Planning Southampton to 2026

Local Development Framework
Core Strategy Issues and Options Paper

First stage May 2006. Your chance to have an input over planning decisions influencing the way Southampton looks over the next 20 years

SOUTHAMPTON
CITY COUNCIL

Local Development Framework Core Strategy

Stage 1: - Issues and Options Paper for Public Comment

The document is placed on deposit for a consultation period of 6 weeks as outlined in the Submission Statement of Community Involvement (March 2006).

The period starts on Thursday 25 May 2006 and ends on Wednesday 5 July 2006 at 5pm

Please send the completed response form or your comments and suggestions to:

Address: Planning Policy
            Planning & Sustainability Division
            Ground Floor, Civic Centre
            Southampton
            SO14 7LS

Email: city.plan@southampton.gov.uk

Contacts: Dawn Heppell 023 8083 3828; Charles Collins 023 8083 3919

Website:
http://www.southampton.gov.uk/environment/localdevelopmentplans/ldf/default.asp#0

It would greatly aid the process if you used the official representation form available from Planning Policy or Gateway (Civic Centre) or from the website. Please state the page and / or relevant 'question' number you are referring to in all comments.

Southampton City Council
Core Strategy- Issues and Options
May 2006

Contents

1   Introduction

1.1 What is the Local Development Framework?

1.1.1   The Local Development Framework will ensure that sustainable development, ensuring a better quality of life for everyone, now and for generations to come, underpins Southampton's renaissance. It will promote economic growth and equality, improve health and wellbeing, protect and enhance the environment and minimise resource use in order to create a city that meets the aspirations of its citizens and ensures the success of the city in the sub region, both now and in the future.

1.1.2   The Local Development Framework (LDF) will replace the current Southampton Local Plan Review. Its aim will be to assist in the delivery of Southampton's Sustainable Community Strategy, by guiding new development to appropriate locations; protecting Southampton's open and natural environments; and by coordinating economic development, housing, regeneration and environmental protection strategies.

1.1.3   The LDF will contain spatial planning policies and guidance for Southampton. Spatial planning 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.

1.1.4   The LDF addresses the needs and concerns of Southampton's residents and visitors. However, it must also recognise Southampton's role in the wider South Hampshire City Region; and its significance as one of England's major regional centres.

1.1.5   The LDF will consist of a number of documents, of which there are two types: Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs). Southampton's LDF is illustrated on page 7.

1.1.6   The LDF must take account of and conform to national Planning Policy Statements, legislation and regulations. It will also take account of: SEERA's Regional Spatial Strategy (the South East Plan); SEEDA's Regional Economic Strategy; the Council's Sustainable Community Strategy; and other important local strategies, plans and projects that have implications for the development and use of land. These local strategies and plans include the: Local Transport Plan; Housing Strategy; City Centre Vision; Plan for Prosperity; Cultural Strategy; Community Safety Strategy; Education Plan; Children and Young Peoples Plan; Health and Wellbeing Strategy; and Local Neighbourhood Renewal Strategy 2006 – 2010. This planning policy context is illustrated overleaf.

1.1.7   The LDF aims to deliver **Sustainable Development**. There are five principles of Sustainable Development which are:

1. **Living within Environmental Limits**
2. **Ensuring a Strong, Healthy & Just Society**
3. **Achieving a Sustainable Economy**
4. **Using Sound Science responsibly**
5. **Promoting Good Governance**

1.2 Planning Policy Context

1.2.1   The Core Strategy affects both the city as a whole and local neighbourhoods. The broader planning policy context is illustrated below.

European

National

Regional

Sub Regional

City

Neighbourhoods
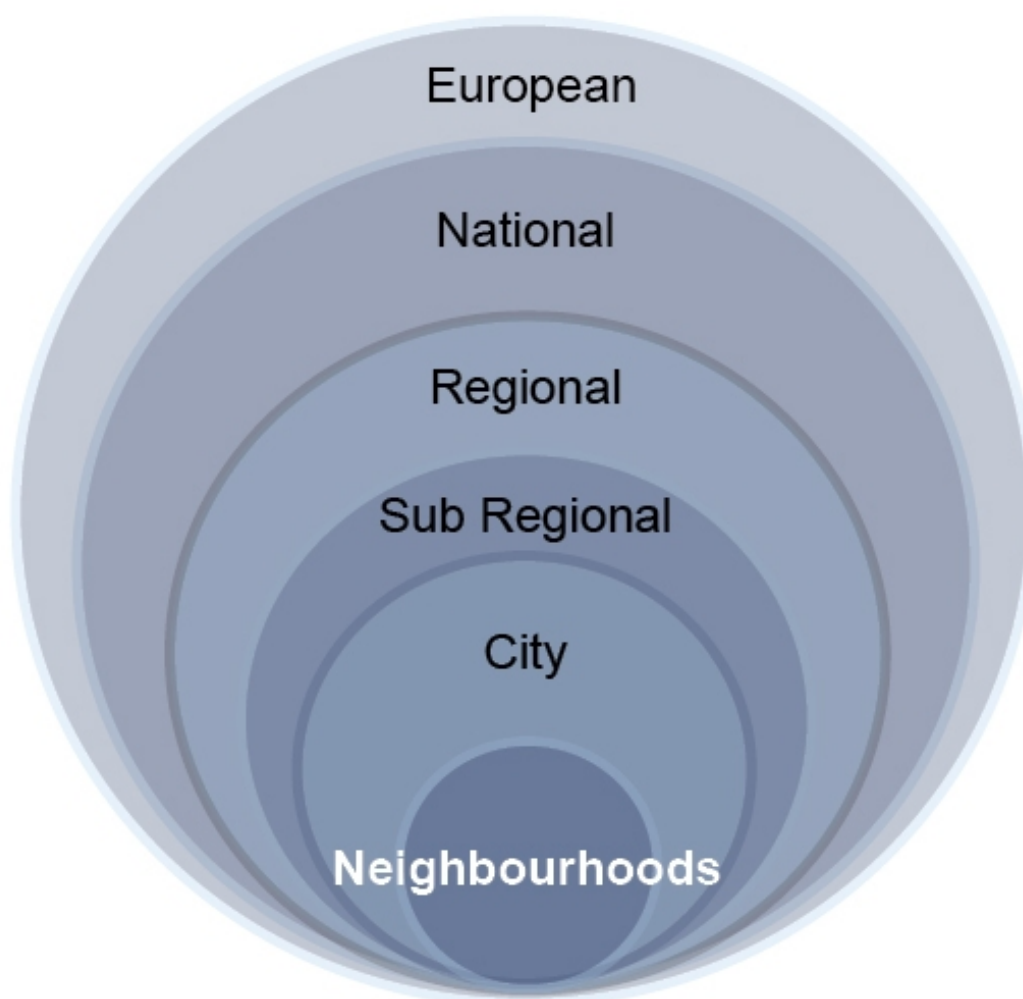
The Makeup of the Southampton LDF
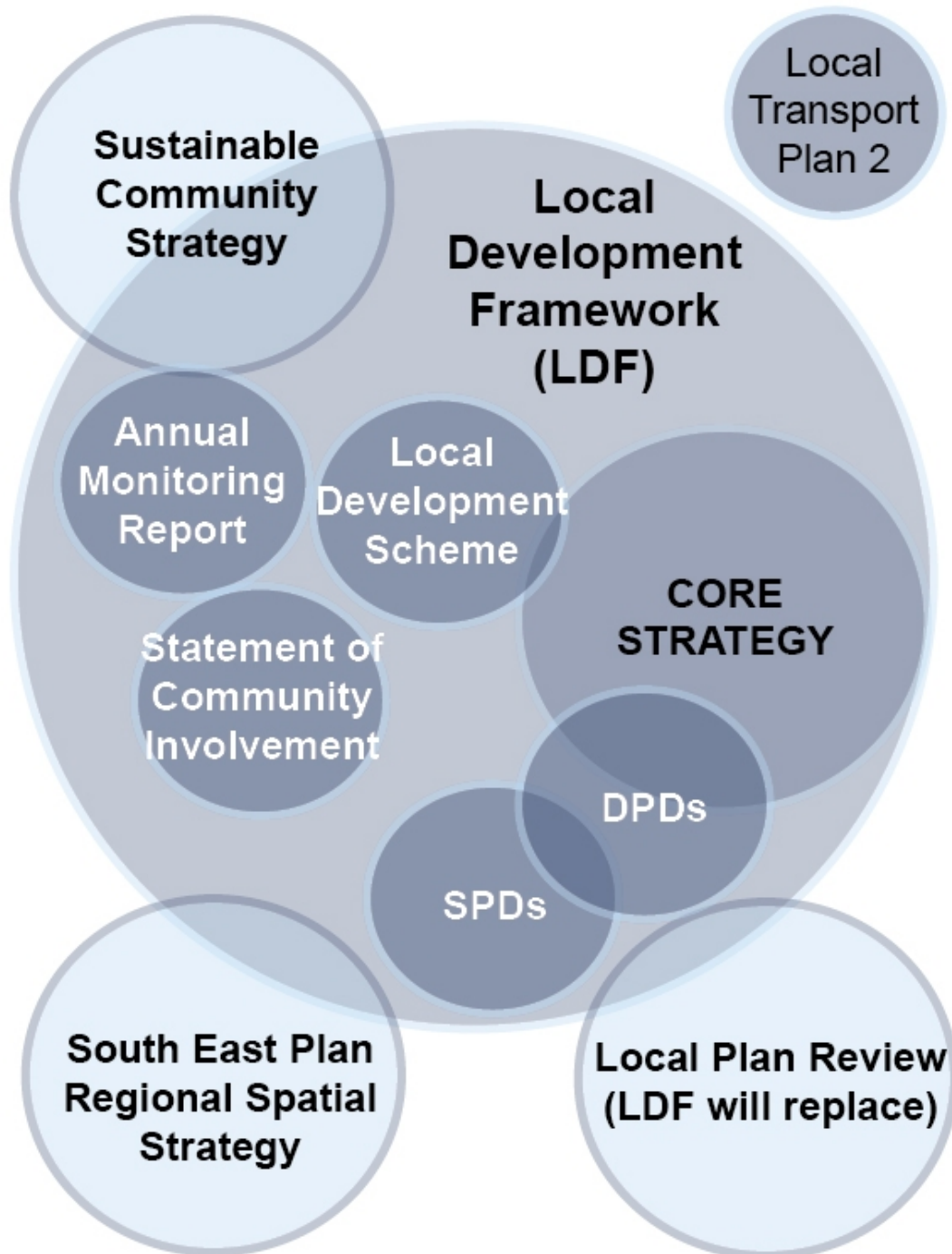
*Some of the LDF documents are accompanied by an 'Integrated Sustainability Appraisal'

1.3 The City Council Priorities

1.3.1 The LDF must reflect the overall priorities of the City Council. Some of these relate to spatial planning more than others, in particular those concerning the environment. The LDF should be seen as a proactive tool for implementation:

Southampton City Council's five priorities are: -

1. Tackling deprivation and inequalities
2. Promoting life long learning for all people
3. Improving community safety and reducing crime and disorder
4. Improving the street scene and the environment
5. Promoting independent living

1.4 What is the Core Strategy?

1.4.1 The Core Strategy will provide an integrated approach to the implementation of the land use aspects of other council strategies. It will apply the spatial and transport policies of the South East Plan and incorporate Southampton's housing requirement. It will be a key document in the delivery of the Partnership for Urban South Hampshire (PUSH) vision for South Hampshire. PUSH is made up of representatives from all South Hampshire local authorities, namely: Southampton and Portsmouth City Councils; Hampshire County Council; and the eight district councils covering the area from the Waterside in the New Forest to Havant and East Hampshire. It will also be closely related to the City's Sustainable Community Strategy, as the 'spatial expression' of that strategy.

1.4.2 The Core Strategy is the main Development Plan Document (DPD) within the Local Development Framework, setting out the city's strategic priorities over a 20 year period. Its aim is to define a vision, set of objectives, and a series of policies to guide future growth and development in Southampton that complement the city's key regeneration strategies and plans. The Core Strategy will address a wide range of environmental, social and economic considerations in order to address Southampton's challenges and opportunities.

1.4.3 Other DPDs and SPDs will be added over time, based on the broad principles in the Core Strategy, and setting out more detailed policies and proposals for specific types of development (e.g. housing). The Southampton Local Development Scheme First Revision (LDS) contains a timetable for the production of DPDs and SPDs over the period 2005 to 2008.

What is the Core Strategy Issues and Options Paper?

1.4.4 This Issues and Options Paper is the starting point for the Core Strategy. It sets out the issues and opportunities facing the City and outlines a series of options for how the Core Strategy will address these.

1.4.5 This document is the result of consultation and workshops held with a wide range of stakeholders. These include: major landowners and developers; a number of interest groups throughout the City; and community and residents groups.

What is the Core Strategy Scoping Report?

1.4.6   An assessment process called *sustainability appraisal* must be undertaken on the Core Strategy during its production. This will consider the wider effects of the plan and ensure that it accords with the principles of sustainable development.

1.4.7   An *Integrated Sustainability Appraisal (ISA)* is being prepared independently. The scoping report is available for public consultation, alongside this Issues and Options Paper.

1.5 Your Views Matter

1.5.1   Any suggestions and comments that we receive will be fully considered. This will help us to prepare for the next stage in producing the Core Strategy. The production process for the Core Strategy is summarised in the table below:

Commencement of document preparation	November 2004
Stage 1: Consultation on the Core Strategy Issues and Options and Initial ISA	**May – July 2006**
Stage 2: Public participation on Preferred Options & SA	October 2006
Stage 3: Submission of Core Strategy to Government	April 2007
Public consultation on submission Core Strategy	April – May 2007
Examination (Public Inquiry)	August 2007
Receipt of Inspector's report	October – November 2007
Stage 4: Adoption and Publication	March 2008

Have your say on the Core Strategy

We would like you to help us by telling us what you think of the issues and options set out in this discussion paper. You can do this by:

Filling in the representation form in response to the questions posed throughout the document. You can respond to as many questions as you want. You may also make general suggestions about any information that we may have overlooked, or highlight alternative options for the Core Strategy. Please respond either in writing or by email.

The questions throughout this document are individually numbered. These questions are given in blue / italics in bold. The format use for these questions is illustrated below:

1.   *Do you agree with the Issues and Options in this paper?*

Forms are available from Planning Policy and on the City Council's Web Site (see page 1 for all contact details).

Please send your comments to the address and contact details on page 1 by Wednesday 5th July 2006 at 5pm.

2.1 The City-Region Context

2.1.1   Southampton, a city of over 220,000 people, is located in central southern England and is a major regional centre. The South Hampshire sub-region includes the two cities of Southampton and Portsmouth and other neighbours. The City has close links to the Isle of Wight and other urban areas such as Eastleigh, Fareham and Winchester. Local authorities across the sub-region are working closely together in the Partnership for Urban South Hampshire (PUSH).

2.1.2   The City has major transport infrastructure and is a regional hub. This includes the activities of the Port of Southampton, the passenger port, Southampton International Airport and main railway station. The City is also a regional medical destination with two hospitals and a major education centre with two universities.

Southampton in Southern England

Southampton a Centre in South Hampshire
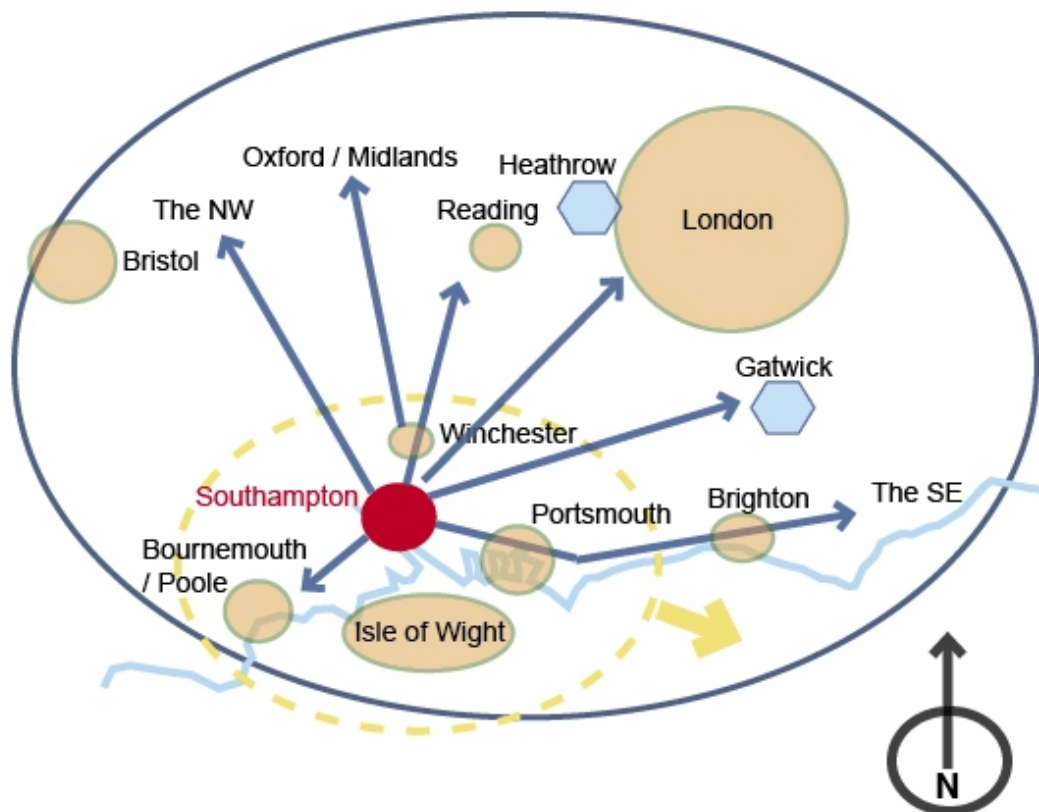
Southampton in South Hampshire

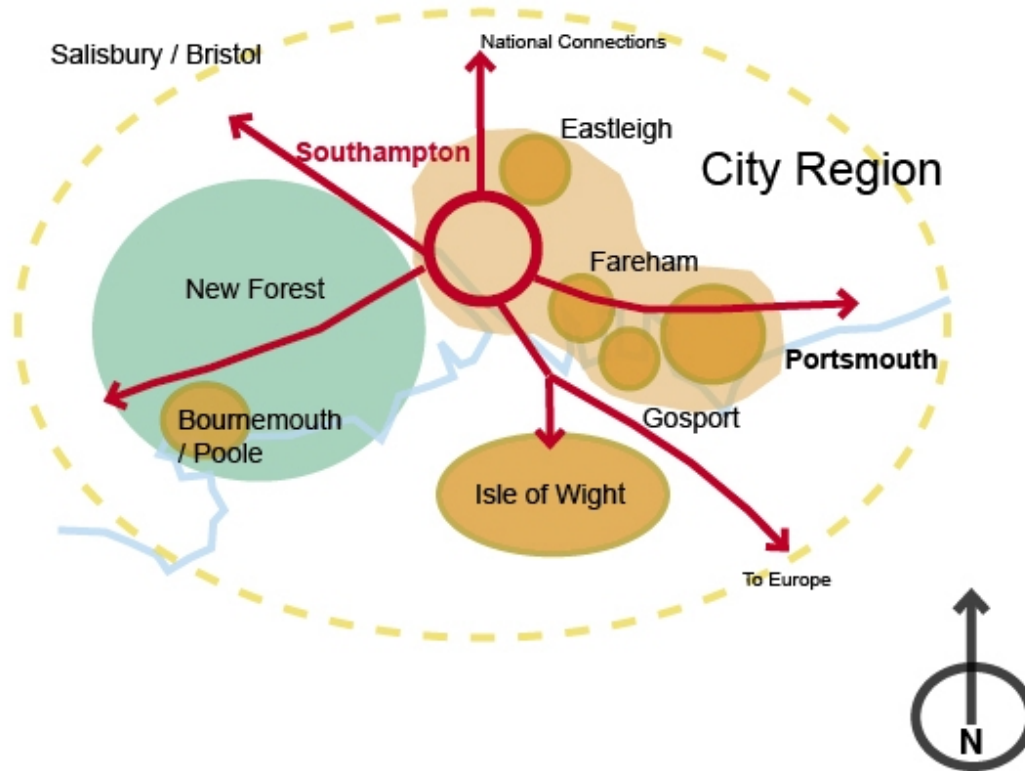Urban South Hampshire Sub Region

2.2 History

2.2.1   The city developed from Roman and Saxon origins, becoming a medieval centre for trade and shipbuilding. In the nineteenth century land drainage facilitated the growth of the city from its historical core. New housing was added in Freemantle, Shirley, St Denys, Northam and Portswood. In the twentieth century, the Southern Railway facilitated major expansions of the Port. New Council estates and private housing were developed rapidly. Major change took place following the extensive bomb damage of the Second World War; these redevelopments changed the built form dramatically, with the loss of the former medieval street pattern. The archaeology of the city reflects this varied history.

