



**BASSETT  
NEIGHBOURHOOD  
DEVELOPMENT  
PLAN**

**FINAL VERSION  
JULY 2016**

## FOREWARD

### NATIONAL PLANNING POLICY FRAMEWORK

***‘Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics’*** (National Planning Policy Framework 2012 – Section 7, paragraph 58).

### THE OBJECTIVE OF THIS NEIGHBOURHOOD PLAN

This Neighbourhood Plan seeks to address the challenges that a vibrant community will place on the area. It will outline the vision and aspirations of the local community in maintaining the distinctive, spacious but urban character of the area, whilst taking into account the demands for development.

Bassett is renowned for its green spaces and abundance of trees, which encourage a large variety of wildlife. We look to encourage all sections of society into the area, particularly growing families.

The plan accepts that there will be development and change, and seeks to ensure this is to the benefit of both the area and its residents.

The plan is designed to run from 2014 for 15 years to 2029 and should be reviewed every 5 years to ensure it is up to date and takes full account of the National Planning Policy Framework, other planning legislation, the Council’s Local Development Plan and additional supporting documents.

The boundaries and area covered by this Plan and the Bassett Neighbourhood Development Forum that developed the Plan have both been formally agreed following public consultation.

Under the Localism Act 2011 and in conformity with the Neighbourhood Planning (General) Regulations of 2012, I submit this Bassett Neighbourhood Development Plan on behalf of the residents of Bassett Ward and the Residents Associations and groups who have worked exceedingly hard over the last two and a half years consulting on and preparing this plan.

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## **1. PRODUCTION OF THE PLAN**

- 1.1 The plan was commenced, after publication of the Localism Bill, in August 2011 following consultation and meetings with local residents and residents associations.
- 1.2 Following an agreement to proceed with the plan, a committee was formed and a constitution formulated and published. It was to be known as the Bassett Neighbourhood Development Forum.
- 1.3 This Forum, "The Qualifying Body", formed a Steering Committee to co-ordinate consultations and to produce the draft plan.
- 1.4 From the outset the residents of the Bassett Ward of Southampton City have produced the overall plan with community involvement. The process has been overseen and assisted by the Ward Councillors, one of whom acted as the Chairman of a Steering Committee.
- 1.5 The Steering Group committee consisted of the chairman and/or secretary of each Residents Association in the Ward and other residents who expressed an interest in attending the steering committee meetings. It was agreed that this steering committee should consist of no more than 30 members.
- 1.6 This steering committee met approximately every two months to collate views, share information and keep updated with progress over a two year period from August 2011 to August 2013.
- 1.7 The Ward was divided into areas for the purpose of consultation and followed the boundaries of Residents Associations (see Figure 4 on page 32).
- 1.8 The Residents Associations were responsible for the consultation with their residents and formulation of individual draft plans for their specific area. The Residents Associations consulted residents by a variety of methods, including public meetings, individual letters to home addresses, one-to-one meetings with residents, circulars and leaflets, plus newsletters.
- 1.9 Where there was an area with no established Residents Association, community involvement was initiated by a local Councillor. All the residents in these areas were contacted with at least two letters of explanation, plus requests for views, surveys, and many by personal contacts over this period of two years.
- 1.10 The views expressed, feedback forms and other replies received were all taken into account when formulating the plan. The annex to the plan describes the characteristics of the different areas within Bassett and the rationale for the densities defined on the density map (see Figure 2 on page 12). This material does not form part of the plan's policies but is included in this document so as to provide background information.
- 1.11 We are confident that there was comprehensive community involvement of a high standard and that all households in Bassett Ward have been contacted and encouraged to give their comments and views, by a variety of means, including meetings, letters, electronic and personal contact and surveys. Most Residents Associations also used web pages to assist in the circulation of views.
- 1.12 Also consulted were Southampton University, Local Businesses, Churches, Schools, and Landowners; their views and comments have been included in the supporting documents.
- 1.13 Southampton City Council's Planning and Development Division was consulted throughout the plan process and had an opportunity to comment on the plan and its supporting documents.

- 1.14 The evidence to support the plan has been taken from the information supplied by Residents Associations and Councillors' consultations with all the residents of the Ward. In addition, the evidence to support the plan is in general accordance with the National Planning Policy Framework, Southampton Local Plan, Southampton Core Strategy, Bassett Avenue Development Control Brief, and statistical information from various official sources and surveys. All the evidence referred to is available in the supporting documents and their appendices.
- 1.15 The steering group committee is satisfied that all the residents in the area covered by the proposed Neighbourhood Development Plan in the Bassett Ward had an opportunity to comment on and contribute to the plan over a period of 30 months and that all their comments were recorded and discussed by the various Residents Associations or Councillors. These are included in the appendices to the supporting documents and where relevant were considered for inclusion in the plan.
- 1.16 The designated Neighbourhood Area for the Bassett Neighbourhood Development Plan, and the Bassett Neighbourhood Forum, including the Constitution, following proper community involvement and agreement by the Local Planning Authority, were finally agreed and published for public consultation on 6 September 2013.

## **2. OVERVIEW AND DEMOGRAPHIC PROFILE OF THE AREA**

### **SOUTHAMPTON CITY**

- 2.1 Southampton City as a whole covers 52 sq km and comprises over 98,000 homes (2011 Census).
- 2.2 Southampton City has twice the national average of privately rented accommodation (including well over an estimated 9,000 Houses in Multiple Occupation) and below the national average number of owner occupied homes. There is also a higher proportion of council homes, which equates to 1 in 6 homes or 17%, compared with 10% nationally.
- 2.3 Statistically, flats and maisonettes comprise 39.9% (20% nationally), terraced houses 21.1% (24.5% nationally), and semi-detached and detached houses 38.9% (53% nationally). (All figures taken from the 2011 Census).
- 2.4 The latest City population figure is 236,900 (2011 Census). This figure includes 41,500 Student population (University figures), and a high recent immigrant population estimated at over 30,000. (Southampton City Figures 2013).

### **BASSETT WARD**

- 2.5 Bassett Ward is the most northern ward in Southampton, bounded by Swaythling to the East and Coxford to the west, the M27 Motorway to the north and Burgess Road, the Common and the University of Southampton to the south.
- 2.6 The Ward has a population of 14,841, which is predicted to rise to 15,453 by 2020 (Hampshire County Council Small Area population Forecasts (SAPF) 2014). Of this population, the 2011 Census statistics show that nearly 22.9% of the population of Bassett are between 18 and 24 years old and is the 5<sup>th</sup> ranked ward in Southampton in terms of the population in this age category. It is the northern gateway and main route into Southampton via the M3 and A33 and is an area of contrasts. The western side of the Ward, such as Hollybrook and Dale Valley, has developed as semi-detached and terraced family houses in a tight-knit community as has the Eastern side, the Flowers Estate. The central part has developed as larger detached family houses and a large amount of open space such as the Outdoor Sports Centre and Southampton City Golf Course on the north western side, with the north east side being residential houses and a large number of bungalows. More recently, the change of use of many smaller houses

to HMOs near the University of Southampton, and some near the Southampton General Hospital, has significantly altered the character of some parts of Bassett Ward.

