

# PUSH Spatial Position Statement

**Partnership for Urban South Hampshire**

June 2016





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## 1 OVERVIEW

- 1.1 South Hampshire includes the cities of Portsmouth and Southampton and their hinterlands, together with the Isle of Wight. This non-statutory Position Statement has been developed to inform long-term decisions about the level and distribution of development in the area over the period from 2011 to 2034, and the infrastructure investment which is needed to support it.
- 1.2 The Position Statement has been prepared jointly by the Partnership for Urban South Hampshire (PUSH) which includes the unitary authorities of Portsmouth, Southampton and the Isle of Wight; Hampshire County Council and the district authorities of Eastleigh, East Hampshire, Fareham, Gosport, Havant, New Forest, Test Valley and Winchester. Parts of East Hampshire, New Forest, Test Valley and Winchester districts fall outside of the PUSH area.
- 1.3 This Position Statement addresses important issues concerning the distribution of future development across South Hampshire, potential major development locations in the longer-term, and key infrastructure to support sustainable growth. It seeks to:  
  
***“deliver sustainable, economic-led growth and regeneration to create a more prosperous, attractive South Hampshire and the Isle of Wight offering a better quality of life for everyone who lives, works and spends their leisure time here.”***
- 1.4 The PUSH Joint Committee of Council Leaders has noted the completion and publication of the Position Statement as useful evidence for Councils to fulfil their duty to cooperate in reviewing Local Plans. The Position Statement sets out the distribution of development, which has been informed by the national planning policy framework, evidence on housing and employment needs, environmental, transport and infrastructure issues, and substantial ongoing discussions with all Councils, the Solent LEP, Solent Transport and key statutory agencies and infrastructure providers. The Position Statement is based on robust and joined up evidence and is therefore a key document to help Councils meet their statutory ‘duty to co-operate’ with each other.
- 1.5 The Position Statement will enable each Council to review its Local Plan. In doing so, they will assess the development strategy set out in the Position Statement in more detail for their area, identify specific sites and locations for development, and undertake full public consultation with their local communities. PUSH have assessed the need for new homes and employment development through to 2036. Taking into account the environmental qualities of South Hampshire, the Position Statement does not fully meet

these overall needs. In order to enable Local Plans to be prepared with a 15 year time horizon, the Position Statement looks to 2034. It does meet 93.5% of the needs for new homes and all of the need for new employment to 2034. In addition, it meets all of the need for new homes to 2026. The Position Statement is planning positively for long term growth, proposing 104,350 new homes and almost 1 million sq m of employment space. Councils will prepare Local Plans to consider in more detail how this development can be delivered, whether there is scope to identify further sites to fully meet the need for new homes, and the need for other local services and infrastructure. Of the 104,350 new homes, approximately 50% have been completed since 2011 or can be accommodated on sites which already have planning permission or been identified in Local Plans; and a further 22% is likely to come forward on additional sites in urban areas. Together these total 72% of overall provision.

1.6 In spatial terms, key components of the Position Statement are:

- Cities/ urban areas first – maximising housing delivery within existing urban areas as locations with existing infrastructure, and to minimise greenfield land take; and focusing office investment in city centres first, followed by town centres and key public transport corridors.
- Supporting modal shift – locating development in areas which are, or have the potential to be, served by high quality rail and bus services. New development and investment in infrastructure are intended to go hand in hand;
- High quality new or expanded communities – the Position Statement seeks to increase housing delivery; and to do so includes provision for a range of different sizes of development site. It however identifies an additional “area of search” for a new strategic development location in the northern part of Eastleigh Borough. This strategic location is expected to deliver new housing, employment and local services; and support investment to improve infrastructure within the sub-region;
- Protecting and enhancing countryside gaps – to maintain the identity and separation of settlements, provide a resource for recreational activities and green routes which help promote walking and cycling;
- Protecting the environment – by avoiding development which would harm important protected environments and landscapes, including the Solent and national parks.

1.7 The Position Statement has no formal policy status and is not part of the statutory development plan, however, it does provide a framework to guide and co-ordinate the Local Plans of individual local planning authorities. For local planning authorities in South Hampshire that have an adopted local plan, this document does not change existing policies or proposals. However, it does provide a framework to guide and co-ordinate the preparation of new or review existing local plans.

1.8 The Position Statement is however important for a number of reasons. Councils are statutorily required by Government to demonstrate in updating their Local Plans that they have worked collaboratively to consider strategic planning issues which cut across

administrative boundaries – from economic, employment and housing needs to transport, energy, water resource and flood risk issues – this is called the ‘duty to co-operate’. Where councils delay in addressing these issues, they are at risk of losing control of decisions regarding where development is located. The Position Statement will help councils to meet their duty to co-operate on these matters, meaning that local communities will ultimately have more control on the future distribution of new homes and businesses.

- 1.9 The Position Statement is an important means of securing a sustainable pattern of development across the sub-region, and also capturing investment to support new development, to address long-running infrastructure deficiencies and support economic growth.
- 1.10 Major infrastructure investment will be needed to support delivery of the approach set out in the Position Statement, including highways improvements and investment in public transport, walking and cycling; in utilities infrastructure; as well as in schools, healthcare, local facilities and green infrastructure. A package of funding, including both developer contributions and public investment, will be needed to support this. The long-term strategic framework provided by the Position Statement will however put the sub-region on a front foot in terms of securing public funding for infrastructure, including through the Solent Local Enterprise Partnership and in negotiating devolution of funding from Central Government; as well as in enabling partners to influence investment planning by infrastructure providers.
- 1.11 The Position Statement identifies opportunities to capture investment and drive forward the sub-region's economy and create wealth, particularly building on the area's marine and maritime strengths, but also challenges including the need to address unemployment and improve skills to ensure local people benefit from growth. These issues form the backbone to PUSH's key ambitions - to secure sustainable economic growth; bring benefits to local communities; protect our natural environment; and deliver good places to live and work.

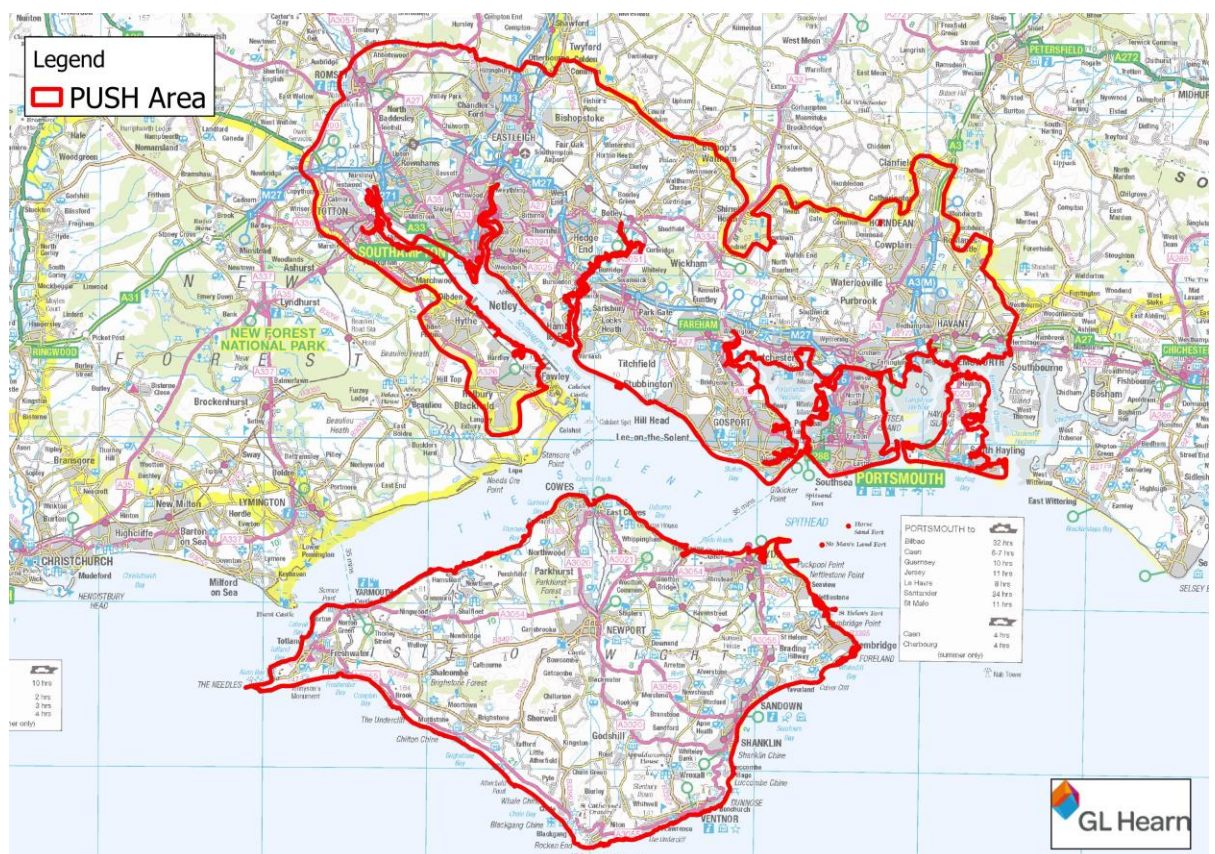
## 2 INTRODUCTION

### The Partnership for Urban South Hampshire (PUSH)

2.1 The Partnership for Urban South Hampshire (PUSH) brings together the local authorities in the South Hampshire sub-region, recognising the benefits of working together, to support sustainable development, economic growth and coordinate strategic planning activities.

2.2 PUSH includes Hampshire County Council, the unitary authorities of Portsmouth, Southampton and the Isle of Wight; and the district authorities of Eastleigh, East Hampshire, Fareham, Gosport, Havant, New Forest, Test Valley and Winchester. It relates to the area shown below. Parts of East Hampshire, New Forest, Test Valley and Winchester districts fall outside of the PUSH area.

Figure 1: Boundary of the PUSH area



2.3 PUSH was formed in 2003 and has a history of working to coordinate spatial planning activities and investment in infrastructure across South Hampshire and the Isle of Wight. It was involved in informing the sub-region strategy for development in the South East



Plan, and prepared the current South Hampshire Strategy, which was published in October 2012.

- 2.4 Through working together, and with other bodies such as the Solent Local Enterprise Partnership, Solent Transport, the Environment Agency, Natural England, Highways England and utilities providers, PUSH aims to increase prosperity and improve quality of life for residents.

## The Position Statement

- 2.5 The existing South Hampshire Strategy was approved in 2012 and looks to 2026. The Strategy is being reviewed to create a Position Statement which informs and coordinates longer-term decisions about development and investment in South Hampshire and the Isle of Wight to 2034. It is the right time to do this – to take account of changes in national planning policies, to ensure that South Hampshire captures investment, particularly in improving the area’s strategic infrastructure, and to promote sustainable patterns of development.
- 2.6 This Position Statement:
- Sets out an overall vision and approach;
  - Considers potential strategic locations for and the overall distribution of new housing, employment and services in order to create attractive and successful places, and to promote sustainable travel patterns;
  - Seeks to protect South Hampshire’s important habitats and natural environment and improve green infrastructure within the sub-region;
  - Promotes coordination of new investment in infrastructure, including in transport, utilities and green infrastructure/ recreation with new development, in order to deliver sustainable development.
- 2.7 The Government’s National Planning Policy Framework (‘NPPF’) sets out that local planning authorities should positively seek opportunities to meet development needs, where it is sustainable to do so. A particular challenge for the sub-region is how it can accommodate new housing to accommodate the needs of the sub-region’s existing households and growing population. New housing is needed because average household sizes are falling, as people are living longer, and to support a growing population and sub-regional economy. As housing markets operate across local authority boundaries, it is appropriate for councils to work together to consider these issues.
- 2.8 As well as housing, the councils need to plan strategically to meet business and economic needs, and to deliver infrastructure – including addressing infrastructure deficiencies in South Hampshire and the Isle of Wight. It is important that planning to

meet development needs and the delivery of infrastructure are coordinated with one another – to ensure that infrastructure is not over-burdened, to support sustainable travel, and to deliver successful places.

**What status does the Position Statement have?**

- 2.9 The Position Statement is not a ‘statutory’ development plan, against which planning applications will be determined. However it provides a framework for, and means of, coordinating decisions about long-term development and infrastructure across the sub-region.
- 2.10 The Position Statement provides a way in which the local authorities are able to meet their statutory “Duty to Cooperate” on such issues. It will also provide an overarching framework for where development will be focused within the sub-region which is easy to understand and comprehend, and which assists in case making for funding to support infrastructure improvements.
- 2.11 Thus while the Position Statement will continue to be ‘non statutory’ in status, it is nevertheless an important process which will feed into and inform each council’s local plan, as these are developed or reviewed.

