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Monday, 21st December, 2009 at 2.00 pm

MEMBERS ROOM DOCUMENTS ATTACHED TO THE LISTED REPORTS

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MEMBERS ROOM DOCUMENTS

10 ADOPTION OF THE LOCAL DEVELOPMENT FRAMEWORK CORE STRATEGY

- Inspector's Report on the Examination into the Southampton Core Strategy Development Plan Document, October 2009
- Core Strategy as proposed to be adopted

Friday, 11 December 2009

HEAD OF LEGAL AND DEMOCRATIC SERVICES

Local Development Framework Core Strategy Development Plan Document

Adopted Version (January 2010)

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Tel: 023 8083 3919/3828 E-mail: city.plan@southampton.gov.uk Website: http://www.southampton.gov.uk/cityplan The Local Development Framework seeks to positively promote the SCC Equality Schemes and comply with duties imposed by the Race Relations Amendments Act (2000), the Disability Discrimination Act (1995) and the Equality Act (2006). The Core Strategy has undergone an Equality Impact Assessment to check its potential impact on different groups of people. The equalities groups used in the assessment are as follows: gender, race, disability, age, sexual orientation and belief. Changes have been made to the document where necessary to respond to potential adverse impacts that the assessment identified.

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

Southampton City Council Adopted Core Strategy

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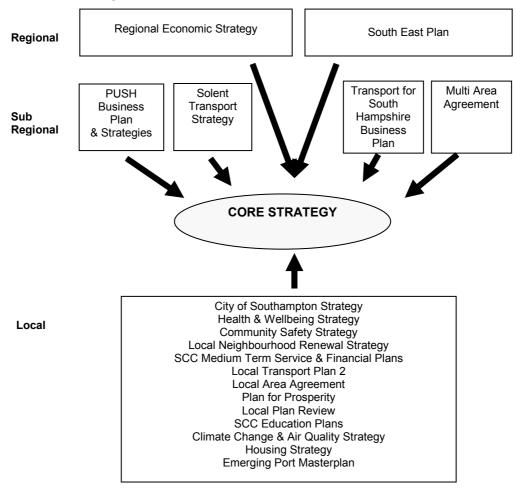
1 Introduction

1.1 What is the Core Strategy?

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

- 1.1.6 The policies within the Core Strategy are interrelated and therefore the document should be read as a whole. It should be read alongside the Local Plan Review as some policies in that plan will remain in force until replaced by policies in later LDF documents. See Appendix 4 for more information. It should also be read alongside the South East Plan to give a full picture of the planning framework for the city. Together the South East Plan and the local Development Plan Documents make up the statutory planning framework for the city.
- 1.1.7 A glossary of the terms used in this Core Strategy is included at the end of the strategy at page 99.

Links with other Strategies



2 Southampton in Context

2.1 Overview of Southampton

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

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

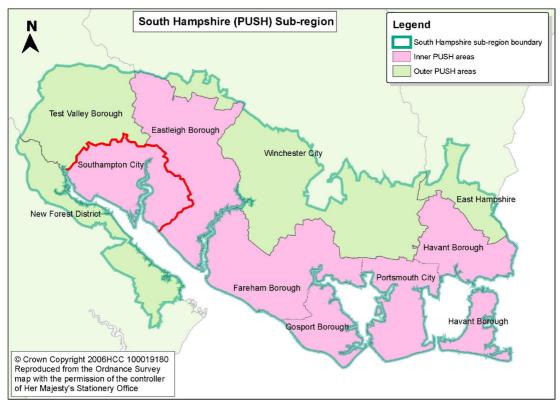
Source – 2001 census

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

- which will contribute to reducing the rate of economic inactivity and deprivation. Tackling crime is being addressed by the Safer City Partnership through a range of actions and working groups.
- 2.1.7 The city is a regional transport hub. Its major transport infrastructure includes the Port of Southampton (an international multi-modal hub with marine infrastructure such as the deep water approach channel and connections to the national rail and road networks), motorways (M27, M271 and M3) and a mainline railway station. Southampton International Airport is located just outside its boundary. Local transport infrastructure includes a further seven railway stations and a comprehensive bus network.
- 2.1.8 Throughout the city's history, maritime trade has played an important role in its growth and prosperity. Its development through the centuries has resulted in a great variety of historic buildings, townscapes and archaeological sites across the city, ranging in date from early-prehistoric to the 20th century. These include the remains of the Saxon town, Hamwic and the later medieval walled town, both of which are nationally important.
- 2.1.9 Although a predominantly built-up area, the city benefits from a high quality natural environment including a network of open spaces and a wealth of wildlife and biodiversity. The Rivers Test and Itchen and Southampton Water are protected under International and European legislation.

2.2 The Partnership for Urban South Hampshire (PUSH)

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



Map 1 Southampton and the South Hampshire sub-region

2.3 Key issues facing Southampton

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

Future Growth and Development

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

- 2.3.2 The 20 year vision for the PUSH area is for economic-led growth to make South Hampshire more prosperous, attractive and sustainable, offering everybody a better quality of life. It aims to achieve the target of 3.5% annual economic growth (Gross Value Added) by 2026. With the recent downturn in the economy this target will be challenging and progress towards it will be monitored by PUSH. Initially new housing and employment development will be focused on Southampton, Portsmouth and the main towns. After 2016 there will be a need for major greenfield development, concentrated in two Strategic Development Areas. One of these will be located to the north east of Southampton in Eastleigh and Winchester districts. Southampton and neighbouring authorities will work together through PUSH to manage its potential social, economic and environmental implications for the city and adjoining areas.
- 2.3.3 To achieve the required levels of growth Southampton will need to maintain and enhance its competitiveness as a centre for business, industry, port and port related activities, shopping, culture and entertainment and to tackle worklessness and lower skills in the resident population which may act as a barrier to business investment.

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

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

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

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

Demographic Change

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

2.3.7 The levels of growth required in Southampton are set in the context of demographic change. Population figures are difficult to predict and may not reflect recent trends (due to the length of time since the 2001 census). However Hampshire County Council population forecasts to 2026 suggest that the additional 16,300 dwellings will lead to an increase in population of just over 8,000 people. This partly reflects an

ageing population and higher rates of divorce and separation which lead to the formation of new smaller households. It is forecast that by 2026 the number of people under the age of 45 will decline, the number of people over the age of 65 will increase significantly and there will also be more single person households and fewer children in the city.

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

Flood Risk & Coastal Planning

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

- 2.3.9 The risk of flooding due to sea level rise is one of the major issues affecting the location and amount of future development in Southampton. A Strategic Flood Risk Assessment (SFRA) has been carried out for the PUSH area to assess flood risk levels and to enable informed decisions to be made about the appropriate location and nature of development. Approximately 13% of Southampton's land area is designated as at either high or medium risk (Flood Zones 2 and 3a/3b) including areas of the city centre.
- 2.3.10 Due to the importance of new city centre development in contributing to the region's economic growth and in regenerating parts of the city centre some sites within medium and high flood risk areas will need to be considered for development. Such proposals will need to demonstrate appropriate mitigation and adaptation measures such as land raising and providing safe means of escape on key housing sites and other vulnerable uses. These will be informed by further work for the City Centre Action Plan and Sites and Policies DPD (see policy CS23).
- 2.3.11 The SFRA was used in the assessment of potential housing sites in the Strategic Housing Land Availability Assessment (SHLAA). A local, more detailed Flood Risk Assessment (SFRA2) will also be used in the identification of sites in the City Centre Action Plan.
- 2.3.12 In England and Wales, sea levels have risen by an average 1mm a year over the last century. Current guidance is that planning should anticipate sea level rises of 4mm a year in South East England during the Core Strategy period, increasing to 15mm a year by the end of the century (an estimated 1.1 metres over 100 years). This will increase coastal squeeze with the erosion of natural habitats such as mudflats as a result of rising sea levels and fixed coastal defences and developments. It will also increase the risks for flooding and have implications for the design and future location of new development and for the natural environment. The proposed locations for development are informed by the Western Solent to Southampton Water Shoreline

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

Climate Change

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

- 2.3.14 Responding to climate change and making Southampton more environmentally sustainable is a theme that runs throughout the Core Strategy. Climate change is one of the biggest issues faced by mankind today. As a coastal city it is a major issue for Southampton and significant impacts are predicted on water resources, sea levels, the coastline and the natural environment.
- 2.3.15 Delivering energy efficient new buildings and the low carbon (energy efficient) refurbishment of the existing housing stock, coupled with local generation of electricity via renewables, are important challenges for the city. If successful, this will reduce energy costs whilst helping to tackle climate change and reduce fuel poverty. Addressing climate change will also involve focusing major development in areas accessible by public transport; reducing carbon emissions; conserving water resources; improving air quality management; and improving recycling and waste management.

3 Vision and Objectives

3.1 City of Southampton Strategy

- 3.1.1 This Core Strategy contributes to achieving the spatial elements of the vision in the City of Southampton Strategy (the Sustainable Community Strategy) developed by the Southampton Partnership and launched in September 2007.
- 3.1.2 The City of Southampton Strategy incorporates a vision statement and objectives for the city to 2026 (set out below). This vision was part of the consultation on previous versions of both the Core Strategy and the draft City of Southampton Strategy.
- 3.1.3 The City of Southampton Strategy's vision states that:

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

3.2 The Spatial Vision – what the city will look and feel like in 2026

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

A growing regional centre within a prosperous South Hampshire

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

Strong and distinctive neighbourhoods - A good place to live

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

An environmentally sustainable city which

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

- promoting sustainable transport to reduce the need to travel and achieve a modal shift away from the private car
- The city will adapt to climate change and sea level rise by developing a flood risk strategy for new development to facilitate additional growth.

3.3 Strategic Objectives

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

	A Growing Regional Centre within a Prosperous South Hampshire
S1	Support the South Hampshire sub-regional strategy to sustain and enhance Southampton as a regional city, a focus for growth and investment and home to an inspirational waterfront and thriving International Port.
S2	Promote a dynamic, competitive economy offering a wide range of secure and sustainable jobs, protecting employment land where appropriate. The growing economy will be supported by well qualified, skilled residents.
S3	Create a vibrant, high quality regional city centre that is the focus for major retail; tourism; leisure; cultural and office investment and connects with the waterfront.
S4	Support the varied operations of the Port of Southampton as a facility of global significance and as an international gateway in which role it makes a vital contribution to the national, regional and local economy.
S5	Ensure that all development is supported by appropriate and inclusive infrastructure provision.
S6	Ensure that the city's spatial strategy is implemented via cross boundary partnerships with other adjoining Local Authorities and other members of the Partnership for Urban South Hampshire (PUSH).
	Strong and Distinctive Neighbourhoods - A good place to live
S7	Create excellence in design quality. Public spaces should take priority over car-dominated roads. Well-designed and contemporary public and private realms will be safe, accessible and create a sense of place and a rich built environment in which communities can flourish.
S8	Conserve and enhance the city's historic environment ensuring that designated sites are safeguarded. Historic conservation opportunities in new development will be maximised and local awareness of heritage issues raised.
S9	Create excellent sustainable neighbourhoods and neighbourhood centres characterised by strong community infrastructure and high quality homes.
S10	Deliver a mix of housing with a range of affordable house types.

S11	Tackle deprivation and improve health and well being by creating neighbourhoods that are balanced with diverse mixed communities and reducing the gap in inequality between neighbourhoods.
S12	Create accessible high quality parks and open spaces that contribute towards the city's network of open spaces and promote participation in sport and active recreation.
S13	Ensure that the city reflects the varied culture and heritage of all sections of the community. The city should be a high quality destination for visitors.
S14	Maintain an adequate gap between Southampton and adjacent urban areas and enhance the gateways to the city.
S15	Create a high quality physical environment and public realm within the city, supporting the Southampton Partnership vision for a better city for people to live, work and play.
	An Environmentally Sustainable City
S16	Ensure that Southampton addresses the challenge of climate change.
S17	To support the uptake of renewable energy and Combined Heat and Power (CHP) in the city to reduce the development's predicted CO ₂ emissions.
S18	Ensure that all development reduces the need to travel and is supported by a superior alternative transport system, attracting people to walk, cycle or use the bus or train. Manage car trips and deliver appropriate mitigation measures. Ensure that road space is managed fairly, improve air quality, control congestion and improve the street scene.
S19	Conserve and enhance the city's biodiversity, ensuring that designated sites and protected species are safeguarded. Nature conservation opportunities in existing open spaces and in new development will be maximised and local awareness of biodiversity issues raised.
S20	Adopts an 'avoid, reduce and mitigate' approach to flooding to achieve an appropriate degree of safety, so adapting positively to sea level rise.

4 Spatial Strategy and Policies - Where the development will go

Policies in this chapter:

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

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

Neighbourhoods - Promoting successful places

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

Employment Sites - Supporting economic growth

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

Supporting Health and Education

- CS 10 A healthy city
- CS 11 An educated city
- CS 12 Accessible and attractive waterfront

4.1 Key Principles Directing Development

- 4.1.1 For the most part Southampton has developed up to its administrative boundary leaving no significant opportunity for urban extensions into the surrounding countryside to accommodate new housing or employment growth. Consequently the vast majority of future development will be as redevelopment of previously developed land.
- 4.1.2 The spatial strategy achieves a balance between competing land uses on scarce sites within the city. It has been established using the following principles:
 - Complementing and consolidating existing investment in the city centre and town and district centres to maintain their viability and vitality.
 - Maximising accessibility through directing higher density developments and those that generate significant traffic movements to the more accessible parts of the city.
 - Reducing the risk and impact of flooding and directing new housing
 development to low flood risk areas. However, where there are strong reasons
 to allocate sites and encourage development within medium and high flood risk
 zones, avoidance may not be appropriate and mitigation measures will be
 required when a planning application is submitted (in accordance with PPS 25
 Development and Flood Risk and discussions with the Environment Agency).
 - Protecting International, European, national and local sites of ecological and historic importance including the provision of high quality open spaces to alleviate recreational pressure on the New Forest.

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

4.2 How the Vision will be Delivered

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

4.3 The Spatial Strategy

- 4.3.1 The spatial strategy for the future development of the city can be summarised as:
 - City Centre: The continuing viability and vitality of the city centre is key to the achievement of the growth set out in the South East Plan. The city centre is the most accessible part of the city by public transport, with available previously developed sites, the development of which would contribute to economic, social and physical regeneration in the area. Consequently this is the focus for significant new offices, retail, hotel and leisure development, the majority of which can be accommodated in a strategic site, the major development quarter (MDQ). Significant new housing is also directed to the city centre. Specifically the city centre will accommodate an additional:
 - o Approximately 5450 new homes in high density developments
 - At least 322,000sq m of office space
 - About 130,000 sq m of new comparison shopping

- o At least 20,000 30,000 sq m of food and drink (A3/A4/A5) uses
- Improved leisure facilities such as cinemas, music venues and an events arena
- The Port, Employment Sites and Areas: Approximately 97,000 sq m of new and expanded industrial and warehousing uses will be directed to established employment areas and sites. These are mainly located along the River Itchen to the north east of the city centre and along Millbrook Road leading west from the city centre. Large individual employment sites are located at Test Lane on the western boundary of the city and the Ford's site on the northern boundary of the city. The approximate distribution of the 97,000 sq m of floorspace is likely to be as follows:
 - Central (including the city centre) 8,000 sq m
 - o North 4,000 sq m
 - o South 29,000 sq m
 - o East 1,000 sq m
 - West 55,000 sq m

The Port is preparing a Masterplan which will identify the actions required to intensify its uses within its existing boundaries in the short and medium term and also the preferred options for any future expansion on land outside the city in the longer term. This is supported through improved transport infrastructure within and outside the city. Significant additional office and retail floorspace will be located in the city centre (see above).

• Suburban Neighbourhoods: Outside the City Centre approximately 6,400 new homes will be dispersed through the residential neighbourhoods. Smaller scale offices, retail, leisure and other facilities and services for residents will be supported and enhanced in Shirley town centre and the designated district centres. Local services and shops will generally be directed to the local centres, whilst individual shops and local services such as doctors, schools and community centres will be encouraged throughout the neighbourhoods. The Council's Estates Regeneration Programme will also provide additional homes in safe, attractive neighbourhoods, by redesigning parts of some Council-owned housing estates. The Building Schools for the Future Programme and the two new Oasis Academies will also contribute to sustained investment in these neighbourhoods.

The spatial strategy divides the city (outside the city centre) into five broad areas, along ward boundaries, with each containing a number of wards and suburban areas. Maps 2 and 3 show the boundary of these broad areas and key features associated with them.

The planned approach in each of these five suburban areas is summarised below:

Central – Incorporating Bargate, Bevois and Freemantle. This area sits adjacent to the city centre and includes industrial wharves facing onto the River Itchen and the operational port land to the south at Southampton Docks. An additional 1600 homes will be provided in the Central area. These include the mixed use scheme at the New College site on the Avenue (under construction), the development of the mixed use, riverside site at Meridian/Drivers Wharf and the residential Wickes

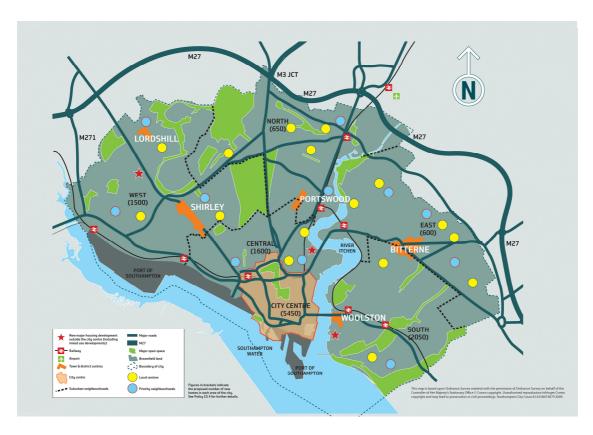
- site. The New College scheme also includes significant new commercial office space.
- North Incorporating Portswood, Swaythling and Bassett. This area incorporates the Portswood District Centre, the mature suburbs forming the northern fringe of the city and the main campus of the University of Southampton. Around 650 new homes will be provided in the North area. The major employment site of Fords will be safeguarded for employment use. The redevelopment of the bus depot provides an opportunity to enhance the range of facilities at Portswood District Centre. At the University, the planned Maritime Centre of Excellence is being developed with Lloyds Register to become a centre for innovation, research and education in maritime disciplines and engineering.
- South Incorporating Woolston, Peartree and Sholing. This major residential area to the east of the River Itchen is served by the Woolston District Centre (as well as by Bitterne District Centre). The area contains a number of riverside marine employment sites, some of which will provide a focus for redevelopment and regeneration over the plan period. In all, this area will provide some 2,050 new homes, mostly within the major mixed use development on the Woolston riverside. This scheme (Centenary Quay) will transform this section of Southampton's waterfront, creating a rich mix of places with a new civic square, public gardens and a riverside walk. The plans for Centenary Quay include around 1400 new jobs, incorporating new marine employment, more than 1600 new homes, a hotel, offices, a supermarket and a range of community facilities.
- East Incorporating Bitterne, Bitterne Park and Harefield. This residential area forms the north eastern portion of the city, lying to the east of the River Itchen. It contains the Bitterne District Centre. Around 600 new homes are planned for this area. The Estate Regeneration Programme will have a direct impact on this locality (particularly in Thornhill), as well as the redevelopment of the Eastpoint Centre and a new campus for the Oasis Academy at Mayfield. The area will also benefit from investments to improve the eastern access to the city centre, providing improved connections to the planned Strategic Development Area at Hedge End (outside of the city).
- West Incorporating Shirley, Millbrook, Redbridge and Coxford. This area includes extensive residential neighbourhoods, most of the port of Southampton and three major hospitals (Southampton General, Princess Anne and Western Community Hospitals). The West area is served by Shirley Town Centre and, to the north, the Lordshill District Centre. An additional 1,500 homes are planned in the West area, partly through a major housing development on the Ordnance Survey site. A masterplan is to be prepared for potential redevelopment and regeneration in the Lordshill area (including the current Oaklands school site). A major new school campus, with a range of associated facilities, is planned for the Oasis Academy at Lordshill. This area will also benefit from the city's Estates Regeneration Programme, with major public housing estates at Millbrook and Redbridge. There will be sustained investment by the Southampton University Hospitals Trust in

the further development of the regional and local heath facilities at the Southampton General Hospital/Princess Anne Hospital campus.

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



Map 2 The Spatial Strategy for Economic Growth



Map 3 The Spatial Strategy for Housing and the Neighbourhoods

4.4 Maintaining the Viability and Vitality of the City centre

Policy CS 1 – City Centre Approach						tegy e(s)				
Link to City of Southampton Strategy objective(s): SO3 – A dynamic business environment SO4 – An attractive, sustainable and stimulating environment SO5 - Imaginative arts and cultural opportunities SO6 – A unique sense of place	S2	S3	84	S7	88	S10	S13	S14	S16	S20

Southampton city centre, as defined on the Proposals Map, will be the focus for major development to enhance the city's regional status. A City Centre Action Plan will be prepared to identify sites and policies to promote and co-ordinate high quality development. A distinctive sense of place will be created, drawing on and linking to the city's heritage, parks and waterfront. Development will include:

- 1. A major development quarter in the west of the city centre (see Policy CS 2) and a wide range of other development sites;
- 2. Approximately 130,000 square metres (gross) of comparison retail floorspace (see Table 1 and Policy CS 2);
- 3. At least 322,000 square metres (gross) of office floorspace
- 4. Further leisure / cultural / hotel development, for example: restaurants, bars, cinema, events arena, cultural guarter and events to attract visitors.
- 5. Approximately 5,450 dwellings.

Specific initiatives include:

- the public realm improvement of the QE2 Mile linking the city centre to the waterfront
- enhanced public transport facilities including at the central railway station
- the creation of a cultural quarter in Northern Above Bar.

Developer contributions may be sought to mitigate the impacts of development on, and improve links to, surrounding residential communities and to support the provision of infrastructure in accordance with Policy CS 25.

Policy Background / Justification:

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

- Create a safe, accessible and high quality built environment of distinctive buildings, streets and public spaces, by requiring development:
 - To respect and enhance Southampton's heritage including the Old Town and 19th Century Parks; and to create a 'sense of place' with active commercial streets, malls, open spaces and a distinctive waterfront; and with better connections and views between these areas (including views of the city from the water);
 - To have an environmentally sustainable design, which addresses impacts on ecological designations, climate change and flood risk;
 - To be designed to promote community safety
- Promote a vibrant and coherent city centre with a mix of uses on different sites
 including a major development quarter in the western city centre (see Policy
 CS 2) and key events such as the Southampton International Boat Show. The
 retail development will be focussed first in the existing primary shopping area
 where possible and then in a coherent extension to the primary shopping area
 within the major development quarter.
- Improve access to and around the city centre by walking, cycling and public transport and requiring the preparation of travel plans for major developments.
- Promote links between new developments and local communities in and near the city centre, where appropriate.
- 4.4.3 The city centre boundary includes the city's main shopping, office, leisure and entertainment destinations, learning institutions, areas with major development and regeneration potential (including the major development quarter), waterfront and civic spaces, mixed use areas and transport interchanges. The city centre boundary has been expanded since the Local Plan Review to include the St Mary's area, land south of West Quay Road and small parts of Southampton Port (which are safeguarded to ensure port uses are not displaced see Policy CS 9).
- 4.4.4 A City Centre Action Plan is being prepared to take forward the spatial strategy, the objectives in 4.4.2 above and to promote the delivery of new development. It will create a strategy to direct growth and regeneration, identify development sites and provide guidance on design, linkages, the mix of uses (including the night time economy) and delivery issues, including more detail for the major development quarter. It will provide area and site specific guidance taking account of environmental, heritage and amenity considerations and the delivery of infrastructure / community facilities.
- 4.4.5 The Major Development Quarter is a strategic site which has the ability to meet a significant element of the city's regional development needs as set out in policy CS 1. A number of other key sites will also contribute to these development needs, and, through their own characteristics / context, to the aim of policy CS 1 to create a distinctive sense of place. For example Royal Pier has the potential to create a key waterfront scheme. A number of these sites are already identified in the Local Plan Review and represent key development opportunities. These include the Royal Pier area; Guildhall Square area (to be developed as the Northern Above Bar Cultural Quarter); West Quay 3; and Mayflower Plaza. The City Centre Action Plan will identify site allocations. This will include a review of existing allocations (including the extent of the site), as well as new allocations.
- 4.4.6 The basis for the identified floorspace needs is set out in the South Hampshire Town Centres study by DTZ for PUSH (2005). They represent additional increases to existing provision necessary for the city to maintain its attractiveness as a major destination and are estimates to provide a broad long-term guide which will be

monitored over time (see Policy CS 2). The study also identifies a need for additional leisure facilities, including at least 20,000 – 30,000 sq m (net) of A3 – A5 space (restaurants, bars, etc); new cinema provision and health / fitness facilities. The City Centre Action Plan will provide further guidance on the need for and location of convenience retailing taking into account PPS6 and any need for local provision in different parts of the city centre and major development quarter.

- 4.4.7 The Government has awarded Southampton the ability to grant a licence for a large casino (minimum 1,500 sq m customer area) within the city. Consultation will be undertaken to enable the Council to decide whether or not it will award such a licence. If it does the casino will be located within the city centre.
- 4.4.8 The Strategic Housing Land Availability Assessment identifies potential sites within the city centre to accommodate approximately 5450 new homes. New city centre development is vital to support the region's and the city's economic growth and a key part of this development is the provision of homes. It is also key to the regeneration of parts of the city centre, making best use of previously developed land and supporting sustainable development. Specific sites will be identified in the City Centre Action Plan.
- 4.4.9 The city centre and surrounding areas form neighbourhoods for local communities including the Polygon, Northam, St Mary's, Old Town and Ocean Village. City centre developments should be designed to minimise their impact on neighbouring communities and where possible should improve pedestrian and cycle links between the city centre, the surrounding communities and nearby destinations such as the Royal South Hants Hospital. Developer contributions may be sought to mitigate the impacts of development on surrounding communities in line with Policy CS 25. This might include contributions to improve local pedestrian and cycle links into the city centre and / or to provide community safety measures. It might also include "access to job" agreements, in these and the wider priority areas of the city (see Policy CS 24).
- 4.4.10 The key strategic issues in terms of infrastructure are the impacts of city centre growth on transport movements into and out of the city, on international ecological designations on the River Itchen and Test; flood risk (in parts of the city centre); and primary education provision. The Council considers there is a reasonable prospect that city centre growth can be delivered in respect of these issues. Further detail is set out in Chapter 7.

Policy CS 2 – Major Development Quarter		Link to Core Strategy Strategic objective(s):					
Link to City of Southampton Strategy objective(s): SO4 - An attractive, sustainable and stimulating environment SO5 - Imaginative arts and cultural opportunities SO6 - A unique sense of place	S2	S3	88	S10	S13	S19	S20

The major development quarter (as shown on the Proposals Map) is a strategic site in the western part of the city centre with the potential for major commercial intensification. It broadly includes the area west of Portland Terrace, the West Quay Mall and Western

Esplanade; north of the port, and south of the railway line (though including Central Station). The area includes part of the existing primary shopping area. Development will be facilitated in the major development quarter if it will enhance the city centre's regional commercial status and is able to form part of a comprehensive high density mixed use scheme across the whole quarter.

The mix of uses across the major development quarter as a whole will include retail (subject to the tests below) and offices. It will include leisure, hotel, cultural or tourist uses. It can also include some residential uses (although such uses should not dominate) and associated community uses subject to satisfactory resolution of flood risk issues.

Retail development will be directed to the city centre's existing primary shopping area (PSA) first in line with the PPS6 sequential approach. Retail development outside the primary shopping area but within the major development quarter will be facilitated through the City Centre Action Plan where it can be demonstrated that:

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

The City Centre Action Plan will provide further guidance on the phasing, layout and extent of expansion, in-order to meet all of the objectives above.

Subject to ongoing monitoring, the need for retail expansion of the primary shopping area in the major development quarter is unlikely to occur before 2016 at the earliest. Development adjacent to the primary shopping area within the major development quarter may include a mix of uses but will not be permitted if it is likely to prejudice the provision of the required retail development in that location.

Policy Background / Justification:

- 4.4.11 The major development quarter is a strategic site which will be delivered by a range of measures, including the preparation of the City Centre Action Plan, a master plan, joint working with key land interests and developers, transport providers and with the Environment Agency (regarding flood risk). Delivery is likely to be phased. This master plan should have regard to emerging proposals in the adjacent Royal Pier area.
- 4.4.12 The major development quarter is the largest area of the city centre with development potential. However there are other key development sites which will also contribute to city centre growth and will be important in creating a distinctive sense of place. The major development quarter incorporates part of the existing primary shopping area as shown on the Proposals Map.
- 4.4.13 The major development quarter will help link the city centre and shopping area to both the waterfront and an enhanced transport interchange at the central railway

station. It will integrate with recent and proposed developments (along West Quay Road and at West Quay 3); link to good road access; and is likely to be deliverable over the course of the strategy. Major expansion in this direction will conserve the other areas of the city centre, including the Victorian parks, Old Town and residential neighbourhoods. The aim is to create an active commercial quarter of regional significance and therefore residential uses should not dominate.

4.4.14 New retail development will be directed to the existing primary shopping area in line with the PPS6 sequential approach. However Table 1 illustrates that it is likely that insufficient sites will be available within the existing primary shopping area to accommodate the total need for retail development set out in Policy CS 1. In addition, it may not be possible to deliver individual large scale retail operators within the existing primary shopping area. Therefore the policy facilitates through the City Centre Action Plan the expansion of the primary shopping area to allow additional retail development in the major development quarter, subject to the tests set out in Policy CS 2 and PPS6. Retail development that creates a coherent expansion of the primary shopping area in the major development quarter will help to maintain and enhance the city's regional status by planning positively over the longer term to meet the need for new retail floorspace set out in Policy CS 1.

Table 1: City Centre Expansion

	I	Ι.,		1
(a)	(b)	(c)		(d) (=b – c)
Time period	Overall Comparison Retail Need	Sites Likely to be Del Wholly Within Existing	Need for Comparison Retail Floorspace Outside Existing PSA	
	(see Policy CS 1)			
	Sq m		Sq m	Sq m
2005 - 2011	24,300	West Quay 3	18,340	6,000
		Site above	18,340	
		Above Bar St / Bargate St	2,420	
		Above Bar St / 6,254 Pound Tree Lane		
		West Quay 3 Eastern Site	420	
2005 - 2016	54,900	Total	27,434	27,500
			,	
		Sites above	27,434	
		Bargate Centre / Hanover Buildings / Queens Way	3,413	
		Above Bar St / Civic Centre Rd	5,445	
2005 - 2026	132,100	Total	36,292	95,800

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

Expenditure growth: 3.8% - 4.8% per annum

Turnover density growth: 1% - 2% per annum

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

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

All figures are additional gross retail floorspace. Net is 80% of gross floorspace. See City Centre Retail Background Paper for more details.

- 4.4.15 The figures in Table 1 are broad guidelines (for comparison retailing) derived from the retail studies which with monitoring will be used to inform the preparation of the City Centre Action Plan and determination of planning applications. Many external factors which are outside the scope of this document can influence the demand and delivery of shopping developments. The figures provide a broad guideline as to when and by how much primary shopping area expansion will be appropriate. The decision on expansion is a judgement based on monitoring the assumptions from which retail need is derived and the deliverability of sites within the primary shopping area. If the assumptions have not changed significantly, then Table 1 will provide a clear and important guide. A significant and sustained change from the assumptions will lead to an alternative outcome. If retail need decreases and / or likely development in the primary shopping area increases or is brought forward, this will decrease the scale of primary shopping area expansion. If the opposite is true this will increase the scale of expansion.
- 4.4.16 The City Centre Action Plan will also consider whether other individual sites outside the existing primary shopping area not covered by Policy CS 2 are suitable for retail development, taking into account Table 1, PPS6 and other planning considerations.
- 4.4.17 Retail proposals within the major development quarter (outside of the existing primary shopping area) which do not form a coherent expansion of the primary shopping area will be considered under PPS6.
- 4.4.18 The major development quarter (MDQ) lies primarily within the medium and higher flood risk zones. The need for development on this scale cannot be met outside the flood risk zones, so the MDQ meets the PPS25 sequential approach. The next steps for planning the MDQ in relation to flood risk are set out in policy CS23. The City Centre Action Plan will consider the appropriate locations for residential and other more vulnerable development in relation to all relevant factors, including different degrees of flood risk within the MDQ following a local Flood Risk Assessment (SFRA 2).

4.5 Promoting Successful Places

Policy CS 3 – Town, district and local centres, community hubs and community facilities	Link to Core Strategy Spatial Objective(s):			itial		
Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution SO6 – A unique sense of place	88	68	S11	S13	S15	S18

The Council will support the role of the town and district centres in providing shops and local services in safe, accessible locations. New development should make a positive contribution to the centre's viability and vitality, promote and enhance its attractiveness, respect where possible the historic street patterns and building lines and improve its connectivity to surrounding residential neighbourhoods.

Non-residential development serving a city wide or sub regional catchment will be

focused on the following hierarchy of centres with a sequential approach. New development must be at a scale appropriate to the size and role of the centre.

1. City Centre;

Southampton city centre serves city wide and regional needs (see 4.4)

2. Shirley Town Centre;

3. Four District Centres: Portswood, Bitterne, Woolston and Lordshill

The town centre and district centres meet the 'week to week' needs for their area of the city and local non food and community services. The aims for Shirley (serving a wide area of western Southampton); Portswood (serving the north of the city) and Bitterne (serving the north east of the city) are to maintain the health of the centres, improve the street scene and successfully integrate local facilities. Lordshill district centre is to undergo a comprehensive redevelopment to improve its design and expand the range of services to serve the north western area of the city and neighbouring areas. Woolston district centre serves the city east of the River Itchen (along with Bitterne). The priority for the area will be to ensure that the adjacent Centenary Quay redevelopment complements and enhances the centre and to deliver improvements in the street scene

4. A network of Local Centres:

Local centres meet the 'day to day' needs for the immediate neighbourhood.

- Bevois Valley

- Bitterne Park Triangle

- Burgess Road

- Cumbrian Way / Kendal Av.

Exford Avenue

- Hinkler Road

Maybush

- Merryoak

- Midanbury - The Castle

- Portswood Road

- St. James Road

St. Mary's Road

- Swaythling

- Thornhill Park Road

- Weston

- Winchester Road

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

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

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

Developer contributions may be sought from relevant developments to support any additional community infrastructure required in accordance with Policy CS 25. To protect the viability of town and district centres the Council will control the development of retail, warehouse clubs, leisure or hotel uses greater than 750 sq m (gross) in "edge of centre" or "out of centre" sites in line with PPS6.

Policy Background / Justification:

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

Shirley Town Centre

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

Portswood District Centre

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

Bitterne District Centre

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

Woolston District Centre

4.5.5 Woolston lies to the east of the city centre across the River Itchen. Despite the opening of the railway station, an active industrial waterfront and the establishment of the floating bridge, extensive housing development did not take place in Woolston until the end of the 19th century and the early 20th century. Its district centre includes

some national retailers and a mix of individual stores and (on its edge) a small modern supermarket. Woolston suffered from being by-passed by the Itchen Bridge in the 1970s, more recently by the closure of the adjacent Woolston shipyard and by the increase in out-of-centre shopping which has affected all centres. However the redevelopment of the shipyard (Centenary Quay) presents a major opportunity for the centre if managed carefully. The key priorities for Woolston district centre are: safeguarding premises for commercial use until custom picks up from Centenary Quay; carefully managing provision of retail space on Centenary Quay to ensure it benefits the centre overall; and creating positive street scene links from Centenary Quay into the centre.

Lordshill District Centre

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

Local Centres

- 4.5.7 The designation of local centres protects smaller centres and the services they provide so that residents do not need to travel to access shops and facilities for 'day to day' needs. The network of centres is backed up by a network of individual neighbourhood facilities, for example: corner shops, schools, primary health care facilities and community facilities. Development of new facilities, shops and services will be encouraged in the network of centres. In addition, community facilities of an appropriate scale will be encouraged within neighbourhoods and in particular, in community hubs.
- 4.5.8 Provisions of accessible, relevant community facilities are vital to maintaining community spirit. Proposals that involve the loss of well supported, accessible community facilities should make provision for a replacement ideally within 800m (10 minute walk).
- 4.5.9 The Council will, where appropriate, work with partners to provide community hubs in appropriate locations across the city. Community hubs could be complemented by suitable and accessible neighbourhood facilities for major residential areas in other public buildings, for example in schools.

Community Hub

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

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

4.5.10 The boundaries of the town, district and local centres will be established in the Sites and Policies DPD which will also include specific policies for the centres.

Edge of Centre and Out of Centre Development

- 4.5.11 Policy CS 3 seeks to protect existing centres by controlling retail and leisure development in locations close to city, town, district and local centres ('edge of centre') and outside these centres ('out of centre'). The policy also covers warehouse clubs and other facilities which by their nature are likely to have an impact on the trade of existing centres.
- 4.5.12 This policy will be applied in accordance with Government guidance, currently PPS6 *Planning for Town Centres* (2005); and the evidence referred to within Table 1 on page 28. The sequential approach for development above 750 sq m gross outside of existing centres should consider only those centres judged to be within the proposal's core catchment area including locations inside and outside the city. Retail developments serving a city wide or sub regional catchment should consider city centre locations before smaller centres. They may also be better located on edge of city centre sites rather than in smaller centres.
- 4.5.13 Regeneration benefits may be considered and significant weight may be placed on them, but only where, taking into account the nature of the site, the proposal for edge of or out of centre development delivers strong and distinctive regeneration benefits which cannot be delivered in other ways. Examples could include aiding the delivery of a wider redevelopment of fundamental importance to the city and / or creating very significant and binding benefits directly linked to deprived priority communities. This will be considered against its impact on the vitality, viability or role of an existing centre. Significant weight will not be placed on standard benefits from such developments (for example, general job creation).

Policy CS 4 – Housing Delivery	Link to Core Strategy Strategic objective(s):
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	S10

An additional 16,300 homes will be provided within the City of Southampton between 2006 and 2026. 2,150 homes have been completed between 2006/7 and 2007/8.

The pattern of future delivery is expected to be (approximately):-

- 1. 850 completions in 2008/9.
- 2. 5,750 completions on allocated and identified sites between April 2009 and March 2014 (the 5 year supply) and 10,150 completions on allocated and identified sites between April 2009 and March 2019 (the 10 year supply) (These delivery levels do not include windfall sites.)
- 3. 3,150 completions between 2019/20 and 2025/26.

(Figures are rounded to the nearest 50 units)

Policy Background / Justification:

- 4.5.14 The provision of sufficient housing to meet government targets, together with a better balance of family and affordable homes to promote mixed, sustainable communities are the key housing delivery themes for the next twenty years. Homes will generally need to be built at higher densities, be more energy efficient and use more sustainable building methods and materials.
- 4.5.15 The number of additional homes to be provided in Southampton is set out in the South East Plan. The requirement of an additional 16,300 homes within the city takes into account:
 - the proposed levels of future growth for South Hampshire whereby economic growth is supported by additional homes
 - changes in the current population of the city and household composition, particularly the reduction in average household size, and
 - the approach in South Hampshire which favours locating new homes within urban areas to reduce pressure on the surrounding countryside.
- 4.5.16 The housing supply figures are derived from an analysis of potential housing sites set out in the Strategic Housing Land Availability Assessment (SHLAA). They do not include windfall sites between 2008/9 and 2018/19. Windfall sites are those which are not allocated or identified and which come forward unexpectedly. The figures demonstrate that the city has a housing supply from identified sites sufficient to meet the South East Plan requirements until and beyond 2018/19. 47% of the predicted supply until 2019 has received planning permission or a resolution to grant planning permission. The current downturn in the housing market makes it difficult to predict

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

Policy CS 5 – Housing Density		to Co ategic			
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment SO6 – A unique sense of place	S3	S7	88	S9	S15

Whilst there is continuing pressure for higher densities in order to deliver development in Southampton, development will only be permitted which is of an appropriate density for its context. High densities should be limited to the most accessible areas, namely the city centre, areas close to and within Shirley town centre and the district centres, as well as the key public transport corridors shown on the map in Appendix 2 and other major sites allocated in the LDF for significant intensification. The majority of development should be on previously developed land.

The net density levels should generally accord with:

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

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

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

- 4.5.20 The provision of a significant number of new dwellings within Southampton's constrained urban area will inevitably lead to a general increase in density. However the appropriate densities of new development will vary across Southampton.
- 4.5.21 Intensification and higher densities will be appropriate in some areas of the city in order to make best use of land, to support a range of local services and infrastructure and to create a residential environment with a mix of housing including smaller units and affordable housing. At all densities residential development should be high quality, energy efficient and in line with best practice in sustainability and should

^{*} PTAL = Public Transport Accessibility Levels – see paragraph 4.5.24

maximise usable outdoor space, for example by providing gardens, roof terraces or balconies. More information on high quality residential development and delivering higher densities is contained in the Residential Design Guide SPD. They should also address the need to reduce flood risk and where appropriate, mitigation measures will have to be taken.

- 4.5.22 Density is measured by the number of dwellings per hectare (dph). The city centre is the primary area for high density residential development, along with Shirley town centre and the four district centres where 100dph is the minimum requirement (where residential development is appropriate, see Policy CS 3). These areas offer a range of amenities, services and employment opportunities and good access to public transport.
- 4.5.23 In other areas, 50dph should be the minimum density requirement for sites that are within areas of medium accessibility and at least 35 dph within areas of low accessibility.
- 4.5.24 A map of Public Transport Accessibility Levels (PTAL) is contained in Appendix 2. The accessibility levels shown on the map reflect the time taken to walk to bus stops and the frequency and reliability of services at the morning peak period Monday to Sunday. The accessibility or PTAL is categorised into six levels with 1 representing the lowest accessibility and 6 the highest. The PTAL map will be updated as appropriate.

4.6 Supporting Economic Growth

Employment Sectors

References to employment in this section apply to employment in office, industrial or warehouse developments and to other employment generating uses usually located on industrial estates (e.g. sui generis uses such as warehouse clubs [if they pass PPS6 tests], garages, depots, builders merchants). Clearly there are other major employment sectors. These present different spatial planning issues and are addressed elsewhere. These include city centre retail / leisure uses (section 4.4); health, social services and education (section 4.7).

Policy CS 6 – Economic Growth	Strat	to Cor egy S ctive(s	trateg	ic
Link to City of Southampton Strategy objective(s): SO3 – A dynamic business environment	S1	S2 S2		S4

The Council will contribute to the objectives of increased economic / employment growth and competitiveness focussed on urban areas set out in the South East Plan's strategy for South Hampshire, devised by PUSH. It will do this by:

- 1. Identifying sites capable of delivering 322,000 sq m of office development in the city centre through the City Centre Action Plan
- 2. Promoting key sectors and their supporting infrastructure
- 3. Safeguarding all existing employment sites and allocations, subject to Policy CS 7, through the Sites and Policies DPD or City Centre Action Plan, within which approximately 97,000 sq m of industrial / warehouse development will be delivered
- 4. Providing appropriate support to the Port of Southampton (see Policy CS 9)
- 5. Securing appropriate access for local people to jobs (see Policy CS 24)

- 4.6.1 Southampton is a major economic hub in South Hampshire and the South East. However the city region's economic performance is average and there is potential for improvement. Southampton's strengths include: a strong city centre; strong representation in a range of sectors, including in transport / logistics, marine technology and business services; good infrastructure (two universities, road / rail and airport); a major international port; and a good quality of life. The areas for improvement include: increasing the rates of business formation, economic activity and wage and skills levels; strengthening the city's image; promoting development opportunities and replacing the loss in manufacturing jobs.
- 4.6.2 National, regional and local policies (including Government Planning Policy Statements, the South East Plan (particularly policies RE 1-6), Regional Economic Strategy, PUSH Economic Strategy and Southampton's Plan for Prosperity, City of Southampton Strategy and Local Area Agreement) point to:
 - Promoting "smart growth" (increased prosperity whilst reducing its ecological footprint), productivity - led higher value economic development, skills, social inclusion, regeneration, protection of the countryside and reduced car travel.
 - Promoting key sectors and their supporting infrastructure.
 - A sustained improvement in South Hampshire's economic growth rate to 3.5% gross value added by 2026 (focussed on the cities). The South Hampshire strategy sets a development target of just over 1 million sq m of additional employment floorspace for SW Hampshire, which includes Southampton.
 - An urban focus for economic development, safeguarding existing employment sites within the city. Broadly, this will retain a general focus for industrial activity primarily along the Itchen corridor and the Millbrook Road / A33 corridor (see Policy CS 7).
 - Supporting the growth of the port where appropriate (see Policy CS 9).
 - Focussing major office development on the city centre (see Policy CS 8).
 - Ensuring development is environmentally sustainable and provides appropriate measures to mitigate climate change and ecological impact (see policies CS 20 and 22).
 - Providing appropriate infrastructure to promote economic performance (e.g. transport, training or business support facilities, information technology) subject to other policies.
 - Promoting "access to jobs" agreements (see Policy CS 24).
- 4.6.3 Key existing and potential sectors in Southampton of national or regional significance include the Port and supporting activities, including transport / logistics; other marine

sector activities (e.g. leisure marine, research, insurance); environmental technologies; and business services. Others may emerge over the Core Strategy period. These sectors are supported within the city in a number of ways, including:

- safeguarding land requirements for the Port and marine industries (policies CS7 and CS9);
- support for education and research establishments, for example the National Oceanography Centre, the two Universities and City College (policy CS11);
- support for training to encourage skills (policy CS24);
- creating demand for environmental technologies (policy CS20);
- delivering office development for business services and warehouse development for logistics (policy CS6).
- 4.6.4 PUSH has agreed an apportionment of the South East Plan's development targets for South Hampshire to individual council areas. The apportionment for Southampton from 2006 to 2026 is as follows:
 - Offices 322,000 sq m (gross)
 - Industry / Warehousing 97,000 sq m (gross)
- 4.6.5 It is expected that the industrial / warehouse targets can be accommodated within the existing employment areas / allocations, in tandem with the strong approach to safeguarding such sites set out in Policy CS 7. The likely distribution within the city is set out in the spatial strategy. The overall figures will be monitored and kept under review by the Council and by PUSH. They (and any subsequent revision) will act as broad targets to inform the Sites and Policies DPD.

Policy CS 7 – Safeguarding Employment Sites	Link to Strate objecti	gy Strat	egic
Link to City of Southampton Strategy objective(s): SO3 – A dynamic business environment	S1	S2	S20

In order to meet the South East Plan's economic aims, as set out in Policy CS 6, there is a strong need to safeguard employment sites. All existing employment sites and allocations will be safeguarded for employment use, through the Sites and Policies DPD or City Centre Action Plan unless:

- 1. There is clear evidence that a site is not, and is not likely to become, viable for employment use; or
- 2. There is a strong justification to release a site from employment safeguarding, on the following grounds:
 - a) The redevelopment of the site, given its specific location, could deliver strong and distinctive planning / regeneration benefits, or
 - b) The site is no longer suitable for employment use taking into account, its accessibility and its effect on residential amenity and the environment including the Habitats Regulations;

and these grounds outweigh the strong need to safeguard employment sites taking into account the following specific issues:

- c) Any location-specific employment needs met by a site (e.g. for waterfront marine use); and
- d) The benefit of retaining an employment site close to the priority neighbourhoods.

Where a site is released from safeguarding, the requirement will be for a mix of uses to include suitable B1, B2 and / or B8 employment. The Sites and Policies DPD will provide further guidance where appropriate on the types of employment use suitable to particular sites, to recognise amenity issues for example.

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

approach consistent with the above policy on employment safeguarding (see the Employment Background Paper and SHLAA).

Policy CS 8 - Office Location	Link to Core Strategic of	e Strategy bjective(s):
Link to City of Southampton Strategy objective(s): SO3 – A dynamic business environment	LS ST	6S

There is a need for at least 322,000 sq m of additional office development in Southampton (see Policy CS 6). The preferred location for major office development is Southampton city centre. The preferred locations for medium scale office developments are the city, town or district centres. Office proposals in other locations will be directed towards these centres first, where possible, in line with PPS6.

This policy applies to office development greater than 750 sq m gross. Medium scale office developments are between 750 – 1,500 sq m gross; and major office developments are greater than 1,500 sq m gross.

A redevelopment of an existing industrial site to offices will be acceptable in principle outside the city centre if that site is within approximately 500 metres of Southampton Central railway station; and there are no available sites within the city centre closer to the Central railway station.

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

neighbouring council areas. Regeneration benefits can be taken into account in particular circumstances as set out for retail development (see section 4.5.13).

Policy CS 9 – Port of Southampton	Link to Cor Strategy S objective(s	trategic
Link to City of Southampton Strategy objective(s): SO3 – A dynamic business environment	S1	84

The Council will promote and facilitate the growth of the International Gateway Port of Southampton. Within the city operational port growth will take place within the existing port boundaries as defined on the Proposals Map.

Within the city, the Council will facilitate growth by:

- Refusing planning permission for non port related development within the port; except for uses which form an integral part of a cruise line terminal within the city centre, which help create a visitor destination and do not significantly increase the footprint of the terminal area.
- 2. Supporting an increase in transhipments (ship to ship), rail freight to / from the port and appropriate road improvements leading to the port (see Policy CS 18), having regard (where relevant) to the transport needs of the city centre as well as the port.

- 4.6.14 The Port of Southampton is a major deep sea facility and is an international gateway into the city, region and nation. It handles a range of trades including deep sea containers, vehicle imports and exports, and cruise. As such, the Port is of global significance, a key part of the national economic infrastructure and one of the major drivers in the local and regional economy, as described in SEEDA's Solent Waterfront Strategy. Therefore it is important to plan positively for the Port's growth. The implications for European sites of any proposals for port development will be fully considered in accordance with the procedures set out in the Habitats Regulations (see also policy CS22).
- 4.6.15 As required by regional policy and Department for Transport guidance, the Port is preparing a Port Masterplan which will set out its future development needs. The Port anticipates a demand for major growth over the life time of the Core Strategy which in the short / medium term can be accommodated within the boundaries of the existing port. The longer term ability for the port to grow will relate to land and sites outside the city's boundary. Most port related developments within its existing boundaries are permitted development.
- 4.6.16 New uses within cruise line terminals which lie in the part of the Port included in the city centre area may be supported if they create further visitor destinations such as cafes or bars to improve links between the city centre and the waterfront.

- 4.6.17 The Port is an international transport multimodal hub with a deep water approach channel and connections to the national strategic road and rail networks. The funding has been secured to increase rail freight capacity from the port to the Midlands and the North, including increasing clearances within the tunnel in Southampton. Improvements to road freight access have been completed on the approach to Dock Gate 20 (container port); and are proposed on the approach to Dock Gate 4 (eastern docks). Access improvements need to seek a practical balance and complementary relationship between the needs of the port and the need for city centre development growth.
- 4.6.18 The strong approach to safeguarding employment land (as set out in policy CS 7); will retain the potential for some sites to contribute to the open storage needs of the port and to wider port related industries.

4.7 Supporting Health and Education

Policy CS 10 - A Healthy City	Stra	Link to Core Strategy Strategic objective(s):			
Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution	SS	6S	S11	S18	

To improve the health of the city, proposals for the intensification of healthcare uses on existing sites in accessible locations (as defined by the Public Transport Accessibility Levels map in Appendix 2) will be supported subject to meeting other relevant LDF policies. New and relocated health facilities should be in accessible locations where there is demonstrated need and should be linked to community hubs where appropriate.

Proposals involving the loss of community – based primary health care facilities must demonstrate that adequate alternative provision is made to meet the needs of the community serviced by the facility.