- 2.7 Much of the area of Bassett was previously heathland with wooded areas, some open spaces and an arboretum. This legacy now gives Bassett a unique setting and character provided by the trees and undulating terrain. The original builders and developers took great care to work with the natural landscape features and included extensive tree planting in their development plans. The trees are a particular feature, notably magnificent Redwood, Sweet Chestnut, Cedar, Oak, and Western Hemlock. Much of the wooded and open areas remain, notably Daisy Dip, Southampton Golf Course, the Outdoor Sports Centre and other smaller copses, with the Common on the southern boundary.
- 2.8 The central area of Bassett was originally developed with large properties but most of these estate properties have been further developed into areas of family housing and flats. These developments include for example, Brampton Towers, a 14-storey high rise block of apartments, and large enclosed developments such as Providence Park, which now provides some 76 flats and houses, and Newitt Place, a mixture of flats and town houses, as well as areas of large family houses.
- 2.9 More recently, many of the family houses, particularly the family houses at the southern end of the Ward, have been converted to Houses of Multiple Occupancy (HMOs). Based on the Housing Condition Survey 2008 (CPC 2008), and as quoted in section 5.3 of Houses in Multiple Occupation Supplementary Planning Document (Adopted March 2012), approximately 10.4% of the family housing stock in Bassett were HMOs. These figures are based on old statistics and numbers have risen significantly over the last 6 years. In the Flowers Estate, for example, in a small area of five roads with about 150 houses, a visual survey by local Councillors in 2013 recorded that there appear to be 80 unregistered HMOs. It is estimated by the local residents associations, that over the last 6 years the percentage of HMOs in Bassett Ward has risen nearer to 15%.
- 2.10 It is estimated that out of 6,219 residences in the Ward (Ward local statistics and voters register and Southampton City Statistics 2014), 2,397 are now flats and only 3,822 remain as houses, with some 15% of these now estimated as being HMOs leaving only 2,249 (36% as contrasted with 54% nationally) as actual family homes. This has now left the Ward and the City with a shortage of family homes, especially the larger type.

### **3. SUSTAINABILITY**

- 3.1 This Bassett Neighbourhood Plan supports sites for development, as outlined in the Southampton Local Plan, and has been subject to Strategic Environmental Assessment (SEA), Sustainability Appraisal (SA), and Habitat Regulations Assessment (HRA) screening, by Southampton City Council's Planning Policy Team.
- 3.2 The issue of sustainability has been considered at all stages of the consultation process and taken into account. The Ward does not contain sensitive natural or heritage assets that may be affected by the proposals in the plan; in fact the plan aims to conserve and enhance all the area's assets.
- 3.3 The Bassett Plan does not have any significant environmental effects that have not already been considered and dealt with through the Sustainability Appraisal and Strategic Environmental Assessment in the adopted Southampton Core Strategy and Local Plan Review.

#### 4. ECONOMIC SUSTAINABILITY

4.1 PUSH (Partnership for Urban South Hampshire) gives the following guidance.

***“Larger homes and high value homes: high-end industries will need to recruit or attract skilled and experienced managers and technicians, likely to be of reasonably mature ages and many with families. Access to high quality owner-occupied homes in a well-maintained public realm, with good social (schools, health) infrastructure is essential. This is primarily a planning and private sector concern, and local authorities will want to ensure that new developments are sustainable.”*** (PUSH Annual Market Monitoring Report – 2011 (May 2012))

4.2 Bassett is an area which is sought after by a diverse range of wealth creators including managers, professionals, technicians and a broad range working in other skilled and manual trades who seek larger and high value homes. It is important to retain and improve these areas of Bassett containing these types of property as they are, as stated by the PUSH Homes for Growth Survey 2007-2011.

4.3 In order to develop and maintain a strong sustainable economy in the City, new wealth creators and entrepreneurs need to be encouraged to live and work in the city, alongside the workforce, young growing families, students and young people.

4.4 To maintain and develop this environment for a diverse population there is a need to retain the present mix of housing and to actually try and support no net loss of family homes on sites capable of accommodating a mix of residential units unless there are overriding policy considerations justifying a loss of family homes. The plan supports the retention and provision of executive housing (4 bed or more family homes in larger plots so long this is consistent with other policies in this plan), many of which we have lost over the past few years by developers changing existing substantial dwellings on generous plots into HMOs and other high density development not characteristic of the locality. This has created a significant shortage of all types of family home especially the larger executive family homes (Core Strategy Policy CS16).

4.5 With proper control of development and the right safeguards on family housing stock, we can maintain and improve the area as a desirable family location, encouraging the business creators and entrepreneurs into the City. This will ensure it becomes more vibrant and wealthy. The Boldrewood campus, which has been redeveloped in partnership by the University of Southampton and Lloyds Register, was completed in 2014 and will bring in excess of 400 highly qualified staff to work in the area. This will benefit the area economically and has already created a healthy demand for high quality family houses.

#### 5. SOCIAL SUSTAINABILITY

5.1 The Plan notes the need to meet the housing needs of the area. However, Bassett has very little land left for development. Some land is identified in the Southampton Local Plan Review and Strategic Housing Land Availability Assessment (SHLAA) 2013. However, it is recognised that there may also be a continued demand for residential development on windfall sites.

5.2 A proportion of the older houses in the Ward may need replacing or re-developing. In such cases replacement or development should be done in such a way as to retain the character of the area having regard to, and be in general conformity with, surrounding housing densities as well as meeting the housing need.

5.3 Bassett Ward has over 34.7% of flats, maisonettes or apartments (2011 Census). By way of comparison the City-wide statistic is 39.9% and nationally it is 25%.



- 5.4 Residents of Bassett Ward consider that a higher percentage of these types of properties would unbalance the housing mix and impact on the sustainability of the family housing stock.
- 5.5 The plan therefore promotes development of family homes of quality and design of a high standard.
- 5.6 There are very few local shops, no doctor's surgeries, and public transport is restricted mainly to the main Bassett Avenue, Bassett Green, Winchester Road and Hill Lane.

## **6. ENVIRONMENTAL SUSTAINABILITY**

- 6.1 Trees, wooded areas and open spaces must also be protected to ensure the sustainability of wildlife and amenity space, which are important characteristics of the area. These natural assets are particularly evident at the City Golf Course, Outdoor Sports Centre, Bassett Woods and Daisy Dip. The retained policies of the Local Plan as well as Core Strategy Policies CS21 and CS22 help to protect these open spaces and their natural assets.
- 6.2 The use of sustainable sources of energy should be encouraged, and new developments should be as energy efficient as possible as mentioned in Core Strategy Policy CS13, whilst maintaining the character of the area.
- 6.3 There are several areas in the Bassett Ward that suffer from drainage problems and low water pressure. Dale Valley Road and Close has a small river known as Holly Brook. The brook is situated in Dale Valley Close and takes the surface water runoff from the City Golf Course and woods which run along the Outdoor Sports Centre and discharges further downstream but is prone to backing up after heavy rain. Chetwynd Drive has drainage problems of both foul and surface water and is prone to flooding where it runs towards the reservoir in Glen Eyre Road. The student accommodation site in Glen Eyre Road has small diameter pipework and takes both surface and foul water from this area.
- 6.4 Copperfield Road also suffered serious flooding following heavy rain in late 2013 and early 2014. This stemmed from surface water run-off from the surrounding area, natural springs and other drainage problems.
- 6.5 Providence Park has drainage problems as the drainage pipes running from the site to the mains is undersized for the number of residents it has to support. This causes back pressure on the systems, flooding houses in Holly Hill on lower levels.
- 6.6 Where there is new development or re-development every effort must be made to ensure the drainage is capable of coping with extra and peak flows.
- 6.7 Cycle tracks should be extended across the Ward. This is a matter that raised a lot of comment, especially along Bassett Avenue, and will be taken up by the Bassett Neighbourhood Forum as it cannot be adequately dealt with in this plan.