**Figure 2: Relationship between PUSH Position Statement and other Strategies**



2.12 The Position Statement focuses on the overarching distribution of development across the sub-region and identifying broad strategic development locations. It cannot allocate land for development as it will not be part of the statutory development plan. Specific development proposals will therefore be considered further and tested by individual local authorities through the development of their local plans and/or other planning policy documents. Further public consultation on detailed proposals will be undertaken by each local authority as part of the local plan preparation process, as well as consultation on individual planning applications.

2.13 The Position Statement does not therefore seek to predetermine specific sites for new development, nor address issues related to the design or layout of new development.

How has the Position Statement been prepared?

2.14 This Position Statement has been prepared collaboratively by the local authorities within the sub-region, with support from consultants GL Hearn, Justin Gardner Consulting, Campbell Reith and Jon Rowland Urban Design. The preparation process has been managed by a Steering Group which includes representatives from each of the local authorities, including Hampshire County Council, as well as Solent Transport and the Environment Agency.

2.15 In preparing the Position Statement, a range of wider stakeholders have been engaged including Government agencies, transport and infrastructure providers (see Appendix 1).

2.16 The Position Statement is informed by a range of existing and emerging evidence. Key evidence base and Strategy documents are listed in Appendix 1. This includes evidence, strategies and discussions with key agencies on development needs (homes and employment); infrastructure needs (transport, water and energy); and the environment ('quality places', designations, flood risk, recreational disturbance, strategic gaps and green infrastructure).

2.17 The completion and publication of the Position Statement has been noted by the PUSH Joint Committee.

### **Sustainability Appraisal and Habitats Regulations Assessment (HRA)**

2.18 A Sustainability Appraisal (SA) of the Position Statement, incorporating a Strategic Environmental Assessment (SEA), has been undertaken to assess its impact on social, economic and environmental objectives. A Sustainability Appraisal report accompanies the Position Statement.

- 2.19 A Habitats Regulations Assessment (HRA) has also been undertaken, to assess likely significant effects of new development or investment proposals on European designated sites, such as Special Areas of Conservation (SAC), Special Protection Areas (SPA) and RAMSAR sites which are afforded strict protection under the Conservation of Habitats and Species Regulations 2010 (as amended). The HRA considers potential effects, and how these can be avoided or mitigated.
- 2.20 The Sustainability Appraisal and Habitats Regulations Assessment initially considered the sustainability and potential impacts of four theoretical strategic concepts for development across South Hampshire and the Isle of Wight. These were as follows:
- **Concept 1** considered development spread across a range of smaller sites and locations across the sub-region with settlements growing in proportion to their size (where this can be sustainably accommodated).
  - **Concept 2** prioritised development in Portsmouth and Southampton which function as “engines for growth” driving forward the sub-regional economy. It envisaged maximising the development potential of brownfield land in the two cities and along strong public transport corridors.
  - **Concept 3** envisaged the area functioning as a single economic region made up of a network of settlements as opposed to the current separate travel to work areas. It seeks to increase the economic integration between different parts of the Solent area – by reducing journey times between the major economic hubs.
  - **Concept 4** sought to reduce the pressure on existing settlements, by focusing new development outside of existing urban areas on a limited number of new or expanded settlements. This would reduce the pressure on existing towns but require significant investment in new infrastructure.
- These concepts have informed initial discussion and assessment, and the Position Statement’s Guiding Principles. In reality, the level of growth needed, the range of planning / environmental designations and the location of transport infrastructure, limit the range of options for locating development. Therefore these 4 concepts do not translate in to 4 separate choices ‘on the ground’. The Sustainability and Habitat Regulation Appraisals have assessed the full Position Statement, which reflects a mixture of these concepts.
- 2.21 The Sustainability Appraisal identifies, describes and evaluates the likely significant effects on environmental, economic and social factors using the available evidence base. Where significant adverse effects have been identified, the SA has enabled the Position Statement to be refined to either avoid these effects or allow mitigation measures to be incorporated. The SA and the HRA have been prepared alongside the development of the Position Statement.

### 3 KEY ISSUES

- 3.1 The PUSH Sub-Region is focused around the two cities of Portsmouth and Southampton, the Isle of Wight and the Solent. It includes the larger towns of Eastleigh, Fareham, Gosport, Havant and Waterlooville. The area has a population of 1.2 million (2011) and more than 50,000 businesses.
- 3.2 The sub-region has a unique geography. The mainland area is bounded on two sides by national parks – by the South Downs National Park to the north; and New Forest National Park to the west. It is a coastal sub-region, with internationally protected environments and important maritime assets. The geography of the area, the substantial environment and landscape designations which affect parts of it, together with infrastructure constraints, influence its potential to accommodate new development.

#### Housing Need

- 3.3 There is a need to provide new housing as the population is growing, people are living longer and typically living in ever smaller households. Over the past 13 years, the strongest population growth has been in the 60+ age groups. The population is projected to grow by nearly 186,000 people, a 15.6% increase, to almost 1.4 million by 2036<sup>1</sup>. National planning policy sets out that Local Planning Authorities should seek to boost significantly the supply of housing and should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area where it is sustainable to do so.
- 3.4 The evidence base sets out that PUSH includes three separate housing market areas (HMAs)<sup>2</sup>. These are the Isle of Wight HMA, the Southampton HMA (which includes Southampton, New Forest, Test Valley, Eastleigh and western parts of Winchester and Fareham) and the Portsmouth HMA (which includes Portsmouth, Havant, Gosport, East Hampshire and eastern parts of Winchester and Fareham).
- 3.5 An update to the objectively assessed housing need has been published in June 2016. This has taken into account the latest demographic evidence from the 2013 and 2014 Mid-Year Population Estimates as well as revised employment forecasts prepared by Oxford Economics for the Solent Local Enterprise Partnership (LEP). It also considers market signals and the need for affordable housing.

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<sup>1</sup> Objectively Assessed Housing Need Update for PUSH, June 2016 (Tables 10 and 15)

<sup>2</sup> South Hampshire Strategic Housing Market Assessment 2014; Isle of Wight Strategic Housing Market Assessment 2014

3.6 The updated evidence sets out a need to deliver 121,500 homes over the period 2011-2036 across South Hampshire and the Isle of Wight. The identified housing need for individual local authorities, or parts of local authorities, is as follows:

**Table 1: Objectively-Assessed Housing Need**

	Housing Need, 2011-36
<b>Portsmouth HMA</b>	<b>49,500</b>
East Hampshire (Part)	1,750
Fareham (East)	7,625
Gosport	8,375
Havant	11,250
Portsmouth	18,500
Winchester (Part-East)	1,500
<b>Southampton HMA</b>	<b>57,000</b>
Eastleigh	14,500
Fareham (West)	2,875
New Forest (Part)	5,250
Southampton	27,875
Test Valley (Part)	4,625
Winchester (Part-West)	1,875
<b>Isle of Wight HMA</b>	<b>15,000</b>
<b>PUSH Total</b>	<b>121,500</b>

3.7 National planning policies set out that local authorities should seek to meet the needs of their area, and work collaboratively to meet needs across the relevant housing market area, where it is sustainable to do so.

### Solent's Economy

3.8 The Solent area has a diverse and multi-faceted economic base. The sub-region's economy is substantial, estimated at £25.8 billion in 2014.

3.9 The largest employment sectors, as in many areas, are health, education and retail. The sub-region however has particular economic strengths in:

- Marine and maritime activities, including
  - advanced manufacturing and engineering and
  - port-related activities;
  - defence.
- Scientific research and development
- Leisure and tourism.

- 3.10 Key economic assets underpin the sub-region's competitive advantage. The Solent ports are important international gateways which support the local and wider UK economy, and together with world class research and education provision underpin a marine and maritime sector which is world class.
- 3.11 Southampton is one of the country's largest, busiest and most diverse ports, providing passenger, freight and cargo functions. It has specific geographic advantage, being the first and closest UK port of call on the key Shanghai to Rotterdam sea freight route. The Port is the leading port for UK – Far East trade; and the leading export hub for UK car manufacturers, handling 31% of all exported vehicles in 2012, which with imports totals 820,000 vehicles per annum.
- 3.12 Southampton is also the leading hub for UK cruise traffic, handling 1.7 million passenger movements annually. Each ship call is worth £1.25 million to the local economy.
- 3.13 The Port of Portsmouth is the third busiest Roll On – Roll Off passenger ferry port in the UK, handling 1.88 million passengers per annum.
- 3.14 Portsmouth also remains an important base for the Royal Navy; underpinning the sub-region's strong defence sector which contributes over £1.6 billion to annual economic output. The Naval dockyard will see significant change over the next few years with the arrival of two Queen Elizabeth Class aircraft carriers, their crews and the associated supply chain. This is a major potential sub-regional economic driver.
- 3.15 The sub-region's ports play an important role in supporting international trade, helping underpin the UK's economic competitiveness.
- 3.16 The two city centres of Portsmouth and Southampton function as the largest centres for shopping and leisure. Southampton is a strong centre for financial and business services and has a strongly performing office market.
- 3.17 Portsmouth forms the hub for the defence sector and advanced manufacturing in the sub-region. Manufacturing accounts for 8.1% of employee jobs across the area; but a stronger 10% in the western part of the Solent area.
- 3.18 The sub-region's cultural and heritage attractions, its coast and countryside – and its accessibility from London, the South East and South West regions as well as

internationally – underpin a successful visitor economy which is worth £3 billion per year to the local economy and supports nearly 63,000 jobs<sup>3</sup>.

- 3.19 The Solent area has above average employment in larger companies, and to some extent in the public sector. 18% of employee jobs are in the public sector, which is consistent with the national average – but higher than in other parts of the South East region. Over 20% of jobs in Portsmouth, Gosport and Southampton are in public sector roles. This partially reflects the regional and / or defence roles of these areas. However there is also a more general need to strengthen the private sector business base.
- 3.20 Whilst levels of economic participation are relatively high, they could be better; and productivity is below average (with Gross Value Added per head more than 10% below the national average). Essentially there are not enough higher skilled jobs (or residents with degree level skills) in the PUSH area.
- 3.21 Since 2009 the level of jobs which are part-time has increased. Whilst some of this relates to older people working part-time, it partly relates to underemployment. This has particularly affected Southampton, Eastleigh, Isle of Wight, New Forest and Gosport. To drive economic performance there is a need to boost productivity – increasing the number of higher-skilled, full-time roles. Manufacturing and other sectors need to continue to modernise; and small and medium enterprises be encouraged.
- 3.22 The area has also been less good at attracting investment than others. The role of universities in the sub-region is important in addressing this and contributing to innovation. For example, Southampton hosts the National Oceanography Centre.
- 3.23 The Solent Local Enterprise Partnership (LEP) is responsible for driving forward the sub-region's economy. It has identified the potential for the area:
- to become the UK's leading hub for advanced manufacturing, marine and aerospace industries;
  - to enhance and develop the visitor economy; and
  - to capture investment in new growth sectors including low carbon, composites technologies, and digital/ creative sectors.

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<sup>3</sup> Solent Strategic Economic Plan



### **Solent Local Enterprise Partnership's Objectives**

The Solent LEP Strategic Economic Plan has set out a clear economic vision for the sub-region to increase the value of jobs and narrow the gap in productivity with the rest of the South East. It wants to address unemployment, increasing the proportion of working-age people in jobs, as well as raise the number of businesses forming each year (as well as business survival rates). It aims to raise educational attainment to the UK average and increase inward investment, capturing at least 5% of foreign direct investment projects to the UK.

- 3.24 The Position Statement has taken account of the latest economic evidence, drawing on economic forecasts prepared by Oxford Economics for the Solent Local Enterprise Partnership in 2015. (These forecasts have been drawn up to inform the Solent LEP Productivity and Growth Supplement (January 2016). This sets the framework for the forthcoming year and provides an interim update to the Solent Strategic Economic Plan. The LEP are continuing to work on the evidence base to support the Strategic Economic Plan which is due for publication later this year, potentially with revised forecasts. However GL Hearn have taken these at a point in time and also extended them to 2036 on a trend basis).
- 3.25 These forecasts expect the Solent's economy (GVA) to grow by an average of 2.7% per annum over the period to 2030.<sup>4</sup> This sits between forecast growth across the South East (2.8% pa) and UK (2.6% pa).
- 3.26 The forecasts recognise that there are already high levels of employment in the Solent area, and across the South East region more widely. Taking account of the structure of the Solent's economy, its past performance and growth potential, the numbers of jobs in the area are expected to increase by 97,700 over the period from 2011-30, equivalent to 0.8% per year growth in employment.
- 3.27 A growing economy will generate a need for additional people, employment space and local services. These issues are considered in identifying future development needs in the Position Statement.
- 3.28 PUSH is clear that everyone must benefit from economic growth and investment. Investment in skills, training and support as well as investment in transport networks is needed to ensure that local people can access the new jobs that are created.

