction in the city.
- 5.4.11 The Local Development Framework will seek to protect and improve the quality of open spaces and ensure adequate provision in a way which delivers the best outcome for the community, promotes participation in sports and active recreation, health and wellbeing and has regard for the city's rich natural environment.
- 5.4.12 A key principle is to protect important areas of open space from development. This is supported by the findings of the Open Space Audit 2005 which identified an existing shortfall in provision of all types of open space, except allotments, as compared with key national, Structure Plan and Local Plan Review standards. The audit also highlighted the need to improve the quality of open spaces and their biodiversity.
- 5.4.13 The council has recently completed a Green Spaces Strategy for the city. It sets out a framework for assessing open spaces to ensure that they meet the aspirations of the community within a classification of city, district and local parks, amenity green space and other green space. It also sets out actions to develop and promote the green grid (see Policy CS 22), establish standards for quantity and quality, and encourage more active community involvement in management of open spaces. Reconfiguration or replacement, particularly of low value amenity open spaces, often within housing areas, may be appropriate providing that the developer can demonstrate that the proposal will generate community benefits, particularly in relation to the improvement of the remaining open space.
- 5.4.14 The council's Estate Regeneration Programme is reviewing the function, location, and management of open spaces within some council – owned housing areas as part of an initiative to deliver new, mixed tenure homes within attractive, safe neighbourhoods. This programme will identify opportunities to improve the provision of high quality, accessible amenity open space within these housing areas. This may

involve reconfiguring fragmented areas of open space to improve both its quality for recreational purposes and its landscape value. Selected amenity open spaces with little recreational, landscape or nature conservation value may be converted to other uses as part of this wider programme.

- 5.4.15 The Site Allocations DPD will identify sites for protection. All site allocations currently saved in the Local Plan Review will be considered together with sites identified through the Green Spaces Strategy. Open space standards and detailed policies will be established in the Development Control DPD drawing on information from the further work completed through the Green Spaces Strategy
- 5.4.16 Work is also progressing on a comprehensive audit of indoor and outdoor sporting facilities in Southampton with support from Sport England. This has been driven by the Building Schools for the Future programme and potential alternative management arrangements for sport and leisure facilities in addition to the need for a robust evidence base for the LDF. The final Sports Facilities Strategy will be used to develop standards for the provision of sporting facilities and identify areas of the city where there is under-provision. Any requirements from this audit will be considered in future plans such as the Site Allocations DPD, DC Policies DPD and Planning Obligations SPD.
- 5.4.17 It is important to maintain the separation between the city and nearby settlements to avoid urban sprawl and provide the setting for the city. The built – up parts of the city generally extend to the city’s boundary and where there is undeveloped land on the edge of the city much of it is protected through nature conservation designations or as open space. The most appropriate method of protection for such areas will be established through the Site Allocations DPD. The council will work with its neighbouring authorities to define the boundary of the strategic gap to the north between the city and Eastleigh and to the east between the city and Hedge End / Bursledon / Netley in the Site Allocations DPD. The purpose of the strategic gap is to safeguard land from development which might damage its open, undeveloped, countryside nature.
- 5.4.18 To relieve pressure on the New Forest and to provide residents with nearby accessible informal open space, the city council is working with Test Valley Borough Council to develop a new country park at Lords Wood on the edge of and adjacent to the northern city boundary .

Policy CS 22 - Promoting biodiversity and protecting habitats	Link to Core Strategy Strategic objective(s):			
Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution SO4 – An attractive, sustainable and stimulating environment	S9	S12	S15	S19
<p>Effective protection of biodiversity cannot be achieved by focusing solely on land within the city. The Council will work with other PUSH authorities to achieve a sub-regional approach, in particular through the Green Infrastructure Strategy for South Hampshire.</p> <p>Within Southampton the city council will promote biodiversity through:</p> <ol style="list-style-type: none"> 1. Safeguarding international, national and local designated sites from inappropriate 				

- development;
2. Giving appropriate consideration to internationally and nationally protected and important habitats and species;
 3. Safeguarding and extending the existing Green Grid to provide a network of wildlife corridors and stepping stones between areas of green space within the city and linking to the surrounding countryside;
 4. Ensuring that development retains, protects and enhances features of biological interest and provides for the appropriate management of these features;
 5. Ensuring development seeks to produce a net gain in biodiversity by designing in wildlife and ensuring any unavoidable impacts are appropriately mitigated for.

Developer contributions may be sought from relevant developments to support the provision and improvement of green infrastructure in accordance with Policy CS 25.

Green infrastructure is a network of multifunctional green spaces which help to provide a natural life support system for people and other living creatures.

Policy background / Justification:

- 5.4.19 Despite its urban nature Southampton is fortunate in possessing a rich variety of biodiversity. This resource ranges from internationally important wetland habitats along the River Itchen, through nationally important species and habitats on Southampton Common to locally designated woodlands and grasslands on open space throughout the city. Beyond these sites much biodiversity can be found in undesignated places including gardens, derelict sites and transport corridors. Urban growth and sea level rise could have impacts on the intertidal mudflat habitats, river banks and beds and low lying open areas. Climate change could alter the mix of the species in the city. The Core Strategy seeks to protect and enhance Southampton's natural environment and the habitats and species listed in the Southampton City Council's Biodiversity Action Plan
- 5.4.20 The green grid is a network of connected open spaces which provides biodiversity with the means to move within the city from the waterside to the surrounding countryside. The grid builds on the existing network of Greenways which are ribbons of open spaces along stream valleys through the city. The green grid will promote biodiversity, deliver more recreational links and provide gaps within and between neighbourhoods, improving the attractiveness of the city. Opportunities will be sought to improve connections within the grid, and where possible extend it. Linkages could be improved through tree planting and landscaping along connecting roads and by improved signage, information and maintenance. Opportunities for improving the visual links and signposting should be taken where they arise through new developments following negotiations with private landowners and through works to existing open spaces and their surroundings. Any further land required will be included in the Site Allocations DPD.
- 5.4.21 Development proposals will be expected to contribute towards the conservation, enhancement and restoration of biodiversity as required by PPS9.

Policy CS 23 – Flood risk	Link to Core Strategy Strategic objective(s):				
Link to City of Southampton Strategy objective(s): SO 4 – An attractive, sustainable and stimulating environment	S3	S5	S6	S16	S20
<p>The Council will follow PPS25 in preparing the City Centre Action Plan, the Site Allocations Plan and in determining planning applications. Development will achieve an appropriate degree of safety taking into account standards of defence and sea level rise over the life of the development.</p> <p>Developer contributions may be sought from relevant developments to support the provision of infrastructure to help to control and mitigate flood risk in accordance with Policy CS 25.</p>					

Policy background / Justification:

5.4.22 A Strategic Flood Risk Assessment has been carried out to assess flood risk in Southampton as part of a PUSH wide assessment. More information on this assessment can be found in sections 2.3 and 7.3 and in the Flood Risk Background Paper. The delivery strategy sets out how the sequential approach in PPS25 will be applied to different uses in Southampton and the use of the Exceptions Test. For development to be acceptable on medium or higher flood risk zones, it must be on previously developed land, deliver sustainable development and be safe.

5.5 Access to jobs

Policy CS 24 - Access to jobs	Link to Core Strategy Strategic objective(s):	
Link to City of Southampton Strategy objective(s): SO2 – Learning and innovation at its heart SO3 – A dynamic business environment	S2	S11
<p>Measures will be sought from major employment generating development to promote access to the jobs it creates amongst those residents of the city who can have difficulty entering or returning to the labour market.</p>		

Policy background / Justification:

5.5.1 Enhancing the ability of the city's residents to access jobs in the city will promote better economic performance, reduce social inclusion, poverty and reliance on benefits, improve health and reduce longer distance in-commuting. There are a range of measures which can enhance "access" to jobs including training to develop skills and achieve qualifications; lifelong learning; apprenticeships; advice to help apply for jobs; guaranteed interviews; transport arrangements; childcare provision; training / work experience placements; and financial contributions towards such measures.

- 5.5.2 Measures will be “tailor made” to be appropriate to the specific development. Measures will be sought by s106 agreements in line with Policy CS 25 and Circular 05/2005, in the form of a training and employment plan. Further guidance will be provided in a Supplementary Planning Document (see para 5.6.5)
- 5.5.3 For this policy, major employment generating developments include retail, leisure and office development greater than 1,000 square metres; industrial development greater than 1,700 square metres; warehouse development greater than 4,000 square metres; (all figures gross); and any other development likely to generate 50 full time equivalent jobs or more. The policy will also apply to construction jobs related to such major developments and to major residential developments.
- 5.5.4 City residents who can have difficulty entering or returning to the labour market can include people in the following categories: residents of the city’s Priority Neighbourhoods; disabled people; those with a health condition or mental illness; lone parents; those with English as a second language; people with no or low qualifications; senior citizens; and ex-offenders.

5.6 Infrastructure delivery and developer contributions

<p>Policy CS 25 – The delivery of infrastructure and developer contributions</p>	<p>Link to Core Strategy Strategic objective(s):</p>						
<p>Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment SO6 – A unique sense of place</p>	S5	S11	S15	S16	S17	S18	S20
<p>Development will only be permitted if the necessary infrastructure, services, facilities and amenities to meet the needs of the development are available or will be provided at the appropriate time.</p> <p>The city council will continue to work with infrastructure providers to further review the needs for infrastructure within the city for the next 20 years. Proposals for physical infrastructure that help meet the needs generated by new development and by existing communities within Southampton will be permitted, subject to meeting other relevant Local Development Framework policies.</p> <p>The city council will seek developer contributions towards measures required in association with the development to deliver a high quality development.</p>							

Policy background / Justification:

- 5.6.1 The development set out in this Core Strategy must be supported by appropriate infrastructure provided in a timely and co-ordinated way. The infrastructure will be delivered via a mix of funding regimes as well as developer contributions (see Chapter 7) such as:
- City council budgets;
 - Government grants such as new growth point funding;
 - Agency funding e.g. from SEEDA, water companies, health providers.

- 5.6.2 There will be a presumption that appropriate infrastructure is permitted unless it fails to meet other policies to deliver good quality development. This will help deliver sustainable communities that respond to the changing environment and demography of the city.
- 5.6.3 Infrastructure requirements may include transport, water supply and waste water treatment, flood defences, renewable energy production, Biomass and Combined Heat & Power (CHP), social and community infrastructure (including infrastructure for the emergency services), health, education and library facilities. This document includes policies on some of these infrastructure requirements which should also be delivered in accordance with more detailed plans such as the current Local Transport Plan. Chapter 7 sets out the key infrastructure issues and requirements. Within the Core Strategy period proposals for further infrastructure requirements not currently identified will come forward and should follow the approach in CS 25.
- 5.6.4 The city council will seek contributions or measures in line with Government guidance. Currently this is provided by DCLG Circular 05/2005 although the approach is being reviewed within the Planning Bill currently going through parliament. The Bill includes provision for the introduction of a Community Infrastructure Levy, a tariff on development to finance necessary infrastructure. The details of this levy, including how it relates to negotiated Section 106 contributions, will be contained in new regulations. A Supplementary Planning Document will be prepared by the city council once the Government has published their final guidance in order to apply any changes specifically to Southampton.
- 5.6.5 Developer contributions may be used to fund a range of infrastructure including basic utilities such as roads, drainage, water supply / sewage, power supplies. The city council currently envisages the following will be areas for contributions, depending on the nature of the development and the site. More detail is given in specific chapters of this document or other areas of the development plan (including section 7 on the delivery strategy), and will be provided in the forthcoming SPD.

