

Eastleigh Borough Local Plan 2011-2036
ISSUES & OPTIONS

December 2015

Foreword

Changes in the way we live - with more people living alone, higher rates of divorce, and people living longer - mean we need more homes to meet the needs of our existing population. In addition, national planning policy means all local authorities have to plan for housing growth and take account of the need for all types of housing in their local areas.

As well as new homes, there is a need to make sure that other needs, such as land for jobs; community facilities such as schools, healthcare and leisure facilities; open space for sport, recreation and nature conservation; and support for our town and local centres are looked at and planned for the future. We also want to ensure we keep vital green gaps between our towns and villages.

The Borough Council needs to bring forward a new local plan to take account of these needs. Residents may be aware that the Government's Planning Inspector failed to support our previous local plan, mainly because it did not provide for enough new homes. Our updated local plan will need to take account of all these issues, but ensure new development is supported by necessary infrastructure – such as roads, schools and community facilities. We will take this opportunity to plan for a longer period through to 2036. This increases the number of homes we need to plan for, but gives us greater opportunity to tackle issues such as congestion.

Earlier this year the Council published some early technical evidence about the amount of new jobs and homes needed in the Borough. The government expects us to plan for the future, working with our neighbouring councils. For us, that means the councils in South Hampshire; the "Partnership for Urban South Hampshire" – PUSH. The partnership is currently working on a new South Hampshire Strategy to set out how new homes, jobs, transport and community infrastructure should be delivered in the future. PUSH intends to publish the new South Hampshire strategy for consultation in the new year with the aim to finish the strategy later in 2016.

Whatever the outcome of this work, the communities of our Borough have always been closely linked with Southampton and the surrounding area and there will be pressures for development here. The Council intends to bring its new local plan forward as quickly as possible, to help give certainty to communities for the future.

This "Issues and Options" document gives residents, businesses and other organisations a real opportunity to help get the Plan right. We urge everyone to read the consultation document and take part.

Cllr Keith House

Leader of the Council

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Eastleigh Borough Local Plan 2011-2036: Issues and Options

1. Introduction

What is a Local Plan?

- 1.1. The new local plan, when finalised, will set out the policies and plans to guide the future development of Eastleigh Borough in the period up to 2036. It will identify the scale of development required during this period and the key locations to meet this need.

Why do we need a Local Plan?

- 1.2. The Government requires councils to prepare local development plans to guide development in a strategic way. These plans should set out the general policies to deliver its strategy and specific policies relating to particular parts of the Borough.
- 1.3. Until the Council has an up-to-date and adopted local plan - as well as an identified five-year supply of land for housing - government policy states that we should grant permission for planning applications which promote sustainable development. The definition of sustainable development in national planning policies, allows for differing interpretations, particularly by those promoting development that the Council may not want, in locations that it wants to see protected. A new local plan, that will stand up to independent scrutiny, therefore needs to be prepared as quickly as possible.

Are we starting the whole process again?

- 1.4. We are not starting from scratch. The previous local plan went through four wide-ranging public consultations; the Council is already aware of the views of many of the Borough's organisations and communities and, the broad development strategy was set by the previous Plan. Retention of gaps is a clear priority for the Council and local communities and the Council has published an updated Corporate Plan that gives tackling congestion as a high level priority. This consultation will seek confirmation of many of those priorities.

What will the new Local Plan cover?

- 1.5. The local plan, when finalised, will set out the vision and aims of the Council in delivering sustainable development. It will include policies to allocate land for development to meet identified needs and address various themes, specifically:

- How much development is required;
- How to protect our habitats, species and historic landscapes;
- The future role of our town, village and local centres and out-of-town retail areas;
- How to ensure we get the infrastructure needed in place;
- How to plan locally to deal with climate change;
- How to achieve high quality development that ensures a strong sense of identity for the Council's communities; and
- Detailed policies to guide the above issues.

Relationship to Neighbourhood Plans

- 1.6. The local plan will provide the framework for local communities who are preparing a neighbourhood plan. These set out a specific local vision for an area and planning policies for the use and development of land. Responsibility for preparing the neighbourhood plan is that of the local town or parish council (or neighbourhood forum).
- 1.7. Neighbourhood plans need to conform with national planning policies and the strategic policies of the local plan. They form part of the statutory development plan against which all planning applications should be determined.

Purpose of this consultation

- 1.8. This document represents the first opportunity for people to comment formally on how the Borough should develop through to 2036. It sets out what the Council believes are the key issues facing Eastleigh Borough and how to address them. The consultation will inform the future planning of the Borough and the preparation of the detailed local plan next year.
- 1.9. This document has been prepared to focus solely on the key strategic issues facing the Borough in the period to 2036; where there are genuine choices to be made. It does not propose detailed policies at this stage as many have previously been prepared for the 2011-2029 Eastleigh Borough Local Plan and will be carried forward into the new local plan.

How to respond

- 1.10. Please read through this consultation document and accompanying evidence base before letting us know your views. You are welcome to comment on every issue and option or just one or two. Your views will help us to choose the best planning strategy, policies and allocations for the Borough in the period up to 2036.

1.11. This eight-week consultation starts on **23 December 2015** and lasts until **17 February 2016**. Representations must be made in writing and we cannot accept anonymous submissions.

1.12. An online representation form will be available on the Council's website. Alternatively you can download a representation form or write to us:

Email: localplan@eastleigh.gov.uk

Address: Planning Policy Team, Regeneration and Planning Policy Unit, Eastleigh Borough Council, Eastleigh House, Eastleigh, Hampshire, SO50 9YN

Tel: 02380 688242 or

If you need help please contact us.

How to use this document

1.13. The rest of this document is organised as follows:

Chapter 2: Context

1.14. This provides a brief overview of the characteristics of the Borough, key policies and the development of the evidence base.

Chapter 3: Key strategic issues and constraints

1.15. There are a number of key strategic issues and constraints for the Borough that will need to be taken into account in considering how and where the Borough should grow.

Chapter 4: Vision and Objectives

1.16. This chapter suggests the kind of Borough we would like in the future (our vision) and provides a number of suggestions for objectives that would help us to achieve this.

Chapter 5: Key Development Needs

1.17. The Plan will need to accommodate significant levels of additional development needs, including new homes and employment space. This chapter discusses what these needs could be and seeks views on the right level of new development in the Borough.

Chapter 6: Spatial Strategy Options

1.18. There are a number of options emerging as to how we can accommodate future development needs. This chapter summarises these options, along with the key early findings on their sustainability credentials.

Chapter 7: Policy Options

1.19. The local plan will also cover a range of other factors that affect how development is delivered. This chapter highlights options on how to address these issues.

Chapter 8: Next Steps

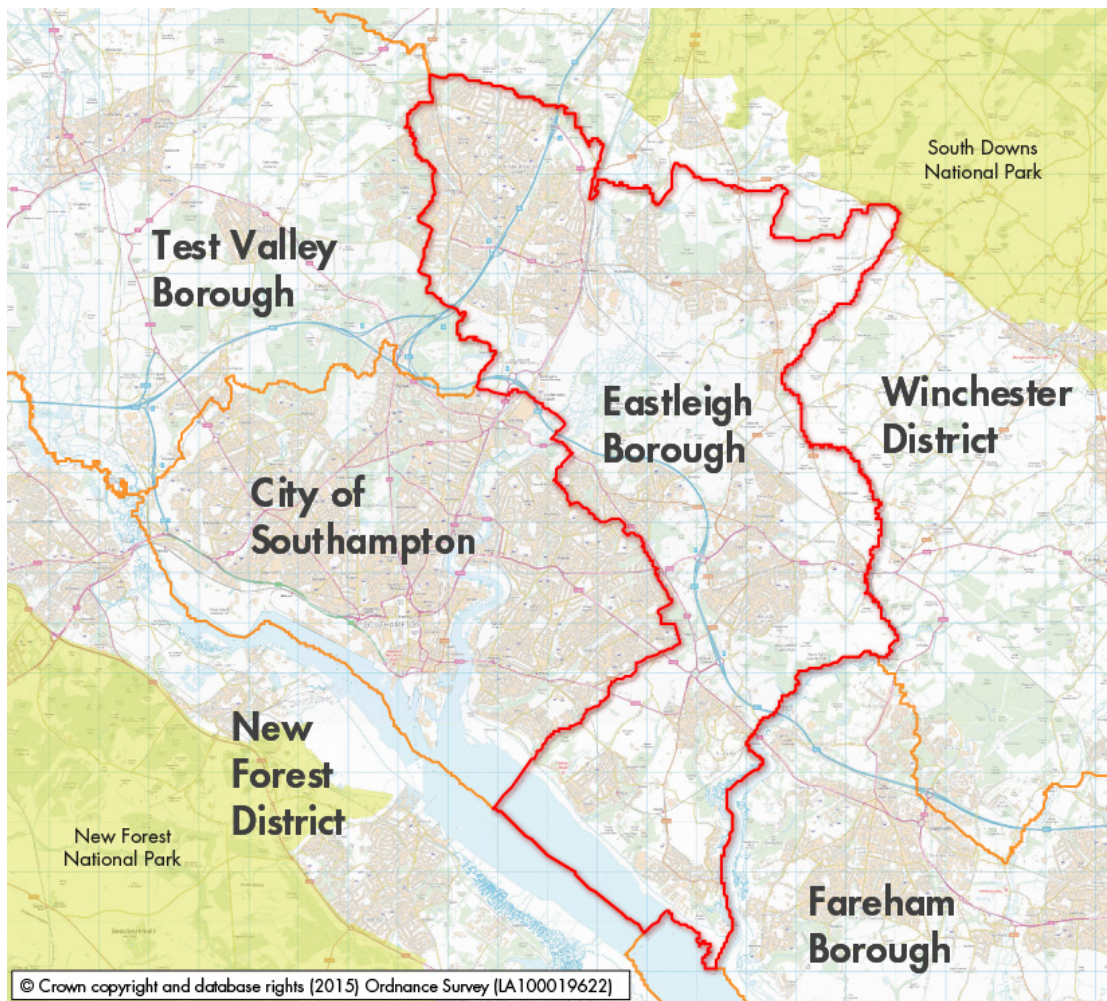
1.20. This chapter summarises what the next steps are in preparing a detailed local plan for further consultation next year.

2. Context

Characteristics of Eastleigh Borough

- 2.1. Eastleigh Borough adjoins the eastern and northern boundaries of the city of Southampton, bordering Test Valley Borough to the north-west, Winchester and the South Downs National Park to the north and north east Fareham Borough to the south east (with a shared boundary along the River Hamble and its estuary) and the New Forest to the south-west via a shared boundary in Southampton Water (see Figure 2.1).

Figure 2.1 - Eastleigh Borough Context Map



- 2.2. The main centre in the Borough is Eastleigh. The Borough includes two other large urban areas – Chandler’s Ford and Hedge End – and some sizeable settlements at Bishopstoke, Fair Oak, Horton Heath, West End, Bursledon, Botley, Hamble and Netley. The Borough is relatively small, with an area of 79.8km². It is predominantly suburban in character, reflecting many of the pressures that might be expected in a location bordering a major city. It also retains some areas of countryside that are

locally significant because of the separation they provide between settlements and also their biodiversity and landscape characteristics.

- 2.3. In the 2011 Census the population of the Borough was recorded to be 125,200 and the average population density was 15.7 persons per hectare. The Borough has three large urban settlements: Eastleigh, Chandler's Ford and Hedge End, and eight smaller, mainly residential settlements: Bishopstoke, Botley, Bursledon, Fair Oak, Hamble-le-Rice, Horton Heath, Netley and West End. The Borough has relatively low levels of deprivation. According to the 2011 Census, 9.4% of the population live in the Borough's rural areas.
- 2.4. The Borough has good communication links by road (the M3 and M27), rail (the London-Bournemouth and Brighton-South Wales rail lines) and air (Southampton International Airport). Many roads in the Borough suffer significant congestion, particularly at peak times.
- 2.5. The Borough contains a number of important historic and archaeological sites, such as Netley Abbey, Hamble Common, Bursledon Windmill and Botley Mill, and features significant aviation, railway and marine heritage. Eastleigh is also rich in biodiversity, whereby a number of statutory and non-statutory nature conservation sites are located within and adjacent to the Borough.
- 2.6. Significant features of the Borough include the renowned sailing destination of the River Hamble, an international cricket ground at the Ageas Bowl, Southampton International Airport, regionally significant dance and music venues at The Point and the Concorde Club in Eastleigh, Fleming Park Leisure Centre at Eastleigh and The Berry Theatre at Hedge End.
- 2.7. For administrative purposes, the Borough is divided into five local areas, each with its own particular characteristics and issues. Each area has a local area committee with devolved powers on many issues, including planning applications. There are ten civil parishes. The only area that is not parished is the town of Eastleigh.

Further information

To inform the accompanying sustainability appraisal, a report has been produced which includes a look in detail at the key characteristics of the Borough. This report, known as a 'scoping report', can be viewed here:

<https://www.eastleigh.gov.uk/media/108866/ScopingReport300615.pdf>

Extensive factual and statistical information about the Borough can be found at:

<https://www.eastleigh.gov.uk/our-community/Borough-profile.aspx>

Regular monitoring of key trends within the Borough is reported in the Authority Monitoring Report. The most recent of which is available here:

<https://www.eastleigh.gov.uk/media/150095/141127-2013-2014-Annual-Monitoring-Report.pdf>

Q1

Do you agree with the summary of the characteristics of the Borough as set out above and amplified in the Borough Profile, Scoping Report and Authority Monitoring Report? If not, please explain why?