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<sup>4</sup> Whilst the LEP targets stronger growth in GVA relative to these baseline forecasts, it targets improvements in productivity.

- 3.29 The employment rate across the Solent area is 3.4 percentage points below the national average, with low employment rates particularly in the cities of Portsmouth and Southampton, and the Isle of Wight. Unemployment in these areas is above average. Across the area 72,000 people receive out-of-work benefits. There is a need to reduce this and support people back into work.
- 3.30 Across the area, 37% of working-age people have skills at Level 4 or above (equivalent to degree level). Whilst there have been some notable improvements in skills over the last decade, continuing to invest in skills will be important in driving productivity growth, and creating and attracting higher value-added jobs. The Solent LEP has developed a Skills Strategy to drive this forward.
- 3.31 PUSH wants to deliver sustainable economic growth, narrowing the gap in economic performance between South Hampshire and the wider South East region, and supporting the cities of Portsmouth and Southampton to fulfil their potential as engines of economic growth. The Position Statement considers where development should generally be located to create jobs, increase prosperity and make the best use of the area's built and natural assets to achieve sustainable economic growth.
- 3.32 PUSH's ambitions are linked to those of the Solent Local Enterprise Partnership (LEP) which takes the primary responsibility for driving forward economic development in the sub-region. The Position Statement considers the overall level of additional employment land need and its distribution resulting from the LEP's Strategic Economic Plan.<sup>5</sup>

## Transport and Accessibility

- 3.33 The sub-region's transport infrastructure and networks will need further investment, in order to accommodate the travel demands of planned growth in the Position Statement over the medium and longer term to 2034.
- 3.34 The peninsula and coastal geography of the area can make travel between different parts of South Hampshire and the Isle of Wight slow. There is also a particular reliance on private cars, which account for 63% of trips on the mainland in the morning rush hour with only 6% by public transport. There is however significant variation across the area.
- 3.35 The complex and disparate nature of many journeys outside the more densely populated urban areas, means it is difficult to provide attractive alternatives to the private car. Many trips on the M27 Motorway are relatively local and only involve travel between one or two junctions.

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<sup>5</sup> [http://solentlep.org.uk/uploads/documents/Solent\\_Strategic\\_Economic\\_Plan.pdf](http://solentlep.org.uk/uploads/documents/Solent_Strategic_Economic_Plan.pdf)

- 3.36 Public transport, walking and cycling levels are generally much higher in the cities. However as a key focus for future growth, they still face challenges accommodating increasing travel demands on key routes. This will require a balanced approach to maximise the number and proportion of journeys made by public transport, walking and cycling, alongside targeted investment to address key pinch points on the road network. This will help address congestion, pollution and wider environmental effects.
- 3.37 On the Isle of Wight, congestion frequently builds up in Newport. Without intervention, delays can be expected to increase in Newport, Ryde and Shanklin. Connections to the mainland are expensive.
- 3.38 The Position Statement takes account of significant recent committed investment in the transport network in the sub-region. This includes conversion of the M27 and M3 to “smart motorways” enhancing capacity by enabling use of hard shoulders at peak times; and investment through the Solent LEP including improvements to M27 Junction 10, local improvements in Gosport and Fareham, and investment to support planned development including at North Whiteley and Dunsbury Hill Business Gateway. In addition there will be a need for significant further investment in the transport network.

### South Hampshire's Environment

- 3.39 European designations protect important coastal and estuarine environments across the sub-region as well as the New Forest. A further potential designation of the Solent and Dorset Coast as a Special Protection Area (SPA) is also being considered.
- 3.40 A range of habitats and species (and geological sites of interest) can be found across South Hampshire and the Isle of Wight which together make up the biodiversity and geodiversity of the area. Some parts of the sub-region are designated as statutory nature conservation sites. These include European sites, Sites of Special Scientific Interest (SSSI) and Local Nature Reserves. Other sites are non-statutory designations such as Sites of Importance for Nature Conservation (SINCs). Together they form a network of biodiverse areas. The Position Statement needs to protect, and seek out opportunities to enhance, biodiversity.
- 3.41 South Hampshire also contains some important landscapes, including the Isle of Wight and part of the Chichester Harbour Areas of Outstanding Natural Beauty (AONBs) . The sub-region includes the following national character areas: South Coast Plain, South Hampshire Lowlands, New Forest, South Downs and Isle of Wight<sup>6</sup>.

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<sup>6</sup> See Hampshire Integrated Character Assessment; Isle of Wight Landscape Character Assessment

- 3.42 National planning policy restricts development in areas which would impact on sites protected by the Birds and Habitats Directive, in areas designated as Sites of Special Scientific Interest, Areas of Outstanding Natural Beauty and National Parks.
- 3.43 There is a need to provide adequate coastal areas for the inevitable displacement of coastal habitats and birds which is predicted to arise from sea level change. A key challenge is to balance the management of coastal flooding and erosion risks, with natural processes, and to address the consequences of climate change. The North Solent Shoreline Management Plan has been developed to help respond to these issues.
- 3.44 The purpose of the European Habitats and Wild Birds Directive and the Conservation of Habitats and Species Regulations is to restore and maintain Europe's biodiversity by protecting the most important habitats and species. In the Solent SPAs<sup>7</sup> and New Forest SPA, nesting and wintering birds are vulnerable to recreational pressures that may arise from additional housing in the area. In order to protect these important areas from disturbance from recreational activities, there is a need to mitigate the impacts through measures such as onsite access management and the provision of alternative recreational destinations in order to better manage or divert visitors away from these sensitive environments. The relevant Councils, Natural England and nature conservation organisations have established the Solent Recreation Mitigation Partnership to co-ordinate the implementation of the mitigation measures required to address recreational impacts across the Solent area; and the same range of organisations (including the New Forest National Park Authority) are increasingly working together to ensure a co-ordinated approach to the mitigation of recreational impacts within the New Forest.

## Flooding

- 3.45 The PUSH sub-region contains a significant number of communities vulnerable to flooding. It includes over 380 km of tidally influenced coastline, with the sub-region's most populated areas sitting on low lying coastlines.
- 3.46 These include parts of Portsmouth, Southampton, Gosport, Fareham, Eastleigh, Hayling Island as well as coastal towns in the New Forest and on the Isle of Wight. In addition, many parts of the PUSH area contain areas at risk of flooding from rivers and watercourses, with the Rivers Test, Itchen, Hamble, Meon, Wallington, Medina, Lavant and Hermitage Stream all passing through existing developed areas. Furthermore extensive areas of chalk geology are affected by groundwater flooding.

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<sup>7</sup> The Solent and Southampton Water; Portsmouth Harbour; and Chichester and Langstone Harbour SPAs

3.47 Climate change poses a significant risk to the sub-region. Predicted sea-level rise over the coming century will reduce the level of protection provided by most of the sub-region's current flood defences and result in the inundation of larger areas by extreme tidal floods. In addition, increasing severity of storm events is predicted to result in an increase in river flood flows, which will subsequently increase the risk of flooding from rivers. Therefore flood defences need to be improved.

## 4 VISION AND OBJECTIVES

- 4.1 The National Planning Policy Framework sets out that the purpose of planning is to achieve sustainable development. Achieving this involves balancing economic, social and environmental dimensions, to achieve positive improvements to the quality of the built, natural and historic environment as well as to people's quality of life.

### Vision Statement

- 4.2 The Partnership for Urban South Hampshire (PUSH) is committed to:

***“delivering sustainable, economic-led growth and regeneration to create a more prosperous, attractive South Hampshire & Isle of Wight offering a better quality of life for everyone who lives, works and spends their leisure time here.”***

- 4.3 The Partnership is committed to long-term managed economic growth and regeneration and the delivery of the housing, infrastructure, facilities and services necessary to achieve it.

### PUSH's Four Key Ambitions

- 4.4 PUSH's aim is to work with partners to deliver a better South Hampshire and Isle of Wight – by growing the local economy, improving the quality of life for residents, creating high quality places and protecting our natural environment. These are the Partnership's four key ambitions.

**Figure 3: PUSH's Key Ambitions**



4.5 We set out below what we mean by these key ambitions. (The 4 ambitions are of equal importance):

#### **Sustainable Economic Growth**

4.6 PUSH wants to deliver sustainable economic growth, narrowing the gap in economic performance between South Hampshire and the wider South East region, and supporting the cities of Portsmouth and Southampton to fulfil their potential as engines of economic growth. It is important to consider where development should generally be located to create jobs, increase prosperity and make the best use of the area's built and natural assets to achieve sustainable economic growth.

4.7 PUSH's ambitions are linked to those of the Solent Local Enterprise Partnership (LEP) which takes the primary responsibility for driving forward economic development in the sub-region. The Position Statement considers the spatial and land use implications of the LEP's Strategic Economic Plan<sup>8</sup>.

4.8 To move the sub-region forward, the area must do more to capture investment and improve the quality and range of jobs within our economy.

#### **Bringing Benefits to Local Communities**

4.9 Our ambition is to ensure that local people benefit from economic growth and investment in the area - helping local people to access jobs, homes and services.

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<sup>8</sup> [http://solentlep.org.uk/uploads/documents/Solent\\_Strategic\\_Economic\\_Plan.pdf](http://solentlep.org.uk/uploads/documents/Solent_Strategic_Economic_Plan.pdf)

- 4.10 Affordability of housing is a major challenge. Over the last 15 years it has become increasingly difficult for young people in their 20s and 30s to find suitable housing which they can afford.
- 4.11 We want to improve the affordability of housing in South Hampshire and the Isle of Wight, deliver more affordable housing, work with other bodies to up-skill local people to capture new employment opportunities, and improve accessibility. We want to consider how major investment can be attracted to address these challenges.
- 4.12 We want to coordinate the location of homes and jobs, so local people can access employment opportunities and companies can recruit.

### **Protecting Our Natural Environment**

- 4.13 Our natural environment – the coast, our rivers and countryside – is what makes South Hampshire particularly special. We will continue to protect and enhance our nationally and internationally important designated wildlife sites and landscapes and promote the preservation, restoration and re-creation of key habitats, species and ecological networks through the delivery of sustainable development. We want to provide “green links” for walking and cycling between settlements. We are keen to enhance opportunities for local wildlife to thrive and to deliver new green infrastructure alongside new development.

### **Good Quality Places to Live and Work**

- 4.14 The quality of place matters. Our ambition is for high quality, well designed places which provide:
- A good range and mix of homes, jobs, services, cultural facilities and public space;
  - Well designed and maintained sustainable buildings and public spaces;
  - Protection for important wildlife and nature conservation sites;
  - Significant high quality green space and green links; and
  - Sensitive treatment and protection of historic buildings, spaces and landscape.
- 4.15 We want to create sustainable places, minimising the need to travel whilst also promoting the use of public transport, walking and cycling through greater integration of transport and land use planning. The delivery of new infrastructure alongside development – from local schools, health facilities and services to transport infrastructure - is critical to this.
- 4.16 We want places that are distinctive and to maintain or enhance the local character of existing settlements. We see countryside gaps between settlements as important to



maintaining the identity of different places. We also want to protect local landscapes and wildlife sites.

## Spatial Principles

- 4.17 There are a number of key spatial principles which have underpinned the development of the Position Statement and which should continue to guide and inform local plan processes in achieving sustainable development.