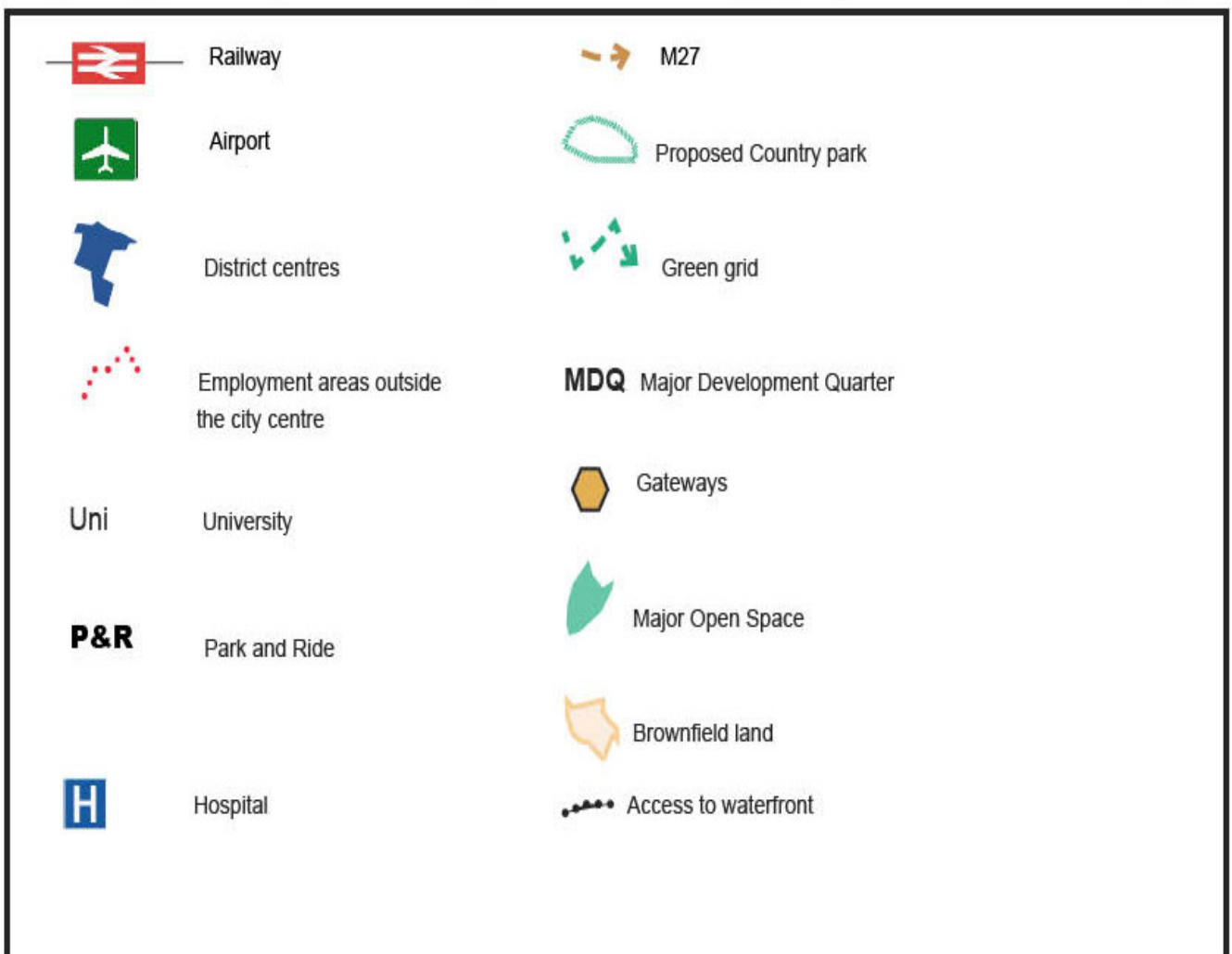
Area for contribution / measure	Policy CS:
Community, health and / or education facilities including Community Hubs	3, 10, 11
Provision or improvements to open space and leisure and cultural facilities	21
Enhancement of the natural environment / biodiversity, including designated habitats	21, 22
Transportation, for example highway and / or public transport improvements, travel plans, legible cities, car parking etc	18, 19
Improvements to the public realm / street scene, including public art, community safety, gateways and approaches	12, 13
Archaeological / historic environment works	14
Tackling climate change including a Carbon Offset Fund	20
Measures to promote access to jobs, including training, etc	24
Affordable housing	15
Flood risk	23
On-site management of waste / recycling – see Minerals & Waste LDF.	

6 Core Strategy: Key Diagram

- 6.1.1 The Key Diagram is the principal illustration of the spatial strategy set out in chapter 4 and the broad development pattern for Southampton to 2026. The diagram should be read alongside the policy text.
- 6.1.2 A map showing amendments to the Local Plan Review proposals map is published alongside the Core Strategy. This shows the revised areas of archaeological importance and the extended city centre boundary since the adoption of the Local Plan Review.



Key Diagram City of Southampton Core Strategy proposed Submission paper





7 Delivery Strategy

7.1 Ways of delivery

7.1.1 This strategy has been prepared by the city council with the involvement of local communities and groups; developers / landowners; other public service and infrastructure providers; business and environmental groups and agencies; and others. Its successful implementation requires the city council and all these groups to work together and combine their skills, knowledge and commitment. The means of delivery are set out in more detail in the Delivery and Infrastructure Planning background paper.

7.1.2 There are four main ways of delivering the strategy:

- **Commercial delivery of development**
Many of the aims of this strategy will be achieved through new development, mainly delivered by the private sector. The city council will work with the private sector to deliver sites for development and develop services in accordance with this document and pursue an open dialogue to resolve any issues where they occur.
- **Determination of planning applications**
Planning decisions will be made by the city council in accordance with this strategy and other elements of the development plan unless other issues or circumstances (“material considerations”) outweigh this. Interested parties will have the opportunity to comment on applications before the decision is made as set out in the Statement of Community Involvement (SCI).
- **Provision of infrastructure through developer contributions, and private and public sector funding**
As part of the planning application process the city council will seek developer contributions to provide the infrastructure required by the new development (see Policy CS 25). In these circumstances the infrastructure will be provided directly by the developer as part of the development or by financial contributions paid to the city council who will manage the delivery of the necessary infrastructure. The Council will consider the introduction of a Community Infrastructure Levy in the city. For more substantial infrastructure the relevant agency will secure either public sector funds (e.g. for transport or education) or private funding.
- **Provision of services – public and private**
The needs of public service providers (education, health etc) have been taken into account in preparing this strategy. The management and investment decisions associated with the provision of services to residents and businesses by both public and private sector providers are important to delivering the Core Strategy objectives. Co-ordination of key decisions can be achieved through the Local Strategic Partnership and Local Area Agreement processes.

7.2 General delivery and contingency planning

Housing sites

7.2.1 16,300 dwellings will be delivered across the city between 2006 – 2026. Following exclusion of dwellings completed, those on small sites with planning permission and

1,200 dwellings needed at the end of the plan period which are currently unidentified, the approximate distribution of the remaining 11,850 dwellings is as follows:

City centre	5,450 dwellings
Central (outside city centre)	1,600 dwellings
North	650 dwellings
South	2,050 dwellings
East	600 dwellings
West	1,500 dwellings

The delivery of the total number (16,300) of new dwellings is likely to be implemented as follows:

2006 – 2009:	3,000 dwellings
2009 – 2014	5,750 dwellings
2014 – 2019:	4,400 dwellings
2019 – 2026	3,150 dwellings

- 7.2.2. Delivery will be achieved primarily by private developers, registered social landlords and the local planning authority.
- 7.2.3 The SHLAA has demonstrated that achievement of both the 5 year and the 10 year supply of housing as required by the South East Plan is realistic. However, the delivery of sites is dependent on developers bringing forward land with planning permissions and completing schemes. The current economic conditions and the credit crunch may reduce the actual delivery of housing.
- 7.2.4 The trends in housing completions will be carefully monitored and if, in 3 years time completions are significantly less than required with no indication of an improvement the options for redressing this will be considered. The options for doing this are limited as the nature of housing provision in the city is that of 95 % development on previously developed land, mainly on small and medium size sites. The council would, however consider bringing forward sites from later in the programme if possible. In addition Policy SH5 of the South East Plan allows for a review of distribution of the housing figures over the PUSH area if the cities cannot bring forward sufficient sites.

Employment / Retail:

- 7.2.5 Approximately 322,000 sq m of office development will be delivered between 2006 and 2026, focused on the city centre, and likely to be implemented on approximately the following timescale:
- | | |
|-------------|----------------|
| 2006 – 2016 | - 165,000 sq m |
| 2016 – 2026 | - 157,000 sq m |
- 7.2.6 Approximately 97,000 sq m of industrial / warehouse development will be delivered between 2006 and 2026, approximately delivered as follows:
- | | |
|-------------------------------------|---------------|
| Central (including the city centre) | - 8,000 sq m |
| North | - 4,000 sq m |
| South | - 29,000 sq m |
| East | - 1,000 sq m |
| West | - 55,000 sq m |

This development is likely to be implemented on approximately the following timescale:

2006 – 2016:	- 55,000 sq m
2016 – 2026:	- 42,000 sq m

- 7.2.7 The office / industrial / warehouse targets stem from the South East Plan, and the underlying aim to increase the rate of economic growth in South Hampshire. It has been recognised that this aim is ambitious. It requires a range of actions (contained in this Core strategy and other documents) to attract office development to centres and industrial / warehouse development to the city. Sufficient sites have been identified within the city. Other measures include restraining out of centre growth, working to deliver sites, creating a new office quarter with a commercial “critical mass” within the Major Development Quarter (MDQ), transport improvements and appropriate parking provision, pedestrian links (especially from key transport interchanges), creating quality places, marketing, and training / labour market measures. These actions are being pursued by PUSH and, more locally, by the City Council. The specific employment targets for Southampton have been agreed by the PUSH authorities and include the contingency of ongoing monitoring / review within PUSH.
- 7.2.8 Approximately 130,000 sq m – 200,000 sq m of comparison retail floorspace will be delivered between 2006 and 2026, focussed on the city centre, approximately on the following timescale:
- | | |
|--------------|------------------------------|
| 2006 – 2016: | - 55,000 sq m – 82,000 sq m |
| 2016 – 2026: | - 75,000 sq m – 118,000 sq m |
- 7.2.9 The retail target is based on predicted demand (e.g. expenditure growth), and depends on monitoring a range of assumptions, as set out by policy CS2. The Donaldsons (Southampton City Centre Capacity Study, 2007) report demonstrates a reasonable prospect that sites can be delivered in Southampton city centre. The Core Strategy policy is sufficiently flexible to cater for changes in retail need (e.g. expenditure growth) or in the delivery of sites.
- 7.2.10 Key partners in the delivery of employment and retail development include the Council (local planning and transport authority, City Development and Economy department), other transport providers / authorities and private developers.