## **7. HOUSING SITE ALLOCATIONS**

- 7.1 The Local Plan (2006) identified housing allocations within the Bassett Ward. The 2013 SHLAA provides further assessment of the potential housing, which could be delivered within the Ward in helping to meet targets identified in the Core Strategy (2010).
- 7.2 In addition to the potential sites in the SHLAA, it should be noted that a new planning permission has been granted on a windfall site in Vermont Close (Old Council Depot) for 120 student flats.

- 7.3 This Neighbourhood Development Plan relies on higher tier development plans to determine the level and spatial distribution of future housing growth whilst this NDP focuses on policies to control development and protect the character of the area. Southampton City Council is currently in the early stages of preparing a new city-wide Local Plan which will identify future housing needs for the whole of the city.

## 8. NEW DEVELOPMENT

- 8.1 The inappropriate development of residential gardens where development would cause harm to the local area should be resisted as per the NPPF Section 6 paragraph 53, which states “**Local Planning Authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.**”
- 8.2 There is concern by residents, across the Neighbourhood Area, that there has been a loss of family houses over recent years.
- 8.3 Policy CS16 of the Southampton Core Strategy supports the retention of family homes whereby the Council aims to provide a mix of housing types and more sustainable and balanced communities such as through preventing the net loss of family homes on sites capable of accommodating a mix of residential units unless there are overriding policy considerations justifying this loss.
- 8.4 The Southampton Housing Needs Survey also justifies the need for family housing in the area. “**It is essential that this be addressed and that Bassett Ward does not lose any more family homes.**”
- 8.5 Applicants are expected to work closely with those directly affected by their proposals to evolve designs and take account of the views of the community.
- 8.6 Family houses are defined in Policy CS16 of the Southampton Core Strategy as dwellings of three or more bedrooms with direct access to usable private amenity space.
- 8.7 Family homes are referred to in this Bassett Plan. The definition of executive housing shall be identified as being of four bedrooms or more in larger plots, as defined by PUSH July 2012.
- 8.8 Areas shown on the map as low density areas within the Bassett Neighbourhood Plan are identified as containing mainly large family homes, and where development of these types of property is supported.

### POLICY BAS 1 – NEW DEVELOPMENT

1. **Development proposals which would provide a wide choice of high quality homes, particularly family houses, will be supported.**
2. **Development proposals should be in keeping with the scale, massing and height of neighbouring buildings and with the density and landscape features of the surrounding area.**

- 8.9 The number of family houses is well below the national average and there is a demand for these within the ward. Preference should therefore be given to increasing the supply of family houses, and prevention of the loss of existing family houses.

- 8.10 New development and development on windfall sites or in existing gardens should be undertaken in consultation with local residents. Good quality pre-application discussion enables better coordination between public and private resources and improved outcomes for the community. NPPF paragraph 189 states that the local planning authorities have a key role to play in encouraging other parties to take maximum advantage of the pre-application stage. They cannot require that a developer engages with them before submitting a planning application, but they should encourage take up of the pre-application service they offer and encourage applicants who are not already required to do so by law, to engage with the local community before submitting their application.

#### **POLICY BAS 2 – CONSULTATION**

**Proposers of development are encouraged to consult the local community and take note of the views expressed by local people and organisations before submitting an application for planning permission.**

### **9. WINDFALL SITES**

- 9.1 Apart from the SHLAA sites identified above, other new development in the Bassett Ward is anticipated to be from windfall sites in established areas. It is therefore important that these developments fit in with the existing surrounds.
- 9.2 NPPF Paragraph 48 states that windfall can be considered as a source for some of the housing allocation, but must be backed up by solid evidence that shows there is “...**a reliable source of supply**” for the future. The NPPF Glossary defines Windfall site as sites which have not been specifically identified as available in the Local Plan process which normally comprise previously-developed sites that have unexpectedly become available. This includes both small and large sites; large sites are considered to be those capable of accommodating 10 or more dwellings.
- 9.3 Where development is proposed as a windfall site on a previous residential garden or residential land, it must conform to the requisite character and density of the area and be in character with the surrounding property.

#### **POLICY BAS 3 – WINDFALL SITES**

**Proposals for housing development on windfall sites will be supported, provided that the proposed development would not conflict with other policies in this Neighbourhood Plan or in other parts of the development plan for Southampton.**

### **10. CHARACTER OF BASSETT**

- 10.1 Bassett Ward is regarded as one of the few prime residential areas in Southampton, popular with young professionals, families and retired people and is characterised by quiet safe streets and attractive housing in a green suburban setting.
- 10.2 Materials used will aim to reflect those of surrounding properties as best as possible following the Government’s decision to cancel the zero carbon homes policy.
- 10.3 The reputation of Bassett as a green and highly desirable area to reside in is supported by Southampton City Council and the University of Southampton, both of whom cite Bassett as a great area for entrepreneurs, professionals and families to live in.

## POLICY BAS 4 – CHARACTER AND DESIGN

**New development must take account of the densities set out in Policy BAS 5 and the existing character of the surrounding area. The design of new buildings should complement the street scene, with particular reference to the scale, spacing, massing, materials and height of neighbouring properties.**

- 10.4 The Character Appraisal from the City Residential Design Guide is taken originally from the Bassett Avenue Control Brief (1982). This states:
- “The main road into Southampton is bordered by low density, two storied housing, apart from Brampton Towers (14 stories) and several high rise flats facing onto The Avenue, but well screened by trees and shrubs. The Avenue is the main road into Southampton and the trees and shrubs are the dominant characteristic creating an impressive entrance into the city. The area is allocated primarily for residential use and overall is of low density family housing.”***
- 10.5 The Bassett Avenue Control Brief also suggested density of rooms per hectare, which translates to a density of approximately 8-10 houses per hectare. Although the suggested density in that brief has been superseded in terms of residential densities, it demonstrates the character of the area that exists. This density falls in line with most properties in the northern part of Bassett, the majority of which have deeds specifying a plot size of quarter of an acre per dwelling.
- 10.6 Although the area has lost many family houses, preventing further loss is an aim of this plan. We need to retain the remaining family housing stock (Core Strategy Policy CS16, NPPF paragraph 50 and paragraph 66).
- 10.7 Bassett Ward as a whole has a mix of housing types catering for all sections of the community, including social and affordable housing located in areas such as Dunkirk Road (Area D Lordswood), the Flower Estate (area EBRA) and Fitzroy Close (area NWBRA), small family houses with tight knit communities such as Pointout Road (area OBRA) and Dale Valley Road (area C), larger family homes, Ridgemount Area (RARA Area) and Holly Hill (area HHRA), and numerous blocks of flats and town houses such as Newitt Place (NWBRA Area) and Brampton Towers (area EBRA). Bungalows are also a feature in areas such as Bassett Green Close (NEBRA area) and Dale Valley Gardens (DVRA).
- 10.8 Residents when surveyed or questioned were very keen that their areas retained their current characters and that any new development reflected this.
- 10.9 The character and design of development in Bassett must take account of The National Planning Policy Framework (Core Planning principles 17) which states that planning should ***“take account of the different roles and characters of different areas, promoting the vitality of our main urban areas”*** and ***“seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.”***
- 10.10 The Plan supports Policy CS16 of the Southampton Core Strategy and seeks to provide further detailed guidance on design quality for new development specific to the Bassett Neighbourhood Area.
- 10.11 NPPF paragraph 159 highlights how the Plan should address the need for all types of housing which includes the needs of different groups in the community. This can include families with children, older people and people with disabilities in catering for the housing demand they require.

