

South Hampshire Sub-regional Strategy

**Background Document
Rationale for the housing distribution**

***Partnership for South Urban Hampshire
November 2006***

Foreword

In December 2005, the Partnership for Urban South Hampshire (PUSH) submitted Advice to the South East England Regional Assembly (SEERA) on the appropriate distribution of new housing across the South Hampshire sub-region. That distribution was incorporated into the South East Plan which will be debated at an Examination-in-Public during Winter 2006/7.

The Advice was set out in the document '*South Hampshire Sub-regional Strategy – Final Advice to SEERA*', which was supported by several background reports. The '*Background report: Housing*' described the formulation of the options for housing distribution, on which public consultation took place during Autumn 2005. It also summarised the comments received during consultation and the subsequent decisions on the appropriate housebuilding figure for each District.

This Background Report provides further explanation of the rationale for the housing distribution. It charts the evolution of technical work and decisions by PUSH from the outset of work in 2004, including the selection of the overall spatial strategy and the locations for the Strategic Development Areas. This Report contains various cross references to the December 2005 Advice document and its associated background reports, and should be read in conjunction with them.

All the documents can be viewed on the PUSH website: www.push.gov.uk

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Appendix 1: South Hampshire Housing Market Assessment

1. Background

- 1.1 In 2004 the South East England Regional Assembly (SEERA) commissioned principal authorities (county and unitary councils) to provide advice on the development of a sub-regional policy framework to help meet the needs of the region to 2026, as part of the South East Plan. They were also asked to consider whether there was any scope for the identification of Strategic Development Areas¹ to help meet future development needs.
- 1.2 In South Hampshire the principal authorities (Southampton City Council, Portsmouth City Council and Hampshire County Council) decided that the Partnership for Urban South Hampshire (PUSH)² was the appropriate vehicle to provide this advice.
- 1.3 In May 2004 PUSH, together with the Isle of Wight and authorities in eastern Dorset presented to the Assembly the Eastern Dorset, South Hampshire and Isle of Wight Study. In it PUSH expressed its support for the designation of urban South Hampshire as a 'Strategic Development Area'. The report also identified further work that PUSH intended to carry out to develop its approach. This included looking at spatial options including greenfield development, having regard to environmental constraints and opportunities and potential integration with existing urban centres.
- 1.4 In August 2004 SEERA commissioned a further round of technical work from PUSH to prepare a sub-regional strategy for South Hampshire. The report, to be completed by the end of October 2004 was to include
 - worked-up options for the level and spatial form of development;
 - a summary of the testing and appraisal of options; and
 - detailing a preferred option, including the broad phasing of development
- 1.5 The advice submitted by PUSH formed the basis of section E1 on South Hampshire of the draft South East Plan (January 2005). It included four alternative options (described later in this document). PUSH declined to indicate a preferred option and instead committed itself to refining its approach during the first part of 2005. In this period it undertook further technical work and considered the consultation responses to the Plan.

1 These were originally defined as areas which would accommodate higher rates of growth than in recent years. Following clarification from Assembly officers the definition was later refined to be new sustainable communities of between 5,000 and 10,000 homes.

2 In addition to the three principal authorities PUSH comprises East Hampshire District Council, Eastleigh Borough Council, Fareham Borough Council, Gosport Borough Council, Havant Borough Council, New Forest District Council, Test Valley Borough Council and Winchester City Council.

- 1.6 In July 2005, SEERA set the total housebuilding provision in the region and in each sub-region; the figure for the South Hampshire Sub-region was 80,000 new homes 2006-2026. It then commissioned the principal authorities (in South Hampshire's case formulated through PUSH) to prepare and consult on housing distributions for each district which summed to the 80,000 total. PUSH duly prepared potential distributions and consulted on them during the summer and early Autumn. Having considered the responses it then agreed a distribution and advised the Assembly accordingly in its document: '*South Hampshire Sub-regional Strategy – Final Advice to SEERA December 2005*'.
- 1.7 In line with the regeneration and urban focus of the PUSH Vision and the Government's policy for the development of brownfield sites before building on greenfields, work on a housing distribution for South Hampshire has always sought to maximise housebuilding within the Sub-region's existing urban areas. The estimates of this 'urban capacity' have been kept under review and have been updated during strategy preparation. However, brownfield sites cannot accommodate all the new housing proposed; some development on greenfield land will be necessary. This background document explains the rationale for the choice of locations for that greenfield development.

2. Formulation of spatial options

2.1 The formulation of the spatial options began in Autumn 2004 with several half-day and day-long workshops attended by Leaders and other senior Members of the PUSH authorities, together with local authority officers and representatives of the social, economic and environmental partners. The first workshop on 6 September 2004 discussed the weight to be attached to quality of life factors and spatial constraints/opportunities in drawing up spatial options. The second workshop on 14 September 2004 considered the transport dimension. The third workshop on 27 September 2004 drew on the conclusions of the earlier workshops and identified four broad spatial options. Public views were sought on those spatial options as part of January-March 2005 consultation on the draft South East Plan. In the light of the results of the public consultation and opinion polling, and further technical work, PUSH drew up its preferred option. The rest of this chapter explains that process in more detail.