Major Development Quarter:

- 7.2.11 Significant elements of the retail and office targets are likely to be delivered in the major development quarter. These sites are controlled by a small number of large land interests, and represent a significant opportunity for development intensification, creating a reasonable prospect of delivery.
- 7.2.12 Table 3 provides details of the outcomes of Core Strategy policies, mechanisms for their implementation, timescales and lead agencies.

7.3 Provision of infrastructure

- 7.3.1 Delivery of the growth identified in this Strategy is dependent on the timely provision of supporting infrastructure. The Delivery and Infrastructure Planning Background Paper considers the provision of physical and social infrastructure to support the new development proposed and highlights the impact of significant constraints to development including the protection of biodiversity and flood prevention. It sets out

the quantum, location and phasing of development and identifies where additional investment in infrastructure might be required.

7.3.2 There are no known issues to prevent the delivery of the core strategy for the following services (notwithstanding the need for any developer contributions):

Physical infrastructure

- Gas / electricity
- Renewable energy
- Waste management
- Telecommunications

Social infrastructure

- Emergency services
- Adult services (Social services)
- Community facilities / libraries

7.3.3 The key infrastructure issues are set out as follows. Reference to developer contributions includes section 106 agreements and / or the proposed Community Infrastructure Levy.

Physical Infrastructure

Transport

Actions to achieve maximum efficiency out of the highways network taking into account the new development:

- **Change to non – car modes.** Southampton enjoys high accessibility by non car modes. Focussing development on Southampton, in line with the South East Plan, facilitates a switch to non car modes and reduces the impact on the highway network. The transport background paper demonstrates that the impact of development can be mitigated by realistic switches to non car modes. This is currently being tackled through actions identified in the LTP2 - £16M per annum between 2008 – 2011 from Local Transport Plan, Transport Infrastructure Fund, Southampton City Council, and developer contributions.
- **Mitigation measures for the transport network.** Transport for South Hampshire studies set out a range of potential infrastructure measures to mitigate the effects on the highway network. These include
 - M27 widening (J3 – J4) – under construction, completion 2009, funded by Highways Agency
 - Southampton – West Midlands rail gauge upgrade – completion 2010, funded by Department for Transport
 - Southampton area rail package – including local station improvements (short term / ongoing); Central Station improvements (short term and post 2016)
 - Improvements to city's eastern approach 2011 – 2016 – in programme for Regional Funding Allocation
 - Motorway junction improvements (including at the M27 J5 by 2011) identified in PUSH Business Plan , New Growth Point funding
 - Active traffic management from the M3 J13 to the M27 J7 (if feasible, likely in short term)
 - 3 park and ride sites – post 2011, post 2016

Other measures include travel plans, pedestrian / cycle / public realm improvements and car parking provision.

- **Further work**

- The Council is working with the Highways Agency and Eastleigh Borough Council on a further study to assess in more detail the mitigation measures that will be required on the strategic road network.

Key Partners – Southampton City Council; Transport for South Hampshire; Highways Agency; public transport bodies; Government.

Possible funding – Developer contributions; New Growth Point funding; transport funding (e.g. - Regional Funding Allocation; Transport Investment Fund, Local Transport Plan).

Water supply and waste water

The review of consents for water abstraction from the River Itchen could be a major issue for Southern Water and require extra investment post 2016. The necessary infrastructure is being identified in more detail at a sub regional level within the PUSH Integrated Water Management Study. It is likely to include water efficiency / water metering.

Key Partners – Southern Water, Environment Agency

Possible funding – Price review, company borrowing, increases in customer bills

Social infrastructure

Health

The population increase within new development equates to a need for about an additional 6 GPs depending on their population profile and if services are at capacity.

A review of the primary care estate is currently being undertaken by the Primary Care Trust which takes into account housebuilding targets and population forecasts.

Key Partners – South Central Strategic Health Authority (covers Southampton City Primary Care Trust, Southampton University Hospitals NHS Trust and South Central Ambulance Service NHS Trust), Government

Possible funding – Developer contributions, Government, Foundation Trust funding, South West Hampshire LIFT programme

Education

The completion of the Learning Futures review of secondary education has established a pattern of school places that should meet current and future demands for secondary school places.

In Primary schools the situation is a little more complicated. In most parts of the city there are likely to be sufficient school places capacity in existing schools to accommodate the needs for new development, with the possible exception of the city centre. Given the concentration of residential development in the central area, and existing capacity constraints, the city council is exploring options for the introduction of further primary classrooms in this area. The council's Children's Services and Learning Directorate has commenced a Primary Schools Review to determine where these classrooms will be provided and on what timescale.

Similarly a review of Special School provision should establish a long term pattern of special school places that meets the City's needs.

<p>Key Partners – Southampton City Council; Government Possible funding – Southampton City Council; the Government (Building Schools for the Future; Primary Capital Programme); Diocesan authorities, developer contributions.</p>

Green infrastructure

Open space

The council has just completed the Green Spaces Strategy which sets a framework for further work to assess existing green spaces in terms of quantity and quality, to identify opportunities for improving links within the green grid and possibly providing new green spaces. Further work will be done to make more effective use of existing assets within the city and to limit the impact of growth on the New Forest and other sensitive environments. This will include providing improved access to Lords Wood to reduce pressure from local residents using the New Forest. This will be developed with Test Valley District Council and the land owner and a bid has been submitted to the Department for Communities and Local Government (CLG) for capital funding.

Key Partners – Southampton City Council, Hampshire County Council, PUSH authorities.
Possible funding – Developers contributions, CLG Growth Point funding

Flood risk

Parts of Southampton are at risk of flooding and this risk will increase as sea levels rise. The areas at risk include significant parts of the city centre and central area where there are otherwise strong reasons to promote development.

PPS25's approach is based on two elements. First a sequential approach to locate the development required to the lowest flood risk zone where possible. Second, depending on the vulnerability of specific types of development, the "exceptions test", to establish whether any remaining development can safely be developed in the medium and higher flood risk zones. This approach is addressed in more detail by the Flood Risk Background Paper, which draws on the South Hampshire Strategic Flood Risk Assessment.

The Sequential Approach

The Core Strategy has adopted the sequential approach as required by PPS 25 in the distribution of new development with the aim being to locate as much development as possible in the lowest risk flood zones, taking into account other factors.

For commercial development: The emerging South East Plan states the city centre should plan for major commercial growth, including expansion in the western city centre. Advice in PPS6 coupled with the high accessibility of the city centre by all modes of transport and the availability of brownfield sites of a size to accommodate the necessary quantum of development, identifies the city centre as the best location for this type of growth. The Core Strategy sets specific targets for retail / office growth, based on the background evidence to the South East Plan. Within the city centre these targets cannot be met solely within the lowest flood risk zone. Development will be required in the Major Development Quarter, which lies primarily within the medium and higher flood risk zones.

For residential development: The South East Plan sets a city wide requirement for 16,300 dwellings in Southampton. Potential sites are identified by the Strategic Housing Land Availability Assessment (SHLAA). This demonstrates that the 16,300 dwelling target

cannot be met solely on the lowest flood risk zone. Approximately 4,000 additional dwellings will be required on sites in the medium or higher flood risk zones, including approximately 2,400 dwellings as part of the 10 year supply. XXX of these already have planning permission.

The Exceptions Test

The “exceptions test” has also been considered in the distribution of uses to establish whether any remaining development can satisfactorily be developed in the medium and higher flood risk zones, taking into account the vulnerability of proposed uses.

For retail / office uses PPS25 does not require the exceptions test to be applied in medium or higher flood risk zones (except in the functional flood plain). However for robustness of the test is considered below for all cases. The test explains that for development to be acceptable in medium or higher flood risk zones it must be on previously developed land, deliver sustainable development and be safe.

The potential sites in Southampton are all on previously development land. They deliver sustainable development by directing development to the city centre and central area. This focuses development on highly accessible areas; promotes regeneration, the re-use of previously developed land and protection of the countryside / sensitive environments.

A preliminary assessment of potential development sites indicates it is likely that retail / office sites and a significant proportion of residential sites can deliver safe access in the event of flooding with the intention that residential development will not be provided on the ground floor. There is more uncertainty regarding the remaining residential sites, although potential ways forward in most or all of these cases as well. Consequently, it is felt that there is a reasonable prospect that the quantum of development can be delivered safely.

Further work

PPS25 requires a full site based flood risk assessment at the allocation and planning application stages. To achieve this, the council will produce, in association with the Environment Agency, a comprehensive flood risk strategy for the whole central area. It will set out the approach for different areas (e.g. land raising or sea defences); for highways and infrastructure; and set appropriate standards of safety.

The South East Plan includes a policy commitment to review the housing distribution within South Hampshire should some previously developed land prove to be undeliverable. This would include any sites which the above work demonstrates could not be delivered in flood risk terms. This provides a contingency should Southampton not be able to accommodate a part of its dwelling target due to flood risk issues.

Partners – Southampton City Council; Environment Agency.

Mechanisms – Site based flood risk assessment; developer contributions.

Ecology

The Habitats Regulations Assessment (HRA) indicates that the Core Strategy and its overall aim of delivering major growth can be delivered without adversely affecting international habitat designations (although in some areas, as set out in the HRA, mitigation measures are required and / or more detailed assessment is required at subsequent stages). Where a particular scheme is acceptable in principle but could have an adverse impact without mitigation measures, a further HRA at planning application

stage will be required to confirm the appropriate mitigation measures.

The Core Strategy does not propose or depend on reclamation of land from the sea as this type of development has the potential to harm international sites.

A further HRA will be undertaken as part of the City Centre Action Plan. For other development it will provide guidance on uses and development forms for individual sites where necessary; and possible mitigation measures that might be required.

Partners – Southampton City Council (Planning) PUSH partners individual developers;

Mechanisms – Subsequent Development Plan Documents; PUSH Green Infrastructure Strategy and sub – regional studies; determination of planning applications. Mitigation measures include design and layout specific measures and method of construction. There are development examples within the city where these are being implemented.

7.4 Constraints

Heritage

Southampton in general, and the central area in particular, contains a rich and varied nationally important archaeological heritage, which dates from the Mesolithic period (10,000 BC) to the present day. There are numerous historically significant structures, ranging from medieval vaults to examples of the post-war redevelopment of the city which require sympathetic treatment as part of the development process. The Old Town Development Strategy Supplementary Planning Guidance (2004) identifies the historic street pattern as of particular significance, and requires that where possible the Victorian street pattern (which fossilizes the earlier Medieval layout of the town) is respected and, where necessary, reinstated.