Local Plans in Eastleigh Borough

- 2.8. A local plan, when adopted, guides future development. For Eastleigh Borough, the last local plan to be adopted was in May 2006, covering the period 2001-2011.
- 2.9. The Council subsequently prepared a new local plan to cover the period 2011-2029. The Government's Planning Inspector published a report in February 2015, failing to support the Local Plan on the basis that insufficient housing was being provided. This prevents the Council from adopting the document, but the 2011-2029 Local Plan does remain the latest full expression of the Council's policies for use of land. Further information on the previous 2011-2029 Local Plan can be found at www.eastleigh.gov.uk/lp36.
- 2.10. It is now necessary for the Council to prepare a new local plan to cover the period 2011-2036. This consultation document is an important milestone in that process.

National Planning Policies

- 2.11. The Government's national planning policies are contained in the National Planning Policy Framework (March 2012) (NPPF)¹. At the heart of the NPPF is the

¹ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

presumption in favour of sustainable development, which is a ‘golden thread’ running through both plan-making and decision-taking. For plan-making, this means that local planning authorities should positively seek opportunities to meet the development needs of their area. All local plans are required to contribute to achieving sustainable development and be consistent with the principles and policies set out by the NPPF. The NPPF sets out three dimensions to sustainable development: economic, social and environmental. It also identifies 12 core land-use planning principles that should underpin both plan-making and decision-taking and these have been used to identify a range of strategic issues set out in chapter 3 of this document

PUSH, the Solent LEP and the Duty to Cooperate

- 2.12. The Solent Local Enterprise Partnership (LEP) is a partnership between businesses and local authorities that determines local economic priorities and drives economic growth and the creation of jobs. Formed in 2010 it published its Strategic Economic Plan in March 2014.
- 2.13. In 2004, recognising the value of working collaboratively to promote economic growth, twelve councils across south Hampshire formed the Partnership for Urban South Hampshire (PUSH) which has worked with a variety of organisations. This has ensured joined-up strategies, pooling of resources and policies that enable economic growth and create additional homes and jobs for residents.
- 2.14. A key outcome from this partnership is the publication of the PUSH Spatial Strategy², which is taken into account in the preparation of local plans across the area.
- 2.15. PUSH is preparing a new strategy to cover the period 2011-2036, with a draft expected to be published for consultation in 2016. The South Hampshire Strategy is expected to set out a framework for local plans in Hampshire, including targets for housing and employment. However, Eastleigh Borough Council needs to produce its own evidence to justify the levels of development and to show how it is meeting the needs for new jobs and homes. The Council therefore cannot wait for the South Hampshire Strategy to be completed, but the intention is that the final Local Plan will reflect the PUSH work.
- 2.16. The value of this ongoing partnership in addressing issues that extend wider than Eastleigh Borough means that we will continue to work with PUSH and the Solent LEP and the Local Plan will take the key strategy documents referred to above into account.

² The first strategy was published in 2005 and refreshed in 2012. It covers the period 2006-2026. Further details are available on the PUSH website, www.push.gov.uk

Eastleigh Borough Council policies (including the Corporate Plan)

2.17. Eastleigh Borough Council's Corporate Plan (adopted in October 2015)³ sets out a vision for the Borough and a series of objectives ordered around three themes: Green Borough, Healthy Community and Prosperous Place. The Council proposes to use its vision and objectives as a basis for taking forward the 2011-2036 Local Plan.

Parish Plans

2.18. In addition to neighbourhood plans a number of parishes have produced parish plans. These provide a local context in planning for the future development of their areas. Unlike neighbourhood plans which are focussed on the use and development of land, parish plans can cover many wider issues which are considered important to a community. These parish plans will also be taken into account in the preparation of the new local plan.

Evidence Base

2.19. In preparing the 2011-2029 Local Plan significant research was undertaken and much of this evidence is still relevant and considered sufficiently robust to inform this consultation. Further research was undertaken in summer 2015 to consider the need for new homes, additional employment floorspace and accommodation for travelling communities.

2.20. The evidence base is available to view on our website at: www.eastleigh.gov.uk/lp36. It will be updated regularly as work progresses on the 2011-2036 Local Plan.



Do you think the research listed at www.eastleigh.gov.uk/lp36 appropriately covers what we need to know to write the new Local Plan? If not, please explain why.

Sustainability Appraisal & Habitats Regulation Assessment

2.21. To ensure that development is sustainable we have used the initial Sustainability Appraisal and the Habitats Regulations Assessment to help us.

2.22. Sustainability Appraisal helps assess the impacts of potential options on the economy, society and the environment. It includes Strategic Environmental Assessment which European law requires us to carry out.

³ <https://www.eastleigh.gov.uk/the-council/strategies-and-policies/corporate-plan-2015.aspx>

- 2.23. In line with national guidance in the NPPF, we want development options that deliver the growth the Borough needs while taking into account the impacts on, and potential benefits for, the economy, the environment and society. Where this is not possible, we will need to balance competing impacts. The exception may be where the new development is big enough to provide facilities, making that development opportunity potentially more sustainable and suitable.
- 2.24. You can read the Sustainability Appraisal on our website: www.eastleigh.gov.uk/lp36. As the local plan progresses we will carry out Sustainability Appraisals at each stage so that you can see how we have responded to the changes suggested by representations.
- 2.25. Habitats Regulation Assessment is a tool to help understand the likely effects of development on sites which are protected for their importance in providing habitats for protected species. These are referred to as 'Natura 2000' sites, comprising Special Areas of Conservation and Special Protection Areas.
- 2.26. As with the Sustainability Appraisal, the Habitats Regulation Assessment will be updated at each stage of the process of preparing the local plan. The Habitats Regulation Assessment is available to view on our website: www.eastleigh.gov.uk/lp36.

3. Key strategic issues & constraints

Key strategic issues

3.1. Based on the findings of the Inspector into the 2011-2029 Local Plan, changes in government planning policies and ongoing changes in how people live their lives, the following issues have been identified as being of particular importance in preparing a new Local Plan for 2011-2036:

- The need to accommodate a significant increase in new housing to meet the housing needs of the Borough and take into account the wider Southampton housing market area;
- Making sure that there is sufficient land for businesses to support economic growth within the Borough and across South Hampshire;
- Responding to ongoing changes in how people shop and spend their leisure time and the implications this has for our existing centres;
- The capacity of existing infrastructure to accommodate future development including:
 - roads;
 - public transport;
 - utilities;
 - community facilities including schools, health facilities (eg GP surgeries), sports facilities and meeting spaces, such as village halls and pubs; and
 - open spaces.
- The Borough's environmental capacity to accommodate new development including:
 - potential impacts on wildlife through air pollution associated with traffic;
 - potential impacts of increased human disturbance on fauna and flora within the Borough and in, or close to, protected areas including the Solent, the South Downs National Park and the New Forest National Park; and
 - need for a sufficient supply of water and dealing with waste water exceeding environmental limits.
- To reduce the Borough's impact on the world's natural resources and adopt proactive strategies to mitigate and adapt to climate change; and
- To ensure a sense of identity for the Borough's communities in addressing the above issues.

Q3

Do you agree with the strategic key issues identified? If not, please explain why.

Key development constraints

3.2. In looking for locations for development the Council has reviewed all the main constraints on development in the Borough including:

- Heritage assets - including designated conservation areas, listed buildings, scheduled ancient monuments, historic parks and gardens and archaeological sites;
- Country parks - those that serve both the Borough and the wider area of south Hampshire;
- Biodiversity - the sites designated as being of international, European, national and local importance for nature conservation, both within and around the Borough;
- Flood risk - there are a few areas at risk of flooding along the river valleys and the coast and within some urban areas where inadequate surface water drainage can lead to flash floods;
- Transport constraints - including traffic congestion and access to roads, railways, buses, cycleways and footpaths. Some existing transport infrastructure also imposes constraints on development - for example:
 - Southampton Airport's public safety zone, height limits on development and aircraft noise. These specifically affect Eastleigh Riverside and other areas to the north;
 - the Air Quality Management Areas alongside the M3 motorway, the A335 Leigh Road/ Southampton Road in Eastleigh, Windhover Roundabout and Hamble Lane at Bursledon and the A334 through Botley; and
 - noise from the motorways, other busy roads and railways.

- Utilities infrastructure - the Borough is crossed by a number of below, and above-ground infrastructure. This includes major oil pipelines leading from the oil storage depot at Hamble, a substantial gas pipeline, waste-water and water supply pipelines and high voltage electricity lines (see Figure 2).

3.3. The map of key constraints (see below) shows the areas within the Borough where development might be difficult and helps identify possible areas of opportunity⁴.

3.4. There is also a wider issue regarding the capacity of the Borough's community infrastructure, such as schools and health-care facilities to accommodate housing growth. The Council has been in early contact with service providers to make them aware of the likely levels of growth required in this area to ensure they are fully informed. This infrastructure consultation aimed to ensure that the capacity of existing infrastructure, together with the need for new infrastructure, is fully understood before any decisions are taken. The initial findings are set out in the 'Eastleigh Borough Council's Local Plan 2011 – 2036: Infrastructure Update'⁵.

Q4

Have the key development constraints been identified above? If not, please identify which constraints should be added or removed.

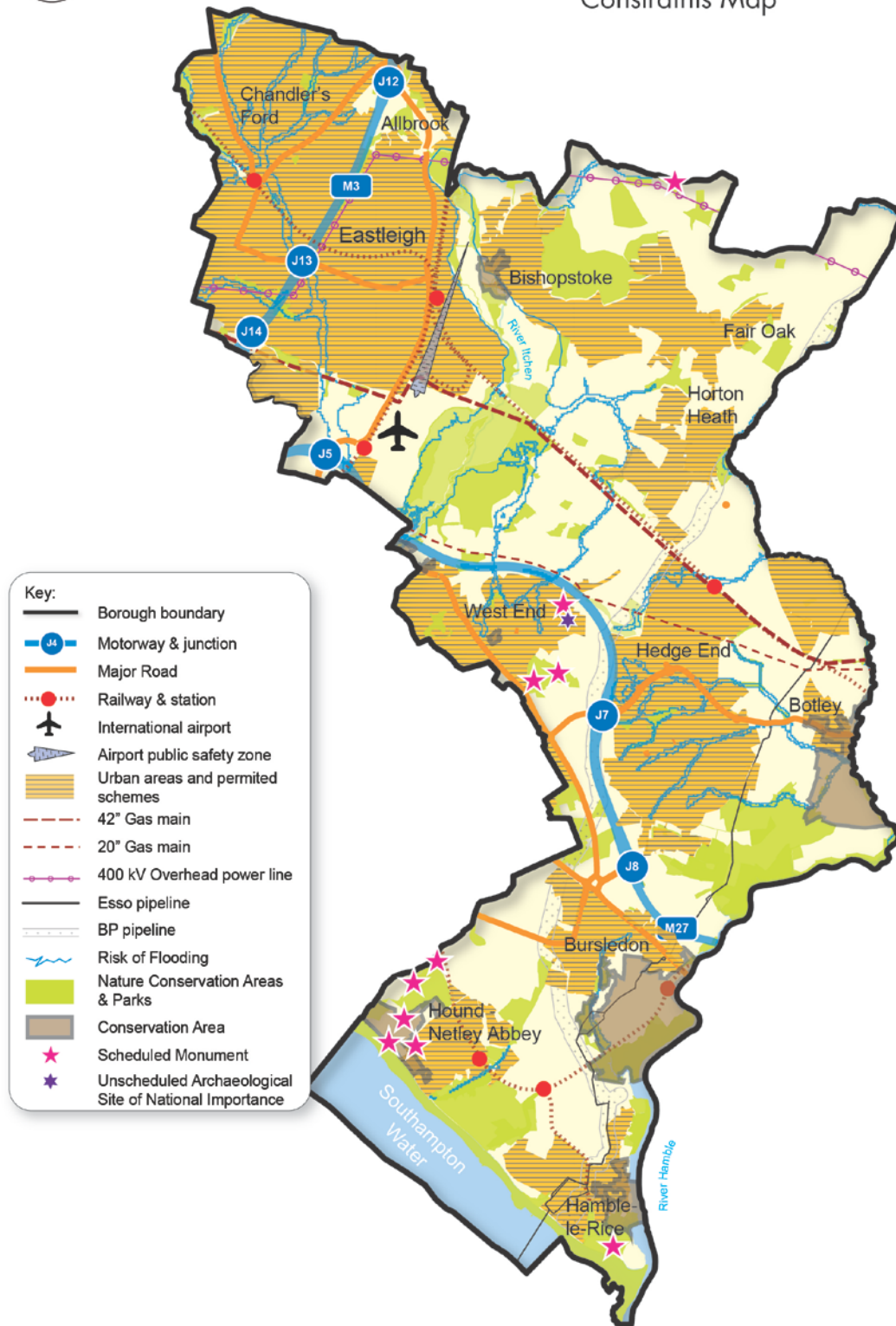
⁴ On a map of this scale it is not possible to identify all constraints / opportunities in detail. All constraints have been taken into account in detailed work on the Strategic Land Availability Assessment and in the Sustainability Appraisal of proposals

⁵ www.eastleigh.gov.uk/lp36

Figure 3.1 - Constraints map



Eastleigh Borough Local Plan
(2011-2036)
Constraints Map



4. Vision & Objectives

4.1. The vision in the Borough Council's Corporate Plan 2015-25 is as follows:

'To lead and support Eastleigh Borough and its communities: developing a strong and sustainable economy that supports improved standards of living for residents; promoting thriving and healthy communities; and maintaining an attractive and sustainable environment that residents value.'