### **POSITION STATEMENT SP1: SPATIAL PRINCIPLES**

The Position Statement is guided by the following spatial principles:

#### **Sustainable Economic Growth**

- Locating new employment close to where people live
- Delivering high quality employment sites which will attract investment
- Protecting high quality and waterfront employment sites from redevelopment

#### **Bringing Benefits to Local Communities**

- Supporting a balance of housing sites to widen choice and support delivery
- Delivering and upgrading of strategic infrastructure alongside new development
- Investing in improving public transport and walking/cycling infrastructure within the sub-region
- Ensuring and maintaining vibrant, mixed-use town centres

#### **Protecting Our Natural Environment**

- Minimising harm to areas designated for nature conservation interest
- Supporting and protecting wildlife and important biodiversity and geological resources
- Investing in enhancing green infrastructure

#### **Good Places to Live and Work**

- Optimising potential to reduce reliance on private car
- Higher employment densities at locations with high public transport accessibility
- Providing a good range and mix of homes, jobs, services, leisure, recreational and cultural facilities and public space
- Well designed and maintained sustainable buildings and public spaces
- Sensitive treatment and protection of historic buildings, spaces and landscape

## 5 SPATIAL APPROACH

5.1 In developing the Position Statement, four strategic concepts for development have been considered. These were:

Option	Key Elements and Issues
<b>Concept 1: Dispersed Growth</b>	<ul style="list-style-type: none"> <li>• New development distributed across a range of settlements in accordance with their size</li> <li>• Investment in addressing local congestion and local services</li> <li>• Limited potential for major investment in improving sub-regional transport infrastructure</li> <li>• More difficult to effectively mitigate environmental impacts</li> </ul>
<b>Concept 2: Anchor Cities</b>	<ul style="list-style-type: none"> <li>• Maximises development potential on brownfield land through higher density development – particularly in Portsmouth and Southampton</li> <li>• Development beyond the cities is focused around key public transport corridors which link them to the city centres / main towns</li> <li>• Potential for more significant investment in improving local public transport infrastructure than other options</li> <li>• Potential pressure on infrastructure in key areas. Infrastructure investment needs may influence when and at what pace new development could be sustainably accommodated</li> <li>• Supports the two cities as engines for economic growth in the Solent area</li> </ul>
<b>Concept 3: Integrated City Region</b>	<ul style="list-style-type: none"> <li>• Additional development is focused along public transport corridors between Portsmouth and Southampton</li> <li>• Greatest potential to support growth of the Solent economy and support access to higher paid job opportunities</li> <li>• Higher risks associated with feasibility of delivering major strategic infrastructure, including in securing funding</li> </ul>
<b>Concept 4: New Settlement</b>	<ul style="list-style-type: none"> <li>• Additional development is focused in one or two major growth locations , reducing pressure on other existing towns across the sub-region</li> <li>• Concentrated development supports investment in new infrastructure to serve new communities, but with less investment in infrastructure in other places in the sub-region</li> <li>• Significant challenges in securing funding to invest in new infrastructure to support development, and risks of delays</li> </ul>

These concepts were not intended to be mutually exclusive, but were intended to test the merits of different potential strategic approaches to considering the future development pattern in the sub-region. The concepts have informed the guiding principles below. In reality the level of growth needed, the extent of existing built up areas and countryside gaps, the range and extent of environmental designations and the location of transport infrastructure mean there is considered to be little strategic choice within South Hampshire regarding the location of development. Therefore the 4 concepts do not reflect 4 separate choices ‘on the ground’. The Position Statement, based on the key principles below, draws from a mixture of these concepts, and reflects PUSH’s strategic view of the appropriate scale and distribution of development.

## Key Principles

- 5.2 The preferred spatial approach outlined in this document has evolved through an iterative process of testing, informed by Sustainability Appraisal and Habitats Regulations Assessment. The key components of this are:

### A. Cities / Urban Areas First

- 5.3 **Maximising development potential within the cities and urban areas, minimising greenfield land take; whilst allowing some growth in rural areas to support local communities and local services.**
- 5.4 The Position Statement seeks to maximise development within urban areas, promoting regeneration and economic synergies; the vibrancy of city and town centres; and protecting the countryside. This approach puts more people within close reach of public transport, jobs and services. The guiding principle is to focus regional retail and office development in city centres first, and local retail, housing and other employment in the cities, main towns and urban areas first, where possible. Subject to important local considerations, there is also likely to be an emphasis on higher density housing development in the city centres, followed by town centres and other key accessible locations. More generally, housing development should be located in urban areas first where possible.
- 5.5 It proposes that about a third of both new housing and employment development on the mainland will be accommodated within the two cities of Portsmouth and Southampton. Delivering this scale of growth in the cities will depend on major investment in transport, flood defence, public realm, land assembly and other areas of infrastructure.

### B. Public Transport

- 5.6 **The Position Statement seeks to focus development in locations which will provide the opportunity for travel by sustainable modes, and which can help to support strategic investment in improving public transport, walking and cycling infrastructure.**
- 5.7 Locating development in areas which can be served by high quality rail and bus services to key destinations, particularly the two cities; and where local facilities can be provided. This can reduce car travel, congestion and pollution. This depends on the delivery of new transport infrastructure.

- 5.8 The Position Statement is influenced by potential for investment in the longer-term in the rail network within the sub-region, including improving services along key rail corridors – such as between Eastleigh and Fareham; and between Southampton and Romsey. It however recognises that alongside rail investment, improvement will be needed to bus services, and walking and cycling infrastructure.

### **C. New or Expanded Communities**

- 5.9 **The Position Statement seeks to support delivery of a balance of housing sites of different sizes, in order to support overall delivery rates.**
- 5.10 The Position Statement includes proposals for new strategic development either through creating well designed new communities, or expansions to existing communities, with a high quality of environment and a mix of homes; which can capitalise on and enhance existing or are large enough to support new facilities (e.g. local shops, schools, doctor's surgeries), open spaces and other infrastructure.
- 5.11 The Position Statement recognises the benefits of focusing development in supporting delivery of new infrastructure, and addressing infrastructure deficiencies; and in helping to support an increase in overall housing delivery over the period to 2034. Small and medium-sized residential development sites will be brought forward through local plans alongside strategic development, contributing to overall housing delivery.

### **D. Protecting and Enhancing Countryside Gaps**

- 5.12 **Locating development in a way which creates a high quality pattern of town and countryside, maintaining the distinct identity and separation of key cities and towns, to avoid urban sprawl.**
- 5.13 The Position Statement highlights the importance of countryside gaps and further work will be undertaken to define these gaps. Key country parks will be protected. Investment to enhance the quality of the countryside in recreational, landscape and ecological terms will be important.

### **E. Protecting the Environment**

- 5.14 **Locating development to avoid and protect environmental designations. These include for example international, and national nature conservation designations; Areas of Outstanding Natural Beauty; ancient woodland; flood zones; and urban green spaces.**

- 5.15 Other issues to consider include for example: shaping development to protect local nature conservation designations; protecting the setting of the national parks; locating development away from sensitive nature conservation designations to minimise recreational pressures; and taking account of agricultural land quality.

### The Broad Distribution of Development

- 5.16 Southampton and Portsmouth would deliver a significant number of homes and be the focus for new office development, reflecting the 'cities first' approach. A significant proportion of these homes would be delivered in higher density schemes in the city centres, central areas, district centres and other accessible locations. There are limits to the number of new homes Portsmouth can provide given its “peninsula” geography. There is also the scope for regeneration in the other major towns to deliver new homes. Delivery depends on securing major investment in infrastructure.
- 5.17 Eastleigh would deliver a significant number of homes. This reflects existing plans, and the areas of land in the district which are served by existing or could be served by improved or new public transport corridors and are neither environmentally designated nor within key countryside gaps. It is important to stress that only some of these locations would need to be developed. Opportunities are currently being investigated within the borough to improve the transport infrastructure. Some public transport corridors have the capacity for additional services. Others would need more investment to increase capacity. New rail stations may be part of the overall package of transport infrastructure – new roads / bus routes may be needed. The Position Statement identifies criteria to help the Council select the location of new development in the northern part of Eastleigh Borough, aligned to investment in high quality transport infrastructure, including public transport. Eastleigh consider the ability to provide further homes is likely to be constrained by the rate of development which is achievable.
- 5.18 Fareham, Winchester and Havant would also deliver a significant number of homes. This reflects existing plans (with major development already planned at North Whiteley, Welborne and west of Waterlooville); and areas of land which are aligned to existing or enhanced public transport corridors which are not environmentally designated. However the potential for further development is constrained by needing to maintain an appropriate minimum width for key countryside gaps or open spaces in other locations; landscape and landownership considerations; and the rural relatively unconnected nature of parts of Winchester.

- 5.19 The remaining districts have much less capacity to accommodate new development – reflecting their geography - and would therefore deliver fewer homes. Gosport is already a heavily built up and densely developed urban area, constrained by natural environments and the Solent / Portsmouth Harbour, and has limited potential for further growth. Discussions with the Ministry of Defence indicate that only small amounts of their landholdings may be released for development. The Totton and Waterside part of the New Forest District is already significantly developed, constrained by the proximity of the New Forest National Park and Southampton Water nature conservation designations (and the need to avoid an adverse impact on them), and the need to maintain open natural green space and countryside gaps between settlements. Southern Test Valley is also close to the National Park, and contains countryside gaps. Only a small part of East Hampshire is within PUSH, and it is surrounded by the South Downs National Park.
- 5.20 Development potential on the Isle of Wight is influenced by significant environmental designations, including Areas of Outstanding Natural Beauty, and the Island's infrastructure.

## Housing Development

- 5.21 The National Planning Policy Framework sets out that local planning authorities should positively seek opportunities to meet the development needs of their areas. They should meet objectively assessed development needs in full for up to 15 years ahead where possible, unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, or specific policies – such as national environmental or landscape designations, or areas subject to flooding or coastal erosion – suggest that development should be restricted<sup>9</sup>.
- 5.22 National policy emphasises that individual local planning authorities should seek to meet their own objectively assessed need (OAN) for housing, as far as it is sustainable to do so. The objectively assessed need for housing has therefore provided an important starting point for considering the level and distribution of housing in the sub-region.
- 5.23 In preparing the Position Statement, work has however been undertaken to consider the capacity of different areas to accommodate housing. This has taken account of land availability, environmental and other development constraints, and infrastructure provision – as well as market factors which may influence the potential pace of development at individual locations.

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<sup>9</sup> NPPF Paragraph 14

- 5.24 The local authorities have worked together in developing the Position Statement. Each local authority has worked to consider a range of sources of additional potential supply of land for housing, including land which is not subject to over-riding constraints to development. Consideration has also been given to what could realistically be brought forward within the timeframe to 2034
- 5.25 The objectively assessed need<sup>10</sup> has revealed a major need for new homes. The Position Statement has sought to maximise higher density urban growth in the cities and main towns where possible, with 34,000 dwellings proposed in the two cities alone. However ultimately urban growth is limited by the range of sites available, the need to support the cities / towns as commercial (not just residential) hubs, promote good design and protect valued urban green spaces. Any further growth can only take place outside the cities and towns.
- 5.26 However there are a wide range of environmental and infrastructure constraints outside the cities and towns which makes it difficult for all of the remaining significant needs to be met:
- South Hampshire is sandwiched between a set of National Parks (the South Downs and New Forest) and the Coast. In addition much of the coast and a significant part of the New Forest national park are internationally protected habitats, and are being adversely affected by more visits from the growing South Hampshire population. Large parts of the Isle of Wight are designated as an Area of Outstanding Natural Beauty. In terms of being surrounded by such extensive areas of national designations and coast, South Hampshire is not unique, but is arguably more constrained from expanding outwards in most directions than many other major urban conurbations in England.
  - South Hampshire is already a relatively built-up area with narrow countryside gaps separating the settlements which are key to maintaining their identity and preventing urban sprawl. (This is particularly so along many of the main transport routes which might otherwise have been suitable locations for growth).
  - In addition, there are significant areas of other environmental designations recognised by national policy as preventing or restricting development (eg Sites of Special Scientific Interest, ancient woodland, locally designated sites of importance for biodiversity, flood risk zones). Planning Inspectors have recognised the local importance of specific landscapes.

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<sup>10</sup> Objectively Assessed Housing Need Update (PUSH, March 2016)

- A large area of central northern PUSH is located some distance from the main transport corridors and so is relatively unconnected (particularly by public transport).

In short, the geography of the area limits at the strategic level the scale of new housing development which can be accommodated.

- 5.27 A key role that the Position Statement has played has been to consider the ability of other authorities within the PUSH area to contribute to meeting unmet housing needs from these areas, where it is reasonable to do so and consistent with achieving sustainable development<sup>11</sup>.
- 5.28 The scale of housing need in the two cities cannot be fully met on the range of sites they have available. In addition, there is a very constrained supply of land in Gosport, Havant and the Totton/Waterside area of New Forest and on the Isle of Wight, which limits the ability of these areas to meet their identified housing needs in full.
- 5.29 However the range of issues set out above affects all Council areas to varying degrees. Whilst the remaining Councils can meet the needs assigned to them by the assessment<sup>12</sup>, these issues limit their ability to help fully meet the unmet needs in the wider interconnected housing market area. This is simply a function of the scale of housing need and the geography of South Hampshire, including the nationally-significant environmental constraints affecting parts of the sub-region where the National Planning Policy Framework indicates that development should be restricted.
- 5.30 PUSH have objectively assessed needs to 2036. However given these constraints it has not been possible at the strategic level to identify a distribution of new homes to fully meet needs which can be delivered, without causing a significant adverse impact on other transport and environmental issues as set out in the NPPF. Therefore the Position Statement's time horizon has been reduced to 2034. This still provides a positive long term basis for major development growth and infrastructure provision, and enables Councils to review Local Plans whilst maintaining the 15 year time horizon sought by the NPPF. The Position Statement makes provision for 104,350 new homes, which boosts the rate of housing delivery by 34% compared to performance over the last 19 years and represents very substantial further provision. This meets the vast majority of needs through to 2034<sup>13</sup>, with a shortfall of 6,300 dwellings or 6.5% on the mainland and 860 dwellings or 6% on the Isle of Wight. On the mainland the shortfall can be split into the

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<sup>11</sup> NPPF Paragraph 182

<sup>12</sup> Objectively Assessed Housing Need Update (PUSH< March 2016)

<sup>13</sup> The PUSH SHMA identifies needs from 2011 – 2036; and these have been reduced by 2/25ths to identify the need to 2034.