Impact on Quality of Life

- 2.2 The cornerstone of any spatial strategy should be to improve the quality of life within the area it covers. Quality of life can include a rich, diverse and healthy environment, but can also embrace the provision of jobs, services and decent housing for all. It is concerned with social, economic and environmental factors.
- 2.3 The Integrated Regional Framework for the South East (IRF) encapsulates all three dimensions within its 25 objectives, ranging from the community's everyday concerns such as fear of crime to global matters like climate change. For each of the 25 objectives, a criterion has been identified in the IRF which can be used to test the emerging policies and options. Given the wide scope of the IRF, some objectives are more relevant to sub-regional spatial planning than others. Moreover, the emphasis attached to each regional objective will vary from sub-region to sub-region, in the same way as priorities vary from region to region and nation to nation.
- 2.4 In recognition of this, a PUSH Members Workshop on 6 September 2004 considered the weight which should be attached to each of the quality of life criteria, specifically in relation to the South Hampshire sub regional strategy.
- 2.5 The criteria were weighted according to their significance to spatial planning in South Hampshire and are set out in Figure 3. Together they provide a framework for testing the extent to which each strategy option improved the quality of life in South Hampshire.

Figure 3: Weightings attached to the Integrated Regional Framework objectives

High significance

- To ensure that everyone has the opportunity to live in a decent, sustainably constructed and affordable home
- To improve the health and well-being of the population and reduce inequalities in health.
- To create and sustain vibrant communities
- To improve efficiency in land use through the re-use of previously developed land and existing buildings, including re-use of materials from buildings, and encourage urban renaissance
- To conserve and enhance the region's biodiversity
- To reduce road congestion and pollution levels by improving travel choice, and reducing the need for travel by car/lorry
- To maintain and improve the water quality of region's rivers and coast, and to achieve sustainable water resources management
- To sustain economic growth and competitiveness across the region
- To simulate economic revival in priority regeneration areas
- To develop a dynamic, diverse and knowledge-based economy that excels in innovation with higher value, lower impact activities

Medium significance

- To reduce the risk of flooding and the resulting detriment to public well-being the economy and the environment
- To raise educational achievement levels across the region and develop the opportunities to everyone to acquire the skills needed to find and remain in work
- To reduce air pollution and ensure air quality continues to improve
- To protect, enhance and make accessible for enjoyment, the region's countryside and historic environment
- To reduce waste generation and disposal, and achieve the sustainable management of waste
- To increase energy efficiency, and the proportion of energy generated from renewable resources in the region

Low significance

- To reduce crime and the fear of crime
- To encourage increased engagement in the cultural activity across all sections of the community in the South East
- To develop and maintain a skilled workforce to support long-term competitiveness of the region

Spatial Constraints and opportunities

- 2.6 To enable the formulation of spatial strategy options, constraints of sub-regional significance were mapped. Examples of these include areas at risk of flooding, nature conservation sites and built heritage designations, the character of the landscape, agricultural land quality, transport accessibility and strategic and local gaps³.
- 2.7 Opportunities were similarly mapped. There are locations where development might be advantageous because of the intrinsic nature of the land, e.g. brownfield sites, or because it would make use of existing infrastructure capacity (public transport corridors, proximity to country parks etc).
- 2.8 The workshop on 6 September 2004 considered the relative importance to be attached to each constraint and opportunity. It attached the most importance to the following : -

Spatial constraints:

- International and national designations for habitats and species;
- Land constrained by neighbouring uses (e.g. safeguarding zones, MOD establishments);
- Existing uses which should be retained (e.g. historic parks and gardens);
- Scheduled Ancient Monuments;
- Presumption against development on the undeveloped coast;
- Land liable to flood (river, tidal & groundwater);
- Maintaining the principle of gaps between settlements;
- Coastal areas suitable for providing compensation habitats;

Spatial opportunities:

- Appropriate brownfield sites free of constraint;
- Accessibility to existing public transport network;
- Accessibility to primary road network and potential for new roads;
- Landscapes which offer most capacity or potential to accept and absorb new development;
- Accessibility to city and town centres.

³ These are open breaks between settlements where there is a presumption against development. Strategic Gaps are identified in the Hampshire County Structure Plan; Local Gaps are identified in District Local Plans.

Transport implications

2.9 In recognition of the crucial importance of transport to the future prosperity and quality of life in South Hampshire, a day-long Members' workshop was held on this topic on 14 September 2004. The critical message from the seminar was that in order to deliver more sustainable communities, and to realise the PUSH vision for managed growth, investment in transport and accessibility had to run in parallel with development and growth, and that investment was needed in both demand and supply measures for a more effective and sustainable transport system to meet social, economic and environmental imperatives. Key conclusions of the event included (not in any priority order):-

- It is imperative to tackle congestion and optimise capacity on the M27 motorway and to improve the local road network;
- Ensuring some switch from roads to other forms of transport is a key priority;
- Investment must be made in the sub-region's rail network;
- Measures must be introduced to improve the quality of bus travel and make it more seamless;
- Major capital investment and revenue support will be required, Government must play its part in providing resources;
- Some form of Passenger Transport Executive is needed for South Hampshire, particularly to maximise delivery in respect of public transport and integration between transport authorities and providers;

2.10 The workshop attempted to identify those approaches to development in the sub-region that appeared to make the best use of existing transport systems and infrastructure (assuming some further development of them), and prioritised those measures that were considered to contribute to a sustainable South Hampshire.