2.3 Future growth and development

2.3.1   Future growth will be shaped by the sub-regional strategy for future economic regeneration contained in the South East Plan. Within the City and the sub-region it is anticipated that a significant increase in household numbers and some increase in population will occur. This raises key questions for the Core Strategy. These include: the long term requirement for major land allocations for housing, employment, retail, leisure and other land uses; and questions regarding the social, economic and environmental implications of this growth.

2.4 City branding and identity

2.4.1   Southampton is an ambitious city. It aims to develop further as a major regional centre for economic growth and as a social and cultural hub. The City is developing a positive global profile which attracts visitors, new citizens and businesses. It will be a place that is confident in its role at the heart of the region, stimulating development outside its boundaries and valued beyond the city region. People will naturally gravitate towards Southampton, for a high quality experience in all aspects of urban life. A fundamental element of the Core Strategy will be to ensure that the City promotes a strong identity through image and branding.

2.5 Demographic Change

2.5.1   The City has an ageing population profile, in common with the rest of the South East. Current population forecasts to 2026 suggest that the number of people under the age of 45 will decline; there will also be more single person households and fewer children in the City. The City Council is presently investigating education provision as part of the 'Educational Futures' project.

2.5.2   This will be a major cross-cutting issue for the Core Strategy, raising a number of questions. How will the city need to adapt to provide appropriate housing solutions and to meet the changing leisure requirements of city communities? What will be the wider implications for service provision in the City and for educational provision in particular? What are the housing need and social care implications? How will this affect the economic and skills development agendas, with an increasing proportion of the working population approaching retirement age?

2.6 Coastal planning & flood risk

2.6.1   Southampton has been shaped by the coast as it has developed into a thriving port. Future development of the city will also be influenced by the coast and the sea. This is a vital dimension of the City, with implications for business, tourism, recreation and wildlife. However, these diverse activities and interests can be in conflict. Flood risk is a major planning consideration in coastal areas and close to rivers or streams. Adapting to flood risk will be a key issue to be addressed in the Core Strategy, with implications for our strategy on the built environment and climate change.

2.6.2   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 6mm a year in south east England. This presents challenges for Southampton affecting the future location of development. It also has implications for the design of future development.

2.6.3   The Solent has a complex system of planning and management including the spatial planning system which affects activities on land to the mean low water mark. Consultation on the Government's Marine Bill proposes the development of a strategic system of marine spatial planning to manage activities in the marine environment. The Core Strategy will need to respond to this emerging planning framework for the coast and consider Southampton's role in planning and managing activities in the Solent.

2.7 Climate Change

2.7.1 Responding to climate change and making Southampton more environmentally sustainable is a theme that runs throughout spatial planning for the city. Targets to address climate change are included in the Community Strategy (2004) and also form key themes of the emerging Sustainable Community Strategy.

2.7.2 The Core Strategy will address climate change, for example by: focusing major development in areas accessible by public transport; promoting practical action on renewable energy and energy efficiency; carbon emissions reduction; improved air quality management; and improved recycling and waste management. Southampton will also support SEERA's Climate Change Mitigation and Adaptation Implementation Plan. Key issues to address include the lack of measures to encourage developments to generate their own energy, capture rainfall or accommodate waste reduction measures.

2.7.3 Specific challenges face the building sector, which accounts for 40% of the European Union's energy requirements and for more than half of the carbon dioxide emissions in the UK. This sector offers the largest single potential for energy efficiency, often at little cost.

2.7.4 By 2030, on the basis of present trends, the EU will be dependent on imports for 90% of its oil and 80% of gas requirements. There is a strong case for the construction of energy efficient buildings and low carbon (energy efficient) refurbishment of the existing housing stock, coupled with local generation of electricity via renewables. This will reduce energy costs, whilst helping to tackle climate change and reduce fuel poverty. An initial investment in building quality can lead to reduced operating costs and improved productivity of users of the building over its lifetime.

2.8 Partnership for Urban South Hampshire (PUSH) Context

2.8.1 The following vision for the sub region has been agreed by PUSH partners: -

- To address the economic regeneration and development needs of the sub-region by delivering a growth rate in Gross Value Added (GVA)[1] of between 3 and 3.5% per annum over the period 2006 to 2026

- To place a high priority on the identification of a range of appropriate employment sites within the sub-region, in support of this goal

- To deliver sufficient new homes over the period to ensure that housing availability and affordability do not constrain this growth objective

- To provide a suitable volume and mix of housing types and tenures, to meet the affordable housing needs of the sub region over the period

- To ensure that these development goals are met in a sustainable way, which ensures that the quality of life of the sub-region is enhanced and separation of settlements is maintained

- To ensure that future growth rates are directly related to the provision of appropriate and adequate infrastructure to meet the needs of existing and expanding communities within the sub-region – 'conditional managed growth'

[1] GVA – the difference between the value of goods and services produced and the costs of raw materials and other inputs

2.8.2   PUSH puts forward a strategy of sustainable managed growth, which is led by economic growth and investment in infrastructure. This will focus on the regeneration of Southampton, Portsmouth and the other urban areas within South Hampshire, embracing mixed use development and high densities in appropriate locations. The pace of growth and development will be conditional on the rate of infrastructure investment.

2.8.3   South Hampshire is 'punching below its weight' in the Region and currently does not have a sufficiently high profile to attract the economic and infrastructure investment it needs. South Hampshire's economic performance is below the regional average and there are significant pockets of deprivation. In view of this, the area has been designated as a regional Priority Area for Economic Regeneration (PAER). The strategy for South Hampshire is to improve its economic performance to make inroads into the accumulated shortfall against the regional average in recent years.

2.8.4   This will involve growth of new businesses, to replace declining ones, and the progressive development of the skills and productivity of the workforce. The importance of the cities of Southampton and Portsmouth as centres of employment, leisure, shopping, culture and educational excellence will be enhanced. To enable this to happen, there will need to be increased investment in the full range of supporting transport, social, economic, physical and environmental infrastructure.

2.8.5   Although the focus and priority will be on urban regeneration, brownfield sites alone cannot accommodate all the necessary development. Some greenfield sites will be needed for the new businesses on which future economic prosperity depends and to provide enough sustainably constructed and affordable housing. In the South East Plan, two 'Strategic Development Areas' are envisaged in South Hampshire, close to the two cities, as a more sustainable strategy than spreading the same amount of greenfield development across the whole area. One such area is proposed in Fareham Borough, to the north of the M27 motorway, comprising up to 10,000 homes plus new jobs, shops and community facilities. A second area, for 6,000 new homes and other facilities, is proposed to the north and north east of Hedge End. These new developments will need to be accompanied by investment, particularly in transport infrastructure, and measures to maintain and enhance South Hampshire's character and quality of life. Significant investment in skills development is required, enabling the local population to benefit from economic development throughout the sub-region.

2.8.6   PUSH is committed to achieving development that respects the natural resources of the region. These include: high levels of biodiversity; high quality but vulnerable water resources; changing coastlines; and important historic and cultural assets. Development must be carried out in a way that minimises resource usage during construction and throughout the life cycle of the facilities and infrastructure established.

2.8.7   Some growth within South Hampshire is inevitable, with or without the South Hampshire strategy and its focus on managed growth. The alternative of unmanaged growth, and a continuation of current trends, would mean: continued economic under-performance; continuing skills deficits and social exclusion; unnecessary development of greenfield land to the detriment of the two cities and other urban areas; and development in locations which would
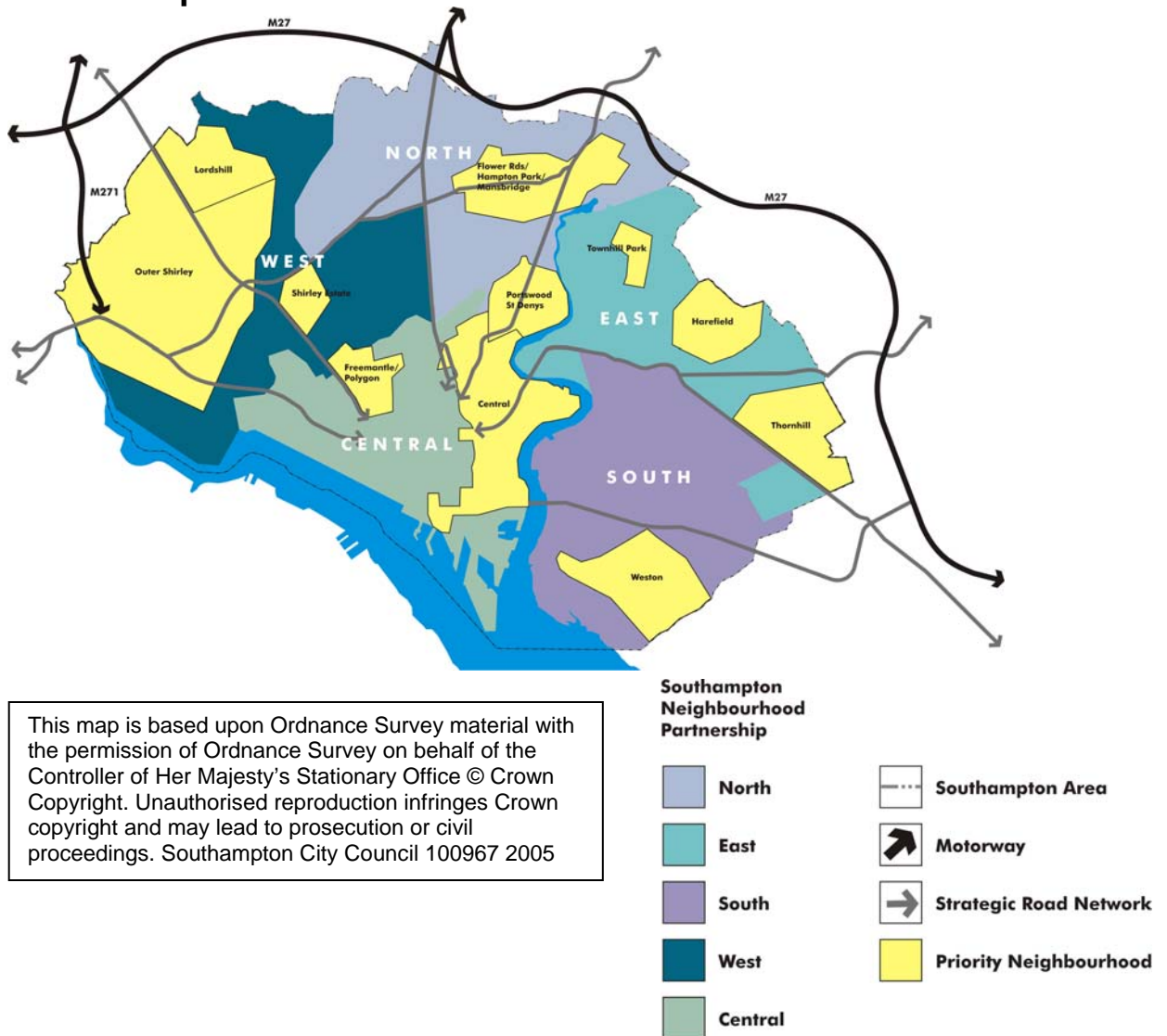
exacerbate existing transport and infrastructure problems. The quality of life for those unable to secure, well paid employment would remain low and would in turn be reflected in poor quality environments for many deprived neighbourhoods and communities.

Neighbourhoods Partnerships

2.8.8   Southampton has a long and successful history of community involvement and ensuring that local communities are engaged in plans and proposals for their neighbourhoods. The establishment of Neighbourhoods Partnerships has built on that success to bring together key stakeholders in the local community to build stronger communities, improve services and tackle regeneration.

2.8.9   There are five Neighbourhoods Partnerships covering the city. Each Partnership covering 3 or 4 wards and includes at least one Priority Neighbourhood. Public service providers such as the Council and the Primary Care Trust (PCT) are beginning to use Partnership areas as the building blocks for the delivery of local services.

Regeneration Areas in Southampton & Neighbourhoods Partnerships

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Southampton Neighbourhood Partnership

North — Southampton Area
East — Motorway
South — Strategic Road Network
West — Priority Neighbourhood
Central

2.8.10 The role of each Neighbourhoods Partnership is to:

- Develop a `vision` for the future of their area and develop an improvement plan to help achieve it;
- Ensure that services meet the needs of local people by promoting partnership working between local communities, the council, ward councillors and other organisations;
- Ensure that services work together more effectively; and
- Influence the developing Sustainable Community Strategy by ensuring that a local and community perspective is included in broader city-wide plans and strategies.

2.8.11 Each Neighbourhoods Partnership is represented on the Southampton Partnership. Neighbourhoods Partnerships have been instrumental in preparing the Action Plans for the Priority Neighbourhoods in their areas. They have a key role and responsibility in monitoring progress and helping to pursue transformational change. Issues and Options for the neighbourhoods and disadvantaged communities in need of regeneration and renewal are discussed in section 4.

3   Spatial Vision and Objectives for 2026

3.1 Vision for 2026

3.1.1   The Southampton Partnership has recently agreed a vision statement for the City to 2020. This is set out below: -

> **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 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. The city will have a world-wide profile, attracting visitors, new citizens and businesses by being the UK's premier cruise liner home port, home to a major European container port and the local city for one of the UK's top airports.**

Southampton – Some Key Strengths
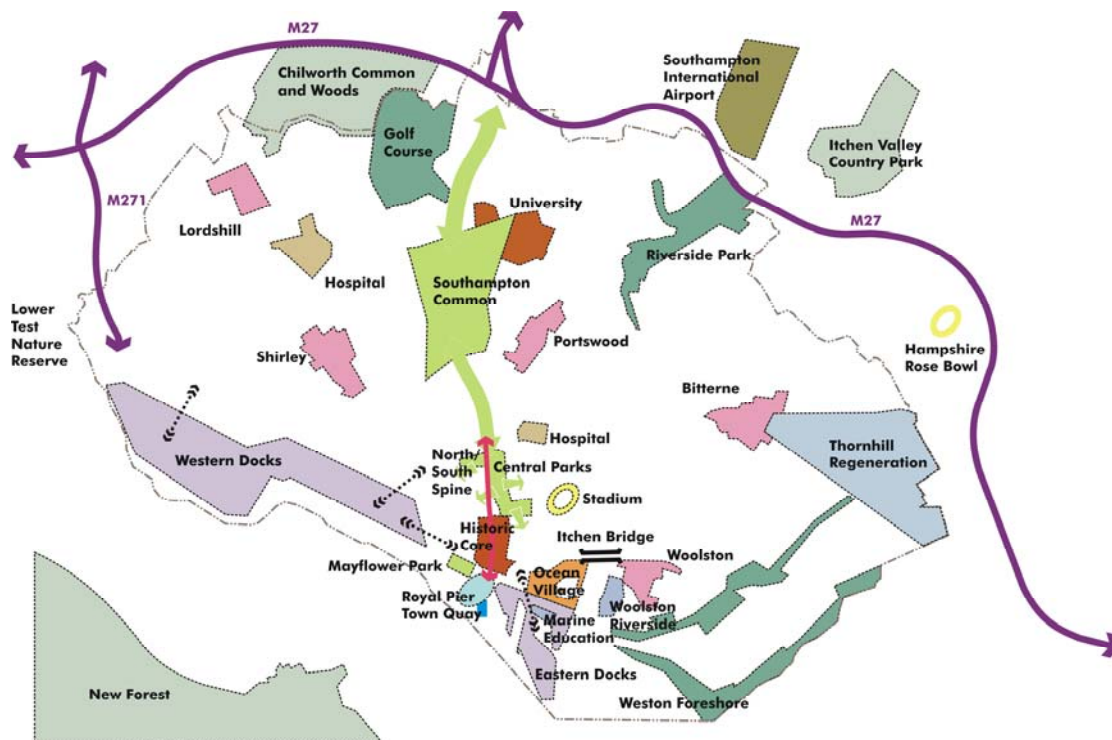
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3.2 Key Spatial Objectives

3.2.1 The Core Strategy must reflect the geographical or spatial elements of the Southampton Partnership vision. A number of spatial objectives are suggested below:

SO 1	Create a high quality physical environment and public realm, supporting the Southampton Partnership vision for a better city for people to live, work and play.
SO 2	Create excellence in design quality. Public spaces should take priority over car-dominated roads. Well-designed and contemporary public and private realms will create a sense of place and a rich built environment in which communities can flourish.
SO 3	Ensure that Southampton addresses the challenge of climate change. Southampton to reduce CO_2 emissions by 60% by 2050, with real progress by 2020. Ensure that the city's resource use is reduced via energy, water, and material resource use efficiency whilst minimizing waste generation and boosting recycling rates.
SO 4	For new development, generate a minimum of 20% of a development's own energy needs via on site or nearby renewable energy production equipment and/or good quality Combined Heat and Power, with increasing percentages required in future years. Maximise water and resource use efficiency and promote recycling of waste materials.
SO 5	Create excellent sustainable neighbourhoods and neighbourhood centres characterised by strong community infrastructure and high quality homes. These should be easily serviced by quality schools and health facilities and a vibrant mix of local shops, amenities and community facilities.
SO 6	Tackle deprivation and enhance health and well being by creating neighbourhoods that are balanced with diverse mixed communities.
SO 7	Promote a dynamic, competitive economy offering a wide range of secure and sustainable jobs.
SO 8	Create a vibrant, high quality regional city centre that connects with the waterfront and is the focus for major retail, leisure and office investment.
SO 9	Support the varied operations of the Port of Southampton as a major driver of the economy and regional gateway.
SO 10	Create a balanced housing market with a range of affordable house types, providing for 16,300 additional homes in the period 2006-2026.
SO 11	Ensure that new development is supported by a superior alternative transport system, attracting people to walk, cycle or use the bus or train. Manage car trips so that road space is managed fairly, to improve air quality, control congestion and improve the street scene.
SO 12	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.
SO 13	Conserve and enhance the city's biodiversity, ensuring that nature conservation opportunities are maximised in existing open spaces and in

SO 14	Ensure that the city reflects the varied culture and heritage of all sections of the community. Complementing the region's tourism aims by ensuring the city is a high quality destination, as well as an arrival gateway.
SO 15	Maintain an adequate strategic gap between Southampton and adjacent urban areas, to enhance the rural urban fringe and gateways to the city.
SO 16	Adopt a mitigation approach to flooding and adapt positively to the threats posed in development areas.
SO 17	Ensure that all development is supported by appropriate infrastructure provision.