Southampton housing market area (2,160 dwellings or 4%) and the Portsmouth housing market area (4,180 dwellings or 9%); although there is an inter relationship between these two areas.

- 5.31 Nevertheless, against this context, the local authorities recognise a need to continue to investigate opportunities to maximise development potential to help minimise the remaining gap. In particular PUSH and Councils will continue to work with the Government to seek further significant infrastructure funding and to explore options for further public sector land releases. This is needed to deliver the Position Statement H1 figures, will accelerate this delivery, and may also 'unlock' further provision. Increasingly, significant public sector service rationalisations and land releases are presenting opportunities for major housing provision. PUSH and Councils will continue to work with the Government and other public agencies to explore these. For example, the One Public Estate programme, central and local government rationalisations, and a review of Ministry of Defence sites are likely to present significant opportunities.
- 5.32 The Position Statement does not seek to identify specific development sites. This is for individual Local Plans. However it has involved bringing together work undertaken by individual local authorities to consider development potential in their areas. The merits of individual development sites will be considered through the preparation and review of local plans.

#### **POSITION STATEMENT H1: HOUSING DISTRIBUTION**

**Provision will be made for at least 104,350 net additional homes across South Hampshire and the Isle of Wight over the 2011-34 plan period. The distribution of housing provision is set out below.**

## H1: Distribution of Housing

2011-34	
<b>Portsmouth HMA</b>	<b>41,360</b>
East Hampshire (Part)	2,120
Fareham (East)	8,410
Gosport	3,350
Havant	9,170
Portsmouth	14,560
Winchester (Part-East)	3,740
<b>Southampton HMA</b>	<b>50,050</b>
Eastleigh	14,950
Fareham (West)	2,050
New Forest (Part)	3,600
Southampton	19,450
Test Valley (Part)	4,640
Winchester (Part-West)	5,370
<b>Isle of Wight HMA</b>	<b>12,950</b>
<b>PUSH Total</b>	<b>104,350</b>

(Figures do not sum due to rounding)

**Of the total provision for 104,350 new homes; around 50% will be met by homes completed since 2011 or on sites which already have planning permission or are identified in existing Local Plans. Estimates indicate that a further 22% can be met on additional urban sites. Therefore in total 72% of the overall provision of new homes is already being planned for and / or can be delivered in urban areas. In advance of the more detailed considerations of an area's development capacity that will come through the local plan-making processes, the housing targets set out above should be treated as minima. Local authorities should actively seek opportunities to identify additional potential for housing provision to address the shortfall against the objectively assessed need through the local plan process. Any such potential opportunities will be tested against the principles of sustainable development set out in the National Planning Policy Framework and this Position Statement.**

- 5.33 Housing targets set out in Table H1 are intended to inform the review of local plans to meet longer-term development needs, particularly beyond 2026. They do not invalidate housing policies set out within up-to-date local plans which have been recently adopted, because a district's housing requirement must be established through a more detailed (localised) consideration of environmental constraints, infrastructure requirements and the need for complementary land uses (for example, relating to retail, leisure and community facilities). Position Statement H1 does not establish a phasing of housing

development, which should be considered through the development/ review of individual local plans. For example, in some cases the phasing of delivery will need to be stepped up over time to achieve major growth as infrastructure comes forward.

- 5.34 The Local Plans will consider further how the targets will deliver a mix of housing, including of different types and sizes, market and affordable housing. Housing targets include provision of housing meeting specific needs, including sheltered and extra care housing which meets the needs of a growing older population.
- 5.35 The Position Statement will support delivery of housing on a range of different sizes of sites, from small infill development through to large major growth locations. A balanced provision of different sizes of development schemes has been sought – recognising that larger schemes can better support provision of new infrastructure and drive delivery; whilst recognising the role which smaller sites will play in boosting delivery in the short-to-medium term.

### Strategic Development Locations

- 5.36 The Position Statement seeks to bring forward a portfolio of sites for housing development. In developing the Position Statement, consideration has been given to the potential to bring forward new strategic development locations within the sub-region. These are intended to:
- Focus development at locations which are accessible by sustainable means of transport, or have the potential to be made accessible;
  - Support delivery of major new infrastructure investment alongside new development, including new schools, health and community facilities together with transport and highways, and utilities investments.
- 5.37 The existing South Hampshire Strategy 2012 identifies Welborne (North of Fareham) as a strategic development location. Substantial development is also planned (through existing local plans) at West of Waterlooville, North Whiteley and in Portsmouth and Southampton.
- 5.38 There is potential capacity in the northern part of Eastleigh Borough to accommodate new development, subject to significant investment in the infrastructure, particularly transport improvements. On this basis an additional potential growth location is identified in the northern part of Eastleigh Borough. This area provides opportunities for mixed use development, incorporating new housing; employment; local services and amenities; and associated infrastructure. The location of strategic growth in Eastleigh Borough will be determined through the Local Plan process.

## POSITION STATEMENT SDL1: STRATEGIC DEVELOPMENT LOCATIONS

The following strategic development locations are identified for mixed-use development over the period to 2034.

Location	Local Authority
Portsmouth Urban Area and City Centre	Portsmouth
Southampton Urban Area and City Centre	Southampton
Fareham Town Centre*	Fareham
West of Waterlooville	Havant / Winchester
Welborne	Fareham
North Whiteley	Winchester
Northern Part of Eastleigh Borough*	Eastleigh
Gosport Waterfront	Gosport

\*New strategic development location proposed in Position Statement

### Employment Development

- 5.39 The Position Statement needs to balance growth in homes and jobs. There are a number of key sectors within the sub-region which have the potential to create new high quality jobs, including advanced manufacturing, marine, logistics, construction, transport and communication, tourism and higher value private services including finance, engineering and research and development.
- 5.40 The National Planning Policy Framework sets out that the planning system should do everything it can to support sustainable economic growth; and that Councils should plan proactively to meet the development needs of businesses and support an economy fit for the 21st century.
- 5.41 The Solent Local Enterprise Partnership has set an economic vision for the area, to:
- “create an environment that will bring about sustainable economic growth and private sector investment in the Solent. It will assist this globally-competitive area to reach its full potential, enabling existing businesses to grow, become more profitable and greener; enabling the creation of new businesses and attracting new businesses to the region.”*
- 5.42 Through proactive planning, the area needs to provide a portfolio of high quality employment locations in order to remain competitive and attract investment. The Position Statement seeks to provide a coordinated framework for employment land

provision, and outline what the major locations are which can accommodate future business investment.

- 5.43 Oxford Economics have undertaken forecasts for the Solent LEP, the status of which are set out in section 3 above. The Solent's economy is expected to grow by 2.7% per annum over the period to 2030. This is anticipated to result in an increase in the number of jobs by 97,700 between 2011-30. Stronger productivity growth could support higher overall economic growth (in terms of Gross Value Added (GVA)).
- 5.44 GL Hearn's *Economic and Employment Land Evidence Base Paper* includes an objective assessment of the need for new employment floorspace (in 'B class' uses) over the period to 2036. This has been based on extending Oxford Economics' forecasts to 2036, and taking account of the sectoral composition of employment growth. PUSH have then reduced this need slightly to align with the Position Statement's time horizon to 2034<sup>14</sup>. The demand evidence points to a net need for around 1 million sq.m of additional B-class employment floorspace over the period from 2011 to 2034 across the sub-region to support the needs of a growing economy.
- 5.45 The evidence identifies that this need of around 1 million sq m can be split into a need for an additional 552,000 sq.m of office floorspace (B1a/b) together with mixed industrial or warehousing floorspace (Use Classes B1c/B2/B8) of 462,000 sq.m. This reflects forecast growth in employment in sectors which can be expected to generate need for office and research floorspace, including financial and business services, science, engineering as well as information and communications; together with expected growth in demand for warehouse/distribution floorspace. It recognises a strength in advanced manufacturing in the sub-region and the need for modern high quality industrial floorspace to support business growth and investment. The evidence on need can be tested further. The figures represent the current estimates of the total need for new floorspace. Space which has been completed since 2011 and existing planning permissions and site allocations can count towards this need.
- 5.46 The cities of Portsmouth and Southampton are the largest employment centres in the Solent area and accommodate, between them, 40% of total employment. It is considered appropriate to prioritise employment growth in the two cities – and particularly the city centres – as:
- The cities contain the highest existing concentrations of jobs and businesses;
  - With a younger population, they are expected to see the strongest workforce growth;

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<sup>14</sup> Employment needs from 2011 – 2036 have been reduced by 2/25ths to identify the need to 2034.

- The cities benefit from the strongest public transport accessibility.

5.47 The greater Southampton area has a stronger concentration of employment in financial and business services, including in professional services and business administration activities. In contrast the greater Portsmouth area demonstrates relative strength in advanced manufacturing and engineering activities, and is home to the defence cluster.

5.48 In considering the wider distribution of employment development, account has been taken of:

- Differences in economic structure and growth potential;
- Current supply of suitable land for employment;
- The proposed housing distribution.

#### **POSITION STATEMENT E1: DISTRIBUTION OF ADDITIONAL EMPLOYMENT FLOORSPACE**

The local authorities should plan for the following net increases in B-class employment floorspace, which are based on positive planning for economic growth and subject to further assessment, over the 2011-34 period:

##### ***E1: Net Change in B-Class Employment Floorspace, 2011-34***

Sq.m	Office Floorspace	Mixed B-Class Floorspace	Total B-Class Floorspace
<b>PUSH Total Need:</b>	550,530	425,900	976,430
Eastleigh	40,000	74,000	114,000
Fareham	55,000	64,000	119,000
Gosport	28,000	46,000	74,000
Havant	55,000	55,000	110,000
Portsmouth	92,000	28,000	120,000
Southampton	110,000	74,000	184,000
East Hampshire	1,000	3,000	4,000
New Forest	14,000	18,000	32,000
Test Valley	55,000	87,000	142,000
Winchester	37,000	18,000	55,000
Isle of Wight	22,000	-5,000	17,000
<b>PUSH Total Provision:</b>	<b>509,000</b>	<b>462,000</b>	<b>971,000</b>

5.49 Table E1 outlines the net changes in floorspace expected, including an allowance for churn (an assumed level of vacancy to allow local business to move more easily) and flexibility within a functioning property market.

- 5.50 The Objectively Assessed Need should take account of economic forecasts and market signals. GL Hearn's assessment of need<sup>15</sup> starts from the Oxford Economics forecasts (extended to 2036). They then add an extra 5 year margin for flexibility. They then reduced the need for offices by 9%, reflecting their judgement based on market signals that the high levels of past office development in the Whiteley / Segensworth area (Winchester) are unlikely to be repeated given macro and global economic factors. PUSH have then undertaken a pro-rata reduction of this need from 2036 to 2034<sup>16</sup>.
- 5.51 This creates a total need for all employment floorspace to 2034 of 976,430 sq m (including the extra 5 year margin for flexibility). The Position Statement sets out a provision for 971,000 sq m, which effectively meets this need (99% of it, including the extra 5 year margin).
- 5.52 There is a nominal shortfall in office provision of 8% and a surplus of mixed employment provision of 8%. This enables some flexibility between the two to ensure that the office needs are met. In any case, whilst PUSH recognise the forecast potential for growth in office based sectors, and the need to plan positively for this; PUSH considers the need taking account of market signals could be, at least to a degree, lower than indicated. This reflects the current state of the office market and a strong drive from occupiers emerging from the recession to adapt working practices to reduce the need for space. If so, then further assessment and monitoring may reveal that Position Statement E1 has already fully met the need for offices. In any case the office provision in E1 still exceeds the need indicated by the economic forecasts (prior to adding the extra 5 year margin) and substantial provision for just over 0.5 million sq m of offices is being made.
- 5.53 The Position Statement E1 figures for individual districts are in some cases significantly different to those set out for districts in GL Hearn's assessment of need. This adjustment is based on GL Hearn's broad assessment of the distribution of existing commitments, relative market strengths and the emerging housing distribution<sup>17</sup>. South Hampshire is an inter connected economic area. The adjustments balance out to sum to meeting the overall needs across the economic area as set out above.
- 5.54 The figures set out are indicative, and reflect the potential net growth in floorspace. Much of the identified need could in theory be met through current employment land allocations and commitments (in terms of sites with planning consent for employment

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<sup>15</sup> Economic and Employment Evidence Base Paper, GL Hearn, April 2016.

<sup>16</sup> Based on reducing need from 2011 – 2036 by 2/25ths to reach a figure for 2034.