Areas of high heritage significance will require sensitive treatment and early consultation from potential developers. This includes development with a high likelihood of exposing significant archaeological remains including expansion into the major development quarter. City Council policy is to require submission of detailed information relating to any heritage constraints to be supplied prior to a planning application being determined. Failure to supply this information will result in refusal of permission by the council in order to preserve the heritage assets of the city. The Local Plan Review approach to archaeological remains will continue with the initial presumption for preservation in situ of remains of national importance unless developers can demonstrate that this is not feasible.

There are a number of built heritage assets, particularly in the city centre. Through the City Centre Action Plan process, English Heritage has advised which development sites might generate heritage issues. These contribute only a small element of the overall development targets. English Heritage comments indicate the importance of sensitive design on these sites (rather than preventing development). Consequently these are not considered to be significant constraints to the overall strategy.

Partners – Southampton City Council; English Heritage

Mechanisms – City Centre Characterisation Study, Old Town Development Strategy

Airport

The safety constraints associated with Southampton Airport are unlikely to affect the principle of delivering the Core Strategy's development targets in terms of the height and likely location of buildings. This will be tested further in site allocation plans and individual planning applications, which in addition will need to consider detailed issues such as landscaping. Where a proposal's height does exceed BAA's consultation thresholds, the applicant is advised to contact safeguarding@baa.com at the earliest opportunity.

Partners – Southampton City Council; BAA.

7.5 Monitoring and managing the Local Development Framework

- 7.5.1 The development of the Core Strategy has been informed by a robust evidence base. Monitoring is required to ensure that, over time and in changing circumstances, the approach set out in the Core Strategy continues to be the best one given the available alternatives, and that the policies continue to be relevant and effective. It provides a crucial feedback loop within the plan, monitor, manage approach to spatial planning.
- 7.5.2 Regular monitoring will include analysis of data and trends, reviews of the evidence base and assessments of the extent to which the Core Strategy policies are having the required impact to achieve the vision and objectives for the city. It provides decision makers in the public, private and voluntary sectors with the basis to trigger contingency plans and / or to review their actions, strategies and policies to reflect changing circumstances. This is of particular importance as, at the time of writing, there is a reduced amount of activity in the development industry and in the housing market due to restrictions on the availability of credit.
- 7.5.3 The formal monitoring of the Core Strategy and other Development Plan Documents will take the form of an Annual Monitoring Report on progress during the previous financial year (i.e. the Annual Monitoring Report for 2009/10 will assess progress between 1st April 2009 to 31st March 2010 and will be submitted by 31 December 2010). A monitoring framework for the Core Strategy containing essential targets and indicators has been set up. This will be refined and expanded over time in accordance with Government guidance and following further consultation with SEERA, PUSH, Southampton Partnership and key partners.
- 7.5.4 Policy Targets have been developed to measure the direct effects of the policies on achieving the objectives. These include national Core Output Indicators and local indicators. Contextual indicators have also been identified to describe the key characteristics of the city and to provide a baseline against which to measure changes caused through the delivery of the LDF, other local, sub-regional and regional initiatives and external factors. These include topics such as demographics, the economy, socio – cultural issues, the natural environment, housing and transport Sustainability Appraisal targets will also be developed to assess the effects of the policies on sustainability, linked to the Sustainability Appraisal report. They will be measured using significant effects indicators.

- 7.5.5 Table 3 identifies the outcomes for each policy and the key targets and indicators for each policy or group of policies. Further details about the monitoring process and framework are available separately.
- 7.5.6 The monitoring information will be collated from various sources, making use of existing information, including the Local Area Agreement, Local Transport Plan monitoring report, analysis of planning applications, monitoring of housing sites and permissions (conducted with Hampshire County Council), and the City Centre Health Check.
- 7.5.7 In addition informal monitoring will be ongoing in terms of maintaining contact with the development industry and key stakeholders such as different parts of the City Council, the Primary Care Trust and Southampton Partnership to provide early warning of emerging challenges and opportunities.
- 7.5.8 The implementation of the majority of Core Strategy policies will be ongoing (as shown in Table 3). The exceptions are the Major Development Quarter (Policy CS 2) with retail development to be commenced when there is a need for the development which cannot be met within the existing primary shopping area; housing delivery (CS 4) which is split into three time periods; and measures to respond and adapt to climate change and the introduction of a Carbon Offset Fund from 2012 (CS 20). Other policies, for example improving access to the waterfront and providing transport infrastructure, will be implemented in stages over the plan period as sites are developed or suitable conditions and funding sources are in place.
- 7.5.9 The Core Strategy will be reviewed when necessary although it is intended that this will not be for at least 5 years. The city council will continue to work with developers to bring forward major sites and may produce further guidance and take other actions to aid the delivery of policies in addition to using other measures including the planning application process.

Table 3: Delivery and monitoring framework

The indicators shown may be supplemented by additional local indicators – information available on request

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / delivery mechanisms	Infrastructure requirements / Sources of funding
CS 1	City Centre approach <ul style="list-style-type: none"> To facilitate major commercial development in the city centre To achieve good quality design To locate development where accessible by public transport To deliver wider community benefits from city centre growth To deliver additional homes 	Ongoing implementation to deliver development	SCC – including Planning, Transport, City Development, Housing and Open Spaces Developers Businesses Public sector agencies / organisations Voluntary sector	CCAP Planning Applications Development schemes Delivery of North/South spine and other urban design projects	Range of infrastructure including transport, public and open spaces, flood mitigation and community facilities. Private investment Public investment Developer contributions
CS 2	Major Development Quarter As above for CS 1 and; <ul style="list-style-type: none"> To achieve phased retailing growth concentrated on the existing Primary Shopping Area (PSA) first and an extension into the parts of the MDQ outside the PSA as appropriate To deliver good quality links to PSA and public transport interchanges To develop the Major Development Quarter in accordance with PPS25 objectives (prevention of flood risk) 	Ongoing implementation Further retail expansion to be implemented when there is a need for the development which cannot be met within the existing PSA Major redevelopment towards the end of the period	As above for CS 1	As above for CS 1	Comprehensive redevelopment will require investment in new road layout and pedestrian and cycle links, public spaces, flooding mitigation measures and possible relocation of the CHP facility. Private investment Public investment
Key indicators for the city centre: Core Output Indicators (reference number in brackets): <ul style="list-style-type: none"> Delivery of approximately 130,000 – 200,000 sq m retail floorspace, and 322,000 sq m office floorspace (BD4) Retail: 2006 – 2016: 55,000 – 82,000 sq m; 2016 – 2026: 75,000 – 118,000 sq m; For key assumptions see policy CS2 Office: 2006 – 2016: 165,000 sq m; 2016 – 2026: 157,000 sq m; 					

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / delivery mechanisms	Infrastructure requirements / Sources of funding
	<ul style="list-style-type: none"> • Delivery of approximately 5,450 new homes (H1) Local indicators <ul style="list-style-type: none"> • Location and size of retail and office developments especially in relation to the Primary Shopping Area. • Maintain the level of vacant retail floorspace at or below 13%. • Maintain or improve Experian retail ranking from 13th (2007) 				
CS 3	Town, district and local centres, Community Hubs and community facilities <ul style="list-style-type: none"> • To reinforce the role of Southampton's town, district and local centres as a focal point for neighbourhoods • To deliver neighbourhood facilities and services • To achieve good quality design • To resist the loss of community facilities within neighbourhoods 	Ongoing implementation through private development schemes Lordshill redevelopment to commence by 2012 Public realm improvements to Woolston (linked to Centenary Quay redevelopment) proposed completion by 2011	SCC – including Planning, City Development, Housing Developers Businesses Public sector agencies / organisations Voluntary sector organisations	Site Allocations DPD Development Control DPD CCAP (for St Marys centre) Planning Applications Development schemes	Private investment Public investment Developer contributions funding for Community Hubs and for district centre improvements
	Key indicators: <u>Local indicators</u> <ul style="list-style-type: none"> • Vacancy rates in town, district and local centres • Number of community facilities lost / gained 				
CS 4	Housing delivery <ul style="list-style-type: none"> • To deliver 16,300 homes within Southampton between 2006-2016 	Ongoing implementation: For phasing see key indicators	SCC including Planning, Housing Private house builders RSLs	CCAP and Site Allocations DPD Planning applications Development schemes	Supporting infrastructure; utilities, transport, education, health, community facilities water supply and green spaces Local and national government funding.

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / delivery mechanisms	Infrastructure requirements / Sources of funding
					Funding through the Housing Corporation's National Affordable Housing Programme Mix of funding to deliver infrastructure (see individual policies) Potential water infrastructure investment required post 2015 to address sustainability reductions in supply
CS 5	Housing density <ul style="list-style-type: none"> To deliver Southampton's housing target at appropriate densities across the city. 	Ongoing implementation	See CS4	See CS4	See CS4
Key indicators: <u>Core Output Indicators (reference number in brackets):</u> <ul style="list-style-type: none"> Deliver 16,300 net additional dwellings 2006 – 2025/26 (NI 154 and Core Output Indicators H1 & H2) with approximate phasings: 3,000 net additional dwellings 2006 – 2008/09; 5,750 net additional dwellings 2009/10 - 2013/14; 4,400 net additional dwellings 2014/15 – 2018/19; 3150 net additional dwellings 2019/20 - 2025/26. Supply of ready to develop housing sites – achieve average of 815 dwellings per annum (NI 159 and Core Output indicator H2) 95% dwellings on previously developed land (Core output indicator H3). 					
CS 6	Economic growth <ul style="list-style-type: none"> To achieve economic growth (GVA) in the city, contributing to South Hampshire growth 	Ongoing implementation to deliver stated floorspace by 2026	SCC - including Planning, City Development, Private sector, SEEDA and other economic development agencies	All DPDs Planning applications Development schemes	Investment by individual companies

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / delivery mechanisms	Infrastructure requirements / Sources of funding
			Developers Businesses Public sector agencies		
CS 7	Safeguarding employment sites <ul style="list-style-type: none"> To safeguard existing employment sites for employment uses 	Ongoing Safeguarded sites to be assessed in surveys and considered in Site Allocations DPD	SCC - Planning Developers Businesses Public sector agencies / organisations	Site Allocations DPD CCAP Planning applications Development schemes	Private investment
CS 8	Office location <ul style="list-style-type: none"> To achieve sustainable office development focused on the City Centre 	Ongoing implementation	SCC - including Planning and City Development, Private developers Businesses	Planning applications CCAP Allocations DPD Development schemes	Investment by individual companies
CS 9	Port of Southampton <ul style="list-style-type: none"> To facilitate port growth within its existing boundary To ensure that there are no unacceptable environmental impacts connected with port growth 	Ongoing implementation	ABP Natural England / Environment Agency Transport providers SCC – Planning and transport	Private measures by ABP Planning applications (where under SCC control) Local Transport Plan 2	Road improvements as part of improvements in South Hampshire strategic network proposed by TfSH and funded by Government
<p>Key indicators:</p> <p><u>Core Output indicators (reference number in brackets):</u></p> <ul style="list-style-type: none"> Delivery of 322,000 sq m office floorspace (BD4) Delivery of 97,000 sq m industrial / warehousing floorspace (BD3) New industry / warehousing floorspace (approximately): 2006 – 2016: 55,000 sq m; 2016 – 2026: 42,000 sq m; (BD1). Employment floorspace on previously developed land (BD2) <p><u>Local indicators</u></p> <ul style="list-style-type: none"> % of existing employment land redeveloped to other uses. Amount of new office floorspace in city, town and district centres Amount of office floorspace outside city, town and district centres Growth in port traffic (tonnage) 					