Do you agree with the key objectives of the Core Strategy?

The Southampton Partnership (LSP) Vision in detail

The LSP states that specifically Southampton will have: -

Interesting people with positive attitudes
- a culturally diverse city which welcomes new communities and provides opportunities which value everyone's contribution to the life of the city, and improves the lives and living experience for residents

- a place with partnership and shared leadership at its core

A sense of place *achieved by being*
- a place that people naturally gravitate towards for a high quality experience in all aspects of urban life
- a place that is both confident in its role at the heart of the region, that stimulates development outside its boundaries and which is valued beyond the city region
- a city which celebrates its relationship with the sea through innovation, business, learning, physical landscape and events

Learning and innovation at its heart *achieved by being*
- an international centre for learning and development, particularly in the marine sector, led by the two Universities, one with its world class reputation for research and innovation and the other as a major centre for vocational and professional learning

- a talent magnet, the result of sustained collaboration between universities, colleges business support services and employers, which retains citizens and attracts new people and enterprise into the city

A supportive business environment *achieved by being*
- a place which develops and attracts successful, creative and innovative businesses, particularly in the growth service sectors of finance, business support services, professional services and in knowledge-based manufacturing sectors such as marine sciences engineering and bio-sciences, as well as creative and media industries

- a city with a dynamic business community which recognises the contribution they can make to the city experience and which enthusiastically participates in, supports and sponsors activities

An attractive and stimulating environment *achieved by being*

- a well connected city through excellent transport infrastructure, providing world-wide links through land, air and sea

- internally well connected with the imaginative and creative use of public spaces

- well maintained with a high quality public realm, featuring good quality buildings, some iconic, offering a mix of accommodation and attractive, safe and welcoming open spaces for everyone

Imaginative arts and cultural opportunities *achieved by being*

- a centre of national excellence for the arts and culture - building on the major strengths of existing venues and collections, and encouraging new ventures. A place that fosters and celebrates contemporary arts, performance arts, arts reflecting the city's communities and arts in education

- a place which celebrates and shares its rich maritime heritage with ever increasing numbers of visitors from around the world; a heritage that is carefully preserved and actively brought to life for the benefit of visitors and residents alike

4 Core Strategy: Themes

4.1 Overarching Themes

4.1.1   There are two major themes at the centre of the strategy:

1. Creating a high quality built environment; and

2. Creating a sustainable environment, which addresses the challenge of climate change.

4.1.2   The strategy must create a Southampton of distinct urban quality, reconnected with its waterfront, which is a high quality place to be; a place to invest, to live and play. The city will also be on the front line in its response to the impacts and prevention of climate change in the UK.
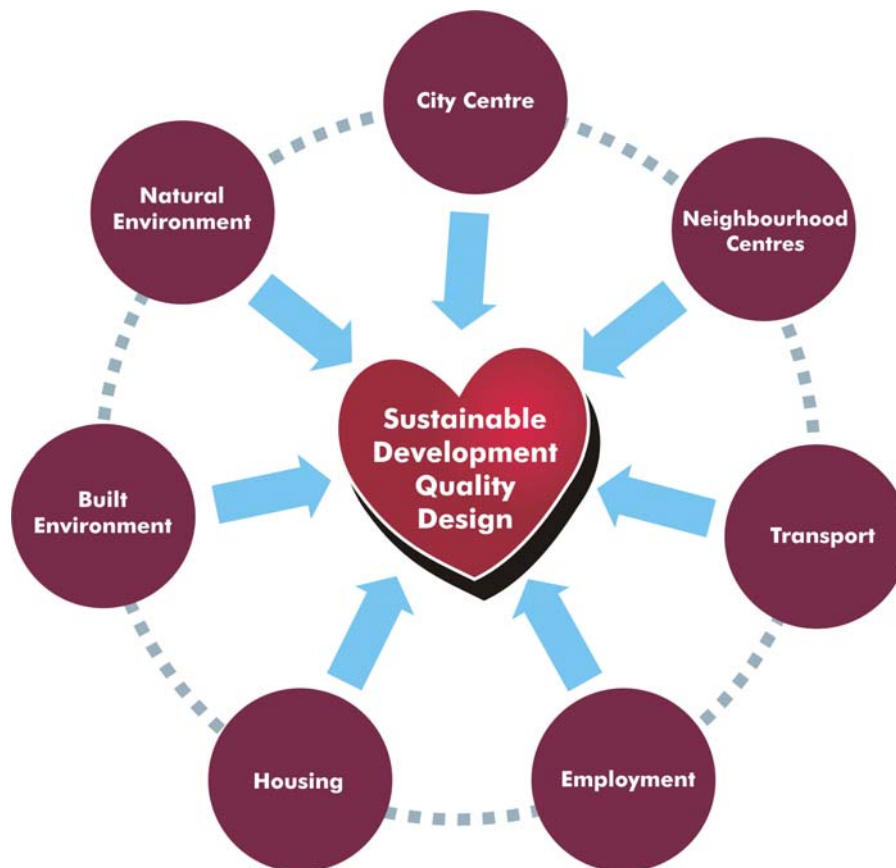
Q1.   Do you agree with these overarching themes?

4.1.3   This section addresses the following themes in further detail:

*   Built Environment
*   Natural Environment
*   Employment
*   Housing
*   Transport

Q2.   Are there any other major thematic areas that should be covered in the Core Strategy?

4.2 Built Environment

4.2.1   Better design is essential to the successful intensification and growth of Southampton. There is a need to create an overarching sense of quality throughout the city. The quality of the built environment determines how Southampton is regarded by its own community, visitors and investors. It is very much part of reinforcing the city's character and 'sense of place.' Making the city feel comfortable, ordered and managed requires a coordinated approach to design issues including architecture, conservation, landscape, open space and the public realm. Design also has a crucial role to play in helping to improve people's wellbeing and quality of life, benefiting public health, increasing property values and in creating places that not only feel safe, but are safe. Similarly, access for all is a vital part of achieving social equality and should be required through design policies.

Making Quality Design

Key Aspects of City Design

4.2.2   A responsive, design-led approach to development is needed. The key is for development to respond to its context and create or reinforce local distinctiveness. The best schemes are usually those that recognise the individuality of a place and create tailored solutions for the site or area in question. Unfortunately in many recent developments, more thought has been given to roads and car parking than to the arrangement of the buildings and quality of the spaces created between them. Design should start with the arrangement of buildings and spaces.

4.2.3   A successful spatial strategy will secure better quality development, of the right type, in the right place and at the right time. It will ensure that existing and new development work well together to create 'somewhere and not anywhere.'

4.2.4 The fundamentals of design policy include the following principles:

1. **The need to follow a robust design process**
   A successful spatial strategy will require applicants to understand the local physical, social, economic, environmental and policy context for development. Policies should be included that explain how the local authority will use different types of design guidance, such as design codes and development briefs with a view to promoting the use of skilled designers. Design information requirements (for example design and access statements) need to be identified for different types and sizes of proposals. The design process should be analysis-based, context driven and innovative. Applicants should be able to demonstrate how they have taken account of the need for good layout and design.

2. **Basing proposals on a clear understanding of context**
   All new development should respond to and reinforce locally distinctive patterns of development, landscape and culture. Historic environments and local landmarks can offer clues as well as help give a neighbourhood a strong sense of identity, attracting residents and investors.

3. **Conserving the historic environment**
   The key consideration at all times should be context, and the contribution that development makes to preserving or enhancing the character and appearance of valued historic environments. The historic environment is a precious asset that must be conserved and enhanced for future generations. However this is not to say that it should not change. Good conservation will ensure that important buildings and spaces continue to have a contemporary relevance and vitality. In some cases creative new design can enhance an area more than a standard copy. Policies should emphasise the importance of listed buildings and other historic assets, such as the Town Walls within the city centre. Archaeological considerations are also an important factor within many areas of the city.

4. **The need for better design in order to achieve sustainable development objectives**
   Well designed development and homes will need to take account of changing demand and lifestyles of the future by providing flexible internal layouts and allowing for cost-effective alterations. Strategies must ensure that development is capable of responding to changing social, environmental, technological and economic conditions. The main considerations are adaptability, energy efficiency, resource efficiency, integration of sustainable energy systems including good quality Combined Heat and Power (CHP).

   Placing climate change at the core will be achieved by making the built environment more energy efficient, with all new development achieving carbon neutrality (meaning that buildings do not increase the carbon emissions of the city). Buildings and landscapes should be designed to minimise resource use during construction, operation and maintenance and use renewable and sustainably sourced resources efficiently. A minimum of 20% of a development's own energy needs will be generated via on site or nearby renewable energy production equipment and/or good quality CHP, with increasing percentages required in future years. All

development should maximise water and resource use efficiency and promote recycling of waste materials.

5. **Making higher densities work**
The aim of building at increased densities is to make better use of land. Higher density housing can create vibrant, popular, successful neighbourhoods. The number and variety of people who live there can support local shops, transport and community facilities. The aim is to create better neighbourhoods, not just to boost housing numbers. Where high density development is appropriate, such as adjoining local or district centres and transport nodes or overlooking public space, it can work very well. It must be stressed that higher density neighbourhoods can include a combination of housing types, allowing for different designs at different times in a person's or family's life. Higher density homes can reduce energy losses and can support schemes to save natural resources, such as CHP.

6. **Developing variety and diversity**
It is vital that mixed use and integrated developments are encouraged across the city, particularly within the urban centres. Successful places tend to be those that have their own distinct identity. Equally, new development and buildings do not always have to copy their older neighbours in detail. Some of the most interesting places are made up of a variety of building styles, materials and forms of construction, which together form a harmonious group.

7. **A comfortable form and scale**
Getting the structure, layout, massing and scale of development right is fundamental to the success and popularity of any area. It is important that strategies set out a spatial vision at an authority-wide scale, but also aim to enhance individual neighbourhoods. In some cases, specific tall building policies may be required. Building heights are important since they determine the impact of development on views, vistas and skylines.

8. **Creating a 'legible' city**
Southampton must become a city that has a clear image and is easy to understand. The aim should be to establish both visual and functional relationships between different parts of city. A network of clear and easily navigable routes is required, emphasising landmarks and focal points, views, gateways to particular areas, lighting and works of art.

9. **Streets that are easy to understand and move around in**
Streets work well if there is a clear definition of the public and private realm. This is often achieved by arranging buildings to follow a continuous line and by creating active edges with frequent openings and windows looking onto the street, which also increases surveillance.

10. **Greening the city**
Policies must ensure that key landscape features are protected and that new development maintains and enhances landscape qualities and character. Established trees provide a visual and wildlife resource. Opportunities for new corridors and planting should be strongly promoted. The built environment should enhance biodiversity.

11. **Celebrating the public realm**

This relates to all parts of the city to which the public have physical and visual access. It extends from the many streets, parks and squares right into the buildings which enclose and line them. The aim is to ensure legible, comfortable, stimulating and safe streets and public spaces across the city.

12. Striving for architectural quality
Policies should support the desire to drive-up architectural quality in a way that respects its context, without unduly restricting architectural styles. Architectural quality is about being fit for purpose, pleasing to the mind and eye, durable, well built and adaptable. Successful architecture is less to do with a particular style and more to do with the underlying principles behind it: understanding a place. It is recognised that in certain circumstances designs that contrast dramatically with adjoining buildings are highly desirable.

Q3. *Do you agree with the fundamentals of design policy outlined above?*

Q4. *What do you think is important in the identity and quality of the built environment within Southampton?*

Built Environment - Options

4.2.5 There are broadly three main ways that we can approach the future of our built environment:

1. **Low intervention:** Allow the city to develop further with limited strategic design control. The risk here is incremental change and piecemeal development where the opportunity to provide a comprehensive and cohesive solution for the city will be lost;

2. **Modest intervention:** An intermediate solution that is broadly based on continuing with previous policies and approaches. Provide general policies with some targeted guidance that seeks to influence issues surrounding the built environment largely in an indirect way; and

3. **Major new investment:** a more sustainable plan-led approach to the built environment, treating design as a cross-cutting issue which infuses all other policy areas. Ensure that the high quality of development is prioritised throughout the city. Look at providing sufficient critical mass to make an appreciable difference. This provides the opportunity to develop more extensive topic, area and site-specific policy and guidance that offer a real 'step change' to the city in terms of design and quality expectations.

4.2.6 Applying a positive plan-led spatial approach will involve the integration of urban design, heritage conservation and planning to create a better urban form. The strategy should support the urban renaissance of Southampton, seeking a place of higher urban quality.

Q5. *Do you believe that there are more broad options beyond the three shown above? Which approach should be taken?*

4.3 Natural Environment

Legend:

- — · — · **Southampton Area**
- **Strategic Green Space**
- **Site of Special Scientific Interest**
- ▬ **Mudflat considerations**
- ⬆ **Promote green links**
- - - - **Railway**
- ⬤ **Neighbourhood Centre**

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* The above map is shown for illustrative purposes to generate discussion. It is accepted that all of the natural environment designations are not accurate. Later versions of the Core Strategy will include a definitive map.

4.3.1   Southampton is a major urban area. Although developed up to most of its boundaries, it has a high quality natural environment which includes Southampton Common, the Central Parks and smaller open spaces throughout the city, in addition to wildlife habitats and landscapes including the internationally important River Itchen and River Test.

4.3.2   Southampton's natural environment is shaped by its location on the south coast, the associated climate, the geology on the clay and gravel of the Hampshire basin with surrounding chalk hills and the two rivers that traverse it. Marine and land habitats include coast, mudflats, rivers, streams, ponds, wet and dry meadows, heathland, scrub, hedgerows, woodland and parkland.

These habitats support a variety of important plant and animal species, some of national or international importance.

4.3.3   The Council has important responsibilities for the natural environment; it owns and manages the majority of open space with special biodiversity interest. The Biodiversity Action Plan sets out the framework for the protection and enhancement of biodiversity. It establishes the Council's approach to natural environment issues and supports the key challenge identified in the Community Strategy to improve the City's environment.

4.3.4   Sites supporting biodiversity are primarily maintained for public benefit for their enjoyment and health benefits; these are enhanced by the presence of nature. There are a wide range of benefits from a high quality natural environment including: economic value; improved physical and mental health; social benefits by providing a meeting place and place to play; and obvious environmental benefits. The natural environment is a key component of an area, contributing to its distinctive character. It can also play an important role in urban renewal.

4.3.5   National planning policy requires an integrated approach to biodiversity issues. Despite the many advantages of a good quality natural environment, there has been a loss of biodiversity at both the national and local level. This is because of the loss of species and habitats due to increasing urbanisation; especially through the pressure to develop brownfield sites such as back gardens and derelict sites to provide housing. There is also pressure from the use of natural open spaces as car parking, commuting routes, sites for events and for leisure activities. Southampton's biodiversity is affected by other processes such as water abstraction from the River Itchen and the resulting unfavourable nature conservation conditions due to low flows.

4.3.6   Government policy states that local authorities should aim to maintain networks of natural habitats, linking sites of biodiversity importance, by avoiding or repairing the fragmentation and isolation of natural habitats. Southampton should enhance biodiversity and deliver projects to reduce habitat fragmentation. This may be through development enhancements as well as ecologically-led open space and parks management. The Local Development Framework should identify strategic opportunities for habitat restoration.

4.3.7   The current Local Plan requires developers to include supporting statements, such as flood risk assessments and design statements, where appropriate. Design statements cover a number of issues including landscape and biodiversity. However, they do not contain detailed assessments on these issues. In order to fully comply with legislation, it is necessary to consider impact on wildlife when making planning decisions.

4.3.8   Developments can impact on biodiversity through loss of habitat and wildlife previously, or due to the activities and requirements of new residents. There is only a limited amount of space available in Southampton for natural green spaces to be developed or enhanced and funding to develop and enhance natural green spaces is limited.

4.3.9   For Southampton, the key issues for the Core Strategy to address are the need to identify and protect biodiversity, both within natural open spaces and in development sites, and measures to improve and enhance biodiversity.

Q6. **Should all developers be required to supply a statement on biodiversity impact, mitigation measures and compensation?**

Q7. **Is it appropriate to require habitat creation schemes within all development?**

Q8. **Should developer contributions be collected for biodiversity projects including larger programmes such as river corridor improvements and greenways?**

Q9. **Should access be controlled around waterfront sites with mudflat habitat?**

Q10. **Should waterfront access policies take account of the high importance of intertidal habitats and their legal protection?**

4.4 Employment

4.4.1   Southampton is a major economic hub with strengths incorporating:

- **The city centre:** major retail, leisure and office facilities and employment, serving the needs of people across the region.
- **A diverse economic base:** with strong representation in marine and environmental technology, electronics, media, healthcare, education, retail, financial and professional services.
- **Good economic infrastructure:** two universities; good rail and road connections; and an international airport.
- **A major port:** focusing particularly on the growing cruise, container and car import sectors.

4.4.2   The city's performance on unemployment and participation in the labour force is mixed (better than the UK, but worse than the South East average). The city's weaknesses include:

- low rates of business formation;
- low wages and poor skill levels;
- the lack of a strong city image;
- a lack of new industrial development opportunities within the city;
- a continued loss of manufacturing employment;
- too many jobs in part-time/low paid sectors; and
- competition from out-of-centre sites.

4.4.3   The general policy context includes Government planning policy statements, regional planning guidance, the Regional Economic Strategy (SEEDA), and Southampton's Community Strategy. In general terms, this context supports economic development which:

- is productivity-led, with an emphasis on knowledge based sectors and skills enhancement;
- contributes to quality of life by balancing economic and environmental needs, focussing on urban areas first; and
- promotes social inclusion so that all communities are locked in to the opportunities that economic development offer.

4.4.4   The South Hampshire Strategy seeks a sustained improvement in economic performance and promotes the development needed to achieve this. The Strategy focuses on urban areas, to deliver a number of benefits:
- supporting the dynamic role that cities play in promoting the wider economy;
- promoting social inclusion of priority communities;
- achieving physical regeneration and a positive city image;
- reducing the need to travel; and
- protecting the countryside.

4.4.5 The City Council's Plan for Prosperity supports a balanced approach between social, economic and environmental issues. It also identifies five key actions:

- Fostering an entrepreneurial environment;
- Enhancing the local labour supply and skills;
- Developing Southampton as a dynamic city with a good quality of life;
- Assisting job creation, for example by making land available; and
- Reducing inequalities.

4.4.6 The employment chapter of the Core Strategy will address the following key strategic challenges:

- To deliver a significant increase in economic prosperity within the urban area of Southampton, in terms of productivity and output, by:
  o safeguarding of existing employment land and the delivery of employment development in the city;
  o work with neighbouring authorities to promote appropriate employment development in the city region;
  o promotion of higher value employment developments in appropriate locations (eg office development, advanced manufacturing);
  o maintaining a diverse economy; and
  o fostering of enterprise and skills through business centres and training agreements.

- To deliver the infrastructure requirements of the economy (e.g. transport, housing, etc)

- To reconcile the competing demands placed on land within the urban area (e.g. for employment, housing, etc).

Q11. Do you agree that this section sets out the right strategic challenges for the Core Strategy to address?

4.4.7 For the city to retain and enhance its economic success, its **infrastructure systems** need to be effectively managed and improved. This includes the transport system: moving workers, customers, supplies and goods in and out of the city; and opening up new development sites in the city region.