<sup>17</sup> Eastleigh had the highest office provision outside of the cities, at 83,000 sq m (based on GL Hearn's advice). PUSH agreed to a further reduction of Eastleigh's provision to 40,000 sq m, reflecting PUSH's view regarding the office market.

development). As at April 2015, allocated sites and those with planning permission could potentially support development of 1.5 million sq.m of employment floorspace on the mainland. There is thus potentially a quantitative surplus of employment land in the sub-region (though this does not take account of employment losses). There is a need for further assessment to test this quantitative position. Each Council will need to consider its strategy for employment land provision taking account not just of quantitative factors – but of qualitative issues, such as the quality and suitability of existing employment sites and their ability to meet modern business needs.

- 5.55 In considering what level of employment floorspace to allocate in local plans, it would be appropriate for local authorities to estimate what replacement provision may be required for losses of employment floorspace, resulting for instance from the redevelopment of outdated supply or through permitted development rights.
- 5.56 Not all existing employment land is in locations which are suitable for modern business needs. It is likely that some poorer quality sites and premises could be redeveloped over time for alternative uses; whilst some new land in accessible locations will need to be identified to support economic growth and attract investment.
- 5.57 Local plans should recognise the priority afforded to office floorspace growth within Portsmouth and Southampton city centres. Out of centre office development proposals which could draw investment away from the city and town centres (and the additional strategic mixed use locations) in the PUSH area should be subject to a full impact assessment.
- 5.58 Outside of the cities, office floorspace development should be prioritised within town centres, close to public transport nodes, or along high frequency public transport corridors.
- 5.59 For industrial and warehouse floorspace, development should be prioritised at locations which offer good access to a local workforce, are accessible by sustainable modes of travel, and provide good access to the strategic road network.
- 5.60 The Position Statement recognises the potential for growth in port-related logistics, associated with the sub-region's strategic location on major shipping routes; and the potential for additional port capacity to be delivered. Sites which offer the potential for freight distribution by rail should particularly be encouraged.
- 5.61 To provide a clear and compelling investment offer, it is appropriate to identify strategic employment locations within the sub-region, which are of a high quality, well located and



have further development potential. An important part of achieving the net employment targets in Position Statement E1 is to safeguard existing employment land, including strategic and other employment sites.

## **POSITION STATEMENT E2: STRATEGIC EMPLOYMENT LOCATIONS**

**The following locations are identified as strategic employment locations which are of significant scale to have sub-regional importance and offer further development potential:**

**E2.1: Southampton Airport Economic Gateway**

**E2.2: Solent Business Park**

**E2.3: Welborne\***

**E2.4: Solent Enterprise Zone at Daedalus**

**E2.5: Dunsbury Hill Business Gateway**

**E2.6: West of Waterlooville\***

**E2.7: Kingston Marine Park**

**E2.8: Island Technology Park**

**E2.9: Portsmouth City Centre\***

**E2.10: Lakeside North Business Park**

**E2.11: Tipner & Horsea Island**

**E2.12: Adanac Business Park**

**E2.13: Southampton City Centre including Station Quarter, Western Gateway and Royal Pier\***

**E2.14: Southampton Itchen Riverside\***

**E2.15: Former Ford Site, Southampton**

**These sites should be protected for B-class development from competing development pressures through local plan policies as key employment sites of sub-regional significance. \*However the asterixed strategic employment sites form part of wider major growth areas. Any protection for B-class employment in these locations will only apply to parts of the area; and within existing urban areas may need to include some flexibility.**

**Councils should also protect other viable employment sites where appropriate.**

- 5.62 Waterfront sites are of critical importance to supporting the marine and maritime sector in the sub-region. Across the Solent area there is 1,730 ha of waterfront employment land across 97 sites. These sites support 11,000 jobs.

5.63 Marine Futures: Solent Waterfront Sites<sup>18</sup> identifies 97 key waterfront sites within the sub-region. Six are MOD sites, three are used by utility providers, eight are commercial or ferry ports and eleven are leisure or recreational marinas and one is outside of the PUSH area. These sites are critical to the role and function of the PUSH area and are nationally important defence, commercial port and transport infrastructure.

5.64 The remaining 68 sites are categorised into three categories relating to their function and future role and tiered to reflect their importance. The most important (Tier 1) sites are listed below. These are important in supporting the marine and maritime economy in the PUSH area.

**POSITION STATEMENT E3: WATERFRONT SITES OF SUB-REGIONAL SIGNIFICANCE**

**The following waterfront sites are considered to be of sub-regional significance to the marine and maritime cluster in the sub-region. They should be protected through local plans for continued employment use, and in particular activities which support the marine and maritime economy.**

Local Authority	Site	Role
Portsmouth	Town Quay – BAR Racing	Support ongoing marine & maritime
Portsmouth	Port Solent Quay	Support ongoing marine & maritime
Portsmouth	Trafalgar Wharf	Support ongoing marine & maritime
Gosport	Endeavour Quay	Support ongoing marine & maritime
Fareham	Swanwick Marina	Support ongoing marine & maritime
Fareham	Universal Marina	Support ongoing marine & maritime
Fareham	Port Hamble Marina	Support ongoing marine & maritime
Eastleigh	Hamble Port Marina	Support ongoing marine & maritime
Southampton	Drivers Wharf	Support ongoing marine & maritime
Southampton	Saxon Wharf Boatyard and Marina	Support ongoing marine & maritime
Southampton	Shamrock Quay	Support ongoing marine & maritime
Southampton	Ocean Quay	Support ongoing marine & maritime
Southampton	National Oceanographic Centre	Support ongoing marine & maritime
New Forest	Hythe Marine Park	Support ongoing marine & maritime
Gosport	Royal Clarence Yard	Invest & grow for marine & maritime
Fareham/Gosport	Daedalus- Solent Enterprise Zone	Invest & grow for marine & maritime
Southampton	Centenary Quay	Invest & grow for marine & maritime
New Forest	Marchwood Industrial Park	Invest & grow for marine & maritime
Isle of Wight	Venture Quays	Invest & grow for marine & maritime
Isle of Wight	Medina Yard	Invest & grow for marine & maritime
Portsmouth	Tipner West	Support transition to Marine & Maritime
Southampton	Spitfire Quay / Vancouver Wharf / Merlin Wharf / Smiths Quay	Support transition to Marine & Maritime

<sup>18</sup> Marine Futures: Solent Waterfront Sites (AECOM, Final Report Sept 2015)

<b>Southampton</b>	Lower William Street Industrial Estate	Support transition to Marine & Maritime
<b>Isle of Wight</b>	Vestas Technology UK –Manufacturing Site	Support transition to Marine & Maritime

## Retail and Leisure Development

- 5.65 Changing trends in the retail sector, including the growth in online shopping and out-of-centre development, have placed pressures on city / town centres and high streets. Population and economic growth can be expected to support increased spending on retail and leisure over the period to 2034. It is important that the investment is encouraged in the network of city, town and district centres across the sub-region. National planning policies strongly promotes a “town centre first” approach to development of new retail, leisure and office development. The Position Statement supports this approach.
- 5.66 Retail expenditure growth can be modelled taking account of expected population growth. Trend-based growth in population could be expected to support growth in convenience expenditure of £667.7 million across the sub-region over the 2011-36 period; and an increase in comparison expenditure of £3.6 billion to 2036. Population growth may in reality however be more modest. Comparison expenditure relates to the money that could be spent on durable goods such as clothing, electronic goods and homeware; whilst convenience expenditure relates to spending on everyday consumables such as food and drink.
- 5.67 The retail sector and town centres more widely are however being affected by structural changes, including growing online shopping. There is a need to invest in city, town and district centres across the sub-region to maintain their competitiveness. There is considerable potential through investment and selective redevelopment to improve sales densities within town centres across the sub-region.
- 5.68 Need for new retail floorspace will be influenced by the level and distribution of housing development – as this will influence population growth and thus retail spending. Further assessment will be undertaken for Local Plans.

## POSITION STATEMENT R1: RETAILING AND TOWN CENTRES

The current hierarchy of city and town centres in the sub-region will be maintained. Development will be focused principally within existing centres, seeking to enhance their individual character and complementary roles; support improvements to public realm; and public transport and walking and cycling facilities.

The broad hierarchy of centres is set out below:

Tier	Centres
<b>Regional City Centres</b>	Portsmouth, Southampton
<b>Large Town Centres</b>	Eastleigh, Fareham, Newport
<b>Medium Town Centres</b>	Gosport, Havant, Romsey, Ryde, Totton, Southsea, Waterlooville
<b>District and Local Centres</b>	Various (defined through individual local plans)

- 5.69 Major comparison goods retailing and large scale town centre developments should be focused in the Regional City Centres and Large Town Centres.
- 5.70 The detail of the hierarchy can be further tested through Local Plans. It may be appropriate for new district or local centres to be provided as part of new strategic development locations identified in Position Statement SDL1 and other significant areas of development, subject to considering the relationship with and impact on existing centres.

### Green Infrastructure

- 5.71 The enhancement of the sub-region's green infrastructure (GI), including the water environment, as a multifunctional network of green spaces and other environmental features is crucial to enable and complement planned sustainable economic growth and development within the sub-region. The multifunctional benefits of GI include: flood risk management; health and wellbeing; adaption to climate change; protection and enhancement of biodiversity; and the provision of recreational opportunities.
- 5.72 The PUSH Green Infrastructure Strategy 2016 has been prepared in parallel with, and has informed, this Position Statement. The GI strategy focuses on the delivery of strategic scale GI projects and integrates with the equivalent GI strategy for the Isle of Wight. It is important that this integrates with GI planning and delivery at the local level, and areas neighbouring PUSH. Strategic scale GI includes:
- The Strategic Rights of Way network;

- Long distance footpaths and national cycle routes;
- Country Parks;
- Large scale Suitable Alternative Natural Green Spaces (SANGs)
- Community Forests;
- River and strategic wildlife corridors;
- Internationally important habitat areas;
- National Nature Reserves (NNR);
- Protected landscapes (National Parks and AONBs).

5.73 The GI strategy will also be important in the delivery of the mitigation measures necessary to address recreation pressures arising from new development in the PUSH area on the Solent (as set out in the Solent Recreation Mitigation Strategy) and New Forest European protected areas.

5.74 Funding will be sought from a number of sources to deliver the GI Strategy, including the Local Enterprise Partnership's Local Growth Deal, developer contributions (Community Infrastructure Levy and section 106), and lottery funding.

#### **POSITION STATEMENT G1: GREEN INFRASTRUCTURE**

**The PUSH authorities and their partners will continue to work together to plan, provide and manage connected networks of multi-functional green spaces including existing and new green infrastructure. These networks will be planned and managed to deliver the widest range of environmental, social and economic benefits.**

**Strategic priorities will be identified in the PUSH GI Strategy (2016) and the latest equivalent document for the Isle of Wight. Types of projects include:**

- **Landscape-scale green infrastructure projects (e.g. the Forest of Bere);**
- **The provision of new and enhancement of existing strategic recreational facilities (e.g. Country Parks);**
- **Projects that will effectively divert recreational pressure away from sensitive European sites;**
- **The creation and enhancement of a network of green recreational routes (such as pedestrian and cycle) including improved links between urban and rural areas, and to the Country and National Parks;**
- **Ecological protection and mitigation (e.g. SRMS and SANGs);**
- **Watercourse and river corridor restoration and enhancement;**

- **Coastal/seafront enhancement; and**
- **Greener Urban Design/greening the urban area initiatives.**

**Each of the PUSH authorities will in their Local Plans and where appropriate, GI Strategies:**

- **Make provision for these strategic and other local GI proposals taking account of Natural England’s Accessible Natural Greenspace Standards (ANGst); including where appropriate as an integral part of development proposals;**
- **Protect and enhance the integrity, quality, connectivity and multi-functionality of the existing green infrastructure network and individual sites; and**
- **Secure funding to deliver and manage these enhanced and new GI features and networks.**

### Strategic Countryside Gaps

- 5.75 South Hampshire is due to accommodate considerable growth over the period to 2034. There is a need to deliver this in a way that will ensure the integrity of the highly valued natural environment and that key elements of the settlement pattern are maintained.
- 5.76 In a densely populated area such as this, a key part of the strategy is to ensure that the necessary development can be accommodated while preventing the coalescence of the separate communities of South Hampshire, with distinct communities retaining their own identity where possible. This will be achieved through the use of policies to encourage development within existing urban areas, and the identification of key areas of undeveloped land which serve to separate settlements (strategic gaps).
- 5.77 The identification of these strategic gaps is an integral part of the implementation of the Position Statement. They should be defined where necessary to prevent the coalescence of and protect the identity of distinct settlements; maintaining green infrastructure and countryside gaps of local importance. They are a mechanism which still allows development to come forward in appropriate sustainable locations, by giving communities the confidence to plan positively for growth, whilst ensuring there is room for the necessary complimentary uses, such as recreation areas, transport corridors, and environmental mitigation.

- 5.78 The Meon Valley gap is of particular significance as it demarks the boundary of the Portsmouth and Southampton Housing Market Areas. Other gaps of sub regional and local significance will be identified through Local Plans.