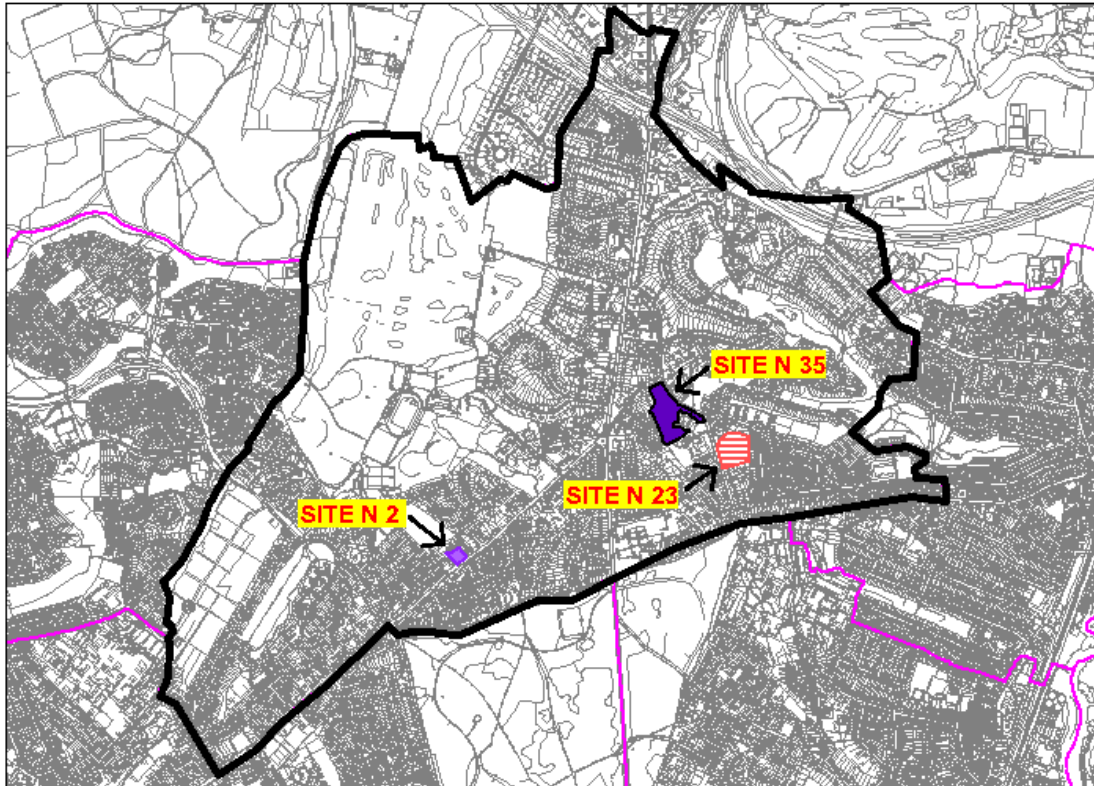
## 11. HOUSING DENSITY

- 11.1 The subject of housing density was one of the most contentious subjects that emerged from discussion across the Ward in the consultations with residents. It has therefore been covered in some detail with housing densities set out for each area. The annex to the plan provides background information explaining the derivation of density criteria.
- 11.2 The piecemeal development of Bassett from an urban family area into its present variety of size and styles of housing has created a unique area. It is dominated on its southern boundary by the University of Southampton and on its western boundary by Southampton General Hospital.
- 11.3 This diversity, therefore, caters for the business professionals and wealth creators who want to live in the larger type of property as well as those who require smaller properties, including some young families, students and single persons. If we rely solely on the un-amended density per hectare of 35 to 50 relevant to Bassett, as outlined in the Core Strategy, the opportunity to preserve the area's character is restricted.
- 11.4 In order to retain this character and mix of housing size and styles, and a sustainable pattern of development, there is a need for the character and design in policy BAS 4 and the housing density in policy BAS 5 to be considered in a balanced way to prevent one taking precedence over the other. It is accepted that on larger plots there may be opportunities to increase the number of dwellings, but any development in these situations must take note of the policies in this Plan and of the guidance in NPPF paragraph 59 regarding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area generally.
- 11.5 Overdevelopment of any of these sites would put further pressure on the existing community facilities, local services and transport provision for the area.
- 11.6 The National Planning Policy Framework Paragraph 47 supports this view. ***“To boost significantly the supply of housing, local planning authorities should: set out their own approach to housing density to reflect local circumstances.”*** In many recent local appeal decisions, inspectors have frequently quoted Planning Policy Statement 3 (PPS3) (now replaced by the NPPF), Policy CS13 of Core Strategy, and retained policies SDP7 and SDP9 of the Southampton City Local Plan Review 2006. For example, Appeal APP/D1780/A/11/2157899 (Appeal decision 27 May 2014, 7 Greenbank Crescent, Southampton SO16 7FR) demonstrates that an independent Inspector has highlighted the existing density of the area to be more important to the character of the area than an increase in housing numbers.
- 11.7 The National Planning Policy Framework has removed the density requirement of 30 dwellings per hectare previously included in deleted PPS3: Housing. A Ministerial Statement was released stating that ***“the changes put power back in the hands of local authorities and communities to take the decisions that are best for them, and decide for themselves the best locations and types of development in their areas.”*** These new guidelines also exclude the definition of previously developed land as including residential gardens.





**POLICY BAS 5 – HOUSING DENSITY**

Proposals for new residential development must show that they have had regard to the densities shown in Figure 2: Map of Proposed Residential Densities for New Residential Development. Proposals which depart from these densities will only be permitted where it can be shown that there is good reason to make an exception and that the character will not be adversely affected.