4.4.8 Infrastructure for economic development also includes improvements to information technology, education and training facilities and business support facilities, including the provision of hotels.

Q12. Which are the key new pieces of infrastructure required in the city and wider area to facilitate economic development?

4.4.9 To achieve higher economic productivity and growth, there is a need to facilitate higher value **office** development through the redevelopment of existing employment and city centre sites.

4.4.10 To promote the objective of supporting higher value sectors, major office development will be focused in the city centre. However, smaller scale office development on some sites outside the city centre might support district centres, public transport routes and the residents of priority areas. Will the commercial market deliver smaller scale office development in the city outside the city centre? In practice, there will be pressure for office development on

those urban sites with relatively good access to the motorway network, particularly once existing greenfield opportunities have been developed (e.g. Solent Business Park).

4.4.11 Issues to consider include the following:
- What kind of market would smaller scale office provision outside the city centre in Southampton serve?
- Would this undermine efforts to stimulate major office development in the city centre?
- If we take this approach, how should we define 'small-scale' offices?
- Are there some office occupiers who would never look to a city centre location but could be attracted to sites elsewhere in the urban area?
- Do lower intensity industrial uses nevertheless serve a valuable economic need as part of a balanced economy e.g. service industries including printers, car repairs, etc?

Q13. Is it appropriate to promote some office development in relatively accessible locations outside the city centre?

4.4.12 **Advanced manufacturing** is a sector exhibiting strong output growth and employing recently learnt or emerging knowledge. There is likely to be demand to redevelop sites within the city for advanced manufacturing uses, but it is less clear what kind of premises will be required:
- Would this only be on sites with good access to the motorway network?
- Would demand be sustained, if further greenfield sites are released for employment development?

Q14. How can we promote the redevelopment of employment sites within the city for advanced manufacturing?

4.4.13 The **Port of Southampton**, operated by Associated British Ports (ABP), is an important element of the national economic infrastructure. It is also a key drivers of Southampton's economy. The current business incorporates ro-ro, niche markets and deep sea containers. The Port aims to accommodate continued growth over the next ten years, within its current boundaries. This will include a doubling or more of container traffic and further growth in the cruise liner sector. Potential enhancements to the capacity of the transport infrastructure would help facilitate this growth; this should include enhancing rail capacity from Southampton to the North and improvements to the road access at Dock Gates 4 and 20. The Local Transport Plan also allows for two lorry routes through the city to serve the port. Growth in port trade is likely to displace some lower value port or non port related uses. Growth in the port has also to be balanced against environmental and social considerations.

4.4.14 Other marine industries (e.g. boat building and repair) require the safeguarding of some waterfront capacity. SEEDA is undertaking an assessment of marine needs and its contributions to the wider economy.

Q15. How should the Core Strategy support the growth of the port over the next 10 years and beyond?

Q16. Can the needs of other marine industries be accommodated alongside other aspirations for waterfront development, such as housing?

4.4.15 The provision of **smaller industrial and office units** can facilitate the growth of new and growing businesses. This can foster enterprise and innovation, and help the economy develop a competitive advantage in emerging economic sectors. The following approach could be pursued:

- require, on larger sites, that a proportion of the development is for smaller business units; and
- require that these smaller units are run on an enterprise centre model (e.g. easy in/easy out terms with business support services).

Q17. Should the planning system require the provision of smaller business units?

4.4.16 The **training and skills** agenda, and measures to facilitate entry to the labour market, are key to raising productivity, increasing the labour supply and opening up economic opportunities to residents in the city's priority areas. Appropriate measures might include public and other transport measures to peripheral employment areas and childcare facilities, for example. Public agencies need to work with employers to implement programmes which are mutually beneficial to both wider public objectives and to the individual business. The Council's intention, when granting major new employment development, will be to create a training agreement with the developer.

Q18. Do you support the principle of placing training agreements on new developments in order to train residents in the skills they need to access jobs?

4.4.17 The following are regarded as important issues with regard to **site based policies**. You may wish to comment on:

- Restrictions within employment uses: Should sites in residential areas be restricted to light industry? Should sites in locations highly accessible by non-car modes exclude low intensity uses like warehousing? What need is there for commercial flexibility?
- Should other (higher value) uses, like trade counters and car showrooms, be allowed on a small part of employment sites? Can this help fund redevelopment (eg to advanced manufacturing) and broaden the employment base; or would it undermine the role of employment sites?

4.5 Housing

Context

4.5.1   The quality and affordability of homes is an important aspect of quality of life for people in Southampton. The Core Strategy is required to set out the broad principles for housing distribution until 2026 and present options for the approach taken on housing issues. A revised affordable homes policy will now be incorporated into the Core Strategy. A Site Allocations Development Plan Document (DPD) will be produced following the Core Strategy, to show the detailed distribution of housing.

4.5.2   The amount of homes to be provided in Southampton is shaped by the regional planning policy in the South East Plan. Options for accommodating extra homes will need to have regard to the South East Plan and the sub regional strategy it contains for South Hampshire. As part of this sub-regional strategy adopted by PUSH, Southampton is required to build 16,300 dwellings by 2026. This document provides the opportunity to respond to the options presented on where these dwellings should be built.

4.5.3   Key housing issues to be considered within this document include: affordability; housing density, mix, type and quality; homes for students; issues connected with first time buyers; and the allocation of a site for gypsies and travellers. The options chosen to address these issues will need to take into account the constraints on developing land for residential uses, including the flood zone which affects part of the city centre, the waterfront and the river frontage.

4.5.4   The recent Housing Needs and Housing Markets Study (2006) for the city underlines the need to improve the delivery of affordable, well designed and decent homes in the city. New homes will need to address changes in the population and household size, which are projected to continue throughout the period to 2026. The emerging Residential Design Guide for the City will provide a firmer basis for safeguarding the character of established residential areas.

4.5.5   Overall objectives for the housing sector are to:

- Enable housing need to be met on an effective and affordable basis; in particular for key groups such as 'concealed' households, first time buyers, disabled and elderly people, homeless people, and employees vital to the function of the city's economy;

- Make provision for future growth based upon the South East Plan proposals, to supply up to 16,300 dwellings in the city (including major key sites) over the next twenty years;

- Ensure that housing and economic growth is jointly managed on a sustainable basis, with more investment in job creation, transport and infrastructure, balanced with appropriate levels of homes provision;

- Update policies for affordable homes provision, to ensure a higher level of provision to assist in meeting present and future housing needs, reflecting the findings of the Housing Needs and Market Survey (2006);

- Ensure that housing development is carried out on brownfield land, to minimise the need to release greenfield housing land;

- Ensure that a balanced housing market provision is promoted to adequately reflects future demographic change, migration patterns, tenures, type and size of properties, including property conversion;

- Ensure that the numbers of non-decent homes are reduced, that improvement to the Council's own housing stock is made, and that all homes become fit to live in, and meet the decent homes standards; and that government targets for delivery of decent homes across all tenures are met;

- Ensure the provision of a higher quality and safer residential environment, with greater emphasis upon energy efficiency, the tackling of fuel poverty, and sustainable forms of development;

- Seek to reduce the need for car use in the urban residential areas, particularly those within walking and cycling distance of the city centre and local and district centres, together with key areas of employment;

- Ensure that student accommodation needs are met through purpose built dwellings, and the use of property in the private sector, both of which are of high quality, and well managed; and

- Identify an appropriate site for accommodating gypsies and travellers within the city, in accordance with the PUSH & Hampshire County Wide Gypsies & Travellers Survey (2006).

Issues and Options

4.5.6   The key reasons for the continued high level of housing need in the city (from the Housing Needs and Market Survey 2006) are identified below:

- The rate of economic growth encouraged by PUSH will increase the demand for housing, especially for affordable and smaller units.

- Demographic change, with a 41% increase in people over 60 occurring over the next twenty years.

- The continuing increase in families separating will put additional pressure on the provision of smaller units.

- Incomes within the Southampton area are relatively low, with 71% below £27,500 per annum.

- The city contains a high number of concealed households; these are people living within another household, who are unable to access the housing market (mostly adult children of existing residents).

- There has been a rapid rise in the cost of dwellings, including flats and terraced houses, which since 1999 have risen by 154% and 122% respectively.

- The highly priced neighbouring areas, particularly the New Forest, Test Valley, Winchester and parts of Eastleigh are tending to price people out of the local market, and encourage more to live in Southampton.

- The number of people on the Council's waiting list continues to rise. There are currently over 9,000 waiting for affordable housing on the Housing List.

- An assessment of annual affordable housing need shows that about 2,404 homes are required every year. Re-lets of existing stock account for 1,372 homes coming forward, which leaves a shortfall of 1,032. With new affordable housing provision amounting to 359 homes annually, this means that the total annual outstanding need is 1,391 homes per year. Although the current new affordable homes delivery is relatively high, there is still a requirement to provide more.

Affordable housing options

4.5.7 The Local Plan Review affordable housing policy requires sites capable of accommodating fifteen or more dwellings to deliver 25% of these dwellings as affordable homes.

4.5.8 Affordable housing is delivered by the Council working in partnership with Housing Associations, on sites secured through planning agreements or secured for 100% affordable housing.

4.5.9 There is a combination of alternative percentage and threshold figures which could be adopted to help deliver a higher number of dwellings through planning policy which people could afford to buy or rent.

Q19. Is there an alternative means of delivering affordable homes within the city?

4.5.10 The previous Council threshold at which affordable housing had to be provided was 5 properties. This has now been increased to 15 properties following receipt of the Inspector's Report into the Local Plan Review. The newly adopted Urban Capacity Study gives an updated perspective on housing delivery on allocated sites to 2011. This suggests that, if the current threshold is reduced to 10 units, this would generate only an additional 14 affordable dwellings a year.

4.5.11 If the anticipated overall delivery from all of the sites in the study is taken into account, increasing the delivery level to 35% (rather than the current 25%) would enable 91 additional affordable units to be provided each year (with a 15 threshold).

4.5.12 The Housing Needs & Housing Market Survey (2006) recommends decreasing the threshold at which affordable housing applies to 10 units and increasing the proportion of dwellings required to 40%. Using the same criteria as before, an additional 24 properties a year could be provided between the 15-25 threshold, and 16 dwellings if the threshold were to be reduced to 10. Overall, the delivery rate at the 15 threshold would rise to 363 homes per annum; this is some 136 homes above the current rate.

4.5.13 Another option would be to vary the delivery of both percentage levels, and threshold levels, so that sites which are capable of accommodating between ten and fifteen dwellings can deliver a target of ten or fifteen percent affordable delivery, and sites above fifteen dwellings or perhaps twenty dwellings must deliver a target of 40%.

4.5.14 It is intended that a common approach to defining housing need, and the calculation of affordable housing provision, be developed across South Hampshire. A recent South Hampshire Housing Study states that South

Hampshire needs as much affordable housing as can be realistically secured across all sites. An overall policy framework, setting out the range of affordable housing proportions that will be sought to help meet the varying circumstances throughout the sub-region, would ensure that a consistent approach is taken. Site thresholds above which affordable housing will be provided should also be consistent across the region; all parts of the PUSH area are contributing to the sub-regional target for the provision of affordable housing.

Q20. **Should the Council consider a variable approach to affordable housing delivery dependent upon site size and, perhaps, development costs?**

Q21. **The figure of 25% affordable housing on sites is relatively low; could a threshold of 10, and an increased requirement for 40% of new homes to be affordable, be justified?**

4.5.15 The South-East Plan's research has indicated that the cost of housing is a major barrier to continued economic growth. This contributes to significant problems in recruitment and in longer distance commuting. There are several authorities in the South East, including South Hampshire, who have recently achieved 40% targets for affordable provision, with a threshold of 15. In these areas, the judgement has been that this would not lead to development viability problems or prevented sites from coming forward. Nevertheless, the impact of such a policy change in the Southampton housing market needs to be fully considered.

Q22. *Is it necessary to test the viability of increasing the percentage change in delivery of affordable units, or the reduction in the threshold to ten units?*

4.5.16 Southampton has a large and growing private rented sector, which in part reflects the city's large student population. Research has indicated that this is an increasingly important means of entry to the market for lower income households and that this will continue to be the case as a result of changing employment patterns and economic growth.

4.5.17 Survey work has suggested that the private rented sector is used as an important stepping stone onto the housing market. Stock turnover is high, with 33% of moving households coming from this sector.

4.5.18 Salaries required for rent and intermediate housing are less than those required for open market purchase and private renting. The sustained period of house price inflation in the City has impacted heavily on the ability of new forming households to buy and stimulated demand for privately rented homes.

Q23. *Is it necessary, in order to give developers clear guidance, to ensure that the proportion of affordable dwellings which are for rent, and those which are to be available for affordable purchase should be stated in percentage terms?*

Q24. *If the overall affordable housing figure is set at 40% should the proportion of affordable rented accommodation provided be 25%, and the proportion of 'intermediate' housing 15%?*

House Type & Mix

4.5.19 The flat and terraced house market turns over more rapidly than larger homes. However, the ripple effect in the housing market is important, because people need to be able to move on to larger units in order to release smaller properties. The proportion of flats and maisonettes in the city is above the regional average, as is the case in a number of other cities. The highest demand and requirement of existing households in Southampton is for semi-detached homes, whilst many newly forming households require smaller units. To reflect all housing needs and demands, it is important that there is a balanced housing market provided to accommodate single, couple, and family households.

4.5.20 Research has shown that the city does need additional growth in the smaller units, but there needs to be a broader long term balance of housing stock in the city. Should the larger size properties be located in areas of the city where the density is relatively low already, or should they be integrated into the more high density areas?

Q25. *Should there be a provision of a mix of house types, in both market and social sectors, to meet the needs of new and existing households to provide a balanced housing market?*

The Density of Housing Provision

4.5.21 There is already a minimum density policy within the Local Plan Review that looks to make better use of land close to the city centre and other centres and in areas of high accessibility by public transport. The city will have a greater prospect of reaching targets for housing provision (16,300 by 2026) in a sustainable way, by ensuring that high density levels are retained.

Q26. *Should current density levels be increased?*

4.5.22 The city is under pressure to provide an increased level of housing, and conversions, but this does involve a higher degree of intensification throughout the city, and the loss of larger properties. There are also issues with the conversion of properties and the impact of the growth of the student population on the character and services in some parts of the City. The degree of accessibility is another important factor in determining density levels. However, there is also a need to protect and enhance the character of existing neighbourhoods. Also, the level of flood risk can restrict the number of new homes to be built in an area.

Q27. *Should density levels be varied across the city wards, to more closely reflect the characteristic of existing neighbourhoods?*

4.5.23 Over the next 20 years, the number of people over 60 is likely to increase by over 40%. There could therefore be more emphasis placed upon providing housing specifically for older people to move into, and also for those who have a degree of disability, thereby providing a more appropriate housing. This could lead to the release of more family sized housing.

Q28. *Do you think that we should be building more smaller, purpose built units for older people to move into?*

Residential Quality

4.5.24 Some of the principal issues determining the quality of a residential environment are:-

- a lack of pollution and noise;
- an increase in property reaching decent homes standards, especially within the privately rented sector;
- retention of open space and the enhancement of the natural environment;
- a sustainable and integrated transport system involving public transport, cyclists, pedestrians and vehicles;
- a good form of design, creating and retaining character;
- good access to shops, schools, leisure uses, and other local services;
- reasonable proximity to work areas;
- a balanced form of residential provision to address the need for first time buyers through to family requirements;
- high safety standards and security; and
- residential designs which minimise the demand for resources and enable re-cycling facilities to be provided.

Q29. Are there any other residential and environmentally sustainable related issues which you think should be added?

Student Accommodation

4.5.25 Southampton offers excellent opportunities for academic study and vocational training, so there is a high demand for student accommodation. The Council has entered into partnership with Southampton and Solent Universities to improve the standard of student housing. Although halls of residence are provided to accommodate a proportion of students, many look to the private rented sector for accommodation; this puts pressure on the low cost private rented sector. The actual numbers of students in the city has more than doubled since 1991; there are around 31,000 at the present time, with the rate of increase slowing. The profile of student accommodation is changing, in that key workers are being housed within the same forms of development, and many students, because of the introduction of loans and fees are now choosing to live at home.

Q30. Do you think that more students should be encouraged to live in purpose built student accommodation for the duration of their courses? If so, how do you think that this could best be implemented?

Gypsy and Traveller Accommodation

4.5.26 Gypsies and Travellers are ethnic minorities, who have a right to a nomadic lifestyle, access to services such as education, health and accommodation, and protection from discrimination and harassment.

4.5.27 In order to prevent further unauthorised encampments being set up, recent government legislation requires local authorities to assess the needs of gypsies and travellers and to provide permanent and transit sites within their administrative area. The City already has a permanent site, but there is a requirement for transit sites. The number of unauthorised encampments has

been escalating, with more people are travelling all year round. Return visits are becoming more common, especially where travellers are seeking work, have health requirements or have family links in the area.

4.5.28 Legally, the Council has to identify sites. This decision will be based upon the findings of a Hampshire-wide Needs Assessment. The following criteria must be used to assess potential areas of land:

- there must be no adverse impact on amenities of nearby residential or business uses;
- the site must have a satisfactory means of access, parking provision and turning space;
- the site must not generate traffic on a large scale which is inappropriate to its locality;
- utilities must be capable of being accessed, and the site must be a reasonable distance from local facilities, schools and welfare services; and
- the site must be capable of being screened and landscaped and must not damage nature conservation interests.

4.5.29 The number of pitches needed to meet demand must be translated into specific site allocations. If not, the Department for Communities and Local Government can instruct a local authority to allocate a site.

Q31. Bearing in mind legislation that requires Council's to allocate a site, are there any other issues which you think need to be taken into account to assess sites?

Q32. Do you have any comments on potential sites within the city boundary that could be used for transit purposes?

4.6 Transport

4.6.1 Spatial planning has an important role to play in terms of reducing the need for travel for some journeys and in reducing the impact of transport. 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 road network and for providing for the needs of cyclists and pedestrians.

4.6.2 Southampton is a major gateway. This is primarily characterised by the role and importance of the port and airport. The emerging South East Plan allocates Southampton as a regional hub, connected via key spokes to Basingstoke, London and the Midlands, as well as to Bournemouth and the Isle of Wight.