#### **POSITION STATEMENT S1: STRATEGIC COUNTRYSIDE GAPS**

**Strategic countryside gaps between settlements are important in maintaining the sense of place, settlement identity and countryside setting for the sub region and local communities.**

**The Meon Valley is identified as a strategic gap of sub-regional strategic significance and should be protected from inappropriate development.**

**In addition to this area, Councils should identify in their Local Plans other strategic countryside gaps of sub-regional significance as appropriate; and may also identify local countryside gaps which are of fundamental local importance in their area. The precise extent of the Meon and other gaps will be defined in Local Plans. Given the long term need for development, the number and extent of gaps should only be that needed to achieve their purpose.**

### **Protecting the Environment**

- 5.79 There are a range of European Protected Areas in South Hampshire and the Isle of Wight, including Special Areas of Conservation, Special Protection Areas and RAMSAR sites. These include sensitive marine environments in the Solent.
- 5.80 To conform to the requirements of the Habitats Regulations and the Water Framework Directive (WFD), the PUSH authorities have to ensure that further development avoids harm to European Protected Areas. The Position Statement is accompanied by a Habitats Regulations Assessment (HRA).
- 5.81 The level of growth outlined in this Position Statement is likely to require mitigation of potential impacts on protected sites.
- 5.82 To facilitate major urban growth in the two cities and Gosport, sustained long term investment will be required to manage coastal flood risk. Shoreline management plans set out the approach for these areas, and more detailed plans are being prepared for priority coastal defences.

## **POSITION STATEMENT ENV1: ENVIRONMENT**

**The PUSH authorities will protect the natural environment and manage flood risk in accordance with the Habitat and Water Framework Directives and the National Planning Policy Framework. This will include addressing South Hampshire wide issues with the following types of mitigation measures:**

- **How development is designed, and the detail of how it is located (within the overall approach set by this Position Statement);**
- **Managing the impacts of increased visitor pressures on the Solent (through the Solent Recreational Mitigation Strategy) and the New Forest National Park;**
- **Measures to manage the need for further water supply and waste water management;**
- **Flood risk management measures, including strategic coastal defences.**



## 6 TRANSPORT & MOVEMENT

6.1 The key strategic transport hubs and routes for South Hampshire in economic and movement terms include:

- Southampton International Airport;
- the Ports of Southampton and Portsmouth;
- the north – south links from the rest of the U.K. to the wider Southampton and Portsmouth areas (mainline rail routes, M3 / A34 and A3[M]);
- the east – west routes along the south coast and connecting areas within South Hampshire between the wider Southampton and Portsmouth areas (e.g. rail, M27 and other routes);
- the ferry links to the Isle of Wight; and
- the routes leading in to the city, main town and other key employment centres (walking, cycling, bus, rail, road).

6.2 The PUSH area has complex transport demands, with international, regional and local movements of people and freight placing significant pressure on transport networks. Some 3.2 million person trips start and/or finish within the PUSH mainland area every weekday, with 70% of these trips made by car. Large volumes of local traffic compete for scarce capacity on the motorway network with long distance users including vehicles to/from the international gateways, resulting in congestion and unreliable journey times.

6.3 In terms of person travel, the mainland area is principally defined by the travel to work areas of Southampton and Portsmouth, which are quite distinct with limited commuting between the two cities. This reflects the poor east-west connectivity across the PUSH/Solent area, which arises from the congestion that occurs on the M27 motorway and the poor frequency and quality of rail services. PUSH, Solent Transport and the Solent Local Enterprise Partnership have an aspiration for rail infrastructure, journey times and frequencies to be substantially improved across the sub-region, thereby enhancing east-west rail connectivity.

6.4 On the mainland, 63% of trips in the morning rush hour are made by car, 31% are on foot or bike and 6% by public transport. However, there is significant variation across the area with much higher levels of public transport use, walking and cycling in the more

urbanised areas of Portsmouth, Southampton and Gosport and higher levels of car usage elsewhere. The complex and disparate nature of many journeys in the less densely populated areas, means it is difficult to provide attractive alternatives to the private car.

#### **POSITION STATEMENT T1: ENCOURAGING MODAL SHIFT**

**The aim is to encourage a modal shift to more sustainable transport. Councils should investigate the opportunities to do this through the Local plan process and joint working. It can be achieved by:**

- **Locating development where it is or has the potential to be well served by public transport.**
- **Maximising development in the most sustainable locations including the two cities and major towns.**
- **Targeting improvements to the existing public transport network, including**
  - **Investing in Bus Rapid Transit (BRT) corridors along key routes.**
  - **Working closely with Network Rail and rail franchisees to enhance rail services in the PUSH area.**
- **Investing in walking and cycling routes including the development of Green Corridors.**
- **Ensuring an integrated approach to delivering housing, employment land and transport infrastructure.**

6.5 The NPPF states that development should, where possible, be located to facilitate sustainable modes of travel. Consideration has been given to the potential for connecting into public transport corridors, and the broad impact on the road network. An initial run of the sub regional transport model has also been undertaken. It incorporates the proposed development, the consequent increase in trips, and is aligned to the Solent LEP's Transport Investment Plan. It includes a range of funded and other identified longer term transport improvements. These include:

- The significant Highways England investment programme, including 'Smart Motorways', M3 Junction 9 grade separation and the M27 Southampton Junctions scheme;
- Road capacity improvements including upgrades at M27 junctions 9 and 10, Stubbington and Botley by-passes;
- A "Solent metro" rail service providing more frequent rail services around Southampton, with the potential for using tram trains for an on-street route in to Southampton city centre;

- General railway service enhancements identified in Network Rail's Wessex Route Study;
- Comprehensive delivery of Bus Rapid Transit in South East Hampshire and Portsmouth.

- 6.6 The model assesses peak time South Hampshire related trips. It indicates that public transport trips will increase by 23% - 26% and walking and cycling will increase by 6% - 9%. Further testing can identify the additional public transport improvements which will promote a higher increase in usage. The model indicates that vehicle trips will increase by around 10% with a slight increase in overall congestion levels (average vehicle speeds declining from 45 k.p.h. to 42 or 43 k.p.h.). Congestion will increase and need to be managed at key 'pinch points'. This is addressed to some extent by some of the improvements already identified. However if public transport, walking and cycling trips can be further increased, the increase in vehicle trips and consequent congestion is likely to reduce significantly from the above.
- 6.7 This first run of the model provides an initial assessment. It indicates that in overall terms the transport effects of the development are manageable provided that significant investment in transport improvements is secured. These measures include locating development in locations accessible by public transport, walking and cycling; behavioural change measures (travel planning, etc); investment in public transport, walking and cycling enhancements; and in selected enhancements of the road network. The transport model identifies specific enhancements; and the overall approach is outlined further as follows.
- 6.8 In the PUSH area, the highest sustainable travel mode shares are seen in the two cities, providing strong evidence for a "cities first" approach to future development. Public transport, walking and cycling levels are generally much higher in the cities. However as a key focus for future growth, they will still face challenges in accommodating increasing travel demands on key routes in and out of the cities. This will require a balanced approach to maximise the number and proportion of journeys made by sustainable modes, alongside targeted investment to address key pinch points on the road network.
- 6.9 Elsewhere, aiming wherever possible to locate development in other urban areas and along rail and existing or new high quality bus corridors will maximise the opportunities for reducing travel distances and encouraging travel by active and public transport modes. The evidence indicates that where good public transport services exist, a good

proportion of people will use them; the strongest example is of those living close to Fareham station and working in Southampton, 31% travel by train.

- 6.10 Significant levels of investment have recently been secured for the Solent's transport networks over the next five years. This includes funding secured by Highways England to improve the M3 and M27 Motorways and other trunk roads, together with a range of more local transport improvements secured by the Solent Local Enterprise Partnership through its Local Growth Deal. However, the initial run of the transport model indicates that the sub-region's transport infrastructure and networks will need further investment, in order to accommodate the travel demands of planned growth in the Position Statement over the medium and longer term to 2034.
- 6.11 The forecast increase in dwellings on the mainland between 2011 and 2034 of 91,400 will generate a significant growth in trips by car. It is anticipated that there is sufficient supply to meet needs over the period to 2026 and to some extent the transport infrastructure required to accommodate at least some of this growth is already planned. The Position Statement, and its supporting transport strategy, is therefore mostly focused on the longer term, between 2026 and 2036.
- 6.12 Furthermore, whilst around 63% of current trips are made by car, by focusing growth on the cities and urban areas, and at locations along sustainable transport corridors, it can be reasonably expected that travel associated with the additional housing identified in the Position Statement will have a higher sustainable transport mode share.
- 6.13 However, the majority of journeys will be made by car and there will inevitably be significant impacts on the highway network. Committed investment from Highways England will provide additional capacity on the M3 and M27, but further enhancements to the network will be required, including key access routes in the vicinity of major new development sites.

## **POSITION STATEMENT T2: HIGHWAY IMPROVEMENTS**

**PUSH, Solent Transport and the local authorities will work together to deliver highways improvements to support new development, particularly through targeted improvement to address key capacity pinch points on the road network.**

- 6.14 Delivery of improvements to the transport networks is clearly of paramount importance, and Solent Transport have been closely involved in the development of the Position Statement, and discussions are underway with the highway authorities, Highways England, Network Rail, and the South Hampshire Bus Operators Association.

## 7 DELIVERING WIDER INFRASTRUCTURE

- 7.1 It is critically important that a range of wider infrastructure is delivered alongside new development. This includes:
- **Social Infrastructure** – including health, education and community facilities;
  - **Green Infrastructure** – including public open space, sport and recreational facilities;
  - **Utilities Infrastructure** – water supply, waste water, energy infrastructure;
  - **Telecommunications Infrastructure** – including broadband provision.
- 7.2 Detailed infrastructure requirements associated with individual development schemes/ proposals will be assessed as part of the development and review of local plans, and through planning applications. In particular social infrastructure provision and local green infrastructure can be dealt with through individual local plan processes, and are not considered to be of sub-regional significance.
- 7.3 It is however important that the Position Statement considers the aggregate impact of development on utilities infrastructure; and promotes coordinated investment in delivering wider infrastructure.
- 7.4 The National Planning Policy Framework requires local authorities to liaise with other bodies to assess the quality and capacity of infrastructure, and the ability to meet forecast demands. There is also the requirement to consider the need for strategic infrastructure (para. 165). To this end a strategic assessment was undertaken to ascertain the current constraints existing in each utility service provider's networks (gas, electricity, water and communications) and identify their proposals and plans for upgrading their networks to meet the planned development in the PUSH area.

### Social Infrastructure

- 7.5 Social infrastructure, for example health facilities and schools, are of key importance to creating successful communities. South Hampshire's hospitals provide health services for the whole area and beyond. Other facilities such as doctor's surgeries and schools are important for individual communities and serve a more local area. It is important that the need for these local facilities is considered further through Local Plan reviews.

#### **POSITION STATEMENT I1: SOCIAL INFRASTRUCTURE**

**The need for new and improved social infrastructure, such as education and training facilities, health facilities and community facilities should be assessed as an integral part of the preparation of Local Plans. Local Authorities will liaise with**

**the appropriate infrastructure providers to ensure that the delivery of new social infrastructure is programmed to support the delivery of new housing.**

## Utilities Demand

7.6 The table below estimates the additional demand for different utilities resulting from the broad level of residential and commercial growth shown earlier in the plan. An estimate of demand was made using published research, standards and guidance. These were:

**Table U1: Estimated Utilities Demand**

	Residential		Commercial		Total Estimated Demand
	Per house demand	Estimated demand (100,000 properties)	Typical demand	Estimated demand (1,122,000 m <sup>2</sup> )	
<b>Electricity</b>	330 kWh <sup>19</sup>	<b>330 MW</b>	40 W/sqm <sup>20</sup>	<b>44.8 MW</b>	<b>374.8 MW</b>
<b>Water</b>	140 l/h/d <sup>21</sup>	<b>14 MI/d</b>	20 l/d/p <sup>22</sup>	<b>1.95 MI/d<sup>23</sup></b>	<b>15.95 MI/d</b>
<b>Gas</b>	9 kW <sup>24</sup>	<b>900 MW</b>	65 W/sqm <sup>25</sup>	<b>72.9 MW</b>	<b>972.9 MW</b>

## Consideration of Future Growth

7.7 The figures presented above are based on demand under current conditions. However UK government publications indicate that future energy use per capita is expected to decrease.<sup>26</sup> Water use is also predicted to reduce over a similar period, with 2030 projections estimating water consumption to drop to 130 l/d/p, with new building performance standards set at 125 l/d/p. Therefore, the figures presented in the tables may be seen as a “worst case” scenario and provide a robust basis for future capacity assessments.