2.11 A significant degree of consensus was forthcoming, with investment in sustainable transport modes, and the need to achieve modal shift, being identified as key objectives. The major role for bus-based public transport in the sub-region in the future was also recognised. There was also broad agreement that demand management measures would need to be carefully considered and would form part of the policy approach in the medium term. It will be vital to maintain and improve city centre accessibility, in particular by delivering appropriate park and ride solutions, investing in public transport improvements on appropriate corridors, maximising the potential of rail freight operations and developing an appropriate package of demand management measures. It was considered critical that spatial planning and transport planning work should

be fully aligned, with the Local Transport Plan process incorporating the strategic implications of the sub-regional strategy.⁴

Developing spatial options

- 2.12 The third workshop on 27 September 2004 drew together the work on constraints/opportunities, quality of life indicators and transport issues from the first two workshops, and began the process of developing spatial options.
- 2.13 Information was provided on a mapped base showing the significant spatial constraints and opportunities within South Hampshire, together with information on the level of existing commitments and estimates of urban capacity for each district. The workshop also considered the implications for potentially spatial options of the PUSH vision for South Hampshire (Figure 4 opposite) and its focus on locating new development in places that could help regenerate the two cities and other older urban areas.
- 2.14 The guiding principles which emerged suggest that options should:-
- Relate well to the two cities (a bi-polar growth focus);
 - Relate well to strategic public transport corridors and interchanges;
 - Achieve a critical mass (with development outside the cities, focused in small number of strategic and more sustainable locations).
- 2.15 Three broad development options were evaluated in more detail against these principles and other criteria and opportunities. In general terms, these took the form of:
- 1 Growth focused in and around the two cities;
 - 2 Growth in the two cities and in selected Strategic Development Areas;
 - 3 Growth in the two cities and on public transport corridors.
- 2.16 As part of the process, the workshop participants were asked to consider options for development locations to accommodate growth at the levels being considered based on the guiding principles, constraints and opportunities and their knowledge of South Hampshire.
- 2.17 Participants were also asked to debate and identify potential new greenfield locations that would be required to deliver the three different scales of development that the Regional Assembly had asked the sub-region to test, namely:
- RPG +6% (3,600 dwellings p.a.)
 - RPG +20% (4,000 dwellings p.a.)
 - RPG +40% (4,750 dwellings p.a.)

⁴ The three principal authorities had just started to prepare their second Local Transport Plans

Figure 4: The PUSH vision

The main components of the vision are:

- Managed and sustainable growth, subject to concurrent investment in essential infrastructure;
- Growth supported by investment in, and timely provision of, the full range of supporting transport, social, economic, physical and environmental infrastructure;
- Economic development and regeneration of Southampton and Portsmouth and of the older urban areas in the rest of the sub-region to support social needs, tackle deprivation, and secure social and economic inclusion;
- To maximise development opportunities within the cities and towns and thereby minimise the need for further greenfield development;
- Sufficient, fit, sustainably constructed and affordable housing to meet local needs and support labour requirements for sustained future economic growth;
- More sustainable and accessible communities;
- To maintain and enhance the character and quality of life of the sub-region;
- Improvement of the cultural, leisure and environmental assets of South Hampshire;
- Secure quality of life dividends for existing and new communities, through investment and development which addresses existing problems (such as the current infrastructure and skills deficit);
- A proper balance between economic growth, environmental protection, community regeneration, infrastructure and housing development; and
- To maintain the separation of settlements

2.18 This exercise indicated that:

- 1 There are a finite number of potential locations for development.
- 2 Significant locational choices could be made to deliver RPG +6%
- 3 Choices to accommodate RPG +20% and RPG +40% are much more limited
- 4 Accommodating the higher rates of growth could be achieved by either increasing the number of locations or by increasing the size of those locations initially identified.

2.19 From this, four options for accommodating new development emerged:

Option A – locating new development within, and very close to, the two cities in order to reduce the need to travel.

Option B – as Option A plus a substantial amount of new development in ‘Strategic Development Areas’ of between 5,000 and 10,000 new homes. This option indicated that up to four SDAs might be required.

Option C – As Option A plus a concentration of new development within new or existing transport corridors.

Option D – a combination of Options B and C.

2.20 In formulating these options PUSH noted the PPG3 requirement⁵ that:

- at the at the regional level, Regional Planning Guidance should identify the major areas of growth in the region, and determine where housing provision is to be sought by structure plan/UDP area, taking account of assessed capacity;
- at the strategic planning level, structure plans/UDPs should identify growth areas and a distribution of the additional housing likely to be required to district level.