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / delivery mechanisms	Infrastructure requirements / Sources of funding
<ul style="list-style-type: none"> Annual economic growth across PUSH (target = 3.5% GVA) 					
CS 10	A healthy city <ul style="list-style-type: none"> To retain health care facilities and support their expansion on their existing sites To deliver new and relocated facilities To introduce Health Impact Assessments to assess how significant developments impact on health 	<p>Ongoing implementation</p> <p>New facilities delivered when appropriate and to support major new developments</p>	<p>Southampton Primary Care Trust</p> <p>Southampton University Hospitals NHS Trust</p> <p>SCC – including Planning and Communities, Health and Care directorate</p> <p>Health professionals</p> <p>Developers</p>	<p>Planning applications</p> <p>Southampton Health and Wellbeing Strategy</p> <p>NHS LIFT (Local Improvement Finance Trust) development</p> <p>Development schemes</p>	<p>Extension of existing health care facilities or new facilities (where existing are at capacity)</p> <p>South West Hampshire LIFT project</p> <p>NHS funding</p> <p>Developer contributions</p>
Key indicators: <u>Local indicators</u> <ul style="list-style-type: none"> Net gain in number of health facilities 					
CS 11	An educated city <ul style="list-style-type: none"> To retain educational facilities and support their expansion on their existing sites To deliver high quality new developments 	<p>Ongoing implementation</p> <p>New / improved facilities delivered through the Building Schools for the Future programme. Expected to commence by 2012/13</p>	<p>SCC – including Planning, Childrens Services & Learning directorate and Leisure and Culture Education providers including the University of Southampton and Southampton Solent University</p>	<p>Planning applications</p> <p>Review of education provision</p> <p>Development schemes</p>	<p>Secondary school redevelopment funded by the Building Schools for the Future programme. Funding expected later in 2008</p> <p>Private investment</p> <p>Public investment</p> <p>Developer contributions</p>
Key indicators: <u>Local indicators</u> <ul style="list-style-type: none"> Delivery of 7 new / refurbished secondary schools (includes 2 academies) 					
CS 12	Accessible and positive waterfront <ul style="list-style-type: none"> To improve access to waterfront To achieve high quality links to 	<p>Ongoing implementation</p>	<p>SCC – including Planning, Transport, Natural Environment</p>	<p>Planning Applications</p> <p>Delivery of North/South Spine strategy and other</p>	<p>Measures to include road, cycling and pedestrian improvements.</p>

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / delivery mechanisms	Infrastructure requirements / Sources of funding
	waterfront	Redevelopment of waterfront sites expected to be completed by 2015: – Mayflower Park – Drivers Wharf (Meridian expected by 2011) – Town Depot (dependent on market conditions)	Developers ABP Sustrans	urban design projects Transport and active travel improvements	Public and private investment Developer contributions
CS 13	Fundamentals of design <ul style="list-style-type: none"> To deliver development which responds to its context and is accessible, sustainable and is high quality design To deliver a minimum of 'Silver Standard' in the Building for Life criteria for residential development and CABE 'Good' standard for non-residential development 	Ongoing implementation through planning permissions	SCC - including Planning, City Development & Economy, Sustainability, Transport and Natural Environment Developers CABE Building for Life	All DPDs All relevant SPD/SPGs Planning applications Development schemes	Investment by individual companies / developers Developer contributions
CS 14	Historic environment <ul style="list-style-type: none"> To ensure that development respects Southampton's historic environment To consider the historic environment and potential archaeological remains within access and design statements 	Ongoing implementation	SCC – including Planning and City Development Developers English Heritage	All DPDs Planning applications Use of City Centre Characterisation Study Conservation Area Character Appraisals	Investment by individual companies Developer contributions
<p>Key indicators:</p> <p><u>Core Output indicators (reference number in brackets):</u></p> <ul style="list-style-type: none"> Developments assessed as either a Building for Life “Silver standard” or CABE “Good” standard (H6) <p><u>Local indicators</u></p> <ul style="list-style-type: none"> Number and length of new waterside links Completion of 20 Conservation Area Character Appraisals 					

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / delivery mechanisms	Infrastructure requirements / Sources of funding
CS 15	Affordable housing <ul style="list-style-type: none"> To deliver 35% affordable housing on large sites and 20% on sites of 5-14 dwellings To deliver a mix of social rented and intermediate affordable housing types 	Ongoing implementation	SCC – including Planning and Housing Solutions Private house builders RSLs	Development Control DPD Planning applications	As housing delivery above (CS 4) Developer contributions
CS 16	Housing mix and type <ul style="list-style-type: none"> To provide a balance of house types including affordable housing, homes for senior citizens and for disabled people To deliver increased amounts of family homes 	Ongoing implementation	SCC including Planning and Housing Solutions Private house builders RSLs Universities	Development Control DPD Family Homes SPD Planning applications Development schemes	Private sector investment Funding through the Housing Corporation's National Affordable Housing Programme
CS 17	Gypsy and Traveller accommodation and accommodation for travelling showpeople <ul style="list-style-type: none"> To set out criteria for the location of sites for Gypsy and Travellers and Travelling Showpeople 	Ongoing implementation	SCC – Planning and Communities	Identify sites in relevant DPD Development of site	Delivery of sites RSL SCC Government grants
Key indicators: <u>Core Output Indicators (reference number in brackets):</u> <ul style="list-style-type: none"> Net additional pitches for Gypsies and travellers (H4) Gross affordable housing completions (H5 and HI155) Achieve 65% social rented and 35% intermediate affordable housing (Core output indicator H5 and NI155) <u>Local Indicators</u> <ul style="list-style-type: none"> Achieve 30% family homes on qualifying sites Increasing % SCC houses meeting lifetime homes standard (requirement for all public sector funded housing from 2011, all private sector developments from 2013) 					
CS 18	Transport: reduce – manage - invest <ul style="list-style-type: none"> To achieve a modal shift away from the private car to alternative travel modes To deliver strategic transport infrastructure and services 	Ongoing implementation	SCC – including Planning and Transport, Transport providers including bus	Local Transport Plan All DPDs Planning applications	Sub-regional and local infrastructure for public transport and highways improvements

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / delivery mechanisms	Infrastructure requirements / Sources of funding
	<ul style="list-style-type: none"> To locate development in order to encourage sustainable transport modes including active travel (walking and cycling) within the city 		companies, Network Rail and the Highways Agency (see LTP2) Transport for South Hampshire		Public sector funding Private sector funding Developer contributions
CS 19	Car and cycle parking <ul style="list-style-type: none"> To deliver well designed parking provision which seeks to enhance the local environment To set out interim parking standards to be followed until the completion of the Parking Review To reduce proportion of long stay city centre car parking 	Ongoing implementation Park and Ride scheme late in period	SCC– including Planning and Transport, Developers Transport for South Hampshire	All DPDs Planning applications LTP2 Southampton Parking Review (Halcrow) Development schemes	Park and Ride schemes funded by current and future regional funding allocations Developer contributions
	Key indicators <u>Local indicators</u> <ul style="list-style-type: none"> Number of bus journeys in local authority area (BV102) Modal split Reduction in proportion of long stay parking in city centre 3 park & ride sites delivered by 2026 				
CS 20	Tackling and adapting to climate change <ul style="list-style-type: none"> To work towards carbon neutrality; maximising energy efficiency, incorporating renewable energy and offsetting remaining emissions To conserve water resources and manage surface run-off 	Ongoing implementation	SCC – including Planning, Sustainability, Housing Solutions, Developers Water companies Power / utility companies	All DPDs Sustainability SPD Air Quality Strategy Climate Change Strategy Expansion of CHP (combined heat and power) network South Hampshire Integrated Water Management Strategy Planning applications Surface Water Management Plan	Renewable energy infrastructure, water and energy efficiency measures Public sector funding Private sector funding Developer contributions

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / delivery mechanisms	Infrastructure requirements / Sources of funding
<p>Key indicators: <u>Core Output Indicators (reference number in brackets):</u></p> <ul style="list-style-type: none"> • Amount of renewable energy generation (E3) • Reduction in CO2 and other harmful emissions from local authority operations and per capita (NI185, 194 & 186) <p><u>Local indicators</u></p> <ul style="list-style-type: none"> • Development meeting appropriate Code for Sustainable Homes / BREEAM standards 					
CS 21	<p>Protection of open space</p> <ul style="list-style-type: none"> • To improve the quality and retain the quantity of Southampton's open space and ensure they are accessible • To retain gaps between settlements 	Ongoing implementation	SCC – including Planning, Open Spaces, and Neighbourhoods Natural England	All DPDs Green Space Strategy (SCC, Neighbourhood Services) Green Flag awards Planning applications Biodiversity Action Plan	Improvements to existing green spaces Public investment Developer contributions
CS 22	<p>Promoting biodiversity and protecting habitats</p> <ul style="list-style-type: none"> • To promote biodiversity • To safeguard and extend the green grid network 	Ongoing implementation	SCC – including Planning, Natural Environment and Highways Developers	Development Control DPD Planning applications Development schemes	Investment in links to extend existing green grid Individual developers Developer contributions
<p>Key indicators: <u>Core Output Indicators (reference number in brackets):</u></p> <ul style="list-style-type: none"> • Loss of biodiversity habitat (E2) <p><u>Local indicators</u></p> <ul style="list-style-type: none"> • Net loss / gain in amount of open space • Improve quality of open space – increase number of green spaces with Green Flag awards from 3 (2007/8) • Participation in sport and active recreation (NI 8) • Number and length of green grid links created 					
CS 23	<p>Flood risk</p> <ul style="list-style-type: none"> • To direct development away from sites of highest flood risk • To avoid inappropriate development in areas of flood risk 	Ongoing implementation	SCC – including Planning and Sustainability,	Site Allocations DPD Development Control DPD Planning applications Development schemes SFRA	Significant investment in flood control and mitigation measures Individual developers Developer contributions Public sector funding

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / delivery mechanisms	Infrastructure requirements / Sources of funding
Key indicators: <u>Core Output Indicators (reference number in brackets):</u> <ul style="list-style-type: none"> Number of applications granted contrary to Environment Agency advice on flood defence or water quality grounds (E1) 					
CS 24	Access to jobs <ul style="list-style-type: none"> To enable people with difficulties in entering or returning to the labour market to successfully access jobs 	Ongoing implementation	Training providers SCC – including Planning, City Development, Adult & Community Learning Developers Employers Learning and Skills Council	Planning applications Providing training and other methods of support	Individual developers Developer contributions Learning & Skills Council Government grant
Key indicators: <u>Local indicator</u> <ul style="list-style-type: none"> Working age population with qualifications (NI 163) 					
CS 25	The delivery of infrastructure and developer contributions <ul style="list-style-type: none"> To help identify and deliver proposals for physical infrastructure To ensure that new development is accompanied by the infrastructure, services, facilities and amenities to meet the needs of the development 	Ongoing implementation	Infrastructure providers SCC – including Planning, Transport and Sustainability Training providers Transport providers RSLs Developers	All DPDs Planning applications Funding bids and consents received by infrastructure providers	Use of developer contributions Infrastructure providers funding allocations Potential water infrastructure investment required post 2015 to address sustainability reductions in supply (determined at an Inquiry)
Key indicators: <u>Local; indicator</u> <ul style="list-style-type: none"> Amount of S106 funding received 					