4.2. The Council wants to implement this vision in the new Local Plan.

4.3. The Corporate Plan contains a number of corporate objectives arranged under three themes. Table 4.1 below sets out a summary of those objectives:

Table 4.1 Summary of the Corporate Themes

	Green Borough	Healthy Community	Prosperous Place
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">What do we want to achieve?</p>	<ul style="list-style-type: none"> • Tackling congestion - Tackle local traffic congestion and associated pollution by reducing car usage and improving transport infrastructure. • Developing green infrastructure - Ensure future development contributes to the Borough's sustainability and resilience through effective low carbon planning and design, incorporating access to and between local facilities, joined up open space and safeguarding of wildlife and natural resources. • Excellent environment for all - Create a clean and attractive environment that provides for people's social, occupation and recreational needs, and is desirable for all, including residents, employees, visitors and investors. • Minimising waste and managing resources - Work with residents and businesses to use resources more efficiently and consume fewer of them, while ensuring maximum value is generated from any waste produced. 	<ul style="list-style-type: none"> • Enabling healthier lifestyles / wellbeing - Facilitate better physical and mental health and wellbeing by improving the places people live and work, meeting the challenge of the ageing population, and promoting cultural and physical activity. • Tackling deprivation - Reduce health inequalities by engaging with and prioritising our services towards those groups and communities in most need. 	<ul style="list-style-type: none"> • Increased provision and more diverse mix of housing - Ensure a sufficient supply of well-designed homes that can meet the diverse needs of residents both now and in the future. • Ensuring appropriate infrastructure including employment land - Secure an ongoing provision of employment land and infrastructure that can support current and future business needs, and stimulate sufficient economic growth to sustain a rising population. • Enabling the right skills and employment mix - Developing an appropriately skilled workforce in the Borough and a varied mix of employment opportunities, ensuring the Borough is seen as desirable location to set up a new business or to relocate a growing business, so as to sustain economic demand and increase job security and satisfaction. • Reinvigorating town and local centres - Creating vibrant, active places where people want to spend time, creating the right environment for economic, social and cultural prosperity.

Q5

What are your views on a new vision for the Local Plan and the possible objectives?

5. Key development needs

General housing requirements

Background

- 5.1. We need to identify the number of new homes to plan for over the next 20 years (up until 2036). To do this we need to understand what our housing requirements are likely to be. National planning policy expects us to “plan for growth” and for our Local Plan to fully meet the objectively assessed need for market and affordable housing in the housing market area. A broad methodology for calculating these requirements is set out in the Government’s accompanying planning practice guidance.
- 5.2. The government expects councils to decide how best to plan for the future. This includes joint working through partnerships such as PUSH which has previously published evidence on housing needs. Such evidence has informed the Council’s approach to this consultation.
- 5.3. PUSH is working on a new South Hampshire Strategy to set out how new homes, jobs transport and community infrastructure should be delivered in the future. PUSH intends to publish the new South Hampshire Strategy for consultation, with an aim to have it completed in 2016. However, we need to make progress on the Local Plan as quickly as possible and arrive at our own view on the appropriate level of housing in the Borough.
- 5.4. Eastleigh forms part of the Southampton Housing Market Area (SHMA), located in the South Hampshire sub-region. The South Hampshire Strategic Housing Market Assessment (SHMA) covering the housing needs in this area was published by PUSH in January 2014⁶.
- 5.5. On the basis of the Council’s understanding of the 2014 South Hampshire SHMA, the 2011-2029 Local Plan proposed provision of 564 homes per annum for the period 2011-2029 (10,140 homes in total). When examined by the Planning Inspectorate, this level of new housing provision was found to be insufficient to meet the full market and affordable housing needs within the Borough⁷. Although the Council is no longer proceeding with the 2011-2029 Local Plan, it is important to take account of the Planning Inspectorate’s findings in considering the housing requirement for the 2011-2036 period.

⁶ http://www.push.gov.uk/south_hampshire_shma_final_report_16.1.14_.pdf

⁷ https://www.eastleigh.gov.uk/media/57201/ppi_App1_PINS_Eastleigh_Report_February_2015-1-.pdf

- 5.6. In the summer of 2015, the Council commissioned JG Consulting to undertake a fresh appraisal of the Borough's objectively assessed housing needs⁸. This provided an interim update to some of the findings of the South Hampshire SHMA in the light of more recently published population projections, as well as the Planning Inspectorate's findings. The 'Eastleigh Housing Needs Study' was published in June 2015 and concluded that 563 homes per annum would be a reasonable objective assessment of need.
- 5.7. In addition to the Eastleigh Housing Needs Study, PUSH has also been working on an update to the South Hampshire Spatial Strategy and its evidence base, including the preparation of a new SHMA. The 2011-2036 Local Plan will need to take account of this work when it is published. A critical aspect of this work will be whether any unmet housing needs arising from elsewhere within the Southampton Housing Market Area can be met in the Borough.

Discussion

- 5.8. To inform deliberations on the potential housing requirements for the period 2011-2036, the Council has prepared a Housing Background Paper⁹. This paper considers, in more detail, the Borough's objectively assessed market and affordable housing needs in the light of the evidence currently available. The Paper identifies six specific scenarios in considering the Borough's housing needs enabling the Borough Council to test a range of options. The initial assessment will necessarily be revisited as the evidence base is tested through consultation, and following the publication of the PUSH strategy and its accompanying evidence base of housing numbers.

The starting point

- 5.9. The Government makes it clear that household projections produced by the Office of National Statistics (ONS) represent the starting point in estimating overall housing need. The most recent household projections, with a 2012 base, were published by the ONS in February 2015¹⁰.
- 5.10. These projections estimate how many households will form from the projected future *population* of local authorities which are published separately by the ONS the most recent of these has a 2012-base date and was published in May 2014¹¹. These estimates are based largely on projecting forward observations of past trends (based on census data from 1971 onwards) in household formations.
- 5.11. At the time of preparing the 2012-based household projections not all of the 2011 Census data had been released, including some data related to the age of

⁸ https://www.eastleigh.gov.uk/media/102797/ppi_EastleighhousingneedsstudyJune15.pdf

⁹ www.eastleigh.gov.uk/local-plan-evidence

¹⁰ Document available at <https://www.gov.uk/government/statistics/2012-based-household-projections-in-england-2012-to-2037>

¹¹ http://www.ons.gov.uk/ons/dcp171778_363912.pdf

households. To enable meaningful comparison with previous Census data, the ONS therefore made some assumptions using other data sources available.

- 5.12. The 2012-based household projections, as amended, to take account of the mid-year population estimate for 2013, identifies a figure of **520 dwellings per annum as the starting point** for estimating housing need. However the Council must then consider other factors which must be taken into account to arrive at a sound Plan¹².
- 5.13. At this stage in the plan-making and sustainability appraisal process, it is appropriate to test the broad options against emerging evidence and consultation responses.

Housing scenarios

- 5.14. The Housing Background Paper identifies a range of methodologies for determining the need for housing in the Borough. They are as follows:
- 5.15. **Continuing Past Trends** – This option sees a continuation of what has been delivered in the past. It results in a range of 478-515 dwellings per annum. This is important as it helps us understand what the other scenarios mean. However, it is not compliant with National Planning Policy or an accepted methodology for determining housing requirements. Therefore this is not an option open to the Council and is not an approach which will be taken forward.
- 5.16. **Economic Projections** – This methodology considers the likely level of housing required to support the levels of predicted economic growth and that required to support the aspirations of the Solent Strategic Economic Plan¹³ published by the Solent Local Enterprise Partnership. The most recent figures for those scenarios indicate a range of 496-552 dwellings per annum. Given the available evidence it is again considered that the levels of housing indicated are not compliant with National Planning Policy and therefore not an option open to the Council and not an approach which will be taken forward in this local plan process. However, it does indicate that plans for economic growth will be supported by the likely levels of housing growth demanded by the NPPF.
- 5.17. **Eastleigh Housing Needs Study** – This methodology draws upon the study the Council published in the summer looking solely at the Borough's housing needs¹⁴. This is not a full SHMA but is based on the same background information. That study provided a range of housing requirements from 520-584 dwellings per annum. This will be taken forward for testing..
- 5.18. **Published information on wider housing needs** – The last published document relating to housing needs at a sub-regional level was the SHMA

¹² The full discussion of housing requirements is set out in the Housing Background Paper. This document sets out the main outcomes of that testing.

¹³ http://solentlep.org.uk/uploads/documents/Solent_Strategic_Economic_Plan.pdf

¹⁴ https://www.eastleigh.gov.uk/media/102797/ppi_EastleighthousingneedsstudyJune15.pdf

published by PUSH in January 2014¹⁵. The document produced a range of housing need options. The initial figure for the Borough in that document was 615 dwellings per annum. The Inspector examining the previous plan considered that at that time the market signals indicated that this figure should be increased. On that basis, a figure of 677 dwellings per annum was indicated. A range 615-677 dwellings will therefore be taken forward for testing.

5.19. Local housing market options – This option investigates the level of housing required which could rebalance the local housing market. Increasing the level of development will provide more affordable housing and reducing reliance on the private rented sector (an issue identified by the previous Plan Inspector) and provide additional housing to meet wider housing needs in the Southampton housing market area. This option provides a range of 743-747 dwellings per annum to be taken forward for testing.

5.20. Concentrating sub-regional development – This final option looks at the most recent published assessment of housing needs in the Southampton housing market area and considers the implications of development being focused in the Borough as a result of unmet need elsewhere. Based on one methodology, this could give rise to housing need in this area of 830 dwellings per annum. This will be taken forward for testing.

5.21. The inclusion of any option should not be taken as an endorsement by the Council – but we need to do the work to understand the implications of each to demonstrate a sound Plan.

Table 5.1 Summary of scenarios considered in identifying future housing needs.

Scenario	Dwellings per annum (range)	Mid-point	Total 2011-2036	Proposed
Continuing past trends	478-515	497	12,425	Not taken forward
Economic Projections	496-552	524	13,100	Not taken forward
Eastleigh housing needs study	520-584	552	13,800	Option A
PUSH SHMA	615-677	646	16,150	Option B
Local housing market options	743-747	745	18,625	Option C
Sub-regional development	830	830	20,750	Option D

Source: Housing Background Paper, 2015

¹⁵ http://www.push.gov.uk/work/planning-and-infrastructure/strategic_housing_market_assessment.htm



What do you think of the summary of the options for calculating the Borough’s housing requirement set out above? Are any of the options appropriate to meet the housing requirements in this area?

Homes for travelling communities

Background

5.22. The term ‘travelling communities’ refers to gypsies and travellers (who live on pitches) and travelling showpeople (who live on plots or yards). These communities have distinct accommodation requirements which need to be met to enable their livelihoods to continue. In December 2014, the Council published a draft Travelling Communities Development Plan Document (DPD) which sought to identify their accommodation needs from 2011-2029 however, as a new local plan is now being prepared this DPD is no longer being progressed separately, but will inform the 2011-2036 Local Plan.

Evidence of need

5.23. The most recent assessment of the accommodation needs of these Travelling Communities in Eastleigh Borough was prepared by Opinion Research Services and published in May 2015. This identified the following needs for the period 2011-2036:

Table 5.2 Summary of identified needs of Travelling Communities

	Permanent pitch needs	2015-2020	2020-2025	2025-2030	2030-2035	2036	Total
Gypsies and travellers (Eastleigh only)		7 pitches	3 pitches	3 pitches	4 pitches	0 pitches	17 pitches
	Transit site needs	A site for approximately 5 pitches in the area of Eastleigh Borough and neighbouring authorities					
Travelling showpeople (shared with Southampton)	Permanent plot needs	5 plots	1 plot	1 plot	1 plot	0 plot	8 plots

Source: Eastleigh Gypsy, Traveller & Travelling Showpeople Accommodation Assessment (May 2015)

Implications of subsequent changes in Government policy

5.24. Since the publication of the Eastleigh Gypsy, Traveller and Travelling Showpeople Accommodation Assessment¹⁶, the Government revised its

¹⁶ https://www.eastleigh.gov.uk/media/102794/ppi_GTTSAAMay2015.pdf

'Planning policy for traveller sites'¹⁷ in August 2015. A key change potentially affecting the assessment of accommodation needs is the change in definition of what constitutes a 'traveller'. Previously the definition included those households whom might identify themselves as a gypsy, traveller or travelling showperson, but who have permanently ceased to travel for reasons of health, education or old age. The accommodation needs of these households were previously included in the wider assessment of travelling communities' needs. The new definition excludes such households, with only those who have temporarily stopped travelling falling within the definition.

5.25. This is likely to have implications for the accommodation needs of travelling communities within the Borough with a potential reduction in overall need being identified. The Council will be commissioning further research in due course.