2.21 Option A could deliver levels of housing growth of around 6% higher than current planned rates. This would be insufficient to deliver economic regeneration and growth. Options B and C would provide sufficient housing to deliver the economic strategy, with housing growth at around 20% higher than current planned rates. Option D has the potential to deliver levels of housing growth up to 40% higher than those currently planned.

2.22 A further option based on Option A and a dispersed pattern of new development was considered but discounted by PUSH. This was because it was considered to be a continuation of how things have been done in the past few decades which, it was perceived, had contributed to many of the problems the sub-region was facing, especially congestion. This option would also dilute the focus on regenerating the two cities and limit the ability to use new development to help address existing travel problems.

2.23 During the first part of 2005 PUSH refined its approach to spatial distribution of new development. It quickly became clear that Option B was unlikely to deliver all the development at the time it would be needed. This was because it was recognised that the SDAs would take several years of planning and would be unlikely to make much of a contribution before 2016. Additional greenfield development, in the form of urban extensions

⁵ Paragraphs 28-30

would therefore also be required. It was also apparent that there was considerable overlap between Options B and C as the SDAs would require good transport links with the two cities.

- 2.24 From this PUSH recognised that the likely option would be a hybrid of options A, B and C. This conclusion was supported by the assessment of the various options against the objectives set down in the Integrated Regional Framework undertaken by PUSH which highlighted the potential for a hybrid option to secure greater benefits than any of the individual options. The assessment was reviewed by ERM Consultants on behalf of the Assembly⁶.
- 2.25 The results of the consultation on the Consultative Draft South East Plan during January-March 2005 showed support for the vision and for a sustainable economic and regeneration-led strategy, a focus on the cities and towns and an emphasis on the use of previously developed land. There were a range of views on the concept of SDAs, with some respondents arguing that the policy should be deleted or is premature and others that the SDAs should be located in particular areas. A summary of sub-regional views and responses can be found in the Pre-submission Consultation Statement which accompanied the Draft South East Plan submission to Government in March 2006.
- 2.26 The South East County Councils separately commissioned ICM to undertake telephone opinion research of a sample of 8,000 people in the region⁷. Those interviewed in Southampton were asked about their preferences for the spatial options described in 2.19 above. The results showed that:
- 17% preferred Option C (locating new greenfield development along transport corridors)
 - 16% preferred Option A (locating new greenfield development close to the two cities)
 - 7% preferred Option B (concentrate new greenfield development in a few very large developments)
 - 40% preferred Option D (a combination of options A, B and C)
 - A further 14% put forward an alternative preference to Option A to D.
- 2.27 Having considered the responses to both the Consultative Draft South East Plan, the ICM poll and the technical work undertaken since the Plan was published, PUSH decided that the greenfield requirement should be met through a combination of very large developments (‘Strategic Development Areas’) and smaller urban extensions, the latter primarily required between 2011 and 2016 to fill a gap between current

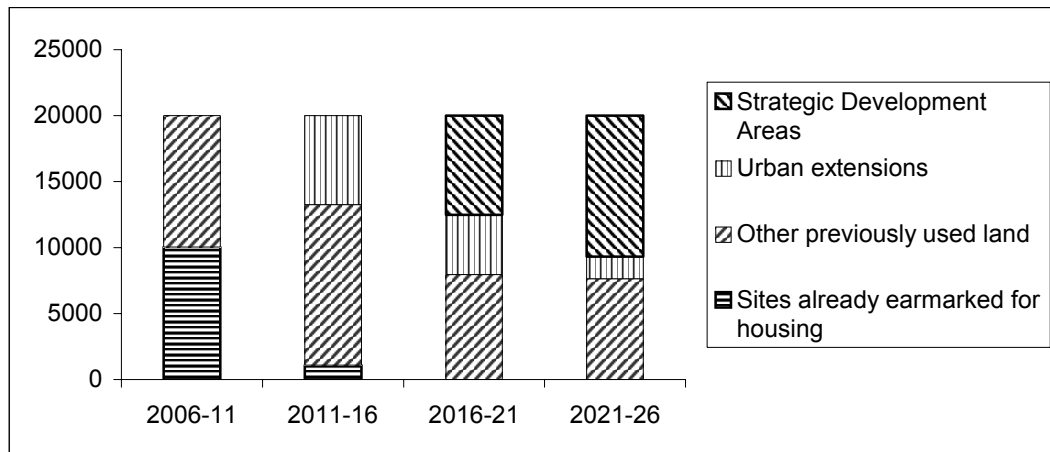
⁶ the key findings of which can be found in section 5.3 of the ERM Sustainability Appraisal Report, January 2005.

⁷ See Appendix 3, South Hampshire Sub-regional Strategy Phase 2 Advice from PUSH, June 2005

commitments and the time when SDAs could realistically be expected to provide new homes.

2.28 The broad phasing of housing 2006 to 2026 arising from this approach is summarised in Figure 5 below.

Figure 5 Indicative housing supply 2006 - 2026



3. Selecting the locations for Strategic Development Areas

3.1 This chapter explains why PUSH put forward options that included Strategic Development Areas (SDAs) and the rationale for the locations selected.