The principal acute health care centres in Southampton are safeguarded for health provision with a presumption in favour of continued expansion within their existing sites, accompanied by suitable travel plans to reduce dependency on the car. Within the safeguarded sites, proposals for non – health care uses must demonstrate that the land is no longer required for health care. The principal centres are:

- 1. Southampton General Hospital;
- 2. Princess Anne Hospital:
- 3. Royal South Hants Hospital; to be developed as a new city centre Health Campus
- 4. Western Community Hospital

Planning applications for major developments may be required to submit Health Impact Assessments (HIA) in order to assess how they will impact on the health of residents. Developer contributions, including travel plans, may be sought from new development to support any additional health infrastructure in accordance with Policy CS 25.

Policy Background / Justification:

- 4.7.1 The City of Southampton Strategy promotes a long term vision for improving the health and wellbeing of all Southampton's citizens. This was taken forward in the Health and Wellbeing Strategy (2004) which identified key cross cutting themes to include ensuring the highest possible standard of health and social care service delivery, contributing to sustainable development and an environment that safeguards health.
- 4.7.2 The LDF will help to deliver a healthy city which encourages residents to pursue a healthy lifestyle whilst providing the necessary healthcare services. Many of the policies in the Core Strategy promote activity by, for example, improving and extending pedestrian and cycle routes, protecting open space and providing local facilities within walking distance and improving air quality through reducing congestion. It also promotes high quality homes and reducing unemployment through Policy CS 24.
- 4.7.3 In terms of health services over 90% of health care is delivered by primary care services in the community from GP practices, the three 'Walk in' centres in the west, east and centre of the city, community healthcare, dental healthcare, ophthalmic and pharmacy services. Primary healthcare services are provided by Southampton City Primary Care Trust (PCT) which also operates the Royal South Hants Hospital and Western Hospital sites. The two other hospitals are managed by Southampton Universities Hospital Trust. The safeguarded sites will be identified in the Sites and Policies DPD.
- 4.7.4 Proposals for new and refurbished health facilities will be expected to encourage walking, cycle and bus travel by students and staff. Travel plans should reflect the characteristics and needs of the patients and staff e.g. taking into account staff working hours and recognising that some patients will be too unwell to travel by public transport.

Policy CS 11 - An Educated City	Strate	Link to Core Strategy Strategic objective(s):		
Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution SO2 – Learning and innovation at its heart SO3 – A dynamic business environment SO6 – A unique sense of place	S5	S7	S9	

The development of new inspirational, high quality education and related facilities which encourage community use of their facilities will be promoted.

The main sites of the University of Southampton and Southampton Solent University will be safeguarded to allow expansion of these facilities through intensification on their existing sites.

Other sites used for education purposes will be safeguarded unless it can be demonstrated that:

- 1. The land and / or buildings are no longer needed for educational use as demonstrated on a case by case basis; and
- 2. a) Any existing community / sports facility is being retained on site for use by the community; or
 - b) the community/sports facility is relocated to another accessible site where there are equivalent community benefits. The nature of the facility and catchment of its users will be taken into account in assessing the acceptability of the proposed locations; or
 - c) there is no community need for the facility.

Developer contributions, including travel plans, may be sought from new development to support any additional education infrastructure required in accordance with Policy CS 25.

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

4.7.10 Travel plans and developer contributions may be sought from proposals for new and refurbished educational facilities to enhance access, promote safety and to encourage walking, cycle and bus travel by students and staff.

4.8 Accessing the Waterfront

Policy CS 12 - Accessible & Attractive Waterfront			Core ic obj			
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment SO5 – Imaginative arts and cultural opportunities SO6 – A unique sense of place	S1	S3	84	88	S12	S15

As a maritime city, links with the waterfront help to define the relationship between the city, its rivers and the sea and safeguard the city's seaport character.

Development on waterfront sites should, where appropriate, achieve greater integration between the city and its waterfront through

- 1. improving the physical connections to and from the waterfront including provision of well designed, attractive and safe public access to the waterfront; and
- 2. preserving key views of the water and maritime activity from the city and reproviding key views which have been lost.

Incorporation of additional public access might be considered inappropriate where it would damage the business interests of the occupiers of waterfront employment sites, would compromise safety or where additional public access might conflict with nature conservation objectives.

Developer contributions may be sought from relevant developments to improve access to the waterfront in accordance with Policy CS 25.

Policy Background / Justification:

4.8.1 Despite Southampton's location at the meeting point of two major rivers there are limited opportunities for public access to the waterfront beside Southampton Water and the River Itchen. Significant areas of the city's waterfront are utilised for marine based employment where additional safe public access is difficult to achieve. Additional waterside public access within the operational land of the Port of Southampton cannot be achieved for safety and security reasons. The Rivers Itchen and Test also have areas of international nature conservation importance as well as potentially important waterlogged archaeological remains. Development proposals should follow the approach to European sites set out in the Core Strategy, paragraph 5.4.21.

- 4.8.2 Despite these constraints, Southampton's waterfront and the recreation opportunities, events including the Southampton International Boat Show and cruise ships it supports are a key part of the city's identity. Access to the waterfront remains an important issue for both residents and visitors. Improving access will strengthen what makes Southampton unique and improve the city's attractiveness as a tourist and visitor destination. A new pedestrian and cycle way running along the River Itchen from Northam Bridge to St Denys will be delivered within 2 years.
- 4.8.3 Views of the port, the maritime environment and beyond are seen through gaps between buildings and infrastructure. They help people to find their way around the city and emphasise the city's long relationship with the sea. The key views to and from the city centre have been identified in the City Centre Characterisation Study which has been undertaken for the City Centre Action Plan. This builds on previous work in the Development Design Guide (adopted 2004), City Centre Urban Design Strategy and Old Town Development Strategy.
- 4.8.4 In the city centre there are opportunities for improving access to the waterfront through the potential waterfront development sites which will be considered in the City Centre Action Plan and Sites and Policies DPD and include Royal Pier, Town Quay and sites north of the Itchen Bridge such as Town Depot. Outside of the city centre, there are further sites along the River Itchen including Drivers Wharf and Centenary Quay.
- 4.8.5 The challenge is to improve links and access to the rivers and waterfront whilst recognising the competing uses for these sites, their importance for local businesses and the environmental constraints. Links and use of the waterfront can also be enhanced by measures such as improving signage and providing facilities and infrastructure to support visits such as seating and public toilets.

5 Key Requirements for Successful Development

Policies in this Chapter:

Design

CS 13 Fundamentals of design

CS 14 Historic environment

Housing

CS 15 Affordable housing

CS 16 Housing mix and type

CS 17 Gypsy & Traveller and travelling showpeople accommodation

Transport and Parking

CS 18 Transport: reduce - manage - invest

CS 19 Car & cycle parking

Climate Change and the Natural Environment

CS 20 Tackling and adapting to climate change

CS 21 Protecting and enhancing open space

CS 22 Promoting biodiversity and protecting habitats

CS 23 Flood risk

Access to Jobs

CS 24 Access to jobs

Infrastructure Delivery and Developer Contributions

CS 25 The delivery of infrastructure and developer contributions

5.1 Design

Policy CS 13 - Fundamentals of Design	St	nk trat ojed	egi	c		Stra	iteg	уу
Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution SO4 – An attractive, sustainable and stimulating environment SO6 – A unique sense of place	S5	S7	88	S12	S16	S17	S18	S20

Development should follow a robust design process which should be analysis-based, context driven and innovative against the twelve fundamental principles below. It should include appreciation for Southampton's heritage, regional status, waterside location, natural environment and diverse neighbourhoods.

Developments must ensure that resource efficiency measures, a range of sustainable materials and renewable/sustainable energy generation devices are incorporated and

integrated into the development. They should also make a positive contribution to tackling climate change (see Policy CS 20). Furthermore development should: -

Architecture

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

Historic Environment & Conservation

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

Public Realm & Open Space

- 4. Promote safe, secure, functional and accessible streets and quality spaces that contribute to place making and the quality of the public realm;
- 5. Protect, preserve or recreate key views of important landmarks as set out in the City Centre Action Plan and Site and Policies DPD (see also CS 12).

Landscape

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

Connection Movement & Inclusive Access

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

Urban Form and Scale

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

- 5.1.1 Achieving a high quality built environment will, in part, be based upon a robust design process and on a clear understanding of the context of development and the contribution of better design. The implementation of the spatial strategy will therefore have regard to the following specific factors: -
 - Southampton's maritime heritage, Roman, Saxon, Medieval and later town and location as a major Port;
 - The pattern, style and character of development and rapid expansion of the city in the 19th and 20th Centuries;
 - Southampton as a regional destination and its waterfront geography;

- The challenge of delivering higher density development in appropriate locations that includes a mix of building styles, types and uses and sufficient amenity space where appropriate;
- The need to deliver development and public spaces that are suitable, inclusive and accessible and reflect the needs of an ageing population in the city.
- 5.1.2 In putting forward development proposals applicants must explain, through the accompanying Design & Access statement, how they satisfy the above principles and also how they have taken a design-led approach in accordance with the principles set out in the Council's relevant design guidance, including the City Centre Urban Design Strategy, the City Centre Development Design Guide, the Old Town Development Strategy, the City Centre Streetscape Manual, the North South Spine Strategy (QE2 Mile) and the Residential Design Guide. Applications should address the local physical, social, economic, environmental and policy context for development. Development should seek to reduce crime through design, management and security measures as appropriate. All access routes and paths should be safe and well designed, in accordance with the Secured by Design principles. As Southampton has an ageing population access to buildings and services and providing safe. attractive public areas are a key issue for planning now and in the future. Design measures to address flood risk may also be required. Applicants should be able to demonstrate how they have taken account of the need for good layout and design, with particular regard to placing 'people first' and developing on a human scale.
- 5.1.3 The public realm must be legible, comfortable and stimulating, with safe streets and public spaces across the city. High quality street furniture and public art should be used to enhance the quality of the urban environment incorporating signs and maps which aid legibility.
- 5.1.4 More specific requirements on design including guidance on the application of design and sustainability principles and on appropriate locations for new landmark or tall buildings will be provided in the City Centre Action Plan and Sites and Policies DPD.

Policy CS 14 – Historic Environment	Link to Strate object	gy Strat	egic
Link to City of Southampton Strategy objective(s): SO6 – A unique sense of place	S3	88	S13

The Council will safeguard from inappropriate development and, where appropriate, enhance important historical assets and their settings and the character of areas of acknowledged importance including listed buildings, conservation areas, sites of archaeological importance and their setting and parks and gardens of special historic interest. The Council will promote the retention of buildings and structures of local architectural or historical importance identified on the Local List.

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

street pattern where possible.

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

- 5.1.5 A fundamental consideration in the overall approach to development is how it respects Southampton's historic environment. The development of Southampton through centuries has resulted in a variety of buildings and townscapes, important to the city's environment, quality of life and 'sense of place'. The city possesses 20 conservation areas, over 450 listed buildings and three grade II listed parks. The historic environment is an asset for the city and forms an important part of Southampton's identity and character. It is a finite and non-renewable resource requiring careful management and the first presumption is that this asset will be conserved and enhanced. Proper conservation of the heritage is a vital tool in ensuring that development proposals are well designed and do not detract from existing local characteristics and built form.
- 5.1.6 The whole city contains a wealth of archaeological remains reflecting important changes in the development of the locality, the region and the nation. These range in date from prehistoric to the 20th century. As well as below ground remains, they include historic structures, whether or not they are statutorily protected, for instance industrial buildings. Sites and artefacts are located not only on dry land but also underwater and in the intertidal environment.
- 5.1.7 Preservation of our archaeological resources should be the primary aim, but where this is not feasible, if development is permitted, arrangements must be in place for the investigation, recording and publication of the evidence, as well as the curation of the archive to benefit current and future generations.
- 5.1.8 The Conservation Area Character Appraisals will identify the unique characteristics of the areas and contain management statements aimed at securing the preservation and enhancement of the areas. They will be supported by reviews every five years. Southampton's Historic Environment Record (HER) will be maintained and developed to provide a comprehensive, up-to-date record of the city's historic environment, in order to underpin sustainable development through the planning system and to inform public understanding and enjoyment of the local historic environment. It is intended that local schools, as well as local communities will be involved in recommending buildings for inclusion in the local list, which will be updated on a two-yearly basis. The Local List may well prove a more appropriate mechanism for managing development on discrete groups of buildings that may be too small in area to warrant Conservation Area status. The Heritage at Risk Register (1997) will be updated to identify where the resources of the Council are best targeted.
- 5.1.9 It is recognised that the mature suburbs developed during Southampton's major periods of expansion contribute much to the historic character of the city. These suburbs comprise varied streetscapes that reflect the history and social status of

areas and can comprise buildings ranging from impressive mid-19th Century villas to more modest semi-detached and terraced housing. Concerns have been expressed that the design of some new developments is eroding the character of these suburbs. A review of the existing Residential Design Guide SPD will be undertaken to establish whether any further guidance is needed through additional Supplementary Planning Documents or in subsequent Development Plan Documents.

- 5.1.10 The protection and enhancement of the city centre heritage will be addressed as part of the City Centre Action Plan with the identification of sites influenced by the Characterisation Study. The revised areas of archaeological importance are shown on the Proposals Map.
- 5.1.11 Over the next three years character appraisals will be conducted for all Conservation Areas in the city. Additionally, a programme will be instigated that will seek to identify other areas within the city that may be worthy of Conservation Area status. Work on the conservation areas will be supported and supplemented by ongoing revisions to the Local List and the updating of the Heritage at Risk Register (subject to funding).

5.2 Housing

Policy CS 15 - Affordable Housing	Link to Strate objecti	gy Strat	egic
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	S9	S10	S11

On housing sites where 15 or more net dwellings are proposed, or which exceed 0.5 hectares in size (irrespective of the number of dwellings), the Council will seek provision, through negotiation, of 35% affordable housing.

On sites where 5-14 net dwellings are proposed the Council will seek provision, through negotiation, of 20% affordable housing.

The proportion of affordable housing to be provided by a particular site will take into account:-

- 1. The costs relating to the development; in particular the financial viability of developing the site (using an approved viability model)
- 2. The need to contribute towards the sub-regional target whereby the total provision of affordable housing is made up of 65% social rented and 35% intermediate affordable housing
- 3. The proximity of local services and the accessibility of the site to public transport
- 4. Constraints on the development of the site imposed by other planning objectives
- 5. The need to achieve a successful housing development in terms of the location and mix of affordable homes.

The affordable housing requirement will be applied to the net number of new housing units which are being proposed on site.

The delivery of affordable housing will be provided in accordance with the following hierarchy of provision:-

- 1. On-site as part of the development and distributed across the development as much as is reasonable and practical to create a sustainable, balanced community.
- 2. On an alternative site, where provision would result in a more effective use of available resources or would meet an identified housing need, such as providing a better social mix and wider housing choice.
- 3. Commuted financial payment to be utilised in providing affordable housing on an alternative site.

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

- 5.2.1 The affordability of homes across the region is accepted as a significant issue and is identified as a priority in the South East Plan and in the PUSH Affordable Housing Policy Framework. In addition the South Hampshire Housing Market Assessment 2006 and the city's Housing Needs and Housing Market Survey 2005 have identified affordability as a significant issue for the city and PUSH area (see section 2.3). This has resulted in an unmet annual level of affordable housing need of 1,391 units which is almost four times the delivery rate of new affordable homes. It has also resulted in a high level of concealed households where adult children still live with their parents. Within the households on the Council's housing waiting list there is a strong demand (over 65%) for 1 and 2 bed homes. The Housing Needs and Housing Market Assessment found that amongst existing households wishing to move to Registered Social Landlord (RSL) properties 55% require properties with 3 or more bedrooms and 34% require properties with 2 bedrooms. In terms of house type the requirement was for semi-detached properties (32%), terraced properties (31%) and bedsits / flats or maisonettes (25%). This indicates the need for a mix of sizes of affordable homes.
- 5.2.2 Affordable housing is defined in the glossary and it includes social rented properties and intermediate affordable housing which is for households with incomes too low to buy or rent market housing but high enough to afford more than social housing rents.
- 5.2.3 The South East Plan indicates that on average 30-40% of housing on new development sites in South Hampshire should be affordable. The PUSH Affordable Housing Policy Framework suggests that up to 40% of affordable housing should be sought. Southampton's Housing Needs and Housing Market Survey and South Hampshire's Housing Market Assessment provide the evidence to support the provision of up to 40% affordable housing in the city, subject to the viability of individual sites. This requirement applies to both new build and residential conversions. A higher proportion than 40% affordable housing is likely to be achievable with the direct involvement of Housing Associations, RSLs and the Council.
- 5.2.4 The Southampton and Eastleigh Affordable Housing Viability Study recommends a target of between 30% and 40% affordable homes on sites of 15 or more units stating that a target of 40% would be ambitious. Consequently, the Council will seek a target of 35% affordable homes on these larger sites. The study also suggests that this

- level of provision on smaller sites would be unviable and suggests a target of 20% for sites of between 5 14 units.
- 5.2.5 Within the overall provision for affordable housing the Southampton Housing Needs and Housing Market Survey, the South East Plan and the PUSH Affordable Housing Policy Framework indicate a need for about two-thirds social rented and one third shared intermediate ownership.
- 5.2.6 On-site provision evenly distributed throughout the scheme is more likely to result in good design; a better chance of a higher Code for Sustainable Homes rating throughout the scheme; an avoidance of social exclusion and the development of a more balanced community, integrated into the mixed development.

Policy CS 16 - Housing Mix and Type	Strate	Link to Core Strategy Strategic objective(s):	
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	6S	S10	S11

The Council will provide a mix of housing types and more sustainable and balanced communities through:-

- 1. The provision of a target of 30% of total dwellings (gross) as family homes on sites of ten or more dwellings or which exceed 0.5 hectares. The appropriate percentage of family housing for each site will depend upon the established character and density of the neighbourhood and the viability of the scheme.
- No net loss of family homes on sites capable of accommodating a mix of residential units unless there are overriding policy considerations justifying this loss.
- 3. Control of Houses in Multiple Occupation (HMOs) where planning permission is required, particularly those properties which provide accommodation for students.
- 4. Improvement of, and an increase in, the provision of homes for senior citizens and disabled people of all ages.
- 5. Variation in the levels of housing density (see Policy CS 5).

Family homes are dwellings of three or more bedrooms with direct access to useable private amenity space or garden for the sole use of the household. The private amenity space or garden should be fit for purpose and with the following minimum sizes:

- Flats and maisonettes 20sq m
- Terraced homes 50sq m
- Semi-detached homes 70sg m
- Detached homes 90sq m

The requirements in points 1-3 above do not apply to specialist housing schemes entirely comprised of accommodation specifically for senior citizens, supported accommodation for people with disabilities and purpose built student accommodation.

- 5.2.7 Drawing on the advice in PPS3 *Housing* and the South East Plan the Core Strategy promotes the importance of providing a range of housing to encourage mixed communities, to help to support local services and facilities and to meet the needs of existing and future residents whilst supporting the sub regional growth agenda. This will be achieved through new housing developments providing a choice of housing sizes, location, tenure and price to accommodate a mix of different households such as families with children, Black and Minority Ethnic (BME) households, single person households and senior citizens.
- 5.2.8 Local and sub-regional housing market assessments have identified the need in the city for small units, larger units for families and, with the changing population, there will be an increasing need for accommodation appropriate for senior citizens. The Housing Needs and Housing Market Study (DCA, 2006) found that of the existing households moving within the city 58% required a 3+ bedroom property, and, of the BME households moving, over 61% preferred a property with 3 or more bedrooms.
- 5.2.9 The South Hampshire Housing Market Assessment (Part II) produced by DTZ in 2006 took into account population projections and the nature of the current supply of housing in the city (where the proportion of flats and maisonettes is significantly higher than national and regional figures). This study identifies that single person households are likely to make up 80% of the increase in households during the plan period with multi person households making up 18% and married and co-habiting couples providing 2%. The assessment points out that the relationship between household size and the size of dwelling they occupy is complex with smaller households often occupying or wanting to occupy larger properties. Taking this into account the assessment suggests that around 30% of Southampton's future housing provision will need to be in the form of larger (3 + bedroom) family homes. The new family homes must provide the minimum sizes for gardens / private amenity space as identified in the adopted Residential Design Guide SPD.
- 5.2.10 Within the areas of the city identified for high density residential development such as the city centre, a lower percentage of family homes may be acceptable. Likewise in lower density areas a higher percentage of family homes could be appropriate. A lower percentage may also be justified where the proposed development can demonstrate the achievement of more important priorities for the site as identified in the Local Plan Review, this Core Strategy or other Development Plan Documents (see Policy CS 5 for the appropriate density requirement).
- 5.2.11 This policy promotes the increased provision of new homes suitable for families and also prevents the net loss of family homes on redevelopment / conversion sites where planning permission is required. In certain instances, the loss of family homes will be acceptable if this delivers other planning objectives for example if a house falls within the University Development Area and can be redeveloped for educational use. If redevelopment of a site or conversion of an existing house into self–contained units involves the loss of family homes, at least the same number of such properties needs to be replaced as part of the overall redevelopment / conversion scheme. This applies
 - in the redevelopment or conversion of a building containing one or more family homes, whether occupied or vacant; and
 - in the redevelopment of a site where a building previously used as one or more family homes has been removed from the redevelopment site.

- 5.2.12 Where planning permission is required the acceptability of a proposal to convert a building to a House in Multiple Occupation (HMO) will be assessed by balancing the contribution that such a conversion will make to meeting housing demand against the potential harm to the character and amenity of an area and the suitability of the property concerned. Further information is contained in Policy H4 of the adopted Local Plan Review which will be replaced by a policy in the Sites and Policies DPD when it is produced.
- 5.2.13 Current legislation allows for six or fewer unrelated people living as a single household to share a house without needing planning permission. If the Town and Country Planning (Use Classes) Order 1987 remains unchanged with respect to this element the Council will continue to be constrained as to the action it can take in relation to the loss of family homes through this route. It is also recognised that these types of accommodation are important as a source of housing for people with low incomes, those on benefit payments and those starting off in the economy as young professionals.
- 5.2.14 In response to concern about the concentration of student accommodation within parts of the city, the Council will work in partnership with universities and developers, to assist in the provision of suitable, affordable accommodation for students to relieve the pressure on local housing markets. The Council will also consider other forms of control such as areas of restraint and setting thresholds for HMOs where appropriate. This might include action in areas of the city where there are concentrations of HMOs and where further sub-division of family homes could badly affect the character and balance of the neighbourhood.
- 5.2.15 This Core Strategy encourages developers and landlords to respond positively to the need for homes that are capable of adaptation to meet unexpected needs that may arise. The predicted increase in elderly people in the city has particular implications for the provision of both additional and improved accommodation for senior citizens and people with disabilities. The adaptation of current homes and provision of new Lifetime Homes and use of new technology will enable people to live independently in their homes for longer. These will be built / adapted to a set of design standards which will meet the varying needs of the occupiers, particularly those with reduced mobility. For more information, see the Residential Design Guide SPD.
- 5.2.16 More details on the application of the Core Strategy's broad principle on housing mix will be contained, if required, in subsequent Development Plan Documents (DPDs) and / or Supplementary Planning Documents (SPDs).

Policy CS 17 – Gypsy and Traveller Accommodation and Accommodation for Travelling Showpeople	Link to Co Strategy S objective(s	Strategic
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	S 2	S13

The Council will allocate sufficient sites in the Sites and Policies DPD to meet the accommodation needs of Gypsies and Travellers and travelling showpeople as required by the Partial Review of the South East Plan for Gypsies, Travellers and Travelling Showpeople. Criteria for the location of such sites which can be temporary or permanent must take into account issues of sustainability that ensure that:-

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

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

5.3 Transport and Parking

Policy CS 18 – Transport: Reduce – Manage – Invest		Link to Core Strategy Strategic objective(s)				
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	S1	S5	Se	22	S16	S18

To support the regional economy, enhance air quality and achieve a modal shift to more environmentally sustainable transport, a 'reduce-manage-invest' approach will be taken. This approach covers two spatial strands as follows:

<u>In relation to strategic transport</u> the Council will work with adjoining authorities and through Transport for South Hampshire to support Southampton's role as an international gateway and regional transport hub by:

- 1. Supporting freight movements to and from the Port of Southampton, with a presumption in favour of rail freight and 'transhipment' (ship to ship). Development should not prejudice access to the Port of Southampton along the key road corridors identified on the Key Diagram;
- 2. Supporting improvements in, and links to, the national rail network and station facilities (particularly a major redevelopment of Central Station);
- 3. Supporting the enhancement of the existing regional coach facility and enhancing bus interchange facilities in the city centre; ferry services; and appropriate lorry parking;
- 4. Maintaining appropriate access to the strategic road network incorporating the A33, M271, M27, M3 and A34;
- 5. Ensuring good sustainable transport linkages with the wider South Hampshire subregion including the Strategic Development Area at Hedge End and the South Hampshire Strategic Employment Zone at Eastleigh;
- 6. Securing strategic developer contributions to address the increased travel demands of new development. In particular to seek to deliver:
 - a) Enhancements to the eastern approach to Southampton, including improved bus priority and the provision of a high occupancy vehicle lane from Windhover to the city centre;
 - b) Enhancements to rail services and infrastructure, including the potential for direct services from Hedge End to Southampton:
 - c) Three park and ride sites, on the eastern, northern and western approaches to Southampton and any associated bus priority measures or mitigation measures for the strategic or local road network which are necessary;
 - d) Mitigation measures for the M271, M27 and M3 Motorways, including Active Traffic Management, junction improvements and improved access to the Port of Southampton.

In relation to citywide transport the Council will continue to:

7. Promote patterns and forms of development that reduce the need to travel, especially by car, and which seek to promote active lifestyles, by promoting major city centre growth (Policy CS 1) and higher density residential development in accessible locations (Policy CS 5). Residential development should conform to

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

- 5.3.1 An efficient and accessible transport system is vital to underpin the success of the city as an economic, cultural and social driver for the region. The Transport Background Paper demonstrates that the city's own transport network can accommodate the effects of the new development in conjunction with a modal shift from car use, particularly to public transport, park and ride and car sharing; and that the scale of modal shift required is realistic and achievable.
- 5.3.2 The responsibility for transport issues is generally shared between the Council, the Highways Agency, Network Rail and various private bus and rail operators. The Council is responsible for the local road network and provision for cyclists and pedestrians. Therefore the delivery of the Core Strategy transport policy will require a coordinated approach between these organisations, working together with neighbouring authorities and across the sub-region.
- 5.3.3 In 2005, the Solent Transport Strategy was established by Hampshire County Council, Portsmouth City Council and Southampton City Council. This provides a twenty year strategic transport policy framework for addressing the transport challenges and opportunities in the South Hampshire sub-region over the period to 2026.
- 5.3.4 The Solent Transport Strategy established the Reduce Manage Invest approach to address transport issues. This has also been taken forward as a strategy in the three transport authorities' 2006 2011 Local Transport Plans (LTPs) and by Transport for South Hampshire (TfSH), which was established as a delivery agent for

sub-regional transport projects in 2007. The approach has three incremental strategies, in the following priority order:

- a. Reduce: Wherever practical and relevant, to reduce journey lengths and the need to travel;
- Manage: Where journeys cannot be avoided, to make best use of existing infrastructure across all modes and introduce measures to influence travel choices; and
- c. Invest: If unavoidable travel demand cannot be met by the existing infrastructure, then to provide additional infrastructure.
- 5.3.5 Following the completion of a number of transport studies, Transport for South Hampshire published "Towards Delivery" in 2008, which outlines the strategic transport infrastructure requirements in the South Hampshire sub-region over the period to 2026.
- 5.3.6 In line with Policy CS 25 and Circular 05/2005, developer contributions will be sought from appropriate developments towards measures that ameliorate the transport impact of new development at both the strategic sub-regional level and also more locally within Southampton.
- 5.3.7 The Transport Background Paper assesses the effect of Southampton's development on the strategic road network. A joint study with the Highways Agency and Eastleigh Borough Council is underway to refine this assessment and provide more detail on the mitigation measures. The requirement for this range of measures will be an important input to the City Centre Action Plan and Sites and Policies DPD. This will also identify costs, phasing with development, funding sources and responsibility for delivery associated with mitigation measures. Developments coming forward in advance of this study must assess their impacts on the strategic and local road networks and identify where mitigation is necessary, for which developer contributions will be sought. The Transport Background Paper sets out specific measures, potential sources of funding and the contingencies and effect should they not be delivered.

Policy CS 19 – Car & Cycle Parking	Link to Cor Strategy S objective(s	trategic
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	S 5	S18

Parking for all development must have regard to the Council's maximum car parking and minimum cycle parking standards which will be set out in a Supplementary Planning Document. The following criteria will also be taken into account when assessing car parking provision:

- 1. the scale and travel needs of the development;
- 2. the level of Public Transport Accessibility (PTAL map see Appendix 2);
- 3. the location of the development;
- 4. the density of the development;
- 5. parking schemes such as car clubs, other parking arrangements and current

controls/restrictions:

6. spaces for disabled people where appropriate.

Parking provision should be well designed and seek to enhance the local environment. Parking in residential developments should aim for CABE 'Good' criteria in terms of 'Building for Life' standards.

The proportion of long stay car parking will be reduced in the city centre over the plan period, in line with Park and Ride (P&R) provision. Commercial development will contribute towards the implementation of the P&R sites and any necessary associated measures. The City Centre Action Plan will give further consideration to the provision of parking.

The SPD will also include maximum parking levels for the University of Southampton sites. Parking enforcement areas will be maintained and extended where appropriate around the city centre, University of Southampton and General Hospital.

Parking at railway stations will be permitted in accordance with the standards providing that it serves new development along with interchange facilities.

- 5.3.8 Controlling the level and location of car parking is a vital element in ensuring more sustainable travel patterns whilst also increasing public health and promoting the efficient use of land. The Core Strategy seeks to reduce unnecessary car use, by encouraging people to use other travel options, such as the bus or train (where available), walking or cycling.
- 5.3.9 All development must have regard to the parking standards which will be set out in a separate SPD for the car, cycle, lorry, motorcycle and the amount of disabled parking bays. This will draw on the findings of the Southampton Parking Review produced in 2007. The SPD will also identify the circumstances when a Travel Plan and / or Transport Assessment will be required.
- 5.3.10 Accessibility levels will be assessed using the Public Transport Accessibility Level (PTAL) Map in Appendix 2. The map broadly shows higher levels of accessibility by rail, bus, cycle and reflects pedestrian connectivity to routes and will be updated as appropriate.
- 5.3.11 With the concentration of significant commercial developments in the city centre, parking levels will reflect economic considerations alongside the need to enforce a travel plan, a car club and ensure a location accessible by a range of modes. There is currently an overprovision of car parking in the city centre and without parking restraint the redevelopment proposed in the Core Strategy would lead to unacceptable levels of traffic congestion.
- 5.3.12 The level of parking at the University of Southampton and Southampton General Hospital is limited for amenity reasons and to encourage more sustainable travel, especially Active Travel.

- 5.3.13 The South East Plan identifies an issue for South Hampshire of promoting the sustainable access to major urban areas for trips originating by car. The Local Transport Plans and the Solent Strategy of the Hampshire Local Transport Plan promote three park and ride schemes on the edge of Southampton, as part of a wider integrated approach to transport. The three indicative locations are outside the city boundary at Nursling (in the west), Windhover (in the east) and near junction 5 of the M27 (in the north). Park and ride schemes help to reduce the distance travelled by car, particularly for people without easy access to the public transport network. They promote bus travel and enhance citywide air quality ensuring that sustainable travel modes are used to access the city centre. Potential designations are shown by the Key Diagram and will also serve the University of Southampton and General Hospital. Park and Ride schemes are likely to have an additional impact on the strategic road network and will require a transport assessment. Their successful implementation is likely to require measures to mitigate the impact on the strategic road network which will be identified through a further study as set out in para 5.3.7 above. The Council will work with neighbouring authorities and the Highways Agency to implement schemes.
- 5.3.14 Further work on commercial parking will be done for the City Centre Action Plan.

5.4 Climate change and the Natural Environment

Policy CS 20 – Tackling and Adapting to Climate Change	Link to Strate object	gy Strat	egic
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment	S16	S17	S18

Southampton City Council will continue to implement the measures identified in the Council's Climate Change and Air Quality Strategy (2004) and any subsequent revisions to the strategy.

The sustainability of development proposals will be judged against the standards outlined in the 'Requirements for new developments' table below.

Table - Requirements for New Developments

	evelopment achieves wing level of the Code Homes	All non-residential developments with a floor space of over 500 m ² achieve at least the following BREEAM standards.
from adoption (2010)	Level 3	BREEAM 'very good'
from 2012	Level 4	BREEAM 'excellent'
from 2016	Level 6	BREEAM 'excellent'

1. Low Carbon Development

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

a) Improving energy efficiency

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

b) Incorporating renewable energy

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

measures.

Table - Requirements for Reductions in CO₂ Emissions

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

c) Contributing to the Carbon Offset Fund

From 2012 - once energy efficiency measures and renewable or low-carbon technology opportunities have been maximised, any remaining CO_2 emissions can be offset through contributions to a carbon offset fund, which will be invested in offsite renewable energy and energy efficiency projects throughout the city. This will be in place for 2012 when the requirements for new development increase.

2. Conserving Water Resources and Surface Run-off Management

a) Improving Water Efficiency

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

b) Managing Surface Run-off

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

3. Identifying Opportunities to Site Decentralised Energy Supplies

Opportunities to site large-scale renewable or low-carbon energy generation centres will be identified through the City Centre Action Plan and the Sites and Policies DPD. Smaller-scale decentralised schemes will be encouraged within proposed development schemes. The potential for proposed developments to connect into existing smaller-scale schemes in nearby developments will be dealt with through individual applications.

Policy Background / Justification:

5.4.1 In 2001 the Council signed the Nottingham Declaration on climate change and committed the Council to prepare an action plan to address its causes and impacts. The Council's Climate Change & Air Quality Strategy was adopted in 2004 and was the first such strategy in the UK. It sets out how the Council proposes to reduce emissions of greenhouse gases and air pollutants in line with national and international targets.

- 5.4.2 Tackling and adapting to climate change is a fundamental part of spatial planning and the Core Strategy continues Southampton's commitment to be a leader in addressing climate change. It outlines how future development in Southampton will help in tackling the causes of climate change and adapting to its impacts with the ultimate aim of ensuring that all new residential development is zero carbon by 2016 and all new development is zero carbon by 2019. This will be achieved via reductions in CO₂ emissions and by building more sustainable development. In order to improve sustainability, new development should consider its own: -
 - Energy efficiency;
 - Resource efficiency (including reducing water consumption);
 - Integration of sustainable energy systems including good quality Combined Heat and Power (CHP);
 - Adaptability (including meeting Lifetime Homes standards).

Development should also include measures to:

- · reduce the emission of pollutants;
- reduce flood risk, where appropriate;
- utilise sustainable construction technologies and materials including recycled construction materials:
- minimise waste and promote recycling in the operation of the development.
- 5.4.3 Policy S1 in the adopted Hampshire Minerals and Waste Core Strategy (2007) which covers Southampton requires new built development to facilitate the efficient use of resources including the recycling of waste materials during construction and throughout the lifetime of the buildings. Buildings and landscaping should be designed to minimise resource use during construction, operation and maintenance and use renewable and sustainably sourced resources efficiently. Well designed development and homes will need to take account of the changing demand and lifestyles of the future and demographic change by providing flexible internal layouts and allowing for cost-effective alterations.
- 5.4.4 Policy CS 20 specifies the requirements that must be achieved in relation to the Code for Sustainable Homes for residential development and BREEAM for non-residential development. Minimum points required for the individual Energy, Water, Materials and Waste sections of the Code for Sustainable Homes and BREEAM methodologies will be specified in a future Supplementary Planning Document (SPD).
- 5.4.5 The percentage reductions in CO₂ emissions required through the incorporation of renewable energy are based on a development's estimated CO₂ emissions after the installation of energy efficiency measures but before the installation of any on-site renewables or CHP. The SPD will specify how the percentage requirements for CO₂ emissions will be increased in future years.
- 5.4.6 The required percentage reductions in CO₂ emissions vary for the different types of development depending on the relative cost and ease with which renewable energy technologies can be installed.
- 5.4.7 After the minimum percentage reductions for CO₂ emissions have been reached developments should still seek to achieve carbon neutrality. Where developments have demonstrated that they are unable to achieve carbon neutrality entirely through on-site energy efficiency and/or renewable energy measures, from 2012 (when the

- requirements for new development increase) they will be able to contribute to a carbon offset fund in order to offset the remaining emissions.
- 5.4.8 The SPD will provide further details on the calculation of contributions to the carbon offset fund and the procedures for their collection.

Policy CS 21 – Protecting and Enhancing Open Space	Stra	Link to Core Strategy Strategic objective(s):			
Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution SO4 – An attractive, sustainable and stimulating environment SO6 – A unique sense of place	S11	S12	S14	S15	S19

The Council will retain the quantity and improve the quality and accessibility of the city's diverse and multi – functional open spaces and help deliver new open space both within and beyond the city to meet the needs of all age groups through

- 1. Protecting and enhancing key open spaces including Southampton Common, central, district and local parks;
- 2. Replacing or reconfiguring other open spaces in order to achieve wider community benefits such as improving the quality of open space, or providing a more even distribution across the city;
- 3. Safeguarding and, when opportunities arise, extending the green grid (see Policy 22):
- 4. Seeking developer contributions to provide high quality, accessible open spaces.

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

- 5.4.9 Southampton benefits from an excellent network of common land, green corridors, city and district parks, local green spaces, playing fields and other open spaces including Southampton Common, a major and valued green space and Site of Special Scientific Interest in the heart of the city. In the north of the city lie a number of outdoor facilities, including the golf course, sports pitches and a woodland network. Southampton's parks and open spaces are widely used by a diverse community and for a variety of different uses. The natural environment, parks and open spaces are key components of Southampton and its neighbourhoods, contributing to their distinctive character.
- 5.4.10 Green open spaces are playing an increasingly important role in providing an attractive setting for homes and businesses thus supporting economic growth. They also contribute to promoting health and wellbeing, providing green transport links, improving biodiversity in the city and providing green links to the surrounding countryside (the green grid) and helping communities come together. Not least, they play an important role in ameliorating the effects of climate change by providing

- areas which aid water absorption, water storage, pollution reduction and heat reduction in the city.
- 5.4.11 The LDF will seek to protect and improve the quality of open spaces and ensure adequate provision in a way which delivers the best outcome for the community, promotes participation in sports and active recreation, health and wellbeing and has regard for the city's rich natural environment.
- 5.4.12 A key principle is to protect important areas of open space from development. This is supported by the findings of the Open Space Audit 2005 which identified an existing shortfall in provision of all types of open space, except allotments, as compared with key national, Structure Plan and Local Plan Review standards. The audit also highlighted the need to improve the quality of open spaces and their biodiversity.
- 5.4.13 The Council has recently completed a Green Spaces Strategy for the city. It sets out a framework for assessing open spaces to ensure that they meet the aspirations of the community within a classification of city, district and local parks, amenity green space and other green space. It also sets out actions to develop and promote the green grid (see Policy CS 22), establish standards for quantity and quality and encourage more active community involvement in management of open spaces.
- 5.4.14 The Council's Estate Regeneration Programme is reviewing the function, location and management of open spaces within some council owned housing areas as part of an initiative to deliver new, mixed tenure homes within attractive, safe neighbourhoods. This programme will identify opportunities to improve the provision of high quality, accessible amenity open space within these housing areas. This may involve reconfiguring fragmented areas of open space to improve both its quality for recreational purposes and its landscape value. Selected amenity open spaces with little recreational, landscape or nature conservation value may be converted to other uses as part of this wider programme.
- 5.4.15 The Sites and Policies DPD will identify sites for protection. All site allocations currently saved in the Local Plan Review will be considered together with sites identified through the Green Spaces Strategy. Open space standards and detailed policies will be established in the Sites and Policies DPD drawing on information from the further work completed through the Green Spaces Strategy.
- 5.4.16 Work is also progressing on a comprehensive audit of indoor and outdoor sporting facilities in Southampton with support from Sport England. This has been driven by the Building Schools for the Future programme and potential alternative management arrangements for sport and leisure facilities in addition to the need for a robust evidence base for the LDF. The final Sports Facilities Strategy will be used to develop standards for the provision of sporting facilities and identify areas of the city where there is under-provision. Any requirements from this audit will be considered in future plans such as the Sites and Policies DPD and Planning Obligations SPD.
- 5.4.17 It is important to maintain the separation between the city and nearby settlements to avoid urban sprawl and provide the setting for the city. The built—up parts of the city generally extend to the city's boundary and where there is undeveloped land on the edge of the city much of it is protected through nature conservation designations or as open space. The most appropriate method of protection for such areas will be established through the Sites and Policies DPD. The Council will work with its neighbouring authorities to define the boundary of the strategic gap to the north between the city and Eastleigh and to the east between the city and Hedge End /

Bursledon / Netley in the Sites and Policies DPD. The purpose of the strategic gap is to safeguard land from development which might damage its open, undeveloped, countryside nature.

5.4.18 To relieve pressure on the New Forest and to provide residents with nearby accessible informal open space, the Council is working with Test Valley Borough Council to develop a new forest park at Lords Wood on the edge of and adjacent to the northern city boundary. This is part of the PUSH Green Infrastructure strategy.

Policy CS 22 - Promoting Biodiversity and Protecting Habitats	Stra	Link to Core Strategy Strategio objective(s):		ic
Link to City of Southampton Strategy objective(s): SO1 – People proud of their city & making a positive contribution SO4 – An attractive, sustainable and stimulating environment	68	S12	S15	S19

Effective protection of biodiversity cannot be achieved by focusing solely on land within the city. The Council will work with other PUSH authorities to achieve a sub-regional approach, in particular through the Green Infrastructure Strategy for South Hampshire.

Within Southampton the Council will promote biodiversity through:

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

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

Policy Background / Justification:

5.4.19 Despite its urban nature Southampton is fortunate in possessing a rich variety of biodiversity. This resource ranges from internationally important wetland habitats along the River Itchen, through nationally important species and habitats on, for example, Southampton Common to locally designated woodlands and grasslands on open space throughout the city. Beyond these sites much biodiversity can be found in undesignated places including gardens, derelict sites and transport corridors. Urban growth and sea level rise could have impacts on the intertidal mudflat habitats, river banks and beds and low lying open areas. Climate change could alter the mix

of the species in the city. The Core Strategy seeks to protect and enhance Southampton's natural environment and the habitats and species listed in the Council's Biodiversity Action Plan.

- 5.4.20 The green grid is a network of connected open spaces which provides wildlife with the means to move within the city and from the waterside to the surrounding countryside. The grid builds on the existing network of Greenways which are ribbons of open spaces along stream valleys through the city. The green grid will promote biodiversity and deliver more recreational links. It will also provide gaps within and between neighbourhoods, improving the attractiveness of the city. Opportunities will be sought to improve connections within the grid and where possible extend it. Linkages could be improved through tree planting and landscaping along connecting roads and by improved signage, information and maintenance. Opportunities for improving the visual links and signposting should be taken where they arise through new developments following negotiations with private landowners and through works to existing open spaces and their surroundings. Any further land required will be identified in the Sites and Policies DPD.
- 5.4.21 The Core Strategy has been subject to assessment in relation to Regulation 85 of the Habitats Regulations to ensure that the proposals it contains will not lead to any adverse effect on the integrity of any European Sites. This process has influenced the development of strategic options and the proposals to mitigate recreational pressures on designated sites. The Council recognises that additional growth in the city, in combination with growth in neighbouring areas, could, without appropriate management and mitigation, lead to adverse effects upon the European Sites. The Council commits to working with partners in the sub region to develop and implement a strategic approach to protecting European Sites. This approach will consider a suite of mitigation measures, including adequate provision of alternative recreational space and support via developer contributions for access management measures within and around the European sites. Development proposals will be expected to contribute towards the conservation, enhancement and restoration of biodiversity as required by PPS9.

Policy CS 23 – Flood Risk		Link to Core Strategy Strategic objective(s):			
Link to City of Southampton Strategy objective(s): SO 4 – An attractive, sustainable and stimulating environment	S3	S5	98	S16	S20

The Council will work with the Environment Agency and other key stakeholders to manage flood risk in the city, particularly in relation to new development in the flood risk zones within the city centre and Northam.

PPS25, including the flood risk hierarchy, will be taken into account (and where necessary balanced against other PPSs) in determining planning applications and preparing two subsequent DPDs (the City Centre Action Plan and the Sites and Policies DPD). The Council will undertake an additional assessment for the flood risk zones within the city centre and Northam in order to inform these DPDs. The DPDs will set out the range of options for managing flood risk in new development incrementally over time, including the major development quarter. Development will achieve an appropriate

degree of safety taking into account standards of defence and sea level rise over the life of the development.

Individual developers should prepare a scheme specific flood risk assessment in order to inform their proposal at an early stage.

Developer contributions may be sought from relevant developments to support the provision of infrastructure to help to control and mitigate flood risk in accordance with Policy CS 25.

- 5.4.22 The reference to flood risk zones equates to flood risk zone 2 (the medium risk zone, with between a 1 in 1,000 and 1 in 200 annual probability of flooding) and flood risk zone 3 (the high risk zone, with a 1 in 200 or greater annual probability of flooding).
- 5.4.23 PPS25 emphasises that new development should ideally be directed away from areas of highest risk (the sequential approach). However, development in these areas may be justified using the Exceptions Test, if it provides wider benefits to the community and can be made safe without increasing flood risk elsewhere. The PPS 25 Practice Guide further sets out the following steps in a flood risk management hierarchy: "assess avoid substitute control mitigate". The Flood Risk Background Paper explains how the flood risk management hierarchy was taken into account in identifying the broad locations of development in this Core Strategy which also includes policies to encourage the use of Sustainable Urban Drainage Systems (CS 20) and for design to take into account flood risk (CS 13).
- 5.4.24 The South Hampshire Strategic Flood Risk Assessment (SFRA) demonstrates that sea levels at Southampton are expected to rise over time: only marginally by 2025, by approximately 30 cm by 2055, and by approximately 1 metre by 2115. Given the local topography, the geographical extent of flood risk will not increase significantly. Therefore many of the existing commercial areas in the city centre are and will remain outside the area at risk of tidal flooding. However the likely frequency and/or depth of flooding within the existing flood risk zones is predicted to increase. By area approximately 50% of Southampton city centre is currently within the flood zones, and 15 20% of the city centre is in the high risk zone. By 2115, as a result of sea level rise, most of this area will be in the high risk zone.
- 5.4.25 The South East Plan sets a major focus for new residential development in Southampton and new commercial development in its city centre. The Flood Risk Background Paper applies the sequential approach for Southampton. This demonstrates that neither the city-wide residential nor the city centre commercial development required by the South East Plan can be located entirely outside the flood risk zones. In addition there are strong reasons for focussing development in the city and, more specifically, in the city centre to meet sustainable development, economic and regeneration objectives. Consequently some sites at risk of flooding will need to be considered for development.
- 5.4.26 A flood risk is generated when there is a likelihood of flooding and a consequence to that flooding (which can be minimised in new development through effective mitigation measures). To deliver all aspects of sustainable development, measures

need to be provided which adequately manage flood risk to the appropriate degree for the circumstances. The Flood Risk Background Paper explains that there is a reasonable prospect, at this stage, that the overall development targets can be delivered taking flood risk into account.

- 5.4.27 The allocation of sites for development will be set out in the City Centre Action Plan and the Sites and Policies DPD which will evaluate the economic, social and environmental benefits of development as well as the potential risk from flooding in order to achieve a proportionate and balanced strategy for planning new development. The preparation of these plans will be informed by a more detailed Strategic Flood Risk Assessment (SFRA2) which will define in more detail the nature of flood risk across the flood risk zones within the city centre and Northam. It will establish a range of flood risk management options for specific site allocations (including the major development quarter) which are appropriate in wider planning / design terms and are likely to be delivered.
- 5.4.28 The approach in preparing these two plans will follow the steps of the flood risk management hierarchy by using the SFRA 2 to inform the plans, considering the appropriate location for development taking into account the degree of flood risk (the local sequential approach), the extent to which the risk can be mitigated, and wider planning objectives. However there may be circumstances where the allocation of sites within the flood plain may not meet the local sequential approach but could still be acceptable if wider planning / regeneration benefits are delivered and management measures are put in place such that the flood risk is avoided or reduced to acceptable levels. These plans will also test the findings of the Flood Risk Background Paper that there is a reasonable prospect of meeting the overall development targets for the city.
- 5.4.29 The SFRA2 and the emerging Coastal Defence Strategy will also inform decisions about the wider management of flood risk across the city in line with modern techniques. This will involve co-ordination between the Council, Environment Agency and other key stakeholders and will extend beyond the remit of the Local Development Framework.
- 5.4.30 Maps of the flood risk zones at 2009 and 2115 are set out in Appendix 3.

5.5 Access to Jobs

Policy CS 24 - Access to Jobs	Link to Core Strategy Strategic objective(s):	
Link to City of Southampton Strategy objective(s): SO2 – Learning and innovation at its heart SO3 – A dynamic business environment	S 2	S11

Measures will be sought from major employment generating development to promote access to the jobs it creates amongst those residents of the city who can have difficulty entering or returning to the labour market.

For this policy, major employment generating developments include retail, leisure and office development greater than 1,000 square metres; industrial development greater than 1,700 square metres; warehouse development greater than 4,000 square metres; (all figures gross); and any other development likely to generate 50 full time equivalent jobs or more. The policy will also apply to construction jobs related to such major developments and to major residential developments.

Policy Background / Justification:

- 5.5.1 Enhancing the ability of the city's residents to access jobs in the city will promote better economic performance, reduce social exclusion, poverty and reliance on benefits, improve health and reduce longer distance in-commuting. There are a range of measures which can enhance "access" to jobs including training to develop skills and achieve qualifications; lifelong learning; apprenticeships; advice to help apply for jobs; guaranteed interviews; transport arrangements; childcare provision; training / work experience placements; and financial contributions towards such measures.
- 5.5.2 Measures will be "tailor made" to be appropriate to the specific development. Measures will be sought by s106 agreements in line with Policy CS 25 and Circular 05/2005, in the form of a training and employment plan. Further guidance will be provided in a Supplementary Planning Document (see para 5.6.5).
- 5.5.3 City residents who can have difficulty entering or returning to the labour market can include people in the following categories: residents of the city's Priority Neighbourhoods; disabled people; those with a health condition or mental illness; lone parents; those with English as a second language; people with no or low qualifications; senior citizens; and ex-offenders.

5.6 Infrastructure Delivery and Developer Contributions

Policy CS 25 – The Delivery of Infrastructure and Developer Contributions	Link to Core Strategy Strategic objective(s):							
Link to City of Southampton Strategy objective(s): SO4 – An attractive, sustainable and stimulating environment SO6 – A unique sense of place	S5	S11	S12	S15	S16	S17	S18	S20

Development will only be permitted if the necessary infrastructure, services, facilities and amenities to meet the needs of the development are available or will be provided at the appropriate time.

The Council will continue to work with infrastructure providers to further review the needs for infrastructure within the city for the next 20 years. Proposals for physical infrastructure that help meet the needs generated by new development and by existing communities within Southampton will be permitted, subject to meeting other relevant LDF policies.

The Council will seek developer contributions towards directly related measures to deliver a high quality development.