<sup>19</sup> Typical Domestic Energy Consumption Factsheet 96 – OFGEM 2011

<sup>20</sup> Rules of Thumb - Guidelines for building services (5th Edition) 50% warehousing at 17W/sqm and 50% offices @ 62 W/sqm – BSRIA BG 9/2011 Table 19

<sup>21</sup> PUSH Integrated Water Management Strategy Atkins December 2008 (p.35)

<sup>22</sup> Water Key Performance Indicators for offices and hotels CIRIA C657, 2006

<sup>23</sup> Based on 97,700 increase in employment

<sup>24</sup> See 14. Av. Boiler rating 60W/sqm per 3 bed dwelling - BISRA BG 9/2011 Table 18

<sup>25</sup> See 14. 50% industrial @ 80 w/sqm and 50% offices at 70 W/sqm – BSRIA BG9/2011 Table 20

Other sources: Updated energy and emissions projections 2014: Department for Energy and Climate Change, 2014; Future Water: HM Government, 2008

<sup>26</sup> A decrease to 2025 when current energy policies expire, followed by some increase but still below current levels.

## Water Supply

- 7.8 The South Hampshire Integrated Water Management Strategy was prepared in December 2008. (PUSH are currently undertaking a review of this study). The 2008 study was based on 4,000 new homes per year for the next 20 years giving a total of 80,000 new homes by 2026. The report concluded that South Hampshire currently had sufficient licensed resources to meet future demands for water.
- 7.9 There was however concern regarding the environmental sustainability of some licences. Licence changes proposed by the Environmental Agency (EA) would create a deficit in the supply-demand balance of 100 M l/d.
- 7.10 A shortlist of seven preferred options was drawn up and five of these options would be required to yield the 100 M l/d required. The report did not consider water distribution or future reinforcements to meet increased demand.

## Overall Water Supply

- 7.11 The Water Resources Management Plans set out the water companies plans to maintain water supply. Southern Water has assumed housing growth within their part of the PUSH area of 64,989 (from 2011/12 – 2039/40), adjusted to 52,992 dwellings (from 2015/16 to 2039/40. Portsmouth Water assumes a worst case growth of 60,000 houses over 25 years.
- 7.12 Taken together, both water companies have combined committed supply levels for c.113,000 additional houses across the PUSH area. This is in excess of the 104,350 house envisaged in the Position Statement.
- 7.13 Discussions with both Southern Water and Portsmouth Water have determined that due to the legal commitment to supply, and the ability to recover infrastructure expenditure from future customers, future water supply is not constrained in engineering or economic terms.
- 7.14 It will be important that local authorities engage with the relevant water provider in bringing forward specific development proposals.

## Waste Water

- 7.15 Southern Water is the statutory undertaker for waste water in the PUSH area. Triumvirate discussions with the company (as provider), the Environment Agency and Natural England (as regulators) have established that water treatment capacity is not

constrained in pure engineering or economic terms, since the costs of network upgrades, or additional capacity is passed back to consumers.

- 7.16 Southern Water have issued a “Wastewater Position Statement” (October 2015) with respect to development in the PUSH region. This statement confirms the statutory obligation to serve new development, and the desire to:

*“work in collaboration...to understand the location and timing of development, and ensure that development is co-ordinated with provision of necessary...capacity in the event that significant development comes forward sooner than anticipated”.*

- 7.17 The constraints that exist, however, relate to licencing of discharges to controlled waters, where extra discharge may pose a risk to protected waters, especially Natura 2000 sites (Special Protection Areas, and Special Areas of Conservation) and RAMSAR sites.

- 7.18 Any increase in waste water treatment capacity will require an assessment of potential impacts at an appropriate scale, in consultation with the Environment Agency and Natural England. Southern Water state that:

*“It would be inappropriate to use existing wastewater treatment capacity to determine the Spatial Strategy for PUSH, because additional capacity...could be provided”*

- 7.19 Where future demand results in permit conditions to protect controlled waters becoming onerous, new technologies may be required. These are stated as:

- Reducing infiltration into the sewage system
- Reducing future water consumption
- Flow transfers to areas facing less environmental pressures
- Introducing non-conventional technology to treat wastewater to a higher standard

- 7.20 The 5 year funding mechanism of the wastewater companies (the Asset Management Programme – AMP) provides a suitable method to adapt to new development.

- 7.21 The Strategic Habitats Regulations Assessment provided alongside the Position Statement recommends that a revised Integrated Water Management Strategy be developed to accurately ascertain likely areas of concern in the longer term and to determine areas where less risk exists. PUSH are now undertaking this work.

- 7.22 It further recommends a catchment based approach where development be targeted initially in those catchments where less pressure exists, and that investment in additional capacity is phased to coincide with longer term development proposals in areas where higher risks exist.



- 7.23 The most efficient method of dealing with new developmental pressures within PUSH is to assess impacts and plan at the sub-regional level in order to capture the cumulative effects of the Position Statement. This will then contribute to the body of evidence available to the Environment Agency, Natural England, and the Local Authorities.
- 7.24 The Position Statement therefore commits these bodies to a collaborative approach to producing development proposals that do not put environmental assets at risk, and seek co-operation to determine collective offsets and mitigate negative effects.
- 7.25 Further work to potentially assess local infrastructure requirements will be progressed in finalising the Position Statement; and through local plan development/ review processes.

## Energy

### Electricity

- 7.26 National Grid owns and operates the electricity transmissions system and Scottish & Southern Energy (SSE) is the local Distribution Network Operator (DNO) for the PUSH area and Isle of Wight. They generally obtain power from the National Grid and distribute it to the consumer.
- 7.27 The previous South Hampshire Regional Strategy (2006) identified that a number of system reinforcements would be required to deliver further housing growth, and it is envisaged that upgrades would be required. However, given the duty to supply, and the ability to recover costs from new consumers, it is not anticipated that electricity capacity is a long term constraint on new development.

### Gas

- 7.28 The National Grid is responsible for transporting gas through the National Transmission System (NTS) at high pressure on behalf of the gas suppliers. South Gas Networks is responsible for distributing the gas in the PUSH area. Further needs will be generated by the Position Statement proposals, and regional and localised upgrades may be required to achieve this.

## Communications

- 7.29 Hampshire County Council together with BT have a roll out programme for superfast broadband which involves retrofitting fibre cables mainly in existing communication ducts and the provision of interface panels with the copper network. The communication infrastructure is provided on a project by project basis for new developments.

- 7.30 There are other communication providers who will also react to specific developments on request in competition with BT in providing new communication infrastructure.
- 7.31 Given the business model of such suppliers is based on acquiring new customers, which then funds network development, it is not anticipated that communications provide a constraint on future housing delivery.

#### **POSITION STATEMENT I2: UTILITIES INFRASTRUCTURE**

**Councils and PUSH will continue to engage with utility infrastructure providers to communicate plans for development across the sub-region, and ensure new infrastructure delivery is programmed in providers asset management plans.**

**Local authorities and developers will liaise as appropriate with utility providers to identify local capacity constraints and to agree provision of new utilities infrastructure to support new development.**

## 8 DELIVERY AND IMPLEMENTATION

8.1 There are notable delivery challenges in bringing forward the scale of development anticipated in the Position Statement. The implementation of the Position Statement requires:

- Driving delivery rates;
- Securing funding for new infrastructure;
- Delivery of new infrastructure;
- Potential land assembly.

8.2 Addressing these issues is critical to improving housing affordability, supporting economic growth and addressing infrastructure deficits within the sub-region.

### Planning Certainty

8.3 Planning certainty is important in de-risking development; and the local authorities will work proactively to prepare or review local plans.

8.4 For new strategic development locations, the Councils will work with other stakeholders to consider the most appropriate way to prepare a clear planning framework, such as through preparation of masterplans, development frameworks and/or area action plans.

### Driving Housing Delivery Rates

8.5 To support housing delivery, the Position Statement envisages that development will be brought forward on a mix of development sites, from small infill development sites through to larger strategic developments.

8.6 The local authorities, PUSH and the Solent LEP are committed to working collaboratively to bring forward strategic and local infrastructure to support new development and drive forward housing delivery.

8.7 The market must also respond to the challenge. This will require a range of housebuilders, from small to large, together with Registered Providers to rise to the challenge and increase housing output. It will also require the potential for additional models for housing development to be investigated, including self and custom-build development, including on larger strategic sites, as well as build-to-rent, particularly in the cities.

## Delivering Essential Infrastructure

- 8.8 Critical to the delivery of the overall level of growth would be the investment in infrastructure particularly transport which would allow for increased levels of employment and population in a sustainable manner.
- 8.9 The Position Statement envisages that a package of funding will support delivery of strategic infrastructure, including:
- Developer contributions, through Section 106 and CIL;
  - Central Government funding for strategic infrastructure investment via:
    - The Potential Devolution Deal;
    - Local Growth Fund;
  - Mainstream funding through Influencing investment decisions of public bodies.
- 8.10 The emerging Solent Devolution Agreement would provide for the Solent Combined Authority, working with a directly elected mayor, to control a new additional £30 million a year funding allocation over 30 years to be invested to boost and support economic growth including housing delivery, transport and other key infrastructure. The Combined Authority would also have powers and functions devolved from Central Government, including responsibility for a consolidated, devolved transport budget; responsibility for franchised bus services; responsibility for a new Key Route Network of local authority roads; and powers over strategic planning.
- 8.11 The Solent Combined Authority would also have responsibility for the 19+Adult Education budget and contribute to the development of a new programme of employment support for harder-to-help claimants. Taken together, the devolutionary ambition of the Combined Authority would be focussed on raising productivity in the Solent economy, including up-skilling the local population.
- 8.12 The Solent Local Enterprise Partnership has also secured finance to invest in substantial infrastructure projects and have set out in their Strategic Economic Plan the need for investment in housing, skills and employment sites and strategic sectors which it is hoped would unlock further development and inward investment across the Solent. Continued support and investment through the LEP will be essential to the delivery of the Position Statement.
- 8.13 Over the longer term there may also be a requirement to invest in flood defences to protect against rising sea levels; but also to unlock sites which may not be currently suitable for development or to provide improved infrastructure to link to these place.

## Governance

- 8.14 Effective governance will also be important to the successful delivery of the Position Statement. Key partners include local authorities, infrastructure providers and the Solent LEP.
  
- 8.15 It is envisaged that PUSH will continue to have a coordination and oversight role in regard to cross-boundary strategic planning. PUSH will continue to work with the Solent LEP, local authorities and infrastructure providers to support investment, and unblock barriers to delivery.

## APPENDIX 1: KEY DISCUSSIONS AND EVIDENCE BASE DOCUMENTS

To inform the approach taken by this Position Statement, in addition to the regular steering group meetings, meetings have been held with:

- Economic: Solent Local Enterprise Partnership;
- Environmental and Water: Environment Agency; Natural England; Southern Water; Portsmouth Water.
- Transport: Solent Transport; Highways England; the highway authorities; Network Rail; South Hampshire Bus Operators Association.
- Other infrastructure: Hampshire County Council.
- Sites: Ministry of Defence.

The evidence base for the Position Statement is as follows:

- Housing Needs
  - South Hampshire Strategic Housing Market Assessment (GL Hearn, January 2014);
  - Isle of Wight Strategic Housing Market Assessment (GL Hearn, June & August 2014);
  - Objectively Assessed Housing Need Update (GL Hearn, March 2016);
  - Rates of Development (GL Hearn, April 2016);
- Economic Development and Employment Land
  - Solent LEP Strategic Economic Plan (Solent LEP, March 2014);
  - Transforming Solent: Marine and Maritime Supplement (Solent LEP, April 2014);
  - Solent LEP Productivity and Growth Supplement (January 2015)
  - Isle of Wight Employment Land Study (GL Hearn, March 2015);
  - Hampshire Key Development Sites Portfolio (Hampshire County Council, October 2015);
  - Marine Futures: Solent Waterfront Sites (AECOM, September 2015);
  - Economic and Employment Land Evidence Report (GL Hearn, March 2016);
- Environment
  - Sustainability Appraisal (Campbell Reith, May 2016)
  - Habitat Regulations Assessment (Campbell Reith, May 2016)
  - PUSH Strategic Flood Risk Assessment (Atkins, December 2007);
  - PUSH Strategic Flood Risk Assessment Update (June 2016)
  - Southern Water: Water Resources Management Plan 2015-40 (Southern Water, 2015);

- Portsmouth Water: Water Resources Management Plan 2014 (Portsmouth Water, August 2014);
- PUSH Integrated Water Management Strategy review (underway)
- Solent Recreation Mitigation Strategy (Solent Recreation Mitigation Partnership, December 2014).
- Solent Energy Strategy (2015)
- PUSH Sustainability Policy Framework (2008)
- PUSH Quality Places draft model SPD (2012)
  
- Green Infrastructure
  - PUSH Green Infrastructure Strategy (PUSH, June 2016)
  
- Transport
  - Evidence Base Case and Options for Intervention for TfSH (MVA, October 2012).
  - Sub regional Transport Model (Systra, 2016)