The SDA concept

3.2 In 2004 Hampshire County Council engaged consultants to look at the relationship between settlement size and self containment⁸. The general findings included:

- Larger settlements tend to have more facilities overall than smaller settlements
- Based on threshold ranges, settlements require a population of at least 12,000 in order to sustain facilities such as secondary schools, leisure centres and community centres. To encourage self-sufficiency settlements above this range should be developed in preference to smaller settlements.
- A population of around 25,000 or above is required to support significant national multiple retailers, supermarkets and major sports centres

3.3 The strategy for South Hampshire has sought to ensure that new communities were large enough to achieve a high degree of self-containment, but not so large as to compete with the established town and city centres, as this would undermine the urban regeneration focus of the strategy. This study provides some evidence that the optimum size for a new community is between 12,000 and 25,000 people (roughly between 5,000 and 10,000 new homes).

3.4 At about the same time as the report was being finalised the Regional Assembly asked principal authorities charged with drawing up sub-regional strategies to examine the potential in their sub-regions for developments of between 5,000 and 10,000 homes, which it termed 'Strategic Development Areas'.

3.5 PUSH was attracted to the SDA concept because:

1. The approach taken to greenfield releases in South Hampshire over the past two decades (namely small to medium sized extensions to most towns and villages) have been 'bolt-ons' to well established communities. As a consequence, the cumulative scale of urban

⁸ Mechanisms for promoting self contained settlements, Colin Buchanan & Capita Symonds, December 2004

extensions has been to substantially change the character of the host town or village, often to its detriment.

2. The new development has also over-loaded existing infrastructure, whilst generating little by way of investment in new infrastructure. Small and medium sized developments tend to generate small levels of planning gain which are devoted to local rather than strategic infrastructure.
3. Developments on this scale do not secure the behavioural changes necessary to create more sustainable communities. They also do not achieve the critical mass necessary to justify investment in new approaches.

3.6 The SDA approach would address these issues because:

- It safeguards existing towns and villages by seeking to develop new communities rather than to expand them. Further expansion can lead to a loss of identity through coalescence with neighbouring communities or a detrimental change in character.
- As a general rule, the larger the greenfield development the more planning gain can be expected from developers to help pay for the wider effects of the proposed development.
- Investment in new infrastructure will be more effective when targeted at specific areas than spread thinly around. It could provide strategic as well as local scale infrastructure.
- SDAs offer great potential to become more sustainable than established settlements. They have the critical mass to secure behavioural changes e.g. provision of frequent and reliable public transport services to provide viable alternatives to private travel.
- The concentration of new development into a few very large developments will enable transport infrastructure investment to be focused on key transport corridors, rather than be thinly spread amongst many more smaller urban extensions. These transport corridors will enable the provision of fast and efficient public transport links between the SDAs and the nearby host city. The city will provide higher order services, facilities and employment opportunities with the interaction between the two helping to reinforce the urban regeneration emphasis of the sub-regional strategy for South Hampshire.

Areas of search

- 3.7 In preparing its advice on the South Hampshire sub-region PUSH actively pursued the request by the Assembly to look at the potential for one or more SDAs in the area.
- 3.8 South Hampshire is highly constrained by its geography, the extent of the built up area and environmental designations. In the search for potential areas PUSH also expressed a wish to avoid development that would lead to the coalescence of existing well established communities.
- 3.9 The starting point for identifying the locations for the two SDAs was the series of workshops held by PUSH in 2004. Although this process generated about twenty locations that could potentially accommodate medium sized developments (500+ dwellings) only seven were of sufficient size to merit further investigation for their suitability as SDAs. These were:
- North west of Southampton (between the city and Romsey)
 - North east of Southampton (around Hedge End)
 - South east of Southampton (around the former Hamble airfield)
 - North of Whiteley village
 - North of Fareham
 - South of Fareham (between Fareham and Stubbington)
 - West of Waterlooville (as an extension to the already planned Major Development Area)
- 3.10 The only other large undeveloped area within urban South Hampshire that could have been considered for development was at Chilling in the south of Fareham Borough. This did not find favour with workshop participants as the area is remote from the two cities with poor transport links and is highly valued as the last remaining large area of undeveloped coastline in urban South Hampshire. There was also concern that its development would be a significant step towards the creation of 'Solent City' and a corresponding loss of individual identity of existing communities.
- 3.11 PUSH started examining the other seven areas to see if they could accommodate an SDA. A large amount of land would be required to accommodate a Strategic Development Area. A new community of 5,000 homes is likely to require a minimum of 200 ha (excluding any strategic open space or landscaping), with a 10,000 home community at least double this figure. The conclusions were:

North west of Southampton Although this location is close to the city, transport routes into the city are heavily congested with limited scope to secure public transport improvements (e.g. the Romsey – Southampton railway line has no capacity to accommodate an additional station). There were also doubts about capacity of Junction 3 of the M27 to absorb

additional traffic. Proximity of the SDA to the River Test (SSSI and floodplain) and New Forest National Park were causes for concern, as were the implications of building in the gap between Romsey and Southampton.