Policy Background / Justification:

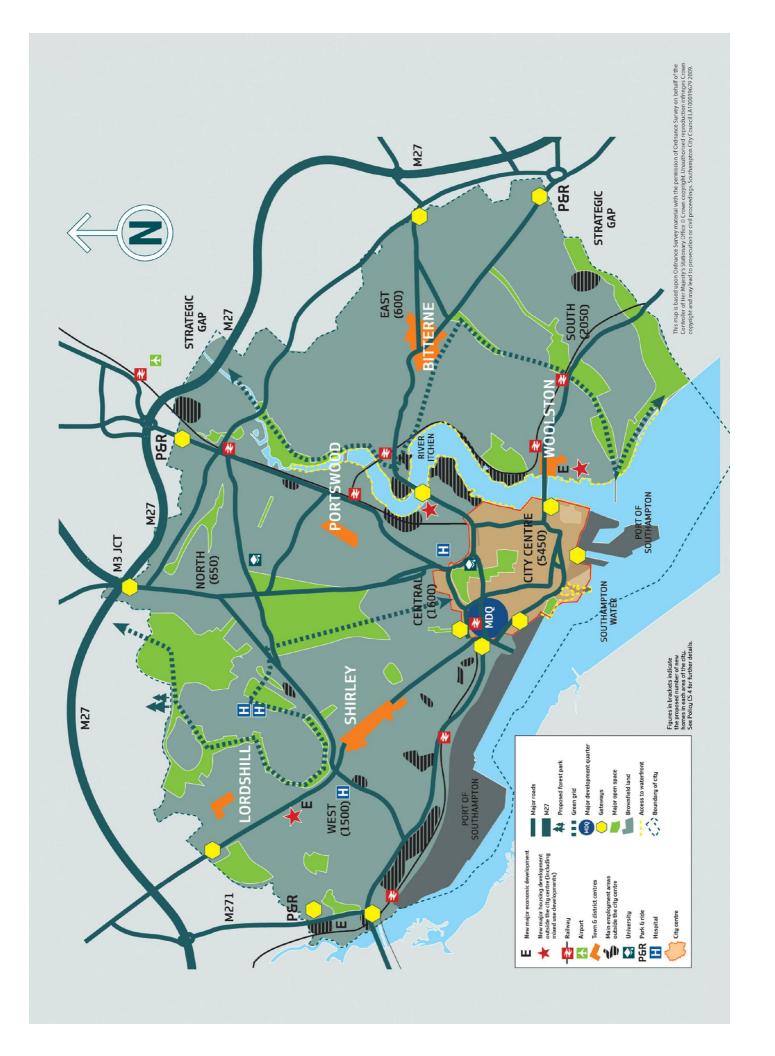
- 5.6.1 The development set out in this Core Strategy must be supported by appropriate infrastructure provided in a timely and co-ordinated way. The infrastructure will be delivered via a mix of funding regimes as well as developer contributions (see Chapter 7) such as:
 - City council budgets;
 - Government grants such as new growth point funding;
 - Agency funding e.g. from SEEDA, water companies, health providers.
- 5.6.2 There will be a presumption that appropriate infrastructure is permitted unless it fails to meet other policies to deliver good quality development. This will help deliver sustainable communities that respond to the changing environment and demography of the city.
- 5.6.3 Infrastructure requirements may include transport, water supply and waste water treatment, flood defences, renewable energy production, Biomass and Combined Heat & Power (CHP), social and community infrastructure (including infrastructure for the emergency services), health, education and library facilities. This document includes policies on some of these infrastructure requirements which should also be delivered in accordance with more detailed plans such as the current Local Transport Plan, the City Centre Action Plan and the Site and Policies DPD. Chapter 7 sets out the key infrastructure issues and requirements. Within the Core Strategy period proposals for further infrastructure requirements not currently identified will come forward and should follow the approach in CS 25.

- 5.6.4 The Council will seek contributions or measures in line with Government guidance in Circular 05/2005. The Planning Act 2008 includes provision for the introduction of a Community Infrastructure Levy, a tariff on development to finance necessary infrastructure. The details of this levy, including how it relates to negotiated Section 106 contributions, will be contained in new regulations. A Supplementary Planning Document will be prepared by the Council once the Government has published their final guidance in order to apply any changes specifically to Southampton.
- 5.6.5 Developer contributions may be used within and outside the city to fund a range of infrastructure including basic utilities such as roads, drainage, water supply / sewage, power supplies. The Council currently envisages the following will be areas for contributions, depending on the nature of the development and the site. More detail is given in specific chapters of this document or other areas of the development plan (including section 7 on the delivery strategy) and will be provided in the forthcoming SPD.

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

6 Core Strategy: Key Diagram

- 6.1.1 The Key Diagram is the principal illustration of the spatial strategy set out in chapter 4 and the broad development pattern for Southampton to 2026. The diagram should be read alongside the policy text.
- 6.1.2 A map showing amendments to the Local Plan Review Proposals Map is published alongside the Core Strategy. This shows the revised areas of archaeological importance and the City Centre Action Plan and MDQ boundaries.



7 Delivery Strategy

7.1 Ways of Delivery

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

Many of the aims of this strategy will be achieved through new development, mainly delivered by the private sector. The Council will work with the private sector to deliver sites for development and develop services in accordance with this document and pursue an open dialogue to resolve any issues where they occur.

- Determination of Planning Applications
 - Planning decisions will be made by the Council in accordance with this strategy and other elements of the development plan unless other issues or circumstances ("material considerations") outweigh this. Interested parties will have the opportunity to comment on applications before the decision is made as set out in the Statement of Community Involvement (SCI).
- Provision of Infrastructure through Developer Contributions and Private and Public Sector Funding

As part of the planning application process the Council will seek developer contributions to provide the infrastructure required by the new development (see Policy CS 25). In these circumstances the infrastructure will be provided directly by the developer as part of the development or by financial contributions paid to the Council who will manage the delivery of the necessary infrastructure. The Council will consider the introduction of a Community Infrastructure Levy in the city. For more substantial infrastructure the relevant agency will secure either public sector funds (e.g. for transport or education) or private funding.

• Provision of Services - Public and Private

The needs of public service providers (education, health etc) have been taken into account in preparing this strategy. The management and investment decisions associated with the provision of services to residents and businesses by both public and private sector providers are important to delivering the Core Strategy objectives. Co-ordination of key decisions can be achieved through the Local Strategic Partnership and Local Area Agreement processes.

7.2 General Delivery and Contingency Planning

Housing Sites

- 7.2.1 A total of 16,300 dwellings will be delivered across the city 2006 2026. The Spatial Strategy in section 4.3 identifies the approximate distribution of the remaining dwellings which have not already been constructed or gained planning permission (with the exception of around 1,200 dwellings at the end of the plan period). Policy CS 4 shows when these dwellings are likely to be completed.
- 7.2.2. Delivery will be achieved primarily by private developers, registered social landlords and the local planning authority.
- 7.2.3 The SHLAA has demonstrated that achievement of both the 5 year and the 10 year supply of housing as required by the South East Plan is realistic. However, the delivery of sites is dependent on developers bringing forward land with planning permissions and completing schemes. The current economic conditions and the 'credit crunch' may reduce the actual delivery of housing within the timescales above.
- 7.2.4 The trends in housing completions will be carefully monitored and if, in 3 years time completions are significantly less than required with no indication of an improvement the options for redressing this will be considered. The options for doing this are limited as the nature of housing provision in the city is that of 95 % development on previously developed land, mainly on small and medium size sites. The Council would, however consider bringing forward sites from later in the programme if possible. In addition Policy SH5 of the South East Plan allows for a review of distribution of the housing figures over the PUSH area if the cities cannot bring forward sufficient sites.

Employment / Retail

- 7.2.5 At least 322,000 sq m of office development will be delivered between 2006 and 2026, focused on the city centre. An estimated 165,000 sq m is likely to be delivered by 2016 with a further 157,000 sq m expected 2016 2026.
- 7.2.6 Approximately 97,000 sq m of industrial / warehouse development will be delivered between 2006 and 2026. The Spatial Strategy in section 4.3 identifies the approximate distribution across the city. An estimated 55,000 sq m is likely to be delivered by 2016 with a further 42,000 sq m expected 2016 2026.
- 7.2.7 The office / industrial / warehouse targets stem from the South East Plan and the underlying aim to increase the rate of economic growth in South Hampshire. It has been recognised that this aim is ambitious. It requires a range of actions (contained in this Core Strategy and other documents) to attract office development to centres and industrial / warehouse development to the city. Sufficient sites have been identified within the city. Other measures include restraining out of centre growth, working to deliver sites, creating a new office quarter with a commercial "critical mass" within the major development quarter, transport improvements and appropriate parking provision, pedestrian links (especially from key transport interchanges), creating quality places, marketing and training / labour market measures. These actions are being pursued by PUSH and, more locally, by the Council. The specific employment targets for Southampton have been agreed by the PUSH authorities and include the contingency of ongoing monitoring / review within PUSH.

- 7.2.8 Approximately 130,000 sq m of comparison retail floorspace will be delivered between 2006 and 2026, focused on the city centre. An estimated 55,000 sq m is likely to be delivered by 2016 with a further 75,000 sq m expected 2016 2026.
- 7.2.9 The retail target is based on predicted demand (e.g. expenditure growth) and depends on monitoring a range of assumptions, as set out by policy CS 2. The Donaldsons (Southampton City Centre Capacity Study, 2007) report demonstrates a reasonable prospect that sites can be delivered in Southampton city centre. The Core Strategy policy is sufficiently flexible to cater for changes in retail need (e.g. expenditure growth) or in the delivery of sites.
- 7.2.10 Key partners in the delivery of employment and retail development include the Council (local planning and transport authority, City Development and Economy division), other transport providers / authorities and private developers.

Major Development Quarter

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

7.3 Provision of Infrastructure

- 7.3.1 Delivery of the growth identified in this Strategy is dependent on the timely provision of supporting infrastructure. The Delivery and Infrastructure Planning Background Paper considers the provision of physical and social infrastructure to support the new development proposed and highlights the impact of significant constraints to development including the protection of biodiversity and flood prevention. It sets out the quantum, location and phasing of development and identifies where additional investment in infrastructure might be required.
- 7.3.2 There are no known issues to prevent the delivery of the Core Strategy for the following services (notwithstanding the need for any developer contributions):

Physical Infrastructure

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

Social Infrastructure

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

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

Physical Infrastructure

Transport

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

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

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

Further Work

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

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

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

Water Supply and Waste Water

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

Key Partners – Southern Water, Environment Agency

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

Social Infrastructure

Health

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

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

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

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

Education

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

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

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

Key Partners – Southampton City Council; Government

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

Green Infrastructure

Open Space

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

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

Ecology

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

The Core Strategy does not propose or depend on reclamation of land from the sea as this type of development has the potential to harm international sites. A further HRA will be undertaken as part of the City Centre Action Plan. For other development it will provide guidance on uses and development forms for individual sites where necessary; and possible mitigation measures that might be required.

Partners – Southampton City Council (Planning) PUSH partners (including Test Valley Borough Council for alternative open space), individual developers.

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

7.4 Constraints

Flood Risk

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

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

The Sequential Approach

The Core Strategy has adopted the sequential approach as required by PPS25 in the distribution of new development with the aim being to locate as much development as possible in the lowest risk flood zones, taking into account other factors.

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

For residential development: The South East Plan sets a city wide requirement for 16,300 dwellings in Southampton. Potential sites are identified by the Strategic Housing Land Availability Assessment (SHLAA). This demonstrates that the 16,300 dwelling target cannot be met solely on the lowest flood risk zone. Approximately 3,115 additional dwellings which do not currently have planning permission will be required on sites in the medium or higher flood risk zones.

The Exceptions Test

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

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

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

the use of the CHP network.

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

Further Work

PPS25 requires a full site based flood risk assessment at the allocation and planning application stages. To achieve this, the Council will produce, in association with the Environment Agency, a SFRA2 for the flood risk zones within the central area. It will set out the approach for different areas of new development (e.g. land raising or sea defences); for highways and infrastructure; and set appropriate standards of safety.

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

Partners – Southampton City Council, Environment Agency. Mechanisms – Site based flood risk assessment, developer contributions.

Heritage

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

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

There are a number of built heritage assets (above and below ground), particularly in the city centre. Through the City Centre Action Plan process, English Heritage has advised which development sites might generate heritage issues. These contribute only a small

element of the overall development targets. English Heritage comments indicate the importance of sensitive design on these sites (rather than preventing development). Subject to developers following the process set out above, heritage assets would not need to be a significant constraint.

Partners – Southampton City Council; English Heritage Mechanisms – City Centre Characterisation Study, Old Town Development Strategy

Airport

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

Partners - Southampton City Council; BAA.

7.5 Monitoring and Managing the Local Development Framework

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

characteristics of the city and to provide a baseline against which to measure changes caused through the delivery of the LDF, other local, sub-regional and regional initiatives and external factors. These include topics such as demographics, the economy, socio—cultural issues, the natural environment, housing and transport. Sustainability Appraisal targets will also be developed to assess the effects of the policies on sustainability, linked to the Sustainability Appraisal report. They will be measured using significant effects indicators.

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

Table 3: Delivery and Monitoring FrameworkThe indicators shown may be supplemented by additional local indicators – information available on request

1116	I ne indicators snown may be supplemented by additional local indicators – information available on request						
Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding		
CS 1	 City Centre Approach To facilitate major commercial development in the city centre To achieve good quality design To locate development where accessible by public transport To deliver wider community benefits from city centre growth To deliver additional homes 	Ongoing implementation to deliver development	SCC – including Planning, Transport, City Development, Housing and Open Spaces Developers Businesses Public sector agencies / organisations Voluntary sector	CCAP Planning Applications Development schemes Delivery of QE2 Mile and other urban design projects	Range of infrastructure including transport, public and open spaces, flood mitigation and community facilities. Private investment Public investment Developer contributions		
CS 2	Major Development Quarter As above for CS 1 and; To achieve phased retailing growth concentrated on the existing primary shopping area (PSA) first and an extension into the parts of the MDQ outside the PSA as appropriate To deliver good quality links to PSA and public transport interchanges To develop the major development quarter in accordance with PPS25 objectives (prevention of flood risk)	Ongoing implementation Further retail expansion to be implemented when there is a need for the development which cannot be met within the existing PSA Major redevelopment towards the end of the period	As above for CS 1	As above for CS 1	Comprehensive redevelopment will require investment in new road layout and pedestrian and cycle links, public spaces, flooding mitigation measures and possible relocation of the CHP facility. Private investment Public investment		

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding		
	 Key Indicators for the City Centre: Core Output Indicators (reference number in brackets): Delivery of approximately 130,000 sq m retail floorspace and at least 322,000 sq m office floorspace (BD4) Retail: 2006 – 2016: 54,900 sq m; 2016 – 2026: 77,000 sq m; For key assumptions see policy CS 2 Office: 2006 – 2016: 165,000 sq m; 2016 – 2026: 157,000 sq m; Delivery of approximately 5,450 new homes (H1) Local indicators Location and size of retail and office developments especially in relation to the primary shopping area. Maintain the level of vacant retail floorspace at or below 13%. Maintain or improve Experian retail ranking from 13th (2007) 						
CS 3	Town, District and Local Centres, Community Hubs and Community Facilities To reinforce the role of Southampton's town, district and local centres as a focal point for neighbourhoods To deliver neighbourhood facilities and services To achieve good quality design To resist the loss of community facilities within neighbourhoods	Ongoing implementation through private development schemes Lordshill redevelopment to commence by 2012 Public realm improvements to Woolston (linked to Centenary Quay redevelopment – alongside earlier phases)	SCC – including Planning, City Development, Housing Developers Businesses Public sector agencies / organisations Voluntary sector organisations	Sites and Policies DPD CCAP (for St Mary's centre) Planning Applications Development schemes	Private investment Public investment Developer contributions funding for Community Hubs and for district centre improvements		
	phases) Key Indicators: Local Indicators Vacancy rates in town, district and local centres Number of community facilities lost / gained						

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding
CS 4	Housing Delivery • To deliver 16,300 homes within Southampton between 2006-2026	Ongoing implementation: For phasing see key indicators	SCC including Planning, Housing Private house builders RSLs	CCAP and Sites and Policies DPD Planning applications Development schemes	Supporting infrastructure; utilities, transport, education, health, community facilities, water supply and green spaces Local and national government funding. Funding through the Housing Corporation's National Affordable Housing Programme Mix of funding to deliver infrastructure (see individual policies) Potential water infrastructure investment required post 2015 to address sustainability reductions in supply
CS 5	 Housing Density To deliver Southampton's housing target at appropriate densities across the city. 	Ongoing implementation	See CS 4	See CS 4	See CS 4
	Key Indicators: Core Output Indicators (reference numble • Deliver 16,300 net additional dw phasings:		26 (NI 154 and Core O	output Indicators H1 & H2) v	vith approximate

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding			
	3,000 net additional dwellings 2006 – 2008/09; 5,750 net additional dwellings 2009/10 - 2013/14; 4,400 net additional dwellings 2014/15 – 2018/19; 3150 net additional dwellings 2019/20 - 2025/26. • Supply of ready to develop housing sites – achieve average of 815 dwellings per annum (NI 159 and Core Output indicator H2) • 95% dwellings on previously developed land (Core output indicator H3).							
CS 6	To achieve economic growth (GVA) in the city, contributing to South Hampshire growth	Ongoing implementation to deliver stated floorspace by 2026	SCC - including Planning, City Development, Private sector, SEEDA and other economic development agencies Developers Businesses Public sector agencies	All DPDs Planning applications Development schemes	Investment by individual companies			
CS 7	Safeguarding Employment Sites To safeguard existing employment sites for employment uses	Ongoing Safeguarded sites to be assessed in surveys and considered in Sites and Policies DPD	SCC - Planning Developers Businesses Public sector agencies / organisations	Sites and Policies DPD CCAP Planning applications Development schemes	Private investment			
CS 8	Office Location To achieve sustainable office development focused on the City Centre	Ongoing implementation	SCC - including Planning and City Development, Private developers Businesses	Planning applications CCAP Sites and Policies DPD Development schemes	Investment by individual companies			

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding
CS 9	Port of Southampton To facilitate port growth within its existing boundary To ensure that there are no unacceptable environmental impacts connected with port growth	Ongoing implementation	ABP Natural England / Environment Agency Transport providers SCC – Planning and transport	Private measures by ABP Planning applications (where under SCC control) Local Transport Plan 2	Road improvements as part of improvements in South Hampshire strategic network proposed by TfSH and funded by Government
	Key Indicators: Core Output Indicators (reference numbers) Delivery of at least 322,000 sq r Delivery of 97,000 sq m industrition New industry / warehousing floor Employment floorspace on previous Indicators Modern Marchael Street	n office floorspace (BE al / warehousing floors brspace (approximately iously developed land redeveloped to other use in city, town and distraide city, town and distraided city.	space (BD3) 2): 2006 – 2016: 55,0 (BD2) ses. ict centres rict centres	00 sq m; 2016 – 2026: 42,0	00 sq m; (BD1).
CS 10	 A Healthy City To retain health care facilities and support their expansion on their existing sites To deliver new and relocated facilities To introduce Health Impact Assessments to assess how major developments impact on health 	Ongoing implementation New facilities delivered when appropriate and to support major new developments	Southampton Primary Care Trust Southampton University Hospitals NHS Trust SCC – including Planning and Communities, Health and Care	Planning applications Southampton Health and Wellbeing Strategy NHS LIFT (Local Improvement Finance Trust) development Development schemes	Extension of existing health care facilities or new facilities (where existing are at capacity) South West Hampshire LIFT project NHS funding Developer contributions

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding			
			directorate Health professionals Developers					
	Key Indicators: Local Indicators Net gain in number of health fac	ilities						
CS 11	 An Educated City To retain educational facilities and support their expansion on their existing sites To deliver high quality new developments 	Ongoing implementation New / improved facilities delivered through the Building Schools for the Future programme. Expected to commence by 2012/13. New / improved facilities delivered by the two academies	SCC – including Planning, Children's Services & Learning directorate and Leisure and Culture Education providers including the University of Southampton and Southampton Solent University	Planning applications Review of education provision Development schemes	Secondary school redevelopment funded by the Building Schools for the Future programme. Funding expected later in 2008 Private investment Public investment Developer contributions			
	Key Indicators: Local Indicators Delivery of 7 new / refurbished secondary schools (includes 2 academies) Delivery of new primary school capacity – to be determined in accordance with review							
CS 12	Accessible and Positive Waterfront To improve access to waterfront To achieve high quality links to	Ongoing implementation	SCC – including Planning, Transport, Natural	Planning Applications Delivery of North/South Spine strategy (QE2 Mile)	Measures to include road, cycling and pedestrian			

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding
	waterfront	Redevelopment of waterfront sites expected to be completed by 2015: - Mayflower Park - Drivers Wharf / Meridian - Town Depot (dependent on market conditions)	Environment Developers ABP Sustrans	and other urban design projects Transport and active travel improvements	improvements. Public and private investment Developer contributions
CS 13	To deliver development which responds to its context and is accessible, sustainable and is high quality design	Ongoing implementation through planning permissions	SCC - including Planning, City Development & Economy, Sustainability, Transport and Natural Environment Developers CABE Building for Life	All DPDs All relevant SPD/SPGs Planning applications Development schemes	Investment by individual companies / developers Developer contributions
CS 14	Historic Environment To ensure that development respects Southampton's historic environment To consider the historic environment and potential archaeological remains within access and design statements	Ongoing implementation	SCC – including Planning and City Development Developers English Heritage	All DPDs Planning applications Use of City Centre Characterisation Study Conservation Area Character Appraisals	Investment by individual companies Developer contributions

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding				
	Key Indicators: Core Output Indicators (reference number in brackets): Developments assessed as either a Building for Life "Silver standard" or CABE "Good" standard (H6) Local Indicators Number and length of new waterside links Completion of 20 Conservation Area Character Appraisals								
CS 15	 Affordable Housing To deliver 35% affordable housing on large sites and 20% on sites of 5-14 dwellings To deliver a mix of social rented and intermediate affordable housing types 	Ongoing implementation	SCC – including Planning and Housing Solutions Private house builders RSLs	Sites and Policies DPD CCAP Planning applications	As housing delivery above (CS 4) Developer contributions				
CS 16	Housing Mix and Type To provide a balance of house types including affordable housing, homes for senior citizens and for disabled people To deliver increased amounts of family homes	Ongoing implementation	SCC including Planning and Housing Solutions Private house builders RSLs Universities	Sites and Policies DPD CCAP Planning applications Development schemes	Private sector investment Funding through the Housing Corporation's National Affordable Housing Programme				
CS 17	Gypsy and Traveller Accommodation and Accommodation for Travelling Showpeople To set out criteria for the location of sites for Gypsy and Travellers and Travelling Showpeople	Ongoing implementation	SCC – Planning and Communities	Identify sites in relevant DPD Development of site	Delivery of sites RSL SCC Government grants				

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding
	Key Indicators: Core Output Indicators (reference numble) Net additional pitches for Gypsie Gross affordable housing comple Achieve 65% social rented and a Local Indicators Achieve 30% family homes on contract the contract of the contrac	es and travellers (H4) etions (H5 and NI155) 35% intermediate affor ualifying sites ing lifetime homes sta	rdable housing (Core	·	,
CS 18	Transport: Reduce – Manage - Invest To achieve a modal shift away from the private car to alternative travel modes To deliver strategic transport infrastructure and services To locate development in order to encourage sustainable transport modes including active travel (walking and cycling) within the city	Ongoing implementation	SCC – including Planning and Transport, Transport providers including bus companies, Network Rail and the Highways Agency (see LTP2) Transport for South Hampshire	Local Transport Plan All DPDs Planning applications	Sub-regional and local infrastructure for public transport and highways improvements Public sector funding Private sector funding Developer contributions
CS 19	 Car and Cycle Parking To deliver well designed parking provision which seeks to enhance the local environment To set out interim parking standards to be followed until the completion of the Parking Review To reduce proportion of long stay city centre car parking 	Ongoing implementation Park and Ride scheme late in period	SCC– including Planning and Transport, Developers Transport for South Hampshire	All DPDs Planning applications LTP2 Southampton Parking Review (Halcrow) Development schemes	Park and Ride schemes funded by current and future regional funding allocations Developer contributions

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding
	 Key Indicators Local Indicators Number of bus journeys in local authority area (BV102) Modal split – monitored against Transport Background Paper Table 1 Reduction in proportion of long stay parking in city centre 3 park & ride sites delivered by 2026 one each on the western, northern and eastern approaches to the city 				
CS 20	Tackling and Adapting to Climate Change To work towards carbon neutrality; maximising energy efficiency, incorporating renewable energy and offsetting remaining emissions To conserve water resources and manage surface water run-off	Ongoing implementation	SCC – including Planning, Sustainability, Housing Solutions, Developers Water companies Power / utility companies	All DPDs Sustainability SPD Air Quality Strategy Climate Change Strategy Expansion of CHP (combined heat and power) network South Hampshire Integrated Water Management Strategy Planning applications Surface Water Management Plan	Renewable energy infrastructure, water and energy efficiency measures Public sector funding Private sector funding Developer contributions
	Key Indicators: Core Output Indicators (reference number in brackets): • Amount of renewable energy generation (E3) • Reduction in CO2 and other harmful emissions from local authority operations and per capita (NI185, 194 & 186) Local Indicators • Development meeting appropriate Code for Sustainable Homes / BREEAM standards				94 & 186)
CS 21	Protection of Open Space To improve the quality and retain the quantity of Southampton's open space and ensure they are accessible	Ongoing implementation	SCC – including Planning, Open Spaces and Neighbourhoods Natural England	All DPDs Green Space Strategy (SCC, Neighbourhood Services) Green Flag awards	Improvements to existing green spaces Public investment Developer

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding
	To retain gaps between settlements			Planning applications Biodiversity Action Plan	contributions
CS 22	Promoting Biodiversity and Protecting Habitats To promote biodiversity To safeguard and extend the green grid network	Ongoing implementation	SCC – including Planning, Natural Environment and Highways Developers	Sites and Policies DPD CCAP Planning applications Development schemes	Investment in links to extend existing green grid Individual developers Developer contributions
	 Key Indicators: Core Output Indicators (reference number in brackets): Loss of biodiversity habitat (E2) Participation in sport and active recreation (NI 8) Local Indicators Net loss / gain in amount of open space Improve quality of open space – increase number of green spaces with Green Flag awards from 3 (2007/8) Number and length of green grid links created 			7/8)	
CS 23	Flood Risk To direct development away from sites of highest flood risk To avoid inappropriate development in areas of flood risk	Ongoing implementation	SCC – including Planning and Sustainability,	Sites and Policies DPD CCAP Planning applications Development schemes SFRA	Significant investment in flood control and mitigation measures Individual developers Developer contributions Public sector funding
	Key Indicators: Core Output Indicators (reference number in brackets): Number of applications granted contrary to Environment Agency advice on flood defence or water quality grounds (E1)				
CS 24	Access to Jobs To enable people with difficulties in entering or returning to the labour market to successfully access jobs	Ongoing implementation	Training providers SCC – including Planning, City Development, Adult &	Planning applications Providing training and other methods of support	Individual developers Developer contributions Learning & Skills Council

Policy No.	Outcomes	Timescales & Phasing	Delivery Partners	Implementation / Delivery Mechanisms	Infrastructure Requirements / Sources of Funding
			Community Learning Developers Employers Learning and Skills Council		Government grant
	Key indicators: Core Output Indicators (reference num Working age population with qualifi				
CS 25	 The delivery of infrastructure and developer contributions To help identify and deliver proposals for physical infrastructure To ensure that new development is accompanied by the infrastructure, services, facilities and amenities to meet the needs of the development 	Ongoing implementation	Infrastructure providers SCC – including Planning, Transport and Sustainability Training providers Transport providers RSLs Developers	All DPDs Planning applications Funding bids and consents received by infrastructure providers	Use of developer contributions Infrastructure providers funding allocations Potential water infrastructure investment required post 2015 to address sustainability reductions in supply (determined at an Inquiry)
	Key Indicators: Local Indicator • Amount of S106 funding received	ed	,	,	

Glossary

Active Travel	Active Travel is an action plan which has resulted from the Department for Transport's Walking and Cycling Action Plan. The purpose of the action plan is to increase the levels of active travel by creating places in which to walk and cycle, through a combination of improvements to the environment and facilities with information about travel choices, health benefits and recreation opportunities.
Affordable Housing	Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should: — Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices. — Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision'. (from PPS3)
Annual Monitoring Report (AMR)	Monitors the progress of the Local Plan Review and the Local Development Framework documents, providing information on the effectiveness of the policies; part of the Local Development Framework. (Southampton's AMR is available from Planning Policy, Southampton City Council).
Appropriate Assessment (AA)	Requirement under the Habitats Regulations to assess the potential effects of the policies on European sites of interest.
Brownfield Land – or Previously Developed Land	Land which is or was occupied by a permanent structure (excluding agricultural or forestry buildings) and associated fixed surface infrastructure. The definition covers the curtilage of the development. Previously developed land may occur in both built-up and rural settings. The definition includes defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made through development control procedures.
Carbon Neutral	Carbon neutral developments are those which achieve zero carbon emissions through a combination of onsite energy efficiency measures and renewable energy generation with offsetting of carbon emissions through contributions to a carbon offset fund.
City of Southampton Strategy – the Sustainable Community Strategy	This document sets out the priorities and objectives for the city and is prepared by local organisations, groups and residents (the LSP) as well as the Council. It is Southampton's Sustainable Community Strategy. (Available from the Southampton Partnership).
Combined Heat and Power (CHP)	Form of energy generation where the waste heat from electricity generation is passed through a second cycle to extract the energy from

	the heat.
Community Hub	Locations where a variety of services and community facilities are concentrated, either on one site or in very close proximity (See full text in para 4.5).
Communities and Local Government (CLG)	Government department responsible for planning. Previously known as the Department for Communities and Local Government (DCLG).
Community Facility	Includes rooms and equipment and indoor and outdoor sports facilities used by local people.
Comparison Floorspace	Area providing non-food items not obtained on a frequent basis including clothing, footwear, household and recreational goods.
Convenience Floorspace	Area taken over for the provision of everyday essential items, including food, drinks, newspapers/magazines and confectionery.
Core Strategy	The document setting out a long-term vision for the city and the primary strategic policies to deliver that vision.
Decentralised Energy Equipment	On-site or nearby local renewable energy or good quality CHP equipment.
Density	Density is a measure of the intensity of use of land. It is calculated on the basis of dwellings per hectare for housing sites.
Development Plan	The basis on which all planning decisions are made. It consists of the Regional Spatial Strategy (the South East Plan) and the Development Plan Documents prepared by the Council and the Minerals and Waste Planning Authorities.
Development Plan Document (DPD)	The statutory planning policy documents that make up the LDF and replace the policies in the Local Plan. Decisions on planning applications will be made in accordance with the policies in these documents. The DPDs are subject to independent examination.
District Centres	Groups of shops and similar premises offering a range of convenience goods and services along with some national chain stores and local shop parades. District centres serve a smaller catchment area than major centres.
Examination	This is an independent examination of the development plan documents and replaces the Local Plan Inquiries. The recommendations in the Inspector's report following the examination will be binding on the Local Authority.
Family Home	Family homes are dwellings of three or more bedrooms with direct access to useable private amenity space or garden for the sole use of the household. The private amenity space or garden should be fit for purpose and with the following minimum sizes:

	 Flats and maisonettes – 20sq m Terraced homes – 50sq m Semi-detached homes – 70sq m Detached homes – 90sq m Flats or maisonettes with balconies or terraces may be regarded as family homes providing such areas are designed in a way that is suitable and safe for children and should also respect the character of the area and avoid overlooking.
Government Office for the South East (GOSE)	Regional representatives of Central Government.
Green Infrastructure	The network of multi-functional green spaces which help to provide a natural life support system for people and other living creatures.
Houses in Multiple Occupation (HMOs)	Planning legislation does not have a definition for an HMO. For the purposes of this document an HMO is an entire house, flat, maisonette or bungalow which has: • 7 or more people living together as a single household, or • 2 or more people not living as a single household e.g. in bedsits where the residents share one or more basic amenities such as toilet, bathroom / shower room or cooking facilities. It does not include • a shared house (with up to 6 people living as a single household); • 2 or more people living as a family; • A single person living on their own; • a house divided into self-contained flats and • hostels.
Issues and Options Stage	The first stage in production of the Core Strategy which put forward key issues and asked a series of questions on how these should be addressed.
Key Diagram	The principal illustration of the broad development pattern sought, summarising principal themes.
Landmark building	A building which has become a point of reference because its height, siting, distinctive design or use sets it apart from surrounding buildings. Examples may include churches and other important civic buildings such as town halls.
'Legible Cities'	The Legible Cities project is aimed at improving people's understanding and experience of the city through the implementation of identity and information. The project can include direction signs, on-street information panels with city and area maps, printed walking maps, visitor information identity and arts projects. These projects communicate the city consistently and effectively to visitors and residents alike.
Lifetime Homes	A home incorporating 16 interior and exterior design features that

	ensure it will meet the needs of most households from those with young children to frail senior citizens. Design measures and adaptations include raising sockets to a height useable by all, ensuring rooms are wheelchair accessible and that car parking spaces are or can be widened.
Local Area Agreement (LAA)	A three-year agreement between a local area and central government based on local Sustainable Community Strategies. The LAA sets out the priorities for a local area agreed between Central Government and the local authority and other key partners through Local Strategic Partnerships.
Local Centre	Local shops providing for the day-to-day needs of residents in the immediate catchment area.
Local Development Document (LDD)	Policy documents that make up the LDF, including the Annual Monitoring Report, Local Development Scheme and Statement of Community Involvement.
Local Development Framework (LDF)	A portfolio of Local Development Documents that provides a policy framework for the development of an area. This replaces the Local Plan.
Local Development Scheme (LDS)	A project management plan for producing all the Local Development Documents, part of the Local Development Framework.
Local Plan Review	Part of the statutory development plan which sets out the Council's detailed land use policies to be used in determining planning applications, eventually to be replaced by the LDF. (Available from Planning Policy, Southampton City Council).
Local Strategic Partnership (LSP)	An overall partnership of people that brings together organisations from the public, private, community and voluntary sector within a local authority area, responsible with the implementation of the Community Strategy and with the objective of improving people's quality of life.
Local Transport Plan (LTP)	A five year integrated transport strategy prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects and meet targets identified in the strategy. The plan forms the statutory policy framework document for transport issues. (Available from Transport Policy, Southampton City Council).
Major Development Quarter (MDQ)	A large area in the western part of the city centre with potential for regional scale redevelopment, key to meeting the overall aims of the Core Strategy (see CS 2).
National Planning Policy	The Government issues advice on specific planning issues in the form of Planning Policy Guidance (PPGs), Planning Policy Statements (PPSs) and Circulars. These have been taken into account in LDF documents.

Partnership for Urban South Hampshire (PUSH)	A voluntary working partnership of eleven local authorities stretching from the New Forest to East Hampshire including: Southampton and Portsmouth City Councils; Hampshire County Council; and 8 district councils.
Planning Inspectorate (PINS)	Body responsible for judging planning appeals and inquiries. Represent the Secretary of State.
Planning Policy Guidance Note (PPG)	Were prepared by the government after public consultation to explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system. Have been replaced by PPSs.
Planning Policy Statement (PPS)	Replaced PPGs. Are prepared by the government after public consultation to explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system.
Preferred Options stage	Second stage in the plan process which sets out all the options that are proposed for the final document, influenced by the previous Issues and Options stage.
Primary Shopping Area (PSA)	The most important shopping area of the city centre, usually characterised by having the highest rents and pedestrian flow and national retailer representation. The existing primary shopping area is defined in the adopted Local Plan Review 2006. The expanded primary shopping area will include any retail development in the major development area permitted under CS 2 or other expansion of the primary shopping area.
Proposals Map	A map of the city showing the plan's proposals and where policies apply, part of the Local Development Framework.
Public Transport Accessibility Level (PTAL)	Broadly shows higher levels of accessibility by rail, bus, cycle and reflect pedestrian connectivity to routes.
Regional Assembly	See South East England Regional Assembly
Regional Spatial Strategy (RSS) – the South East Plan	Sets out the planning policy for the region to 2026. It identifies the scale and distribution of new housing in the region, indicates areas for regeneration, expansion or sub-regional planning and specifies priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal. It was produced by SEERA and is part of the Local Development Framework. (The South East Plan is available from the South East England Partnership Board.)
Registered Social Landlords (RSLs)	'Not-for-profit' housing providers registered with the Housing Corporation to provide affordable housing for rent, shared ownership and low cost home ownership. The majority of RSLs are housing associations.

	T
River Basin	Strategic plans for the integrated management of specific water
Management Plans (RBMP)	environment from areas of surface run-off through to estuaries and the sea.
Secretary of State (S of S)	A term used to describe the top of the hierarchy of the English Planning System. The Planning Minister sits within the CLG and is represented regionally by GOSE and in terms of Appeals or Inquiries by the Planning Inspectorate.
Sense of place	The qualities and characteristics that make an area unique and distinctive. This could reflect the combination of the area's architecture, historic buildings, landscaping, streetscape and community.
Site Allocations	Allocation of sites for a specific use or mix of uses such as housing or employment
South East England Development Agency (SEEDA)	The Regional Development Agency covering South East England and responsible for the sustainable economic development and regeneration of the region.
South East England Partnership Board	The Partnership Board has superseded SEERA. It is responsible for commissioning and approving a Regional Strategy which will combine the South East Plan and the Regional Economic Strategy.
South East England Regional Assembly (SEERA)	The Assembly was responsible for regional planning guidance for South East England.
Soundness of Development Plan Documents	A Development Plan Document is considered sound if it is based upon good evidence and has been prepared in accordance with all the necessary procedures including the measures set out in the authority's Statement of Community Involvement.
South East Plan	See Regional Spatial Strategy.
Southampton Partnership	See Local Strategic Partnership.
Spatial Planning	This goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.
Statement of Community Involvement (SCI)	A statement that sets out how the Council will consult on planning matters, who they will consult, when they will be consulted and what they will consult on, part of the Local Development Framework. (Southampton's SCI is available from Planning Policy, Southampton City Council).
Strategic Environmental Assessment (SEA)	Environmental assessment of plans, policies and programmes as required under the European Directive 2001/42/EC. (Note - the assessment on the Core Strategy combines SEA and SA within one

	document).
Strategic Flood Risk Assessment (SFRA)	A freestanding assessment carried out by the Local Planning Authority to inform the preparation of LDDs, having regard to catchments-wide flooding issues which affect the area. (The PUSH SFRA is available via www.southampton.gov.uk).
Strategic Housing Land Availability Assessment (SHLAA)	An assessment of the supply of land with potential for housing and when it is likely to be developed. This assessment was introduced by PPS3 and is used to inform the LDF.
Sustainable Drainage Systems (SUDS)	Management practice and structures for controlling surface water runoff as close to its origin as possible therefore draining surface water in a more sustainable fashion than some conventional techniques (may also be referred to as SuDS).
Supplementary Planning Document (SPD)	These documents replace SPG under the new system and include SEA/SA assessments in production; part of the Local Development Framework.
Supplementary Planning Guidance (SPG)	Additional advice provided by the Council on particular topic or policy areas and related to and expanding upon statutory policies e.g. guidance on the design of roof extensions in a specific locality; part of the Local Development Framework.
Sustainability Appraisal (SA)	A social, economic and environmental assessment of planning policies. This should be done for both DPDs and SPDs. (Note - the assessment on the Core Strategy combines SEA and SA within one document).
Sustainable Communities (or Neighbourhoods)	Places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment and contribute to a high quality of life. They are safe and inclusive, well planned, built and run and offer equality of opportunity and good services for all.
Sustainable Development	Development which meets the needs of the present without compromising the ability of future generations to meet their own needs. It means meeting the following four objectives at the same time, in the UK and the world as a whole: social progress, which recognises the needs of everyone; effective protection of the environment; prudent use of natural resources; and maintenance of high and stable levels of economic growth and employment.
Transport Development Area (TDA)	An integrated planning approach with higher density mixed-use areas situated around good public transport access points in urban areas
Windfall Housing Sites	Windfall sites are those which have not been specifically identified as available in the local plan process. They comprise previously-developed sites that have unexpectedly become available. These could include, for example, large sites resulting from, for example, a factory closure or small sites such as a residential conversion or a new flat

	over a shop (from PPS 3).
Zero Carbon Dwelling	Zero Carbon developments achieve no net emissions by reducing carbon emissions entirely through the use of on-site energy efficiency measures and renewable energy generation, balancing any imports with exports to the National Grid to achieve a zero balance.

Housing Trajectory

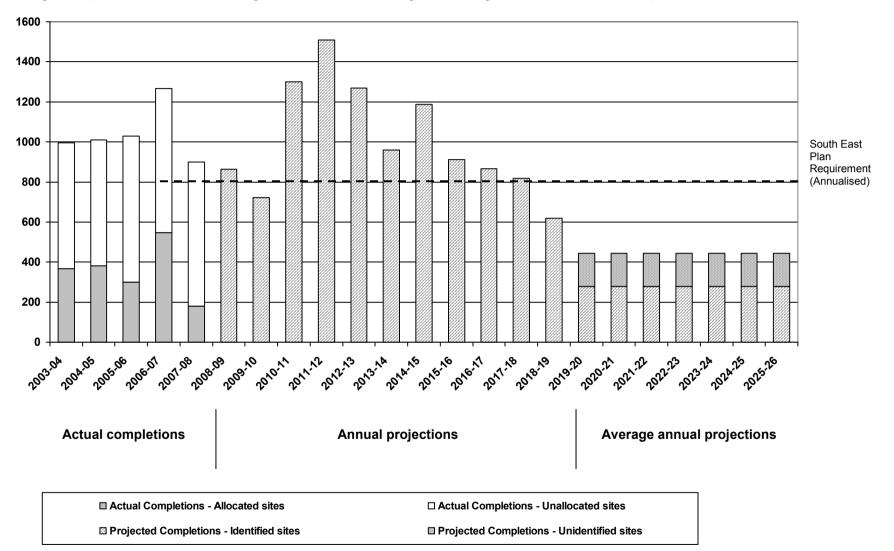
- A1.1 The information for this housing trajectory is drawn from the 2008 Strategic Housing Land Availability Assessment (SHLAA) which will be updated every year and the figures will be included in the Annual Monitoring Report. This housing trajectory sets out the provision of housing over the timeframe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

Table 4 - Housing Completions and Projections

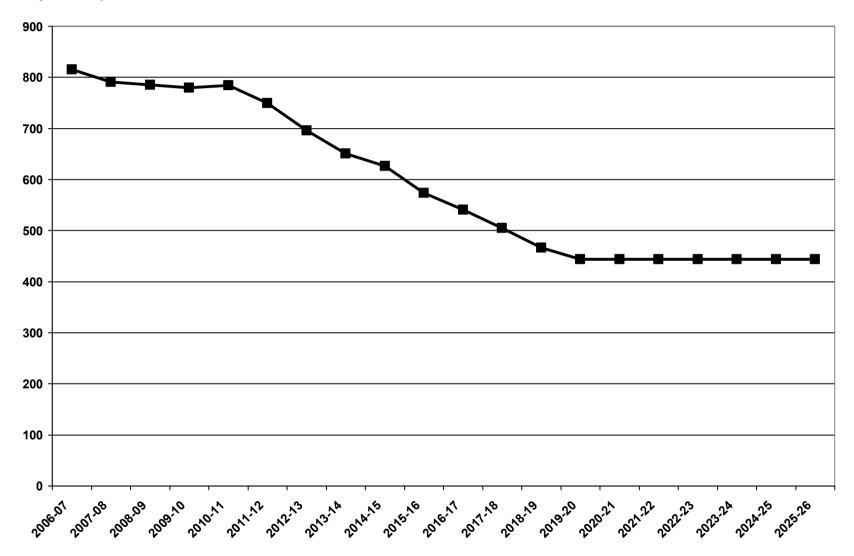
	Completions			Projections													
	2003/ 04	04/05	05/06	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19-26
Projected annual completions – Identified sites						864	722	1,299	1,509	1,269	959	1,188	911	867	817	620	278 p.a
Projected annual completions - Unidentified sites						-	-	-	-	-	-	-	-	-	-	-	166 p.a
Actual annual completions – Allocated sites	368	382	299	546	179												
Actual annual completions - Unallocated sites	627	627	731	721	721												
Actual completions - Total	995	1,009	1,030	1,267	900												
Projected annual completions – Total						864	722	1,299	1,509	1,269	959	1,188	911	867	817	620	444 p.a
Cumulative completions 2006-26 (end of period where applicable)				1,267	2,167	3,031	3,753	5,052	6,561	7,830	8,789	9,977	10,888	11,755	12,572	13,192	16,300
Hampshire County Structure Plan (1996-2011) allocation annualised	486	486	486	486	486	486	486	486	-	-	-	-	-	-	-	-	-
South East Plan (Regional Spatial Strategy) requirement annualised				815	815	815	815	815	815	815	815	815	815	815	815	815	815

Graph 1 - Actual and Projected Net Dwelling Completions in Southampton: 2003-2026

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

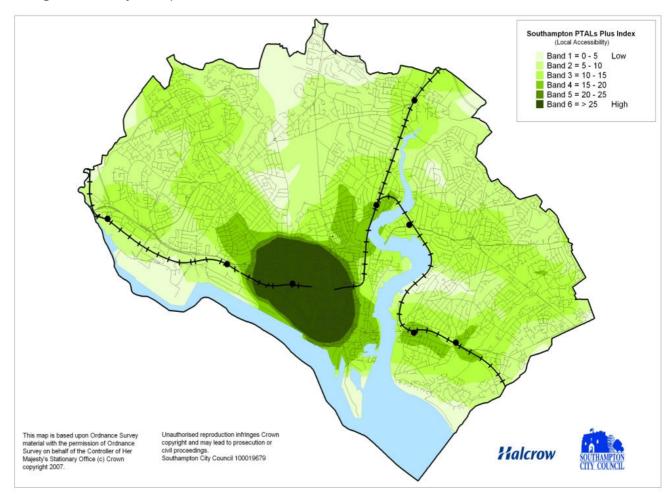


Graph 2 - Annual Requirement (taking into account actual and projected completions)

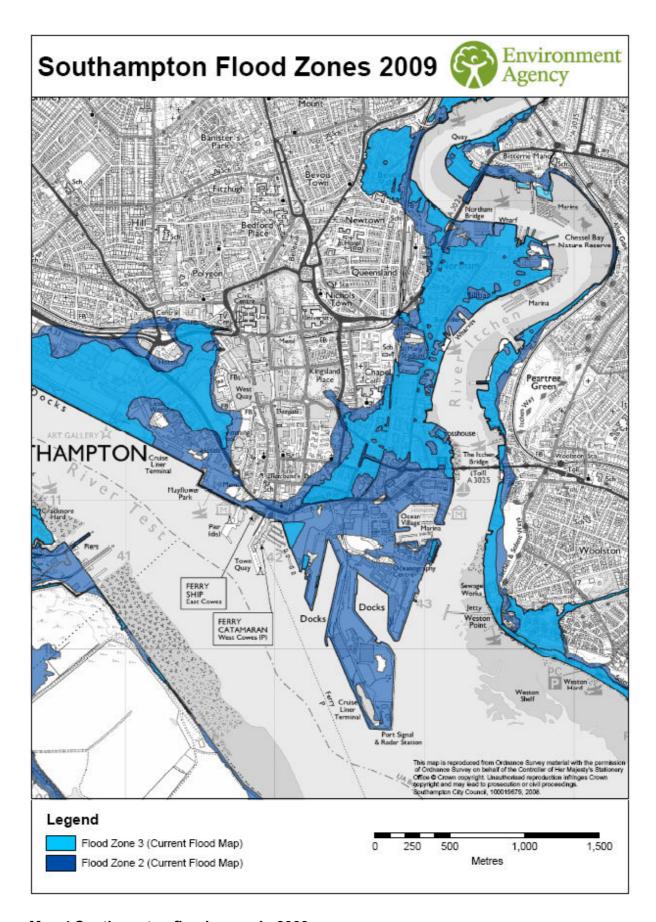


Public Transport Accessibility Level (PTAL) Map for Southampton

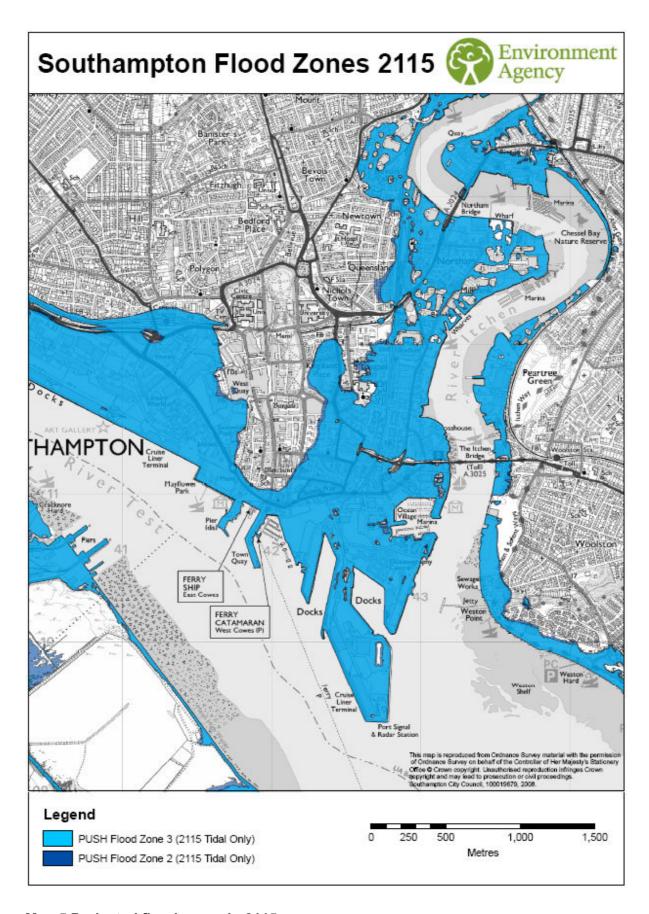
Accessibility between 7 - 10 am (Morning Peak) on Monday to Sunday (from Halcrow Parking Review July 2007)



These figures provide an overview at 2009. Please also refer to policy CS23 and the Southampton SFRA 2 when published (Spring 2010) as well as checking with the Environment Agency if there have been any updates.



Map 4 Southampton flood zones in 2009



Map 5 Projected flood zones in 2115

Local Plan Review Policies to be Replaced by Core Strategy Policies

The City of Southampton Local Plan Review was adopted in March 2006. All policies in this plan, with the exception of policy MSA8, are currently saved and will apply until they are superseded by a policy in the LDF.

The table below shows the Local Plan Review policies that will be fully or partly replaced by Core Strategy policies. Where a Core Strategy policy replaces only part of a policy, it will generally update the key principles without setting out the detailed requirements. The requirements in the Local Plan Review (for example the specific criteria within a policy or appendices containing lists of housing sites or protected open spaces) will therefore still apply. The further information given in the table below shows the point at which the Local Plan Review policy will no longer apply.