**FIGURE 1: MAP OF 2013 SHLAA SITES – BASSETT NEIGHBOURHOOD AREA<sup>1</sup>**



**2013 SHLAA Map Key (Bassett sites only)**

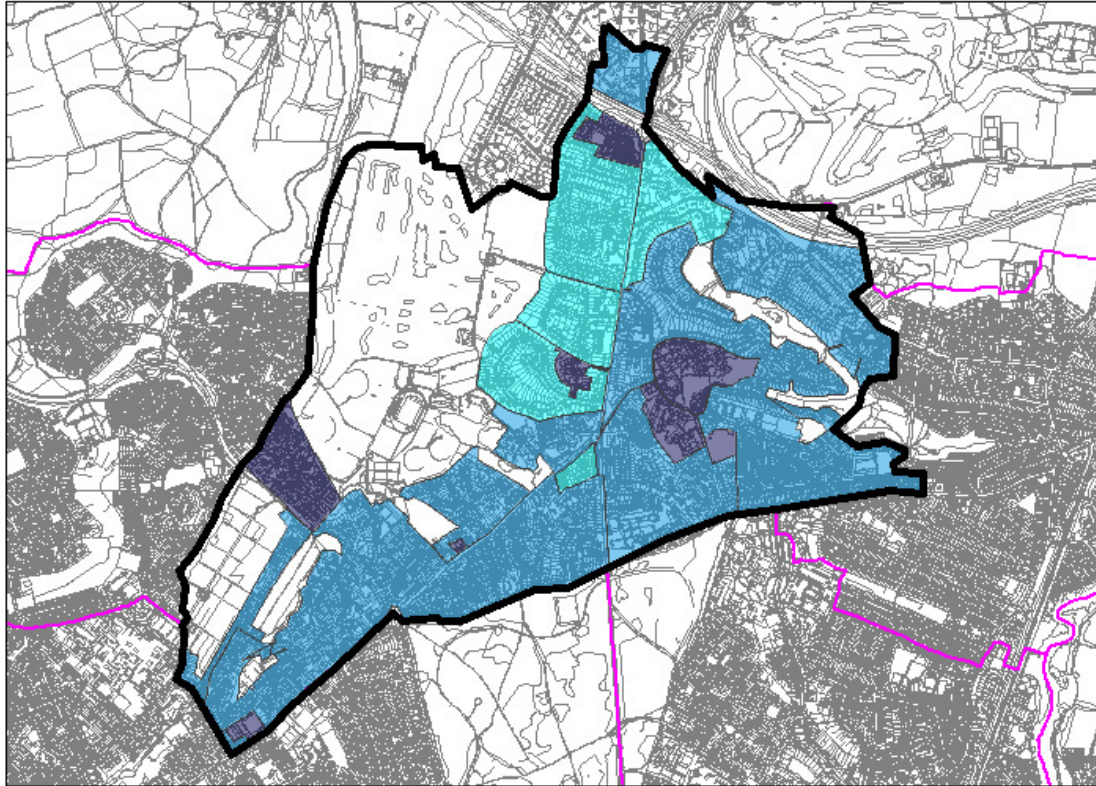
	Development anticipated within 5 years
	Development anticipated in years 2017-2022
	Development anticipated in years 2022-2026
	Development anticipated post 2026




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<sup>1</sup> The Council's SHLAA (2013) can be found here: <http://www.southampton.gov.uk/planning/planning-policy/research-evidence-base/shlaa.aspx>



**FIGURE 2: MAP OF PROPOSED RESIDENTIAL DENSITIES FOR NEW RESIDENTIAL DEVELOPMENT**



Residential Densities Key	
	Low density = below 35 dwellings per hectare
	Medium density = between 35 and 50 dwellings per hectare
	High density = over 50 dwellings per hectare

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## 12. DEVELOPMENT OF STUDENT ACCOMMODATION AND HMOS

- 12.1 The northern end of Bassett originally developed mainly as a residential area of large detached houses. In recent years many areas have been re-developed into a mixture of houses, flats, student accommodation and HMOs. This incremental change has provided a very good mix of houses, providing a balanced community (NPPF Policy 6). However we are now in danger of the character of the area being changed by losing too many family houses by conversion or development into Flats or Houses of Multiple Occupation.
- 12.2 Expansion of the University of Southampton in Highfield, and more recently the Solent University in the City Centre, created the need for a large quantity of student accommodation. This age group accounts for a higher than average representation of the overall population in the area and has created a huge pressure on the need for accommodation and demand for services.

- 12.3 A number of student accommodation blocks have been developed by the University of Southampton in Bassett Ward and a large number of family houses across the Ward have been converted to HMOs and flats. This has had a cumulative impact on the character and amenities in the area. The views expressed in the consultation, undertaken across the Ward, indicated that residents want the character of the area, including the predominance of family houses and larger executive type homes, retained and protected. In particular there should be no further loss of family homes as this will unbalance the character, and impact negatively on sustainability and the housing stock.
- 12.4 It is considered that the stock of family housing in the ward is essential to maintain the character and need of the residents. Any loss of a family house will therefore negatively affect this character and need.
- 12.5 It is also noted that Policy H13 of the Local Plan states that where universities increase their numbers of students, they should also make provision for the extra student accommodation. This policy is supported as it would help alleviate pressures for additional HMO accommodation and subsequent loss of family homes.
- 12.6 There is also a significant number of extra, purpose-built, student accommodation blocks being built in the City, which will accommodate approximately 1,500 students during 2014, with more planned for the future. This will also help reduce the need for HMO accommodation, and will allow some properties to be returned to family occupation.
- 12.7 This is also supported by numerous appeal decisions where it is stated that the proposed HMOs would have significant potential to compromise the living conditions of the residents of adjacent properties, and consequently conflict with Policy H4 of the Local Plan and paragraph 6.5.1 of the HMO SPD. Further, the refusal of HMOs has also highlighted a potential conflict with paragraph 17 of the National Planning Policy Framework, which seeks a good standard of amenity for all existing and future occupants of land and buildings. There was also concern in respect of the loss of family dwellings, for which the Council contends there is a proven demand, referring to Policy CS16 of the Core Strategy, which seeks to provide a mix of housing types and more sustainable and balanced communities.
- 12.8 Inspectors have noted that there was also an acceptance that there were in excess of 10% HMOs in Bassett already, and that exceeding this figure in the area as a whole would be considered over-concentration of this type of premises. In the Appeal APP/D1780/A/12/2/182572, the inspector stated that in an area already over 10% of total residences HMOs, it would alter the balanced mix of dwellings and therefore undermine both Policy CS16 and the SPD. He also referred to the conversion resulting in the net loss of a family home. APP/D1780/A/13/2193861, also in Bassett Ward, stated that other material considerations should be taken into account such as intensification of use and residential amenity of future and existing occupiers. The impact of the proposals will be assessed in accordance with relevant management policies and guidance.
- 12.9 Any extensions to HMOs must be assessed using the criteria of policy BAS 5 to maintain the character and amenity of the area.
- 12.10 At present the Southampton Core Strategy and city housing figures show Bassett Ward as having had 10.4% HMOs in 2004 and it is estimated that it has now risen to 15% of the family houses in Bassett through conversion of these family houses to HMOs (C4<sup>2</sup> and *Sui Generis*). Any further development of HMOs must comply with Policy BAS 6 and conform to the Local Plan (Policy H4), the Core Strategy (Policy CS16) and the HMO SPD 2012. Further to the noted impacts, it is also necessary to consider that HMOs make

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<sup>2</sup> The C4 Use Class of the Town and Country Planning (Use Classes) Order 1887 (as amended) covers houses in multiple occupation. This is defined as small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.



an important contribution to housing need and that the 'balanced and mixed community' as referred to in Policy BAS 6 (d) should be judged in accordance with the provisions of the adopted HMO SPD and the Local Plan (Policy H4).