North east of Southampton (around Hedge End). This location could potentially accommodate an SDA either to the west or north/north east of Hedge End, subject to further assessment, particularly how the development would link with Southampton.

South east of Southampton (around the former Hamble airfield). This was not favoured as it would largely fill the last remaining undeveloped area between Southampton and the River Hamble south of the M27 and lead to a coalescence of settlements.

North of Whiteley village. This location had development potential and could help make Whiteley a more sustainable and cohesive community. There was, however, concern that the land area was too small to accommodate an SDA.

North of Fareham. This is a large area with relatively few environmental constraints. It could complement and draw on the established facilities, services and opportunities available in nearby Fareham and had the potential to develop good links with Portsmouth.

South of Fareham (between Fareham and Stubbington). This location was not favoured because it was considered to be too small to accommodate an SDA and it would fill the undeveloped gap between Stubbington and Fareham.

West of Waterlooville. This area had scope for an extension of the 2,000 home Major Development Area (MDA) for which land was already earmarked in draft Local Plans. However, further development could be constrained by environmental assets. There was also doubt about the ability to provide good access to Portsmouth from a much larger development which would be remote from the A3 road with no attractive transport alternative.

- 3.12 Four of the seven locations listed above were considered to have the most potential to deliver the SDA concept – to the north west of Southampton, at Hedge End, to the north of Fareham and a further extension to the west of Waterlooville. However, only two SDAs were required to deliver the PUSH strategy, one related to Southampton and one to Portsmouth. PUSH decided that an SDA near Hedge End offered greater potential to accommodate an SDA than one in southern Test Valley related to Southampton and that the Fareham SDA was its preferred location for an SDA related to Portsmouth.

- 3.13 Two options for the location of the SDA at Hedge End were considered. One option was the location of the aborted Structure Plan Major Development Area which would have been to the west of Hedge End. Although the proposed Major Development Area would have been smaller than an SDA (up to 4,000 dwellings), there was sufficient scope to increase it to at least 5,000 homes – the minimum size indicated by the Regional Assembly. The other option was to locate the SDA to the north and north east of Hedge End, near Hedge End station.
- 3.14 Both locations give rise some to very similar planning issues:
- Both require new infrastructure to facilitate public transport links to Southampton
 - Both will put further pressure on the M27 at either junctions 5 and 7 (west of Hedge End location) or Junction 8 (north and north east of Hedge End location), although Junction 8 suffers from less congested than the other two junctions
 - Water resource issues (supply and waste water disposal) are likely to be the same for both locations.
 - Both need to respect gaps between existing communities and the new development
 - Many of the other objectives of the SDA concept (e.g. creation of a more sustainable community) could be met in either location.
- 3.15 There are, however, a number of differences:
- The west location would be close to the River Itchen Special Area of Conservation. A new road and bridge would be required to cross the river which would need careful design to address potential habitat, species and visual impacts.
 - The west location would largely fill the undeveloped gap between Hedge End and Eastleigh.
 - Landscape quality is potentially more sensitive to the north and north east of Hedge End than it is to the west of the town.
 - The west location may require more expensive transport infrastructure (including a new road to Eastleigh, a new bridge over the River Itchen and a new railway station).
- 3.16 PUSH, mindful that both locations had the potential to deliver the SDA, decided on balance that the SDA should be located to the north and north east of Hedge End. A key consideration was the fact that this location offers an easier connection to Southampton (crossing the M27 at Junction 8 and thence along the A3025) than is available from locations to the west of the town.

- 3.17 Both the north of Fareham and North and north east of Hedge End locations were put forward by PUSH as proposed SDAs when it consulted on its proposed housing distribution for South Hampshire in the summer of 2005. The nature of the consultation and the comments received are summarised in a background report submitted to the Regional Assembly in December 2005⁹ and is considered further in section 7.

⁹South Hampshire Sub-regional Strategy Final Advice to SEERA Background Report: Housing December 2005

4. Selecting the potential locations for urban extensions

- 4.1 This chapter describes the rationale for the potential locations for urban extensions which were included in the Autumn 2005 consultation document 'Where shall we live?'. In consulting on these, PUSH recognised that decisions on the actual locations of urban extensions will be made during the preparation of District Local Development Frameworks.
- 4.2 The starting point for that work was the desire to broadly match future supply to the two sub-areas within the South Hampshire Housing Market Area (see Appendix 1). Taking existing commitments, urban potential estimates into account helped identify the required additional greenfield provision, as shown in Figure 6 below.