Policy No.	Description	Replaced in full by Core Strategy?	Further information:
SDP 1	Quality of Development	No	Replaced in part by Core Strategy policy CS 13 Policy will be replaced in full after the Sites
			and Policies DPD. This will set out specific policy requirements.
SDP 2	Integrating Transport and Development	Yes	Replaced by policy CS 18
SDP 3	Travel Demands	Yes	Replaced by policy CS 18
SDP 5	Parking	No	See below*
SDP 14	Renewable Energy	No	Replaced in part by policy CS 20 Policy will be replaced in full after the Sites and Policies DPD and City Centre Action Plan (CCAP) are adopted (as appropriate). More technical details will also be in a separate sustainability SPD.
NE 1	International Sites	No	Replaced in part by policy CS 22 Policy will be replaced in full after the Sites and Policies DPD. This will set out specific policy requirements as appropriate. (Sites will be shown in the Proposals Map)

Policy No.	Description	Replaced in full by Core Strategy?	Further information:
NE 2	National Sites	No	Replaced in part by policy CS 22
			Policy will be replaced in full after the Sites and Policies DPD. This will set out specific policy requirements as appropriate. (Sites will be shown in the Proposals Map)
NE 3	Sites of Local	No	Replaced in part by policy CS 22
	Nature Conservation Importance		Policy will be replaced in full after the Sites and Policies DPD. This will set out specific policy requirements. (Sites will be shown in the Proposals Map)
NE 8	Strategic Gap	Yes	Replaced by policy CS 21
CLT 1	Location of Development	No	Replaced in part by policy CS 3
	·		Policy will be replaced in full after the Sites and Policies DPD. This will set out specific policy requirements.
CLT 2	Community Buildings	Yes	Replaced by policy CS 3
CLT 3	Protection of Open Spaces	No	Policy CLT 3 and Appendix 5 will be replaced in full after the Sites and Policies DPD and CCAP. This will set out specific policy requirements and the saved list of open spaces in Appendix 5.
CLT 11	Waterside Development	No	Replaced in part by policy CS 12 Policy will be replaced in full after the Sites and Policies DPD. This will set out specific policy requirements for waterside development.
L 1	School Development	Yes	Replaced by policy CS 11 (Further education sites will be shown in the
L 3	Surplus or	Yes	Proposals Map) Replaced by policy CS 11
	Redundant School Buildings	163	Tropiaced by policy Go TT
H 1	Housing Supply	No	Replaced in part by policy CS 4 Policy H 1 and Appendix 6 will be replaced in
			full after the Sites and Policies DPD and CCAP. This will update the saved list of housing sites in Appendix 6.

Policy No.	Description	Replaced in full by Core Strategy?	Further information:
H 2	Previously Developed Land	No	Replaced in part by policy CS 5 Policy will be replaced in full after the Sites and Policies DPD. This will set out specific policy requirements for previously developed land.
H 7	The Residential Environment	No	Replaced in part by policy CS 13 Policy will be replaced in full after the Sites and Policies DPD. This will set out specific policy requirements for quality and design.
H 8	Housing Density	Yes	Replaced by policy CS 5
H 9	Affordable Housing Requirements	Yes	Replaced by policy CS 15
H 10	Affordable Housing Requirements	Yes	Replaced by policy CS 15
H 11	Location of Affordable Housing Provision	Yes	Replaced by policy CS 15
H 12	Housing Type and Design	No	Replaced in part by policy CS 16 Policy will be replaced in full after the Sites and Policies DPD. These documents will set out specific policy requirements on housing mix.
H 15	Gypsies and Travellers	Yes	Replaced by policy CS 17
REI 1	Assessment of New Retail Proposals outside Existing Shopping Areas	Yes	Replaced by policy CS 3
REI 14	The Port of Southampton	Yes	Replaced by policy CS 9
HC 1	Southampton General & Princess Anne Hospitals	No	Replaced in part by policy CS 10 Policy will be replaced in full after the Sites and Policies DPD which sets the boundary of the site. (Sites will be shown in the Proposals Map)

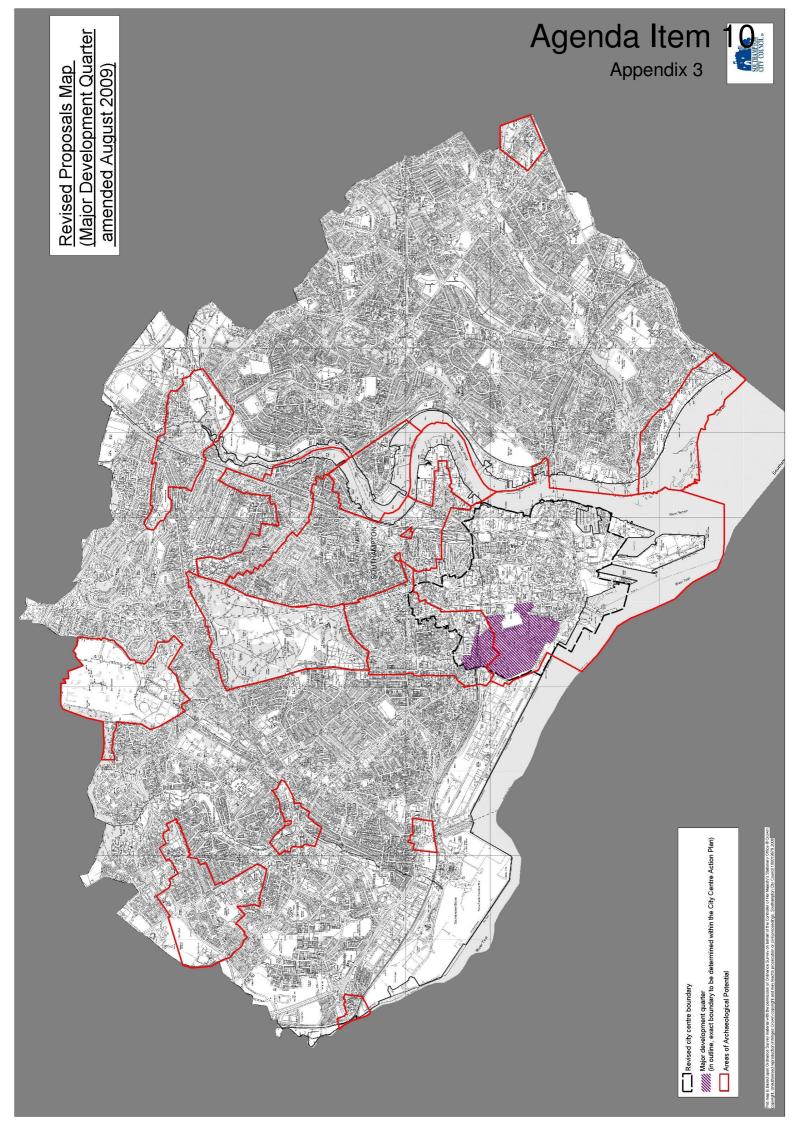
Policy No.	Description	Replaced in full by Core Strategy?	Further information:
HC 2	Royal South Hants Hospital	No	Replaced in part by policy CS 10 Policy will be replaced in full after the Sites and Policies DPD which sets the boundary of the site. (Site will be shown in the Proposals Map)
HC 3	Primary Care	No	Replaced in part by policy CS 10 Policy will be replaced in full after the Sites and Policies DPD. This document will set out specific policy requirements for primary health.
TI 1	Safeguarding for Transport Improvements	No	Replaced in part by policy CS 18 Policy will be replaced in full after the CCAP which will set the boundary for the improvements
MSA 1	City Centre Design	No	Replaced in part by policies CS 1 and CS 13 Policy will be replaced in full after the City Centre Action Plan
IMP 1	Provision of Infrastructure	Yes	Replaced by policy CS 25

Policy SDP 5 – Note that although this policy is saved, Core Strategy policy CS 19 expands this policy. SDP 5 will be replaced in the Sites and Policies DPD.

Background Papers and Surveys

Survey / Evidence	Background Paper
 Commissioned / prepared for LDF or South Hampshire strategy: Eastleigh and Southampton Affordable Housing Viability Study, 2008, Adams Integra Other evidence: 	Affordable Housing
 Other evidence: South Hampshire Town Centres: Sub Regional Study (2005) DTZ Southampton City Centre Capacity Study (February 2007) Donaldsons Southampton and Eastleigh Convenience Retailing: Joint Capacity Assessment (2006) DTZ Retail Needs Study (August 2002) White Young and Green City Centre Health checks – SCC annually 	City Centre Retailing
Other evidence: • Air Quality Action Plan (April 2008) SCC	Climate Change
 Commissioned / prepared for LDF or South Hampshire strategy: PUSH Integrated Water Management Strategy 2008 Long term [population] Projections (September 2006) Hampshire County Council City Centre Characterisation Study 2008, Forum Heritage Ltd and Context4D South Hampshire Sub – Regional Strategy Background document – critical other infrastructure 2006, updated 2008, PUSH Strategic Housing Land Availability Assessment, 2008, SCC Other evidence:	Delivery and Infrastructure

Other evidence:	Demographic change
Mid Year Estimate 2007 (released August 2008) ONS	
Long term [population] projections (September 2006)	
Hampshire County Council	
Commissioned / prepared for LDF or South Hampshire	Employment Land
strategy:	Safeguarding
Southampton and Eastleigh Employment Sites Review	
(2006 and 2008) DTZ	
Other evidence:	
Solent Waterfront Strategy (December 2007) SEEDA	
Commissioned / prepared for LDF or South Hampshire	Flood Risk
strategy:	
PUSH Strategic Flood Risk Assessment (January 08)	
Atkins	
Commissioned / prepared for LDF or South Hampshire	Housing mix
strategy:	Ĭ
Eastleigh and Southampton Affordable Housing	
Viability Study, 2008, Adams Integra	
 Long term [population] projections (September 2006) Hampshire County Council 	
Other evidence:	
South East Sub-regional Housing Market Study (2004)	
DTZ	
South Hampshire Housing Market Assessment, parts 1	
& 2 (2005 & 2006) DTZ Pieda	
Southampton Housing Needs and Housing Market Southampton Housing Needs and Housing Market Associates	
Survey (June 2006) David Couttie Associates	
Other evidence:	Open Space
Open Space Audit (January 2006) Global to Local Ltd	
Green Space Strategy (SCC)	
Green Infrastructure Study (2008) TEP	
Biodiversity Action Plan, SCC	
Other evidence:	Skills, Training and Job
The Plan for Prosperity (2004) (SCC)	Access
Commissioned / prepared for LDF or South Hampshire	Transportation
strategy:	
 PUSH Strategic Transport studies – Enhancement from Dock Gate 10 to Winnall, Winchester and Access to 	
Southampton from the east and the SDA	
Parking Policy Review (Halcrow) – to inform an SPD	
Other evidence:	
Solent Transport Strategy	
• LTP2 2006-2011	







Report to Southampton City Council

by Nigel Payne BSc (Hons) Dip TP MRTPI MCMI

an Inspector appointed by the Secretary of State for Communities and Local Government

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Date: 13th October 2009

PLANNING AND COMPULSORY PURCHASE ACT 2004 SECTION 20

REPORT ON THE EXAMINATION INTO THE SOUTHAMPTON CORE STRATEGY DEVELOPMENT PLAN DOCUMENT

Document submitted for examination on 30 March 2009

Examination hearings held between 7 and 16 July 2009 at Jury's Inn, Southampton.

File Ref: LDF 000650

1 Introduction and Overall Conclusion

- 1.1 Under the terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004, the purpose of the independent examination of a development plan document (DPD) is to determine:
 - (a) whether it satisfies the requirements of s19 and s24(1) of the 2004 Act, the regulations under s17(7), and any regulations under s36 relating to the preparation of the document
 - (b) whether it is sound.
- 1.2 This report contains my assessment of the Southampton Core Strategy DPD in terms of the above matters, along with my recommendations and the reasons for them, as required by s20(7) of the 2004 Act.
- 1.3 I am satisfied that the DPD meets the requirements of the Act and Regulations. My role is also to consider the soundness of the submitted Core Strategy (CS) against the tests set out in PPS 12 paragraphs 4.51-4.52. In line with national policy, the starting point for the examination is the assumption that the local authority has submitted what it considers to be a sound plan.
- 1.4 The changes I have specified in this binding report are made only where there is a clear need to amend the document in the light of the tests of soundness in PPS 12. None of these changes should materially alter the substance of the overall plan and its policies, or undermine the sustainability appraisal and participatory processes already undertaken.
- 1.5 My report firstly considers the legal requirements, and then deals with the relevant matters and issues considered during the examination in terms of testing justification, effectiveness and consistency with national policy. My overall conclusion is that the CS is sound, provided it is changed in the ways specified. The principal changes required are, in summary, in relation to:
 - a) Flood risk, particularly rising sea levels,
 - b) City Centre Retail, especially future needs,
 - c) Transport, notably concerning the strategic road network,
 - d) Biodiversity/Nature Conservation and
 - e) The Port of Southampton.

The report sets out all the detailed changes required, including all those made public and open to comment by the Council themselves both between publication and submission and post submission, to ensure that the plan is sound.

2 Legal Requirements

- 2.1 The Southampton Core Strategy DPD (CS) is contained within the Council's Local Development Scheme (LDS), the Third Revision being approved in February 2009. There, it is shown as having a submission date of March 2009, which was just met. I also conclude that the content of the CS is as envisaged in the LDS.
- 2.2 The Council's Statement of Community Involvement has been found sound by the Secretary of State and was formally adopted by the Council before the examination hearings took place. It is evident from the documents submitted by the Council, including the Regulation 30(d) and 30(e) Statements, that the Council has met the requirements as set out in the Regulations.
- 2.3 Alongside the preparation of the DPD it is evident that the Council has carried out a parallel process of sustainability appraisal (SA) and the final SA report was submitted with the DPD. This test has therefore been met. Criticisms of the adequacy of the SA in relation to particular elements and policies of the DPD are more appropriately dealt with when considering the coherence, consistency and effectiveness tests (see below).
- 2.4 In accordance with the Habitats Directive, I am satisfied that an Appropriate Assessment (AA) has been undertaken and that, subject to the changes specified and commitments identified, there would be no significant harm to the conservation of designated SACs, SPAs and European sites as a result of the policies and proposals within this DPD.
- 2.5 I am also satisfied that the DPD has regard to national policy. The South East England Partnership Board (SEERA's successor) has indicated that the DPD is in general conformity with the approved Regional Spatial Strategy (The South East Plan May 2009) (SEP) and I see no reason to disagree. I am further satisfied that the DPD has had regard to the sustainable community strategy (SCS) for the area.
- 2.6 I consider that the DPD complies with the specific requirements of the 2004 Regulations (as amended), including the requirements in relation to publication of the prescribed documents; availability of them for Inspection and local advertisement; notification of DPD bodies and provision of a list of superseded saved policies. Accordingly, I conclude that the legal requirements have all been satisfied.

3 Strategy - Justified; Effective and Consistent with National Policy Tests

Introduction [Chapter 1]

3.1 This chapter provides an accurate and satisfactory introduction to the CS. Throughout the examination I have taken into account that the Council will be preparing a City Centre Area Action Plan (AAP) and a Sites and Policies DPD following the CS, as referred to in para 1.1.3 and now termed the "next stage" DPDs. However, part 1.2 of this chapter will no longer be relevant in the adopted version of the CS and should therefore be deleted for clarity.

Southampton in Context [Chapter 2]

3.2 Taking into account the Council's post submission proposed text corrections and minor changes (parts 1 and 2 of CD73), I am satisfied that, save for para 2.3.11, the remaining text of this chapter is sound and satisfactorily clear in its setting out the current context for the CS. However, the significant changes proposed elsewhere in the CS, arising from the concerns of the EA in relation to flood risk and coastal planning, indicate that an amendment is also required to para 2.3.11 for consistency therewith. In the light of the debate on this matter at the examination and taking into account that the relevant work is already underway, the second sentence should start "A local, more detailed, Flood Risk Assessment (SFRA 2)" replacing the word "It".

Vision and Objectives [Chapter 3]

Issues – i) can the overall strategy deliver the new development required to meet the city's share of growth in South Hampshire required by the South East Plan (SEP), whilst satisfactorily addressing the constraints of climate change and flood risk? ii) does the strategy, vision and objectives deal satisfactorily with cross border issues, such as the implications of new development for the New Forest and South Downs National Parks and protected nature conservation sites?

3.3 There is no doubt that the overall levels of development proposed in the CS, subject to the necessary clarification of the targets referred to below, are entirely consistent with those of the recently adopted SEP (CD51) and the Regional Economic Strategy (CD59), as well as endorsed by the Partnership for Urban South Hampshire (PUSH). Moreover, the overall strategy of urban concentration, including building at higher densities on previously developed land, particularly in the city centre, is clearly consistent with national guidance and regional policies in the SEP (CD51). Bearing in mind the latest changes agreed by the Council at the examination (e.g. in relation to S4 and S20), I consider that the content, especially the 20 strategic objectives in para 3.3.1, provides an appropriate and realistic spatial vision for the city to 2026.

- 3.4 Importantly, the objectives are consistent with national guidance without repeating it and clearly derive from both the regional strategy and specific policies of the SEP (CD51) and the SCS (CD89). Accordingly, given the well established joint working arrangements through PUSH, I consider that there are soundly based and realistic prospects that the CS will deliver the required growth over the plan period, sustainably focussed on the city centre.
- 3.5 It is equally clear that the CS has taken into account the potential implications of the growth proposed on flood risks and on the environs of the city, including the National Parks and international (SPA, SAC and Ramsar) and other designated nature conservation sites, at a strategic level. This is evidenced in the key issues in Chapter 2, the strategic objectives in Chapter 3, including S5, S6, S14 and S20, and in policies CS20 CS23 inclusive. The Council's commitment to continued joint working with neighbouring authorities through PUSH, notably in relation to the completion and implementation of the Green Infrastructure Strategy (GIS), amongst other things, also provides material reassurance that cross border issues have been and will continue to be addressed satisfactorily over the plan period.
- 3.6 From the conclusions reached and the recommendations made later in this report regarding new retail floorspace in the city centre over the plan period, the words "at least" in the second line of the second bullet point in para 3.2.1 should be replaced with "about" for the sake of soundness and consistency, as acknowledged by the Council during the examination.
- 3.7 Regarding S8, following the examination debate and in response to representations from EH, the Council now suggests that this objective should be amended by replacing all the text after "historic environment" with ", ensuring that designated sites are safeguarded. Historic conservation opportunities in new development will be maximised and local awareness of heritage issues raised,". As it is consistent with national guidance in PPGs 15 and 16, as well as policy BE6 of the SEP, and essentially reflects current practice in any event, I see no objection to this change and recommend accordingly.
- 3.8 In relation to S20, as a result of the EA's representations and the examination debates, the Council now accepts the need for this objective to more accurately reflect national guidance in PPS 25 by including the word "avoid" before "reduce and mitigate". In the light of the conclusions elsewhere in this report I endorse this change and so recommend for it to be sound. However, in all of the relevant circumstances and as referred to later in this report, I see no reason to delay the adoption of the CS to await the completion of the SFRA 2.

Spatial Strategy and Policies [Chapter 4]

Issue – Does the spatial strategy set out appropriate principles for i) the city centre, including the waterfront and in relation to leisure/recreation, ii) town and district centres, iii) other neighbourhoods and iv) the Port and other employment areas?

- 3.9 It is now agreed by the Council that significant redevelopment in the Major Development Quarter (MDQ) is not likely to come forward until the later part of the plan period (and certainly not before 2016 at the earliest) as no retail need will exist until then. Therefore, time is available for practical and sustainable solutions to be brought forward for coping with the predicted rise in sea levels and increased risks of flooding in the city centre through the various studies being undertaken, particularly the SFRA 2 now underway, that will form an important input to the "next stage" DPDs.
- 3.10 Consistent with the change to S20 referred to above, the Council now considers that the third bullet point of para 4.1.2 also requires amendment to better reflect the EA's representations on flood risk in particular and the application of the sequential test under PPS 25, including in respect of sites within the MDQ. Accordingly, the addition of "avoidance may not be appropriate and" is proposed to the second sentence before "mitigation". I agree that this would be sound and suitable in the light of the other changes to be made to the document.
- 3.11 Consequently, with the changes proposed, I am satisfied that, at the strategic level, the CS now deals suitably and satisfactorily with the issue of flood risk (both tidal and fluvial) consistent with PPS 25 and policy NRM4 of the SEP (CD51), including in relation to the city centre and the waterfront. The more specific policies, projects and programmes that may be necessary to address rising sea levels due to climate change in connection with redevelopment schemes in the MDQ (and elsewhere in the city) will be a matter for the "next stage" DPDs following completion of the various studies currently underway or planned, including the SFRA 2.
- 3.12 In the strategic context similar conclusions apply in respect of the proposed mitigation measures required to avoid harm to the international (SPA, SAC and Ramsar) and other designated nature conservation sites in the light of ongoing research, the full details of which will need to be set out in the "next stage" DPDs for funding and implementation on a sub regional basis as part of the GIS, amongst other things.
- 3.12 Arising from debate at the examination the Council now recognises that there is inconsistency throughout the submitted document on the description and use of the various numerical "targets" for new development in the city over the plan period, deriving from the SEP and PUSH allocations. Consequently, it is essential that any

- potential confusion is clarified throughout the CS to provide certainty as to what is actually intended.
- 3.13 In para 4.3.1 "at least" should be added before "322,000 sq.m" in relation to office space and "At least" replaced with "About" regarding new retail floor space. In the interests of clarity and consistency, as well as to assist future monitoring, the word "comparison" also needs to be added between "new" and "shopping".
- 3.14 In response to valid criticisms that the submitted CS lacked a clear spatial vision for areas of the city outside the centre, the Council has now proposed a significant addition to the text to replace the current descriptions of "Shirley Town Centre and Bitterne, Portswood, Lordshill and Woolston District Centres" and "Residential Neighbourhoods", which would be repositioned after the text relating to "The Port, Employment Sites and Areas" within part 4.3.1 (page 20). Although entirely descriptive, the plan would not be locally distinctive without such a section.
- 3.15 With minor amendments to assist clarity and avoid duplication I am satisfied that this will provide the necessary information, description and objectives to indicate the Council's 20 year vision for the future of these areas in a clear and individually relevant fashion that complements that for the city centre, port and employment areas and therefore forms part of a cohesive whole. I endorse it accordingly so that the plan is sound in this respect.
- 3.16 In the light of the extended descriptive sections drawn up by the Council for part 4.3.1 of the document, the actual boundaries of the Suburban Neighbourhoods identified therein should be shown on Maps 2 and 3, as well as the local road network, the correct port boundary and the relevant accompanying notation. The revised versions should be incorporated into the adopted CS to make it sound.
- 3.17 Regarding the role of the Port of Southampton, the Council now proposes a number of relevant changes to the published version, notably to objective S4 but also to paras 2.1.2, 2.1.7 and 2.3.3, in response to criticisms from the operators. These are designed to clarify the current and future contribution of the Port to the local economy and the overall life of the city. I am satisfied that they achieve this aim without presuming or prejudicing important decisions about potential long term growth outside the city, that require to be made during the plan period. Accordingly, no further changes in this respect are required to provide a clear and sound vision for the future of the city to 2026.
- 3.18 I am also satisfied that taken as whole, but with particular reliance on objectives S1 S4 inclusive and policies CS6, CS7 and CS8, the CS provides an appropriate set of principles for achieving the necessary growth in local employment opportunities across the city

- in accordance with national guidance, including the emerging draft PPS 4, and policies SH1, SH3 and SH4 of the SEP (CD51).
- 3.19 The last sentence under "Supporting Health and Education" in para 4.3.1 refers only to one project that is already under construction and to another that is still under consideration. Strictly speaking, neither forms part of the future spatial strategy, as things stand, and the sentence should therefore be deleted for clarity.

Sustainability

Issue – Has the CS been the subject of a suitably comprehensive and satisfactory sustainability appraisal (SA), strategic environmental assessment (SEA) and appropriate assessment (AA), including in terms of flood risk and impact on the natural environment?

- 3.20 The Council's consultants carried out the SA, SEA and AA to a consistent methodology, in accordance with national guidance (CD38/CD39) and objectives based on those used for the SEP (CD51). In particular, the studies have also taken into account the requirements of policy CC8 of the SEP (CD51) in respect of the active planning and management of the network of multi functional open space, or green infrastructure (GI), on a sub regional basis.
- 3.21 This includes in respect of sites of international nature conservation importance (SAC, SPA and Ramsar sites). As a result, policies CS20 CS23 inclusive refer and relate to the forthcoming GI Strategy (GIS) for the PUSH area and are thus consistent, in general, with the relevant regional policies in sustainability terms.
- 3.22 On the evidence before me, I am also satisfied that the range and scope of the work undertaken in the various appraisals carried out throughout the process was suitably comprehensive and without material omissions. This conclusion is reinforced by the strategic level endorsement of NE in this respect, including in relation to the sites of international nature conservation importance following the increase in the size of the buffer zone assessed from 5 km to 10 km (CD85). Accordingly, I am satisfied that the relevant statutory procedures have been complied with.
- 3.23 Following publication the Council has responded to further criticisms in respect of flood risk by accepting the need for several important changes recommended by the EA. These include adding the word "avoid" to S20 for consistency with PPS 25, significant amendments to policy CS23 and substantial additions to its supporting text, as well as changes to section 7.4. Maps showing the extent of flood risk zones 2 and 3 across the city in 2009 and (as predicted for) 2115 are also now to be included for information.
- 3.24 I consider these changes to be directly relevant regarding the overall sustainability assessment of the plan in relation to flood risk and endorse all accordingly. Taking them into account, as well as

the commencement of a SFRA 2 study to inform the preparation of the "next stage" DPDs, I therefore consider that, as amended, the plan is consistent with PPS 25 in principle and sound in its overall assessment of flood risks in the city in sustainability terms.

- Similarly, outstanding concerns raised by NE and others on the published version of the CS have been largely addressed by the Council's proposed changes, notably the 3 extra paras of text to support policy CS22 and additions to policy CS13 (6), para 4.8.1 and section 7.3 (Ecology). Given the strategic nature of the CS, with no site specific allocations other than the identification of the MDQ, the detailed redevelopment of which in the later part of the plan period will be determined through the City Centre AAP, I am satisfied that these changes are sufficient for me to conclude that potential impacts on the natural environment, including international nature conservation sites, have been properly considered in the work carried out to date. Moreover, the Council and its sub regional partners are committed to the emerging GIS, further relevant studies are already underway, including the Solent Disturbance and Mitigation Project, and there is an acknowledged need for further Habitats Regulations Assessment (HRA) on the "next stages" DPDs.
- 3.26 Taking all of these factors into account, I endorse the conclusion of the final HRA report (CD96) to the effect that the CS would not be likely to result in adverse effects on the integrity of the international nature conservation sites, following the application of appropriate mitigation measures, such as the new Lords Wood Forest Park (section 7.3), and for which there are realistic prospects of delivery through PUSH over the plan period. Nevertheless, the fact that some of these measures would be implemented outside the city through the GIS means that it is necessary to introduce a reference into para 5.6.5 to that effect by adding the words "within and outside the city" after "used" in line 1, as agreed at the examination.

4 Policies – Justified; Effective and Consistent with National Policy Tests

CS1 – City Centre Viability and Vitality

Issue – Are the proposed levels of retail and commercial provision in the city centre reasonable and realistic in the light of national guidance and regional policy?

- 4.1 Part (i) of policy SH4 of the SEP (CD51) refers specifically to the expansion of retail, office, leisure and cultural facilities in Southampton to enhance its role as a primary regional centre, in line with national guidance in PPS 6 and policy TC1 of the SEP (CD51). In particular, it outlines that this should be achieved by firstly consolidating the existing primary shopping area (PSA) and then integrating the major city centre sites to the west in the medium term. Thus, there can be no doubt that both policy CS1 and CS2 are consistent with both national guidance and regional policies, in general terms, in pursuing such a strategy for the city centre in principle.
- 4.2 In response to various criticisms of the detailed policy wording and supporting text in the published version, the Council has proposed a number of minor changes, notably to paras 4.4.2, 4.4.5 and 4.4.6, to clarify their intentions, particularly with regard to the proposed content of the City Centre AAP. I endorse all of these amendments and additions, particularly as they are helpful in setting out clearly what the "next stage" DPD will be expected to deliver, notably in respect of the Major Development Quarter (MDQ) (see policy CS2).
- 4.3 However, it seems to me that the importance of the AAP in these respects would be better acknowledged in the CS if the last sentence of the policy wording was moved to become the second, so that there can be no doubt that it is the vehicle that is expected to deliver all the other elements set out in policy CS1. This would also be consistent with paras 4.4.3 and 4.4.4 of the supporting text and the specific identification on the Proposals Map (PM) of the area that the AAP will cover.
- 4.4 Turning to the proposed level of new retail floorspace for the city centre over the plan period, the Council acknowledged at the examination that, in the light of the most recent update study (DTZ June 2009) (CD151), the range set out in part 2 of the policy, which was based on earlier work (DTZ 2005) (CD115) was no longer considered to be realistic in terms of the higher end of the scale (+ 200,000 sq.m. gross of comparison retail floorspace).
- 4.5 Given that the earlier study was prepared before the recent economic downturn, albeit on relatively cautious, long term, assumptions about the growth in local retail expenditure, I agree that an expectation of an approximate doubling of the amount of

- retail floorspace in the city centre by 2026 is unrealistic in present circumstances, as acknowledged in the recent update (CD151).
- 4.6 Taking into account such factors as the recent commitment at West Quay 3 and the opening of a new Ikea store adjacent to the present PSA, as well as the current level of vacancies in both the primary and secondary shopping streets of the city centre, I further agree that the lowest end of the range set out in part 2 of the policy, as effectively endorsed in the scenarios examined in the recent update study (DTZ June 2009) (CD151), represents a more reasonable target over the plan period.
- 4.7 Moreover, I consider that, notwithstanding the demonstrable long term need for more retail floorspace outside the present PSA, there is a clear risk that any over-ambitious and/or premature retail expansion to the west would reinforce a drift in the geographical focus of the centre. This would be to the further detriment of other parts of the city centre, such as Bargate, East Street and High Street, where present apparent weaknesses need to be addressed through improvements to help restore investor confidence in accordance with the overall strategy of concentrating new development in the existing PSA first.
- 4.8 Thus, in the light of all of the above, I recommend that, in order for the policy to be sound "- 200,000" should be deleted from part 2 of the policy (and that consequent changes should be made to Table 1 as a result). This would also ensure consistency with other changes relating to development targets throughout the CS for clarity and to assist monitoring, for example in relation to new office space.
- 4.9 The proposals and policies in the CS in relation to convenience retailing, leisure and offices in the city centre are essentially uncontroversial and consistent with both regional polices and the PUSH economic growth and employment floorspace targets.

 Accordingly, I consider that they are based on robust evidence and are sound.

CS2 – Major Development Quarter

Issue – Are the proposals for a MDQ suitable and appropriate in relation to national guidance and regional policy, including in terms of impact on the rest of the city centre?

4.10 Both PPS 6 and policy SH4 (i) of the SEP (CD 51) clearly envisage the need to plan for the growth and development of major retail centres such as Southampton and that, where a need for new floorspace is identified for the plan period (see policy CS1) it should be directed first to the existing PSA and then, if necessary, to an expansion thereof, if practical. The latter also already acknowledges the redevelopment potential of the major sites to the west of the city centre, albeit this now seems more likely to be realistic in the longer, rather than the medium, term towards the

- end of the plan period. Consequently, I have no doubt that the CS would be unsound if it did not directly address the issue of future city centre expansion over the plan period.
- 4.11 I also endorse the Council's suggested minor additions to the text at the end of para 4.4.11 and in para 4.4.14 (amongst others) to clarify that delivery under the City Centre AAP is likely to be phased and to take account of emerging proposals for adjoining areas, such as Royal Pier. Importantly, the Council has also responded positively to criticisms of the published version of this policy by proposing changes to the third para and part 2 of the wording to expand upon the role and content of the AAP, including in respect of phasing, and confirm that the PPS 6 sequential test will continue to apply. These changes are necessary for soundness and to reassure those concerned about the continuing viability and vitality of the city centre as a whole that retail expansion in the MDQ should only be permitted when there is a genuine need that can no longer be met within the existing PSA.
- 4.12 The Council now accepts that such need is unlikely to be manifest before 2016 at the earliest, given existing vacancies and opportunities in the present PSA and as a result of the current economic downturn. I agree and accordingly, as discussed at the examination, it is therefore necessary to amend the penultimate paragraph of the policy wording to make it accurate and therefore, as the Council accepts, sound. Similarly, the last para of the policy needs rewriting to ensure that it is clear about the Council's intentions regarding non retail developments within the MDQ and the general acceptability of mixed uses in that location. I recommend accordingly.
- 4.13 In the light of the above it seems to me that the definition of an extensive MDQ through this policy is, essentially, a strategic identification of a preferred area deemed suitable in principle for mixed use redevelopment of which retail will be only part, albeit potentially an important one. It is not an allocation of a site for new retail development as such, because apart from already being largely built up with active uses, essential details still need to be addressed in the forthcoming City Centre AAP that will cover matters such as phasing and the distribution of uses, as well as looking at the retail potential of other sites outside the present PSA (as referred to in para 4.4.16).
- 4.14 The MDQ is in a highly sustainable location, adjacent to the present PSA and the city's main rail station and with the opportunity to provide improved links to both. It has the potential to consolidate the extent of the city centre, including by incorporating new office, leisure and residential elements in addition to retail uses. Providing that it is phased suitably according to needs and following incremental increases in floorspace in the existing PSA first, so as to ensure its continuing vitality and viability, I consider that it is fully capable of providing the necessary longer term growth that cannot

be met in the present PSA alone. This should not only help retain Southampton's position in the regional retail hierarchy and its 21% market share within South Hampshire but also help to claw back a degree of trade from out of town centres in accord with PPS 6 and the SEP (CD51), without materially harming any other parts of the city centre or other town and district centres in the sub region.

- 4.15 On deliverability, I am satisfied that sufficient evidence to demonstrate realistic prospects of bringing forward the anticipated redevelopment schemes in the city centre, and in the MDQ in the later part of the plan period, has been provided in the relevant studies undertaken (e.g. Donaldsons 2007 CD111) and at a sufficient level of detail for a CS. In making this judgement I have borne in mind that financial viability will vary over the timescale of the overall economic cycle and that detailed design and implementation is not now anticipated until after 2016 at the earliest.
- 4.16 Taken together, I am satisfied that, with the changes proposed, both policies CS1 and CS2 provide a suitable long term vision and appropriate policy framework to facilitate the necessary reasonable and realistic level of growth in the city centre, including in terms of its sub-regional retail role and in accord with PPS 6 and policy SH4 (i) of the SEP (CD51). As reinforced by the latest update (DTZ June 2009 CD151), they are supported by a substantial and sufficient evidence base, as referred to in the Council's retail background paper (CD98). They give the necessary direction and provide the appropriate scope at the new lower floorspace level now proposed for the "next stage" City Centre AAP to direct, manage and phase redevelopment in the MDQ and elsewhere over the plan period, without harm to other parts of the city centre or to other centres.
- 4.17 For consistency with conclusions recorded elsewhere in this report, the Council's suggested addition of a new para (that should be numbered as 4.4.18) at the end of the supporting text to clarify the essential approach to flood risk in the MDQ is fully endorsed. Also, following on from my conclusions in respect of policy CS1, Table 1 (p.27) requires to be amended so that the figures therein are consistent with the change made to part 2 of that policy. The figures in Table 1 should also be updated in relation to both West Quay 3 and Bargate/Hanover Buildings/Queens Way in column c) to reflect the latest evidence in the 2009 DTZ study (CD151 Table 4.1).

CS3 - Town, District and Local Centres

Issue – Is the policy for other centres in the city suitable and appropriate to ensure that they retain vitality and remain viable?

4.18 There is no suggestion that this policy fails to comply with national guidance in PPS 6 and it is also consistent with policies TC2 and

SH1 of the SEP (CD51), as well as objective 6 of the SCS (CD89) and the Local Neighbourhood Renewal Strategy (CD142). The latter identifies district shopping centre improvements as one important element of the physical regeneration of the city and the supporting text refers to specific opportunities, such as at Portswood, Lordshill and Woolston.

- 4.19 Together with policies CS1 and CS2, this policy effectively confirms that the existing retail hierarchy of the city is operating satisfactorily at present and does not need to be altered, albeit some centres would benefit from new investment, as evidenced by the most recent studies (e.g. CD117) and the AMR (CD88). This key strategic decision, which is effectively unchallenged in principle, means that, given the limited redevelopment opportunities available within the existing town, district and local centres, there is no real need to define particular floor space targets or precise boundaries for each within the CS, in my view. In my judgement, these matters may be left to be addressed in subsequent DPDs in the Southampton context, particularly as any boundary changes are likely to be minor only and are thus not key strategic decisions.
- 4.20 The last paragraph of the policy requires that new retail provision of 750 sq.m or more outside the centres, will be subject to the PPS 6 sequential test. Given the acknowledged stability of the city's retail hierarchy and the current relative vitality of the district and local centres, as well as Shirley town centre, I am satisfied that this will provide the necessary level of control in relation to schemes that might threaten the individual viability of the existing centres across the city to fulfil their respective roles. Bearing in mind that the threshold level selected has been operating satisfactorily for some years under the extant policies of the Local Plan Review (LPR) (CD92), policy RET11 of which is still "saved", I am content that this is an appropriate starting point for the application of the sequential test in the current circumstances of Southampton and its well established retail hierarchy.
- 4.21 Part of the policy seeks to prevent the loss of community facilities across the city as part of a wider objective of creating and/or enhancing "community hubs" where they remain viable. Whilst desirable in principle, experience elsewhere suggests that such a policy can be difficult and complex to operate reasonably and realistically in practice, especially in relation to commercially run facilities and privately owned businesses, such as public houses and cafes, as distinct from public sector organisations.
- 4.22 Moreover, in a densely built up area such as Southampton, unlike a small rural settlement, equivalent or similar businesses are usually available nearby and within a reasonable walking distance. In such circumstances it is not necessary or realistic for the Council to seek to control the operations of the free market in this way in relation to public houses and cafes, which can be distinguished from the

- other types of community facilities listed by virtue of their normally operating in the fully commercial sector.
- 4.23 Accordingly, it seems to me that the Council's suggested addition of the words "(for public houses in particular)" after "commercial" in line 2 of para 8 of the policy would not be a sufficient change to address the real nature of the problem. Therefore, "public houses/cafes" should instead be deleted from the list to make the policy sound.

CS4 – Housing Delivery

Issue – Is the number and timing of new housing units sought deliverable within the plan period given the constraints imposed by other policies?

- 4.24 The policy derives directly from policies H1 and SH1 of the SEP (CD51) and accords with the PUSH Housing Strategy (CD70), strategic objective 4 of the SCS (CD89) and the Council's Housing Strategy (CD125) in aiming to provide a further 16,300 dwellings over the plan period up to 2026. Although it does not specifically say so, this is based on the assumption that 95% of new housing will be on previously developed land and that there will be no new "greenfield" development over and above existing commitments, in line with both national guidance in PPS 3 and the SEP (CD51).
- 4.25 Whether or not the new housing figures for the PUSH area in the SEP (CD51) are reviewed in the near future in the light of the latest available household projections, the CS must be consistent with the recently adopted version, at least until it too is reviewed at some point. Consequently, the figure of 16,300 new homes in total is appropriate as the overall target.
- 4.26 The Council's confidence that, despite the current economic downturn, this target will be achieved, if not exceeded, by 2026 is based on a number of different factors. Firstly, the SHLAA (CD124) has identified sufficient suitable sites to deliver the necessary numbers of new dwellings for both the first and second five year periods of the plan, without any reliance on "windfalls", in compliance with national guidance in PPS 3 (para 59). Secondly, the anticipated supply for the third five year period is very likely to be augmented by further sites in identified broad locations in the city, such as those associated with the Council's own Estate Regeneration Project, which it is estimated (para 2.22 CD124) could provide a further 400 500 new units before 2026.
- 4.27 Furthermore, in a very tightly constrained, including by the sea, and fully built up urban area, such as Southampton, it is also reasonable to assume that some currently unidentified "windfall" sites are likely to continue to come forward over the plan period. Effectively, there is no remaining undeveloped land within the city's boundaries. In these particular local circumstances, it is not possible for a SHLAA to identify every single opportunity that will

become available over the next 15 years or so in its "snapshot" picture of potential new housing land availability, at any one particular time in a dense major urban area, as is the case in London. Such sites would also make a contribution to overall housing numbers against the potential failure of any of the sites allocated in subsequent DPDs or other SHLAA sites to come forward in their anticipated timeframe, in the longer term beyond the first ten years or so.

- 4.28 Moreover, the number of new dwellings that could be built on large sites alone in the first 10 years of the plan period comfortably exceeds the residual requirement for that period, according to the SHLAA (CD124), with no allowance made for any new small sites to come forward in that time beyond those that already have planning permission. Taking into account the Council's "track record" of achieving new housing delivery rates above strategic targets for the last few years, as well as the current economic downturn, I consider that further small sites will inevitably emerge, whatever the exact practical effects of the constraints imposed by other plan policies assumed by some representors.
- 4.29 Furthermore, the Council's new housing delivery trajectory assumes a lower total figure than might otherwise be the case for the next year or so, due to the present economic conditions, with an improvement thereafter, and the number, type of units and phasing of delivery on all new housing sites will continue to be monitored through the AMR.
- 4.30 Whilst it may have been undertaken rather later in the overall process than ideal, I am nevertheless satisfied that the SHLAA represents a robust element of the evidence base for the CS. Suggestions that there was a lack of proper consultation with landowners over its preparation and that errors were therefore made in the assessments of the realistic housing delivery prospects of certain sites are matters more pertinent to subsequent DPDs and specifically in relation to new housing site allocations, than to the overall target in this policy of the CS.
- 4.31 Similarly, it is not yet possible to judge the validity of criticisms that too much housing is being expected to come from the city centre, in contrast to the rest of the city, until actual site allocation comparisons and delivery assessments can be made in the course of the preparation and examination of subsequent DPDs, albeit bearing in mind that the former is the most sustainable location.
- 4.32 For reasons set out in relation to that policy, I am satisfied that the continued emergence of new housing opportunities in the city need not be overly constrained by the contents of policy CS7 and its presumption in favour of retaining existing employment sites mainly, if not wholly, in that use based on past trends and overall future requirements.

- 4.33 Moreover, concerns regarding the deliverability of new housing sites in present flood zones 2 and 3, both in the city centre and outside, in relation to the achievement of the overall new housing target over the plan period are assuaged by the following factors in particular. The analysis and identification of the areas most likely to flood and the practical methods of avoiding and/or minimising the risks to life and property have improved recently, including through the SFRA already undertaken for the PUSH area. More importantly, no major new site will be allocated in the DPDs, including in the city centre, until after the completion of the more detailed and site specific SFRA2, as confirmed during the examination.
- 4.34 Such work will establish the protection and mitigation measures necessary to allow the otherwise most sustainable sites to come forward during the plan period with the necessary implementation mechanisms. In the event that delivery is not practical or delayed for flood risk reasons (although this seems unlikely on the basis of the present, albeit incomplete, evidence base) the relevant DPDs will be expected to have contingencies in place elsewhere in the city with a potential reassessment of new housing allocations throughout PUSH available as a final "fallback" (policy SH5 SEP). In such circumstances, I am satisfied that there is no justification for reducing or otherwise amending the overall new housing total anticipated for the city over the plan period in the CS, in relation to flood risk issues.
- 4.35 Similar conclusions apply with regard to the implications of the increased population of the city on the strategic highway network and the integrity of the internationally designated sites of nature conservation interest nearby, as identified in the AA, assuming the implementation of the mitigation and related measures referred to elsewhere in the CS (and in this report). For the reasons given above I am satisfied overall that the Council's confidence in their ability to deliver the requisite numbers is based on sound and robust evidence. No material changes are therefore necessary to this policy or its supporting text as a result (save for the minor change of deleting the word "up" from the brackets at the end of the policy for clarity).

CS5 - Housing Density

Issue – Are the densities envisaged the most suitable and appropriate in all the relevant circumstances in the light of regional policy and local needs?

4.36 The necessity of a housing density policy in the CS derives from both paras 46 and 47 of PPS 3, as well as the relevant policies of the SEP (CD51), including H5 which refers to an overall regional target of 40 dwellings per hectare (DPH). Policies SP2, BE2, SH1 and SH8 (i) of the SEP (CD51) also encourage higher densities in city and town centres and other areas of high accessibility, such as

public transport hubs. The latter refers specifically to establishing density ranges related to accessibility in South Hampshire. Such a policy is also in line with objective SO3 of the SCS (CD89) and both the PUSH (CD70) and Southampton Housing Strategy (CD125). Moreover, recent residential completions in the city (2007/8 AMR), the latest UCS (CD123) and SHLAA (CD124) all help to confirm that the ranges identified are realistic and realisable in practice.

- 4.37 In the light of this robust evidence base, I conclude that the targets identified in the policy are suitable and appropriate in principle and would materially contribute to the implementation of regional policy and help meet local housing needs. The application of the three different ranges set out according to the Public Transport Accessibility Level (PTAL) value of the locality is also clearly consistent with national guidance and regional policy.
- 4.38 Notwithstanding the above, and despite the use of ranges, the detailed wording of the policy has been criticised as insufficiently flexible by some respondents. This is on the basis that it may not take sufficient account of the individual character of particular areas and/or the need to make the most efficient use of land in accord with advice in PPS 3 and with particular reference to criterion 6. In recognition of the former and as discussed at the examination, the Council now suggest that the wording above the inset table within the policy could be changed so that it is less inflexible to read: "the net density levels should generally accord with:" and I endorse this amendment accordingly so that there is greater scope for existing local character to be taken into account.
- 4.39 By providing an adequate degree of flexibility through the change to the wording above the inset table, the density levels in the ranges in the policy would not be absolute but indicative and subject to detailed consideration in accordance with the six criteria set out in the latter part of the policy. This would allow some scope for higher or lower densities in appropriate locations, particularly if properly justified in the Design and Access Statement, and in relation to the existing character of the area and the quality of the new scheme, if relevant. In my judgement, this would be consistent with both policies CS13 and the Council's Residential Design Guide (CD144).
- 4.40 The Council also now acknowledges the desirability of clarifying that the PTAL map in Appendix 2 would be updated as circumstances develop so as to take into account changes, such as to public transport service levels. The addition of a new sentence to say "The PTAL map will be updated as appropriate" at the end of para 4.5.24 would achieve this clarification and is therefore necessary. I therefore recommend both this addition to the supporting text and the change to the words above the inset table in the policy to improve clarity and certainty.
- 4.41 In relation to criterion 6, PPS 3 (paras 40 and 45) refers to both the effective and efficient use of land in the context of residential

densities and, whilst it might be argued that "best use" is shorthand for both, it is less precise and less clear than the national guidance. It would therefore be open to interpretation to a greater degree than is intended in that document, in my view. Although the Council may have wished to indicate a change of emphasis, I have seen no compelling evidence of such difficulties in complying with the national guidance in Southampton such as to justify a departure from it in this instance.

4.42 Particularly when read alongside the other five criteria, as it must be, I am concerned that the word "best" could be misconstrued to mean that, in practice, it would operate against the most efficient and effective use of land being properly taken into account as it should be to accord with national guidance in PPS 3. I therefore recommend that "best" is replaced with "efficient and effective" in criterion 6 for it to be sound.

CS6 - Employment Growth

Issue – Are the objectives set out consistent with the SEP's strategy and will the levels of new employment development proposed be suitable to deliver it?

- 4.43 It is effectively undisputed that the objectives set out in this policy are consistent with those in the Sustainable Economic Development chapter of the SEP (CD51). Moreover, they refer specifically to the implementation of that strategy, with its ambitions to achieve a 3.5% economic growth rate, as well as the sub regional allocations focused on urban areas agreed through PUSH (CD71). The employment background paper (CD102) also demonstrates in Appendix 12 that the industrial/warehouse targets in part 2 of the policy can be met on existing sites/allocations that are not subject to any significant constraints in most instances.
- 4.44 Similarly, and as confirmed in para 4.6.12, the new office space figure in part 1 of the policy can be met on city centre sites alone, albeit that there is no intention or necessity to preclude suitable smaller scale office developments elsewhere in the city. I am therefore content that there is a robust evidence base available to confirm that the levels of new employment development envisaged in policy CS6 can be delivered across the city over the plan period and also that there is no clear justification for the identification of more sites outside the city centre at present as a result.
- 4.45 The Council has put forward a number of proposed minor additions to the text supporting this policy, notably to the list of points in para 4.6.2, in an attempt to address the comments of respondents on the published version. They have also suggested a new para 4.6.2A in order to clarify and expand upon the key existing and potential employment sectors in the city. I am entirely satisfied that this extra content is useful in further explaining the background and justification for the policy. It meets the main

- criticisms of the earlier version, including that insufficient prominence was given to the role of the Port in the local economy, and I therefore endorse its inclusion in the CS.
- 4.46 At the examination, the Council put forward a further proposed change to the first bullet point in para 4.6.2 to better reflect the relevant text in the adopted SEP (CD51) by omitting the words "the rate of increase in" in relation to "smart growth". This change is necessary for accuracy and consistency with the RSS.
- 4.47 However, in relation to the policy wording it is also necessary to omit "approximately" from part 1 for consistency with para 4.6.12 and the Council's stance that the new office space provision set out is a minimum figure, albeit that neither the city centre in general nor the MDQ in particular will be the only location where new office (and leisure) development would be acceptable in principle.
- 4.48 Matters relating to the future development of the Port of Southampton are dealt with in relation to policy CS9, whilst issues relating to the specific safeguarding of sites for marine uses concern policy CS7. Moreover, the specific allocation of sites for employment uses is a matter for the two "next stage" DPDs. Thus, this policy properly deals essentially with the overall approach to economic growth, rather than just employment generation in itself. In the light of the above, I am satisfied that the policy is sound and that no further minor amendments are required to the supporting text, bearing in mind the content of policies CS7, CS8 and CS9.

CS7 - Safeguarding Employment Land

Issue i) – Is it appropriate in principle and reasonable in practice to seek to safeguard (nearly) all existing employment sites or should more flexible criteria be used?

- 4.49 The policy is entirely consistent with, and derives directly from, policies RE3, RE6(i) and SH3 of the SEP (CD51), as well as PPS 1 and PPG 4 (including draft PPS 4) and is therefore clearly appropriate in principle. The strategic importance of substantially enhancing the sub-region's economic performance over the plan period is acknowledged by all, as is the absence of scope for any significant new employment land allocations within the city. The SHLAA demonstrates that the city's share of the sub-regional need for new housing can be met without significant losses of employment land (section 3.4 CD102). Therefore, I conclude that the available evidence justifies the need to retain the majority, if not all, of the existing employment sites already in those uses, where practical.
- 4.50 The recent commercial appraisal of employment land (CD114), also concluded that most existing sites were commercially viable.

 Although this was undertaken before the present recession, I consider that it would be short-sighted and contrary to the overall

- aims and objectives of the SEP and the CS itself to allow many or major sites to be redeveloped for other purposes during such a period of the overall economic cycle, if only because once lost employment uses are unlikely to return to these locations.
- 4.51 Nevertheless, the policy does properly allow for circumstances whereby employment use is demonstrably no longer viable and/or other relevant factors point to redevelopment incorporating other uses to be acceptable in principle. I note that there have been recent examples in the city where such an approach has proved to be justified and successful in bringing forward suitable mixed use schemes, including on a substantial scale in some instances. Accordingly, I am satisfied that the overall policy approach is both reasonable in principle and realistic in practice and that the various criteria to be applied to proposals are appropriate in detail and sufficiently flexible to assist implementation.
- 4.52 In the light of the above, the question of which particular existing employment sites should be safeguarded and which considered suitable for alternative use redevelopment is a matter for detailed examination through the "next stage" DPDs and/or the determination of specific schemes. In contrast, whether the redevelopment of such sites should have to include some employment, rather than just a mix of other uses, does seem to me to be a matter for the CS. It is clear from the evidence base that the current employment land availability situation is such that the ambitious SEP (CD51) and PUSH objectives for the local economy are unlikely to be achieved if any significant areas of land or strategic sites are allowed to go out of employment use entirely, if only because of the difficulty of finding suitable replacements.
- 4.53 In such circumstances, I consider this particular policy requirement to be appropriate in principle in the knowledge that there will always be an exceptional case from time to time where it could be relaxed, at the Council's discretion, if all other relevant material considerations, including economic viability and environmental sustainability so indicate. Given that the "next stage" DPDs will be examining which sites should actually be subject to policy CS7 in any event, I am satisfied that this requirement should be retained and that the policy does not need to be rewritten to make it sound as suggested by some respondents.

Issue ii) – Should marine and marine related industries be treated as a special case in policy terms?