Q7

What are your views on the estimates of travelling communities' need as set out above? Do you agree with the Council's proposed approach?

Employment land requirements

Background

5.26. To inform the preparation of the 2011-2029 Local Plan, the Council prepared an Employment Land Review (ELR) which was last updated in July 2014¹⁸. As well as assessing the quality of employment sites within the Borough, the ELR also considered the land requirements for new industrial premises and offices in the period 2011-2029. In total, a need for a minimum of 133,000m² of new employment space was identified, including an allowance to replace specific floorspace anticipated to be lost.

5.27. The 2011-2029 Local Plan strategy sought to provide for this requirement as a minimum and prepare to significantly increase this provision if demand required it. Such an approach conformed to the Solent Local Enterprise Partnership's (LEP) strategy. The Planning Inspectorate considered that this strategy was justified and that the evidence base underpinning it was robust.

Evidence of need

5.28. In considering the development needs of the Borough through to 2036, it is therefore considered a reasonable starting point to apply the same methodology to calculating future needs as that used in the ELR. In June 2015 the Council

¹⁷

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457420/Final_planning_and_travellers_policy.pdf

¹⁸ https://www.eastleigh.gov.uk/media/30207/ppi-EC1a_ELRLpart1_rpt.pdf

consulted on a briefing note¹⁹ setting out the potential future employment land requirements for the Borough. This concluded that **115,500m²-142,100m²** of additional employment floorspace may be required within the Borough by 2036.

Future work

5.29. As the briefing note recognises, further work will be required to revisit the requirement in the light of:

- potential changes in the national and regional economy affecting the local property market;
- the publication of the emerging PUSH Spatial Strategy; and
- agreement on the housing requirements for the Borough (in order to ensure that there are sufficient jobs to accommodate the projected increases in residents of working age).

5.30. In the meantime, further comment is invited on the Council's approach to identifying this need.



Do you have any views on the likely level of employment floorspace needed in the Borough for the period 2011-2036? Do you agree with the Council's proposed approach?

Retail and other town centre uses

Background

5.31. The Borough comprises one main town centre at Eastleigh, two district centres at Hedge End and Chandler's Ford and a variety of local centres and neighbourhood parades serving local communities. The Borough also accommodates a significant out-of-centre retail development at Hedge End.

5.32. The retail sector and related town centre uses have seen significant changes in recent years as a result of changes in consumer habits (i.e. growth in use of online shopping and 'click & collect'), general economic conditions and, more recently, changes to Government policy. Whereas Eastleigh town centre's current retail offer tends to focus on meeting a more immediate, localised convenience and comparison market, recent trends at Hedge End have seen it meet an increasingly wide sub-regional retail market for both comparison and

¹⁹ https://www.eastleigh.gov.uk/media/102791/ppi_EmpBriefNoteJune15.pdf

convenience retail. However Eastleigh town centre remains the primary destination centre for leisure and culture.

Evidence of need

5.33. The most recent assessment of retail needs within the Borough is contained within a wider, Southampton and Eastleigh Retail Study carried out by GVA Grimley in July 2011²⁰. It found that there was very little anticipated future demand for convenience retail floorspace within the Borough in the period up to 2026. Eastleigh town centre was identified as having a convenience retail need for nearly 7,000m² new floorspace by 2026. There was no significant identified need for any further retail floorspace at that time, including out-of-town.

5.34. Since this time, a significant amount of new retail floorspace has been permitted and built at Hedge End retail park. As well as considering an appropriate policy response to this new floorspace (discussed later in this document), the apparent demand for this new floorspace was not identified in the 2011 Study.

Future work

5.35. There is clearly a case for commissioning a new study to understand potential future requirements for retail and other town centre uses.



Do you have any views on the likely level of need for retail floorspace and other town centre uses in the Borough for the period 2011-2036?

Do you agree with the Council's proposed approach?

²⁰ https://www.eastleigh.gov.uk/media/30207/ppi-EC1a_ELRpart1_rpt.pdf

6. Spatial strategy options

- 6.1. As recognised in Chapter 5, there is likely to be a need to identify sites to accommodate a significant amount of new development within the Borough in the period up to 2036.
- 6.2. The Council has prepared a new draft Strategic Land Availability Assessment (SLAA)²¹ which considers the development potential of over 250 individual sites which have been promoted for development, or verified by officers across the Borough. The SLAA forms part of the evidence base of this document and comments on its findings are welcomed. This represents the total land promoted or considered for development – it is not the Council’s proposals for development.
- 6.3. The SLAA also sets out estimates of the amount of housing that has been built so far and that is likely to come forward in the future from sites within existing towns and villages, as well as those sites which already have planning permission. At this stage it is estimated that approximately 10,000 dwellings could come forward from these sources.
- 6.4. Based on the emerging findings of the SLAA, options for providing for new development have been identified. These combine individual sites assessed in the SLAA into a series of strategic options, some of which are capable of being developed in combination with others. The options have been put together to inform the consultation process, and to demonstrate the potential benefits in-combination with potential impacts.
- 6.5. Some options are focused around particular locations. In some cases, they have been proposed as a “package” by developers. Other options have been combined because of the role they can play in delivering new infrastructure.
- 6.6. For each option, a broad area is identified and a description of the proposal in general terms is provided. There then follows a brief description of the relative merits and some headline findings from the Sustainability Appraisal. Additional information relating to the potential implications of each option is included in the Strategic Transport Study, the Transport Background Paper, the Sustainability Appraisal and the Habitats Regulations Assessment.
- 6.7. The Council believes it has a responsibility to consider all reasonable options when planning the future of the Borough. **However, these are not the Council’s proposals for development.** Some options clearly have more potential for delivering sustainable development and the vision and objectives of this Plan, such as dealing with congestion. The Council will consider the results of this consultation alongside the ongoing technical work when deciding the way forward.

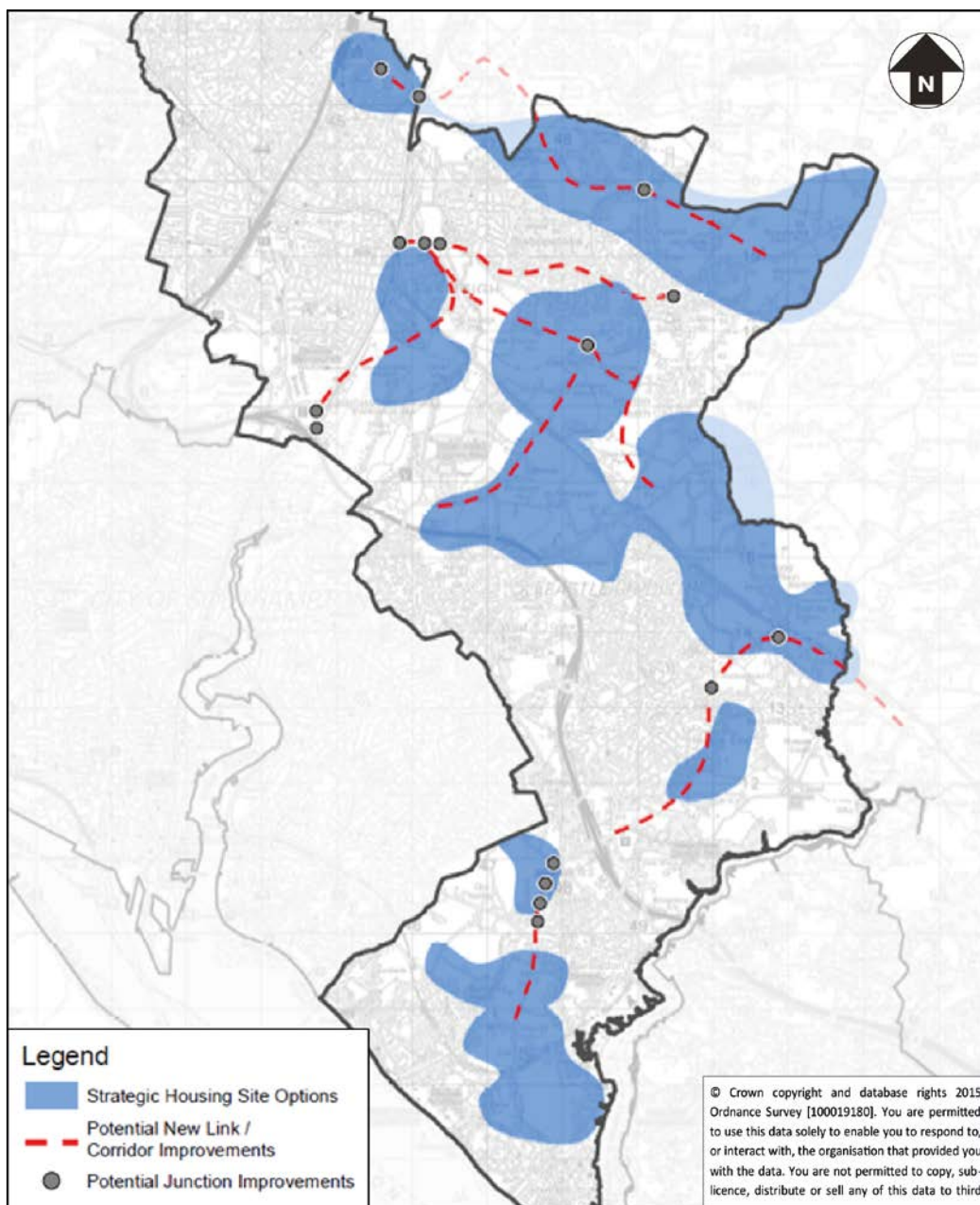
²¹ www.eastleigh.gov.uk/slaa

- 6.8. Sites which have already been approved through the planning process are not considered here – they represent the baseline for development in the Borough and are very likely to contribute towards meeting the Borough’s development requirements.
- 6.9. Other sites which were the subject of recent planning applications which have been refused by the Council are also not included in these options. The Council has already considered the planning merits of those areas in the context of the determination of relevant planning applications. This includes the presumption in favour of sustainable development in the NPPF and the potential they could have in meeting the housing needs of the Borough. The Council determined at the time of application determination, that these are not appropriate locations for development. This remains the Council’s view. Should any sites receive planning consent on appeal however, then those decisions will be taken into account when bringing this Plan forward.
- 6.10. This consultation focuses on the larger sites put forward. These could make the largest contribution to the development needs of the Borough and individually have potentially the most significant impact. A large number of smaller sites will also be considered through the SLAA and Sustainability Appraisal process to consider their suitability against the ongoing evidence. Proposals for the selection of a strategy and the allocation of smaller sites will be published in the next stage of the Plan process.
- 6.11. As previously stated, the Council anticipates that some 10,000 dwellings can come forward on sites already built, those with planning permission and future windfall brownfield sites within the urban area by 2036. Chapter 5 of this document sets out ranges of new dwellings from 13,800 to 20,750 new dwellings from 2011 to 2036 to be considered as part of this new Plan. Therefore, depending upon the level of total new development required, there will be a need for some 4,000 – 10,000 homes on new sites, predominately greenfield locations. Both large and small sites will contribute to this figure. Nonetheless it is helpful when considering the spatial options which follow that development will be required in more than one location. Ultimately the Plan is likely to combine elements of more than one of the options described here.
- 6.12. It should be made clear that the Council does not envisage any of these broad areas as being suitable for housing or employment development in its entirety. Other associated uses, including uses, such as schools and other community facilities as well as significant amounts of open space for recreation, landscaping and to maintain the setting of settlements would also be required as part of any large-scale development in these broad areas.
- 6.13. To inform the consideration of potential options, work is being undertaken by Hampshire County Council to look at the potential for new and improved transport links. The *Eastleigh Strategic Transport Study* will identify

improvements which will help to address existing congestion in central areas and to identify mitigation measures which will support committed and potential new development in the Borough. The interim report is being published alongside this document to inform the consultation.

6.14. The following diagram sets out the main significant areas which have been put forward for consideration. It also shows the potential new road links or improvements which are currently being investigated by Hampshire County Council. They include schemes which have been promoted in the past (such as Botley Bypass and Chickenhall Lane Link Road in Eastleigh), and new potential schemes. These potential new corridors and links are shown in each subsequent spatial option.