Figure 6 Housing distribution 2006 – 2026 based on South Hampshire HMA population share

	Southampton sub-area	Portsmouth sub-area
Target dwellings	36,000	44,000
To be met by:		
Commitments	4,553	5,901
Brownfield potential	16,147 – 19,647	19,144 – 22,644
Greenfield	11,800 - 15,300	15,455 -18,955

- 4.3 It will be noted from Figure 6 above that the number of dwellings required on greenfield sites was different for each sub-area. PUSH reflected this difference in the consultation by proposing that the North and North east of Hedge End SDA (to serve the Southampton sub-area) should be for up to 9,000 dwellings whilst the SDA to the north of Fareham should be for up to 10,000 dwellings (to serve the Portsmouth sub-area).
- 4.4 Taking the SDAs into account left a shortfall to be met on urban extensions of between 2,800 and 6,300 dwellings in the Southampton sub-area and 5,455 and 18,955 in the Portsmouth sub-area.
- 4.5 PUSH decided to consult on a range of dwellings required in the form of urban extensions that would complete the portfolio of locations alongside commitments, urban potential and SDAs required to deliver the housing target for South Hampshire. In the consultation, no urban extensions were proposed in Southampton, Portsmouth and Gosport as that would mean building on the few remaining areas of undeveloped land. These areas are either covered by environmental designations or are vital 'green lungs'. Extensions were also not proposed in Eastleigh or Fareham Boroughs. This was because these districts were the focus of the two SDAs which, when coupled with existing commitments and brownfield potential, would

satisfy the local housing market and also because there is limited potential for further urban extensions without leading to further coalescence of existing settlements. The scope for urban extensions was therefore restricted to the five remaining districts.

- 4.6 The PUSH workshops held in 2004 provided a useful basis for identifying areas that might be suitable as urban extensions. The distribution had to reflect both a geographic spread and also the potential capacity within different districts. Three options were proposed – see Figure 7 opposite - which were intended to give consultees a real choice. The first reflected a distribution which most closely matched existing population distribution within the sub-region. The other two options generally directed housing towards the east. The reasoning for this was that environmental constraints tended to be greater in the west of the sub-region. The eastern part also has a weaker economy which could benefit from more development.
- 4.7 To illustrate this point, under the first option that part of New Forest district within the sub-region would have to provide around 1,000 new homes on greenfield sites. However, in recognition of its proximity to environment assets (particularly SPA and SAC designations) within the New Forest National Park and the extent of constraint designations in that part of the district within urban South Hampshire (e.g. protection of back-up grazing land) the second option halved this figure and the last option proposed no greenfield development at all in that District.

Figure 7 Public consultation options for the location of urban extensions

Option A: 5,000 in Winchester District (mainly as extensions to the west of Waterlooville and to the north of Whiteley); 4,000 in southern Test Valley Borough (in the form of extensions to **all** the main settlements); 1,500 in Havant Borough on the edge of Leigh Park and with other locations making a modest contribution; 1,000 in the Waterside and Totton parts of the New Forest; 1,000 in the southern parishes of East Hampshire.

Option B: 7,000 in Winchester District (mainly as a larger extension to the west of Waterlooville and an extension to the north of Whiteley); 3,250 in Test Valley Borough (probably as extensions to **some** of the main settlements); 1,250 in Havant Borough on the edge of Leigh Park and with other locations making a modest contribution; 500 in the Waterside and Totton parts of the New Forest; 500 in the southern parishes of East Hampshire.

Option C: 8,200 in Winchester District (mainly as a very large extension to the west of Waterlooville and an extension to the north of Whiteley); 2,500 in southern Test Valley Borough (probably as extensions to **a few** of the main settlements); 1,000 in Havant Borough on the edge of Leigh Park and with other locations making a modest contribution; 800 in the southern parishes of East Hampshire. None in New Forest District.

Extract from 'Where shall we live?' HCC/PUSH. September 2005

5. District-level housing figures

5.1 In determining its advice to the Regional Assembly PUSH had regard to:

- The responses to the consultation
- A Sustainability Appraisal of the options
- An update of estimates for potential supply from commitments and urban capacity sources
- The South Hampshire Sub-regional housing market assessment

5.2 The first two of these are set out in the PUSH document '*Background Report: Housing*' – chapters 3 and 5 respectively. The second two are dealt with below.

5.3 The update of commitments and urban capacity was carried out in October 2005 (Figure 8 below). Most districts reported a slight increase over estimates produced in October 2004, largely due to a significant increase in commitments. The notable exceptions were Portsmouth and Southampton.

5.4 The 2004 estimate for both cities took the form of a range, in recognition that there was uncertainty over whether a few very large sites would become available for housing development by 2026. A year later, it had become less likely that a major site in Southampton (owned by ABP) would become available, while in Portsmouth, there were continuing uncertainties over the prospects for delivering a major development at Tipner and Port Solent.

5.5 PUSH debated whether the housebuilding targets for the two cities should reflect the 2005 assessment or be set at a more challenging level based on a resolution of the issues surrounding these larger sites. PUSH decided that, as the strategy aims to deliver an urban renaissance it would be appropriate to set a challenging target. Some 39% of all dwellings to be built in South Hampshire over the next 20 years are now planned to be built in either Southampton or Portsmouth. It was agreed that regular monitoring would be undertaken and that if necessary in the light of that monitoring, the targets in neighbouring authorities might have to be revised if the two cities are unable to deliver their target (see footnote to Policy SH12 for an expansion of this position). This need to plan, monitor and manage the rate at which greenfield land is released is embodied in Policy SH5.