Glossary

Active travel	Active Travel is an action plan which has resulted from the Department for Transport's Walking and Cycling Action Plan. The purpose of the action plan is to increase the levels of active travel by creating places in which to walk and cycle, through a combination of improvements to the environment and facilities with information about travel choices, health benefits and recreation opportunities.
Affordable housing	Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should: – Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices. – Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision'. (from PPS3)
Annual Monitoring Report (AMR)	Monitors the progress of the Local Plan Review and the Local Development Framework documents, providing information on the effectiveness of the policies; part of the Local Development Framework. (Southampton's AMR is available from Planning Policy, Southampton City Council).
Appropriate Assessment (AA)	Requirement under the Habitats Regulations to assess of the potential effects of the policies on European sites of interest.
Brownfield land – or previously developed land	Land which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition covers the cartilage of the development. Previously developed land may occur in both built-up and rural settings. The definition includes defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made through development control procedures.
Carbon neutral	Carbon neutral developments are those which achieve zero carbon emissions through a combination of onsite energy efficiency measures and renewable energy generation with offsetting of carbon emissions through contributions to a carbon offset fund.
City of Southampton Strategy – the Sustainable Community Strategy	This document sets out the priorities and objectives for the city and is prepared by local organisations, groups and residents (the LSP) as well as the Council. It is Southampton's Sustainable Community Strategy. (Available from the Southampton Partnership).
Combined Heat and Power (CHP)	Form of energy generation where the waste heat from electricity generation is passed through a second cycle to extract the energy from the heat.
Community Hub	Locations where a variety of services and community facilities are concentrated, either on one site or in very close proximity (See full text in para 4.5).
Communities and Local Government (CLG)	Government department responsible for planning. Previously known as the Department for Communities and Local Government (DCLG).
Comparison floorspace	Area providing non-food items not obtained on a frequent basis including clothing, footwear, household and recreational goods.
Convenience floorspace	Area taken over for the provision of everyday essential items, including food, drinks, newspapers/magazines and confectionery.
Core Strategy	The document setting out a long-term vision for the City and the primary strategic policies to deliver that vision.
Decentralised energy	On-site or nearby local renewable energy or good quality CHP equipment.

equipment	
Density	Density is a measure of the intensity of use of land. It is calculated on the basis of dwellings per hectare for housing sites.
Development Plan	The basis on which all planning decisions are made. It consists of the Regional Spatial Strategy (the South East Plan) and the Development Plan Documents prepared by the City Council and the Minerals and Waste Planning Authorities.
Development Plan Document (DPD)	The statutory planning policy documents that make up the LDF and replace the policies in the Local Plan. Decisions on planning applications will be made in accordance with the policies in these documents. The DPDs are subject to independent examination.
District Centres	Groups of shops and similar premises offering a range of convenience goods and services along with some national chain stores and local shop parades. District centres serve a smaller catchment area than major centres.
Examination	This is an independent examination of the development plan documents and replaces the Local Plan Inquiries. The recommendations in the Inspector's report following the examination will be binding on the Local Authority.
Family home	A dwelling with three or more bedrooms with direct access to a useable area of private amenity space or garden for the sole use of the household of an appropriate size (see Residential Design Guide for standards for different types of dwelling). <i>Flats or maisonettes with balconies or terraces may be regarded as family homes providing such areas are designed in way that is suitable and safe for children and should also respect the character of the area and avoid overlooking.</i>
Government Office for the South East (GOSE)	Regional representatives of Central Government.
Green infrastructure	The network of multi-functional green spaces which help to provide a natural life support system for people and other living creatures.
Houses in Multiple Occupation (HMOs)	Planning legislation does not have a definition for a HMO. For the purposes of this document an HMO is an entire house, flat, maisonette or bungalow which has: <ul style="list-style-type: none"> • 7 or more people living together as a single household, or • 2 or more people not living as a single household e.g. in bedsits where the residents share one or more basic amenities such as toilet, bathroom / shower room or cooking facilities. It does not include <ul style="list-style-type: none"> • a shared house (with up to 6 people living as a single household); • 2 or more people living as a family; • A single person living on their own; • a house divided into self-contained flats and • hostels.
Issues and Options stage	The first stage in production of the Core Strategy puts forward key issues and asked a series of questions on how these should be addressed.
Key diagram	The principal illustration of the broad development pattern sought, summarising principles themes.
Landmark building	A building which has become a point of reference because its height, siting, distinctive design or use sets it apart from surrounding buildings. Examples may include churches and other important civic buildings such as town halls.
'Legible Cities'	The Legible Cities project is aimed at improving people's understanding and experience of the city through the implementation of identity and information. The project can include direction signs, on-street information panels with city and area

	maps, printed walking maps, visitor information identity and arts projects. These projects communicate the city consistently and effectively to visitors and residents alike.
Lifetime homes	A home incorporating 16 interior and exterior design features that ensure it will meet the needs of most households from those with young children to frail senior citizens. Design measures and adaptations include raising sockets to a height useable by all, ensuring rooms are wheelchair accessible and that car parking spaces are or can be widened.
Local Area Agreement (LAA)	A three-year agreement between a local area and central government based on local Sustainable Community Strategies. The LAA sets out the priorities for a local area agreed between Central Government and the local authority and other key partners through Local Strategic Partnerships.
Local centre	Local shops providing for the day-to-day needs of residents in the immediate catchment area.
Local Development Document (LDD)	Policy documents that make up the LDF, including the Annual Monitoring Report, Local Development Scheme and Statement of Community Involvement.
Local Development Framework (LDF)	A portfolio of Local Development Documents that provides a policy framework for the development of an area. This replaces the Local Plan.
Local Development Scheme (LDS)	A project management plan for producing all the Local Development Documents, part of the Local Development Framework.
Local Plan Review	Part of the statutory development plan which sets out the council's detailed land use policies to be used in determining planning applications, eventually to be replaced by the LDF. (Available from Planning Policy, Southampton City Council).
Local Strategic Partnership (LSP)	An overall partnership of people that brings together organisations from the public, private, community and voluntary sector within a local authority area, responsible with the implementation of the Community Strategy and with the objective of improving people's quality of life.
Local Transport Plan (LTP)	A five year integrated transport strategy prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects and meet targets identified in the strategy. The plan forms the statutory policy framework document for transport issues. (Available from Transport Policy, Southampton City Council).
Major Development Quarter (MDQ)	A large area in the western part of the city centre with potential for regional scale redevelopment, key to meeting the overall aims of the Core Strategy (see CS 2).
National planning policy	The Government issues advice on specific planning issues in the form of Planning Policy Guidance (PPGs), Planning Policy Statements (PPSs) and Circulars. These have been taken into account in LDF documents.
Partnership for Urban South Hampshire (PUSH)	A voluntary working partnership of eleven local authorities stretching from the New Forest to East Hampshire including: Southampton and Portsmouth City Councils; Hampshire County Council; and 8 district councils.
Planning Inspectorate (PINS)	Body responsible for judging planning appeals and inquiries. Represent the Secretary of State.
Planning Policy Guidance Note (PPG)	Were prepared by the government after public consultation to explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system. Have been replaced by PPSs.
Planning Policy Statement (PPS)	Replaced PPGs. Are prepared by the government after public consultation to explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system.
Preferred Options	Second stage in the plan process which sets out all the options that are proposed

stage	for the final document, influenced by the previous Issues and Options stage.
Primary shopping area (PSA)	The most important shopping area of the city centre, usually characterised by having the highest rents and pedestrian flow and national retailer representation. The existing PSA is defined in the adopted Local Plan Review 2006. The expanded PSA is any retail development in the MDQ permitted under CS 2 or other expansion of the PSA.
Proposals map	A map of the city showing the plan's proposals and where policies apply, part of the Local Development Framework.
Public Transport Accessibility Level (PTAL)	Broadly shows higher levels of accessibility by rail, bus, cycle and reflect pedestrian connectivity to routes.
Regional Assembly	See South East England Regional Assembly
Regional Spatial Strategy (RSS) – the South East Plan	Sets out the planning policy for the region to 2026. It identifies the scale and distribution of new housing in the region, indicates areas for regeneration, expansion or sub-regional planning and specifies priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal. It is being produced by SEERA and is part of the Local Development Framework. (The South East Plan is available from the South East England Regional Assembly).
River Basin Management Plans (RBMP)	Strategic plans for the integrated management of specific water environment from areas of surface run-off through to estuaries and the sea.
Secretary of State (S of S)	A term used to describe the top of the hierarchy of the English Planning System. The Planning Minister sits within the CLG and is represented regionally by GOSE and in terms of Appeals or Inquiries by the Planning Inspectorate.
Sense of place	The qualities and characteristics that make an area unique and distinctive. This could reflect the combination of the area's architecture, historic buildings, landscaping, streetscape and community.
Site allocations	Allocation of sites for a specific use or mix of uses such as housing or employment
South East England Regional Assembly (SEERA)	The Assembly is currently responsible for regional planning guidance for South East England. The Government is consulting on the future of Regional Assemblies and proposing transferring their powers to Regional Development Agencies, working closely with local authorities and other partners.
Soundness of Development Plan Documents	A Development Plan Document is considered sound if it is based upon good evidence and has been prepared in accordance with all the necessary procedures including the measures set out in the authority's statement of Community Involvement.
South East Plan	see Regional Spatial Strategy.
Southampton Partnership	see Local Strategic Partnership.
Spatial planning	This goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.
Statement of Community Involvement (SCI)	A statement that sets out how the Council will consult on planning matters, who they will consult, when they will be consulted and what they will consult on, part of the Local Development Framework. (Southampton's SCI is available from Planning Policy, Southampton City Council).
Strategic Environmental Assessment (SEA)	Environmental assessment of plans, policies and programmes as required under the European Directive 2001/42/EC. (Note - the assessment on the Core Strategy combines SEA and SA within one document).