Figure 6.1 Spatial options and new road links and improvements

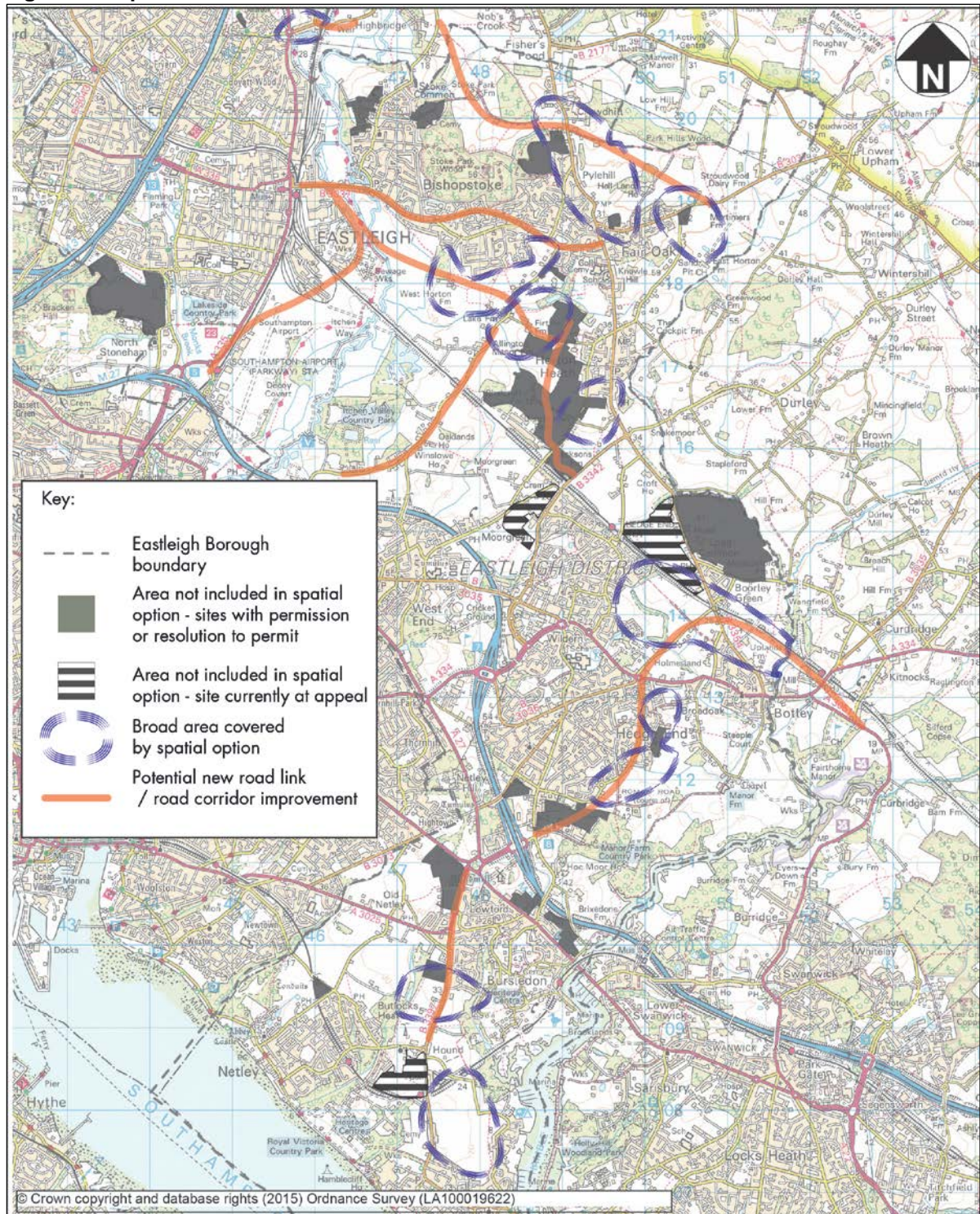


Source: Eastleigh Strategic Transport Study: Interim Report – Issues & Options (Nov 2015)

Option A – Extensions to settlements

Note: This is one of eight options that the Council has identified in order to seek the views of the public. At this stage the Council has not identified any preferred options.

Figure 6.2 Option A – Extensions to settlements



Summary of option

- 6.15. This option is made up of smaller sites which would extend existing settlements without causing the complete coalescence of settlements. The result is a range of smaller sites located adjacent to existing built up areas across the Borough. For clarity, the above map also shows sites which already have planning permission, or are the subject of a planning appeal. These sites are not the subject of this consultation.
- 6.16. This option would serve to deliver growth (including affordable housing) across most of the Borough's communities, and potentially maximise the use of capacity of the existing infrastructure. However, new infrastructure, such as school places, would still have to be provided to support this option. Preliminary investigations indicate that this option could provide for up to 5,000 dwellings and 16,000m² of employment floorspace. Other uses delivered under this option include a cemetery and open space associated with the County Council-owned sites at Hedge end and Botley, and a significant amount of open space at Hamble Airfield.

Summary of interim findings of the sustainability appraisal for Option A

*Provision of significant new **community facilities**, particularly sports provision and open space, is likely to result in significant positive effects.*

*The **transport** impacts of this option will need to be assessed including consideration of congestion, air quality and noise. The proposed Botley Bypass is delivered under this option, but congestion is likely to be increased as a result of development at other locations, with **pollution** leading to a decrease in air quality.*

*The majority of the areas in this option have potential for significant negative impacts on **biodiversity and nature conservation** due to the sensitive rivers and tributaries.*

Other considerations

- 6.17. Given that this approach is less reliant upon strategic infrastructure, it may be that some of the sites could be brought forward relatively quickly. It allows each of the communities in the borough to grow, and is not reliant upon a single scheme. On the other hand, this option provides little scope to deliver significant new infrastructure, including new transport schemes to address congestion issues.
- 6.18. The capacity of existing infrastructure to accommodate development under this option will have to be tested and considered.

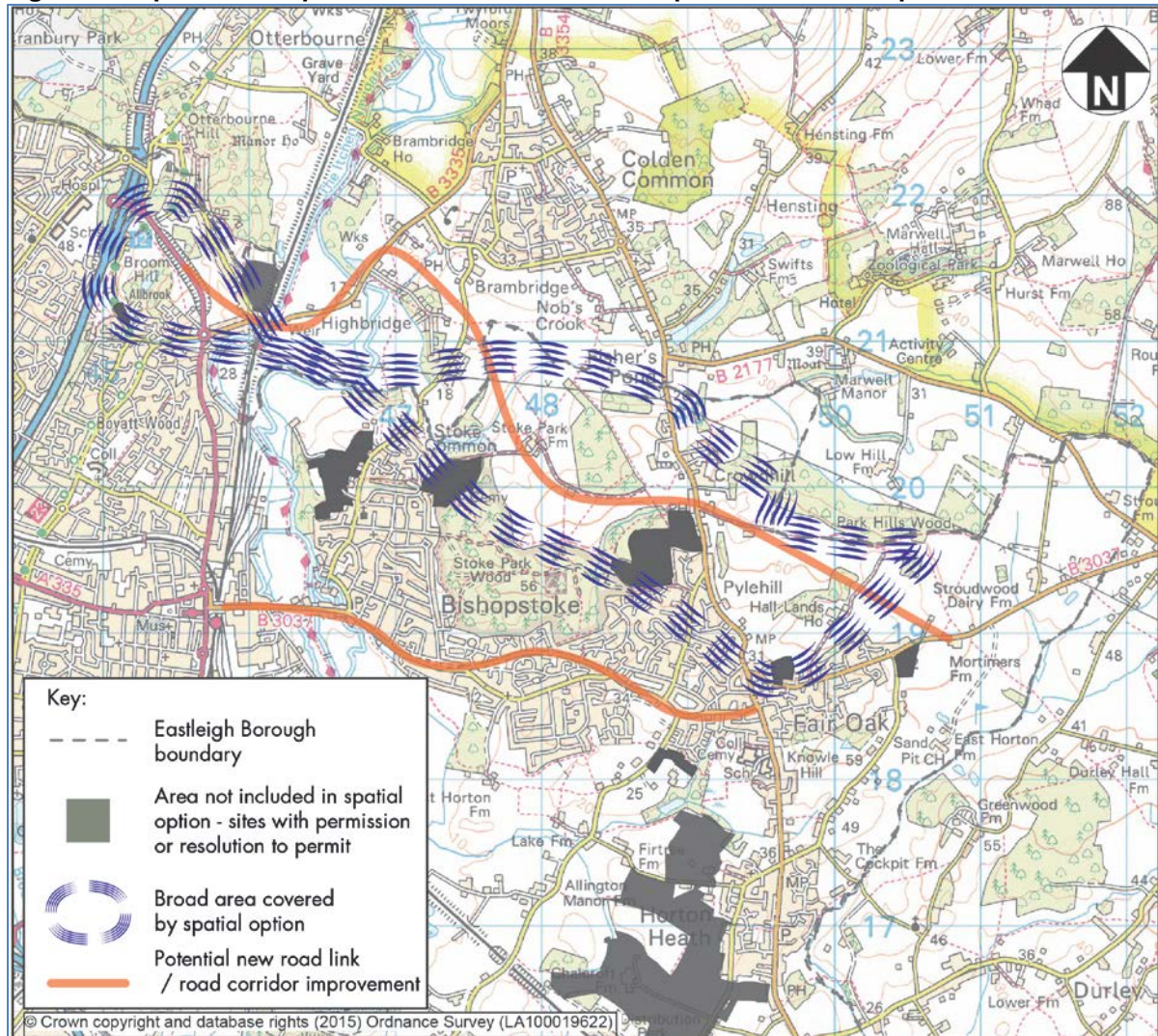
Q10

What are your views on spreading new development across a number of extensions to settlements across the Borough? Is this an appropriate option that merits further investigation? Please explain your reasons.

Option B –Expansion of Fair Oak and Bishopstoke to the north/north-east with related development in Allbrook village

Note: This is one of eight options that the Council has identified in order to seek the views of the public. At this stage the Council has not identified any preferred options.

Figure 6.3 Option B – Expansion of Fair Oak and Bishopstoke and development at Allbrook



Summary of option

6.19. Fair Oak and Bishopstoke are two villages located in the north-east of the Borough, to the east of Eastleigh town. These villages saw significant new development in the second half of the twentieth century, leading to their near coalescence in physical terms. Both villages have a reasonable level of facilities and services, including retail centres.

- 6.20. Particular issues in this area include the significant traffic congestion and air quality issues on the routes into Eastleigh (B3037) and heading north towards Winchester through Twyford (B3354).
- 6.21. The village of Allbrook is located to the immediate north of the town of Eastleigh. It is not well served by facilities and services within the village. There is a particular traffic pinch-point within the village at Allbrook Hill which can cause traffic congestion at peak times.
- 6.22. This option considers the potential for significant residential development to the north and north-east of Bishopstoke and Fair Oak villages with associated facilities including a local centre, new open space, primary school and possibly a new secondary school. There is also the potential to secure improvements to existing centres and to provide for some new employment floorspace.
- 6.23. In seeking to address transport congestion issues in the wider area, this option proposes new road links running from north of Fair Oak, through Allbrook to junction 12 of the M3. To facilitate this, further development at Allbrook, is considered including residential, some employment and the provision of new public open space. Further detail is set out in the *Eastleigh Strategic Transport Study*.
- 6.24. Preliminary investigations indicate that this option could provide for up to 3,700 dwellings and 29,000m² of employment floorspace.

Summary of interim findings of the sustainability appraisal for this option

*Provision of significant new **community facilities**, including new primary schools, a secondary school, a new local centre and new open space as part of this option, is likely to result in significant positive effects. Consideration will need to be given to other needs for other facilities arising from development such as sports pitches and allotments, and how this can best be met.*

*The **transport** impacts of this option will need to be assessed including consideration of congestion, air quality and noise. A new road link is proposed as part of this Option, which has the potential to reduce congestion on Bishopstoke/Fair Oak Road by offering an alternative route to access the M3.*

*Impacts of development on **biodiversity and nature conservation** will need further consideration of potentially significant negative effects, particularly those associated with the new road link which is proposed to cross the River Itchen, fragmentation of habitat and networks such as connections between Stoke Park Woods and other nearby woodland, and air quality impacts as a result of **pollution** from traffic.*

*Impacts on **landscape** will also need to be considered particularly the views from wider undeveloped countryside to the north. Cumulative effects from development north of Bishopstoke and north and east of Fair Oak are likely to reduce the physical and visual gap between settlements and impact the character of the area.*

Other considerations

6.25. In addition to the issues identified in the SA process, the potential cost of delivering this option, including new road infrastructure, raises some concerns about how viable this scheme would be in providing all essential infrastructure required to address existing and future needs in the area. The relationship of any development to the north of Stoke Park Woods to existing communities, and the degree of self-containment that it could achieve, are also significant question marks. It is likely there are protected species in this broad area, such as bats and newts. The extent to which they may prevent development needs further investigation.