#### **POLICY BAS 6 – HOUSES OF MULTIPLE OCCUPATION**

**Change of use to houses in multiple occupation (HMO) will only be permitted where:**

- a. It is not detrimental to the amenity of residents of adjacent or nearby properties and**
- b. It would not be detrimental to the overall character and amenity of the surrounding area and**
- c. the proposal would not cause unacceptable highway problems and**
- d. the proposal would not result in an over-concentration of HMOs in any one area of the Ward, to an extent which would change the character of the area or undermine the maintenance of a balanced and mixed local community.**

### **13. HIGHWAYS, TRAFFIC AND TRANSPORT**

- 13.1 There are current pressures on the existing on- and off-road parking facilities in the local area. Residents have expressed concern over the low levels of on-site parking provision for the staff, visitors and students of the University of Southampton and Southampton General Hospital (e.g. Public Meeting at Kings Church Hall 2 December 2013 with over 100 attending). This has resulted in the need for local residents' parking schemes and other parking controls in many roads, such as Dunkirk Road. In order to help address this problem and prevent further impact on the already overburdened existing parking facilities, this Plan will support new development that makes sufficient provision for on-site parking.
- 13.2 Bassett Avenue, which is the main route into the city from the north, is very busy especially during the rush hours, with bottlenecks at the junction with Winchester Road. This often backs up to the north end of Bassett Avenue onto the M3.
- 13.3 This encourages many side roads to be used as 'rat runs' which creates further traffic problems. Traffic tends to divert off the main route down various side roads, using them as short cuts to avoid the traffic jams, which cause complaints from residents such as in Bassett Crescent East, a small residential street. A recent survey showed this small road, which runs off Bassett Avenue cutting off the left turn at the traffic lights into Burgess Road, had over 2,000 cars in each direction along it in a 24 hour period, with an average speed of 33.8 mph (Local Highways survey – see the Consultation Statement August 2014 for further details).
- 13.4 The high concentration of traffic along Bassett Avenue, the main gateway into Southampton, also creates noise, congestion and pollution, including poor air quality. Bassett Avenue and Winchester Road, during the peak morning and evening rush hour periods, experience slow-moving commuter traffic. At other times a large percentage of HGVs and other heavy traffic use the route to the docks area.
- 13.5 Bassett Ward is described as a deprived area for public transport and local services. (Indices of Multiple Deprivation 2007, Southampton City Council) although the 2010 IMD shows an improved picture.

- 13.6 Where there is new development, re-development or change of use or intensity of a property, preference will be given to development that includes adequate provision for parking on site, as there will be a need for personal transport. When looking at development, any proposals must take account of the lack of service provision, particularly the inconvenience and random nature of public transport, and take account of the Council's maximum parking standards.
- 13.7 Any new development feeding directly onto these routes should therefore take account of the high volume of traffic on these roads.
- 13.8 Any further increase in traffic volume needs to be monitored and addressed.
- 13.9 Dale Road, Dale Valley Road, Norham Avenue and the roads leading onto these are also used as 'rat runs' with notable parking issues. Every effort should be made to reduce this problem in these roads and regard made to the parking issues in these narrow roads. Traffic management should be considered that prevents side roads becoming 'rat-runs'.
- 13.10 Parking has become an issue in the whole Ward. Residents' feedback raised concerns over a lack of planned parking spaces in new developments within the Ward and of having to rely on restrictive parking measures to give them access to parking in their own streets.
- 13.11 New development must comply with the standards of parking provision set out in Policy CS 19 of the Core Strategy and in the City Council's Parking Standards Supplementary Document. Where proposed development is likely to generate additional demand for parking, the information submitted with planning applications should include the results of a local survey carried out on at least two occasions at different times showing the parking spaces available on the street in the immediate vicinity.
- 13.12 Bassett Green Road has houses on the southern side which front onto Bassett Green Road, but have access only via the rear, which is in Bassett Green Close. This is to prevent a large number of vehicular access points straight on to Bassett Green Road, which is one of the main A routes from the motorway and airport into the City. This arrangement should be retained for safety reasons.
- 13.13 Bassett Green Road, Bassett Wood Road and Bassett Avenue are the main roads into the City from the north. They are very busy and have a 40 mph limit. In the past there have been restrictions on the number of access points onto these roads for road safety reasons. Local residents feel that, due to the danger posed by further accesses onto these roads, they should continue to be restricted as a policy. This was supported in an appeal against a refusal to allow such an access (APP/D1780/D/13/2194642, 172 Bassett Green Road).
- 13.14 Sustainable modes of transport should be encouraged to alleviate the traffic and parking problems especially in relation to cycle paths and routes. There are few cycle routes in the area, but these could be increased and enhanced.
- 13.15 It is noted that Southampton General Hospital and the University of Southampton both encourage sustainable travel for their staff, and there are some park and ride facilities. We would like to encourage these, which would have a very positive effect on some local traffic and parking issues.
- 13.16 These proposals take note of financial restraints related to the need to set city-wide priorities, and may require funding from Section 106 payments of CIL monies and

therefore may be subject to the Council setting priorities for the distribution of funding across the City as a whole.

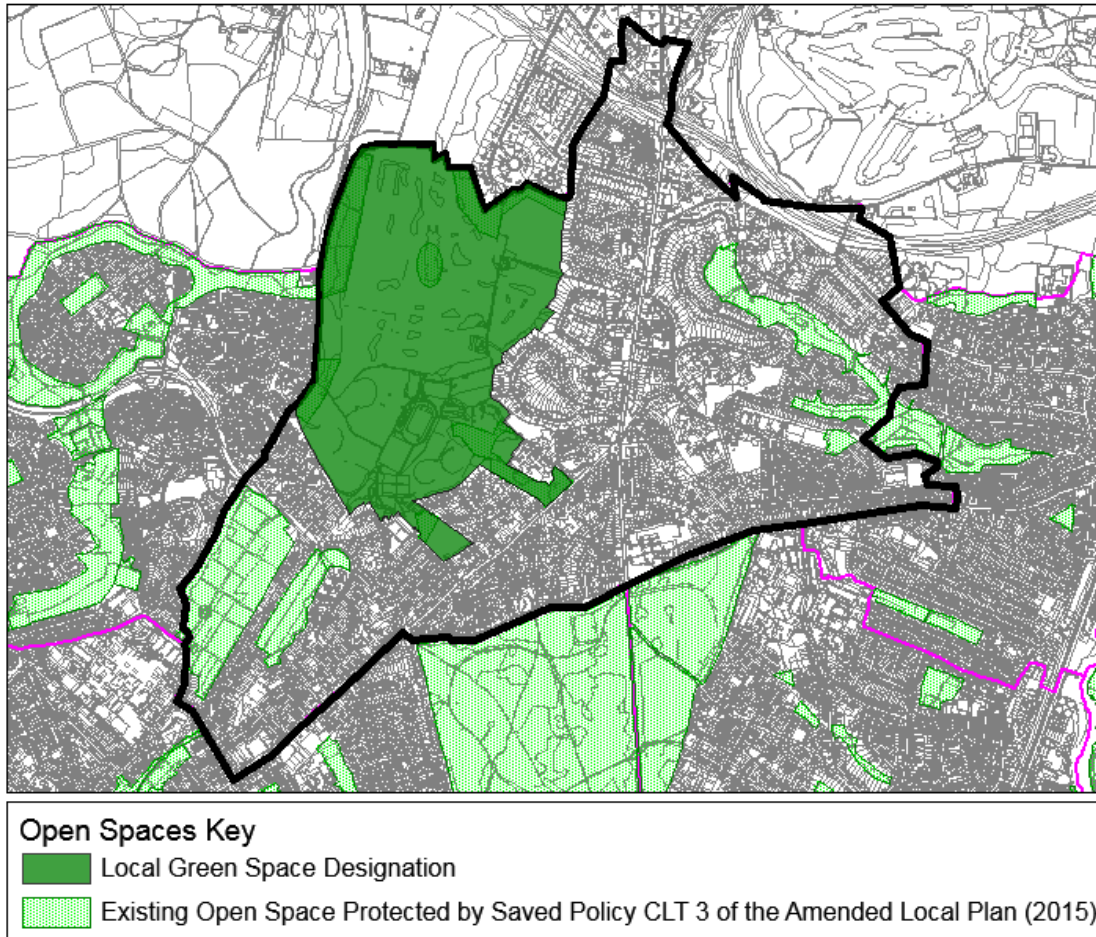
#### **POLICY BAS 7 – HIGHWAYS AND TRAFFIC**