4.54 Taking into account what is said in para 6 of policy RE3 and policy RE6 and para 16.15, as well as policy SH6 of the SEP (CD51), I have no doubt of the importance of the marine sector to the economy of the city and its environs. Moreover, I note that in the light of some recent losses the safeguarding of sites, especially but not exclusively with access to the waterfront, that currently cater for marine and marine related businesses is thus properly and

- necessarily a strategic matter to address in the CS, as recognised in the Solent Waterfront Strategy (CD134).
- 4.55 Nevertheless, I do not subscribe to the view expressed by some that an additional, separate, policy is needed to protect sites for marine businesses as the matter is clearly addressed in part 2c) of policy CS7. It would therefore have to be taken into account in any proposals for any site involving the loss (or material reduction) in such uses, including in terms of waterfront access, alongside other relevant material considerations.
- 4.56 In my opinion, it would be unreasonable in principle and unrealistic in practice to seek to impose a blanket ban on any loss of any marine related business site, land or building within the city to another use or uses over the plan period irrespective of relevant circumstances, despite the importance of the sector to the local economy. Bearing in mind the Council's express intentions over the safeguarding of employment sites in the "next stage" DPDs, I conclude that the treatment of marine and marine related uses in policy CS7 is suitable and appropriate, in recognition of their economic contribution, but that no special or additional policy is necessary or desirable.
- 4.57 The Council's proposed changes to the published document include an additional sentence at the end of this policy referring to the Sites and Policies DPD, explaining that it will provide further guidance on the types of employment use considered suitable for particular sites. Para 4.6.6 of the supporting text also says that it (and the City Centre AAP) will identify those sites to be safeguarded for employment uses and, by implication, those that will not be formally defined in this way.
- 4.58 In such circumstances, it seems to me that both criterion 2e) of the policy and para 4.6.8 of the text are not strictly accurate in identifying "cumulative effect" as a factor that could actually influence decisions taken under this policy once the "next stage" DPDs are in place, as the matter will have effectively already been addressed by decisions as to whether to safeguard or not. Therefore, I consider that both criterion 2e) of the policy and para 4.6.8 of the supporting text should be deleted as not necessary or directly relevant to this policy for soundness.

CS8 - Offices

Issue – Is the sequential approach the best one in all the relevant circumstances and, if not, how should the target provision of new office space be distributed across the city ?

4.59 At the examination the Council clarified that, in accordance with the policy framework set out by PUSH for employment floor space (CD71), the target figure for new offices in the city of 322,000 sq. m should be taken as a minimum. Although acknowledged to be

- "ambitious", the fact that sites can be identified in the city centre alone to meet that target over the plan period (para 4.6.12) justifies the Council's confidence in this regard, in my opinion. However, the implication is that the first line of the policy needs minor amendment by replacing "approximately" with "at least" for clarity and to confirm that the overall target should be monitored on a citywide basis, albeit that the vast majority of new office space is expected in the central area.
- 4.60 It is also clear that the principal focus on the city centre as a whole, and the area around the main rail station in particular, for new office development over the plan period is a fundamental part of the sequential approach. This is not only entirely consistent with national guidance in PPS 6 and PPS 13, but also with the currently emerging new advice in draft PPS 4. Similarly, the policy also expressly reflects policies TC1, which defines the city as a primary regional centre, and SH4 of the SEP (CD51) in encouraging new office development as an integral part of the mixed use regeneration of the city centre. Taking into account the potential for associated improvement of the local public transport network, I have no doubt that the most sustainable and thus preferred location for new office development is in the city centre and especially in the area close to the main rail station, as proposed.
- 4.61 Nevertheless, two small points require clarification in this context. Firstly, there can be no justification for any objection on the grounds of impact on residential amenity from the replacement of existing industrial premises with (B1) offices in principle, as such uses are deemed acceptable in, let alone adjacent to, residential areas, at a national level, as presently set out in the second sentence of para 4.6.13. If, as explained at the examination, the Council's concern relates to the height of any replacement buildings then this is a design issue to be addressed under other policies and in respect of specific proposals, rather than in the supporting text concerning new office location. Accordingly, the second sentence of para 4.6.13 should be deleted for consistency with national guidance.
- 4.62 Secondly, bearing in mind the above, the first line of the third para of the policy should be altered by replacing "permitted" with "acceptable in principle" for consistency and clarity that proximity to the rail station will not be the only relevant criteria against which such proposals will be judged. In practice, such schemes may not actually be "permitted" by the Council if, for example, the proposed new offices would have a materially detrimental impact on residential amenity through excessive heights or overbearing design or a failure to comply with other relevant plan policies. Hence, this part of the policy requires amendment to be sound.
- 4.63 In terms of office development outside the city centre, I recognise that there are numerous existing examples throughout Southampton. But, in accordance with the sequential test, it is

essential for the Council to examine carefully any significant proposals for new offices in district or local centres, or elsewhere, for their sustainability and other spatial implications in accordance with PPS 6.

4.64 In my view, the inclusion of thresholds should help to direct the appropriate scale of new offices to the most appropriate locations, without imposing any unnecessary constraints on the growth of smaller businesses outside of the city centre. Given that, as I understand it, the Council's aspirations for the improvement of the district centres does not rely on any significant new office elements for their viability, I see no reason to change this part of the policy and consider the threshold levels suitable for their purpose, based on the likely number of office jobs associated with each. Taking into account the Council's clarification that the citywide target is a minimum and the estimated capacity of the central area, nor do I see any requirement to set out specific allocations of new office space for district and local centres across the city in the CS, as it is not a strategic level issue for Southampton.

CS9 - Port of Southampton

Issue – Does the policy need to better acknowledge the importance of the Port to the local economy and the relevance of the emerging Port Masterplan?

- 4.65 No one doubts the overall importance of the Port to the local economy, both now and in the future, and the Council has responded to various detailed points made about this policy and its supporting text in the published version by proposing a number of changes. The recent emergence of a draft Port Masterplan, in accord with policy T10 of the SEP (CD51), also needs to be acknowledged in the CS as it will be a focus for important decisions on the Port's future that will have to be taken during the plan period. In this context I recognise the need for consistency with the relevant parts of the New Forest Core Strategy (NFCS).
- 4.66 To that end, and as endorsed by all concerned at the examination, I have taken into account the amended text agreed between the main parties and included by my fellow Inspector (Michael Hetherington) in his report. Bearing that in mind, it is clear that, as proposed to be changed, policy CS9 would be not only consistent with the SEP (CD51), notably policies RE2, RE3, T10 (and para 8.33), SH3, SH7 and SH8, but also the NFCS, in principle. It is also derived from and supported by an extensive and robust evidence base in relation to the present circumstances prevailing, including the lack of land within the city for expansion, and the likely future development needs of the Port over the plan period.
- 4.67 However, there are some remaining issues about the detailed wording of the proposed changes in the light of both the representations received and the debate at the examination.

Regarding the first paragraph it must be remembered that it can only relate to land within the city, not directly to any potential future expansion of the Port outside it and that there are permitted development rights on the Port's designated operational land.

- 4.68 That being so, I am content that the references to "where it holds the powers" and the "international sites in line with the habitats regulations" in the submitted policy are not necessary given the other policies in the CS and those of the NFCS. Accordingly, the simplified wording now proposed, together with the addition of a reference to the existing Port boundaries being defined on the Proposals Map, is to be preferred, if only for that reason alone, and is endorsed accordingly.
- 4.69 In relation to part 2, I further agree that the necessity for taking into account the transport needs of the city centre, as well as those of the Port, when considering the various transport improvements in the city listed in policy CS18, whilst fairly obvious, is worthy of mention at the end of this point. This is also because the wording of para 1 of the policy is now to be changed to remove the reference to port growth being "balanced with the development growth needs of the city centre" in a more general sense.
- 4.70 In response to representations received the Council proposed to rewrite paras 4.6.14 and 4.6.15 of the supporting text, as well as to make minor additions to paras 4.6.16 and 4.6.17. Whilst the latter are non controversial (and I endorse them) the proposed new paras have attracted further representations. In principle, it seems to me that the text should refer to the draft Port Masterplan, given that this is required by policy T10 of the SEP (CD51). More specifically, I see no problem with the reference to the "long term ability for the Port to grow" relating to "land and sites outside the City's boundaries" as it does not specify any one particular location (e.g. Dibden Bay).
- 4.71 Nor does it (nor could it) imply any presumption in favour of development being permitted in that location (or any other) outside the city's boundaries. Having had the advantage of seeing the relevant new text for the NFCS, I am satisfied that there would be no material inconsistency between the two documents should the Council's proposed new paras 4.6.14 and 4.6.15 be accepted in support of policy CS9.
- 4.72 Moreover, the proper protection for sites of nature conservation interest, including those with International/European designations, in line with national guidance and as accepted by NE, is appropriately addressed in policy CS22, as referred to in the last sentence of the reworded para 4.6.14. In such circumstances, I see no need for a direct cross reference to the NFCS in the policy or supporting text or to retain the mention of the Habitats Regulations in the policy wording, particularly as there is normally no need to

repeat national guidance in a DPD. I therefore endorse these suggested changes.

CS10 - A Healthy City

Issue i) – Are the objectives realistic and deliverable with the resources likely to be available ?

4.73 The policy seeks to implement the relevant strategic policies (S1 and S2) from the SEP (CD51) in the local context and, in the absence of any identified need for any large scale new facilities in the city over the plan period, I am satisfied that it is realistic and deliverable. It is compatible with the SCS (CD89) and the Council's analysis of existing provision, future infrastructure required and the resources available to provide it (CD100), which strongly suggest that the necessary funding should be available. As clarified at the examination, the Council intends to address the details of development contributions, such as scope and levels, towards health facilities in its revised SPD on Planning Contributions. I agree that this would be appropriate, at least until a more formal system is introduced under any Community Infrastructure Levy (CIL) in the future.

Issue ii) – Is it reasonable to seek HIAs on major developments?

- 4.74 The justification for seeking Health Impact Assessments (HIA) from larger schemes in the city also derives directly from the SEP (CD51) policy S2 and, again, is appropriate in principle, given the additional support from national guidance in para 16 of PPS 1 and para 2 of PPS 23. However, even though it is not yet intended to apply until the new SPD has been prepared, it seems to me that the detailed wording would be clearer for all concerned if it referred to "major" schemes rather than "significant". The latter requires a subjective judgement in each case, whereas an initial definition at least of "major" is available to the Council in terms of dealing with planning applications and would be consistent with other policies, including CS23.
- 4.75 It would also be unduly onerous and unnecessary to apply the HIA requirement to small scale schemes, irrespective of any perceived local "significance", at least in advance of an adopted CIL. Therefore, I recommend that "major" should replace "significant" in line one of para 4 of this policy but that no other changes are required for it to be sound.

CS11 - An Educated City

Issue – Is the policy reasonable, realistic and resource related?

4.76 Following on from policies S3 and S4 of the SEP (CD51), this policy is designed to help implement one of the main objectives of both the SCS (CD89) and the Plan for Prosperity (CD143). In the light of

the work being undertaken in the ongoing reviews of secondary and primary school provision throughout the city, the contents of the Delivery and Infrastructure Background Paper (CD100), the local Building Schools for the Future programme and the commitments already demonstrated regarding the two new academies proposed, I am content that both the policy in principle and its detailed wording are sound, save in one respect. The last para of the present wording is a description of a "community facility" and therefore belongs in the Glossary, not in a policy.

4.77 The improvement of links between employment and education is referred to in policy CS23 and para 5.5.1, in particular. In my view, developments proposed by educational bodies or establishments should not be subject to any different expectations in principle from all other forms of development in terms of making necessary contributions to supporting infrastructure and facilities, given that overall economic viability will always be taken into account.

CS12 - Waterfront

Issue – Does it provide a "clear steer" for the future of waterfront sites and deal adequately and appropriately with aspirations for greater public access in the face of significant constraints?

- 4.78 Much of the city's "unique sense of place" (objective 6 in the SCS CD89) clearly derives from its relationship to the sea in economic, physical, visual, cultural and historical terms. Thus, it is essentially common ground that the twin aims of this policy to improve practical connections and maintain/recreate key views to and from the water are to be supported and I can only endorse this effective consensus. Nonetheless, it is equally clear that significant parts of the present waterfront cannot and should not be open to public access for valid safety, security and other reasons, including nature conservation, that are well known and understood locally.
- 4.79 In such circumstances, it seems to me that the Council are right to acknowledge these constraints, including through the suggested addition to the end of para 4.8.1 referring specifically to the operational land of the Port. Moreover, given that detailed proposals for individual sites and areas will be a matter for the "next stage" DPDs, I am satisfied that the policy wording and supporting text as it stands strikes the right balance to properly inform subsequent schemes and decisions without the need for any changes or additions beyond those suggested by the Council themselves.

CS13 - Design

Issue i) – Is it consistent with national quidance and the Council's RDG?

4.80 Despite the list of existing non statutory guidance referenced in para 5.1.2, I agree with EH that the reference to "new landmark or

tall buildings in appropriate locations" in part 2 of the policy implies, or should imply, that the Council will be preparing further specific guidance to define where those "appropriate locations" might be. However, there is no further mention of any such guidance in the CS beyond this general list. Accordingly, I consider that the second line of para 5.1.4 should be amended by replacing all after "principles" with "and on appropriate locations for new landmark or tall buildings will be provided in City Centre AAP and the Sites and Policies DPD.".

- 4.81 For similar reasons, I consider that part 5 of the policy should be changed to refer to the City Centre AAP and Sites and Policies DPD rather than listing the studies that provide the background information to the policy and seeking to delegate decisions on applications to be judged against their results, when they were not all intended as policy making vehicles in relation to the CS.
- 4.82 Accordingly, all the words after "as set out in" should be replaced by "the City Centre AAP and Sites and Policies DPD (see also CS12)" for consistency and clarity. Otherwise, I am satisfied that the policy wording is consistent with national guidance, such as PPS 1 and the Council's RDG (CD144) and with the Council's own minor suggested additions (referred to elsewhere in this report).

Issue ii) – Is it reasonable and appropriate to use the BfL criteria?

- 4.83 The last paragraph of this policy should be omitted entirely, rather than amended as the Council suggest, as neither version makes clear exactly what is intended. Importantly, it is not necessary to introduce this extra criterion against which new development schemes would be judged given what is contained in the rest of the policy covering all relevant main design considerations. Moreover, it is not appropriate for an adopted development plan policy to effectively defer or "delegate" a decision on a planning application to bodies other than the Council or to their non-statutory guidance/publications. This addresses the criticisms of the requirement for compliance with the "Building for Life" criteria and the other detailed specifications implied therein.
- 4.84 Nevertheless, the fact that Southampton does not have a strong local vernacular design style, for housing in particular, does not obviate the need to seek a high standard of design for all new development in accordance with national guidance in PPS 1, amongst other sources. In my judgement, criteria 1-12 inclusive of this policy are all relevant and appropriate in that context and provide an essential comprehensive list of factors to be taken into account in all schemes, irrespective of the fact that some are also referred to in other CS policies.
- 4.85 In my opinion, the strictly limited element of duplication involved is necessary in this instance so that one CS policy sets out the main design criteria, for ease of reference and simplicity for all

concerned. It is also desirable that all the most relevant design criteria (which effectively cover those set out in the CABE guidance) should be set out here to act as a "hook" to later, more detailed, design policies in both the City Centre AAP and Sites and Policies DPD.

CS14 – Historic Environment

Issue – Is the policy necessary in a CS and, if so, are there any changes needed for consistency with national guidance and can any differences be locally justified?

- 4.86 Taking into account the national guidance in PPG 15 and 16 and the importance of the remains of the Saxon and Medieval towns in the city, as identified in para 12.17 (i) of the SEP (CD51), I conclude that there are good local reasons and sound evidence for the inclusion of a more detailed policy than BE6 of the SEP (CD51) regarding the historic environment. In the light of comments from EH, I also agree that the Council's late suggested change to add to objective S8 (p.16) the words ", ensuring that designated sites are safeguarded. Historic conservation opportunities in new development will be maximised and local awareness of heritage issues raised." would be appropriate.
- 4.87 Similarly, adding the words "from inappropriate development" after "safeguard" in line 1 of the policy would be entirely consistent with this change. It would also help reflect the equal importance that the Council rightly places on the historic and natural environments.
- 4.88 I note that the "Buildings at Risk" Register should now be renamed the "Heritage at Risk" Register. However, the para containing this reference forms no part of a CS policy, referring as it does to proposed character appraisals for conservation areas, as well as the updating of the Register and Local List. Consequently, so that the policy wording is sound, it should be moved from the policy and added instead to the supporting text as new para 5.1.11.

CS15 – Affordable Housing

Issue – Are the target percentages, thresholds and other criteria reasonable and realistic in terms of meeting national guidance, regional policy, local needs and economic viability tests?

4.89 The necessity for an affordable housing policy in the city is beyond dispute, given the scale of need identified in the South Hampshire Housing Market Assessment (CD118) and the more local Housing Needs and Market Survey, as updated in 2008 (CD155). Moreover, there can be no doubt that the policy content falls within the percentage range identified in policy SH6 of the SEP (CD51). It also accurately reflects both the overall regional percentage target and the split (65/35) between social rented and intermediate affordable housing in policy H3 (ii) of the SEP (CD51), for sites of

- 15 dwellings or more. I am therefore satisfied that these elements of the policy are consistent with both the PUSH common framework (CD69 para 12), the SCS (CD89 page 5) and the Council's Housing Strategy (CD125 page 5), as well as the more general national guidance in PPS 3.
- 4.90 Nevertheless, as required in para 29 of PPS 3, it is still necessary to assess the policy and particularly the thresholds and percentages therein on the basis of likely economic viability. In this context, I recognise that the October 2008 Adams Integra viability study (CD122), whilst recent, was undertaken before the worst of the current economic downturn was apparent and that, necessarily, some of the assumptions made therein may no longer be entirely accurate (e.g. on land values) as things stand. However, as the study itself acknowledges (para 2.2.7), it could only ever realistically be a "snapshot" of the position at any one time. As such I consider that it provides a generally robust picture of likely economic viability according to the many variations tested, at the start of the plan period, but could not be a fully comprehensive analysis covering all possible scenarios to 2026.
- 4.91 A range of alternative policy positions was considered, including in respect of different locations, percentage targets and thresholds at varying value levels. The availability or otherwise of grants, alternative profit levels and build costs, including in respect of contingencies and marketing, plus reasonable assumptions about infrastructure contributions, such as those arising from other CS policies (e.g. CS20), were also taken into account. The outcome of the study also resulted in a reduction in the main percentage target from 40 to 35% and a lower percentage target of 20% on the smaller sites.
- 4.92 On that basis, I conclude that the 2008 viability study (CD122) provides the necessary, more detailed, local evidence that backs up the earlier work carried out for the SEP, PUSH and the Council themselves to confirm that the requirement for 35% affordable provision is a realistic and reasonable target over the whole of the plan period if local needs are to be met. As a target, not an automatic minimum requirement, it also allows for the negative effects on viability of the present financial climate to be taken into account.
- 4.93 Inevitably, judgements about economic viability will continue to have to be made in relation to individual schemes, alongside all the other constraints and expectations of developer contributions that will apply once the new CS policies are in operation, as referred to in parts 1 and 4 of the policy. In such circumstances, I am content that the 2008 viability study (CD122) provides sound and robust evidence to justify the affordable housing percentage sought in the policy, derived as it is directly from the SEP (CD51), in the light of all other relevant material considerations, including the likely economic viability of new housing schemes to 2026.

- 4.94 The fact that the target will be challenging for the Council to achieve, especially in the early stages of the plan period, is not in itself a reason to deem it unrealistic or unreasonable, given that it is intended to apply up to 2026, likely to be well beyond the current economic downturn, and will have to be closely monitored and adjusted if necessary in the interim.
- 4.95 Clearly, the recent "credit crunch" cannot be ignored but it remains the case that such difficulties normally, in the past at least, form only one part of the overall economic cycles that would occur within the lifetime of the CS and for which it must plan. Provided that there is sufficient flexibility within the plan for the differing circumstances prevailing at the likely stages of the economic cycle to be catered for in relation to individual schemes, then relatively short term issues of this nature need not dictate the main basis of the policy; only how it is implemented in practice.
- 4.96 At the examination the Council said that they currently take a realistic and flexible approach to negotiations for all forms of developer contributions, including for affordable housing and also for those required by existing legal agreements in terms of timing and phasing in particular. Taking such public pronouncements into account, I am content that not only does the policy itself demonstrate the necessary flexibility to satisfactorily address this difficult current issue but that the evidence available suggests that the early implementation thereof in practice would too.
- 4.97 Turning to the matter of thresholds, 15 (or more) dwellings (or 0.5 ha) for the application of the 35% expectation is entirely consistent with the national minimum indicative guidance in PPS 3, as well as the present LPR (CD92). In addition, based on the recommendations of the earlier studies and an analysis of the SHLAA (CD124) data, the Council proposes a lower threshold of 5 (or more) dwellings to which a 20% expectation would apply. This has raised the objection that smaller schemes (and smaller developers) will be disproportionately disadvantaged, given that they cannot normally take advantage of the economies of scale and operation available on larger projects to the extent that new housing delivery could be materially reduced.
- 4.98 The viability testing undertaken in the 2008 study (CD122) satisfies me that there is no general or locally specific economic reason to exclude sites smaller than 15 (or 10) dwellings from the affordable housing policy in principle and that the 20% expectation would not, of itself, render the new schemes to which it would now apply unviable in the vast majority of cases. Moreover, the Council's analysis of the SHLAA data in the affordable housing background paper demonstrates that, subject to viability, the inclusion of sites providing between 5 and 14 new dwellings could make a meaningful contribution to the overall supply of new affordable housing in the city over the plan period. Given the reasonable expectation that

- additional "windfall" sites of the relevant sizes would also continue to come forward, albeit perhaps not to the same extent as previously, such a contribution would be enhanced in the face of the undisputed high level of local need.
- 4.99 I recognise that this new requirement will place an additional burden on developers that is particularly unwelcome at this difficult time. However, I cannot accept the prognosis that, in itself, it would lead to companies going out of business or choosing to operate elsewhere only, even in the short term, if only because, in the final analysis, all schemes would still be subject to an economic viability test that would also have to take into account any other developer contributions expected or sought under other Council policies. I therefore conclude that the introduction of a lower site size threshold should form part of this policy and that it is properly justified by the relevant and robust evidence, albeit that it may have a limited impact on the viability of some small scale housing redevelopment schemes in the short term.
- 4.100 Bearing in mind my conclusions set out below regarding the issue of "net" or "gross" in terms of how a requirement for affordable housing is calculated in practice, I am satisfied that there is no firm evidence that this new threshold (with its smaller percentage) would necessarily render many schemes of the relevant size economically unviable, even during the current downturn. This does not mean that it will be irrelevant, only that I consider the potential benefits in terms of achieving the aims and objectives of the CS, in relation to affordable housing, over the plan period to be justified by the evidence. They outweigh the limited influence that I judge will occur for the new schemes to which the policy will apply for the first time, particularly as viability must be taken into account in the appropriate and flexible application of the policy as now.
- 4.101 The Council's current practice is to seek provision in relation to the total number of units proposed on any site. This has the advantages of clarity and consistency but does not differ according to the existing use or uses, in circumstances where virtually all new housing development in the city takes place (and will continue to take place) on previously developed land, as defined in PPS 3.
- 4.102 I acknowledge the concerns expressed by representors that the failure to take any account of differences in existing use values, for example in "residential to residential" schemes, could mean that those involving the intensification or expansion of residential use on sites, whether through conversion or new building, above the relevant thresholds, could be effectively "discriminated against" in relation to other proposals on non residential land. This could lead to a "perverse incentive" whereby pressures increase for the residential redevelopment of small sites currently in employment or commercial uses, potentially including those that the CS objectives seek to safeguard in accordance with policy CS7.

- 4.103 Notwithstanding my other conclusions on affordable housing, I do therefore share some of the concern expressed on behalf of the development industry, notably from independent local house builders, that this particular element of the overall policy approach may act to reduce the number of new schemes coming forward, especially at the smaller scale where the new lower threshold of 5 dwellings would now apply. In particular, this specific element of the affordable housing policy's application could disproportionately affect the economic viability of the smallest scale housing redevelopment schemes, which make up a recognisable proportion of new housing land supply across the city. In my judgement, this would be contrary to the aims of PPS 3 and the objectives of policies CS4 and CS5 to make the most effective and efficient use of previously developed land.
- 4.104 I therefore recommend that this policy should relate to the net increase in the number of dwellings, rather than the gross or overall total in each scheme. Not only would this better reflect national guidance, in my opinion, it would also remove any unintended consequences for the comparative viability of redevelopment on non residential sites to better accord with the overall objectives of the CS and reflect local circumstances as evidenced in the SHLAA (CD124). Para 4 of the policy wording should be amended by replacing the word "total" with "net" and the word "new" added in before "housing".
- 4.105 With regard to the "hierarchy of provision", the Council has suggested some changes to address criticisms of the detailed wording so as to set out more precisely what is intended. Taking into account representations received and the relevant debate at the examination, I consider that the phrase "dispersed amongst" should be replaced with "distributed across" in criterion 1 to more accurately define likely implementation in practice. For the same reason and also to better reflect relevant national guidance and regional policy, the remainder of the criterion should read as follows: "the development as much as is reasonable and practical to create a sustainable balanced community.".
- 4.106 In order to avoid any possible confusion that the Council might be seeking any "enhanced" contribution, over and above the normal expectations, in the event that criterion 2 comes into play, I agree with the representors that suggest that it also needs minor amendment. Accordingly, I recommend that, notwithstanding the Council's own proposed change, it should read as follows after "result in"; "a more effective use of available resources or would meet an identified housing need such as providing a better social mix and wider housing choice.".
- 4.107 I acknowledge the desirability of increasing the provision of sheltered housing schemes in the city, particularly in the light of anticipated demographic changes. I also accept that, in common with some other forms of new housing development, individual

sheltered housing schemes may incur additional/abnormal build costs. However, any such variations can be taken into account on a site by site basis and addressed in terms of an overall economic viability analysis, should it prove necessary in any particular instance, in accordance with the criteria set out in the policy. Accordingly, I see no justification for making any specific exception from any part of the policy for sheltered housing schemes.

CS16 – Housing Mix and Type

Issue – Is the mix of size and type of housing expected the most appropriate in the light of regional policies and the most suitable to meet local needs?

- 4.108 The evidence base available confirms that the Council has undertaken the necessary studies to identify housing needs over the plan period and that this policy derives from it, in accordance with policy H4 of the SEP (CD51). In my judgement, it is also consistent with PUSH Priority 1 (CD70) and the Council's Housing Strategy (CD125). Most importantly, the new percentage requirement for family homes derives directly from an up to date assessment of the sub regional Housing Market (CD118) as required by PPS 3, and is effectively justified by that evidence.
- 4.109 Also, taking into account the very high proportion of new dwellings in the city over the last few years (85-90%) that have been flats, I consider that it is appropriate to seek a percentage provision for families, so as to provide a better range and mix of size and type of new housing over the plan period. This is so notwithstanding the continuing and accepted need for a large proportion of new dwellings to be provided as flats for demographic reasons. Given that 30% is a target, rather than a requirement, that will be dependent on the location, character and the viability of the scheme, I am satisfied that it would be suitable and acceptable for inclusion in the policy, reinforcing the Council's Family Housing SPG.
- 4.110 However, for consistency with the wording of other policies in the CS and to assist both clarity and certainty regarding the Council's aims, the words "seek to" should be deleted from the first part of the policy. They are neither helpful to an understanding of the Council's intentions nor to the assessment of the policy's effectiveness during monitoring.
- 4.111 The Council also seeks to severely restrict the net loss of family homes through redevelopment schemes and, for the same reasons, I agree that the objectives met by obtaining a proportion of new housing for families would be effectively undermined if there was no equivalent policy to minimise the loss of existing ones.

 Consequently, I see no objection in principle to such a policy.
- 4.112 However, it must also make allowances for the fact that some sites may be inherently unsuitable for new family houses and that in

other situations there may be overriding reasons why a net loss may have to be accepted, on balance, to be reasonable and practical. Therefore, the Council's submitted change to the published wording should be an addition to and not a replacement for the existing text of part 2 of the policy. The Council's proposed additional sentence (after the first) in para 5.2.11 is entirely consistent with the above and should also be included.

- 4.113 However, the content of the last paragraph is not strictly part of the policy in that it is firstly, just an acknowledgement of the derivation of the policy from the evidence base and, secondly, is effectively repeated in paras 5.2.7 and 5.2.8 of the supporting text. It should therefore be deleted.
- 4.114 The application of minimum outdoor amenity space standards to new housing developments is long established and widespread in planning policy terms in this country, including in Southampton. It need not, therefore, act as any form of disincentive to higher density housing schemes in appropriate locations.
- 4.115 Given the likely significant demographic changes identified in the evidence base (CD118 in particular) and the positive objective set out to help address it in part 4 of the policy, I have some sympathy with those who say that the policy should not place unnecessary obstacles in the way of the sort of schemes referred to in para 3. To that end, para 3 should be amended to make it clear that specialist housing schemes, comprised entirely of the types described, do not need to be subject to the criteria set out in parts 1-3 inclusive, as such restrictions may mean that some would simply not be deliverable in practice. This would be achieved by rewording the first line of the para to start "The requirements in points 1 3 above do" rather than "The requirement in point 1 above does".

CS17 – Gypsies and Travellers

Issue – Is the policy satisfactory and sufficient to address the current shortfall of suitable sites in the city ?

- 4.116 Due to the delay in producing appropriate regional strategic guidance on this matter, this can only be largely a criteria based policy, against which any planning applications for such uses can be judged, at present. However, the importance of this often difficult issue needs to be properly recognised in the policy by a firm commitment to the making of sufficient site allocations to make up any shortfall identified in the next stage of the LDF process.
- 4.117 To that end, it is essential that both the policy and its supporting text identify which document will be the one to address the matter so that implementation can be monitored, amongst other things. Consequently, "the Sites and Policies DPD" should replace "another Development Plan Document" in the first line of the policy and the

"Site Allocations DPD or other DPD" in the seventh line of para 5.2.17. In all other respects the policy is sound.

CS18 - Transport

Issue i) – Is the relevant evidence base sufficient to justify the "reduce – manage – invest" approach as the most suitable?

- 4.118 The HA and others have raised relevant concerns about the potential traffic generation effects of the redevelopment schemes envisaged in the CS on the strategic road network around the city, notably on the M3 and M27 but not excluding the M271 and A34. In particular, this relates to the capacity of links and junctions with, for example, the potential for creating tailbacks on slip roads, bearing in mind that the major proposed developments in neighbouring Eastleigh identified in the SEP (CD51) would be principally served by the same elements of the strategic network. HCC express similar concerns about the implications for the local road network.
- 4.119 Notwithstanding the considerable highway modelling and related work done to date, which continues to be progressed on a cooperative and co-ordinated basis, forming part of the current evidence base, it is not yet possible to say specifically what the likely effects on individual motorway junctions would be, although the preliminary results indicate potential problems. Nor is it possible at this stage to identify clearly what mitigation measures would be feasible, at what cost or their funding sources.
- 4.120 In recognition of the above, the Council is content with the HA's minor suggested changes to the text of the CS in a number of places, notably to para 5.3.7 to help address this situation. All the available evidence points to the need for a further more detailed analysis of the potential traffic generation impacts of the levels of development proposed in the city and at Eastleigh, on both the strategic and local road networks on a comprehensive basis.
- 4.121 The city centre is clearly the most sustainable location where appropriate redevelopment of previously used land within a large urban area should take priority in accordance with both national guidance and regional policies. This is particularly so when it is acknowledged by all concerned that the major strategic employment allocation at Eastleigh Riverside is subject to localised transport infrastructure constraints, in relation to both significant road and rail ("the Eastleigh Chord") improvement costs, which mean that it is not likely to come forward in the short term. Similarly, the Strategic Development Area at Hedge End is not planned to commence until the post 2016 period at least in the SEP (CD51), with the first priority to new development in the urban areas of Southampton and Portsmouth.

4.122 Additionally, although there is no national funding allocated as yet, I agree with the Council that in the light of the recent public announcement that an Automatic Traffic Management scheme would be technically feasible and economically realistic for the sections of the M3 and M27 around Southampton it must be assessed as a "reasonable prospect" that such a scheme will be introduced within the plan period. This would have some beneficial effect on the capacity (and safety) of this part of the strategic road network. It could potentially allow redevelopment in Southampton city centre to proceed without a materially detrimental impact on the strategic road network in the shorter term, whilst longer term improvements for the expected impacts of major developments in Eastleigh over the latter part of the plan period are assessed.

Issue ii) – Is the policy consistent with national guidance in PPS 13 and regional policies ?

- 4.123 Nevertheless, it remains necessary to look at the overall picture in the sub-region and assess the reasonable and realistic contributions that developments should make to the likely mitigation measures required on both networks before specific land allocations are made in the "next stage" DPDs. In this context I do not consider the identification of the overall extent of the MDQ in the CS, alongside the definition of the boundary of the City Centre AAP, to be a formal strategic land allocation as such, because it relates to a mixed use scheme for the redevelopment of a fully built up part of the existing urban area in a highly sustainable location, the detailed elements of which remain to be determined in a programmed DPD, as set out in para 5.3.7.
- 4.124 However, the HA suggest that this commitment is not as clearly expressed as it could be and that the clarity of the text would be improved by an addition at the end of the third sentence. This would confirm what the continuation of the existing work referred to there will cover and that it will be an important input to the Council's "next stage" DPDs (as well as for Eastleigh's CS).
- 4.125 The Council expressed a general acceptance of this addition at the examination and I agree that further clarification should be included, albeit the detailed wording could be simpler and slightly shorter whilst still achieving the same objectives. I therefore recommend that a revised addition to para 5.3.7 should be made.
- 4.126 As a result of this necessary change it must also be acknowledged that the wording of the second sentence of para 5.3.1 can no longer be considered entirely accurate, if only because further work on the joint study remains to be completed in relation to, firstly, the strategic road network outside the city, notably the M3 and M27 motorways and also, secondly, to the potential P + R sites in neighbouring areas. In such circumstances accuracy demands that the word "own" should be added before "transport" in line 3.

Issue iii) – Is the implementation of the 3 new P + R sites appropriate and realistic within the timescale envisaged?

- 4.127 In relation to Park and Ride (P + R), it is common ground that the overall transport strategy for the city relies on the provision of new peripheral sites, together with a range of complementary measures in each corridor, such as bus priority/only lanes and a reduction in the proportion of all day/public car parking spaces in the city centre within the plan period, for its achievement. It is further agreed that three locations are required, on the eastern, northern and western approaches to the city (together with the retention/enhancement of existing local ferry services for the southern), if the system is to operate on a comprehensive basis and meet the objective of facilitating major redevelopment in the city centre without a significant increase in traffic congestion and related problems (e.g. for air quality).
- 4.128 The Council asserts and no-one appears to disagree that the eastern one is the first priority. It has been identified as the most directly beneficial to meeting the transport objectives, the site at Windhover is already allocated for the purpose in the Eastleigh LP, and some at least of the funding for implementation is in place. Consequently, there is no reason at present to doubt its deliverability in relatively short order, nor that any localised impacts on the strategic and/or local road networks could not be mitigated at reasonable cost as a part of the overall scheme.
- 4.129 However, matters are not so straightforward in relation to the other two locations, as there are no actual sites or funding formally allocated or available as yet. Nevertheless, there is considerable evidence of a commitment to the schemes from the relevant Councils (Test Valley, Eastleigh and Hampshire) in both cases and potential sites have been identified, with possible alternatives, that are being analysed as part of the ongoing joint working arrangements for the sub-region required under policy SH7 of the SEP (CD51).
- 4.130 I have referred elsewhere in this report to the established joint working arrangements through PUSH as being a considerable benefit in terms of likely implementation in practice. Accordingly, based on the available evidence, I conclude that part 6c) of this policy is appropriate and that there is a realistic prospect of all three new P + R sites, together with the comprehensive complementary measures necessary to ensure their success, being delivered within the plan period. I am therefore satisfied that, with the changes now proposed, this policy is sound overall and will provide an appropriate strategic transport framework for the "next stage" DPDs.

CS19 - Parking

Issue – Is it consistent with national guidance in PPS 13 and regional policies ?

- 4.131 It is essentially common ground that this policy, referring as it does to maximum car and minimum cycle parking standards, is generally consistent with both national guidance in PPG 13 and policy T4 of the SEP (CD51). Moreover, the criteria set out for consideration in relation to car parking provision are also appropriate and relevant. In the circumstances I am content that the actual standards to be sought in the city may be established in a subsequent SPD, particularly as this can be more easily amended should circumstances change significantly over the plan period.
- 4.132 However, at the end of para 5.3.10 it is necessary to confirm that the PTAL map in Appendix 2 "will be updated as appropriate", as this will be an important criterion for the determination of planning applications. Also, as suggested by the HA, it would be helpful to add a cross reference to para 5.3.7 in para 5.3.13 by including "which will be identified through further study as set out in para 5.3.7 above" at the end of the penultimate sentence. I am satisfied that this policy and its supporting text do not need to be altered in any other way to be sound.

CS20 - Climate Change

Issue - Are the targets set out reasonable and realistic, bearing in mind the associated costs imposed and is there sufficient evidence to justify their imposition?

- 4.133 The policy derives from those of the SEP (CD51), especially CC1 to CC4 inclusive, NRM policies 1, and 11 to 16 inclusive, and SH8 (ii) and (iv) that have been adopted since the 2008 Climate Change and Planning and Energy Acts, as well as other directly related national guidance, such as the supplement to PPS 1. In my view, the policy is also consistent with the context set by the SCS (CD89), policy S1 of the Hampshire Minerals and Waste CS (CD108), the Council's 2004 Climate Change and Air Quality Strategy (CD133), the Local Area Agreement and the PUSH common policy framework, following on from policy SH8 of the SEP (CD51). Accordingly, I consider that the policy is appropriate in principle and suitable for inclusion in a CS, rather than in a later DPD, for example, with the final implementation details to be resolved through SPD (para 5.4.8).
- 4.134 The city forms part of a quite densely built up sub-region that is facing significant development pressures in the part of the country deemed most likely to suffer from adverse impacts as a result of climate change. Not only is it in an area of "serious water stress", according to the EA, but the coastal location and two rivers make it

- more vulnerable to flood risk, both tidal and fluvial, than many other parts of the region.
- 4.135 Furthermore, the availability of Community Heat and Power (CHP) in the Southampton District Energy Scheme (the largest in the UK at present), for the central area at least, and with realistic potential opportunities for expansion across the city over the plan period, provides a more direct and specific local justification for a policy that "anticipates" the introduction of national carbon reduction targets, albeit by only a short time, in my judgement. This is supported by the preparation of the country's first local authority climate change and air quality strategy (CD133).
- 4.136 Not only does the CHP make the targets more realistic in viability terms, it also helps to justify the potential adoption of a Carbon Offset fund for the city as reasonable in principle, in my opinion. Thus, the expertise already available locally in moving towards the soon to be introduced national targets also helps to demonstrate that the requirements of the policy would not be as constraining on new development proposals as some respondents fear, nor that they will necessarily materially affect their overall economic viability, even in the short term.
- 4.137 I therefore endorse both the policy in principle and the overall energy requirements introduced in general as sound and supported by sufficient local justification as part of the evidence base available. Similarly, noting the support of the EA, I see no objection to the inclusion in part 2 of the policy of expectations in relation to a) improving water efficiency and b) managing surface work run-off, as both are consistent with the intentions of the relevant national guidance and regional policies.
- 4.138 However, in part 3, for the CS to be clear it is necessary to identify which "other planning documents" will identify the opportunities referred to, if only because such potential opportunities form part of the justification for the policy itself. References to the City Centre AAP and Sites and Policies DPD must therefore be added in accordingly. In the supporting text it is also necessary to change "2026" to "2019" in line 6 of para 5.4.2 (p.61) to update the situation following the government's most recent pronouncements.

CS21 - Open Space

Issue - Does the policy provide the best approach to safeguard existing provision and achieve more ?

4.139 The policy derives from the SEP (CD51), the Open Space Audit (CD128) and the Green Space Strategy (CD130) and also reflects objective 4 of the SCS (CD89), as well as national guidance in PPS 17. Accordingly, it is essentially satisfactory as submitted. However, in the light of representations made, the Council now proposes a further change to better reflect the intention to provide

- new open spaces, both within and around the city. This would help provide for the increasing numbers of local residents, visitors and tourists expected over the plan period.
- 4.140 In particular, proposals include the creation of a Forest Park at Lords Wood just to the north of the city, in conjunction with TVBC and other partners including the Forestry Commission. This should make a significant contribution to increasing the amount of accessible open space on the edge of the city and help to divert additional visitor pressures arising from new housing away from the New Forest National Park, due to its location.
- 4.141 Accordingly, it and other similar initiatives represent an important element in the implementation of the overall strategy, despite being largely in an adjoining district. It should therefore be properly referenced in the most relevant policy. Therefore, I endorse the Council's suggested addition of the words "and help deliver new open space both within and beyond the city" after "spaces" in line 2 of the policy. To my mind, this change would help overcome concerns expressed that, as worded, the policy would not adequately address the acknowledged current shortfalls in various types of public open space in the city.
- 4.142 A further criticism of the published policy was that it would not provide a sufficient safeguard against the net loss of public open space through redevelopment and that the present shortfalls might therefore be exacerbated, even if the overall quality of some spaces were to also be improved. It was therefore suggested that the phrase "no net loss" should be introduced into part 2, dealing with the replacing or reconfiguring of open spaces.
- 4.143 However, it seems to me that the best approach to safeguarding existing provision and achieving more would be for the words "seek to" to be omitted from the first line of the policy so that the Council is committed to retaining the quantity and improving the quality of open space on an overall basis. This would acknowledge that some redevelopment schemes might result in a small net loss but improved quality, whilst other projects should provide net gains that more than match in overall terms, giving some necessary flexibility.
- 4.144 Taking the content of the other parts of the policy into account, including achieving "a more even distribution across the city", I consider that such an approach would be effective and deliverable over the plan period and thus sound. Moreover, it would be entirely consistent with the proposed local indicators and key outcomes to be monitored in relation to this policy as set out in the delivery and monitoring framework in table 3 of the CS. Thus, the words "seek to" should be deleted from the first line of the policy.
- 4.145 In relation to concerns over the possible effects on the city centre parks from redevelopment on their peripheries, including through

overshadowing by tall buildings, I consider that this is too detailed a matter for a CS but that it should be addressed in the City Centre AAP.

CS22 – Biodiversity

Issue – Is the policy suitably worded to achieve its objectives?

- 4.146 The policy clearly accords with national guidance in PPS 9 and policies NRM5, CC8 and SH8 (ii) of the SEP (CD51), as well as generally with objective 4 of the SCS (CD89) and more specifically with the city's Biodiversity Action Plan (CD132) and Green Space Strategy (CD130). However, it does not refer to the Habitats Regulations Assessment carried out or to the necessary implementation of a strategic approach across the sub region to protecting internationally designated sites. I therefore endorse the criticisms of NE on these points in respect of the published version and the additional text agreed by the Council in their suggested changes following para 5.4.20 accordingly.
- 4.147 This can be inserted at the start of para 5.4.21, rather than needing 3 separate paras, with one minor change for clarity. As access management and alternative recreational space are only two of the measures that might be employed in relation to the protection of internationally designated sites, albeit very important ones, the extra text should say "including" rather than "with" after "mitigation measures". In my judgement, two other small changes are also required to the policy so that it is clearly expressed and can achieve its objectives. In part 5 the words "provisions for" need to be added in at the start of the second line and the word "for" deleted at the end of the line. I recommend accordingly.
- 4.148 I also consider that the final para of the policy is a definition, rather than forming any part of the policy to be implemented and should be moved to the Glossary accordingly. However, the word "appropriate" in part 2 is both necessary in terms of providing some limited flexibility and, more importantly, entirely consistent with the wording of the Key Principles set out in PPS 9. It should therefore be retained rather than deleted.

CS23 - Flood Risk

Issue i) – Is the policy adequate to ensure compliance with national guidance in PPS 25 and related advice to help adapt the city to cope with a rise in sea level?

Issue ii) – Is there sufficient evidence to justify the overall approach taken, including with regard to the SFRA, PPS 25 exceptions test and various site specific locations?

4.149 In the face of significant criticisms of the published version of the CS by the EA regarding the treatment of flood risk and related

issues, the Council put forward a number of proposed changes to address the deficiencies identified. Firstly, a new para (4.4.18) clarifies the approach to flood risk in the MDQ and secondly, additions to the "Further Work" section of part 7.4 Constraints confirm the Council's commitments to a SFRA 2 to inform the "next stage" DPDs and keeping the SHLAA under review as more detailed information becomes available.

- 4.150 Thirdly, and most significantly, this policy and its supporting text are effectively completely rewritten to explain how the appropriate steps of the flood risk hierarchy required by PPS 25 and its Good Practice Guide will be implemented at the local level. Moreover, the inclusion of maps showing the current (2009) and predicted (2115) extent of flood zones 2 and 3 in the city, based on the latest EA information, as now proposed by the Council, should help to clarify the nature of the constraint for all concerned.
- 4.151 Nevertheless, despite these changes, the EA remains concerned that, given the absence of an overall coastal defence strategy, including an assessment of need for and implementation of strategic measures (such as sea walls), the CS is inadequate in its analysis of flood risks and that the identification of the MDQ does not fully meet the PPS 25 sequential test. About 50% of the existing city centre is already "at risk", in that it lies within flood zones 2 or 3, with between 15% and 20% in zone 3.
- 4.152 Notwithstanding, as recognised in the SEP (CD51), it is clearly one of the two most sustainable locations in the sub-region and is already occupied by major retail, office, leisure and residential uses, amongst other things. It is also relevant to note that, due to the local topography, only a small increase in the geographical extent of the areas in flood zones 2 and 3 in the city is expected, albeit that the frequency and depth of flooding anticipated would place much of the land presently in zone 2 into zone 3 over the next 100 years or so in the absence of mitigation measures. Moreover, only a marginal rise in sea levels is currently expected over the plan period, allowing time to address the more serious effects predicted later, including through the new Coastal Defence Strategy (CDS) on which work is due to start in early 2010 and the SFRA 2 which has already commenced.
- 4.153 The latter will be especially important for the MDQ, in providing the necessary more detailed and site specific flood risk information to enable the Council to make formal allocations in the City Centre AAP. This would also make clear that the potentially more vulnerable land uses, such as residential, would not be permitted at ground floor level in any redevelopment schemes. Given the limited amount of new housing likely to be built in the MDQ in any event (up to about 500 new units), the alternatives identified in the SHLAA and the SEP commitment to a review of the PUSH housing allocations as a final "fallback", I am satisfied that there is no

- fundamental flaw in the identification of the MDQ for mixed use redevelopment in the longer term on flood risk grounds.
- 4.154 I am satisfied that the PPS 25 sequential test has effectively been applied at the strategic level to the extent necessary for a CS and will now continue to be applied at the more local level through the "next stage" DPDs, the SFRA 2 and related work, including the Coastal Defence Strategy. The satisfactory completion of the SFRA 2 as an important input to the "next stage" DPDs was agreed by the EA at the examination to be the key to their acceptance thereof in principle and I see no reason to disagree.
- 4.155 It was also agreed at the examination that for consistency with PPS 25 the word "avoid" needs to be added to strategic objective S20, in addition to the other changes that the Council is already proposing to its wording and I recommend accordingly. With this change and also taking into account the Council's proposed amendments to part 7.4, as well as the identification in Table 3 of the need for "significant investment in flood control and mitigation measures" as part of the Delivery and Monitoring Framework, I am satisfied that there is sufficient evidence to justify the Council's approach to the flood risk issue in the CS and that what has been done to date is not inconsistent with national guidance in PPS 25.
- 4.156 Taken in the round and with the other measures now envisaged, the "next stage" DPDs should now be able to incorporate the necessary detailed policies and proposals to help the city adapt suitably and safely to the anticipated rise in sea levels over time, following on from the overall strategic level approach laid down in the CS. Accordingly, in my judgement, there is no need to delay the adoption of the CS to await the completion of the SFRA 2.
- 4.157 In the light of the above and to add interest for readers/users as well as local distinctiveness, I recommend that maps of the flood risk zones at 2009 and 2115 are set out in a new Appendix 3 and the existing Appendices renumbered accordingly with the following text on the two maps: "These figures provide an overview at 2009. Please also refer to policy CS23 and the Southampton SFRA 2 when published (Spring 2010) as well as checking with the Environment Agency if there have been any updates.". For completeness, a cross reference should also be added at the end of the supporting text to policy CS23 as follows: "Maps of the flood risk zones at 2009 and 2115 are set out in Appendix 3".

CS24 - Access to Jobs

- Issue Is the policy necessary or appropriate for a CS?
- 4.158 Although the details will need to be set out in the proposed new SPD on development contributions, based on the Council's evidence, I am satisfied that this policy is both appropriate in principle and necessary in the CS to help implement some of the

strategic objectives, notably S2, S11 and S18. In the local context and taking into account the benefits that have been achieved from the present measures used, for example in relation to the new Ikea store, I conclude that the policy is both useful and practical in helping to address some of the disadvantages currently affecting jobseekers in the city.

4.159 However, for the sake of clarity and certainty, it seems to me that para 5.5.3, setting out the application of the policy, ought to form part of it, rather than just supporting text thereto. The fact that it also clarifies that construction jobs for all types of major development are included reinforces my conclusion in this respect. Therefore, I recommend that present para 5.5.3 be added to the policy wording (and 5.5.4 renumbered accordingly).

CS25 - Infrastructure Delivery

Issue – Bearing in mind the phasing and funding required, is the overall strategy economically viable and practically achievable in the timescales envisaged and in the form proposed, with a reliance on developer contributions?

- 4.160 As a densely built up urban area, the city is already well served by existing infrastructure with few significant deficiencies identified at present. Consequently, in general terms, the strategy is not directly reliant on the delivery of any particular or critical piece of new infrastructure (such as might be the case for a greenfield project) to allow developments to commence in the timescales envisaged. Rather, it depends more on the overall provision of the necessary services and facilities keeping pace, as redevelopment schemes take place over the plan period.
- 4.161 Nearly all new development will be on previously developed land and in a sustainable location in line with the regional strategy of urban concentration. Nor are there any realistic alternative locations in the city to which the development envisaged in the city centre could reasonably be directed as a contingency. This is especially so in the context of the present economic downturn and to avoid an over reliance on contributions from developers that may have to be scaled back, in the short term at least, if schemes are to be deliverable in the timescales envisaged. In such circumstances, the availability of national Growth Point funding through PUSH and the South Hampshire and Local Area Agreements provide a degree of reassurance over future delivery that might not be available elsewhere.
- 4.162 Moreover, the joint working arrangements that have been established on a sub regional basis with key public sector partners, including the EA and HA, add to the level of confidence that the necessary infrastructure to support the planned growth of the city can be fully identified, funded and provided at the appropriate time, including through the "next stage" DPDs. In my judgement, the

necessary "reasonable prospects" of infrastructure delivery as required have also been reinforced by the important changes and additions to the CS that have been introduced since it was published as a result of the positive engagement of and constructive contributions from relevant stakeholders in its evolution to date.

- 4.163 Subject to those changes referred to elsewhere in this report, I am therefore satisfied that there is sufficient evidence to conclude that, overall, the strategy is generally viable and achievable in the form proposed and to the timings envisaged. Accordingly, I see no need for any major changes to this policy or its supporting text.