Strategic Flood Risk Assessment (SFRA)	A freestanding assessment carried out by the Local Planning Authority to inform the preparation of LDDs, having regard to catchments-wide flooding issues which affect the area. (The PUSH SFRA is available via www.southampton.gov.uk).
Strategic Housing Land Availability Assessment (SHLAA)	An assessment of the supply of land suitable for housing and when it is likely to be developed. This assessment was introduced by PSS3 and is used to inform the LDF.
Sustainable Drainage Systems (SUDS)	Management practice and structures for controlling surface water runoff as close to its origin as possible therefore draining surface water in a more sustainable fashion than some conventional techniques (may also be referred to as SuDS).
Supplementary Planning Document (SPD)	These documents replace SPG under the new system and include SEA/SA assessments in production, part of the Local Development Framework.
Supplementary Planning Guidance (SPG)	Additional advice provided by the Council on particular topic or policy areas and related to and expanding upon statutory policies e.g. guidance on the design of roof extensions in a specific locality, part of the Local Development Framework.
Sustainability Appraisal (SA)	A social, economic and environmental assessment of planning policies. This should be done for both DPDs and SPDs. (Note - the assessment on the Core Strategy combines SEA and SA within one document).
Sustainable communities (or Neighbourhoods)	Places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.
Sustainable development	Development which meets the needs of the present without compromising the ability of future generations to meet their own needs. It means meeting the following four objectives at the same time, in the UK and the world as a whole: social progress, which recognises the needs of everyone; effective protection of the environment; prudent use of natural resources; and maintenance of high and stable levels of economic growth and employment.
Transport Development Area (TDA)	An integrated planning approach with higher density mixed-use areas situated around good public transport access points in urban areas
Windfall housing sites	Sites not specifically identified as available in the local plan process. They comprise previously-developed sites that have unexpectedly become available, for example due to a residential conversion.
Zero Carbon dwelling	Zero Carbon developments achieve no net emissions by reducing carbon emissions entirely through the use of on-site energy efficiency measures and renewable energy generation, balancing any imports with exports to the National Grid to achieve a zero balance.

Appendix 1

Housing trajectory

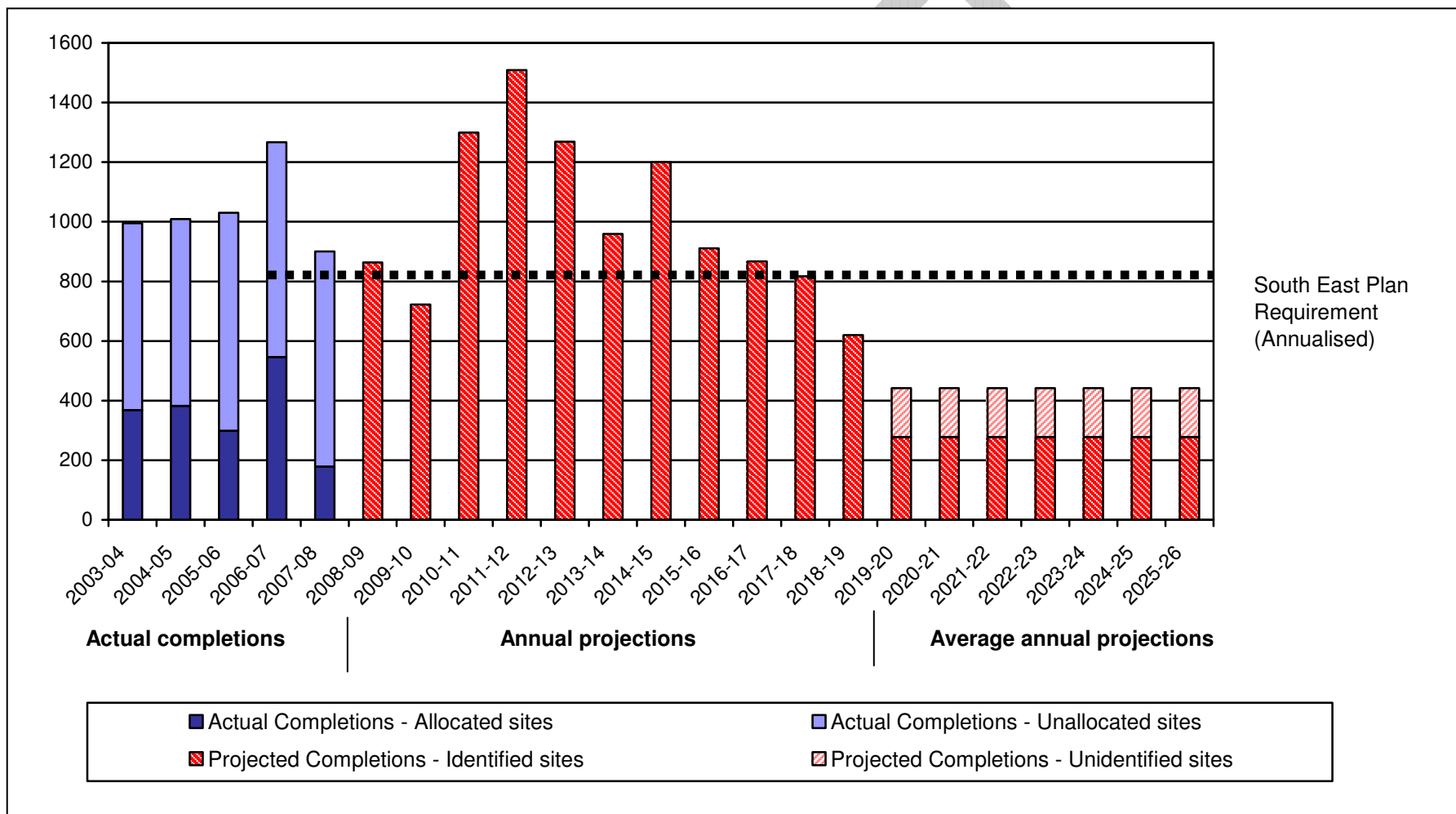
- A1.1 The information for this housing trajectory is drawn from the 2008 Strategic Housing Land Availability Assessment (SHLAA) which will be updated every year and the figures will be included in the Annual Monitoring Report. This housing trajectory sets out the provision of housing over the timeframe of the Local Development Framework (2006/07 – 2025/26). In addition to showing total completions since 2003/04 and projected completions to 2025/26, the table and graphs overleaf provide information on projections for identified and unidentified sites (post 2019) and the requirements of the Structure Plan and emerging South East Plan.
- A1.2 In each of the last four years, Southampton has delivered housing supply of more than double the Structure Plan requirement and more than the average annual figure of 815 dwellings required by the emerging South East Plan, as shown in Table 4. It is expected that the 16,300 dwellings to be provided by 2025/26 will be achieved with a progressively smaller annualised delivery as shown in Graphs 1 and 2.
- A1.3 It is expected that almost all future development will be on brownfield land. The housing delivery until 2025/26 is calculated in the following manner: actual delivery in 2006 - 2008; potential sites completed 2008/09 – 2018/19 (providing 10 years identified supply in accordance with PPS3); and potential sites and unidentified sites which include broad locations between 2019/20 and 2025/26. At this time, a housing supply in excess of 10 years can be demonstrated.
- A1.4 The housing figures will be closely monitored and reported on annually through the Annual Monitoring Report.

Table 4 - Housing completions and projections

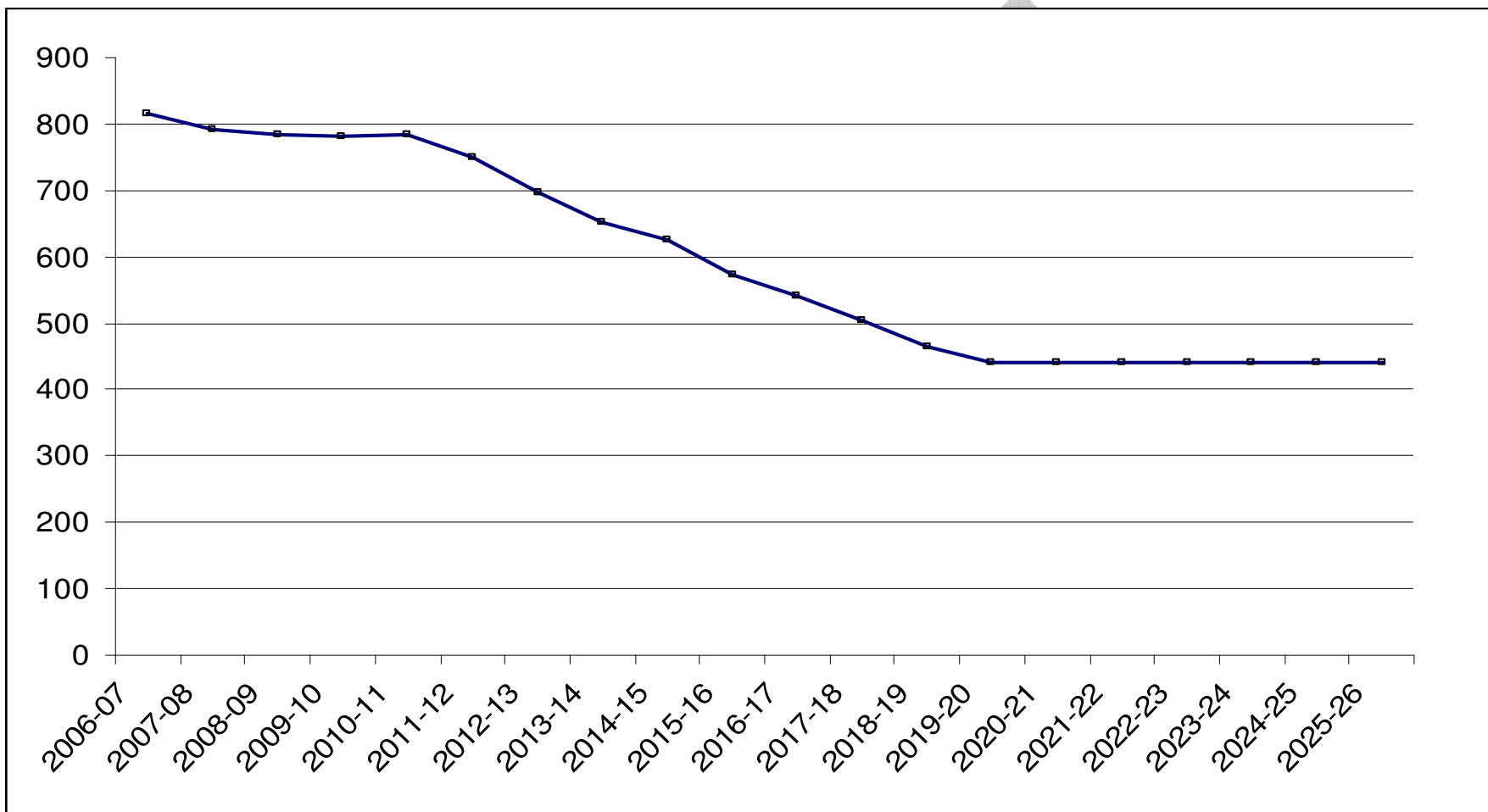
	Completions						Projections										
	2003/04	04/05	05/06	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19-26
Projected annual completions – Identified sites						864	722	1299	1509	1269	959	1200	911	867	817	620	278 p.a
Projected annual completions - Unidentified sites						-	-	-	-	-	-	-	-	-	-	-	164 p.a
Actual annual completions – Allocated sites	368	382	299	546	179												
Actual annual completions - Unallocated sites	627	627	731	721	721												
Actual completions - Total	995	1,009	1,030	1,267	900												
Projected annual completions – Total						864	722	1299	1509	1269	959	1200	911	867	817	620	442 p.a
Cumulative completions 2006-26 (end of period where applicable)				1267	2167	3031	3753	5052	6561	7830	8789	9989	10900	11767	12584	13204	163000
Hampshire County Structure Plan (1996-2011) allocation annualised	486	486	486	486	486	486	486	486	486	486	-	-	-	-	-	-	-
Emerging South East Plan (Regional Spatial Strategy) requirement annualised				815	815	815	815	815	815	815	815	815	815	815	815	815	815