- 1. Proposals to protect and mitigate the impact of traffic within residential areas will be supported and encouraged. Such proposals may include:**
  - a. Traffic calming and gateway treatments, which will identify residential streets in a different manner to through routes, such as Bassett Crescent East and Bassett Crescent West; and Glen Eyre Road, Dale Road, Dale Valley Road, Norham Avenue and the roads leading onto these.**
  - b. Shared space treatments to create ‘home zones’ as per Criterion 7 Policy CS18 of the Southampton Core Strategy.**
  - c. 20 mph limits on suitable roads with appropriate traffic calming measures.**
  - d. The restriction of vehicular access points onto Bassett Green Road, Bassett Wood Road and Bassett Avenue (40 mph Areas) as a road safety measure, with no further access points permitted.**
  - e. Sustainable travel plans being promoted to the staff at Southampton General Hospital and the University of Southampton.**
- 2. The 2011 Parking Standards SPD in respect of meeting the maximum parking standards will be relevant for all new development proposals.**

#### **14. OPEN SPACES AND WOODLAND**

- 14.1 As well as Southampton City Golf Course and Outdoor Sports Centre that are important City assets with significant areas of open space and woodland, there are other open space areas that are valuable havens for wild life, trees and shrubs. To illustrate this point, Bassett Wood is included in the Hampshire Register of Historic Parks and Gardens, reflecting its local importance as a historic landscape resource. All amenities are well used by a large proportion of the City’s population.
- 14.2 These should be retained and preserved. At present there is no anticipated development of these areas.
- 14.3 Bassett Wood and Daisy Dip extend to the east of the Ward, creating a natural boundary to Bassett Green Village. These assets incorporate both open space and wooded areas and are significant sites for wild life and amenity space for all City residents. In other areas of Bassett, the woodland and open space creates natural boundaries to smaller areas as well as havens for wildlife.
- 14.4 Around the University of Southampton Glen Eyre Halls of Residence and the accommodation blocks off Glen Eyre Road there are large areas of woodland, which should be retained. The Vermont Close area and by Redhill Close are wooded areas adjacent to Southampton City Golf Course and the Outdoor Sports Centre. These are also valuable assets to the area and wildlife, and should be retained.

**FIGURE 3: MAP OF PROTECTED OPEN SPACES INCLUDING THE SOUTHAMPTON CITY GOLF COURSE AND THE OUTDOOR SPORTS CENTRE LOCAL GREEN SPACE DESIGNATION**



**15. BASSETT GREEN VILLAGE (INCLUDING THE ORCHARD)**

- 15.1 A large proportion of Bassett Green Village is a Conservation Area, having been designated in September 1977, and a number of the buildings within it are Listed.
- 15.2 The village green, which is a significant part of the area, is owned by the City Council and is preserved as amenity space.
- 15.3 The City Council has Policies and Proposals for conservation and enhancement of Bassett Green Village Conservation Area, with references back to 1791.
- 15.4 These Policies and Proposals are:
  - a. The City Council will preserve the Village as public open space and will look at proposals for its proper maintenance and enhancement.

- b. Careful control over alterations and extensions to historic buildings and other buildings within the Conservation Area will continue to be exercised to ensure that the design, scale and materials used are appropriate to the character of the area.
  - c. The existing cast iron lighting columns are appropriate to the character of the Conservation Area and will therefore be retained. In addition, the City Council will continue to preserve the 'country lane' character of Bassett Green with special attention given to the retention of surfaces and street furniture.
  - d. The character of the area is predominantly residential and the City Council will not permit any change of use which will involve the loss of residential accommodation.
- 15.5 This plan supports the designation of Bassett Green Village as a Conservation Area and the maintenance of the village green.

**POLICY BAS 8 – BASSETT GREEN VILLAGE**

**Proposals for development in or adjacent to the designated conservation area at Bassett Green village will only be permitted if it is shown that they have had regard to the desirability of preserving or enhancing the appearance or character of the area.**

**16. TREES AND GRASS VERGES**

- 16.1 Bassett was originally a very wooded area, and many trees remain. The main road into Southampton 'Bassett Avenue' is tree lined and eventually crosses the Common, which is still wooded. Most other areas in Bassett have a large number of established trees and it is most important that the trees are retained and we would encourage new planting where appropriate and the replanting of any that die naturally.
- 16.2 This policy complements Core Strategy Policy CS21 (Protecting Open Space) and seeks to retain and improve the City open spaces and CS22 (Promoting Biodiversity and protecting habitats) with the aim of safeguarding and extending the existing network of open space within the City.
- 16.3 This policy complements Local Plan policies SPD12 (Landscape and Biodiversity) and NE 6 (Protection / Improvement of Character) in respect of the character of the northern approach to the city.
- 16.4 Most trees of good arboricultural and amenity value have tree preservation orders on them when on private land. All trees on public land are automatically covered by preservation orders by the City.
- 16.5 Established trees of good arboricultural and amenity value need to be assessed by a Southampton City Council Tree Officer to evaluate whether they fall within the definition of this policy.

#### **POLICY BAS 9 – TREES**

- 1. Development that damages or results in the loss of trees protected by tree preservation orders or trees of good arboricultural and amenity value will not be permitted (see paragraph 16.5).**
- 2. Proposals which could affect existing trees should be accompanied by a tree survey that establishes the health and longevity of any affected trees and a management plan setting out how they will be maintained, to preserve the sylvan character of Bassett.**

- 16.6 Some of the roads in the Ward have grass verges, some are planted with trees. They add to the green space, give character to the roads and provide amenity to residents. The retention and enhancement of these grass verges will contribute towards the creation of a healthy community by creating a safer environment and improved quality of life, and toward the conservation and enhancement of the natural environment (NPPF Policy 8 and Policy 11).
- 16.7 The verges are under threat from increased vehicles and on-road parking and therefore require protection. Another major source of damage occurs during development. For example, during construction of new houses the grass verge outside the development is destroyed or damaged, and instead of replacing it with grass, it is either left damaged or tarmacadamed over. This then affects the character and amenity of the area. Therefore a standard condition with all planning permissions must be to reinstate and repair any damage by developers once the building works are complete.

#### **POLICY BAS 10 – GRASS VERGES**

**New developments or re-developments will be required to retain existing grass verges and reinstate any areas of verge that are damaged during the construction process.**

#### **17. SHOPS AND LOCAL SERVICES**

- 17.1 There are very few shops in the Bassett Neighbourhood area.
- 17.2 There is a local centre of shops in Winchester Road at the junction of Hill Lane, and round into Burgess Road. (Identified in Core Strategy and Amended Local Plan Review.)
- 17.3 There are also local shops in Copperfield Road. This parade of shops is in a large area of family homes with no other shops in the near vicinity. They are well used by local residents, are fully occupied, and serve a useful purpose as this is an area poorly served by public transport and the nearest other shops are some long distance from this area. At present these are not mentioned as such in the Core Strategy or Local Plan and therefore need to be identified specifically as a valuable local service and retained.
- 17.4 There are garage shops at the top end of The Avenue adjacent to the Chilworth roundabout, at the Burgess Road junction of Glen Eyre Road, and adjacent to The Range Store in Winchester Road. These garage shops are not protected by the Core Strategy or Local Plan.
- 17.5 There are also some shops and two large stores on the northern side of Winchester Road between Hill Lane and Dale Road, such as Multiyork and The Range. It may be that they

offer potential at a later date as windfall sites. These two large stores have on-site car parking and cause no parking issues, and provide some local jobs.