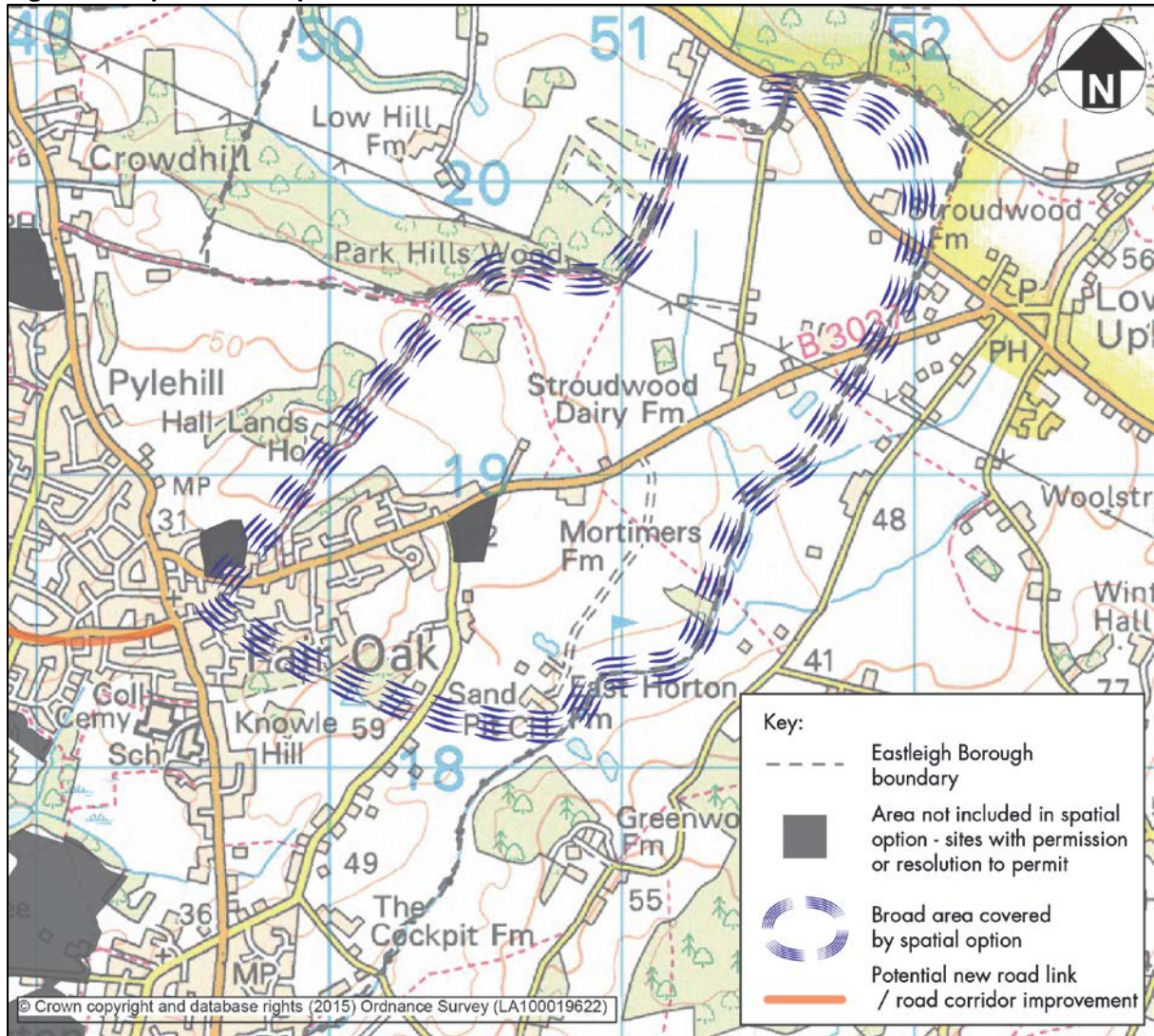
Q11

What are your views on the idea of focussing new development in an expansion of Fair Oak and Bishopstoke to the north/north-east, with related development in Allbrook village and a new link road from Fair Oak through to the M3? Is this an appropriate option that merits further investigation? Please explain your reasons.

Option C – Expansion of Fair Oak to the east and north

Note: This is one of eight options that the Council has identified in order to seek the views of the public. At this stage the Council has not identified any preferred options.

Figure 6.4 Option C – Expansion of Fair Oak to east and north



Summary of option

6.26. Lying to the east and north-east of Fair Oak there is open countryside, a golf course and other small-scale scattered development. The ground levels/landscape rise out of the village then drops down towards the village of Lower Upham and a boundary of the South Downs National Park.

6.27. This option maximises the potential for the delivery and use of the north of Bishopstoke link road and Allbrook bypass outlined in Option B. This area has an estimated capacity to deliver 2,500 dwellings.

Summary of interim findings of sustainability appraisal for Option C

*A new primary school is proposed which is likely to result in significant positive effects with regard to delivering **communities facilities**. However, other community facilities are not currently being proposed at this time. Due to the scale of development proposed and the distance from the nearest facilities and services, it will be important to consider the needs for other facilities arising from development and how this can best be met. Promoters of land in this area have indicated that it would be developed in combination with land in Option B. This proposes significant new facilities which could help to serve development in this area too.*

*The **transport** impacts of this option will need to be assessed, including consideration of congestion, air quality and noise. Development in this area, in combination with Option B, could contribute to delivery of a new road link which has the potential to reduce congestion on Fair Oak/Bishopstoke Road by offering an alternative route to access the M3 and Eastleigh town centre.*

*Impacts of development on the **landscape** will need to be considered, particularly with regard to the distinctive and historic field pattern north of Mortimers Lane, the cumulative effects of development and the separation of settlements, and any impacts upon the nearby South Downs National Park.*

*Impacts of development on **biodiversity and nature conservation** will also need further consideration particularly regarding the environmental impact of **pollution** from increased traffic crossing the River Itchen, and potential fragmentation of existing woodland habitat and networks.*

Other considerations

- 6.28. In addition to the issues identified in the SA process, the potential cost of delivering this option, including new road infrastructure, raises some concerns about how viable this scheme would be in providing all essential infrastructure required to address existing and future needs in the area.
- 6.29. The **relationship with the existing centre at Fair Oak** would require careful consideration – this option has the potential to be perceived as remote from the existing community. The relationship to Lower Upham will also need further consideration given its proximity to the eastern boundary. Development here may act as a new settlement but it remains to be seen **whether sufficient facilities can be delivered to make this a new community**. Development in this area could also entail the loss of the existing golf course. It is likely there are protected species in this broad area, such as bats and newts. The extent to which they may prevent development needs further investigation.

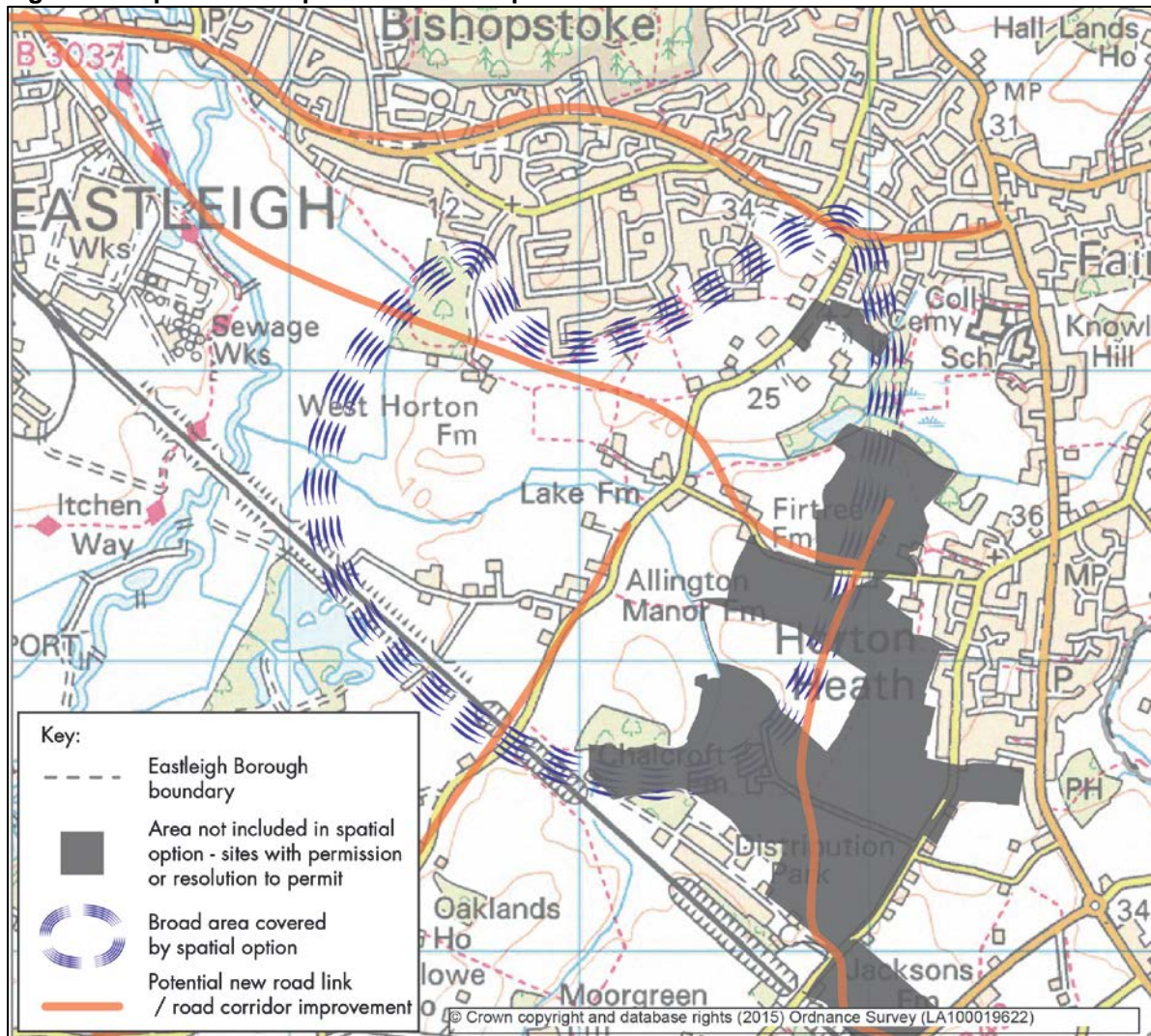
Q12

What are your views on the idea of expanding Fair Oak village to the east and north? Is this an appropriate option that merits further investigation? Please explain your reasons.

Option D – Expansion of Bishopstoke to the south and Horton Heath to the west

Note: This is one of eight options that the Council has identified in order to seek the views of the public. At this stage the Council has not identified any preferred options.

Figure 6.5 Option D – Expansion of Bishopstoke and Horton Heath



Summary of option

6.30. Bishopstoke village lies to the east of the town of Eastleigh and saw significant development in the second half of the twentieth century. It has a reasonable range of services and facilities.

6.31. Horton Heath is located to the south-east of Bishopstoke and immediately south of Fair Oak village. It is currently a notably smaller village than either Bishopstoke or Fair Oak, with very limited facilities and services. However a significant urban extension to Horton Heath was subject to a resolution to permit in outline in 2015

for 950 dwellings, new employment facilities, a new primary and secondary school and a new local centre. The first completions on this scheme are anticipated in 2017/18. To improve clarity, the area permitted by this scheme is shown in grey on the map above. That area is not the subject of this consultation

- 6.32. As mentioned previously, a particular issue in this area is the significant traffic congestion and air quality issues on the routes into Eastleigh (B3037) and heading north towards Winchester through Twyford (B3354).
- 6.33. This option includes land directly to the south of Bishopstoke and also extends along both sides of Allington Lane south towards the railway line. This option has links with the already permitted urban extension to the west of Horton Heath. A new link road is already proposed as part of the approved/proposed scheme to run east to west from Bubb Lane, Hedge End to Fir Tree Lane, Horton Heath. This option would extend the link road further to the west towards Eastleigh town centre. The precise route of this link road is still subject to further technical work but is addressed in more detail in the *Eastleigh Strategic Transport Study*.
- 6.34. Preliminary investigations indicate that this option could provide for up to 2,300 dwellings.

Summary of interim findings of sustainability appraisal for Option D

*A new primary school is proposed which is likely to result in significant positive effects with regard to the provision of new **community facilities**. Whilst other **community facilities** are not currently being proposed, it is noted that significant new community facilities are likely to come forward as part of development west of Horton Heath.*

*The **transport** impacts of this option will need to be assessed, including consideration of congestion, air quality and noise. A new road link is proposed which has the potential to relieve congestion on Bishopstoke Road by offering an alternative route to Eastleigh town centre.*

***Employment** has not been proposed by those promoting land in this area. However, the proposed new road link could result in improved access to employment opportunities in Eastleigh town centre and support the ongoing regeneration of Eastleigh town centre.*

*Impacts of development on areas of **biodiversity and nature conservation** will need further consideration. Initial analysis suggests the potential for significant negative effects associated with a new road link crossing the River Itchen and resulting in the fragmentation of habitats. There is also scope for significant air quality impacts as a result of **pollution**.*

*The impact of development on the existing **landscape** will also need to be considered. Development of the whole of the area identified in this option could lead to the coalescence of Bishopstoke, Fair Oak and Horton Heath.*

Other considerations

- 6.35. As with many of the other options, the potential **cost of new road infrastructure** will need to be fully investigated. The impact that funding this infrastructure may have on the ability to fund other essential infrastructure will need to be understood in weighing up the overall benefits of this proposal. The ability to **link this area into the existing settlements** of Bishopstoke and Fair Oak will also need further analysis given the existing layouts of south Bishopstoke and Fair Oak.
- 6.36. It is likely that there are protected species in this broad area, such as bats and newts. The extent to which they may prevent development needs further investigation.