 Nevertheless, in order to be entirely consistent with national guidance in Circular 05/2005 and para B5(iii) in particular, a change is necessary in the last para of the policy, where the words "required in association with the development" are deleted and replaced by the addition of "directly related" between "towards" and "measures".
- 4.164 I also agree with the suggestion that a specific reference should be added to both of the Council's "next stage" DPDs "the City Centre AAP and the Sites and Policies DPD" after "Local Transport Plan" in line 7 of para 5.6.3 to clarify that the full identification of detailed infrastructure requirements, such as in relation to flood risk following the SFRA 2, will only be possible at that stage, as discussed and agreed at the examination. Para 5.6.4 needs to be updated following the passing of the Planning Act 2008 for accuracy. This should be achieved by deleting the second sentence and replacing it with "in Circular 05/2005" at the end of the first sentence. Also, the third sentence should then start "The Planning Act 2008" to replace "The Bill".

Key Diagram

Issue - How should it be changed and why?

4.165 In addition to the identified mapping errors (and additions to the key) that the Council proposes should be changed from the published Key Diagram, it was agreed at the examination that, in order to be sound, the CS also needs to identify the boundary of both the City Centre AAP and the MDQ. This should be on an OS base on the revised Proposals Map when adopted so that there can be no doubt about the areas that each is intended to cover. The latter part of para 6.1.2 therefore also requires amendment as follows: replace all after "importance" in the second sentence with "and the City Centre AAP and MDQ boundaries.". Otherwise, I endorse all of the Council's proposed changes to the Key Diagram as essential for accuracy and clarity.

Flexibility

Issue – Is the CS reasonably flexible to enable it to deal with changing circumstances and, if not, what changes/contingencies would improve the ability to respond to new issues arising during the plan period, such as a lack of investment in major projects?

- 4.166 The physical land area of the city cannot be expanded at present and, thus, there are no alternative locations available if the previously developed sites identified do not come forward for redevelopment as currently envisaged over the plan period. Given that the city centre is clearly a highly sustainable location, any significant failure to deliver on the new housing and employment targets in the city could only properly be addressed on a subregional basis as has been recognised in the SEP (CD51).
- 4.167 Consequently, there need to be suitable joint working arrangements in place through the joint Implementation Agency required in policy SH9 of the SEP (CD51) to enable the relevant allocations to be adjusted over time, if necessary, following continuing sub-regional, as well as the Council's own, monitoring to provide the necessary flexibility in these respects.
- 4.168 In relation to retail, the anticipated growth will inevitably be responsive to demand over time, as the Council recognises in clarifying that the MDQ scheme is now considered unlikely to commence until the latter part of the plan period. Accordingly, the phasing and timing of implementation should be flexible and responsive to the outcome of ongoing monitoring in any event, as set out in para 7.2.9 of the CS. Although it would be inherently less flexible as a result, it is necessary to amend the figures in para 7.2.8 for consistency with changes to be made elsewhere in the CS by deleting "- 200,000" in line one, "- 82,000" in line three and "- 118,000" in line four.
- 4.169 Regarding transport, in a tightly constrained urban area the scope for flexibility is limited but I acknowledge the Council's point that if the local road system becomes too congested, especially at peak times, then other options, including peak spreading and increased use of the varied public transport system are available, at least for the short term. In other respects, I note that the Council has been recently operating a more flexible application of its current policy regarding financial contributions to infrastructure from new developments. This demonstrates a flexible response to the present economic difficulties and a helpful attempt to assist implementation/delivery in practice. Accordingly, I am content that the CS is sufficiently flexible to enable it to deal with changing circumstances, should it prove necessary.

Monitoring

Issue – Will the monitoring proposed be sufficiently comprehensive and informative to achieve its objectives ?

- 4.170 The monitoring framework set out in Table 3 has been designed to fit in with and complement that already undertaken by the Council (and others) in relation to the AMR, LAA (CD141), LTP (CD135) and the SCS (CD89). On that basis it is comprehensive and well suited to the task in principle. Taking into account the indicators listed, I am satisfied that it will provide clear arrangements for monitoring and managing the delivery of the strategy in accord with para 4.1.4 of PPS 12 and the Good Practice Guide (CD40).
- 4.171 In most instances it provides targets and/or identifiable outcomes that can be monitored over time, particularly once more specific objectives have been set out in subsequent DPDs in some cases. Acknowledging that there is inevitably an iterative element to monitoring, over time, the range of data to be collected should support an adequately informed analysis of the Council's progress in delivering the strategic objectives set out in part 3.3 of the CS. Nothing persuades me that this needs to be done more regularly than on an annual basis, especially in the light of the resource implications involved if it were otherwise.
- 4.172 In response to criticisms of the published version, the Council has suggested a number of minor changes to the wording in Table 3, all of which I endorse as helpful additions and/or clarifications. This is particularly so in respect of the modal split indicator relating to policy CS18 to be monitored against both the indicative targets set out in Table 1 of the Council's Transport Background Paper, as it is an important issue in relation to the local "reduce manage invest" approach relied on under that policy. There is nothing in principle against having two indicative targets as a form of sensitivity testing, providing that their individual sources are made clear and the expected and potentially different outcome if one or both are not met is explained in accord with the guidance in para 4.47 of PPS 12.
- 4.173 Regarding employment land and the concerns expressed about recent and continuing losses to other uses in the city, I am satisfied that the local indicator "% of existing employment land redeveloped to other uses" should provide the necessary data for that issue to be re-addressed should it become apparent that policy CS7 is not operating as intended to minimise such changes, alongside Core Output Indicators BD1 and BD3.
- 4.174 At the examination it was agreed that it would be sensible to clarify in the text that the local indicator about P + R sites under policies CS18 and CS19 was intended to relate to the delivery of separate sites on the western, northern and eastern approaches to the city and I recommend accordingly. This would help to reinforce the

intention of the Council and its neighbouring authorities to address the potential impacts of new development in the sub-region on both the strategic and local road networks on a comprehensive basis over the plan period.

Implementation (Delivery Strategy)

Issue – Are the implementation mechanisms identified sufficient and suitable to achieve their objectives ?

- 4.175 The delivery strategy in part 7 of the CS takes its cue from the guidance in para 4.4 of PPS 12 in providing the necessary evidence of the commitment of service providers and the co-ordination role of the Council in delivering the strategy. It is a matter for the Council at a later date, rather than as part of this CS, whether or not they seek to introduce a CIL scheme in the future. Otherwise, the required mechanisms to deliver the strategy are identified, including the GIS, together with the relevant housing, employment and retail targets (although the latter needs some minor amendments to para 7.2.8 to clarify the most recent estimates/expectations for the city centre).
- 4.176 As the implementation of the strategy does not entirely rely on only one or just a few major development sites coming forward as planned, it is potentially more flexible and in this sense also inherently more robust than if this were not the case, particularly in the light of the prevailing economic conditions at the start of the plan period. There are clearly some outstanding issues remaining to be resolved in detail during the "next stage" DPDs, but more detailed technical information will be available at that time, in terms of both specific flood risks through the SFRA2 and likely impacts on the strategic and local road networks arising from new developments.
- 4.177 Overall, I consider that the delivery strategy set out provides a suitable framework for the more detailed analysis to be undertaken at that next stage. There is also strong and clear evidence of a coordinated sub-regional approach to delivery across South Hampshire, involving all the main public agencies, that is not always present elsewhere to bolster that assessment. This evidence of joint working with neighbouring authorities and consideration of cross border issues, for example in relation to the mitigation measures arising from the GIS and providing a realistic prospect of implementation over the long term, reinforces my judgement in this respect. Moreover, I am satisfied that there is sufficient information in the schedule to have confidence that the main relevant risks to implementation have been acknowledged.
- 4.178 There are therefore reasonable prospects that, on a city wide basis, the infrastructure necessary to support the target growth levels either exists, is being or can be provided from the resources identified. I am therefore able to conclude that, with the inclusion

of the minor changes proposed by the Council at submission stage, sufficient and suitable implementation mechanisms have been identified so that, overall, the delivery strategy is sound.

5 Minor Changes

- 5.1 The Council proposed numerous minor changes to the published DPD in order to clarify, correct and update various parts of the text. Although these changes do not address key aspects of soundness, I endorse most of them on a general basis in the interests of clarity and accuracy.
- 5.2 I endorse all of the Council's "Corrections" (Part 1 of CD73) to the text of the CS as minor amendments that do not alter the intent or meaning to any material extent and all should be included in the adopted version of the document. I also endorse and formally recommend for inclusion in the adopted version all of the Council's "Minor Text Changes/Points of Clarification" (Part 2 of CD73) for the same reasons with the following exceptions.
- 5.3 3.3.1 (S20) p.16 in addition to the replacement wording suggested by the Council, the word "avoid" should be included here rather than just a "reduce and mitigate" approach in accordance with the representations of the EA and for consistency with national guidance in PPS 25 as acknowledged by the Council during the examination.
- 5.4 4.3.1 p.20 the suggested replacement wording of the second paragraph relating to the Port should read as follows: "The Port is preparing a Masterplan which will identify the actions required to intensify its uses within its existing boundaries in the short and medium term and also the preferred options for any future expansion on land outside the City in the longer term.". This wording is slightly clearer and avoids unnecessary duplication.
- 5.5 4.4.17 p.26 as well as the new paragraph (4.4.18) proposed by the Council, that I endorse in Section 6, the words "following a local Flood Risk Assessment (SFRA 2)" should be added to the end of the extra text for consistency with other changes and to reflect that this work is already underway on behalf of the Council and in conjunction with the EA.
- 5.6 4.6.2 p.36 –In the first bullet point all the words ""smart growth" (increased prosperity whilst reducing its ecological footprint)" should be added after "promoting", to more accurately reflect regional policy in the SEP, as the Council now suggests. The addition of "Broadly," to the start of the second sentence of the third bullet point is endorsed.
- 5.7 CS9 p.39 in addition to the amended wording put forward by the Council for the first part of the policy, the words "as defined on the Proposals Map" should be added at the end of the second sentence to assist clarity and provide certainty as to the extent of the Port's operational land boundaries.

- 5.8 CS13(6) p.46 the addition to point 6 should read ", green infrastructure".
- 5.9 CS15 p.47 the Council's proposed changes to part 2 of the policy would not fully address the criticisms made about the lack of clarity as to what is actually intended in the original version, as acknowledged at the examination. Accordingly, part 2 should be re-worded as follows: "on an alternative site, where provision would result in a more effective use of available resources or would meet an identified housing need, such as providing a better social mix and wider housing choice.". This clarifies that there is no intention by the Council (or anyone else) to seek any enhanced affordable housing provision in circumstances where it might be more appropriate to make the necessary contribution somewhere other than the application site itself.
- CS16 (2) p.51 the suggested change, replacing one qualification 5.10 to part 2 of the policy with another would not fully address the full range of concerns expressed in representations regarding the application of this criterion to new development schemes in practice. In the light of those representations and the relevant debate at the examination, I consider that the suggested change should in fact be an addition to the criterion so that it reads "No net loss of family homes on sites capable of accommodating a mix of residential units unless there are overriding policy considerations justifying this loss.". Such wording would make it clear that part 2 would not apply to sites that are not reasonably or realistically capable of providing a mix of size and type of new housing units, due to factors such as size or other significant constraints. It would also be consistent with the Council's suggested addition to add a new second sentence to para 5.2.11 to the effect that there may be some exceptions to this requirement that are justifiable in local policy terms.
- 5.11 CS18 (10) p.55 the Council's suggested change from "major" to "larger" would reduce clarity and certainty, as no definition of "larger" is provided, whereas a "major" development, as distinct from a "minor" one, is more easily understood in terms of the size of the scheme in relation to planning applications. The original wording should therefore be retained to provide more certainty as to when travel plans and transport assessments will be required, notwithstanding what is said in the earlier LPR (CD92).
- 5.12 Table 3 (CS13) p.87 for the reasons given in relation to policy CS13 above the second bullet point in relation to the delivery and monitoring of this policy is not necessary and it should therefore be deleted in the interest of consistency, particularly as it is not referred to as forming part of the relevant implementation/delivery mechanisms for this policy.
- 5.13 Throughout the document the Council also needs to amend all references to the "emerging" SEP to reflect the fact that it was

adopted in March 2009 and to change all references to the previously proposed "Development Control" and "Site Allocations" DPDs to refer instead to the "Site and Policies" DPD as now intended. Additionally, all references to "the Council" or "the City Council" should be standardised throughout as "the Council" for consistency.

6 Recommendations

- 6.1 The following changes are required to ensure that the CS is sound. I also endorse and formally recommend for inclusion all of the Council's proposed Soundness Changes (part 3 of CD73), albeit with minor changes of wording in some instances as referred to below.
- 6.2 Part 1.2 delete as no longer relevant.
- 6.3 Para 2.3.11 replace "It" with "A local, more detailed Flood Risk Assessment (SFRA2)" at the start of the second sentence.
- 6.4 Para 3.2.1 replace "at least" with "about" in second line of second bullet point.
- 6.5 Para 3.3.1 S8 replace text after "historic environment" with ", ensuring that designated sites are safeguarded. Historic conservation opportunities in new development will be maximised and local awareness of heritage issues raised.".
- 6.6 Para 3.3.1 S20 replace "a" with "an avoid".
- 6.7 Para 4.1.2 add "avoidance may not be appropriate and" before "mitigation" in line 4 of the third bullet point.
- 6.8 Para 4.3.1 City Centre add "At least" at the start of the second bullet point. Replace "at least" with "About" at the start of the third bullet point and add "comparison" between "new" and "shopping".
- 6.9 Para 4.3.1 replace second and third paras with new text as in Annex 4 to this report and move to after "The Port, Employment Sites and Areas".
- 6.10 Para 4.3.1 omit last sentence under "Supporting Health and Education".
- 6.11 Page 22 replace maps 2 and 3 with versions in Annex 3 to this report to correct errors and to include the actual boundaries of the "Suburban Neighbourhoods" identified in para 4.3.1.
- 6.12 Policy CS1 part 2 delete "- 200,000". Move last para of policy to be new second sentence of the first para.
- 6.13 Policy CS2 reword third para of policy as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report.
- 6.14 Policy CS2 reword last two paras of policy as follows: "Subject to ongoing monitoring, the need for retail expansion of the primary shopping area in the major development quarter is unlikely to occur before 2016 at the earliest. Development adjacent to the primary shopping area within the major development quarter may include a

- mix of uses but will not be permitted if it is likely to prejudice the provision of the required retail development in that location.".
- 6.15 Policy CS2 amend para 4.1.4 first and fourth sentences as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report.
- 6.16 Amend Table 1 in accordance with new part 2 of policy CS1 by deleting higher ranges under parts b) and d) and in relation to both West Quay 3 and Bargate/Hanover Buildings/Queens Way to reflect the latest evidence in the 2009 DTZ study (CD 151 Table 4.1).
- 6.17 Policy CS3 delete "Public Houses/Café" from line 5 of para 8.
- 6.18 Policy CS4 delete "up" from the words in brackets at the end.
- 6.19 Policy CS5 replace "The appropriate levels of density are" with "The net density levels should generally accord with" above table.
- 6.20 Policy CS5 replace "best" with "efficient and effective" in part 6.
- 6.21 Policy CS5 para 4.5.24 add new sentence at end "The PTAL map will be updated as appropriate.".
- 6.22 Policy CS6 omit "approximately" in line 1 of part 1, add new second bullet point "Promoting key sectors and their supporting infrastructure" and add new para 4.6.2a after 4.6.2, all as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report.
- 6.23 Policy CS7 omit criterion 2e) and para 4.6.8.
- 6.24 Policy CS8 replace "approximately" with "at least" in line 1.
- 6.25 Policy CS8 replace "permitted" with "acceptable in principle" in line 1 of para 3.
- 6.26 Policy CS8 para 4.6.13 omit second sentence.
- 6.27 Policy CS9 reword para 1 as follows: "The Council will promote and facilitate the growth of the International Gateway Port of Southampton. Within the city operational port growth will take place within the existing port boundaries to be defined on the Proposals Map.".
- 6.28 Policy CS10 para 4 line 1 replace "significant" with "major".
- 6.29 Policy CS11 move last para of policy wording to the Glossary under "Community Facility".
- 6.30 Policy CS12 add "Development proposals should follow the approach to European sites set out in the Core Strategy (5.4.21 –

- 5.4.23" at the end of para 4.81 as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report. (For clarity this change is in addition to those suggested by the Council to paras 4.8.1 and 4.8.2 and endorsed above under Minor Changes).
- 6.31 Policy CS13 part 5 replace all after "as set out in" with "the City Centre AAP and the Sites and Policies DPD (see also CS12)".
- 6.32 Policy CS13 delete the last para of the policy.
- 6.33 Policy CS13 para 5.1.4 delete all after "principles" and replace with "and on appropriate locations for new landmark or tall buildings will be provided in the City Centre AAP and Sites and Policies DPD.".
- 6.34 Policy CS14 add "from inappropriate development" after "safeguard" in line 1. Replace "Buildings" with "Heritage" in last line of last para and move from policy to be last para of supporting text as new para 5.1.11.
- 6.35 Policy CS15 add "net" after "15 or more" in para 1 and after "5 14" in para 2 and replace "total" with "net" and add "new" before "housing" in para 4 of policy.
- 6.36 Policy CS15 criterion 1 replace all after "and" in line 1 with "distributed across the development as much as is reasonable and practical to create a sustainable, balanced, community.".
- 6.37 Policy CS15 criterion 2 replace all after "result in" in line with "a more effective use of available resources or would meet an identified housing need, such as providing a better social mix and wider housing choice.".
- 6.38 Policy CS16 delete "seek to" from first line of policy.
- 6.39 Policy CS16 add "unless there are overriding policy considerations justifying this loss" at the end of part 2.
- 6.40 Policy CS16 reword first line of para 3 of policy as "The requirements in points 1 3 above do" rather than "The requirement in point 1 above does".
- 6.41 Policy CS16 delete last para of policy.
- 6.42 Policy CS17 replace "another Development Plan Document" with "the Sites and Policies DPD" in first line of policy and add the same words in replacement for "the Site Allocations DPD or another DPD" in line 7 of para 5.2.17.
- 6.43 Policy CS18 para 5.3.1 add "own" before "transport" in line 3.

- 6.44 Policy CS18 para 5.3.7 replace "kept under review" with "an important input to the City Centre AAP and Sites and Policies DPD. This will also identify costs, phasing with development, funding sources and responsibility for delivery associated with mitigation measures. Developments coming forward in advance of this study must assess their impacts on the strategic and local road networks and identify where mitigation is necessary, for which developer contributions will be sought."
- 6.45 Policy CS19 para 5.3.10 add "and will be updated as appropriate" at the end.
- 6.46 Policy CS19 para 5.3.13 add "which will be identified through further study as set out in para 5.3.7 above" at end of penultimate sentence.
- 6.47 Policy CS20 part 3 line 2 replace "other planning documents" with "the City Centre AAP and the Sites and Policies DPD.".
- 6.48 Policy CS20 para 5.4.2 line 6 replace "2026" with "2019".
- 6.49 Policy CS21 delete "seek to" from first line of policy.
- 6.50 Policy CS21 add "and help deliver new open space both within and beyond the city" after "spaces" in line 2 of the policy.
- 6.51 Policy CS22 part 5 add "provisions for" at start of second line of third para and delete "for" from the end of the second line.
- 6.52 Policy CS22 move para 4 of policy to Glossary as "Green Infrastructure".
- Policy CS22 add to start of para 5.4.21 as follows: "The Core Strategy has been subject to assessment in relation to Regulation 85 of the Habitats Regulations to ensure that the proposals it contains will not lead to any adverse effect on the integrity of any European sites. This process has influenced the development of strategic options and the proposals to mitigate recreational pressures on designated sites. The Council recognises that additional growth in the city, in combination with growth in neighbouring areas, could, without appropriate management and mitigation, lead to adverse effects upon the European sites. The Council commits to working with partners in the sub region to develop and implement a strategic approach to protecting European sites. This approach will consider a suite of mitigation measures, including adequate provision of alternative recreational space and support via developer contributions for access management measures within and around the European sites.".
- 6.54 Policy CS23 reword as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report.

- 6.55 Policy CS23 delete para 5.4.22 and replace with 8 new paras (5.4.22 5.4.29) as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report.
- 6.56 Policy CS23 add in Flood Risk maps 2009 and 2115 as new Appendix 3 (see Annex 3 of this report) and renumber accordingly.
- 6.57 Policy CS24 move para 5.5.3 to second para of policy wording (and renumber 5.5.4).
- 6.58 Policy CS25 para 3 delete "required in association with the development" and add "directly related" between "towards" and "measures".
- 6.59 Policy CS25 para 5.6.3 add "the City Centre AAP and the Sites and Policies DPD" after "Local Transport Plan" in line 7.
- 6.60 Policy CS25 para 5.6.4 delete second sentence and add "in Circular 05/2005" at end of the first sentence. Replace "The Bill" with The Planning Act 2008" at the start of the third sentence.
- 6.61 Policy CS25 para 5.6.5 add "within and outside the city" after "used" in line 1 and "22" after "21" in second part of the table below.
- 6.62 Key Diagram para 6.1.2 replace all after "importance" in second sentence with "and the City Centre AAP and MDQ boundaries".
- 6.63 Key Diagram replace with new version as in Annex 3 to this report.
- 6.64 Para 7.2.8 delete "- 200,000 in line 1 "- 82,000" in line 3 and "- 118,000" in line 4.
- 6.65 Table 3 p. 90 fourth local indicator for policies CS18 and CS19 add "- one each on the western, northern and eastern approaches to the city".

7 Overall Conclusions

7.1 I conclude that, with the amendments I recommend, the Southampton Core Strategy satisfies the requirements of s20(5) of the 2004 Act and meets the tests of soundness in PPS 12.

Nigel Payne

INSPECTOR

Annex 1 - Abbreviations

AA - Appropriate Assessment

AAP - Area Action Plan

AMR - Annual Monitoring Report

CD - Core Document

CDS - Coastal Defence Strategy

CIL - Community Infrastructure Levy

CS – Core Strategy

DPD - Development Plan Document

DPH - Dwellings per Hectare

EA - Environment Agency

EH - English Heritage

GIS - Green Infrastructure Strategy

HA – Highways Agency

HCC - Hampshire County Council

HIA - Health Improvement Assessment

HRA - Habitats Regulations Assessment

LDS - Local Development Scheme

LPR - Local Plan Review

MDQ - Major Development Quarter

NE - Natural England

NFCS - New Forest Core Strategy

NFNP - New Forest National Park

P + R - Park and Ride

PPG - Planning Policy Guidance

PPS – Planning Policy Statement

PSA - Primary Shopping Area

PTAL - Public Transport Accessibility Level

PUSH - Partnership for Urban South Hampshire

RDG - Residential Design Guidance

RSS - Regional Spatial Strategy

SA - Sustainability Appraisal

SCS - Southampton Community Strategy

SDA – Strategic Development Area

SEA - Strategic Environmental Appraisal

SFRA - Strategic Flood Risk Assessment

SPD - Supplementary Planning Document

SPG - Supplementary Planning Guidance

SEP - South East Plan

SHLAA - Strategic Housing Land Availability Assessment

TVBC - Test Valley Borough Council

UCS - Urban Capacity Study

Annex 2 - Schedule of Changes put forward by the Council

Annex 3 - Revised Key Diagram and Maps

Annex 4 - Council's New Text for Para 4.3.1

Appendix 5



Report to Southampton City Council

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PLANNING AND COMPULSORY PURCHASE ACT 2004 SECTION 20

REPORT ON THE EXAMINATION INTO THE SOUTHAMPTON CORE STRATEGY DEVELOPMENT PLAN DOCUMENT

Document submitted for examination on 30 March 2009

Examination hearings held between 7 and 16 July 2009 at Jury's Inn, Southampton.

File Ref: LDF 000650

1 Introduction and Overall Conclusion

- 1.1 Under the terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004, the purpose of the independent examination of a development plan document (DPD) is to determine:
 - (a) whether it satisfies the requirements of s19 and s24(1) of the 2004 Act, the regulations under s17(7), and any regulations under s36 relating to the preparation of the document
 - (b) whether it is sound.
- 1.2 This report contains my assessment of the Southampton Core Strategy DPD in terms of the above matters, along with my recommendations and the reasons for them, as required by s20(7) of the 2004 Act.
- 1.3 I am satisfied that the DPD meets the requirements of the Act and Regulations. My role is also to consider the soundness of the submitted Core Strategy (CS) against the tests set out in PPS 12 paragraphs 4.51-4.52. In line with national policy, the starting point for the examination is the assumption that the local authority has submitted what it considers to be a sound plan.
- 1.4 The changes I have specified in this binding report are made only where there is a clear need to amend the document in the light of the tests of soundness in PPS 12. None of these changes should materially alter the substance of the overall plan and its policies, or undermine the sustainability appraisal and participatory processes already undertaken.
- 1.5 My report firstly considers the legal requirements, and then deals with the relevant matters and issues considered during the examination in terms of testing justification, effectiveness and consistency with national policy. My overall conclusion is that the CS is sound, provided it is changed in the ways specified. The principal changes required are, in summary, in relation to:
 - a) Flood risk, particularly rising sea levels,
 - b) City Centre Retail, especially future needs,
 - c) Transport, notably concerning the strategic road network,
 - d) Biodiversity/Nature Conservation and
 - e) The Port of Southampton.

The report sets out all the detailed changes required, including all those made public and open to comment by the Council themselves both between publication and submission and post submission, to ensure that the plan is sound.

2 Legal Requirements

- 2.1 The Southampton Core Strategy DPD (CS) is contained within the Council's Local Development Scheme (LDS), the Third Revision being approved in February 2009. There, it is shown as having a submission date of March 2009, which was just met. I also conclude that the content of the CS is as envisaged in the LDS.
- 2.2 The Council's Statement of Community Involvement has been found sound by the Secretary of State and was formally adopted by the Council before the examination hearings took place. It is evident from the documents submitted by the Council, including the Regulation 30(d) and 30(e) Statements, that the Council has met the requirements as set out in the Regulations.
- 2.3 Alongside the preparation of the DPD it is evident that the Council has carried out a parallel process of sustainability appraisal (SA) and the final SA report was submitted with the DPD. This test has therefore been met. Criticisms of the adequacy of the SA in relation to particular elements and policies of the DPD are more appropriately dealt with when considering the coherence, consistency and effectiveness tests (see below).
- 2.4 In accordance with the Habitats Directive, I am satisfied that an Appropriate Assessment (AA) has been undertaken and that, subject to the changes specified and commitments identified, there would be no significant harm to the conservation of designated SACs, SPAs and European sites as a result of the policies and proposals within this DPD.
- 2.5 I am also satisfied that the DPD has regard to national policy. The South East England Partnership Board (SEERA's successor) has indicated that the DPD is in general conformity with the approved Regional Spatial Strategy (The South East Plan May 2009) (SEP) and I see no reason to disagree. I am further satisfied that the DPD has had regard to the sustainable community strategy (SCS) for the area.
- 2.6 I consider that the DPD complies with the specific requirements of the 2004 Regulations (as amended), including the requirements in relation to publication of the prescribed documents; availability of them for Inspection and local advertisement; notification of DPD bodies and provision of a list of superseded saved policies. Accordingly, I conclude that the legal requirements have all been satisfied.

3 Strategy - Justified; Effective and Consistent with National Policy Tests

Introduction [Chapter 1]

3.1 This chapter provides an accurate and satisfactory introduction to the CS. Throughout the examination I have taken into account that the Council will be preparing a City Centre Area Action Plan (AAP) and a Sites and Policies DPD following the CS, as referred to in para 1.1.3 and now termed the "next stage" DPDs. However, part 1.2 of this chapter will no longer be relevant in the adopted version of the CS and should therefore be deleted for clarity.

Southampton in Context [Chapter 2]

3.2 Taking into account the Council's post submission proposed text corrections and minor changes (parts 1 and 2 of CD73), I am satisfied that, save for para 2.3.11, the remaining text of this chapter is sound and satisfactorily clear in its setting out the current context for the CS. However, the significant changes proposed elsewhere in the CS, arising from the concerns of the EA in relation to flood risk and coastal planning, indicate that an amendment is also required to para 2.3.11 for consistency therewith. In the light of the debate on this matter at the examination and taking into account that the relevant work is already underway, the second sentence should start "A local, more detailed, Flood Risk Assessment (SFRA 2)" replacing the word "It".

Vision and Objectives [Chapter 3]

Issues – i) can the overall strategy deliver the new development required to meet the city's share of growth in South Hampshire required by the South East Plan (SEP), whilst satisfactorily addressing the constraints of climate change and flood risk? ii) does the strategy, vision and objectives deal satisfactorily with cross border issues, such as the implications of new development for the New Forest and South Downs National Parks and protected nature conservation sites?

3.3 There is no doubt that the overall levels of development proposed in the CS, subject to the necessary clarification of the targets referred to below, are entirely consistent with those of the recently adopted SEP (CD51) and the Regional Economic Strategy (CD59), as well as endorsed by the Partnership for Urban South Hampshire (PUSH). Moreover, the overall strategy of urban concentration, including building at higher densities on previously developed land, particularly in the city centre, is clearly consistent with national guidance and regional policies in the SEP (CD51). Bearing in mind the latest changes agreed by the Council at the examination (e.g. in relation to S4 and S20), I consider that the content, especially the 20 strategic objectives in para 3.3.1, provides an appropriate and realistic spatial vision for the city to 2026.

- 3.4 Importantly, the objectives are consistent with national guidance without repeating it and clearly derive from both the regional strategy and specific policies of the SEP (CD51) and the SCS (CD89). Accordingly, given the well established joint working arrangements through PUSH, I consider that there are soundly based and realistic prospects that the CS will deliver the required growth over the plan period, sustainably focussed on the city centre.
- 3.5 It is equally clear that the CS has taken into account the potential implications of the growth proposed on flood risks and on the environs of the city, including the National Parks and international (SPA, SAC and Ramsar) and other designated nature conservation sites, at a strategic level. This is evidenced in the key issues in Chapter 2, the strategic objectives in Chapter 3, including S5, S6, S14 and S20, and in policies CS20 CS23 inclusive. The Council's commitment to continued joint working with neighbouring authorities through PUSH, notably in relation to the completion and implementation of the Green Infrastructure Strategy (GIS), amongst other things, also provides material reassurance that cross border issues have been and will continue to be addressed satisfactorily over the plan period.
- 3.6 From the conclusions reached and the recommendations made later in this report regarding new retail floorspace in the city centre over the plan period, the words "at least" in the second line of the second bullet point in para 3.2.1 should be replaced with "about" for the sake of soundness and consistency, as acknowledged by the Council during the examination.
- 3.7 Regarding S8, following the examination debate and in response to representations from EH, the Council now suggests that this objective should be amended by replacing all the text after "historic environment" with ", ensuring that designated sites are safeguarded. Historic conservation opportunities in new development will be maximised and local awareness of heritage issues raised,". As it is consistent with national guidance in PPGs 15 and 16, as well as policy BE6 of the SEP, and essentially reflects current practice in any event, I see no objection to this change and recommend accordingly.
- 3.8 In relation to S20, as a result of the EA's representations and the examination debates, the Council now accepts the need for this objective to more accurately reflect national guidance in PPS 25 by including the word "avoid" before "reduce and mitigate". In the light of the conclusions elsewhere in this report I endorse this change and so recommend for it to be sound. However, in all of the relevant circumstances and as referred to later in this report, I see no reason to delay the adoption of the CS to await the completion of the SFRA 2.

Spatial Strategy and Policies [Chapter 4]

Issue – Does the spatial strategy set out appropriate principles for i) the city centre, including the waterfront and in relation to leisure/recreation, ii) town and district centres, iii) other neighbourhoods and iv) the Port and other employment areas?

- 3.9 It is now agreed by the Council that significant redevelopment in the Major Development Quarter (MDQ) is not likely to come forward until the later part of the plan period (and certainly not before 2016 at the earliest) as no retail need will exist until then. Therefore, time is available for practical and sustainable solutions to be brought forward for coping with the predicted rise in sea levels and increased risks of flooding in the city centre through the various studies being undertaken, particularly the SFRA 2 now underway, that will form an important input to the "next stage" DPDs.
- 3.10 Consistent with the change to S20 referred to above, the Council now considers that the third bullet point of para 4.1.2 also requires amendment to better reflect the EA's representations on flood risk in particular and the application of the sequential test under PPS 25, including in respect of sites within the MDQ. Accordingly, the addition of "avoidance may not be appropriate and" is proposed to the second sentence before "mitigation". I agree that this would be sound and suitable in the light of the other changes to be made to the document.
- 3.11 Consequently, with the changes proposed, I am satisfied that, at the strategic level, the CS now deals suitably and satisfactorily with the issue of flood risk (both tidal and fluvial) consistent with PPS 25 and policy NRM4 of the SEP (CD51), including in relation to the city centre and the waterfront. The more specific policies, projects and programmes that may be necessary to address rising sea levels due to climate change in connection with redevelopment schemes in the MDQ (and elsewhere in the city) will be a matter for the "next stage" DPDs following completion of the various studies currently underway or planned, including the SFRA 2.
- 3.12 In the strategic context similar conclusions apply in respect of the proposed mitigation measures required to avoid harm to the international (SPA, SAC and Ramsar) and other designated nature conservation sites in the light of ongoing research, the full details of which will need to be set out in the "next stage" DPDs for funding and implementation on a sub regional basis as part of the GIS, amongst other things.
- 3.12 Arising from debate at the examination the Council now recognises that there is inconsistency throughout the submitted document on the description and use of the various numerical "targets" for new development in the city over the plan period, deriving from the SEP and PUSH allocations. Consequently, it is essential that any

- potential confusion is clarified throughout the CS to provide certainty as to what is actually intended.
- 3.13 In para 4.3.1 "at least" should be added before "322,000 sq.m" in relation to office space and "At least" replaced with "About" regarding new retail floor space. In the interests of clarity and consistency, as well as to assist future monitoring, the word "comparison" also needs to be added between "new" and "shopping".
- 3.14 In response to valid criticisms that the submitted CS lacked a clear spatial vision for areas of the city outside the centre, the Council has now proposed a significant addition to the text to replace the current descriptions of "Shirley Town Centre and Bitterne, Portswood, Lordshill and Woolston District Centres" and "Residential Neighbourhoods", which would be repositioned after the text relating to "The Port, Employment Sites and Areas" within part 4.3.1 (page 20). Although entirely descriptive, the plan would not be locally distinctive without such a section.
- 3.15 With minor amendments to assist clarity and avoid duplication I am satisfied that this will provide the necessary information, description and objectives to indicate the Council's 20 year vision for the future of these areas in a clear and individually relevant fashion that complements that for the city centre, port and employment areas and therefore forms part of a cohesive whole. I endorse it accordingly so that the plan is sound in this respect.
- 3.16 In the light of the extended descriptive sections drawn up by the Council for part 4.3.1 of the document, the actual boundaries of the Suburban Neighbourhoods identified therein should be shown on Maps 2 and 3, as well as the local road network, the correct port boundary and the relevant accompanying notation. The revised versions should be incorporated into the adopted CS to make it sound.
- 3.17 Regarding the role of the Port of Southampton, the Council now proposes a number of relevant changes to the published version, notably to objective S4 but also to paras 2.1.2, 2.1.7 and 2.3.3, in response to criticisms from the operators. These are designed to clarify the current and future contribution of the Port to the local economy and the overall life of the city. I am satisfied that they achieve this aim without presuming or prejudicing important decisions about potential long term growth outside the city, that require to be made during the plan period. Accordingly, no further changes in this respect are required to provide a clear and sound vision for the future of the city to 2026.
- 3.18 I am also satisfied that taken as whole, but with particular reliance on objectives S1 S4 inclusive and policies CS6, CS7 and CS8, the CS provides an appropriate set of principles for achieving the necessary growth in local employment opportunities across the city

- in accordance with national guidance, including the emerging draft PPS 4, and policies SH1, SH3 and SH4 of the SEP (CD51).
- 3.19 The last sentence under "Supporting Health and Education" in para 4.3.1 refers only to one project that is already under construction and to another that is still under consideration. Strictly speaking, neither forms part of the future spatial strategy, as things stand, and the sentence should therefore be deleted for clarity.

Sustainability

Issue – Has the CS been the subject of a suitably comprehensive and satisfactory sustainability appraisal (SA), strategic environmental assessment (SEA) and appropriate assessment (AA), including in terms of flood risk and impact on the natural environment?

- 3.20 The Council's consultants carried out the SA, SEA and AA to a consistent methodology, in accordance with national guidance (CD38/CD39) and objectives based on those used for the SEP (CD51). In particular, the studies have also taken into account the requirements of policy CC8 of the SEP (CD51) in respect of the active planning and management of the network of multi functional open space, or green infrastructure (GI), on a sub regional basis.
- 3.21 This includes in respect of sites of international nature conservation importance (SAC, SPA and Ramsar sites). As a result, policies CS20 CS23 inclusive refer and relate to the forthcoming GI Strategy (GIS) for the PUSH area and are thus consistent, in general, with the relevant regional policies in sustainability terms.
- 3.22 On the evidence before me, I am also satisfied that the range and scope of the work undertaken in the various appraisals carried out throughout the process was suitably comprehensive and without material omissions. This conclusion is reinforced by the strategic level endorsement of NE in this respect, including in relation to the sites of international nature conservation importance following the increase in the size of the buffer zone assessed from 5 km to 10 km (CD85). Accordingly, I am satisfied that the relevant statutory procedures have been complied with.
- 3.23 Following publication the Council has responded to further criticisms in respect of flood risk by accepting the need for several important changes recommended by the EA. These include adding the word "avoid" to S20 for consistency with PPS 25, significant amendments to policy CS23 and substantial additions to its supporting text, as well as changes to section 7.4. Maps showing the extent of flood risk zones 2 and 3 across the city in 2009 and (as predicted for) 2115 are also now to be included for information.
- 3.24 I consider these changes to be directly relevant regarding the overall sustainability assessment of the plan in relation to flood risk and endorse all accordingly. Taking them into account, as well as

the commencement of a SFRA 2 study to inform the preparation of the "next stage" DPDs, I therefore consider that, as amended, the plan is consistent with PPS 25 in principle and sound in its overall assessment of flood risks in the city in sustainability terms.

- Similarly, outstanding concerns raised by NE and others on the published version of the CS have been largely addressed by the Council's proposed changes, notably the 3 extra paras of text to support policy CS22 and additions to policy CS13 (6), para 4.8.1 and section 7.3 (Ecology). Given the strategic nature of the CS, with no site specific allocations other than the identification of the MDQ, the detailed redevelopment of which in the later part of the plan period will be determined through the City Centre AAP, I am satisfied that these changes are sufficient for me to conclude that potential impacts on the natural environment, including international nature conservation sites, have been properly considered in the work carried out to date. Moreover, the Council and its sub regional partners are committed to the emerging GIS, further relevant studies are already underway, including the Solent Disturbance and Mitigation Project, and there is an acknowledged need for further Habitats Regulations Assessment (HRA) on the "next stages" DPDs.
- 3.26 Taking all of these factors into account, I endorse the conclusion of the final HRA report (CD96) to the effect that the CS would not be likely to result in adverse effects on the integrity of the international nature conservation sites, following the application of appropriate mitigation measures, such as the new Lords Wood Forest Park (section 7.3), and for which there are realistic prospects of delivery through PUSH over the plan period. Nevertheless, the fact that some of these measures would be implemented outside the city through the GIS means that it is necessary to introduce a reference into para 5.6.5 to that effect by adding the words "within and outside the city" after "used" in line 1, as agreed at the examination.

4 Policies – Justified; Effective and Consistent with National Policy Tests

CS1 – City Centre Viability and Vitality

Issue – Are the proposed levels of retail and commercial provision in the city centre reasonable and realistic in the light of national guidance and regional policy?

- 4.1 Part (i) of policy SH4 of the SEP (CD51) refers specifically to the expansion of retail, office, leisure and cultural facilities in Southampton to enhance its role as a primary regional centre, in line with national guidance in PPS 6 and policy TC1 of the SEP (CD51). In particular, it outlines that this should be achieved by firstly consolidating the existing primary shopping area (PSA) and then integrating the major city centre sites to the west in the medium term. Thus, there can be no doubt that both policy CS1 and CS2 are consistent with both national guidance and regional policies, in general terms, in pursuing such a strategy for the city centre in principle.
- 4.2 In response to various criticisms of the detailed policy wording and supporting text in the published version, the Council has proposed a number of minor changes, notably to paras 4.4.2, 4.4.5 and 4.4.6, to clarify their intentions, particularly with regard to the proposed content of the City Centre AAP. I endorse all of these amendments and additions, particularly as they are helpful in setting out clearly what the "next stage" DPD will be expected to deliver, notably in respect of the Major Development Quarter (MDQ) (see policy CS2).
- 4.3 However, it seems to me that the importance of the AAP in these respects would be better acknowledged in the CS if the last sentence of the policy wording was moved to become the second, so that there can be no doubt that it is the vehicle that is expected to deliver all the other elements set out in policy CS1. This would also be consistent with paras 4.4.3 and 4.4.4 of the supporting text and the specific identification on the Proposals Map (PM) of the area that the AAP will cover.
- 4.4 Turning to the proposed level of new retail floorspace for the city centre over the plan period, the Council acknowledged at the examination that, in the light of the most recent update study (DTZ June 2009) (CD151), the range set out in part 2 of the policy, which was based on earlier work (DTZ 2005) (CD115) was no longer considered to be realistic in terms of the higher end of the scale (+ 200,000 sq.m. gross of comparison retail floorspace).
- 4.5 Given that the earlier study was prepared before the recent economic downturn, albeit on relatively cautious, long term, assumptions about the growth in local retail expenditure, I agree that an expectation of an approximate doubling of the amount of

- retail floorspace in the city centre by 2026 is unrealistic in present circumstances, as acknowledged in the recent update (CD151).
- 4.6 Taking into account such factors as the recent commitment at West Quay 3 and the opening of a new Ikea store adjacent to the present PSA, as well as the current level of vacancies in both the primary and secondary shopping streets of the city centre, I further agree that the lowest end of the range set out in part 2 of the policy, as effectively endorsed in the scenarios examined in the recent update study (DTZ June 2009) (CD151), represents a more reasonable target over the plan period.
- 4.7 Moreover, I consider that, notwithstanding the demonstrable long term need for more retail floorspace outside the present PSA, there is a clear risk that any over-ambitious and/or premature retail expansion to the west would reinforce a drift in the geographical focus of the centre. This would be to the further detriment of other parts of the city centre, such as Bargate, East Street and High Street, where present apparent weaknesses need to be addressed through improvements to help restore investor confidence in accordance with the overall strategy of concentrating new development in the existing PSA first.
- 4.8 Thus, in the light of all of the above, I recommend that, in order for the policy to be sound "- 200,000" should be deleted from part 2 of the policy (and that consequent changes should be made to Table 1 as a result). This would also ensure consistency with other changes relating to development targets throughout the CS for clarity and to assist monitoring, for example in relation to new office space.
- 4.9 The proposals and policies in the CS in relation to convenience retailing, leisure and offices in the city centre are essentially uncontroversial and consistent with both regional polices and the PUSH economic growth and employment floorspace targets.

 Accordingly, I consider that they are based on robust evidence and are sound.

CS2 – Major Development Quarter

Issue – Are the proposals for a MDQ suitable and appropriate in relation to national guidance and regional policy, including in terms of impact on the rest of the city centre?

4.10 Both PPS 6 and policy SH4 (i) of the SEP (CD 51) clearly envisage the need to plan for the growth and development of major retail centres such as Southampton and that, where a need for new floorspace is identified for the plan period (see policy CS1) it should be directed first to the existing PSA and then, if necessary, to an expansion thereof, if practical. The latter also already acknowledges the redevelopment potential of the major sites to the west of the city centre, albeit this now seems more likely to be realistic in the longer, rather than the medium, term towards the

- end of the plan period. Consequently, I have no doubt that the CS would be unsound if it did not directly address the issue of future city centre expansion over the plan period.
- 4.11 I also endorse the Council's suggested minor additions to the text at the end of para 4.4.11 and in para 4.4.14 (amongst others) to clarify that delivery under the City Centre AAP is likely to be phased and to take account of emerging proposals for adjoining areas, such as Royal Pier. Importantly, the Council has also responded positively to criticisms of the published version of this policy by proposing changes to the third para and part 2 of the wording to expand upon the role and content of the AAP, including in respect of phasing, and confirm that the PPS 6 sequential test will continue to apply. These changes are necessary for soundness and to reassure those concerned about the continuing viability and vitality of the city centre as a whole that retail expansion in the MDQ should only be permitted when there is a genuine need that can no longer be met within the existing PSA.
- 4.12 The Council now accepts that such need is unlikely to be manifest before 2016 at the earliest, given existing vacancies and opportunities in the present PSA and as a result of the current economic downturn. I agree and accordingly, as discussed at the examination, it is therefore necessary to amend the penultimate paragraph of the policy wording to make it accurate and therefore, as the Council accepts, sound. Similarly, the last para of the policy needs rewriting to ensure that it is clear about the Council's intentions regarding non retail developments within the MDQ and the general acceptability of mixed uses in that location. I recommend accordingly.
- 4.13 In the light of the above it seems to me that the definition of an extensive MDQ through this policy is, essentially, a strategic identification of a preferred area deemed suitable in principle for mixed use redevelopment of which retail will be only part, albeit potentially an important one. It is not an allocation of a site for new retail development as such, because apart from already being largely built up with active uses, essential details still need to be addressed in the forthcoming City Centre AAP that will cover matters such as phasing and the distribution of uses, as well as looking at the retail potential of other sites outside the present PSA (as referred to in para 4.4.16).
- 4.14 The MDQ is in a highly sustainable location, adjacent to the present PSA and the city's main rail station and with the opportunity to provide improved links to both. It has the potential to consolidate the extent of the city centre, including by incorporating new office, leisure and residential elements in addition to retail uses. Providing that it is phased suitably according to needs and following incremental increases in floorspace in the existing PSA first, so as to ensure its continuing vitality and viability, I consider that it is fully capable of providing the necessary longer term growth that cannot

be met in the present PSA alone. This should not only help retain Southampton's position in the regional retail hierarchy and its 21% market share within South Hampshire but also help to claw back a degree of trade from out of town centres in accord with PPS 6 and the SEP (CD51), without materially harming any other parts of the city centre or other town and district centres in the sub region.

- 4.15 On deliverability, I am satisfied that sufficient evidence to demonstrate realistic prospects of bringing forward the anticipated redevelopment schemes in the city centre, and in the MDQ in the later part of the plan period, has been provided in the relevant studies undertaken (e.g. Donaldsons 2007 CD111) and at a sufficient level of detail for a CS. In making this judgement I have borne in mind that financial viability will vary over the timescale of the overall economic cycle and that detailed design and implementation is not now anticipated until after 2016 at the earliest.
- 4.16 Taken together, I am satisfied that, with the changes proposed, both policies CS1 and CS2 provide a suitable long term vision and appropriate policy framework to facilitate the necessary reasonable and realistic level of growth in the city centre, including in terms of its sub-regional retail role and in accord with PPS 6 and policy SH4 (i) of the SEP (CD51). As reinforced by the latest update (DTZ June 2009 CD151), they are supported by a substantial and sufficient evidence base, as referred to in the Council's retail background paper (CD98). They give the necessary direction and provide the appropriate scope at the new lower floorspace level now proposed for the "next stage" City Centre AAP to direct, manage and phase redevelopment in the MDQ and elsewhere over the plan period, without harm to other parts of the city centre or to other centres.
- 4.17 For consistency with conclusions recorded elsewhere in this report, the Council's suggested addition of a new para (that should be numbered as 4.4.18) at the end of the supporting text to clarify the essential approach to flood risk in the MDQ is fully endorsed. Also, following on from my conclusions in respect of policy CS1, Table 1 (p.27) requires to be amended so that the figures therein are consistent with the change made to part 2 of that policy. The figures in Table 1 should also be updated in relation to both West Quay 3 and Bargate/Hanover Buildings/Queens Way in column c) to reflect the latest evidence in the 2009 DTZ study (CD151 Table 4.1).

CS3 - Town, District and Local Centres

Issue – Is the policy for other centres in the city suitable and appropriate to ensure that they retain vitality and remain viable?

4.18 There is no suggestion that this policy fails to comply with national guidance in PPS 6 and it is also consistent with policies TC2 and

SH1 of the SEP (CD51), as well as objective 6 of the SCS (CD89) and the Local Neighbourhood Renewal Strategy (CD142). The latter identifies district shopping centre improvements as one important element of the physical regeneration of the city and the supporting text refers to specific opportunities, such as at Portswood, Lordshill and Woolston.

- 4.19 Together with policies CS1 and CS2, this policy effectively confirms that the existing retail hierarchy of the city is operating satisfactorily at present and does not need to be altered, albeit some centres would benefit from new investment, as evidenced by the most recent studies (e.g. CD117) and the AMR (CD88). This key strategic decision, which is effectively unchallenged in principle, means that, given the limited redevelopment opportunities available within the existing town, district and local centres, there is no real need to define particular floor space targets or precise boundaries for each within the CS, in my view. In my judgement, these matters may be left to be addressed in subsequent DPDs in the Southampton context, particularly as any boundary changes are likely to be minor only and are thus not key strategic decisions.
- 4.20 The last paragraph of the policy requires that new retail provision of 750 sq.m or more outside the centres, will be subject to the PPS 6 sequential test. Given the acknowledged stability of the city's retail hierarchy and the current relative vitality of the district and local centres, as well as Shirley town centre, I am satisfied that this will provide the necessary level of control in relation to schemes that might threaten the individual viability of the existing centres across the city to fulfil their respective roles. Bearing in mind that the threshold level selected has been operating satisfactorily for some years under the extant policies of the Local Plan Review (LPR) (CD92), policy RET11 of which is still "saved", I am content that this is an appropriate starting point for the application of the sequential test in the current circumstances of Southampton and its well established retail hierarchy.
- 4.21 Part of the policy seeks to prevent the loss of community facilities across the city as part of a wider objective of creating and/or enhancing "community hubs" where they remain viable. Whilst desirable in principle, experience elsewhere suggests that such a policy can be difficult and complex to operate reasonably and realistically in practice, especially in relation to commercially run facilities and privately owned businesses, such as public houses and cafes, as distinct from public sector organisations.
- 4.22 Moreover, in a densely built up area such as Southampton, unlike a small rural settlement, equivalent or similar businesses are usually available nearby and within a reasonable walking distance. In such circumstances it is not necessary or realistic for the Council to seek to control the operations of the free market in this way in relation to public houses and cafes, which can be distinguished from the

- other types of community facilities listed by virtue of their normally operating in the fully commercial sector.
- 4.23 Accordingly, it seems to me that the Council's suggested addition of the words "(for public houses in particular)" after "commercial" in line 2 of para 8 of the policy would not be a sufficient change to address the real nature of the problem. Therefore, "public houses/cafes" should instead be deleted from the list to make the policy sound.

CS4 – Housing Delivery

Issue – Is the number and timing of new housing units sought deliverable within the plan period given the constraints imposed by other policies?