- 5.6 PUSH decided that Gosport's total should reflect a slightly lower figure than suggested by the urban potential update¹⁰. The shortfall was made good by a re-distribution amongst the other authorities in South East Hampshire.
- 5.7 Setting high targets for the two cities, coupled with a significant increase in commitments and a slight increase in estimates of urban capacity elsewhere in South Hampshire means that PUSH now expects that some 68% of dwellings over the next 20 years will be built on either land already committed for development or on new brownfield sites.
- 5.8 The increase in the dwellings to be built in urban areas means that there is less need for new greenfield sites. PUSH agreed that all the districts with proposed urban extensions should be given the target preferred by the relevant district council. This meant that the distribution would be based on a new hybrid option of 8,700 dwellings (rather than one of the original options totalling 12,500 dwellings). In addition, PUSH agreed to a request from Eastleigh Borough Council that a figure of 1,000 dwellings be included in its target to be delivered in the form of urban extensions.
- 5.9 The high housebuilding target set for Southampton meant that the size of the SDA serving the Southampton sub-area housing market to the North and East of Hedge End could be reduced from 9,000 to 6,000 dwellings to broadly meet the sub-area target.
- 5.10 PUSH also decided that there was scope to the north of Fareham to deliver an SDA of 10,000 new homes and that this should remain the target figure.
- 5.11 The anticipated sources of supply and the district distribution proposed by PUSH in its Final Advice (December 2005) for South Hampshire is set out in Figure 8 below. PUSH decided that the figures for the two SDAs should be shown separately from district figures in recognition that these are to meet sub-regional housing requirements and because the precise location of the SDAs are not firmly defined.

Figure 8 South Hampshire housing distribution 2006 - 2026

District	Large site Commitments	Urban potential	New greenfield	Total
East Hants (p)	15	585	600	1,200
Eastleigh	1,881	4,202	1,000	7,083
Fareham	1,340	2,389	0	3,729
Gosport	999	1,501	0	2,500

¹⁰ For reasons see paragraph 6.9 of South Hampshire Sub-regional Strategy Final Advice to SEERA Background Report: Housing December 2005

Havant	599	4,102	1,600	6,301
New Forest (p)	382	1,156	0	1,538
Portsmouth	1,292	13,408	0	14,700
Southampton	2,179	14,121	0	16,300
Test Valley (p)	111	1,300	2,499	3,910
Winchester (p)	1,611	1,093	4,035	6,739
Hedge End SDA	0	0	6,000	6,000
Fareham SDA	0	0	10,000	10,000
Total	10,454	43,742	25,734	80,000

(p) = part district

- 5.12 PUSH has estimated that just over 60% of all dwellings would be built on brownfield sites, in line with the national target and the target in Policy H3 of the South East Plan.
- 5.13 The split between the two Housing Market Sub-areas is set out in Figure 9 below.

Figure 9 Housing Market Area and proposed housing distribution 2006 - 26

	Population 2006 (est)	Housing distribution based on population split	Proposed housing distribution in South East Plan
Southampton sub-area	44.8%	35,800	34,800
Portsmouth sub-area	55.2%	44,200	45,200

- 5.14 This table shows that the proposed distribution of housing over the next 20 years broadly accords with the distribution of population. It is not necessary for there to be a direct match because, as has previously been noted, there is a degree of overlap between the two Housing Market sub-areas. An extension to Whiteley is likely to be proposed in the Winchester LDF and, although the village lies within Winchester district and has therefore been grouped within the Portsmouth sub-area, many residents (and prospective residents) will tend to look westwards towards Southampton for employment and higher order leisure and services.

Appendix 1

South Hampshire Housing Market Assessment

In 2005 PUSH engaged consultants DTZ to undertake a housing market assessment for South Hampshire¹¹. The conclusions were that:

- 1 The Housing Market within South Hampshire is bi-polar with one sub-area based on Southampton and another based on Portsmouth.
- 2 It will be essential to maintain some balance across the sub region in terms of distributing new housing to support economic growth, if both cities are to prosper.

PUSH has broadly accepted that the housing market for the Southampton sub-area comprises the City of Southampton, Totton and the Waterside parishes of New Forest District, southern Test Valley and the whole of Eastleigh Borough. The Portsmouth sub-area comprises the City of Portsmouth, the districts of Gosport, Fareham and Havant and the southern parishes of Winchester and East Hampshire districts. It should, however, be noted that there is a degree of overlap between these sub-areas, particularly in the western parts of Fareham Borough and Winchester district which tend to look as much towards Southampton as Portsmouth.

PUSH decided that the current split of population between the Southampton and Portsmouth sub-areas should be used to help guide the consideration of future housing distribution between them. Some 55% of South Hampshire residents live in the Portsmouth sub-area, which translates to around 44,000 dwellings between 2006 – 2026. The Southampton sub-area contains around 45% of the population which equates to around 36,000 dwellings between 2006 and 2026.

These broad housing figures would be used to help inform the district spatial distribution (see chapters 4 and 5).

¹¹ Housing Market Assessment Stage 1, DTZ, May 2005