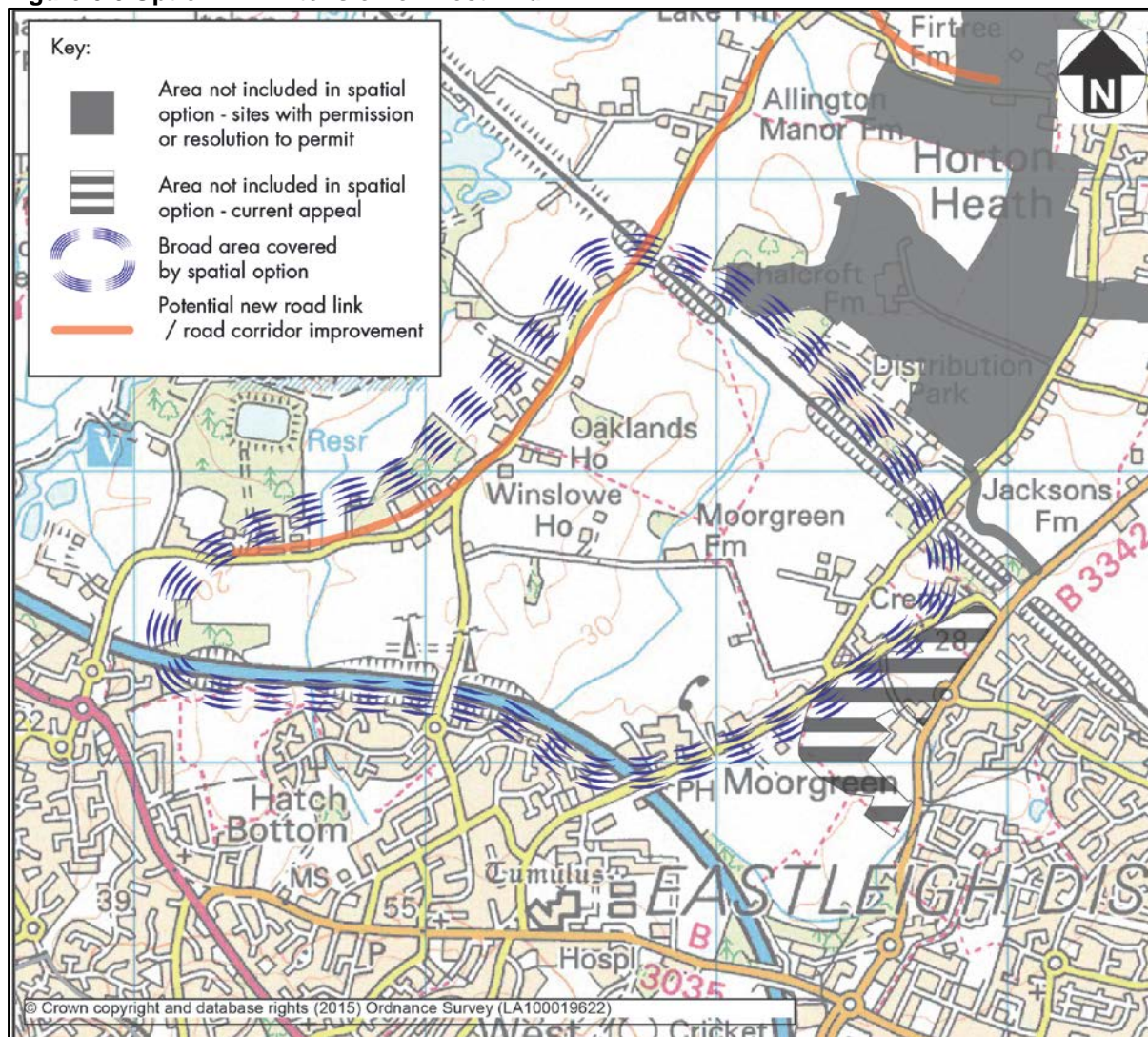
Q13

What are your views on the idea of expanding Bishopstoke to the south and Horton Heath to the west? Is extending the permitted, but yet to be built, link road between Hedge End and Horton Heath further to the west towards Eastleigh town centre a good idea? Please explain your reasons.

Option E – Extension of West End to the north of the M27

Note: This is one of eight options that the Council has identified in order to seek the views of the public. At this stage the Council has not identified any preferred options.

Figure 6.6 Option E – Extension of West End



Summary of option

6.37. West End village is located immediately north-east of the City of Southampton and has effectively merged with the City. The northern boundary of the village is defined by the M27 motorway. To the east of the village there are a number of leisure uses focused around the Ageas Bowl. Further to the east, and separated by the M27, is the town of Hedge End including a number of large industrial and retail units. There is a reasonable level of facilities and services in West End, including a retail centre.

6.38. This option considers the potential for significant residential development directly to the north of West End, but physically separated from the settlement by the motorway. The northern boundary of this option is defined by the railway line. To the west is Itchen Valley Country Park.

6.39. Preliminary investigations indicate that this option could provide for up to 2,250 dwellings, 10,000m² of employment floorspace along with a large area of open space (possibly an extension to Itchen Valley Country Park), associated facilities including a local centre, primary school and possibly a new secondary school.

Summary of interim findings of sustainability appraisal for Option E

*The provision of **community facilities** including a new primary school, secondary school, a new local centre and significant open space is likely to result in significant positive effects.*

*The **transport** impacts of developing in this location will need to be assessed, including consideration of congestion, air quality and noise. The north-east area is close to Hedge End Railway Station. The motorway and railway line present significant geographical barriers to nearby areas.*

*Impacts of development on areas of **biodiversity and nature conservation** interest will need further consideration of potentially significant negative effects. This is particularly associated with the potential for fragmentation of habitat and air quality impacts as a result of **pollution** from increased traffic.*

Other considerations

6.40. There are some reservations about how development in this area would contribute towards sustainable development given the above physical constraints which make it **difficult to integrate with existing communities**. Similarly the scale of development considered does not make it particularly easy to achieve significant levels of **self-containment**. More generally, there is no clear way forward in terms of how significant transport improvements could be made to accompany development in this location.

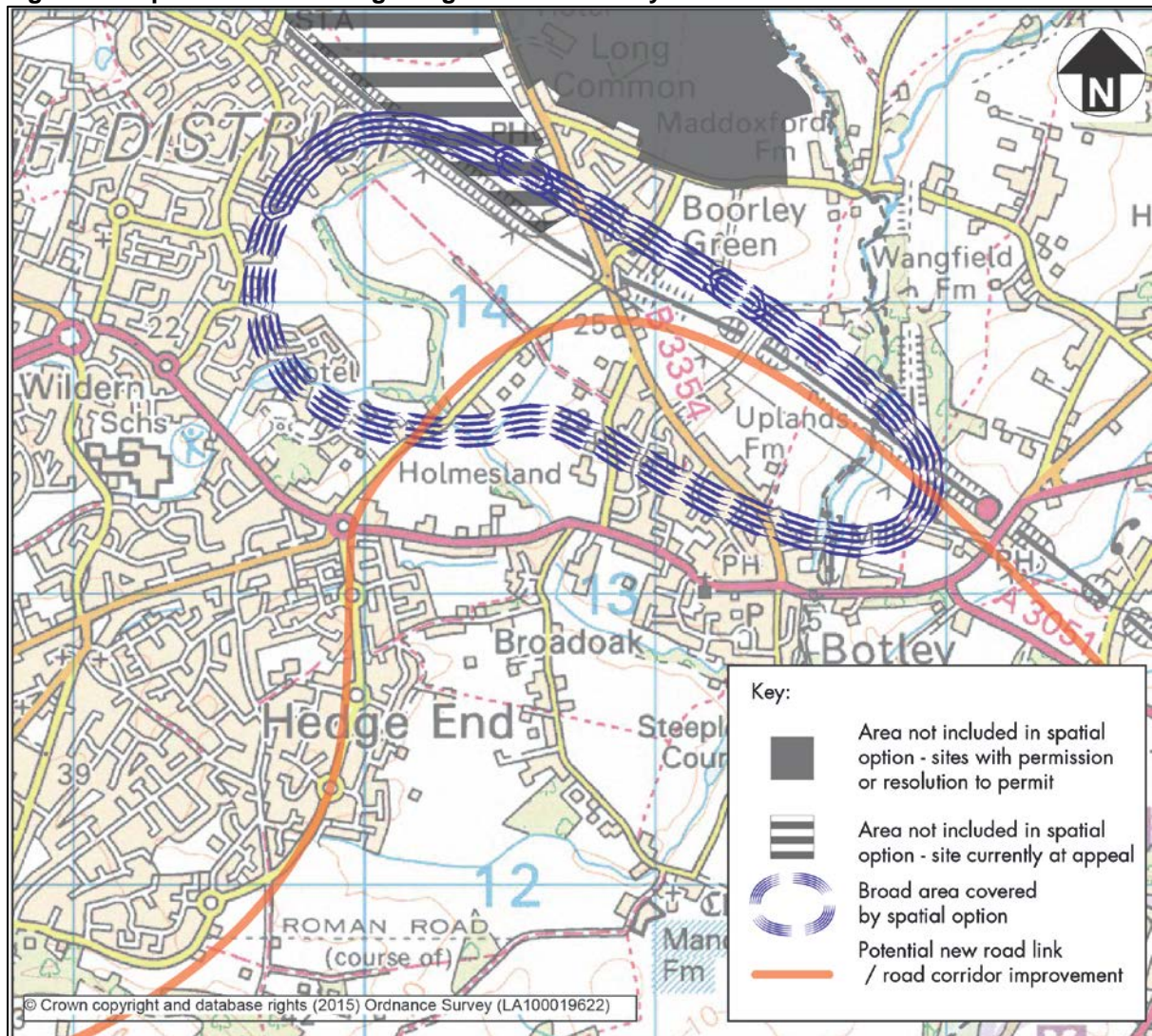
Q14

What are your views on the idea of extending West End to the north of the M27? Is this an appropriate option that merits further investigation? Please explain your reasons.

Option F – Extending Hedge End to the north-east and Botley to the north

Note: This is one of eight options that the Council has identified in order to seek the views of the public. At this stage the Council has not identified any preferred options.

Figure 6.7 Option F – Extending Hedge End and Botley



Summary of option

6.41. This option includes land owned by Hampshire County Council previously put forward in the 2011-29 Local Plan in association with a new bypass for Botley. Because planning applications have not come forward for these sites they must be re-evaluated as part of this local plan process to confirm that they are still considered sustainable and deliverable.

- 6.42. Hedge End is centrally located in the Borough with Horton Heath and Fair Oak to the north, West End to the west and the Hamble Peninsula to the south. Botley is located to the east. This option includes land to the north east of Hedge End and land directly to the north of Botley village. Both sites lie directly to the south of the Eastleigh to Fareham railway line, adjacent to the existing settlements and are in use as arable/pasture land. To improve clarity, the total area permitted at Boorley Green for development is shown in grey on the map above. That area is not the subject of this consultation.
- 6.43. Particular issues in this area include traffic congestion and associated poor air quality in the centre of Botley village (a designated Air Quality Management Area).
- 6.44. In seeking to address air quality issues, this option delivers a new bypass to the north of Botley village running parallel to the railway line and crossing the River Hamble into Winchester District. Further details on this proposal are included in the *Eastleigh Strategic Transport Strategy*.
- 6.45. Preliminary investigations indicate that this option could provide for up to 1,300 dwellings and nearly 6,000m² of employment floorspace and other facilities including primary school, open space and sports pitches, cemetery provision and allotments.

Summary of interim findings of sustainability appraisal for Option F

*Provision of significant new **community facilities**, particularly sports provision and open space and a new cemetery, is likely to result in significant positive effects. The area is reasonably well connected to the existing cycle and footpath network and is relatively close to primary and secondary schools. Positive **transport** effects are therefore likely. In addition, delivery of the bypass would serve to improve air quality in Botley village with a positive effect for **pollution**.*

*This option has a mixture of likely negligible and minor negative effects regarding **biodiversity**.*

Further considerations

- 6.46. The range of uses which could be delivered under this option has already been considered under the previous Local Plan. Since then the development of North Whiteley has progressed and provides additional justification for the bypass. The funding and delivery of Botley Bypass will need to be progressed through both the Eastleigh Borough and the Winchester City Council Local Plans.