- 17.6 Other shops lie just outside the area such as Shirley Retail Park on Winchester Road. This is an out of centre destination which serves residents in the West Bassett and Shirley areas.
- 17.7 It is important that these local shops are retained as part of the character and an important service and employment opportunity for the area. There are no obvious sites for new shops in the area.
- 17.8 Further to the above and Policy BAS 11, it should be noted that Permitted Development Rights in relation to shops (A1 uses as defined by the Use Class Order<sup>3</sup>) are evolving and changing, and that it is now possible to change to more uses without the need for planning permission. However, it is felt that this policy will help to ensure that existing shops are retained, whilst still allowing other local services and provisions to locate within the Copperfield Road local shopping parade. It is possible that the situation regarding permitted development rights could also further change over the period of the Plan.

**POLICY BAS 11 – LOCAL SHOPS**

**Proposals for development which would cause the loss of the local shops and community uses in Copperfield Road will be resisted.**

**18. BUSINESS AND INDUSTRY**

18.1 Industrial Estate – Hollybrook

This is a well-run industrial estate and is the only designated estate in the Neighbourhood Plan area. It has adequate parking provision and is considered to be a valuable asset in providing local jobs.

- 18.2 The Estate is in a good state of repair and can facilitate a variety of business types.
- 18.3 Most businesses operating in this estate are well established, and their loss would reduce substantially the number of local job opportunities.

**POLICY BAS 12 – BUSINESS AND INDUSTRY**

**Hollybrook Industrial Estate is safeguarded for employment. Proposals for development which would help to generate employment will be encouraged.**

**19. SPORTS CENTRE AND GOLF COURSE**

- 19.1 Southampton Sports Centre occupies some 270 acres of municipal open space in the northwest of the Ward and comprises Southampton City Golf Course and Southampton

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<sup>3</sup> The A1 Use Class of the Town and Country Planning (Use Classes) order 1987 (as amended) covers shops. This is broadly defined as shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, pet shops, sandwich bars, showrooms, domestic hire shops, dry cleaners, funeral directors and internet cafes.



Outdoor Sports Centre and a small area of amenity woodland lying between the facilities and Winchester Road. The land was purchased in 1934 using a loan from the Ministry of Health. It is held in Trust from the Ministry of Health and its antecedents under the Public Health Acts of 1875 and 1925, and is classified as 'open space' for the purposes of the Local Government Act 1972. The facilities were formally opened in 1938. It is also an area of Green Space of Particular Importance in the City (NPPF paragraph 75).

- 19.2 At the time of writing, operation of the facilities is contracted out to two charitable sports management organisations: Active Nation (Outdoor Sports Centre) which is a registered charity and Mytime Active (City Golf Course), which is a social enterprise with charitable objectives.
- 19.3 The provision of outdoor facilities for the benefit of all the residents of Southampton was the brainchild of Sir Sidney Kimber who proposed “**...to create for the present and future generations another civic centre – an outdoor sports and recreation centre under one management and control, large, central, compact, beautifully situated for the use of thousands of both sexes, young and old, robust and frail, rich and poor, for the provision of all known outdoor games, which centre is bound to promote health, enjoyment and happiness to untold numbers; and, as the years roll on and the population multiplies enormously, will prove to be one of the outstanding assets of a town and port destined for unrivalled supremacy.**”
- 19.4 Historically there has been a presumption for development that:
- benefits multiple different user groups;
  - minimises the impact of buildings in the valley floor;
  - is in sympathy with the overall appearance and vision of the site; and
  - accords with the Bassett Avenue Development Control Brief 1982 (now largely superseded).
- and against development that:
- is piecemeal;
  - would set a precedent of benefit solely or largely to a single user group;
  - results in loss of open space / development of indoor sports facilities; and
  - conflicts with the Bassett Avenue Development Control Brief 1982 (now largely superseded).
- 19.5 There has also been a consistent policy of granting only time-limited consent for placing of temporary buildings (containers and portacabins) as these have been considered unacceptable as permanent solutions / development. Those consents have long expired and proposals to replace temporary facilities with sympathetic, permanent structures are appropriate.
- 19.6 Sports and recreational needs change over time as activities grow and decline in popularity, as population demographics and health profiles change, and Southampton Outdoor Sports Centre must be allowed to evolve and develop to cater for these changing needs.
- 19.7 There is a proven need for all the facilities within this Sports Centre and City Golf Course. The surrounding woodland is valued open space. It is very well used, and was highlighted by nearly all residents in the consultation process that they consider it an essential part of the City infrastructure.
- 19.8 The buildings within the Sports Centre and City Golf Course may need to be developed and improved to provide suitable facilities, but these should be restricted to those required for sporting or recreational purposes only.
- 19.9 Open spaces and sport and recreational facilities should not be built on except under exceptional conditions (NPPF paragraph 74).



- 19.10 Local communities through their neighbourhood plan should be able to identify for special protection, green areas of particular importance (NPPF paragraph 76). Policy BAS 13 takes this into account with the designation of the open and undeveloped land at Southampton City Golf Course, the Outdoor Sports Centre and nearby amenity woodland as Local Green Space whereby any development will only be permitted in very special circumstances.
- 19.11 Very special circumstances could include circumstances where development would help either to fund improvements to sports or recreation facilities, or to improve or provide such facilities directly, or where it can be shown that there is an essential need for the provision of utility infrastructure. Figure 3 on page 17 shows the Local Green Space designation.

**POLICY BAS 13 – SOUTHAMPTON SPORTS CENTRE AND SOUTHAMPTON CITY GOLF COURSE**

**All the open or undeveloped land within the boundaries of the Outdoor Sports Centre, City Golf Course and the nearby amenity woodland as shown on Figure 3 is designated as Local Green Space. Within this area, proposals for development will not be permitted except in very special circumstances.**

**20. DRAINAGE**

- 20.1 There have been concerns raised in the past of drainage problems in many areas of Bassett due to poor drainage pipework, poor land drainage and some cases of flooding.
- 20.2 Southern Water have also commented that the sewerage and drainage system in the Bassett area is poor and in places inadequate. Southern Water are not suggesting that these problems constrain development, but point out the need for a policy to support the provision of local infrastructure.

**POLICY BAS 14 – DRAINAGE**

**Proposals for new housing development of more than one dwelling must provide evidence that the means of drainage has been examined to ensure it is capable of coping with the extra peak flows.**

**21. COMMUNITY INFRASTRUCTURE LEVY PAYMENTS**

- 21.1 CIL receipts raised from development in the local area will be spent in accordance with the latest Government Regulations. Subject to those, the following projects were put forward in the community consultation process, for the use of any CIL payments due from local development:
- Support for the improvement of facilities in St Michaels Church Hall for use as the only community centre in Bassett Ward;
  - The provision, extension and improvement of cycle tracks across the Ward; including present schemes such as along Bassett Avenue and Winchester Road.