- 4.24 The policy derives directly from policies H1 and SH1 of the SEP (CD51) and accords with the PUSH Housing Strategy (CD70), strategic objective 4 of the SCS (CD89) and the Council's Housing Strategy (CD125) in aiming to provide a further 16,300 dwellings over the plan period up to 2026. Although it does not specifically say so, this is based on the assumption that 95% of new housing will be on previously developed land and that there will be no new "greenfield" development over and above existing commitments, in line with both national guidance in PPS 3 and the SEP (CD51).
- 4.25 Whether or not the new housing figures for the PUSH area in the SEP (CD51) are reviewed in the near future in the light of the latest available household projections, the CS must be consistent with the recently adopted version, at least until it too is reviewed at some point. Consequently, the figure of 16,300 new homes in total is appropriate as the overall target.
- 4.26 The Council's confidence that, despite the current economic downturn, this target will be achieved, if not exceeded, by 2026 is based on a number of different factors. Firstly, the SHLAA (CD124) has identified sufficient suitable sites to deliver the necessary numbers of new dwellings for both the first and second five year periods of the plan, without any reliance on "windfalls", in compliance with national guidance in PPS 3 (para 59). Secondly, the anticipated supply for the third five year period is very likely to be augmented by further sites in identified broad locations in the city, such as those associated with the Council's own Estate Regeneration Project, which it is estimated (para 2.22 CD124) could provide a further 400 500 new units before 2026.
- 4.27 Furthermore, in a very tightly constrained, including by the sea, and fully built up urban area, such as Southampton, it is also reasonable to assume that some currently unidentified "windfall" sites are likely to continue to come forward over the plan period. Effectively, there is no remaining undeveloped land within the city's boundaries. In these particular local circumstances, it is not possible for a SHLAA to identify every single opportunity that will

become available over the next 15 years or so in its "snapshot" picture of potential new housing land availability, at any one particular time in a dense major urban area, as is the case in London. Such sites would also make a contribution to overall housing numbers against the potential failure of any of the sites allocated in subsequent DPDs or other SHLAA sites to come forward in their anticipated timeframe, in the longer term beyond the first ten years or so.

- 4.28 Moreover, the number of new dwellings that could be built on large sites alone in the first 10 years of the plan period comfortably exceeds the residual requirement for that period, according to the SHLAA (CD124), with no allowance made for any new small sites to come forward in that time beyond those that already have planning permission. Taking into account the Council's "track record" of achieving new housing delivery rates above strategic targets for the last few years, as well as the current economic downturn, I consider that further small sites will inevitably emerge, whatever the exact practical effects of the constraints imposed by other plan policies assumed by some representors.
- 4.29 Furthermore, the Council's new housing delivery trajectory assumes a lower total figure than might otherwise be the case for the next year or so, due to the present economic conditions, with an improvement thereafter, and the number, type of units and phasing of delivery on all new housing sites will continue to be monitored through the AMR.
- 4.30 Whilst it may have been undertaken rather later in the overall process than ideal, I am nevertheless satisfied that the SHLAA represents a robust element of the evidence base for the CS. Suggestions that there was a lack of proper consultation with landowners over its preparation and that errors were therefore made in the assessments of the realistic housing delivery prospects of certain sites are matters more pertinent to subsequent DPDs and specifically in relation to new housing site allocations, than to the overall target in this policy of the CS.
- 4.31 Similarly, it is not yet possible to judge the validity of criticisms that too much housing is being expected to come from the city centre, in contrast to the rest of the city, until actual site allocation comparisons and delivery assessments can be made in the course of the preparation and examination of subsequent DPDs, albeit bearing in mind that the former is the most sustainable location.
- 4.32 For reasons set out in relation to that policy, I am satisfied that the continued emergence of new housing opportunities in the city need not be overly constrained by the contents of policy CS7 and its presumption in favour of retaining existing employment sites mainly, if not wholly, in that use based on past trends and overall future requirements.

- 4.33 Moreover, concerns regarding the deliverability of new housing sites in present flood zones 2 and 3, both in the city centre and outside, in relation to the achievement of the overall new housing target over the plan period are assuaged by the following factors in particular. The analysis and identification of the areas most likely to flood and the practical methods of avoiding and/or minimising the risks to life and property have improved recently, including through the SFRA already undertaken for the PUSH area. More importantly, no major new site will be allocated in the DPDs, including in the city centre, until after the completion of the more detailed and site specific SFRA2, as confirmed during the examination.
- 4.34 Such work will establish the protection and mitigation measures necessary to allow the otherwise most sustainable sites to come forward during the plan period with the necessary implementation mechanisms. In the event that delivery is not practical or delayed for flood risk reasons (although this seems unlikely on the basis of the present, albeit incomplete, evidence base) the relevant DPDs will be expected to have contingencies in place elsewhere in the city with a potential reassessment of new housing allocations throughout PUSH available as a final "fallback" (policy SH5 SEP). In such circumstances, I am satisfied that there is no justification for reducing or otherwise amending the overall new housing total anticipated for the city over the plan period in the CS, in relation to flood risk issues.
- 4.35 Similar conclusions apply with regard to the implications of the increased population of the city on the strategic highway network and the integrity of the internationally designated sites of nature conservation interest nearby, as identified in the AA, assuming the implementation of the mitigation and related measures referred to elsewhere in the CS (and in this report). For the reasons given above I am satisfied overall that the Council's confidence in their ability to deliver the requisite numbers is based on sound and robust evidence. No material changes are therefore necessary to this policy or its supporting text as a result (save for the minor change of deleting the word "up" from the brackets at the end of the policy for clarity).

CS5 - Housing Density

Issue – Are the densities envisaged the most suitable and appropriate in all the relevant circumstances in the light of regional policy and local needs?

4.36 The necessity of a housing density policy in the CS derives from both paras 46 and 47 of PPS 3, as well as the relevant policies of the SEP (CD51), including H5 which refers to an overall regional target of 40 dwellings per hectare (DPH). Policies SP2, BE2, SH1 and SH8 (i) of the SEP (CD51) also encourage higher densities in city and town centres and other areas of high accessibility, such as

public transport hubs. The latter refers specifically to establishing density ranges related to accessibility in South Hampshire. Such a policy is also in line with objective SO3 of the SCS (CD89) and both the PUSH (CD70) and Southampton Housing Strategy (CD125). Moreover, recent residential completions in the city (2007/8 AMR), the latest UCS (CD123) and SHLAA (CD124) all help to confirm that the ranges identified are realistic and realisable in practice.

- 4.37 In the light of this robust evidence base, I conclude that the targets identified in the policy are suitable and appropriate in principle and would materially contribute to the implementation of regional policy and help meet local housing needs. The application of the three different ranges set out according to the Public Transport Accessibility Level (PTAL) value of the locality is also clearly consistent with national guidance and regional policy.
- 4.38 Notwithstanding the above, and despite the use of ranges, the detailed wording of the policy has been criticised as insufficiently flexible by some respondents. This is on the basis that it may not take sufficient account of the individual character of particular areas and/or the need to make the most efficient use of land in accord with advice in PPS 3 and with particular reference to criterion 6. In recognition of the former and as discussed at the examination, the Council now suggest that the wording above the inset table within the policy could be changed so that it is less inflexible to read: "the net density levels should generally accord with:" and I endorse this amendment accordingly so that there is greater scope for existing local character to be taken into account.
- 4.39 By providing an adequate degree of flexibility through the change to the wording above the inset table, the density levels in the ranges in the policy would not be absolute but indicative and subject to detailed consideration in accordance with the six criteria set out in the latter part of the policy. This would allow some scope for higher or lower densities in appropriate locations, particularly if properly justified in the Design and Access Statement, and in relation to the existing character of the area and the quality of the new scheme, if relevant. In my judgement, this would be consistent with both policies CS13 and the Council's Residential Design Guide (CD144).
- 4.40 The Council also now acknowledges the desirability of clarifying that the PTAL map in Appendix 2 would be updated as circumstances develop so as to take into account changes, such as to public transport service levels. The addition of a new sentence to say "The PTAL map will be updated as appropriate" at the end of para 4.5.24 would achieve this clarification and is therefore necessary. I therefore recommend both this addition to the supporting text and the change to the words above the inset table in the policy to improve clarity and certainty.
- 4.41 In relation to criterion 6, PPS 3 (paras 40 and 45) refers to both the effective and efficient use of land in the context of residential

densities and, whilst it might be argued that "best use" is shorthand for both, it is less precise and less clear than the national guidance. It would therefore be open to interpretation to a greater degree than is intended in that document, in my view. Although the Council may have wished to indicate a change of emphasis, I have seen no compelling evidence of such difficulties in complying with the national guidance in Southampton such as to justify a departure from it in this instance.

4.42 Particularly when read alongside the other five criteria, as it must be, I am concerned that the word "best" could be misconstrued to mean that, in practice, it would operate against the most efficient and effective use of land being properly taken into account as it should be to accord with national guidance in PPS 3. I therefore recommend that "best" is replaced with "efficient and effective" in criterion 6 for it to be sound.

CS6 - Employment Growth

Issue – Are the objectives set out consistent with the SEP's strategy and will the levels of new employment development proposed be suitable to deliver it?

- 4.43 It is effectively undisputed that the objectives set out in this policy are consistent with those in the Sustainable Economic Development chapter of the SEP (CD51). Moreover, they refer specifically to the implementation of that strategy, with its ambitions to achieve a 3.5% economic growth rate, as well as the sub regional allocations focused on urban areas agreed through PUSH (CD71). The employment background paper (CD102) also demonstrates in Appendix 12 that the industrial/warehouse targets in part 2 of the policy can be met on existing sites/allocations that are not subject to any significant constraints in most instances.
- 4.44 Similarly, and as confirmed in para 4.6.12, the new office space figure in part 1 of the policy can be met on city centre sites alone, albeit that there is no intention or necessity to preclude suitable smaller scale office developments elsewhere in the city. I am therefore content that there is a robust evidence base available to confirm that the levels of new employment development envisaged in policy CS6 can be delivered across the city over the plan period and also that there is no clear justification for the identification of more sites outside the city centre at present as a result.
- 4.45 The Council has put forward a number of proposed minor additions to the text supporting this policy, notably to the list of points in para 4.6.2, in an attempt to address the comments of respondents on the published version. They have also suggested a new para 4.6.2A in order to clarify and expand upon the key existing and potential employment sectors in the city. I am entirely satisfied that this extra content is useful in further explaining the background and justification for the policy. It meets the main

- criticisms of the earlier version, including that insufficient prominence was given to the role of the Port in the local economy, and I therefore endorse its inclusion in the CS.
- 4.46 At the examination, the Council put forward a further proposed change to the first bullet point in para 4.6.2 to better reflect the relevant text in the adopted SEP (CD51) by omitting the words "the rate of increase in" in relation to "smart growth". This change is necessary for accuracy and consistency with the RSS.
- 4.47 However, in relation to the policy wording it is also necessary to omit "approximately" from part 1 for consistency with para 4.6.12 and the Council's stance that the new office space provision set out is a minimum figure, albeit that neither the city centre in general nor the MDQ in particular will be the only location where new office (and leisure) development would be acceptable in principle.
- 4.48 Matters relating to the future development of the Port of Southampton are dealt with in relation to policy CS9, whilst issues relating to the specific safeguarding of sites for marine uses concern policy CS7. Moreover, the specific allocation of sites for employment uses is a matter for the two "next stage" DPDs. Thus, this policy properly deals essentially with the overall approach to economic growth, rather than just employment generation in itself. In the light of the above, I am satisfied that the policy is sound and that no further minor amendments are required to the supporting text, bearing in mind the content of policies CS7, CS8 and CS9.

CS7 - Safeguarding Employment Land

Issue i) – Is it appropriate in principle and reasonable in practice to seek to safeguard (nearly) all existing employment sites or should more flexible criteria be used?

- 4.49 The policy is entirely consistent with, and derives directly from, policies RE3, RE6(i) and SH3 of the SEP (CD51), as well as PPS 1 and PPG 4 (including draft PPS 4) and is therefore clearly appropriate in principle. The strategic importance of substantially enhancing the sub-region's economic performance over the plan period is acknowledged by all, as is the absence of scope for any significant new employment land allocations within the city. The SHLAA demonstrates that the city's share of the sub-regional need for new housing can be met without significant losses of employment land (section 3.4 CD102). Therefore, I conclude that the available evidence justifies the need to retain the majority, if not all, of the existing employment sites already in those uses, where practical.
- 4.50 The recent commercial appraisal of employment land (CD114), also concluded that most existing sites were commercially viable.

 Although this was undertaken before the present recession, I consider that it would be short-sighted and contrary to the overall

- aims and objectives of the SEP and the CS itself to allow many or major sites to be redeveloped for other purposes during such a period of the overall economic cycle, if only because once lost employment uses are unlikely to return to these locations.
- 4.51 Nevertheless, the policy does properly allow for circumstances whereby employment use is demonstrably no longer viable and/or other relevant factors point to redevelopment incorporating other uses to be acceptable in principle. I note that there have been recent examples in the city where such an approach has proved to be justified and successful in bringing forward suitable mixed use schemes, including on a substantial scale in some instances. Accordingly, I am satisfied that the overall policy approach is both reasonable in principle and realistic in practice and that the various criteria to be applied to proposals are appropriate in detail and sufficiently flexible to assist implementation.
- 4.52 In the light of the above, the question of which particular existing employment sites should be safeguarded and which considered suitable for alternative use redevelopment is a matter for detailed examination through the "next stage" DPDs and/or the determination of specific schemes. In contrast, whether the redevelopment of such sites should have to include some employment, rather than just a mix of other uses, does seem to me to be a matter for the CS. It is clear from the evidence base that the current employment land availability situation is such that the ambitious SEP (CD51) and PUSH objectives for the local economy are unlikely to be achieved if any significant areas of land or strategic sites are allowed to go out of employment use entirely, if only because of the difficulty of finding suitable replacements.
- 4.53 In such circumstances, I consider this particular policy requirement to be appropriate in principle in the knowledge that there will always be an exceptional case from time to time where it could be relaxed, at the Council's discretion, if all other relevant material considerations, including economic viability and environmental sustainability so indicate. Given that the "next stage" DPDs will be examining which sites should actually be subject to policy CS7 in any event, I am satisfied that this requirement should be retained and that the policy does not need to be rewritten to make it sound as suggested by some respondents.

Issue ii) – Should marine and marine related industries be treated as a special case in policy terms?

4.54 Taking into account what is said in para 6 of policy RE3 and policy RE6 and para 16.15, as well as policy SH6 of the SEP (CD51), I have no doubt of the importance of the marine sector to the economy of the city and its environs. Moreover, I note that in the light of some recent losses the safeguarding of sites, especially but not exclusively with access to the waterfront, that currently cater for marine and marine related businesses is thus properly and

- necessarily a strategic matter to address in the CS, as recognised in the Solent Waterfront Strategy (CD134).
- 4.55 Nevertheless, I do not subscribe to the view expressed by some that an additional, separate, policy is needed to protect sites for marine businesses as the matter is clearly addressed in part 2c) of policy CS7. It would therefore have to be taken into account in any proposals for any site involving the loss (or material reduction) in such uses, including in terms of waterfront access, alongside other relevant material considerations.
- 4.56 In my opinion, it would be unreasonable in principle and unrealistic in practice to seek to impose a blanket ban on any loss of any marine related business site, land or building within the city to another use or uses over the plan period irrespective of relevant circumstances, despite the importance of the sector to the local economy. Bearing in mind the Council's express intentions over the safeguarding of employment sites in the "next stage" DPDs, I conclude that the treatment of marine and marine related uses in policy CS7 is suitable and appropriate, in recognition of their economic contribution, but that no special or additional policy is necessary or desirable.
- 4.57 The Council's proposed changes to the published document include an additional sentence at the end of this policy referring to the Sites and Policies DPD, explaining that it will provide further guidance on the types of employment use considered suitable for particular sites. Para 4.6.6 of the supporting text also says that it (and the City Centre AAP) will identify those sites to be safeguarded for employment uses and, by implication, those that will not be formally defined in this way.
- 4.58 In such circumstances, it seems to me that both criterion 2e) of the policy and para 4.6.8 of the text are not strictly accurate in identifying "cumulative effect" as a factor that could actually influence decisions taken under this policy once the "next stage" DPDs are in place, as the matter will have effectively already been addressed by decisions as to whether to safeguard or not. Therefore, I consider that both criterion 2e) of the policy and para 4.6.8 of the supporting text should be deleted as not necessary or directly relevant to this policy for soundness.

CS8 - Offices

Issue – Is the sequential approach the best one in all the relevant circumstances and, if not, how should the target provision of new office space be distributed across the city ?

4.59 At the examination the Council clarified that, in accordance with the policy framework set out by PUSH for employment floor space (CD71), the target figure for new offices in the city of 322,000 sq. m should be taken as a minimum. Although acknowledged to be

- "ambitious", the fact that sites can be identified in the city centre alone to meet that target over the plan period (para 4.6.12) justifies the Council's confidence in this regard, in my opinion. However, the implication is that the first line of the policy needs minor amendment by replacing "approximately" with "at least" for clarity and to confirm that the overall target should be monitored on a citywide basis, albeit that the vast majority of new office space is expected in the central area.
- 4.60 It is also clear that the principal focus on the city centre as a whole, and the area around the main rail station in particular, for new office development over the plan period is a fundamental part of the sequential approach. This is not only entirely consistent with national guidance in PPS 6 and PPS 13, but also with the currently emerging new advice in draft PPS 4. Similarly, the policy also expressly reflects policies TC1, which defines the city as a primary regional centre, and SH4 of the SEP (CD51) in encouraging new office development as an integral part of the mixed use regeneration of the city centre. Taking into account the potential for associated improvement of the local public transport network, I have no doubt that the most sustainable and thus preferred location for new office development is in the city centre and especially in the area close to the main rail station, as proposed.
- 4.61 Nevertheless, two small points require clarification in this context. Firstly, there can be no justification for any objection on the grounds of impact on residential amenity from the replacement of existing industrial premises with (B1) offices in principle, as such uses are deemed acceptable in, let alone adjacent to, residential areas, at a national level, as presently set out in the second sentence of para 4.6.13. If, as explained at the examination, the Council's concern relates to the height of any replacement buildings then this is a design issue to be addressed under other policies and in respect of specific proposals, rather than in the supporting text concerning new office location. Accordingly, the second sentence of para 4.6.13 should be deleted for consistency with national guidance.
- 4.62 Secondly, bearing in mind the above, the first line of the third para of the policy should be altered by replacing "permitted" with "acceptable in principle" for consistency and clarity that proximity to the rail station will not be the only relevant criteria against which such proposals will be judged. In practice, such schemes may not actually be "permitted" by the Council if, for example, the proposed new offices would have a materially detrimental impact on residential amenity through excessive heights or overbearing design or a failure to comply with other relevant plan policies. Hence, this part of the policy requires amendment to be sound.
- 4.63 In terms of office development outside the city centre, I recognise that there are numerous existing examples throughout Southampton. But, in accordance with the sequential test, it is

essential for the Council to examine carefully any significant proposals for new offices in district or local centres, or elsewhere, for their sustainability and other spatial implications in accordance with PPS 6.

4.64 In my view, the inclusion of thresholds should help to direct the appropriate scale of new offices to the most appropriate locations, without imposing any unnecessary constraints on the growth of smaller businesses outside of the city centre. Given that, as I understand it, the Council's aspirations for the improvement of the district centres does not rely on any significant new office elements for their viability, I see no reason to change this part of the policy and consider the threshold levels suitable for their purpose, based on the likely number of office jobs associated with each. Taking into account the Council's clarification that the citywide target is a minimum and the estimated capacity of the central area, nor do I see any requirement to set out specific allocations of new office space for district and local centres across the city in the CS, as it is not a strategic level issue for Southampton.

CS9 - Port of Southampton

Issue – Does the policy need to better acknowledge the importance of the Port to the local economy and the relevance of the emerging Port Masterplan?

- 4.65 No one doubts the overall importance of the Port to the local economy, both now and in the future, and the Council has responded to various detailed points made about this policy and its supporting text in the published version by proposing a number of changes. The recent emergence of a draft Port Masterplan, in accord with policy T10 of the SEP (CD51), also needs to be acknowledged in the CS as it will be a focus for important decisions on the Port's future that will have to be taken during the plan period. In this context I recognise the need for consistency with the relevant parts of the New Forest Core Strategy (NFCS).
- 4.66 To that end, and as endorsed by all concerned at the examination, I have taken into account the amended text agreed between the main parties and included by my fellow Inspector (Michael Hetherington) in his report. Bearing that in mind, it is clear that, as proposed to be changed, policy CS9 would be not only consistent with the SEP (CD51), notably policies RE2, RE3, T10 (and para 8.33), SH3, SH7 and SH8, but also the NFCS, in principle. It is also derived from and supported by an extensive and robust evidence base in relation to the present circumstances prevailing, including the lack of land within the city for expansion, and the likely future development needs of the Port over the plan period.
- 4.67 However, there are some remaining issues about the detailed wording of the proposed changes in the light of both the representations received and the debate at the examination.

Regarding the first paragraph it must be remembered that it can only relate to land within the city, not directly to any potential future expansion of the Port outside it and that there are permitted development rights on the Port's designated operational land.

- 4.68 That being so, I am content that the references to "where it holds the powers" and the "international sites in line with the habitats regulations" in the submitted policy are not necessary given the other policies in the CS and those of the NFCS. Accordingly, the simplified wording now proposed, together with the addition of a reference to the existing Port boundaries being defined on the Proposals Map, is to be preferred, if only for that reason alone, and is endorsed accordingly.
- 4.69 In relation to part 2, I further agree that the necessity for taking into account the transport needs of the city centre, as well as those of the Port, when considering the various transport improvements in the city listed in policy CS18, whilst fairly obvious, is worthy of mention at the end of this point. This is also because the wording of para 1 of the policy is now to be changed to remove the reference to port growth being "balanced with the development growth needs of the city centre" in a more general sense.
- 4.70 In response to representations received the Council proposed to rewrite paras 4.6.14 and 4.6.15 of the supporting text, as well as to make minor additions to paras 4.6.16 and 4.6.17. Whilst the latter are non controversial (and I endorse them) the proposed new paras have attracted further representations. In principle, it seems to me that the text should refer to the draft Port Masterplan, given that this is required by policy T10 of the SEP (CD51). More specifically, I see no problem with the reference to the "long term ability for the Port to grow" relating to "land and sites outside the City's boundaries" as it does not specify any one particular location (e.g. Dibden Bay).
- 4.71 Nor does it (nor could it) imply any presumption in favour of development being permitted in that location (or any other) outside the city's boundaries. Having had the advantage of seeing the relevant new text for the NFCS, I am satisfied that there would be no material inconsistency between the two documents should the Council's proposed new paras 4.6.14 and 4.6.15 be accepted in support of policy CS9.
- 4.72 Moreover, the proper protection for sites of nature conservation interest, including those with International/European designations, in line with national guidance and as accepted by NE, is appropriately addressed in policy CS22, as referred to in the last sentence of the reworded para 4.6.14. In such circumstances, I see no need for a direct cross reference to the NFCS in the policy or supporting text or to retain the mention of the Habitats Regulations in the policy wording, particularly as there is normally no need to

repeat national guidance in a DPD. I therefore endorse these suggested changes.

CS10 - A Healthy City

Issue i) – Are the objectives realistic and deliverable with the resources likely to be available ?

4.73 The policy seeks to implement the relevant strategic policies (S1 and S2) from the SEP (CD51) in the local context and, in the absence of any identified need for any large scale new facilities in the city over the plan period, I am satisfied that it is realistic and deliverable. It is compatible with the SCS (CD89) and the Council's analysis of existing provision, future infrastructure required and the resources available to provide it (CD100), which strongly suggest that the necessary funding should be available. As clarified at the examination, the Council intends to address the details of development contributions, such as scope and levels, towards health facilities in its revised SPD on Planning Contributions. I agree that this would be appropriate, at least until a more formal system is introduced under any Community Infrastructure Levy (CIL) in the future.

Issue ii) – Is it reasonable to seek HIAs on major developments?

- 4.74 The justification for seeking Health Impact Assessments (HIA) from larger schemes in the city also derives directly from the SEP (CD51) policy S2 and, again, is appropriate in principle, given the additional support from national guidance in para 16 of PPS 1 and para 2 of PPS 23. However, even though it is not yet intended to apply until the new SPD has been prepared, it seems to me that the detailed wording would be clearer for all concerned if it referred to "major" schemes rather than "significant". The latter requires a subjective judgement in each case, whereas an initial definition at least of "major" is available to the Council in terms of dealing with planning applications and would be consistent with other policies, including CS23.
- 4.75 It would also be unduly onerous and unnecessary to apply the HIA requirement to small scale schemes, irrespective of any perceived local "significance", at least in advance of an adopted CIL. Therefore, I recommend that "major" should replace "significant" in line one of para 4 of this policy but that no other changes are required for it to be sound.

CS11 - An Educated City

Issue – Is the policy reasonable, realistic and resource related?

4.76 Following on from policies S3 and S4 of the SEP (CD51), this policy is designed to help implement one of the main objectives of both the SCS (CD89) and the Plan for Prosperity (CD143). In the light of

the work being undertaken in the ongoing reviews of secondary and primary school provision throughout the city, the contents of the Delivery and Infrastructure Background Paper (CD100), the local Building Schools for the Future programme and the commitments already demonstrated regarding the two new academies proposed, I am content that both the policy in principle and its detailed wording are sound, save in one respect. The last para of the present wording is a description of a "community facility" and therefore belongs in the Glossary, not in a policy.

4.77 The improvement of links between employment and education is referred to in policy CS23 and para 5.5.1, in particular. In my view, developments proposed by educational bodies or establishments should not be subject to any different expectations in principle from all other forms of development in terms of making necessary contributions to supporting infrastructure and facilities, given that overall economic viability will always be taken into account.

CS12 - Waterfront

Issue – Does it provide a "clear steer" for the future of waterfront sites and deal adequately and appropriately with aspirations for greater public access in the face of significant constraints?

- 4.78 Much of the city's "unique sense of place" (objective 6 in the SCS CD89) clearly derives from its relationship to the sea in economic, physical, visual, cultural and historical terms. Thus, it is essentially common ground that the twin aims of this policy to improve practical connections and maintain/recreate key views to and from the water are to be supported and I can only endorse this effective consensus. Nonetheless, it is equally clear that significant parts of the present waterfront cannot and should not be open to public access for valid safety, security and other reasons, including nature conservation, that are well known and understood locally.
- 4.79 In such circumstances, it seems to me that the Council are right to acknowledge these constraints, including through the suggested addition to the end of para 4.8.1 referring specifically to the operational land of the Port. Moreover, given that detailed proposals for individual sites and areas will be a matter for the "next stage" DPDs, I am satisfied that the policy wording and supporting text as it stands strikes the right balance to properly inform subsequent schemes and decisions without the need for any changes or additions beyond those suggested by the Council themselves.

CS13 - Design

Issue i) – Is it consistent with national quidance and the Council's RDG?

4.80 Despite the list of existing non statutory guidance referenced in para 5.1.2, I agree with EH that the reference to "new landmark or

tall buildings in appropriate locations" in part 2 of the policy implies, or should imply, that the Council will be preparing further specific guidance to define where those "appropriate locations" might be. However, there is no further mention of any such guidance in the CS beyond this general list. Accordingly, I consider that the second line of para 5.1.4 should be amended by replacing all after "principles" with "and on appropriate locations for new landmark or tall buildings will be provided in City Centre AAP and the Sites and Policies DPD.".

- 4.81 For similar reasons, I consider that part 5 of the policy should be changed to refer to the City Centre AAP and Sites and Policies DPD rather than listing the studies that provide the background information to the policy and seeking to delegate decisions on applications to be judged against their results, when they were not all intended as policy making vehicles in relation to the CS.
- 4.82 Accordingly, all the words after "as set out in" should be replaced by "the City Centre AAP and Sites and Policies DPD (see also CS12)" for consistency and clarity. Otherwise, I am satisfied that the policy wording is consistent with national guidance, such as PPS 1 and the Council's RDG (CD144) and with the Council's own minor suggested additions (referred to elsewhere in this report).

Issue ii) – Is it reasonable and appropriate to use the BfL criteria?

- 4.83 The last paragraph of this policy should be omitted entirely, rather than amended as the Council suggest, as neither version makes clear exactly what is intended. Importantly, it is not necessary to introduce this extra criterion against which new development schemes would be judged given what is contained in the rest of the policy covering all relevant main design considerations. Moreover, it is not appropriate for an adopted development plan policy to effectively defer or "delegate" a decision on a planning application to bodies other than the Council or to their non-statutory guidance/publications. This addresses the criticisms of the requirement for compliance with the "Building for Life" criteria and the other detailed specifications implied therein.
- 4.84 Nevertheless, the fact that Southampton does not have a strong local vernacular design style, for housing in particular, does not obviate the need to seek a high standard of design for all new development in accordance with national guidance in PPS 1, amongst other sources. In my judgement, criteria 1-12 inclusive of this policy are all relevant and appropriate in that context and provide an essential comprehensive list of factors to be taken into account in all schemes, irrespective of the fact that some are also referred to in other CS policies.
- 4.85 In my opinion, the strictly limited element of duplication involved is necessary in this instance so that one CS policy sets out the main design criteria, for ease of reference and simplicity for all

concerned. It is also desirable that all the most relevant design criteria (which effectively cover those set out in the CABE guidance) should be set out here to act as a "hook" to later, more detailed, design policies in both the City Centre AAP and Sites and Policies DPD.

CS14 – Historic Environment

Issue – Is the policy necessary in a CS and, if so, are there any changes needed for consistency with national guidance and can any differences be locally justified?

- 4.86 Taking into account the national guidance in PPG 15 and 16 and the importance of the remains of the Saxon and Medieval towns in the city, as identified in para 12.17 (i) of the SEP (CD51), I conclude that there are good local reasons and sound evidence for the inclusion of a more detailed policy than BE6 of the SEP (CD51) regarding the historic environment. In the light of comments from EH, I also agree that the Council's late suggested change to add to objective S8 (p.16) the words ", ensuring that designated sites are safeguarded. Historic conservation opportunities in new development will be maximised and local awareness of heritage issues raised." would be appropriate.
- 4.87 Similarly, adding the words "from inappropriate development" after "safeguard" in line 1 of the policy would be entirely consistent with this change. It would also help reflect the equal importance that the Council rightly places on the historic and natural environments.
- 4.88 I note that the "Buildings at Risk" Register should now be renamed the "Heritage at Risk" Register. However, the para containing this reference forms no part of a CS policy, referring as it does to proposed character appraisals for conservation areas, as well as the updating of the Register and Local List. Consequently, so that the policy wording is sound, it should be moved from the policy and added instead to the supporting text as new para 5.1.11.

CS15 – Affordable Housing

Issue – Are the target percentages, thresholds and other criteria reasonable and realistic in terms of meeting national guidance, regional policy, local needs and economic viability tests?

4.89 The necessity for an affordable housing policy in the city is beyond dispute, given the scale of need identified in the South Hampshire Housing Market Assessment (CD118) and the more local Housing Needs and Market Survey, as updated in 2008 (CD155). Moreover, there can be no doubt that the policy content falls within the percentage range identified in policy SH6 of the SEP (CD51). It also accurately reflects both the overall regional percentage target and the split (65/35) between social rented and intermediate affordable housing in policy H3 (ii) of the SEP (CD51), for sites of

- 15 dwellings or more. I am therefore satisfied that these elements of the policy are consistent with both the PUSH common framework (CD69 para 12), the SCS (CD89 page 5) and the Council's Housing Strategy (CD125 page 5), as well as the more general national guidance in PPS 3.
- 4.90 Nevertheless, as required in para 29 of PPS 3, it is still necessary to assess the policy and particularly the thresholds and percentages therein on the basis of likely economic viability. In this context, I recognise that the October 2008 Adams Integra viability study (CD122), whilst recent, was undertaken before the worst of the current economic downturn was apparent and that, necessarily, some of the assumptions made therein may no longer be entirely accurate (e.g. on land values) as things stand. However, as the study itself acknowledges (para 2.2.7), it could only ever realistically be a "snapshot" of the position at any one time. As such I consider that it provides a generally robust picture of likely economic viability according to the many variations tested, at the start of the plan period, but could not be a fully comprehensive analysis covering all possible scenarios to 2026.
- 4.91 A range of alternative policy positions was considered, including in respect of different locations, percentage targets and thresholds at varying value levels. The availability or otherwise of grants, alternative profit levels and build costs, including in respect of contingencies and marketing, plus reasonable assumptions about infrastructure contributions, such as those arising from other CS policies (e.g. CS20), were also taken into account. The outcome of the study also resulted in a reduction in the main percentage target from 40 to 35% and a lower percentage target of 20% on the smaller sites.
- 4.92 On that basis, I conclude that the 2008 viability study (CD122) provides the necessary, more detailed, local evidence that backs up the earlier work carried out for the SEP, PUSH and the Council themselves to confirm that the requirement for 35% affordable provision is a realistic and reasonable target over the whole of the plan period if local needs are to be met. As a target, not an automatic minimum requirement, it also allows for the negative effects on viability of the present financial climate to be taken into account.
- 4.93 Inevitably, judgements about economic viability will continue to have to be made in relation to individual schemes, alongside all the other constraints and expectations of developer contributions that will apply once the new CS policies are in operation, as referred to in parts 1 and 4 of the policy. In such circumstances, I am content that the 2008 viability study (CD122) provides sound and robust evidence to justify the affordable housing percentage sought in the policy, derived as it is directly from the SEP (CD51), in the light of all other relevant material considerations, including the likely economic viability of new housing schemes to 2026.

- 4.94 The fact that the target will be challenging for the Council to achieve, especially in the early stages of the plan period, is not in itself a reason to deem it unrealistic or unreasonable, given that it is intended to apply up to 2026, likely to be well beyond the current economic downturn, and will have to be closely monitored and adjusted if necessary in the interim.
- 4.95 Clearly, the recent "credit crunch" cannot be ignored but it remains the case that such difficulties normally, in the past at least, form only one part of the overall economic cycles that would occur within the lifetime of the CS and for which it must plan. Provided that there is sufficient flexibility within the plan for the differing circumstances prevailing at the likely stages of the economic cycle to be catered for in relation to individual schemes, then relatively short term issues of this nature need not dictate the main basis of the policy; only how it is implemented in practice.
- 4.96 At the examination the Council said that they currently take a realistic and flexible approach to negotiations for all forms of developer contributions, including for affordable housing and also for those required by existing legal agreements in terms of timing and phasing in particular. Taking such public pronouncements into account, I am content that not only does the policy itself demonstrate the necessary flexibility to satisfactorily address this difficult current issue but that the evidence available suggests that the early implementation thereof in practice would too.
- 4.97 Turning to the matter of thresholds, 15 (or more) dwellings (or 0.5 ha) for the application of the 35% expectation is entirely consistent with the national minimum indicative guidance in PPS 3, as well as the present LPR (CD92). In addition, based on the recommendations of the earlier studies and an analysis of the SHLAA (CD124) data, the Council proposes a lower threshold of 5 (or more) dwellings to which a 20% expectation would apply. This has raised the objection that smaller schemes (and smaller developers) will be disproportionately disadvantaged, given that they cannot normally take advantage of the economies of scale and operation available on larger projects to the extent that new housing delivery could be materially reduced.
- 4.98 The viability testing undertaken in the 2008 study (CD122) satisfies me that there is no general or locally specific economic reason to exclude sites smaller than 15 (or 10) dwellings from the affordable housing policy in principle and that the 20% expectation would not, of itself, render the new schemes to which it would now apply unviable in the vast majority of cases. Moreover, the Council's analysis of the SHLAA data in the affordable housing background paper demonstrates that, subject to viability, the inclusion of sites providing between 5 and 14 new dwellings could make a meaningful contribution to the overall supply of new affordable housing in the city over the plan period. Given the reasonable expectation that

- additional "windfall" sites of the relevant sizes would also continue to come forward, albeit perhaps not to the same extent as previously, such a contribution would be enhanced in the face of the undisputed high level of local need.
- 4.99 I recognise that this new requirement will place an additional burden on developers that is particularly unwelcome at this difficult time. However, I cannot accept the prognosis that, in itself, it would lead to companies going out of business or choosing to operate elsewhere only, even in the short term, if only because, in the final analysis, all schemes would still be subject to an economic viability test that would also have to take into account any other developer contributions expected or sought under other Council policies. I therefore conclude that the introduction of a lower site size threshold should form part of this policy and that it is properly justified by the relevant and robust evidence, albeit that it may have a limited impact on the viability of some small scale housing redevelopment schemes in the short term.
- 4.100 Bearing in mind my conclusions set out below regarding the issue of "net" or "gross" in terms of how a requirement for affordable housing is calculated in practice, I am satisfied that there is no firm evidence that this new threshold (with its smaller percentage) would necessarily render many schemes of the relevant size economically unviable, even during the current downturn. This does not mean that it will be irrelevant, only that I consider the potential benefits in terms of achieving the aims and objectives of the CS, in relation to affordable housing, over the plan period to be justified by the evidence. They outweigh the limited influence that I judge will occur for the new schemes to which the policy will apply for the first time, particularly as viability must be taken into account in the appropriate and flexible application of the policy as now.
- 4.101 The Council's current practice is to seek provision in relation to the total number of units proposed on any site. This has the advantages of clarity and consistency but does not differ according to the existing use or uses, in circumstances where virtually all new housing development in the city takes place (and will continue to take place) on previously developed land, as defined in PPS 3.
- 4.102 I acknowledge the concerns expressed by representors that the failure to take any account of differences in existing use values, for example in "residential to residential" schemes, could mean that those involving the intensification or expansion of residential use on sites, whether through conversion or new building, above the relevant thresholds, could be effectively "discriminated against" in relation to other proposals on non residential land. This could lead to a "perverse incentive" whereby pressures increase for the residential redevelopment of small sites currently in employment or commercial uses, potentially including those that the CS objectives seek to safeguard in accordance with policy CS7.

- 4.103 Notwithstanding my other conclusions on affordable housing, I do therefore share some of the concern expressed on behalf of the development industry, notably from independent local house builders, that this particular element of the overall policy approach may act to reduce the number of new schemes coming forward, especially at the smaller scale where the new lower threshold of 5 dwellings would now apply. In particular, this specific element of the affordable housing policy's application could disproportionately affect the economic viability of the smallest scale housing redevelopment schemes, which make up a recognisable proportion of new housing land supply across the city. In my judgement, this would be contrary to the aims of PPS 3 and the objectives of policies CS4 and CS5 to make the most effective and efficient use of previously developed land.
- 4.104 I therefore recommend that this policy should relate to the net increase in the number of dwellings, rather than the gross or overall total in each scheme. Not only would this better reflect national guidance, in my opinion, it would also remove any unintended consequences for the comparative viability of redevelopment on non residential sites to better accord with the overall objectives of the CS and reflect local circumstances as evidenced in the SHLAA (CD124). Para 4 of the policy wording should be amended by replacing the word "total" with "net" and the word "new" added in before "housing".
- 4.105 With regard to the "hierarchy of provision", the Council has suggested some changes to address criticisms of the detailed wording so as to set out more precisely what is intended. Taking into account representations received and the relevant debate at the examination, I consider that the phrase "dispersed amongst" should be replaced with "distributed across" in criterion 1 to more accurately define likely implementation in practice. For the same reason and also to better reflect relevant national guidance and regional policy, the remainder of the criterion should read as follows: "the development as much as is reasonable and practical to create a sustainable balanced community.".
- 4.106 In order to avoid any possible confusion that the Council might be seeking any "enhanced" contribution, over and above the normal expectations, in the event that criterion 2 comes into play, I agree with the representors that suggest that it also needs minor amendment. Accordingly, I recommend that, notwithstanding the Council's own proposed change, it should read as follows after "result in"; "a more effective use of available resources or would meet an identified housing need such as providing a better social mix and wider housing choice.".
- 4.107 I acknowledge the desirability of increasing the provision of sheltered housing schemes in the city, particularly in the light of anticipated demographic changes. I also accept that, in common with some other forms of new housing development, individual

sheltered housing schemes may incur additional/abnormal build costs. However, any such variations can be taken into account on a site by site basis and addressed in terms of an overall economic viability analysis, should it prove necessary in any particular instance, in accordance with the criteria set out in the policy. Accordingly, I see no justification for making any specific exception from any part of the policy for sheltered housing schemes.

CS16 – Housing Mix and Type

Issue – Is the mix of size and type of housing expected the most appropriate in the light of regional policies and the most suitable to meet local needs?

- 4.108 The evidence base available confirms that the Council has undertaken the necessary studies to identify housing needs over the plan period and that this policy derives from it, in accordance with policy H4 of the SEP (CD51). In my judgement, it is also consistent with PUSH Priority 1 (CD70) and the Council's Housing Strategy (CD125). Most importantly, the new percentage requirement for family homes derives directly from an up to date assessment of the sub regional Housing Market (CD118) as required by PPS 3, and is effectively justified by that evidence.
- 4.109 Also, taking into account the very high proportion of new dwellings in the city over the last few years (85-90%) that have been flats, I consider that it is appropriate to seek a percentage provision for families, so as to provide a better range and mix of size and type of new housing over the plan period. This is so notwithstanding the continuing and accepted need for a large proportion of new dwellings to be provided as flats for demographic reasons. Given that 30% is a target, rather than a requirement, that will be dependent on the location, character and the viability of the scheme, I am satisfied that it would be suitable and acceptable for inclusion in the policy, reinforcing the Council's Family Housing SPG.
- 4.110 However, for consistency with the wording of other policies in the CS and to assist both clarity and certainty regarding the Council's aims, the words "seek to" should be deleted from the first part of the policy. They are neither helpful to an understanding of the Council's intentions nor to the assessment of the policy's effectiveness during monitoring.
- 4.111 The Council also seeks to severely restrict the net loss of family homes through redevelopment schemes and, for the same reasons, I agree that the objectives met by obtaining a proportion of new housing for families would be effectively undermined if there was no equivalent policy to minimise the loss of existing ones.

 Consequently, I see no objection in principle to such a policy.
- 4.112 However, it must also make allowances for the fact that some sites may be inherently unsuitable for new family houses and that in

other situations there may be overriding reasons why a net loss may have to be accepted, on balance, to be reasonable and practical. Therefore, the Council's submitted change to the published wording should be an addition to and not a replacement for the existing text of part 2 of the policy. The Council's proposed additional sentence (after the first) in para 5.2.11 is entirely consistent with the above and should also be included.

- 4.113 However, the content of the last paragraph is not strictly part of the policy in that it is firstly, just an acknowledgement of the derivation of the policy from the evidence base and, secondly, is effectively repeated in paras 5.2.7 and 5.2.8 of the supporting text. It should therefore be deleted.
- 4.114 The application of minimum outdoor amenity space standards to new housing developments is long established and widespread in planning policy terms in this country, including in Southampton. It need not, therefore, act as any form of disincentive to higher density housing schemes in appropriate locations.
- 4.115 Given the likely significant demographic changes identified in the evidence base (CD118 in particular) and the positive objective set out to help address it in part 4 of the policy, I have some sympathy with those who say that the policy should not place unnecessary obstacles in the way of the sort of schemes referred to in para 3. To that end, para 3 should be amended to make it clear that specialist housing schemes, comprised entirely of the types described, do not need to be subject to the criteria set out in parts 1-3 inclusive, as such restrictions may mean that some would simply not be deliverable in practice. This would be achieved by rewording the first line of the para to start "The requirements in points 1 3 above do" rather than "The requirement in point 1 above does".

CS17 – Gypsies and Travellers

Issue – Is the policy satisfactory and sufficient to address the current shortfall of suitable sites in the city ?

- 4.116 Due to the delay in producing appropriate regional strategic guidance on this matter, this can only be largely a criteria based policy, against which any planning applications for such uses can be judged, at present. However, the importance of this often difficult issue needs to be properly recognised in the policy by a firm commitment to the making of sufficient site allocations to make up any shortfall identified in the next stage of the LDF process.
- 4.117 To that end, it is essential that both the policy and its supporting text identify which document will be the one to address the matter so that implementation can be monitored, amongst other things. Consequently, "the Sites and Policies DPD" should replace "another Development Plan Document" in the first line of the policy and the

"Site Allocations DPD or other DPD" in the seventh line of para 5.2.17. In all other respects the policy is sound.

CS18 - Transport

Issue i) – Is the relevant evidence base sufficient to justify the "reduce – manage – invest" approach as the most suitable?

- 4.118 The HA and others have raised relevant concerns about the potential traffic generation effects of the redevelopment schemes envisaged in the CS on the strategic road network around the city, notably on the M3 and M27 but not excluding the M271 and A34. In particular, this relates to the capacity of links and junctions with, for example, the potential for creating tailbacks on slip roads, bearing in mind that the major proposed developments in neighbouring Eastleigh identified in the SEP (CD51) would be principally served by the same elements of the strategic network. HCC express similar concerns about the implications for the local road network.
- 4.119 Notwithstanding the considerable highway modelling and related work done to date, which continues to be progressed on a cooperative and co-ordinated basis, forming part of the current evidence base, it is not yet possible to say specifically what the likely effects on individual motorway junctions would be, although the preliminary results indicate potential problems. Nor is it possible at this stage to identify clearly what mitigation measures would be feasible, at what cost or their funding sources.
- 4.120 In recognition of the above, the Council is content with the HA's minor suggested changes to the text of the CS in a number of places, notably to para 5.3.7 to help address this situation. All the available evidence points to the need for a further more detailed analysis of the potential traffic generation impacts of the levels of development proposed in the city and at Eastleigh, on both the strategic and local road networks on a comprehensive basis.
- 4.121 The city centre is clearly the most sustainable location where appropriate redevelopment of previously used land within a large urban area should take priority in accordance with both national guidance and regional policies. This is particularly so when it is acknowledged by all concerned that the major strategic employment allocation at Eastleigh Riverside is subject to localised transport infrastructure constraints, in relation to both significant road and rail ("the Eastleigh Chord") improvement costs, which mean that it is not likely to come forward in the short term. Similarly, the Strategic Development Area at Hedge End is not planned to commence until the post 2016 period at least in the SEP (CD51), with the first priority to new development in the urban areas of Southampton and Portsmouth.

4.122 Additionally, although there is no national funding allocated as yet, I agree with the Council that in the light of the recent public announcement that an Automatic Traffic Management scheme would be technically feasible and economically realistic for the sections of the M3 and M27 around Southampton it must be assessed as a "reasonable prospect" that such a scheme will be introduced within the plan period. This would have some beneficial effect on the capacity (and safety) of this part of the strategic road network. It could potentially allow redevelopment in Southampton city centre to proceed without a materially detrimental impact on the strategic road network in the shorter term, whilst longer term improvements for the expected impacts of major developments in Eastleigh over the latter part of the plan period are assessed.

Issue ii) – Is the policy consistent with national guidance in PPS 13 and regional policies ?

- 4.123 Nevertheless, it remains necessary to look at the overall picture in the sub-region and assess the reasonable and realistic contributions that developments should make to the likely mitigation measures required on both networks before specific land allocations are made in the "next stage" DPDs. In this context I do not consider the identification of the overall extent of the MDQ in the CS, alongside the definition of the boundary of the City Centre AAP, to be a formal strategic land allocation as such, because it relates to a mixed use scheme for the redevelopment of a fully built up part of the existing urban area in a highly sustainable location, the detailed elements of which remain to be determined in a programmed DPD, as set out in para 5.3.7.
- 4.124 However, the HA suggest that this commitment is not as clearly expressed as it could be and that the clarity of the text would be improved by an addition at the end of the third sentence. This would confirm what the continuation of the existing work referred to there will cover and that it will be an important input to the Council's "next stage" DPDs (as well as for Eastleigh's CS).
- 4.125 The Council expressed a general acceptance of this addition at the examination and I agree that further clarification should be included, albeit the detailed wording could be simpler and slightly shorter whilst still achieving the same objectives. I therefore recommend that a revised addition to para 5.3.7 should be made.
- 4.126 As a result of this necessary change it must also be acknowledged that the wording of the second sentence of para 5.3.1 can no longer be considered entirely accurate, if only because further work on the joint study remains to be completed in relation to, firstly, the strategic road network outside the city, notably the M3 and M27 motorways and also, secondly, to the potential P + R sites in neighbouring areas. In such circumstances accuracy demands that the word "own" should be added before "transport" in line 3.

Issue iii) – Is the implementation of the 3 new P + R sites appropriate and realistic within the timescale envisaged?

- 4.127 In relation to Park and Ride (P + R), it is common ground that the overall transport strategy for the city relies on the provision of new peripheral sites, together with a range of complementary measures in each corridor, such as bus priority/only lanes and a reduction in the proportion of all day/public car parking spaces in the city centre within the plan period, for its achievement. It is further agreed that three locations are required, on the eastern, northern and western approaches to the city (together with the retention/enhancement of existing local ferry services for the southern), if the system is to operate on a comprehensive basis and meet the objective of facilitating major redevelopment in the city centre without a significant increase in traffic congestion and related problems (e.g. for air quality).
- 4.128 The Council asserts and no-one appears to disagree that the eastern one is the first priority. It has been identified as the most directly beneficial to meeting the transport objectives, the site at Windhover is already allocated for the purpose in the Eastleigh LP, and some at least of the funding for implementation is in place. Consequently, there is no reason at present to doubt its deliverability in relatively short order, nor that any localised impacts on the strategic and/or local road networks could not be mitigated at reasonable cost as a part of the overall scheme.
- 4.129 However, matters are not so straightforward in relation to the other two locations, as there are no actual sites or funding formally allocated or available as yet. Nevertheless, there is considerable evidence of a commitment to the schemes from the relevant Councils (Test Valley, Eastleigh and Hampshire) in both cases and potential sites have been identified, with possible alternatives, that are being analysed as part of the ongoing joint working arrangements for the sub-region required under policy SH7 of the SEP (CD51).
- 4.130 I have referred elsewhere in this report to the established joint working arrangements through PUSH as being a considerable benefit in terms of likely implementation in practice. Accordingly, based on the available evidence, I conclude that part 6c) of this policy is appropriate and that there is a realistic prospect of all three new P + R sites, together with the comprehensive complementary measures necessary to ensure their success, being delivered within the plan period. I am therefore satisfied that, with the changes now proposed, this policy is sound overall and will provide an appropriate strategic transport framework for the "next stage" DPDs.

CS19 - Parking

Issue – Is it consistent with national guidance in PPS 13 and regional policies ?

- 4.131 It is essentially common ground that this policy, referring as it does to maximum car and minimum cycle parking standards, is generally consistent with both national guidance in PPG 13 and policy T4 of the SEP (CD51). Moreover, the criteria set out for consideration in relation to car parking provision are also appropriate and relevant. In the circumstances I am content that the actual standards to be sought in the city may be established in a subsequent SPD, particularly as this can be more easily amended should circumstances change significantly over the plan period.
- 4.132 However, at the end of para 5.3.10 it is necessary to confirm that the PTAL map in Appendix 2 "will be updated as appropriate", as this will be an important criterion for the determination of planning applications. Also, as suggested by the HA, it would be helpful to add a cross reference to para 5.3.7 in para 5.3.13 by including "which will be identified through further study as set out in para 5.3.7 above" at the end of the penultimate sentence. I am satisfied that this policy and its supporting text do not need to be altered in any other way to be sound.

CS20 - Climate Change

Issue - Are the targets set out reasonable and realistic, bearing in mind the associated costs imposed and is there sufficient evidence to justify their imposition?