Regional Transport Context
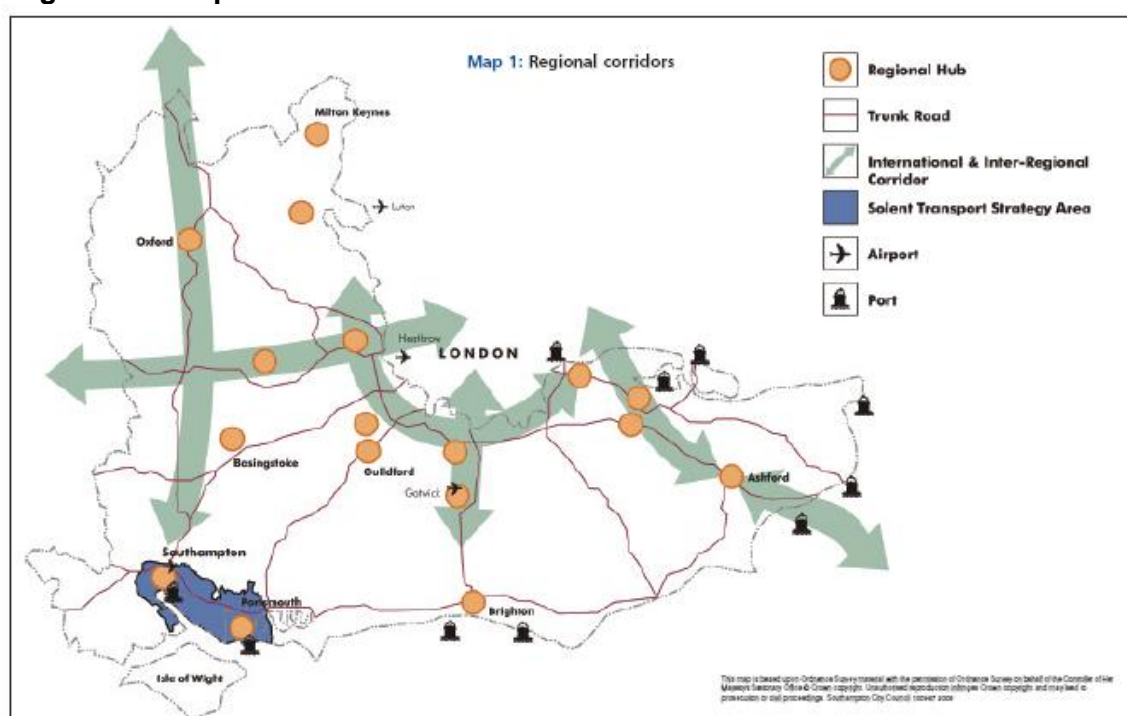
Source: Local Transport Plan 2 (2006)

4.6.3 In parallel with the development of the Local Development Framework, the City Council has developed the Local Transport Plan 2 (a statutory business plan for transport issues). It is important that these two documents support one another. For this reason, the Core Strategy incorporates an expression of transport aims linking land-use development with transportation.

Context: Transport in the 21st century

4.6.4 As a society, more of us travel more often and we travel further than ever before. Both our need and our desire to travel have been growing, alongside economic growth, for decades. For most people, this has been one of the most liberating features of the last generation, but it has come at a cost to the environment; and it is a cost that is increasing. If we are to retain the freedom and flexibility of travelling whenever and wherever we need, we will have to alter our approach to transport significantly during the period of this Plan.

4.6.5   These concerns are reflected across South Hampshire, the UK and Western Europe. If we want to see Southampton as a global city, we must adapt international and national initiatives and measures which seek a more sustainable transport network that meets the needs of the city.

4.6.6   Delivery of the LTP2 objectives requires a significant shift in the city's approach to travel within the urban area; there is a need for high-quality alternative transport services, providing a more viable and more sustainable future network. Dependency on the private car needs to be reduced to meet this aim.

City-wide transport issues

4.6.7   The following transport issues have been identified:

- Southampton has a number of lower density suburbs and out of centre amenities, shops and businesses that are isolated from the city, town and district centres and from some bus and rail arterial routes. As a result, it has become difficult for some people to walk, cycle or take public transport for their journeys.

- Even so, 65% of the land area of Southampton is within 400 metres of a bus stop served by over 10 buses per hour.

- Yet the number of people travelling by bus in the City has dropped from 26% in 1994-1996 to 24% in 2001-2004 (peak period).

- Residential parking is becoming a serious issue, with some areas unable to accommodate any private cars. More innovative methods of accommodating cars will be required alongside the use of restrictions.

- Further growth in road traffic will only worsen congestion problems and increase air pollution and noise, detracting from the quality of the urban environment.

- Car dependence deepens social exclusion and adds to pressures for less sustainable land-use patterns. It is also a contributory factor to lack of exercise and deteriorating health profile in the City.

- The LTP 2 has set a target of enabling 31% of journeys within the city to be undertaken by foot, bicycle or by public transport by 2010; this includes an increase in the use of cycling.

- Southampton is still a net importer of labour, with 47,000 daily trips in and 34,000 trips out. However, the proportion of out commuting has been increasing. There is a need to generate more employment within the city centre to improve the proximity of living and working.

- Accessibility to healthcare and educational facilities is deficient in some areas.

Q33. Do you agree that these are the citywide transport issues facing the City?

Strategic transport and communications issues

4.6.8   In a wider context, Southampton is identified as a regional transport hub with excellent road, rail, air and sea links across Southern England and within the immediate sub-region. There are however, four major strategic issues:

1.   Congestion on the region's roads is getting worse and the region's rail network is struggling to cope with increased demand. This is resulting in problems of overcrowding, congestion and reliability, particularly along the M27/M3 motorway corridors.

2.   To increase the economic competitiveness of Southampton, it is important to improve strategic transport and communication links. This must be undertaken in such a manner that the potential adverse environmental impacts are minimised.

3.   The proportion of people using public transport to travel to work in Southampton is low, at around 20%. The car is still the dominant travel mode, whilst commuting out of the city is increasing (from 23,000 per day in 1991 to 44,000 in 2001).

4.   Southampton has opportunities to utilise water transport that are currently not fulfilled.

Q34. Do you agree with that these are the strategic major transport issues facing the City?

Strategic Sub Regional Transport Context
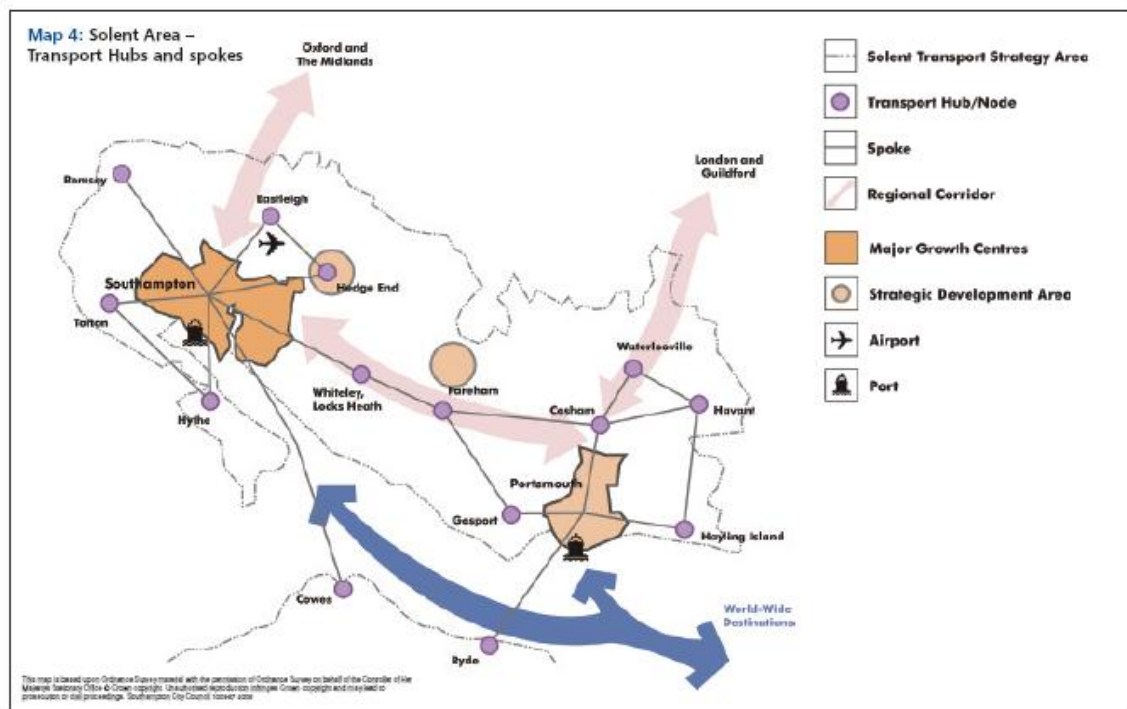
Source: LTP 2 (2006)

City-wide transport measures

4.6.9   The Local Transport Plan 2 proposes a range of integrated measures that relate to four thematic areas:

1. Accessibility;
2. Congestion;
3. Road safety; and
4. Air quality.

4.6.10 LTP2 puts forward twelve objectives. These objectives will be delivered at both a sub-regional and City level, through a structured transport approach of transport interventions entitled **'Reduce-Manage-Invest'**.

4.6.11 The LDF can support the Local Transport Plan in implementing a sustainable transport strategy by:

i)   Integrating land-use planning and transport planning as closely as possible, to provide the framework for genuinely sustainable neighbourhoods and urban centres;

ii)   Ensuring the integration of, and accessibility to, a comprehensive range of first class public transport services;

iii)   Integrating all forms of transport and creating a clear hierarchy based on the most sustainable options;

iv)   Developing routes within and between the network of centres within the city and the wider sub-region for modes of transport other than the car;

v)   Promoting the location and design of facilities to allow easy access to all sections of the community;

vi)   Supporting convenient interchanges between transport modes to also allow easy access;

vii)   Promoting the locations of enhanced central bus terminals, particularly to serve the expanding areas of the city;

viii)   Increasing the permeability of neighbourhoods, by reducing the barriers caused by busy roads and creating safer 'Home Zones';

ix)   Taking measures to reduce road congestion, including the implementation of state-of-the-art network management technology incorporating Bus and Toll lanes;

x)   Supporting demand management measures, including the minimisation of parking at locations which can be accessed by more sustainable forms of transport;

xi)   Ensuring that parking provision reflects the scale and travel needs of development, along with location and access to amenities and taking a balanced approach to commercial parking to ensure that business is encouraged to locate within the city centre;

xii)   Integrating parking restrictions with traffic management and enforcement, including specific area permit schemes;

xiii)   Requiring car clubs to be implemented, using the city council preferred car club operator, along with travel plans for new residential and commercial developments;

xiv)   Using spatial strategies to encourage the modal shift towards use of a high quality public transport network;

xv)   Promoting park and ride schemes as a way of reducing the traffic within the urban area and minimizing the need for car parks in the town centre;

xvi)   Implementing a gateways and approaches strategy to enhance the visual appearance of the city and create a network of boulevards along the major road corridors;

xvii) Implementing a strategy for developer contributions to implement the transport and public realm enhancements identified above, including broader citywide strategic contributions; and

xviii) Ensuring that the spatial strategy seeks methods to improve the environment in the Air Quality Management Areas.

Q35. Do you agree with the citywide transport options identified above?

Strategic transport and communications measures

4.6.12 The most sustainable strategic transport options would appear to be to improve bus, cycle and maritime links and to enhance rail services.

4.6.13 The LDF could support the Local Transport Plan 2 in implementing a strategic sustainable transport strategy by:

i)   Ensuring access to the Port of Southampton is maintained and enhanced via a range of transport modes including the necessary expansion of rail freight;

ii)   Seeking developer contributions to achieve a more sustainable transport network;

iii)   Lobbying for improvements in, and links to, the inter city rail network and station facilities, particularly a major redevelopment of Central Station;

iv)   Improving maritime transport links with the Isle of Wight and other South Hampshire destinations;

v)   Supporting local air services by improving access to Southampton International Airport and investing in airport improvements;

vi)   Ensuring that strategic sites and opportunities are protected to enable the potential for rail freight to be realised;

vii)   Enabling a renaissance in transport communications via the use of technology, advanced ticketing tools and mobility management techniques;

viii) Using a mixture of road charging and car park tariffs on a sub regional scale to encourage non-car based travel on busiest roads; and

ix)   Supporting the growth of Southampton Cruise terminals by improving access for passengers and improving public access.

Q36. Do you agree with the strategic transport options above?

Implementation Options

4.6.14 There are broadly three main ways that we can approach the future of transport in and around the City:

1. **Limited Intervention:** Continue broadly with previous policies and accept that, over time, congestion, noise and pollution will increase while the most vulnerable people in society will become increasingly isolated. There is a danger that this approach would not only lead to a progressive decline in the quality of life for all those living in and around the city, but would also harm the city's ability to function economically. Southampton might well become less attractive to existing and potential employers.

2. **Major New Investment:** We can try to build our way out of trouble by increasing road capacity and parking facilities dramatically. Previous experience in Southampton and elsewhere shows that, even if the

necessary funding and land resources were available, we would be unable to keep pace with increasing demand in this manner. The faster we build, the more we will chose to travel by car and the faster the congestion, pollution and severance problems will overtake us.
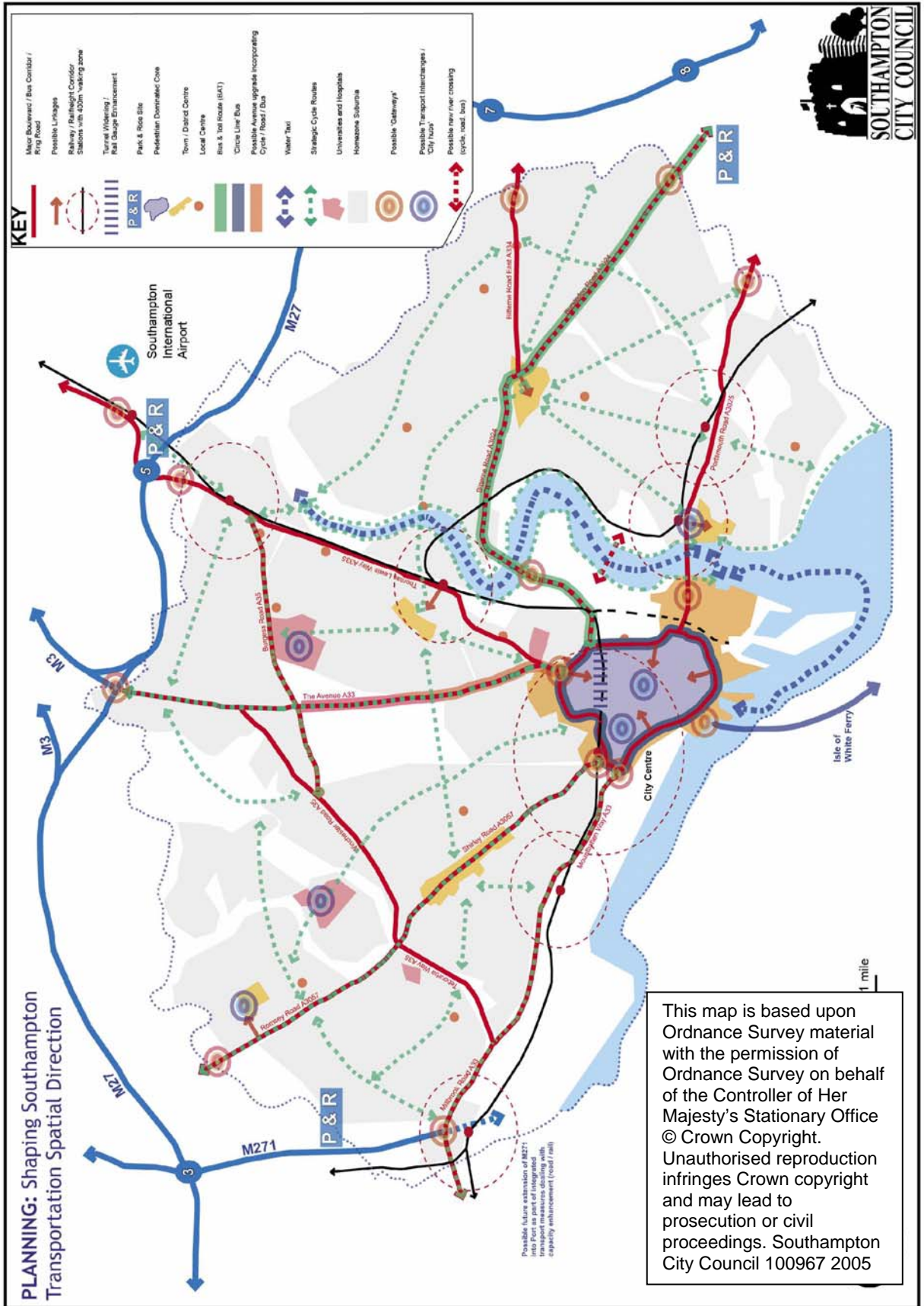
3. **Sustainable Strategies 'Monitor-Manage-Invest':** A further option is to follow a sustainable approach to transport, by implementing strategies which reduce the need to travel and promote modes of transport that are less damaging to the environment.

4.6.15 A sustainable approach involves integrating the whole spectrum of transport modes and welding them back into the city's neighbourhoods. Action is required across the network of urban centres and within the wider travel to work area, if Southampton is to become more sustainable. This is the approach that is both economically viable and environmentally and socially sound.

4.6.16 An indicative map of transportation initiatives is shown overleaf.

Q37. What approach should we take to transport in the future?

Q38. Do you agree with the approaches shown by the transport map overleaf?

PLANNING: Shaping Southampton
Transportation Spatial Direction

KEY

- Major Boulevard / Bus Corridor / Ring Road
- Possible Linkages
- Railway / Rail/freight Corridor Stations with 400m 'walking zone'
- Tunnel Widening / Rail Gauge Enhancement
- Park & Ride Site
- Pedestrian Dominated Core
- Town / District Centre
- Local Centre
- Bus & Toll Route (BAT)
- 'Circle Line' Bus
- Possible Avenue upgrade incorporating Cycle / Road / Bus
- Water Taxi
- Strategic Cycle Routes
- Universities and Hospitals
- Homezone Suburbia
- Possible 'Gateways'
- Possible Transport Interchanges / 'City hubs'
- Possible new river crossing (cycle, road, bus)

Southampton International Airport

M27
M3
M271
M3

P & R
P & R
P & R
P & R

City Centre

Isle of White Ferry

Rothervie Road East A334
Portswood Road A3024
Burgess Road A35
Thornhill Lewes Way A335
The Avenue A33
SW West railworks
Shirley Road A3057
Nottingham Road A33
Romsey Road A3057
WW West railworks
Millbrook Road A33

Possible future extension of M271 into Port as part of integrated transport measures dealing with capacity enhancement (road / rail)
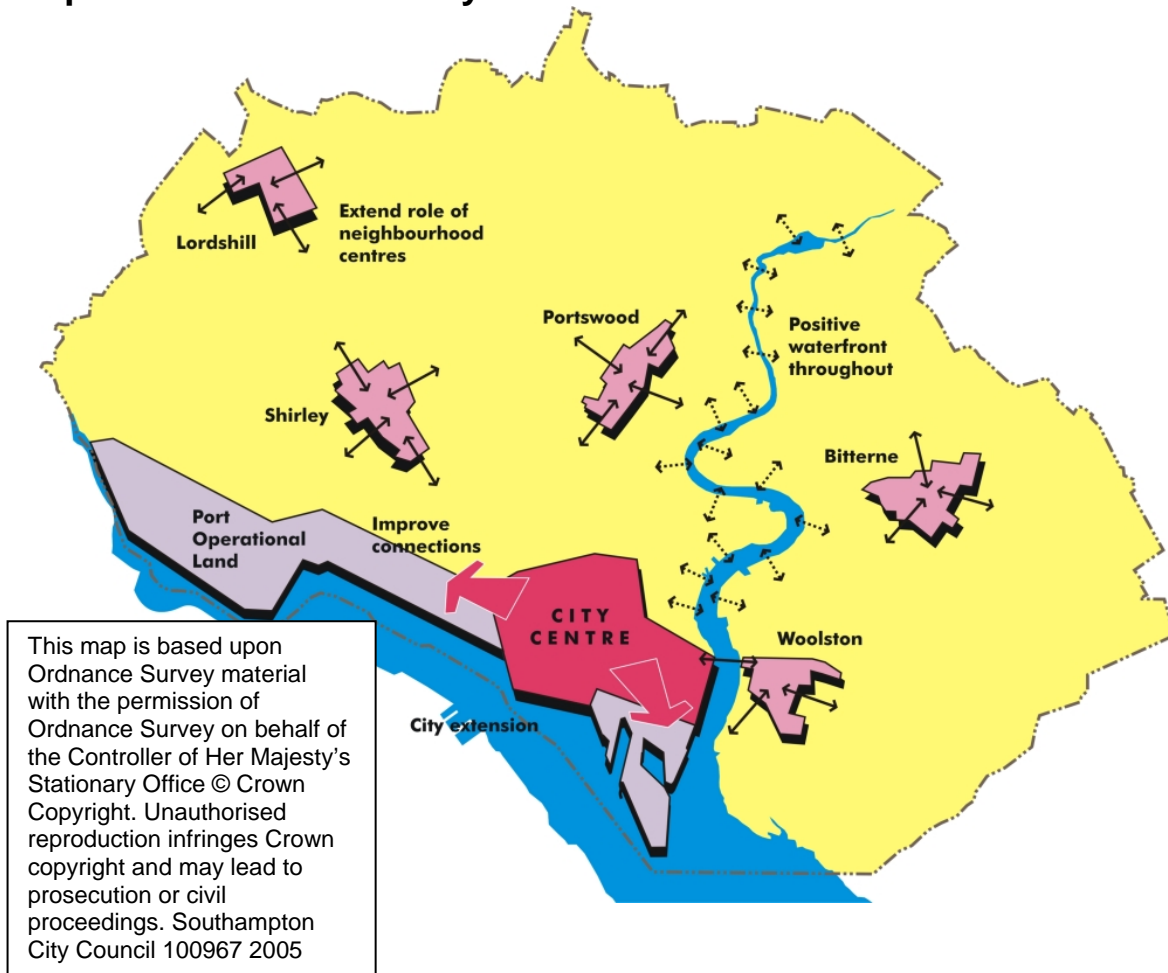
1 mile

SOUTHAMPTON CITY COUNCIL

5 Core Strategy: Spatial Framework

5.1 Spatial Framework: Overview

5.1.1 This section considers the following geographical areas within the City:

- City Centre;
- Employment Areas;
- Neighbourhoods;
- Waterfront; and
- Open Space Network.