Graph 1 - Actual and projected net dwelling completions in Southampton: 2001-2026

(Actual figures up to 2007-2008, annual figures to 2018-19, average annual figures from 2019 onwards)

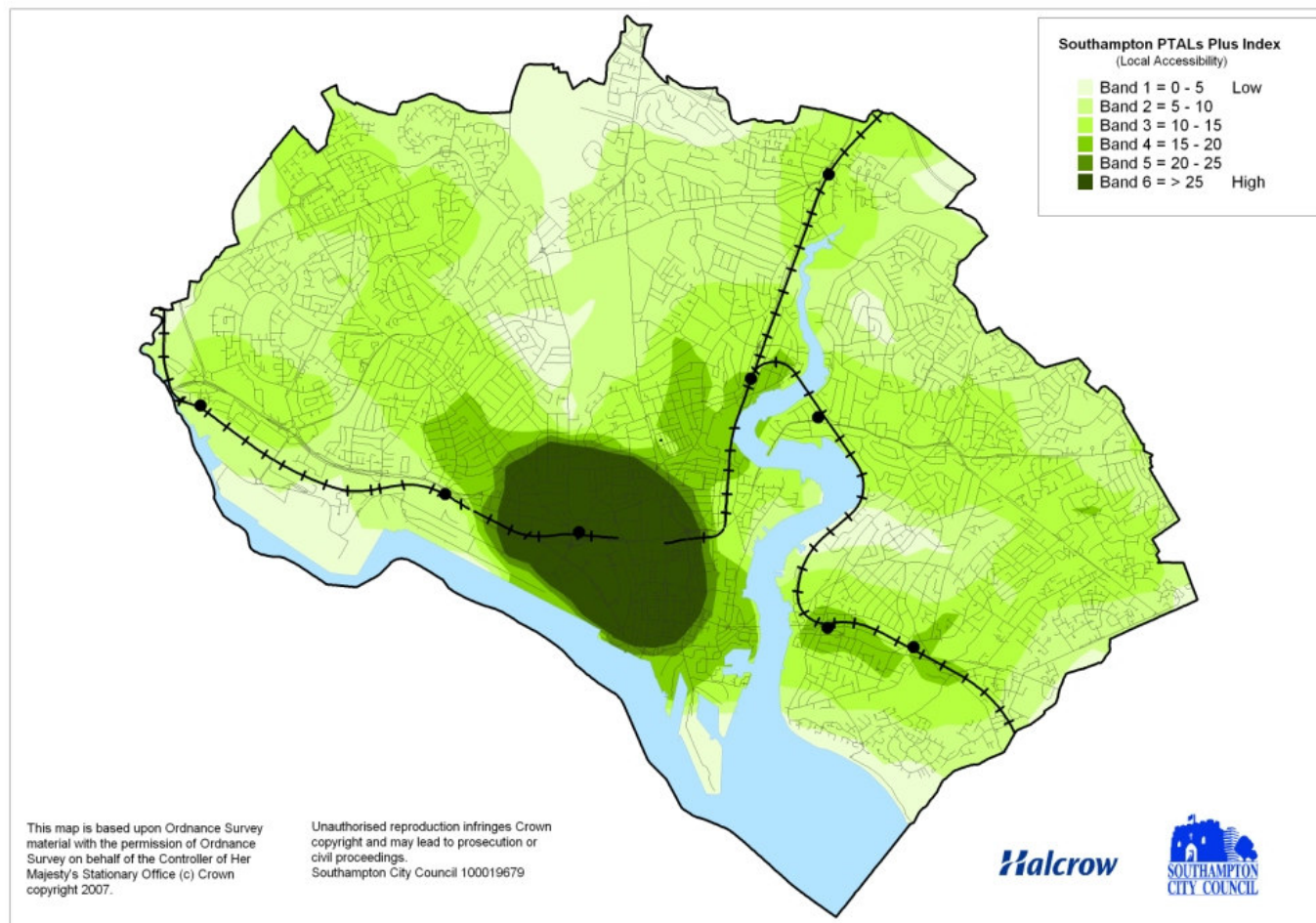


Graph 2 - Annual requirement (taking into account actual and projected completions)



Appendix 2

Public Transport Accessibility Level (PTAL) map for Southampton Accessibility between 7 - 10 am (Morning Peak) on Monday to Sunday



Appendix 3

Local Plan Review policies to be replaced by Core Strategy policies

Note – where it states that detailed policy is to be replaced in later documents, this part of the policy will not be replaced by the Core Strategy

Policy No.	Description	Replaced by Core Strategy policy:
SDP 1	Quality of Development	Policy CS 13 (& more details in Development Control DPD)
SDP 2	Integrating Transport and Development	Policy CS 18
SDP 3	Travel Demands	Policy CS 18
SDP 14	Renewable Energy	Policy CS 20 (& more details in SPD and Development Control DPD)
NE 1	International Sites	Policy CS 22 (& more details in Development Control DPD)
NE 2	National Sites	Policy CS 22 (& more details in Development Control DPD)
NE 3	Sites of Local Nature Conservation Importance	Policy CS 22 (& more details in Development Control DPD)
NE 8	Strategic Gap	Policy CS 21
CLT 1	Location of Development	Policy CS 3 (& more details in Development Control DPD)
CLT 2	Community Buildings	Policy CS 3
CLT 3	Protection of Open Spaces	Policy CS 21 (& more details in Development Control DPD)
CLT 11	Waterside Development	Policy CS 12 (& more details in Development Control DPD)
L 1	School Development	Policy CS 11
L 3	Surplus or Redundant School Buildings	Policy CS 11
H 1	Housing Supply	Policy CS 4

Policy No.	Description	Replaced by Core Strategy policy:
H 2	Previously Developed Land	Policy CS 5 (& more details in Development Control DPD)
H 7	The Residential Environment	Policy CS 13 (& more details in Development Control DPD)
H 8	Housing Density	Policy CS 5
H 9	Affordable Housing Requirements	Policy CS 15
H 10	Affordable Housing Requirements	Policy CS 15
H 11	Location of Affordable Housing Provision	Policy CS 15
H 12	Housing Type and Design	Policy CS 16
H 15	Gypsies and Travellers	Policy CS 17
REI 1	Assessment of New Retail Proposals outside Existing Shopping Areas	Policy CS 3
REI 14	The Port of Southampton	Policy CS 9
HC 1	Southampton General & Princess Anne Hospitals	Policy CS 10 (& boundary to be included in Site Allocations DPD)
HC 2	Royal South Hants Hospital	Policy CS 10 (& boundary to be included in Site Allocations DPD)
HC 3	Primary Care	Policy CS 10 (& more details in Development Control DPD)
TI 1	Safeguarding for Transport Improvements	Policy CS 18
MSA 1	City Centre Design	Policies CS 1 and CS 13 (& more details in City Centre Action Plan)
IMP 1	Provision of Infrastructure	Policies CS 25

Appendix 4

Background papers and surveys

Survey / Evidence	Background Paper
<p><u>Other evidence:</u></p> <ul style="list-style-type: none"> • Mid Year Estimate 2007 (released August 2008) ONS • Long term [population] projections (September 2006) Hampshire County Council 	Demographic change
<p><u>Commissioned / prepared for LDF</u> Strategic Housing Land Availability Assessment, 2008, SCC</p>	Housing land availability
<p><u>Commissioned / prepared for LDF or South Hampshire strategy:</u></p> <ul style="list-style-type: none"> • Eastleigh and Southampton Affordable Housing Viability Study, 2008, Adams Integra • Long term [population] projections (September 2006) Hampshire County Council <p><u>Other evidence:</u></p> <ul style="list-style-type: none"> • South East Sub-regional Housing Market Study (2004) DTZ • South Hampshire Housing Market Assessment, parts 1 & 2 (2005 & 2006) DTZ Pida • Southampton Housing Needs and Housing Market Survey (June 2006) David Couttie Associates 	Housing mix
<p><u>Other evidence:</u></p> <ul style="list-style-type: none"> • South Hampshire Town Centres: Sub Regional Study (2005) DTZ • Southampton City Centre Capacity Study (February 2007) Donaldsons • Southampton and Eastleigh Convenience Retailing: Joint Capacity Assessment (2006) DTZ • Retail Needs Study (August 2002) White Young and Green • City Centre Health checks – SCC annually 	City Centre Retailing
<p><u>Commissioned / prepared for LDF or South Hampshire strategy:</u></p> <ul style="list-style-type: none"> • Southampton and Eastleigh Employment Sites Review (2006 and 2008) DTZ <p><u>Other evidence:</u></p> <ul style="list-style-type: none"> • Solent Waterfront Strategy (December 2007) SEEDA 	Employment Land Safeguarding
	Skills, Training and Job Access

Survey / Evidence	Background Paper
<p><u>Commissioned / prepared for LDF or South Hampshire strategy:</u></p> <ul style="list-style-type: none"> • PUSH Strategic Transport studies – Enhancement from Dock Gate 10 to Winnall, Winchester and Access to Southampton from the east and the SDA • Parking Policy Review (Halcrow) in progress – to inform an SPD <p><u>Other evidence:</u></p> <ul style="list-style-type: none"> • Solent Transport Strategy • LTP2 2006-2011 	Transportation
<p><u>Other evidence:</u></p> <ul style="list-style-type: none"> • Air Quality Action Plan (April 2008) SCC 	Climate Change
<p><u>Commissioned / prepared for LDF or South Hampshire strategy:</u></p> <ul style="list-style-type: none"> • PUSH Strategic Flood Risk Assessment (January 08) Atkins 	Flood Risk
<p><u>Other evidence:</u></p> <ul style="list-style-type: none"> • Open Space Audit (January 2006) Global to Local Ltd • Emerging Green Space Strategy (SCC) • Green Infrastructure Study (2008) TEP • Biodiversity Action Plan, SCC 	Open Space
<p><u>Commissioned / prepared for LDF or South Hampshire strategy:</u></p> <ul style="list-style-type: none"> • PUSH Integrated Water Management Strategy 2008 • Long term [population] Projections (September 2006) Hampshire County Council • City Centre Characterisation Study 2008, Forum Heritage Ltd and Context4D • South Hampshire Sub – Regional Strategy Background document – critical other infrastructure 2006, updated 2008, PUSH <p><u>Other evidence:</u></p> <ul style="list-style-type: none"> • Learning Futures Secondary School Review (2007) SCC • Primary School Review (ongoing) SCC • Southampton City Statistics and Research bulletins (2008) SCC Information and Statistics • 	Delivery & Infrastructure Planning