- 4.133 The policy derives from those of the SEP (CD51), especially CC1 to CC4 inclusive, NRM policies 1, and 11 to 16 inclusive, and SH8 (ii) and (iv) that have been adopted since the 2008 Climate Change and Planning and Energy Acts, as well as other directly related national guidance, such as the supplement to PPS 1. In my view, the policy is also consistent with the context set by the SCS (CD89), policy S1 of the Hampshire Minerals and Waste CS (CD108), the Council's 2004 Climate Change and Air Quality Strategy (CD133), the Local Area Agreement and the PUSH common policy framework, following on from policy SH8 of the SEP (CD51). Accordingly, I consider that the policy is appropriate in principle and suitable for inclusion in a CS, rather than in a later DPD, for example, with the final implementation details to be resolved through SPD (para 5.4.8).
- 4.134 The city forms part of a quite densely built up sub-region that is facing significant development pressures in the part of the country deemed most likely to suffer from adverse impacts as a result of climate change. Not only is it in an area of "serious water stress", according to the EA, but the coastal location and two rivers make it

- more vulnerable to flood risk, both tidal and fluvial, than many other parts of the region.
- 4.135 Furthermore, the availability of Community Heat and Power (CHP) in the Southampton District Energy Scheme (the largest in the UK at present), for the central area at least, and with realistic potential opportunities for expansion across the city over the plan period, provides a more direct and specific local justification for a policy that "anticipates" the introduction of national carbon reduction targets, albeit by only a short time, in my judgement. This is supported by the preparation of the country's first local authority climate change and air quality strategy (CD133).
- 4.136 Not only does the CHP make the targets more realistic in viability terms, it also helps to justify the potential adoption of a Carbon Offset fund for the city as reasonable in principle, in my opinion. Thus, the expertise already available locally in moving towards the soon to be introduced national targets also helps to demonstrate that the requirements of the policy would not be as constraining on new development proposals as some respondents fear, nor that they will necessarily materially affect their overall economic viability, even in the short term.
- 4.137 I therefore endorse both the policy in principle and the overall energy requirements introduced in general as sound and supported by sufficient local justification as part of the evidence base available. Similarly, noting the support of the EA, I see no objection to the inclusion in part 2 of the policy of expectations in relation to a) improving water efficiency and b) managing surface work run-off, as both are consistent with the intentions of the relevant national guidance and regional policies.
- 4.138 However, in part 3, for the CS to be clear it is necessary to identify which "other planning documents" will identify the opportunities referred to, if only because such potential opportunities form part of the justification for the policy itself. References to the City Centre AAP and Sites and Policies DPD must therefore be added in accordingly. In the supporting text it is also necessary to change "2026" to "2019" in line 6 of para 5.4.2 (p.61) to update the situation following the government's most recent pronouncements.

CS21 - Open Space

Issue - Does the policy provide the best approach to safeguard existing provision and achieve more ?

4.139 The policy derives from the SEP (CD51), the Open Space Audit (CD128) and the Green Space Strategy (CD130) and also reflects objective 4 of the SCS (CD89), as well as national guidance in PPS 17. Accordingly, it is essentially satisfactory as submitted. However, in the light of representations made, the Council now proposes a further change to better reflect the intention to provide

- new open spaces, both within and around the city. This would help provide for the increasing numbers of local residents, visitors and tourists expected over the plan period.
- 4.140 In particular, proposals include the creation of a Forest Park at Lords Wood just to the north of the city, in conjunction with TVBC and other partners including the Forestry Commission. This should make a significant contribution to increasing the amount of accessible open space on the edge of the city and help to divert additional visitor pressures arising from new housing away from the New Forest National Park, due to its location.
- 4.141 Accordingly, it and other similar initiatives represent an important element in the implementation of the overall strategy, despite being largely in an adjoining district. It should therefore be properly referenced in the most relevant policy. Therefore, I endorse the Council's suggested addition of the words "and help deliver new open space both within and beyond the city" after "spaces" in line 2 of the policy. To my mind, this change would help overcome concerns expressed that, as worded, the policy would not adequately address the acknowledged current shortfalls in various types of public open space in the city.
- 4.142 A further criticism of the published policy was that it would not provide a sufficient safeguard against the net loss of public open space through redevelopment and that the present shortfalls might therefore be exacerbated, even if the overall quality of some spaces were to also be improved. It was therefore suggested that the phrase "no net loss" should be introduced into part 2, dealing with the replacing or reconfiguring of open spaces.
- 4.143 However, it seems to me that the best approach to safeguarding existing provision and achieving more would be for the words "seek to" to be omitted from the first line of the policy so that the Council is committed to retaining the quantity and improving the quality of open space on an overall basis. This would acknowledge that some redevelopment schemes might result in a small net loss but improved quality, whilst other projects should provide net gains that more than match in overall terms, giving some necessary flexibility.
- 4.144 Taking the content of the other parts of the policy into account, including achieving "a more even distribution across the city", I consider that such an approach would be effective and deliverable over the plan period and thus sound. Moreover, it would be entirely consistent with the proposed local indicators and key outcomes to be monitored in relation to this policy as set out in the delivery and monitoring framework in table 3 of the CS. Thus, the words "seek to" should be deleted from the first line of the policy.
- 4.145 In relation to concerns over the possible effects on the city centre parks from redevelopment on their peripheries, including through

overshadowing by tall buildings, I consider that this is too detailed a matter for a CS but that it should be addressed in the City Centre AAP.

CS22 – Biodiversity

Issue – Is the policy suitably worded to achieve its objectives?

- 4.146 The policy clearly accords with national guidance in PPS 9 and policies NRM5, CC8 and SH8 (ii) of the SEP (CD51), as well as generally with objective 4 of the SCS (CD89) and more specifically with the city's Biodiversity Action Plan (CD132) and Green Space Strategy (CD130). However, it does not refer to the Habitats Regulations Assessment carried out or to the necessary implementation of a strategic approach across the sub region to protecting internationally designated sites. I therefore endorse the criticisms of NE on these points in respect of the published version and the additional text agreed by the Council in their suggested changes following para 5.4.20 accordingly.
- 4.147 This can be inserted at the start of para 5.4.21, rather than needing 3 separate paras, with one minor change for clarity. As access management and alternative recreational space are only two of the measures that might be employed in relation to the protection of internationally designated sites, albeit very important ones, the extra text should say "including" rather than "with" after "mitigation measures". In my judgement, two other small changes are also required to the policy so that it is clearly expressed and can achieve its objectives. In part 5 the words "provisions for" need to be added in at the start of the second line and the word "for" deleted at the end of the line. I recommend accordingly.
- 4.148 I also consider that the final para of the policy is a definition, rather than forming any part of the policy to be implemented and should be moved to the Glossary accordingly. However, the word "appropriate" in part 2 is both necessary in terms of providing some limited flexibility and, more importantly, entirely consistent with the wording of the Key Principles set out in PPS 9. It should therefore be retained rather than deleted.

CS23 - Flood Risk

Issue i) – Is the policy adequate to ensure compliance with national guidance in PPS 25 and related advice to help adapt the city to cope with a rise in sea level?

Issue ii) – Is there sufficient evidence to justify the overall approach taken, including with regard to the SFRA, PPS 25 exceptions test and various site specific locations?

4.149 In the face of significant criticisms of the published version of the CS by the EA regarding the treatment of flood risk and related

issues, the Council put forward a number of proposed changes to address the deficiencies identified. Firstly, a new para (4.4.18) clarifies the approach to flood risk in the MDQ and secondly, additions to the "Further Work" section of part 7.4 Constraints confirm the Council's commitments to a SFRA 2 to inform the "next stage" DPDs and keeping the SHLAA under review as more detailed information becomes available.

- 4.150 Thirdly, and most significantly, this policy and its supporting text are effectively completely rewritten to explain how the appropriate steps of the flood risk hierarchy required by PPS 25 and its Good Practice Guide will be implemented at the local level. Moreover, the inclusion of maps showing the current (2009) and predicted (2115) extent of flood zones 2 and 3 in the city, based on the latest EA information, as now proposed by the Council, should help to clarify the nature of the constraint for all concerned.
- 4.151 Nevertheless, despite these changes, the EA remains concerned that, given the absence of an overall coastal defence strategy, including an assessment of need for and implementation of strategic measures (such as sea walls), the CS is inadequate in its analysis of flood risks and that the identification of the MDQ does not fully meet the PPS 25 sequential test. About 50% of the existing city centre is already "at risk", in that it lies within flood zones 2 or 3, with between 15% and 20% in zone 3.
- 4.152 Notwithstanding, as recognised in the SEP (CD51), it is clearly one of the two most sustainable locations in the sub-region and is already occupied by major retail, office, leisure and residential uses, amongst other things. It is also relevant to note that, due to the local topography, only a small increase in the geographical extent of the areas in flood zones 2 and 3 in the city is expected, albeit that the frequency and depth of flooding anticipated would place much of the land presently in zone 2 into zone 3 over the next 100 years or so in the absence of mitigation measures. Moreover, only a marginal rise in sea levels is currently expected over the plan period, allowing time to address the more serious effects predicted later, including through the new Coastal Defence Strategy (CDS) on which work is due to start in early 2010 and the SFRA 2 which has already commenced.
- 4.153 The latter will be especially important for the MDQ, in providing the necessary more detailed and site specific flood risk information to enable the Council to make formal allocations in the City Centre AAP. This would also make clear that the potentially more vulnerable land uses, such as residential, would not be permitted at ground floor level in any redevelopment schemes. Given the limited amount of new housing likely to be built in the MDQ in any event (up to about 500 new units), the alternatives identified in the SHLAA and the SEP commitment to a review of the PUSH housing allocations as a final "fallback", I am satisfied that there is no

- fundamental flaw in the identification of the MDQ for mixed use redevelopment in the longer term on flood risk grounds.
- 4.154 I am satisfied that the PPS 25 sequential test has effectively been applied at the strategic level to the extent necessary for a CS and will now continue to be applied at the more local level through the "next stage" DPDs, the SFRA 2 and related work, including the Coastal Defence Strategy. The satisfactory completion of the SFRA 2 as an important input to the "next stage" DPDs was agreed by the EA at the examination to be the key to their acceptance thereof in principle and I see no reason to disagree.
- 4.155 It was also agreed at the examination that for consistency with PPS 25 the word "avoid" needs to be added to strategic objective S20, in addition to the other changes that the Council is already proposing to its wording and I recommend accordingly. With this change and also taking into account the Council's proposed amendments to part 7.4, as well as the identification in Table 3 of the need for "significant investment in flood control and mitigation measures" as part of the Delivery and Monitoring Framework, I am satisfied that there is sufficient evidence to justify the Council's approach to the flood risk issue in the CS and that what has been done to date is not inconsistent with national guidance in PPS 25.
- 4.156 Taken in the round and with the other measures now envisaged, the "next stage" DPDs should now be able to incorporate the necessary detailed policies and proposals to help the city adapt suitably and safely to the anticipated rise in sea levels over time, following on from the overall strategic level approach laid down in the CS. Accordingly, in my judgement, there is no need to delay the adoption of the CS to await the completion of the SFRA 2.
- 4.157 In the light of the above and to add interest for readers/users as well as local distinctiveness, I recommend that maps of the flood risk zones at 2009 and 2115 are set out in a new Appendix 3 and the existing Appendices renumbered accordingly with the following text on the two maps: "These figures provide an overview at 2009. Please also refer to policy CS23 and the Southampton SFRA 2 when published (Spring 2010) as well as checking with the Environment Agency if there have been any updates.". For completeness, a cross reference should also be added at the end of the supporting text to policy CS23 as follows: "Maps of the flood risk zones at 2009 and 2115 are set out in Appendix 3".

CS24 - Access to Jobs

- Issue Is the policy necessary or appropriate for a CS?
- 4.158 Although the details will need to be set out in the proposed new SPD on development contributions, based on the Council's evidence, I am satisfied that this policy is both appropriate in principle and necessary in the CS to help implement some of the

strategic objectives, notably S2, S11 and S18. In the local context and taking into account the benefits that have been achieved from the present measures used, for example in relation to the new Ikea store, I conclude that the policy is both useful and practical in helping to address some of the disadvantages currently affecting jobseekers in the city.

4.159 However, for the sake of clarity and certainty, it seems to me that para 5.5.3, setting out the application of the policy, ought to form part of it, rather than just supporting text thereto. The fact that it also clarifies that construction jobs for all types of major development are included reinforces my conclusion in this respect. Therefore, I recommend that present para 5.5.3 be added to the policy wording (and 5.5.4 renumbered accordingly).

CS25 - Infrastructure Delivery

Issue – Bearing in mind the phasing and funding required, is the overall strategy economically viable and practically achievable in the timescales envisaged and in the form proposed, with a reliance on developer contributions?

- 4.160 As a densely built up urban area, the city is already well served by existing infrastructure with few significant deficiencies identified at present. Consequently, in general terms, the strategy is not directly reliant on the delivery of any particular or critical piece of new infrastructure (such as might be the case for a greenfield project) to allow developments to commence in the timescales envisaged. Rather, it depends more on the overall provision of the necessary services and facilities keeping pace, as redevelopment schemes take place over the plan period.
- 4.161 Nearly all new development will be on previously developed land and in a sustainable location in line with the regional strategy of urban concentration. Nor are there any realistic alternative locations in the city to which the development envisaged in the city centre could reasonably be directed as a contingency. This is especially so in the context of the present economic downturn and to avoid an over reliance on contributions from developers that may have to be scaled back, in the short term at least, if schemes are to be deliverable in the timescales envisaged. In such circumstances, the availability of national Growth Point funding through PUSH and the South Hampshire and Local Area Agreements provide a degree of reassurance over future delivery that might not be available elsewhere.
- 4.162 Moreover, the joint working arrangements that have been established on a sub regional basis with key public sector partners, including the EA and HA, add to the level of confidence that the necessary infrastructure to support the planned growth of the city can be fully identified, funded and provided at the appropriate time, including through the "next stage" DPDs. In my judgement, the

necessary "reasonable prospects" of infrastructure delivery as required have also been reinforced by the important changes and additions to the CS that have been introduced since it was published as a result of the positive engagement of and constructive contributions from relevant stakeholders in its evolution to date.

- 4.163 Subject to those changes referred to elsewhere in this report, I am therefore satisfied that there is sufficient evidence to conclude that, overall, the strategy is generally viable and achievable in the form proposed and to the timings envisaged. Accordingly, I see no need for any major changes to this policy or its supporting text.

 Nevertheless, in order to be entirely consistent with national guidance in Circular 05/2005 and para B5(iii) in particular, a change is necessary in the last para of the policy, where the words "required in association with the development" are deleted and replaced by the addition of "directly related" between "towards" and "measures".
- 4.164 I also agree with the suggestion that a specific reference should be added to both of the Council's "next stage" DPDs "the City Centre AAP and the Sites and Policies DPD" after "Local Transport Plan" in line 7 of para 5.6.3 to clarify that the full identification of detailed infrastructure requirements, such as in relation to flood risk following the SFRA 2, will only be possible at that stage, as discussed and agreed at the examination. Para 5.6.4 needs to be updated following the passing of the Planning Act 2008 for accuracy. This should be achieved by deleting the second sentence and replacing it with "in Circular 05/2005" at the end of the first sentence. Also, the third sentence should then start "The Planning Act 2008" to replace "The Bill".

Key Diagram

Issue - How should it be changed and why?

4.165 In addition to the identified mapping errors (and additions to the key) that the Council proposes should be changed from the published Key Diagram, it was agreed at the examination that, in order to be sound, the CS also needs to identify the boundary of both the City Centre AAP and the MDQ. This should be on an OS base on the revised Proposals Map when adopted so that there can be no doubt about the areas that each is intended to cover. The latter part of para 6.1.2 therefore also requires amendment as follows: replace all after "importance" in the second sentence with "and the City Centre AAP and MDQ boundaries.". Otherwise, I endorse all of the Council's proposed changes to the Key Diagram as essential for accuracy and clarity.

Flexibility

Issue – Is the CS reasonably flexible to enable it to deal with changing circumstances and, if not, what changes/contingencies would improve the ability to respond to new issues arising during the plan period, such as a lack of investment in major projects?

- 4.166 The physical land area of the city cannot be expanded at present and, thus, there are no alternative locations available if the previously developed sites identified do not come forward for redevelopment as currently envisaged over the plan period. Given that the city centre is clearly a highly sustainable location, any significant failure to deliver on the new housing and employment targets in the city could only properly be addressed on a subregional basis as has been recognised in the SEP (CD51).
- 4.167 Consequently, there need to be suitable joint working arrangements in place through the joint Implementation Agency required in policy SH9 of the SEP (CD51) to enable the relevant allocations to be adjusted over time, if necessary, following continuing sub-regional, as well as the Council's own, monitoring to provide the necessary flexibility in these respects.
- 4.168 In relation to retail, the anticipated growth will inevitably be responsive to demand over time, as the Council recognises in clarifying that the MDQ scheme is now considered unlikely to commence until the latter part of the plan period. Accordingly, the phasing and timing of implementation should be flexible and responsive to the outcome of ongoing monitoring in any event, as set out in para 7.2.9 of the CS. Although it would be inherently less flexible as a result, it is necessary to amend the figures in para 7.2.8 for consistency with changes to be made elsewhere in the CS by deleting "- 200,000" in line one, "- 82,000" in line three and "- 118,000" in line four.
- 4.169 Regarding transport, in a tightly constrained urban area the scope for flexibility is limited but I acknowledge the Council's point that if the local road system becomes too congested, especially at peak times, then other options, including peak spreading and increased use of the varied public transport system are available, at least for the short term. In other respects, I note that the Council has been recently operating a more flexible application of its current policy regarding financial contributions to infrastructure from new developments. This demonstrates a flexible response to the present economic difficulties and a helpful attempt to assist implementation/delivery in practice. Accordingly, I am content that the CS is sufficiently flexible to enable it to deal with changing circumstances, should it prove necessary.

Monitoring

Issue – Will the monitoring proposed be sufficiently comprehensive and informative to achieve its objectives ?

- 4.170 The monitoring framework set out in Table 3 has been designed to fit in with and complement that already undertaken by the Council (and others) in relation to the AMR, LAA (CD141), LTP (CD135) and the SCS (CD89). On that basis it is comprehensive and well suited to the task in principle. Taking into account the indicators listed, I am satisfied that it will provide clear arrangements for monitoring and managing the delivery of the strategy in accord with para 4.1.4 of PPS 12 and the Good Practice Guide (CD40).
- 4.171 In most instances it provides targets and/or identifiable outcomes that can be monitored over time, particularly once more specific objectives have been set out in subsequent DPDs in some cases. Acknowledging that there is inevitably an iterative element to monitoring, over time, the range of data to be collected should support an adequately informed analysis of the Council's progress in delivering the strategic objectives set out in part 3.3 of the CS. Nothing persuades me that this needs to be done more regularly than on an annual basis, especially in the light of the resource implications involved if it were otherwise.
- 4.172 In response to criticisms of the published version, the Council has suggested a number of minor changes to the wording in Table 3, all of which I endorse as helpful additions and/or clarifications. This is particularly so in respect of the modal split indicator relating to policy CS18 to be monitored against both the indicative targets set out in Table 1 of the Council's Transport Background Paper, as it is an important issue in relation to the local "reduce manage invest" approach relied on under that policy. There is nothing in principle against having two indicative targets as a form of sensitivity testing, providing that their individual sources are made clear and the expected and potentially different outcome if one or both are not met is explained in accord with the guidance in para 4.47 of PPS 12.
- 4.173 Regarding employment land and the concerns expressed about recent and continuing losses to other uses in the city, I am satisfied that the local indicator "% of existing employment land redeveloped to other uses" should provide the necessary data for that issue to be re-addressed should it become apparent that policy CS7 is not operating as intended to minimise such changes, alongside Core Output Indicators BD1 and BD3.
- 4.174 At the examination it was agreed that it would be sensible to clarify in the text that the local indicator about P + R sites under policies CS18 and CS19 was intended to relate to the delivery of separate sites on the western, northern and eastern approaches to the city and I recommend accordingly. This would help to reinforce the

intention of the Council and its neighbouring authorities to address the potential impacts of new development in the sub-region on both the strategic and local road networks on a comprehensive basis over the plan period.

Implementation (Delivery Strategy)

Issue – Are the implementation mechanisms identified sufficient and suitable to achieve their objectives ?

- 4.175 The delivery strategy in part 7 of the CS takes its cue from the guidance in para 4.4 of PPS 12 in providing the necessary evidence of the commitment of service providers and the co-ordination role of the Council in delivering the strategy. It is a matter for the Council at a later date, rather than as part of this CS, whether or not they seek to introduce a CIL scheme in the future. Otherwise, the required mechanisms to deliver the strategy are identified, including the GIS, together with the relevant housing, employment and retail targets (although the latter needs some minor amendments to para 7.2.8 to clarify the most recent estimates/expectations for the city centre).
- 4.176 As the implementation of the strategy does not entirely rely on only one or just a few major development sites coming forward as planned, it is potentially more flexible and in this sense also inherently more robust than if this were not the case, particularly in the light of the prevailing economic conditions at the start of the plan period. There are clearly some outstanding issues remaining to be resolved in detail during the "next stage" DPDs, but more detailed technical information will be available at that time, in terms of both specific flood risks through the SFRA2 and likely impacts on the strategic and local road networks arising from new developments.
- 4.177 Overall, I consider that the delivery strategy set out provides a suitable framework for the more detailed analysis to be undertaken at that next stage. There is also strong and clear evidence of a coordinated sub-regional approach to delivery across South Hampshire, involving all the main public agencies, that is not always present elsewhere to bolster that assessment. This evidence of joint working with neighbouring authorities and consideration of cross border issues, for example in relation to the mitigation measures arising from the GIS and providing a realistic prospect of implementation over the long term, reinforces my judgement in this respect. Moreover, I am satisfied that there is sufficient information in the schedule to have confidence that the main relevant risks to implementation have been acknowledged.
- 4.178 There are therefore reasonable prospects that, on a city wide basis, the infrastructure necessary to support the target growth levels either exists, is being or can be provided from the resources identified. I am therefore able to conclude that, with the inclusion

of the minor changes proposed by the Council at submission stage, sufficient and suitable implementation mechanisms have been identified so that, overall, the delivery strategy is sound.

5 Minor Changes

- 5.1 The Council proposed numerous minor changes to the published DPD in order to clarify, correct and update various parts of the text. Although these changes do not address key aspects of soundness, I endorse most of them on a general basis in the interests of clarity and accuracy.
- 5.2 I endorse all of the Council's "Corrections" (Part 1 of CD73) to the text of the CS as minor amendments that do not alter the intent or meaning to any material extent and all should be included in the adopted version of the document. I also endorse and formally recommend for inclusion in the adopted version all of the Council's "Minor Text Changes/Points of Clarification" (Part 2 of CD73) for the same reasons with the following exceptions.
- 5.3 3.3.1 (S20) p.16 in addition to the replacement wording suggested by the Council, the word "avoid" should be included here rather than just a "reduce and mitigate" approach in accordance with the representations of the EA and for consistency with national guidance in PPS 25 as acknowledged by the Council during the examination.
- 5.4 4.3.1 p.20 the suggested replacement wording of the second paragraph relating to the Port should read as follows: "The Port is preparing a Masterplan which will identify the actions required to intensify its uses within its existing boundaries in the short and medium term and also the preferred options for any future expansion on land outside the City in the longer term.". This wording is slightly clearer and avoids unnecessary duplication.
- 5.5 4.4.17 p.26 as well as the new paragraph (4.4.18) proposed by the Council, that I endorse in Section 6, the words "following a local Flood Risk Assessment (SFRA 2)" should be added to the end of the extra text for consistency with other changes and to reflect that this work is already underway on behalf of the Council and in conjunction with the EA.
- 5.6 4.6.2 p.36 –In the first bullet point all the words ""smart growth" (increased prosperity whilst reducing its ecological footprint)" should be added after "promoting", to more accurately reflect regional policy in the SEP, as the Council now suggests. The addition of "Broadly," to the start of the second sentence of the third bullet point is endorsed.
- 5.7 CS9 p.39 in addition to the amended wording put forward by the Council for the first part of the policy, the words "as defined on the Proposals Map" should be added at the end of the second sentence to assist clarity and provide certainty as to the extent of the Port's operational land boundaries.

- 5.8 CS13(6) p.46 the addition to point 6 should read ", green infrastructure".
- 5.9 CS15 p.47 the Council's proposed changes to part 2 of the policy would not fully address the criticisms made about the lack of clarity as to what is actually intended in the original version, as acknowledged at the examination. Accordingly, part 2 should be re-worded as follows: "on an alternative site, where provision would result in a more effective use of available resources or would meet an identified housing need, such as providing a better social mix and wider housing choice.". This clarifies that there is no intention by the Council (or anyone else) to seek any enhanced affordable housing provision in circumstances where it might be more appropriate to make the necessary contribution somewhere other than the application site itself.
- CS16 (2) p.51 the suggested change, replacing one qualification 5.10 to part 2 of the policy with another would not fully address the full range of concerns expressed in representations regarding the application of this criterion to new development schemes in practice. In the light of those representations and the relevant debate at the examination, I consider that the suggested change should in fact be an addition to the criterion so that it reads "No net loss of family homes on sites capable of accommodating a mix of residential units unless there are overriding policy considerations justifying this loss.". Such wording would make it clear that part 2 would not apply to sites that are not reasonably or realistically capable of providing a mix of size and type of new housing units, due to factors such as size or other significant constraints. It would also be consistent with the Council's suggested addition to add a new second sentence to para 5.2.11 to the effect that there may be some exceptions to this requirement that are justifiable in local policy terms.
- 5.11 CS18 (10) p.55 the Council's suggested change from "major" to "larger" would reduce clarity and certainty, as no definition of "larger" is provided, whereas a "major" development, as distinct from a "minor" one, is more easily understood in terms of the size of the scheme in relation to planning applications. The original wording should therefore be retained to provide more certainty as to when travel plans and transport assessments will be required, notwithstanding what is said in the earlier LPR (CD92).
- 5.12 Table 3 (CS13) p.87 for the reasons given in relation to policy CS13 above the second bullet point in relation to the delivery and monitoring of this policy is not necessary and it should therefore be deleted in the interest of consistency, particularly as it is not referred to as forming part of the relevant implementation/delivery mechanisms for this policy.
- 5.13 Throughout the document the Council also needs to amend all references to the "emerging" SEP to reflect the fact that it was

adopted in March 2009 and to change all references to the previously proposed "Development Control" and "Site Allocations" DPDs to refer instead to the "Site and Policies" DPD as now intended. Additionally, all references to "the Council" or "the City Council" should be standardised throughout as "the Council" for consistency.

6 Recommendations

- 6.1 The following changes are required to ensure that the CS is sound. I also endorse and formally recommend for inclusion all of the Council's proposed Soundness Changes (part 3 of CD73), albeit with minor changes of wording in some instances as referred to below.
- 6.2 Part 1.2 delete as no longer relevant.
- 6.3 Para 2.3.11 replace "It" with "A local, more detailed Flood Risk Assessment (SFRA2)" at the start of the second sentence.
- 6.4 Para 3.2.1 replace "at least" with "about" in second line of second bullet point.
- 6.5 Para 3.3.1 S8 replace text after "historic environment" with ", ensuring that designated sites are safeguarded. Historic conservation opportunities in new development will be maximised and local awareness of heritage issues raised.".
- 6.6 Para 3.3.1 S20 replace "a" with "an avoid".
- 6.7 Para 4.1.2 add "avoidance may not be appropriate and" before "mitigation" in line 4 of the third bullet point.
- 6.8 Para 4.3.1 City Centre add "At least" at the start of the second bullet point. Replace "at least" with "About" at the start of the third bullet point and add "comparison" between "new" and "shopping".
- 6.9 Para 4.3.1 replace second and third paras with new text as in Annex 4 to this report and move to after "The Port, Employment Sites and Areas".
- 6.10 Para 4.3.1 omit last sentence under "Supporting Health and Education".
- 6.11 Page 22 replace maps 2 and 3 with versions in Annex 3 to this report to correct errors and to include the actual boundaries of the "Suburban Neighbourhoods" identified in para 4.3.1.
- 6.12 Policy CS1 part 2 delete "- 200,000". Move last para of policy to be new second sentence of the first para.
- 6.13 Policy CS2 reword third para of policy as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report.
- 6.14 Policy CS2 reword last two paras of policy as follows: "Subject to ongoing monitoring, the need for retail expansion of the primary shopping area in the major development quarter is unlikely to occur before 2016 at the earliest. Development adjacent to the primary shopping area within the major development quarter may include a

- mix of uses but will not be permitted if it is likely to prejudice the provision of the required retail development in that location.".
- 6.15 Policy CS2 amend para 4.1.4 first and fourth sentences as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report.
- 6.16 Amend Table 1 in accordance with new part 2 of policy CS1 by deleting higher ranges under parts b) and d) and in relation to both West Quay 3 and Bargate/Hanover Buildings/Queens Way to reflect the latest evidence in the 2009 DTZ study (CD 151 Table 4.1).
- 6.17 Policy CS3 delete "Public Houses/Café" from line 5 of para 8.
- 6.18 Policy CS4 delete "up" from the words in brackets at the end.
- 6.19 Policy CS5 replace "The appropriate levels of density are" with "The net density levels should generally accord with" above table.
- 6.20 Policy CS5 replace "best" with "efficient and effective" in part 6.
- 6.21 Policy CS5 para 4.5.24 add new sentence at end "The PTAL map will be updated as appropriate.".
- 6.22 Policy CS6 omit "approximately" in line 1 of part 1, add new second bullet point "Promoting key sectors and their supporting infrastructure" and add new para 4.6.2a after 4.6.2, all as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report.
- 6.23 Policy CS7 omit criterion 2e) and para 4.6.8.
- 6.24 Policy CS8 replace "approximately" with "at least" in line 1.
- 6.25 Policy CS8 replace "permitted" with "acceptable in principle" in line 1 of para 3.
- 6.26 Policy CS8 para 4.6.13 omit second sentence.
- 6.27 Policy CS9 reword para 1 as follows: "The Council will promote and facilitate the growth of the International Gateway Port of Southampton. Within the city operational port growth will take place within the existing port boundaries to be defined on the Proposals Map.".
- 6.28 Policy CS10 para 4 line 1 replace "significant" with "major".
- 6.29 Policy CS11 move last para of policy wording to the Glossary under "Community Facility".
- 6.30 Policy CS12 add "Development proposals should follow the approach to European sites set out in the Core Strategy (5.4.21 –

- 5.4.23" at the end of para 4.81 as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report. (For clarity this change is in addition to those suggested by the Council to paras 4.8.1 and 4.8.2 and endorsed above under Minor Changes).
- 6.31 Policy CS13 part 5 replace all after "as set out in" with "the City Centre AAP and the Sites and Policies DPD (see also CS12)".
- 6.32 Policy CS13 delete the last para of the policy.
- 6.33 Policy CS13 para 5.1.4 delete all after "principles" and replace with "and on appropriate locations for new landmark or tall buildings will be provided in the City Centre AAP and Sites and Policies DPD.".
- 6.34 Policy CS14 add "from inappropriate development" after "safeguard" in line 1. Replace "Buildings" with "Heritage" in last line of last para and move from policy to be last para of supporting text as new para 5.1.11.
- 6.35 Policy CS15 add "net" after "15 or more" in para 1 and after "5 14" in para 2 and replace "total" with "net" and add "new" before "housing" in para 4 of policy.
- 6.36 Policy CS15 criterion 1 replace all after "and" in line 1 with "distributed across the development as much as is reasonable and practical to create a sustainable, balanced, community.".
- 6.37 Policy CS15 criterion 2 replace all after "result in" in line with "a more effective use of available resources or would meet an identified housing need, such as providing a better social mix and wider housing choice.".
- 6.38 Policy CS16 delete "seek to" from first line of policy.
- 6.39 Policy CS16 add "unless there are overriding policy considerations justifying this loss" at the end of part 2.
- 6.40 Policy CS16 reword first line of para 3 of policy as "The requirements in points 1 3 above do" rather than "The requirement in point 1 above does".
- 6.41 Policy CS16 delete last para of policy.
- 6.42 Policy CS17 replace "another Development Plan Document" with "the Sites and Policies DPD" in first line of policy and add the same words in replacement for "the Site Allocations DPD or another DPD" in line 7 of para 5.2.17.
- 6.43 Policy CS18 para 5.3.1 add "own" before "transport" in line 3.

- 6.44 Policy CS18 para 5.3.7 replace "kept under review" with "an important input to the City Centre AAP and Sites and Policies DPD. This will also identify costs, phasing with development, funding sources and responsibility for delivery associated with mitigation measures. Developments coming forward in advance of this study must assess their impacts on the strategic and local road networks and identify where mitigation is necessary, for which developer contributions will be sought.".
- 6.45 Policy CS19 para 5.3.10 add "and will be updated as appropriate" at the end.
- 6.46 Policy CS19 para 5.3.13 add "which will be identified through further study as set out in para 5.3.7 above" at end of penultimate sentence.
- 6.47 Policy CS20 part 3 line 2 replace "other planning documents" with "the City Centre AAP and the Sites and Policies DPD.".
- 6.48 Policy CS20 para 5.4.2 line 6 replace "2026" with "2019".
- 6.49 Policy CS21 delete "seek to" from first line of policy.
- 6.50 Policy CS21 add "and help deliver new open space both within and beyond the city" after "spaces" in line 2 of the policy.
- 6.51 Policy CS22 part 5 add "provisions for" at start of second line of third para and delete "for" from the end of the second line.
- 6.52 Policy CS22 move para 4 of policy to Glossary as "Green Infrastructure".
- Policy CS22 add to start of para 5.4.21 as follows: "The Core Strategy has been subject to assessment in relation to Regulation 85 of the Habitats Regulations to ensure that the proposals it contains will not lead to any adverse effect on the integrity of any European sites. This process has influenced the development of strategic options and the proposals to mitigate recreational pressures on designated sites. The Council recognises that additional growth in the city, in combination with growth in neighbouring areas, could, without appropriate management and mitigation, lead to adverse effects upon the European sites. The Council commits to working with partners in the sub region to develop and implement a strategic approach to protecting European sites. This approach will consider a suite of mitigation measures, including adequate provision of alternative recreational space and support via developer contributions for access management measures within and around the European sites.".
- 6.54 Policy CS23 reword as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report.

- 6.55 Policy CS23 delete para 5.4.22 and replace with 8 new paras (5.4.22 5.4.29) as per Council Soundness Changes (part 3 of CD73) as in Annex 2 to this report.
- 6.56 Policy CS23 add in Flood Risk maps 2009 and 2115 as new Appendix 3 (see Annex 3 of this report) and renumber accordingly.
- 6.57 Policy CS24 move para 5.5.3 to second para of policy wording (and renumber 5.5.4).
- 6.58 Policy CS25 para 3 delete "required in association with the development" and add "directly related" between "towards" and "measures".
- 6.59 Policy CS25 para 5.6.3 add "the City Centre AAP and the Sites and Policies DPD" after "Local Transport Plan" in line 7.
- 6.60 Policy CS25 para 5.6.4 delete second sentence and add "in Circular 05/2005" at end of the first sentence. Replace "The Bill" with The Planning Act 2008" at the start of the third sentence.
- 6.61 Policy CS25 para 5.6.5 add "within and outside the city" after "used" in line 1 and "22" after "21" in second part of the table below.
- 6.62 Key Diagram para 6.1.2 replace all after "importance" in second sentence with "and the City Centre AAP and MDQ boundaries".
- 6.63 Key Diagram replace with new version as in Annex 3 to this report.
- 6.64 Para 7.2.8 delete "- 200,000 in line 1 "- 82,000" in line 3 and "- 118,000" in line 4.
- 6.65 Table 3 p. 90 fourth local indicator for policies CS18 and CS19 add "- one each on the western, northern and eastern approaches to the city".

7 Overall Conclusions

7.1 I conclude that, with the amendments I recommend, the Southampton Core Strategy satisfies the requirements of s20(5) of the 2004 Act and meets the tests of soundness in PPS 12.

Nigel Payne

INSPECTOR

Annex 1 - Abbreviations

AA - Appropriate Assessment

AAP - Area Action Plan

AMR - Annual Monitoring Report

CD - Core Document

CDS - Coastal Defence Strategy

CIL - Community Infrastructure Levy

CS – Core Strategy

DPD - Development Plan Document

DPH - Dwellings per Hectare

EA - Environment Agency

EH - English Heritage

GIS - Green Infrastructure Strategy

HA – Highways Agency

HCC - Hampshire County Council

HIA - Health Improvement Assessment

HRA - Habitats Regulations Assessment

LDS - Local Development Scheme

LPR - Local Plan Review

MDQ - Major Development Quarter

NE - Natural England

NFCS - New Forest Core Strategy

NFNP - New Forest National Park

P + R - Park and Ride

PPG - Planning Policy Guidance

PPS – Planning Policy Statement

PSA - Primary Shopping Area

PTAL - Public Transport Accessibility Level

PUSH - Partnership for Urban South Hampshire

RDG - Residential Design Guidance

RSS - Regional Spatial Strategy

SA - Sustainability Appraisal

SCS - Southampton Community Strategy

SDA – Strategic Development Area

SEA - Strategic Environmental Appraisal

SFRA - Strategic Flood Risk Assessment

SPD - Supplementary Planning Document

SPG - Supplementary Planning Guidance

SEP - South East Plan

SHLAA - Strategic Housing Land Availability Assessment

TVBC - Test Valley Borough Council

UCS - Urban Capacity Study

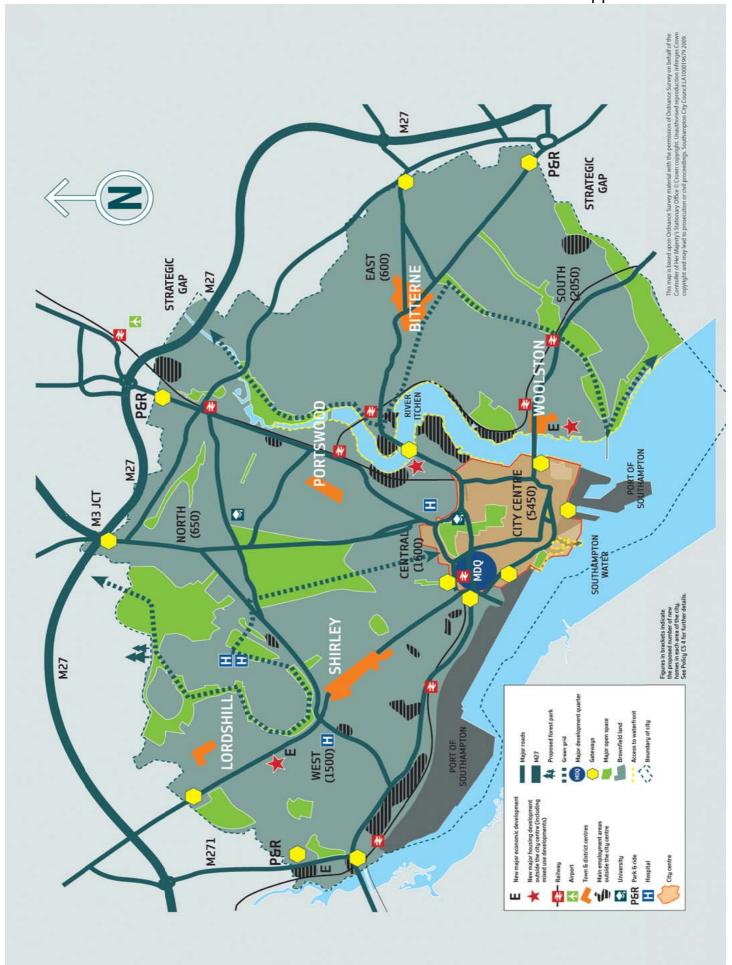
Annex 2 - Schedule of Changes put forward by the Council

Annex 3 - Revised Key Diagram and Maps

Annex 4 - Council's New Text for Para 4.3.1

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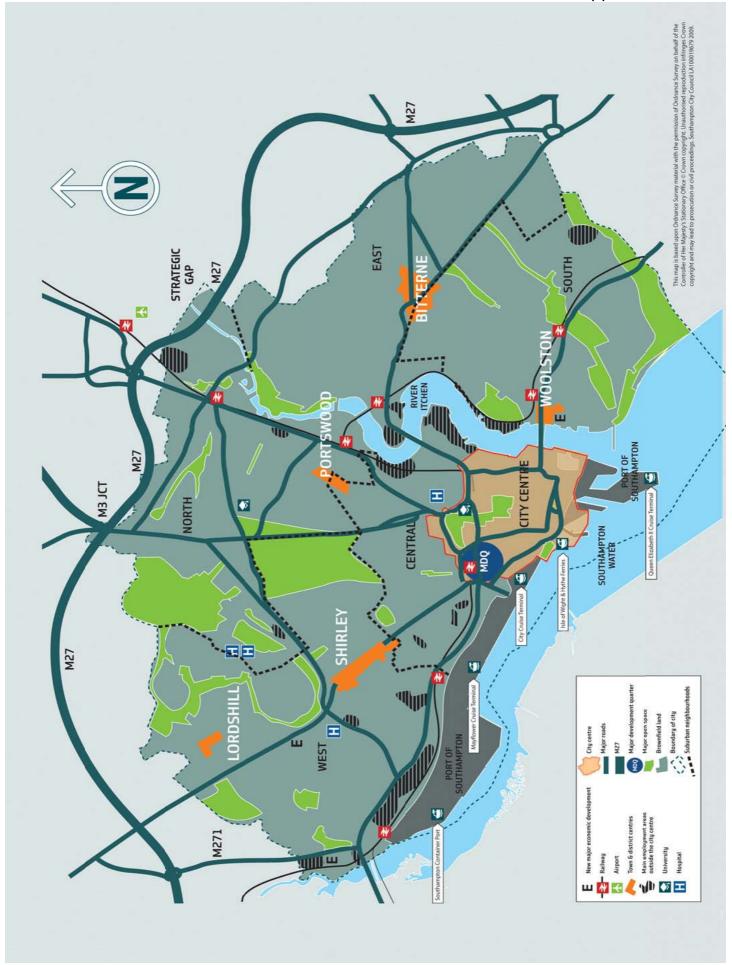
Appendix 6

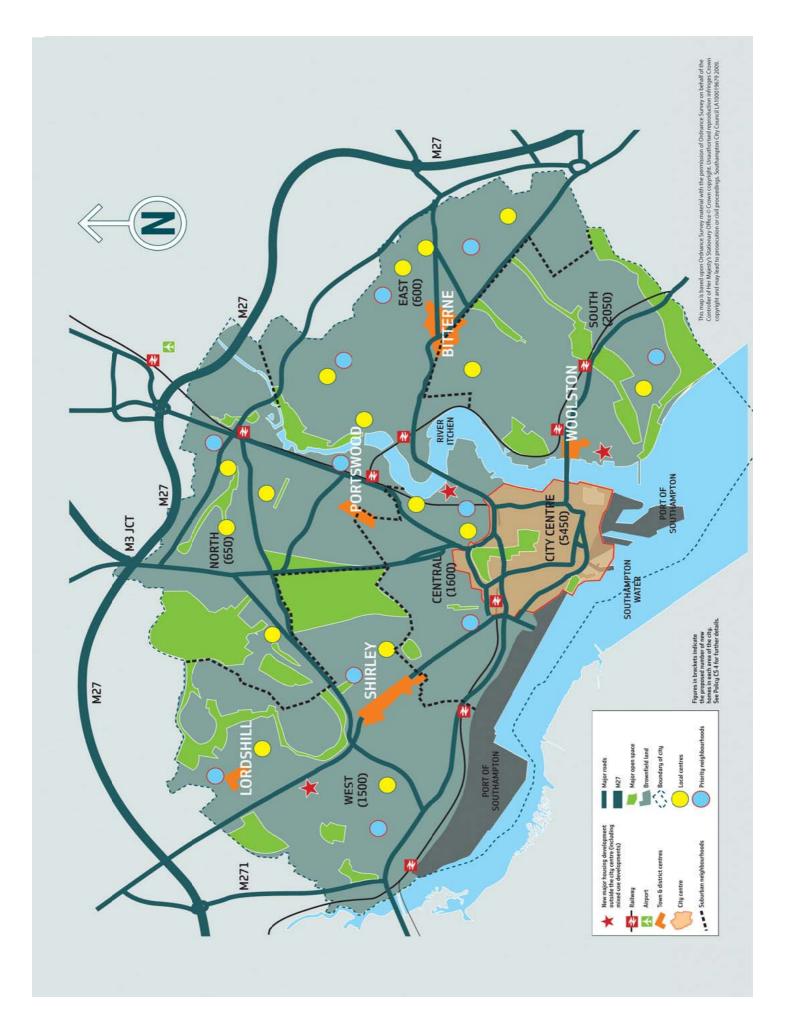




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Appendix 7





Appendix 8

Amendments to 'Strategic Approach' section under 4.3 Spatial Strategy

Proposed change:

Combine together the bullets on Town/District Centres and Residential Neighbourhoods into a new 'Suburban Neighbourhoods' bullet as follows (to be positioned after the bullets on the City Centre and the Port, Employment Sites and Areas):

Suburban Neighbourhoods

Outside the city centre approximately 6,400 new homes will be dispersed through the residential neighbourhoods. Smaller scale offices, retail, leisure and other facilities and services for residents will be supported and enhanced in Shirley town centre and the designated district centres. Local services and shops will generally be directed to the local centres, whilst individual shops and local services such as doctors, schools and community centres will be encouraged throughout the neighbourhoods. The Council's Estates Regeneration Programme will also provide additional homes in safe, attractive neighbourhoods, by redesigning parts of some Council-owned housing estates. The Building Schools for the Future Programme and the two new Oasis Academies will also contribute to sustained investment in these neighbourhoods.

The spatial strategy divides the city (outside the city centre) into five broad areas, along ward boundaries, with each containing a number of wards and suburban areas. Maps 2 and 3 show the boundary of these broad areas and key features associated with them.

The planned approach in each of these five suburban areas is summarised below:

- Central Incorporating Bargate, Bevois and Freemantle. This area sits adjacent to the city centre and includes industrial wharves facing onto the River Itchen and the operational port land to the south at Southampton Docks. An additional 1600 homes will be provided in the Central area. These include the mixed use scheme at the New College site on the Avenue (under construction), the development of the mixed use, riverside site at Meridian/Drivers Wharf and the residential Wickes site. The New College scheme also includes significant new commercial office space.
- North Incorporating Portswood, Swaythling and Bassett. This
 area incorporates the Portswood District Centre, the mature suburbs
 forming the northern fringe of the city and the main campus of the
 University of Southampton. Around 650 new homes will be provided in
 the North area. The major employment site of Fords will be
 safeguarded for employment use. The redevelopment of the bus depot
 provides an opportunity to enhance the range of facilities at Portswood

District Centre. At the University, the planned Maritime Centre of Excellence is being developed with Lloyds Register to become a centre for innovation, research and education in maritime disciplines and engineering.

- South Incorporating Woolston, Peartree and Sholing. This major residential area to the east of the River Itchen is served by the Woolston District Centre (as well as by Bitterne District Centre). The area contains a number of riverside marine employment sites, some of which will provide a focus for redevelopment and regeneration over the plan period. In all, this area will provide some 2,050 new homes, mostly within the major mixed use development on the Woolston riverside. This scheme (Centenary Quay) will transform this section of Southampton's waterfront, creating a rich mix of places with a new civic square, public gardens and a riverside walk. The plans for Centenary Quay include around 1400 new jobs, incorporating new marine employment, more than 1600 new homes, a hotel, offices, a supermarket and a range of community facilities.
- East Incorporating Bitterne, Bitterne Park and Harefield. This residential area forms the north eastern portion of the city, lying to the east of the River Itchen. It contains the Bitterne District Centre. Around 600 new homes are planned for this area. The Estate Regeneration Programme will have a direct impact on this locality (particularly in Thornhill), as well as the redevelopment of the Eastpoint Centre and a new campus for the Oasis Academy at Mayfield. The area will also benefit from investments to improve the eastern access to the city centre, providing improved connections to the planned Strategic Development Area at Hedge End (outside of the city).
- West Incorporating Shirley, Millbrook, Redbridge and Coxford. This area includes extensive residential neighbourhoods, most of the port of Southampton and three major hospitals (Southampton General, Princess Anne and Western Community Hospitals). The West area is served by Shirley Town Centre and, to the north, the Lordshill District Centre. An additional 1,500 homes are planned in the West area, partly through a major housing development on the Ordnance Survey site. A masterplan is to be prepared for potential redevelopment and regeneration in the Lordshill area (including the current Oaklands school site). A major new school campus, with a range of associated facilities, is planned for the Oasis Academy at Lordshill. This area will also benefit from the city's Estates Regeneration Programme, with major public housing estates at Millbrook and Redbridge. There will be sustained investment by the Southampton University Hospitals Trust in the further development of the regional and local heath facilities at the Southampton General Hospital/Princess Anne Hospital campus.

<u>Southampton City Council Core Strategy Development Plan Document:</u> <u>Final Report - Addendum 23rd November 2009</u>

Further minor amendments to the Core Strategy

Section of the document	Suggested change	Why change should be made
Policy CS 1	In second paragraph of the policy amend 'North-South Spine' to read 'QE2 Mile' and in Table 3 in	Since the Core Strategy Examination the Council has renamed this spine road following a public
	·	
	chapter 7.	competition. This does not apply to any
D II 00 0		references to the North-South Spine SPG.
Policy CS 8	In this policy 'approximately' replaced by 'at least'	Should be changed to 'at least' to be consistent
	and 'at least' was added in front of the amount of	across the document.
	office floorspace in para 4.3.1. However,	
	'approximately' still referred to in:	
	 policy CS I, point 3 	
	 the reference to policy CS 2 in Table 3 in 	
	Chapter 7	
	the text in para 7.2.5.	
	In order for consistency 'at least' should be added	
	to the second bullet point in para 3.2.1 and in	
	Table 3 Key Indicators below CS 9?	
Para 4.8.3	3 rd sentence referring to the City Centre	The Characterisation Study has now been
	Characterisation Study should be amended to	completed and the final document received.
	read "The key views to and from the city centre	
	have been identified in the City Centre	
	Characterisation Study which has been	
	undertaken for the City Centre Action Plan."	
Para 5.1.8	Amend 'Buildings at Risk Register' to read	The change to add new paragraph 5.1.11 has

	'Heritage at Risk Register'.	amended 'Buildings at Risk Register' to read 'Heritage at Risk Register' so this should be changed in the existing text too.
Para 5.4.4	Delete 2 nd sentence.	Not necessary to include now the Core Strategy is about to be adopted.
Throughout document	All references to the Sites and Policies plan should be changed to Sites and Policies DPD and all references to the City Centre AAP should be changed to City Centre Action Plan.	Need consistency throughout document to references to City Centre Action Plan and the Sites and Policies DPD. Following changes there is a lack of consistency as in some changes the City Centre Action Plan is referred to the City Centre AAP. In Table 3 & the Appendices the City Centre Action Plan is intentionally abbreviated to CCAP.
Throughout document	Addition of new or deletion of paragraphs means that paragraph numbers need to be renumbered to run sequentially. Also new paragraphs such as 4.4.17a need to be renumbered to fit in with sequential numbering. Also need to ensure cross referencing is accurate where paragraph numbers may have been changed.	In order to ensure paragraphs numbering is sequential and to ensure accuracy of cross-referencing.
Throughout document	Formatting of document is same across document e.g. bullet points are same style.	To ensure consistency across document.
Chapter 7, Table 3 CS 2, indicators	Delete reference to 200,000 sqm comparison retail floorspace.	As this figure has now been deleted from policy CS 1 then it should be deleted from the monitoring table to be consistent.
Chapter 7, Table 3 CS 10	Reference to 'significant developments' should be changed 'major developments'.	The wording of the policy has been changed from 'significant' to 'major' so the monitoring table should be amended to be consistent.
Chapter 7, Table 3 CS 15,	Add CCAP in Implementation/delivery	These policies will be delivered by both the Sites

16, 22 & 23	mechanisms column.	& Policies DPD and the CCAP. The revised wording of policy CS 23 refers to the CCAP.
Chapter 7, CS 16 and Appendix 3, H12	Delete reference to Family Homes SPD	The adopted Core Strategy policy CS 16 supersedes this SPD.
Glossary	Reference to SEERA should be updated	With the demise of SEERA need to reflect the updated position.
Appendix 1, Graph 1	Dates in heading should be changed to read '2003 – 2026' instead of '2001 – 2026' to reflect dates in graph.	The date was not updated from earlier versions of the Core Strategy.
Appendix 3, Local Plan Review Policies to be Replaced by Core Strategy Policies	Reference to strategic gaps in the table and the note at the end of the table should be deleted.	This needs to be deleted to reflect the current position.
Appendix 4, Background papers and surveys	Update references to status of documents e.g. Green Spaces Strategy.	The final versions of draft documents have now been published e.g. Green Spaces Strategy has been approved by the Council.

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