Spatial Framework – Key Connections

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5.2 City Centre

5.2.1   Southampton city centre is the focus for people and activity in the region. The main shopping street, Above Bar, is buzzing with people through the day. The West Quay Shopping Centre hosts top retail names and is anchored by John Lewis and Marks and Spencer. Major private sector employers in the city centre include Skandia Life, HSBC and Carnival. Entertainment ranges from the Mayflower Theatre to multiplex cinemas and galleries, as well as the restaurants and bars of Oxford Street and the Ocean Village marina. The number of new apartments has increased in recent years as city centre living has become more popular.

5.2.2   The city centre also forms the focus for community activities, including varied places of worship and community festivals. Areas such as the High Street and Bedford Place form cultural centres with a vibrant night time economy. However, the mix and diversity of late night uses is becoming an issue in some parts of the city.

5.2.3   The city centre has a relatively weak physical identity. This is a result of war damage and the imperative to quickly rebuild. However, the City is undergoing a renaissance and there is great potential to recreate a distinctive sense of place. The city centre already enjoys the presence of the mediaeval Bargate, a historic street pattern and town walls. It benefits from fine Victorian Parks and a distinctive civic centre. Above all, central Southampton has a great opportunity to reconnect to its waterfront: opening up sights of the great cruise liners, the comings and goings of a major port, and a sense of excitement along the waterfront. Southampton is a European city; its maritime standing provides a sense of pride and connection with the wider world.

5.2.4   Southampton city centre is highly accessible, particularly by environmentally sustainable forms of transport. Many people live in and around the centre. A comprehensive citywide bus network operates from the city centre. From beyond, trains arrive from many major cities and towns around Southampton. For many, the main roads leading to the city centre car parks also provide a means of arrival. People need to be able to move easily, safely and comfortably around the city centre once they are there.

5.2.5   Southampton's strategy is to: expand and broaden the city centres' shopping, leisure and cultural facilities; attract more major office-based businesses; develop the city's maritime identity; and to enhance the transport network in an efficient and environmentally sustainable way.

5.2.6   An indicative map showing key city centre connections and themes is provided overleaf.

5.2.7   National and regional planning policies support the location of further major retail, leisure and office development in the city centre, and careful control over future out-of-centre development, in order to:

1. Retain the city centre's status, vibrancy and image as a leading regional centre;
2. Support the future vitality of the city centre with further investment in varied amenities, shops and facilities;

3. Focus some of the planned economic growth for urban South Hampshire within the city;
4. Preserve and enhance the city centre's heritage and promote a distinctive sense of place;
5. Provide accessible opportunities to deprived communities within the city; and
6. Reduce the need to travel, particularly by car.

5.2.8   The Core Strategy will determine the general scale and broad location of major commercial growth within the city centre. A City Centre Area Action Plan will be developed to set out plans for the existing and expanded city centre in more detail, including other significant opportunities for redevelopment and improvement.

5.2.9   There are a number of sites within the city centre where there is a reasonable to strong likelihood that development will occur in the next few years:

- Northern Above Bar – cultural quarter
- North/South spine – street scene transformation
- West Quay 3 – city plaza; multiplex cinema; bars and restaurants; office development and arena
- Pirelli site – bulky goods retail or office development
- Mayflower Plaza – office, residential and cultural
- Lower High Street – mixed use including a heritage centre

A review is also being undertaken of the potential for a significant redevelopment in the Royal Pier area (albeit smaller than originally proposed) which could include a regional casino, for which the Council has made a bid.

The Scale of Further Growth

Q39. Should Southampton aim for major growth in its city centre?

5.2.10 Issues to consider include the following:

i)   Southampton's economic well-being depends on its continued status as a leading regional centre;
ii)   Other major centres in South Hampshire, and in other parts of the south-east, are investing in rapid expansion;
iii) If the city centre does not accommodate development needs, there would be pressure to locate further development in out-of-town locations;
iv)   Southampton presents outstanding physical opportunities to create major commercial visitor / customer attractions in the heart of the city, adjacent to a major public transport interchange;
v)   Further commercial growth would require investment in improved public transport services and park and ride facilities;
vi)   A range of community facilities are needed in central Southampton, as well as new commercial activities (e.g. schools and health facilities);

Types of Land Uses

5.2.11 The Partnership for Urban South Hampshire (PUSH) commissioned DTZ to undertake a study of the needs and opportunities for city and town centre uses between 2005/06 and 2026. This projects the need for major city centre growth of this period as follows:
- about a 50% increase in shopping space;

- about a 50% increase in office floor space; and
- requirements for major new leisure and cultural facilities.

Q40. In general terms, do you agree with this? What facilities are missing in the city centre which you would like to see?

5.2.12 The following two sections consider these future requirements in more detail.

Retail – Comparison Goods

5.2.13 Comparison goods are goods generally not purchased on a daily or weekly basis. They are non-food goods (including clothes, books, DVDs, jewellery, etc). The DTZ study considers that there is a need for about 100 to 160 thousand square metres of comparison retail floorspace in Southampton city centre between 2006 and 2026. This is roughly a 50% increase on the existing floorspace in the city centre of 250 thousand square metres. This assessment is based, in part, on projections of population, expenditure, and the performance of existing stores.

5.2.14 Southampton takes a significant share of South Hampshire's retail trade at the moment. DTZ's key policy assumption is that Southampton's future development needs are based on taking a share of the projected expenditure growth which is in line with its existing share of trade. This contributes to the following shares of retail development:

DTZ's Projected Share of Comparison Retail Development Needs, 2006 - 2026

Centre	% of Development Needs
Southampton	31
Portsmouth	13
South Hampshire's town centres	2 - 6 each
Other potential town centre retailing*	37

*Source: DTZ * - Includes expenditure which currently goes "out-of-centre" or to local centres.*

5.2.15 If Southampton's projected future retail development were reduced:

- There would be a shift from Southampton to Portsmouth, so that the two cities take a more equal share of sub-regional retail development in the future. Portsmouth's share of expenditure will increase when the effect of Gunwharf Quays and the proposed Northern Quarter development are factored in.
- There may be some additional growth capacity for smaller centres around Southampton to grow more (Such as Totton, Romsey, Eastleigh and, within the city, centres like Shirley and Portswood).
- However, major retailers, if they cannot achieve future investment in Southampton, are likely to see other major regional centres as alternative destinations, rather than smaller centres. These could include existing or expanded out-of town destinations, such as Hedge End.

5.2.16 If Southampton's projected future retail development were increased:
- A higher proportion of future commercial development would be directed towards established major centres, rather than the expansion or creation of new centres in out-of-town locations.
- There would be scope to reduce the leakage of retail and leisure spending from the South Hampshire population to destinations outside the sub-region. DTZ assume that this accounts for 20% of expenditure. DTZ also assume that 15% of expenditure planned for in Southampton city centre will come from outside South Hampshire.

Q41. *Are the projected comparison retail development needs for Southampton (100 to 160 thousand sq m) about right?*

Q42. *What changes in shopping, offices and other facilities should we encourage in the city centre?*

Retail - Convenience Goods

5.2.17 Convenience goods are those purchased on a frequent basis, including food and drink. Southampton City and Eastleigh Borough Councils commissioned DTZ to undertake further work in this area. Early results project some (much more modest) growth requirements for convenience shopping.

Office Development

5.2.18 The DTZ study suggests that Southampton city centre should plan to accommodate about 250 to 310 thousand square metres of new office development in the period to 2026. Southampton city centre currently has about 500 thousand square metres of office development.

5.2.19 This is based on the following assumptions:
- Economic forecasts which suggest that office based sectors will account for about 70% of new employment.
- Continuation of office development in out-of-centre locations, whilst such sites remain available, with only 25% of office development taking place in established centres.
- By 2026, 90% of office development taking place in city centres, given the strong policy steer to put offices in city centres.
- About 50% of office development in South Hampshire's city and town centres will occur in Southampton city centre.

5.2.20 Additional issues to consider include the following:
i) Will new office development be attracted to South Hampshire's city and town centres, once existing out-of-centre sites are developed? To what extent will office development locate outside the region instead?
ii) Will the planning system be successful in restricting further out-of-centre office development, once the large stock of existing permissions on greenfield sites has expired?
iii) How can South Hampshire's city and town centres, including Southampton, become more attractive locations for office development?
iv) Is there realistic potential for other South Hampshire centres to share in the demand for office floorspace in future?
v) Some new office development will be accommodated in the two proposed strategic development areas, outside of Southampton and Portsmouth, as identified in South East Plan?

Leisure, Cultural and Tourist Facilities

5.2.21 Leisure and cultural facilities represent a growing sector of the economy.

5.2.22 The DTZ strategy recognises the City Council's aspirations for:

- A multi purpose events arena / conference facility;
- A cultural quarter; and
- Possibly, a regional casino.

    They also suggest, in addition, a potential requirement for:

- Investment in the city centre's library, museums and galleries;
- Around 21 to 48 thousand sq m of new cafes, bars and restaurants;
- A major new tourist destination; and
- A major new leisure park in South Hampshire.

5.2.23 Issues to consider include the following:

  i)   The economic well-being of the two cities of Southampton and Portsmouth relies on them remaining major regional centres for leisure, cultural and tourism.
  ii) Do you think there are any facilities lacking in the city centre at the moment?
  iii) Do you think there needs to be a broader range of leisure facilities for a wider range of people?
  iv) Do you think any expansion of the city centre should include such leisure attractions alongside more shops?
  v)   What would encourage you to make more use of the existing leisure and cultural attractions in Southampton?

Q44. Do you support the need for more leisure, cultural and tourist facilities in Southampton city centre?

City Centre Boundary

5.2.24 The adopted Local Plan Review identifies the current city centre boundary and within this a primary shopping area (the existing shopping area within which new shopping development should initially be focussed).

5.2.25 In the long term to 2026, if new city centre retail and commercial development cannot be accommodated by redevelopments within the existing primary shopping area, there may be a requirement to expand the primary shopping area and the city centre boundary.

5.2.26 The City Council considers that there are a number of assets around the existing shopping area which restrict its expansion in some directions:
- to the north and north east: the parks, civic centre and proposed cultural quarter;
- to the east: residential areas; and
- to the south: the Old Town.

5.2.27 Ocean Village is already being redeveloped to provide a mix of residential and leisure uses, in addition to the existing office stock. Nearby, Oxford Street is a bustling historic street with bars and restaurants. They do not have the capacity to absorb major new development. They combine to form a leisure / waterfront destination in their own right. They are too far from the existing shopping area and from most public transport facilities to be suitable for a major expansion in city centre commercial activity.

5.2.28 This leaves one direction for major expansion of city centre commercial uses: the general area west of West Quay shopping centre.

5.2.29 Issues to consider regarding potential city centre expansion to the west of West Quay shopping centre include the following:

i) The area is primarily in one freehold/long leasehold ownership, so would be easier to redevelop. It is expected to become available for redevelopment in future years within the period of the Core Strategy, once the demand for more retailing builds up.
ii) The area offers the potential to connect new city centre development to the waterfront, initially in the Mayflower Park/Royal Pier area. In the long term, city centre expansion in this area has the potential to connect with a cruise line terminal, should the port choose to facilitate this. This would open up the city centre to views of famous cruise ships and could create a distinctive city centre destination. Such plans could only be achieved if compatible with the port's operations.
iii) The expansion would integrate with the existing Leisure World complex and hotels.
iv) The area would integrate with Southampton Central station, both as existing and as proposed to be redeveloped.
v) The area would link with ideas for a new bus interchange at Castle Way.
vi) The area is afforded good road access from outside the city via Millbrook Road East and its motorway connections.

5.2.30 Further issues relating to the future expansion of the city centre include the following:

i) What mix of retail, office and leisure uses is required in the city centre?
ii) How much scope is there for additional residential development in the city centre?
iii) In broad terms, when should development commence?
iv) How will the expanded city centre physically connect to the existing area?
v) How can new development create a positive sense of identity for the city and develop its heritage?

Q45. *Is the area to the west of West Quay an appropriate location for future expansion of the primary shopping area of the city centre?*

Q46. *If this option were to be pursued, how can the city centre expand so as to complement rather than detract from its existing commercial strengths?*

5.2.31 The existing city centre boundary is expected to remain as presently defined in the Local Plan Review, save for adjustments to take account of any expansion as discussed above. This area incorporates most of the main destinations, commercial facilities, civic spaces, mixed use areas and transport interchanges in central Southampton.

Q47. Is this the right approach for defining the city centre boundary?

5.2.32 The City Centre Action Plan will address key issues within the whole of this area, for example:
- enhancement of the city's identity through positive design;
- identification of areas suitable for redevelopment;
- linkages to new developments;
- relationships with the parks, the waterfront and the Old Town;
- linkages with areas on the edge of the city centre, including the Woolston Riverside development;
- movement around the city centre, including the creation of a pedestrian friendly environment and effective transport management;
- creation of successful residential communities within parts of the central area, including supporting infrastructure; and
- proposals for the High Street, East Street and Northern Above Bar to ensure that they maintain their city centre role and focus.

5.2.33 There will be an opportunity for involvement in these more detailed issues, once the City Centre Area Action Plan process gets under way.

Out of Centre Development

5.2.34 Government policy sets clear tests to assess and control out of centre development and these will be followed through in the Core Strategy. The Council will continue to support investment in the established commercial centres within the city, particularly the city centre, and to resist out-of-centre proposals for retail, leisure and office uses. The Council will also consider, particularly at the planning application stage, the impact on existing centres of any proposals in other locations. Any initial views on these issues are welcome.

# The Potential Spatial Direction of the City Centre
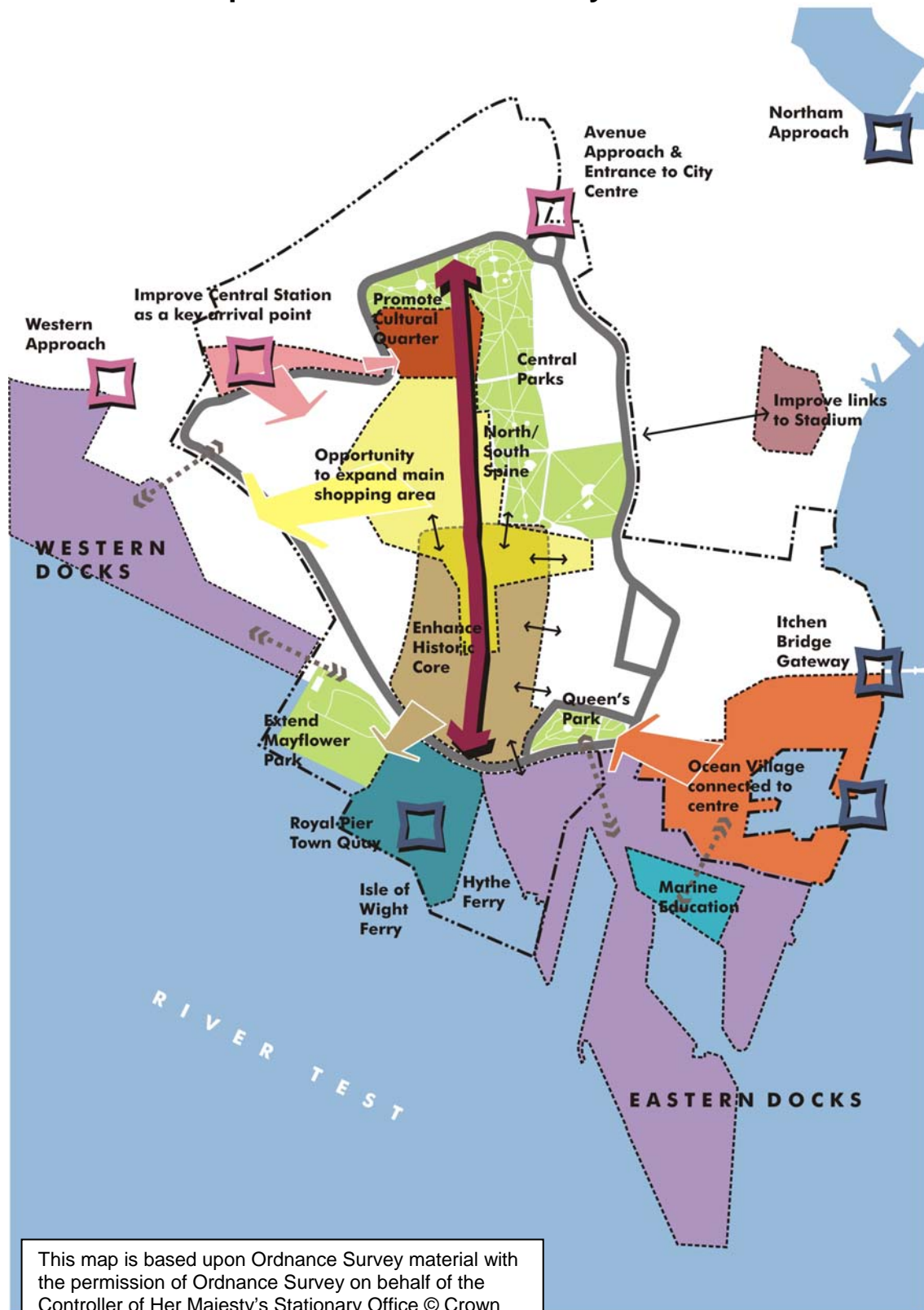
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5.3 Employment Areas

5.3.1 The Core Strategy should identify the broad scale and location of major new employment development. The general approach to safeguarding employment land and promoting higher value employment development will also be set out. However, the Site Allocations DPD will create site specific policies on these issues. The intention is to include city wide policies on the provision of training and business centres in the core strategy.

Key Existing Employment areas and infrastructure
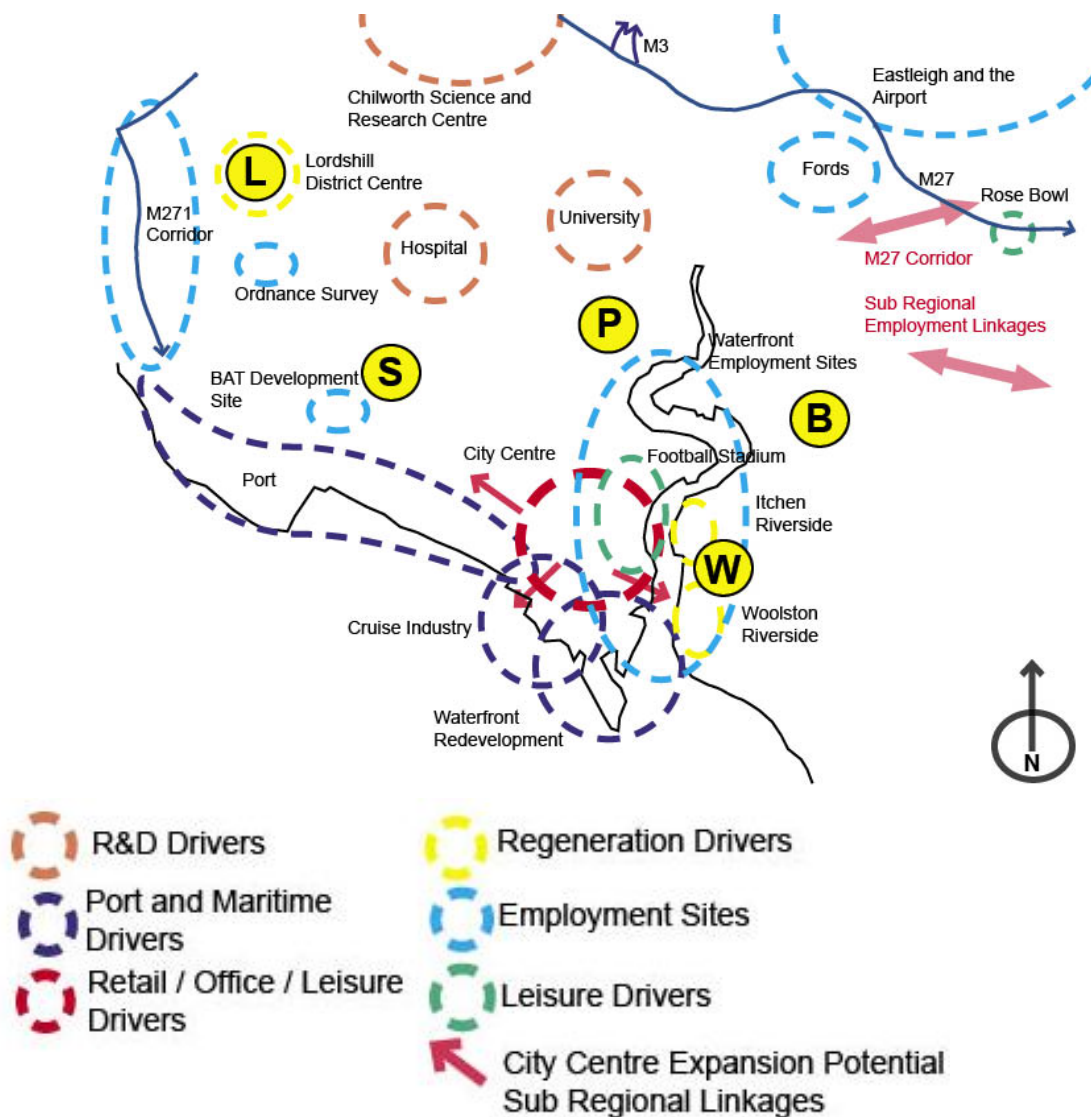
Employment Land Supply

5.3.2   The current evidence underpinning this section is the South Hampshire Strategy's Background Report on Employment Land (Dec 2005) and the Southampton and Eastleigh Employment Land Review (April 2006).

5.3.3   The South Hampshire strategy aims to increase productivity by 2.3% per annum and to increase output (gross value added) from around 2.75% today to 3.5% by 2026. This will require a wide range of actions.

5.3.4   There is a need to provide about 1.1 million square metres of new office, industrial and warehouse development in Southampton's wider city-region between 2006 and 2026.

5.3.5   The strategy makes provision for nearly 0.4 million square metres of floorspace on new greenfield sites. The aim is that the remaining 0.7 million square metres of floorspace would be provided within urban areas. This is based on the estimated capacity of identified urban sites, both in Southampton and within the opportunity for major employment development east of Eastleigh. These figures assume that there is no loss of existing employment floorspace.

5.3.6   The Southampton and Eastleigh Employment Land Review states that in the last 5 to 6 years in Southampton:
*   there has been a 17% increase in the total office and industrial floorspace stock; and
*   the proportion of this stock which is vacant has declined from 9% to 6% (3% lower than the South East average).

5.3.7   Overall, in both Eastleigh and Southampton:
*   The long term trend in gross completions has fallen steadily in the last 15 years. There has also been a substantial gross loss of employment floorspace on particular sites.
*   In general property agents believe that there is currently insufficient space available to meet demands, especially for small modern industrial and office units and large sites for open storage (relating to the docks).
*   Southampton's floorspace stock is relatively old: only 25% has been built since 1980, compared to 33% across the South East and 38% in Eastleigh.
*   Only some sites are capable of development in the immediate future. In Southampton, of 49 sites identified by the planning system only 13 are under construction, immediately available, or hold only minor obstacles to development. The other sites have more significant constraints (e.g. planning/highway issues, funding, land contamination, land release), although some of these sites could be developed in the medium term.

5.3.8   The City Council view at this stage is that there is a shortage of sites in the immediate term. In the next few years (say 2008-2013) this will improve and increasingly in the long term needs will rise again in line with South Hampshire Strategy objectives. Some sites involve the redevelopment of existing employment areas, which limits the amount of new floorspace which will be provided. In the wider city region, one of the major employment opportunities (East of Eastleigh) is dependent on the construction of a major new road: the Chickenhall Lane Link Road.

5.3.9　In general, the evidence suggests that demand is holding up and that supply is limited; many of the identified development sites will not deliver additional space quickly. Over the long term there is a major need to retain and provide new employment space in the urban area. Since there are few opportunities to identify new employment sites in the city, this points towards a strong policy of safeguarding employment land in Southampton.

5.3.10　In addition, there needs to be a balance between housing and employment in the city, to minimise growth in commuting. If current growth trends are to be abated, there will be a need to safeguard employment land in the city.

5.3.11　The Southampton and Eastleigh employment land study is to be expanded to comply with Government good practice guidance and to assess individual employment sites in further detail.

5.3.12　Against this context, a number of options need to be considered:

- Continue to safeguard all sites for employment use.
- Continue to safeguard all sites except those which are clearly unlikely to be commercially viable for employment use in the long term.
- Continue to safeguard most sites, but promote a plan-led redevelopment of a small number of sites where this secures wider planning objectives (even if these sites are viable for employment use).
- Wider objectives might include: promoting positive regeneration; enhancing residential amenity; promoting high density development in accessible locations; and meeting some of the pressing housing needs in the city.

Q48. How should we address employment sites safeguarded in the Local Plan Review?

5.4 Neighbourhoods

5.4.1   High quality local neighbourhoods are a foundation for our everyday lives. Creating and maintaining a high quality neighbourhood requires a range of actions from a wide range of agencies, engaging with the commitment of local people of all ages.

5.4.2   Spatial planning has an important role to play in terms of creating more sustainable patterns of living, a better quality residential environment with access to a range of services, amenities and community facilities. A successful spatial strategy should not only ensure that new development contributes towards these aims but also to take a broader longer term view on how the city suburbs can be made more sustainable.

5.4.3   Good neighbourhoods need a centre; to be destinations with a sense of their own identity. At a local level this could include: a parade of shops; a post office; pub; place of worship; doctor's surgery; chemist; library; school; playground; and facilities for young people. Larger neighbourhood centres may be classed as town or district centres.

5.4.4   Southampton has five of these larger centres, at Shirley, Lordshill, Portswood, Bitterne and Woolston. Each of these has a range of facilities and assets, although Woolston will benefit from the economic impetus of the Woolston Riverside redevelopment. Lordshill, developed in the 1960s/70s, would also benefit from a redevelopment to create a better environment.

5.4.5   At a broader level community facilities include the city's hospitals, colleges and schools.

What sorts of services are in a good community centre?
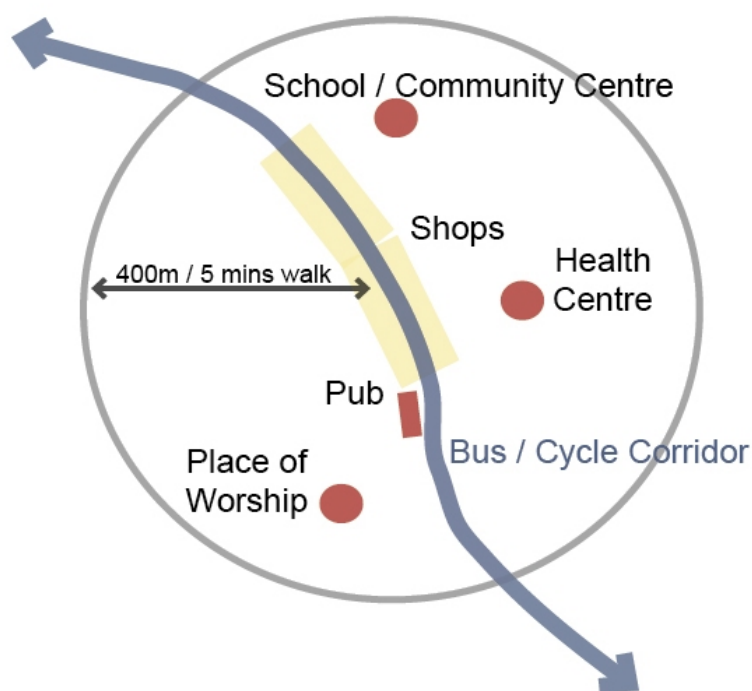
5.4.6 A good neighbourhood centre needs a safe and attractive environment for all people: this is particularly an issue for the smaller centres. Crime or fear of crime significantly undermines the quality of people's lives, including young people who are the most often affected. This strategy will re-enforce the efforts of local people and the police by promoting safe designs and environments; and contribute to a city that offers more hope for people who feel excluded.

5.4.7 Delivery of more sustainable neighbourhoods will address a number of key themes:

- Enjoyment of healthier lifestyles in greener, more attractive environments;
- Reduction of carbon emissions from households and improved energy efficiency or local provision of energy needs;
- Access to local amenities such as hospitals, schools and leisure or community facilities using alternatives to the car;
- Access to local shops for everyday needs;
- Reinforced pride in the community, installing a sense of place and vibrancy and involving people in their communities;
- Safer communities, free from crime and intimidation; and
- Homes fit for the 21st century which are well designed, more sustainable and adaptable for changing lifestyles.

Q49. Do you agree that it is necessary to prioritise the themes raised above, to deliver sustainable neighbourhoods?

Southampton's Current Neighbourhoods

5.4.8 The way that Southampton has developed in the past has led to the creation of some lower density suburbs; out of centre amenities, shops and businesses that are isolated from the local and district centres. Some areas lack necessary facilities such as shops, public houses, community centres, health centres and high quality open spaces. This forces people to travel further than they need to access these facilities. This disadvantages lower income groups, undermines local places and increases car dependence for many people.

5.4.9 Some of the city's neighbourhoods have merged into one another, losing urban form and character. The Core Strategy provides an opportunity to redefine the city's suburbs, placing greater emphasis on residential urban design and the requirement to emphasise localism.

Residential Environments

5.4.10 The residential environments of Southampton provide the homes and immediate environments for the city's residents. New residential development and a broader mix of homes can meet housing needs and provide an impetus to suburbs. Housing is discussed in detail in section 4.5.

5.4.11 In many neighbourhoods, pressure from increased requirements for residential parking is a major issue. In other areas, residents may seek some public improvements, for example the use of traffic calming schemes or tree planting. Some residential areas experience challenging issues, such as the need to: increase employment and educational attainment; support people to develop and realise their skills in the workplace; or address issues of crime or other anti-social behaviour.

Neighbourhoods Centres

5.4.12 Delivering the necessary local infrastructure for the suburbs is fundamental to a successful spatial strategy. Investment in the network of neighbourhood centres is needed, perhaps using Business Improvement Districts (BIDs) in some cases; these are non political, non profit organisations set up within centres to manage and improve the local environment.

5.4.13 Shirley is currently designated a town centre, whilst Portswood, Bitterne, Woolston and Lordshill are currently designated as district centres. These centres provide for a large proportion of daily needs. They have a good range of shops including medium sized superstores; some convenience shops (e.g. butchers, grocers, newsagents, banks, chemists, etc); and a more limited range of clothing and other non-food shops (generally in the 'value' sector). These centres are generally trading reasonably well, although Woolston has suffered following the closure of the shipyard and Lordshill has a poor urban environment. Each centre faces competition from out-of-centre stores (particularly food stores) and from the city centre (particularly for non – convenience shopping).

5.4.14 There are a range of smaller local centres in Southampton, with shops typically in the convenience sector. These centres are important in offering their immediate neighbourhoods ready access to day to day shopping and community facilities.

5.4.15 Government planning policy and Southampton's Community Strategy recognise that local day to day needs should be met locally. The service role of each centre (and the vibrancy of larger centres) should be supported and the scale of new commercial development should be appropriate to the function of that centre. All these centres have a role to play in offering facilities within easy reach of less mobile residents. This includes those who do not have access to a car, the elderly and people with young children.

5.4.16 The City Council considers that the role of neighbourhood centres should continue to develop, creating a strong local destination and identity. In addition, promoting development which locates more people close to district centres will both support those centres and improve accessibility (by putting people within reach of facilities and public transport).

5.4.17 The Core Strategy will identify the overall role of each centre. It will also identify any major gaps in provision. For example, some parts of the city are not currently served by an accessible local or district centre.

5.4.18 The Council is also considering the concept of community hubs. The Council provides neighbourhood services from a wide range of buildings, including sports centres, community centres, libraries and schools. The community hubs concept will consider over the long term how to consolidate this provision in a network of modern, accessible neighbourhood hubs of facilities and services. It will be appropriate to consider whether these hubs can or should be co-located in neighbourhood and local centres.

5.4.19 The future Development Control DPD will identify more detailed policies for each centre.

5.4.20 Against this context, the following options are presented for consideration:

- Each centre should develop its sense of identity through design and environmental improvements.
- Each centre should maintain or enhance its current range and scale of commercial facilities.
- Detailed appraisal is required to evaluate gaps in provision in specific local centres and to identify which centres or locations are suitable for community hubs.
- Higher density development should be promoted in the five town and district centres, to enhance their commercial potential.
- There is scope for investment in new local shops and facilities in association with new development in selected areas.
- It may be appropriate to safeguard some local centres, pubs and other facilities outside of town / district / local centres, where they serve areas which are inaccessible from designated centres.
- Lordshill would benefit from a comprehensive redevelopment to improve its design quality and form a community hub.
- Continued investment in the street environment and community safety of these centres is appropriate. New developments and redevelopments should help fund this.

Q50. Do you agree with these options for the enhancement of the network of neighbourhood centres?

Education

5.4.21 All of the city's schools are within or close to the neighbourhoods. As part of the Educational Futures programme, the City Council is reviewing secondary education provision. The spatial planning implications will involve the future use of land presently used by schools, in some cases. Within the neighbourhoods this involves issues of schools as community facilities and local open space and leisure provision.

Options for Neighbourhoods

5.4.22 There are three main approaches that could be taken to the suburbs:

1. **Little intervention:** Protecting the status quo and discouraging significant new development in the city suburbs.

2. **Modest intervention:** Continue broadly with previous policies that encourage growth in suburban areas of further housing at varying degrees of density on a case by case basis. Accept that in certain places community facilities and local amenities may be lost.

3. **Positive plan-led change:** Implement strategies which follow a plan-led approach to neighbourhoods. Define their location and role and ensure that each neighbourhood area has a sufficient and vibrant mix of homes, amenities, services, shops and community facilities.

5.4.23 A sustainable approach involves planning for and defining the city's neighbourhoods and applying a positive plan-led community approach to creating vibrant, successful and inspiring places to live. The strategy should support the network of neighbourhood centres (town, district and local centres) and seek to protect and enhance the range of community and recreational facilities and should recognise the role that can be played by

local people by enabling them to influence the development and management of their neighbourhoods.

5.4.24 In summary, the LDF can implement a strategy for sustainable neighbourhoods by:

- Creating a sustainable built form that incorporates a range of neighbourhood facilities serviced by an integrated public transport system;
- Transforming neighbourhoods so that environmental sustainability is improved;
- Ensuring that neighbourhoods support improvements to local health and education provision, allowing for excellent access to these facilities;
- Reviewing residential parking requirements in new developments;
- Creating a high quality, attractive and safe urban environment that reflects local communities contributing toward a sense of place;
- Enhancing social and economic conditions and access to employment;
- Enhancing biodiversity, the natural environment and access to open space and outdoor recreation; and
- Developing variety and diversity, including homes for all ages and needs.

Q51. Do you agree with these objectives for neighbourhoods?

Regeneration and Renewal

5.4.25 The Core Strategy will focus on delivering the 2006 Local Neighbourhood Renewal Strategy (Closing the Gap), which provides a broad framework for long term investment in housing renewal.

5.4.26 The 2004 Index of Multiple Deprivation showed that the city had made progress since 2002 and had been improving in the ranking of cities experiencing disadvantage. The updated statistics however, confirm that there are still pockets of disadvantage in the city and it is still prevalent in the same eleven Priority Neighbourhoods that were identified by Southampton Partnership in the Local Neighbourhood Renewal Strategy in 2002. Attention still needs to be focused in these areas, namely:

- Bevois and Bargate;
- Freemantle and Polygon;
- Portswood and St Denys;
- Flowers Roads, Hampton Park and Mansbridge;
- Townhill Park;
- Harefield;
- Lordshill;
- Shirley Estate;
- Weston;
- Thornhill; and
- Outer Shirley.

5.4.27 Of these, three areas have benefited from large regeneration programmes (Bevois and Bargate, Thornhill and Outer Shirley) and four areas are benefiting from other programmes designed to meet the similar objectives (for example Sure Start Children's Centres programmes in Central, Weston, Outer Shirley and Swaythling).

5.4.28 Successfully tackling deprivation is complex. Individual causes can have wide repercussions across a variety of symptoms and can be self-reinforcing. For example: low educational attainment has a significant impact on employability and income levels; and poor housing has an impact on health. Poor health is one of the reasons that people are not working; a poorly designed, rundown environment reinforces negative attitudes and can encourage crime.

5.4.29 Government advice emphasises that deprivation needs to be tackled across several areas at once:
- To revitalise local economies by tackling unemployment and economic activity (critical for success);
- To stabilise communities, improve housing and local environment; and
- To improve the performance of health and education services and delivery of targeted support to deprived areas.

5.4.30 The Government's Neighbourhood Renewal Strategy, launched in 2001, set out the clear vision that within 10 – 20 years, no one should be seriously disadvantaged by where they live. The aim is to create sustainable communities where people want to live, not leave. The National Strategy for Neighbourhood Renewal identifies two long-term goals:
- To improve outcomes on worklessness, crime, health, skills, housing and the physical environment, and
- To narrow the gap between the poorest neighbourhoods in England and the rest of the country.

5.4.31 The LNRS has a focus on educational attainment and employability and it will be complemented by actions in the:
- Health and Wellbeing Strategy, including reducing health inequalities in the Priority Neighbourhoods;
- City Safety Strategy, including crime reduction in the Priority Neighbourhoods; and
- Improvements to services which will benefit all aspects including the physical environment.

The priorities in the LNRS are:
    Priority 1
    Support and ensure delivery of the:
- Thornhill Plus You Delivery plan
- Outer Shirley Delivery Plan
- Bevois and Bargate Action Plan, led by a dedicated Task Force and
- Specific action plans for the other Priority Neighbourhoods

    Priority 2
Focus on improving educational attainment and employability, thus enabling people from Priority Neighbourhoods to contribute to and share in the city's economic prosperity

    Priority 3
Commit to using mainstream resources to achieve the necessary improvements in floor targets in the Priority Neighbourhoods

    Priority 4
Ensure the Southampton Partnership develops effective ways to lead, manage and monitor how we are "closing the gap"

    Priority 5
Developing the neighbourhood management agenda.

5.4.32 The South East Plan refers to the role of Neighbourhood Management Plans which identify areas of urban renewal. These could be adopted as part of the Core Strategy process as indicated by Priority 5 of the LNRS.

5.4.33 The delivery of the priorities and objectives relies on public, private and voluntary agencies working with local people. In particular it is important to support the development of strong, sustainable and vibrant communities who can take positive actions. In this youth workers, community development workers and other outreach workers play a critical role.

5.4.34 Now that large scale Government funding for area based regeneration is coming to an end, all public sector organisations will need to mainstream their resources, or 'bend the spend' towards Priority Neighbourhoods. This will mean that agencies will have to give greater emphasis to and commit more resources in the eleven Priority Neighbourhoods in order to reduce the gap in outcomes experienced by people who live in these neighbourhoods.

5.4.35 The funding framework for neighbourhood renewal is complex. All agencies need to support the principles and be aware of opportunities to realise its aspirations. Of increasing importance are the opportunities afforded by major physical regeneration and development projects in the city. We must ensure that physical regeneration and neighbourhood renewal are progressed together to maximise the benefits for local residents – and therefore the longer-term sustainability of Southampton's neighbourhoods.

5.4.36 The key outcomes of the LNRS are linked to the five outcomes of the current Community Strategy and are as follows:

- Reducing the gap between Priority Neighbourhoods and the rest of the city;
- Improving satisfaction rates from residents in priority neighbourhoods;
- Reducing the number of people in Priority Neighbourhoods who are economically inactive; and
- Increasing educational attainment in Priority Neighbourhoods.

Q52. Which centres or locations are suitable for community hubs of Council facilities?

Q53. Are there are any groups of shops/facilities which are not currently designated as a local centre but should be?

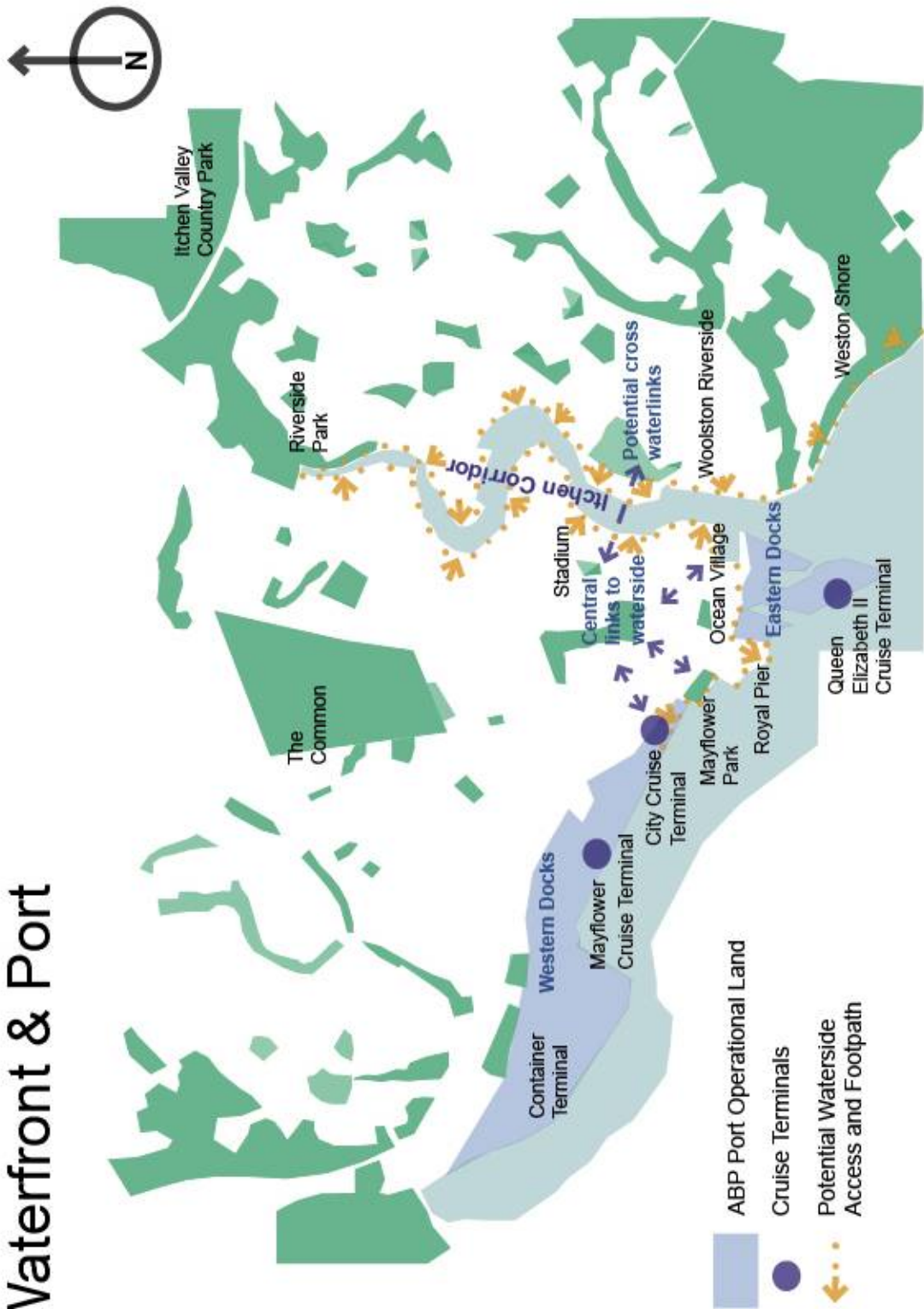*Q54. How can community services and local facilities be improved in the eleven priority neighbourhoods?*

5.5 The Waterfront

5.5.1   The Rivers Itchen and Test join and broaden out to Southampton Water and the Solent, forming Southampton's waterfront. The Core Strategy seeks to make more of this asset and the opportunities that the waterfront presents.

5.5.2   Southampton Port dominates the Test, adding to the visual character of the city: with views of the cranes and containers, berthed cruise liners, ships moving in and out. The city should work with the port to facilitate both the renaissance of Southampton and the continued success of the Port.

5.5.3   There is the opportunity to re-connect the city centre directly to the waterfront and cruise lines which generate over £220m in revenue each year and provides upward of 2,000 jobs. Currently cruise activity is very much separate from the rest of the city.

5.5.4   The River Itchen has a diverse character. This is also a working river, including marine industries and sand and gravel wharves, as well as waterside regeneration including the Woolston Riverside scheme and Ocean Village marina. The Riverside Park stretches out of the city to the north. The recently improved Weston Shore lies to the south with its inter-tidal ecology of international importance. The Itchen Bridge is a city landmark framing the lower reaches of the river.

5.5.5   The city will manage the diverse needs and opportunities arising from the River Itchen. Future options include: further waterside regeneration; enhanced public access; retention of a competitive marine industry; safeguarding to land aggregates to supply South Hampshire's development; and enhancement of the ecological richness of the corridor. There will be challenges in balancing the needs of industry with the desire to develop and enhance the Itchen corridor, particularly as a riverside walk.

5.5.6   Both the Test and Itchen waterfronts provide exceptional opportunities for the future.

Q55. *How do we improve the city's waterfront connections?*

Q56. *What level and type of waterfront development is desired and appropriate?*

Waterfront & Port

Map legend:
- ABP Port Operational Land
- Cruise Terminals
- Potential Waterside Access and Footpath

Map labels:
- Itchen Valley Country Park
- Riverside Park
- The Common
- Container Terminal
- Western Docks
- Mayflower Cruise Terminal
- City Cruise Terminal
- Mayflower Park
- Royal Pier
- Stadium
- Central links to waterside
- Itchen Corridor
- Ocean Village
- Eastern Docks
- Queen Elizabeth II Cruise Terminal
- Potential cross waterlinks
- Woolston Riverside
- Weston Shore

5.6 Open Space Network

5.6.1   The city benefits from an excellent network of common land, green corridors, district parks, local green spaces, playing fields and other open spaces. Southampton Common is a major and valued green space in the heart of the city's residential areas. To the north of the city lie a number of open facilities, including the golf course, sports pitches and a woodland network. Nevertheless the city is a dense urban area and open space is in limited supply. The Core Strategy will protect and help raise the quality of the city's open spaces in a way which delivers the best outcome for the community, promotes participation in sports and active recreation and has regard for the city's rich natural environment.

5.6.2   The areas around urban settlements are important assets for wildlife, biodiversity and agriculture, as open space and as a link to the wider countryside. Around Southampton, they help maintain a sense of urban separation, breaking up the built-up area, and provide the setting or gateway for the city. Southampton will define and improve its gateways from this wider region, to create a sense of arrival.

Strategic gaps

5.6.3   Strategic gaps are areas of land which are safeguarded from most development in order to maintain separation between settlements. The draft South East Plan identifies three sub regional gaps around Southampton:
* Southampton – Eastleigh;
* Southampton – Totton; and
* Southampton – Hedge End / Bursledon / Netley.

Open Space Network

5.6.4   Parks and open spaces are key spaces within the city. They are widely used by a very diverse community. They form part of Southampton's image and are a source of civic pride. In addition to providing attractive places in the city, there are numerous benefits from open spaces. High quality, well maintained open spaces can help improve health and increase people's enjoyment of life, attract investment and provide wildlife habitats. At a local level, open spaces shape the character and identity of an area and provide a focus for the community; a place to meet up, to play and enjoy.

5.6.5   Southampton Common covers 148 hectares and is made up of a diverse range of habitats; woodland, amenity and rough grassland, wetland and open water. A large part of the Common is a designated Site of Special Scientific Interest, which reflects its importance for nature. It also provides an important space for events and activities.

5.6.6   The Central Parks consist of five linked parks covering more than 21 hectares within the City Centre. They are formal parks with a Grade II listing because of their historic value. Their facilities include cricket pitches, tennis courts and a bandstand.

5.6.7   Since the early 1980s, eight greenways have been designated as part of the development of a 'green grid' for the city. They are a network of linear open spaces based on stream valleys. These greenways link areas of open space

and therefore are of great ecological value and are important for informal recreation.

5.6.8   Other open spaces in the city range from district parks to playing pitches, allotments and play areas.

5.6.9   An audit of the City's open spaces, and how they are used, has recently been completed. Work is now in progress on an open space strategy which will, in part, be incorporated into the Core Strategy. The open space strategy will cover all types of outdoor open spaces as defined in Government policy. It will set out the Council's vision for open space within the city and form an overarching land use strategy. It will also set out aims and objectives for the future management and maintenance of open space and how these could be achieved.

5.6.10 The open space audit identified a shortage of open space in the city against national and Structure Plan and Local Plan Review standards. It also highlighted the need to improve the quality of open spaces and improve their biodiversity.

5.6.11 In many areas, Southampton has developed up to its urban edge. This places a major constraint on the provision of new open space. Also, there are likely to be policy constraints and conflicts which affect how open spaces can be improved and their most appropriate uses: for example, the tension between public access and biodiversity interests.

5.6.12 There is only a limited amount of funding available for the development and maintenance of open spaces. However, developer contributions can be used for new facilities and to fund improvements to existing spaces, in appropriate cases. Incorporating spaces such as roof gardens, courtyards and balconies into developments can increase their ecological and biodiversity value as well as provide valuable amenity space for its residents.

5.6.13 The key challenges facing Southampton include: how to deliver sufficient high quality open space of the right type to meet the needs of current and future residents; how to protect open space; how to secure investment in the open space network; and how to integrate our green and open spaces across the city. There is also a requirement for Southampton to produce its own local standards for open space provision, based on the identified needs in the city.

Q57.   Should Southampton focus resources on improving the quality of the existing open spaces in the city?

Q58.   What are the priorities for improvement of open spaces within the City?

Q59.   Do you think that the Core Strategy should seek to extend the green grid and link up other areas of open space in the city?

Q60.   How should developers be required to make provision for open space within new residential developments; on site or, where this is not achievable, provide a financial contribution, or in new ways such as roof gardens?
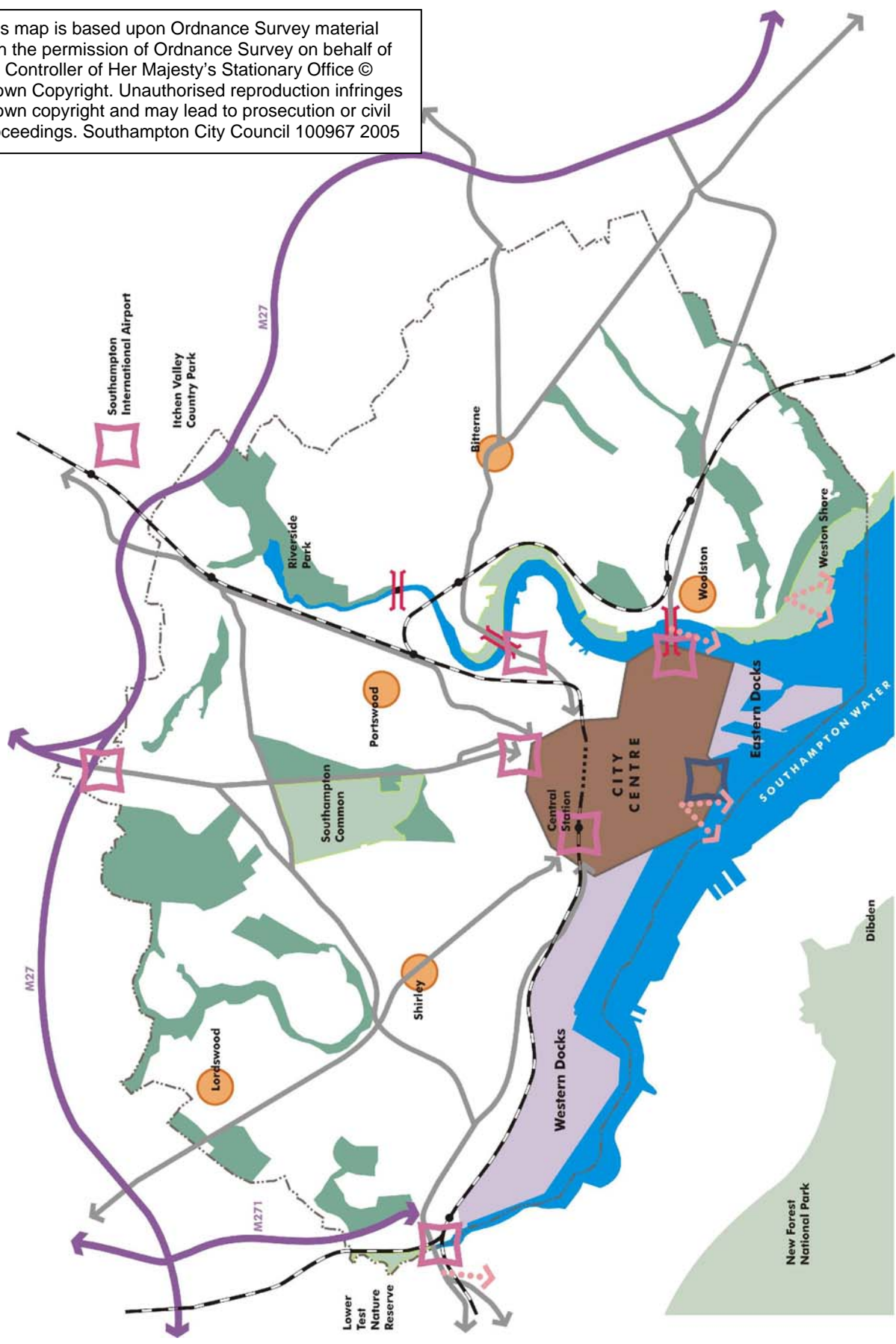
6   Core Strategy: Key Diagram

6.1.1   The key diagram is the main map or diagram illustrating the broad development pattern sought for Southampton up to 2026. At the Issues and Options stage, the diagram shown is purely indicative and will be adapted as the document is developed. The proposed key diagram is shown overleaf, the key is shown below. It is intended that the Core Strategy be supported by a series of indicative and conceptual maps and diagrams. These feature elsewhere in the document.

Q61.   Do you have any comments on the key diagram? Do you have any comments on the number or styling of supporting diagrams / maps?

Key to Key Diagram

▪▪▪	Southampton Area	▪	City Centre
↗	Motorway	●	Neighbourhood Centre
→	Strategic Road Network	▪	Strategic Green Space
✈	Airport	▪	Site of Special Scientific Interest
▪▪▪	Railway	⋰	Strategic Views
▪	ABP Port	◈	Important City Gateway
⬭	Key Bridge	◈	Waterfront Gateway

Southampton International Airport

Itchen Valley Country Park

M27

Bitterne

Riverside Park

Woolston

Weston Shore

Portswood

Eastern Docks

SOUTHAMPTON WATER

Southampton Common

CITY CENTRE

Central Station

Western Docks

Dibden

M27

Shirley

Lordswood

New Forest National Park

M271

Lower Test Nature Reserve

7   Implementation, Delivery and Monitoring   75

7.1.1   A major strategic objective includes the delivery of the necessary infrastructure to support future development requirements. With limited resources available to the City Council, the implementation of physical infrastructure and environmental improvements is dependent on the successful delivery of physical development and regeneration schemes. Developers promoting these schemes will be expected to contribute towards strategic and local infrastructure requirements, through both on site facilities and financial contributions. The role of such planning contributions is presently under review by the Government with a Planning Gains Supplement (PGS) being proposed. For the foreseeable future, however, developer contributions will be sought, including those strategic or pooled contributions in accordance with Government Circular 05/2005. Other sources of infrastructure funding are being pursued energetically and include further rounds of funding under the Local Transport Plan, arrangements under the evolving Local Area Agreement and potential regional funding if South Hampshire is successful in its bid for status as a 'New Growth Point'.

Q62. Do you believe that this is the correct approach to infrastructure funding?

The consultation arrangements for the document are provided at the beginning of this paper. All comments received will be analysed and will influence the Preferred Options Core Strategy that will be produced in Autumn 2006.

Planning Policy, Southampton City Council: Tel 023 8083 3919/3828
E-mail- city.plan@southampton.gov.uk
Web: - http://www.southampton.gov.uk/environment/localdevelopmentplans/

All written information is available, on request, in **larger** print, Braille ⠦ ⠴ on audio tape ▣ and on disk ▤ . It is also available in other languages. Please contact Planning Policy on 023 8083 3919/3828

www.southampton.gov.uk

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