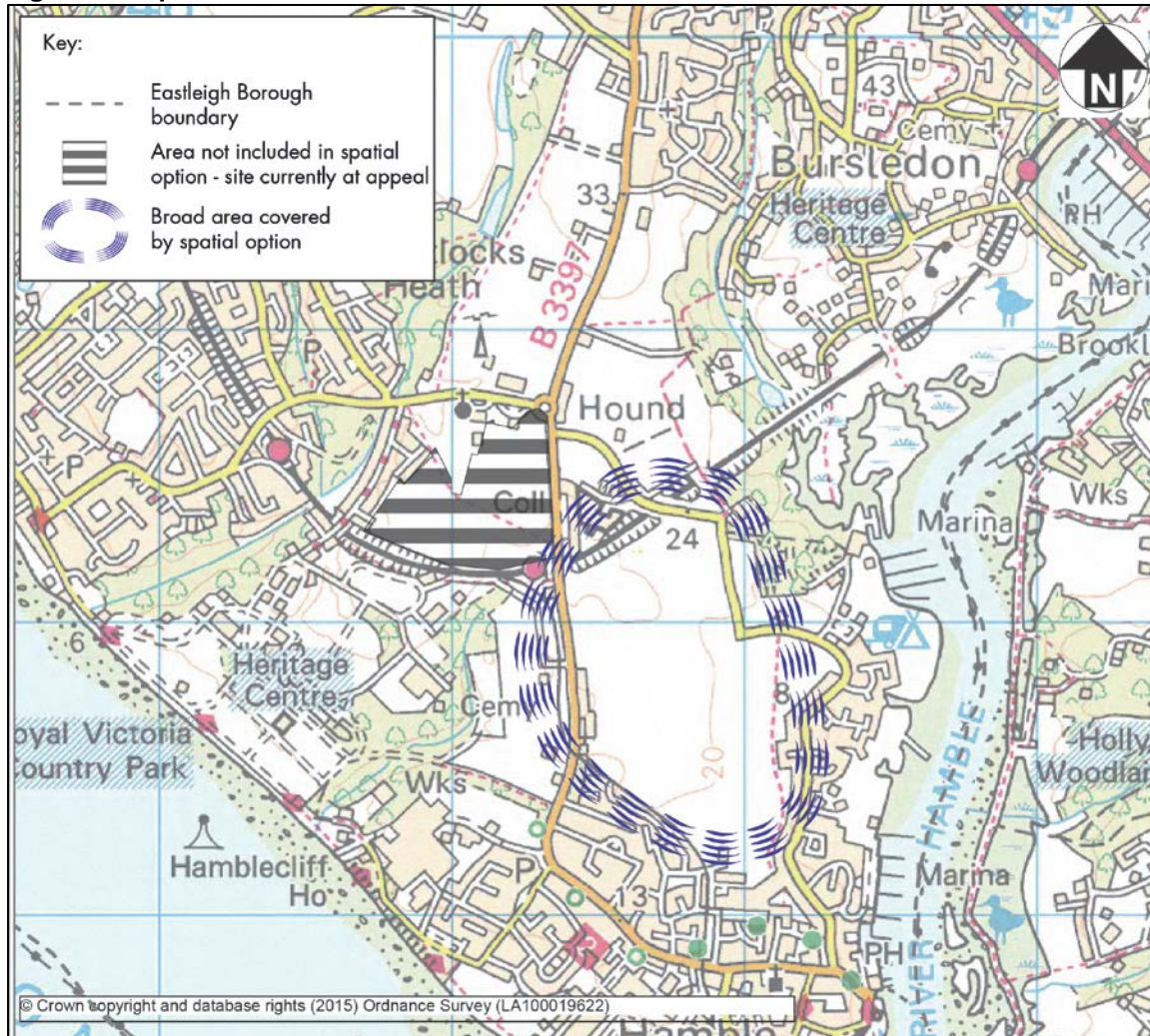
Q15

What are your views on the idea of extending Hedge End to the north-east and Botley to the north? Do you think a new bypass to Botley is a good idea? Please explain your reasons.

Option G – Hamble Airfield

Note: This is one of eight options that the Council has identified in order to seek the views of the public. At this stage the Council has not identified any preferred options.

Figure 6.8 Option G – Hamble Airfield



Summary of option

6.47. The parishes of Hound, Hamble and Bursledon are situated in the southern part of the Borough on the Hamble Peninsula, fronting the estuary of the river Hamble and the coast of Southampton Water to the east and south. Southampton lies to the west of Hound. The attractive villages within these parishes are covered, in part, by conservation areas and the area is rich in heritage assets. Marine and sailing related activities are an important part of the heritage of this area and remain a major influence in the local economy.

- 6.48. Particular issues in this area include the significant traffic congestion and associated air quality issues on the key route running north to south (Hamble Lane).
- 6.49. This option considers the potential for mixed use development at Hamble Airfield. Minerals deposits are present on Hamble Airfield and the site is allocated for sand and gravel extraction in the Hampshire Minerals and Waste Plan. As such, it is very likely that the minerals deposits will need to be extracted prior to any other development of this area.
- 6.50. For clarity, the map above also shows in grey the site at Hamble Station which is currently the subject of a planning appeal. This site was refused permission by the Council for reasons including the impact upon the gap between Hamble, Netley and Bursledon. That area is not the subject of this consultation.
- 6.51. Preliminary investigations indicate that this option could provide for up to 600 dwellings, and 10,000m² of employment floorspace along with a large area of open space.

Summary of interim findings of sustainability appraisal for Option G

*This area is located close to existing **community facilities** and services. New community facilities are also likely including significant new public open space and opportunities for sports pitches provision. Overall, this is likely to result in significant positive effects.*

*The provision of employment land is likely to result in positive effects for the **economy**, particularly in relation to maritime industries.*

*The **transport** impacts of this option will need to be assessed, including consideration of congestion, noise and **pollution** from traffic which could impact air quality along Hamble Lane. The northern area is close to Hamble Railway Station. Impacts of development on **biodiversity and nature conservation** will need further consideration, particularly associated with protected species and local nature conservation designations.*

Other considerations

- 6.52. The likely **requirement to extract minerals deposits** from this location prior to possible development for other uses could have an impact on whether it could meet the Borough's development needs in the period by 2036. This would need to be explored further.

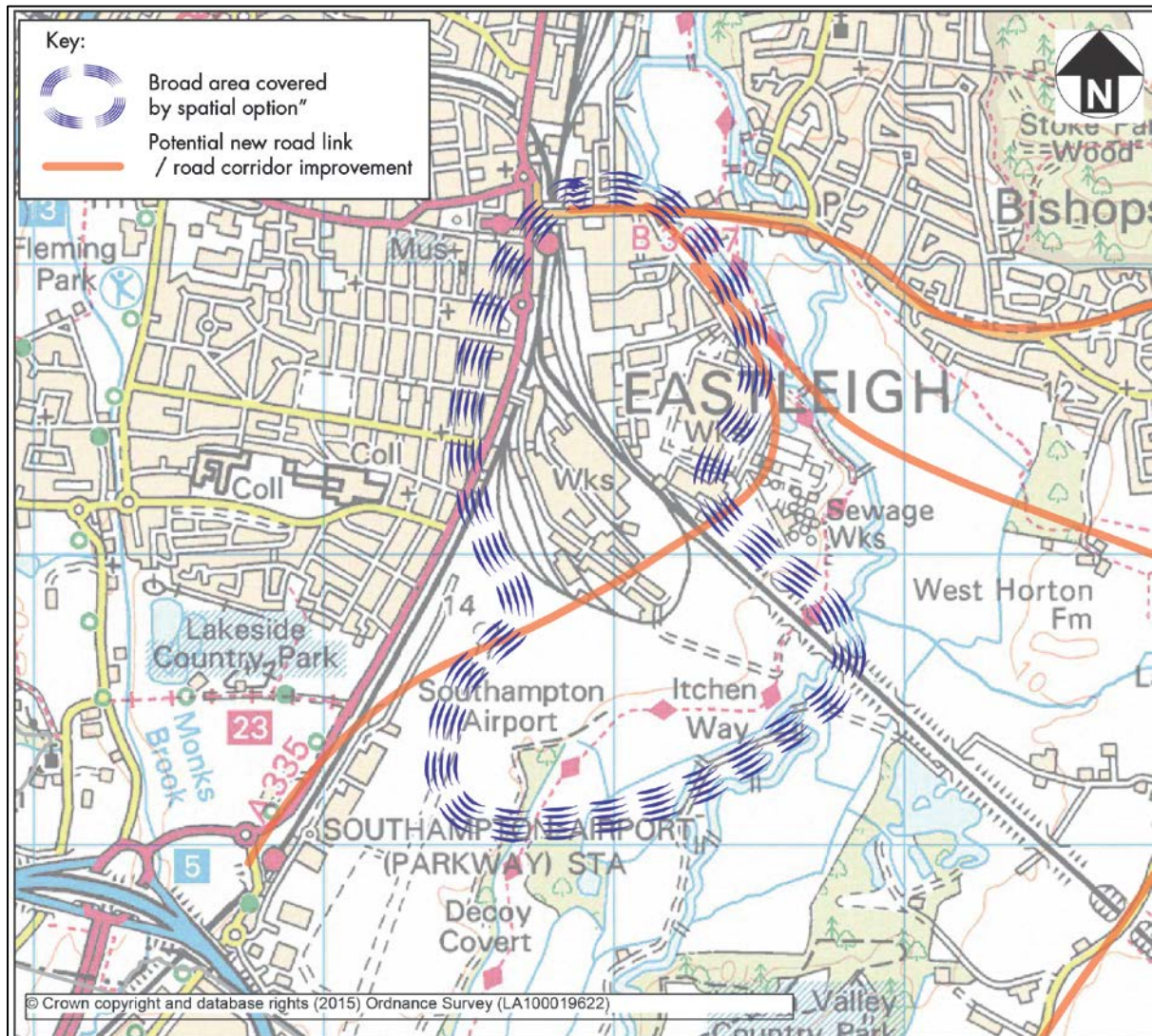
Q16

What do you think of the idea of developing Hamble Airfield with a mixture of residential, employment and open space? Please explain your reasons.

Option H – Redevelopment of Eastleigh River Side for employment uses

Note: This is one of eight options that the Council has identified in order to seek the views of the public. At this stage the Council has not identified any preferred options.

Figure 6.9 Option H - Eastleigh River Side



Summary of option

6.53. Eastleigh town includes the urban area of Eastleigh as far west as the M3 and includes the town centre and the older employment area to the east of the mainline railway station called Eastleigh River Side. To the south of Eastleigh River Side lies Southampton Airport.

6.54. Eastleigh River Side includes a number of industrial buildings such as the former railway works and railway sidings. It borders the Itchen valley to the east and

Southampton Airport to the south. It also includes the Chickenhall Lane Waste Water Treatment works and two small residential streets (which were built as railway cottages). Further to the south lies an area of greenfield land, the majority of which adjoins the operation area of the Airport.

6.55. This option proposes a link road through the site to help unlock the greenfield parts of the site, to provide regeneration opportunities and to help to alleviate existing problems of peak hour congestion, in particular on Bishopstoke Road. This road link would link to the proposals for a bypass south of Bishopstoke outlined in the options above.

6.56. Preliminary investigations indicate that this option could provide nearly 40,000m² of employment floorspace and up to 200 dwellings.

Summary of interim findings of sustainability appraisal for Option H

*The redevelopment of this area has potentially strong positive effects for the **economy** and **transport** because of its central, accessible location. However, uncertain, but potentially negative impacts for **biodiversity** and **pollution** are identified given the potential for air quality in the location to worsen due to additional traffic in the vicinity of the AQMA and the sensitive River Itchen.*

Further considerations

6.57. The airport safety zone runs across the site, north to south, limiting the types of development which can occur underneath it. The redevelopment of this area has been actively promoted for a number of years with little development activity being achieved. The Council will therefore need to have strong evidence of its deliverability in relying on its potential in this Plan.

Q17

What are your views on the option of redeveloping Eastleigh Riverside, primarily for employment uses? Please explain your reasons.

Final consultation question on spatial options

6.58. To make sure we have considered all reasonable options:

Q18

Have we identified all the main spatial options and locations of development? What options should we also consider? What are their potential benefits and impacts?

7. Policy options

7.1. This chapter considers other significant planning policy issues facing the Borough over the period to 2036. For each issue it notes the approach taken in the previous Local Plan and sets out what the “Policy Options” open to the Council are. Inclusion of an option in this chapter should not be taken as the Council’s endorsement of that option – the Council wishes to hear your views before making its decision. Where the Council does not consider it has genuine achievable options, for instance because its actions are directed by law or the National Planning Policy Framework, then a “Policy Approach” is set out.

Issue - Countryside, gaps and the coast

- 7.2. National policy²² makes it clear that the intrinsic character and beauty of the countryside should be protected. It also states that the different roles and character of different areas should be taken into account in preparing a local plan. At a more local level, PUSH maintains a policy framework for ‘gaps’ in order to protect the separate identity of urban areas in South Hampshire²³.
- 7.3. The countryside is an important resource in Eastleigh Borough. It is valued for a variety of different reasons including agricultural food production, its landscape qualities (including the River Hamble and River Itchen Valleys), the setting it provides for towns and villages and the opportunities it provides for recreation and biodiversity. More recently it is also increasingly being used to provide energy, primarily through solar farms. Parts of the countryside are also underlain with mineral deposits.
- 7.4. Particular issues affecting the countryside in Eastleigh Borough include:
- General pressure from development and non-agricultural uses;
 - Poor management of some areas, including those close to urban areas; and
 - Continuing increase in recreational horse-grazing.

Previous Local Plan approach

Strategic policy S9 of the Eastleigh 2011-2029 Local Plan proposed the principle that all areas outside of the defined urban edge (as defined on the policies map) are designated as countryside. In the countryside there was a presumption

²² The countryside within Eastleigh Borough is not regarded as being a rural area for the purposes of applying the provisions of the NPPF in relation to supporting a prosperous rural economy. Much of it has the characteristics of urban-fringe where careful management is required to avoid urbanisation and the coalescence of settlements, and the Local Plan’s policies are framed accordingly.

²³ http://www.push.gov.uk/push_policy_framework_for_gaps.pdf

against new development. The following specific uses/development were however provided for:

- Provision of employment through agricultural development, the extension and replacement of existing employment uses and re-use of existing buildings;
- Residential extensions and replacement buildings, residential conversions, rural workers' dwellings;
- Accommodation for Travelling Communities;
- Re-use of buildings for community, tourist or visitor uses;
- Limited car boot sales and markets;
- Outdoor recreation and open space;
- Allotments and community farms;
- Cemeteries; and
- Essential public utilities.

Options

Policy approaches in the countryside

Follow the principles described in the previous Local Plan (shown in box above).

Actively pursue more positive complimentary land uses and management of the countryside e.g. local food production.

Develop policies which seek to guide and intervene where certain uses, which are generally appropriate in the countryside, should be directed to particular areas.

Q19

Question: Which approaches to the countryside do you think are most appropriate?

- 7.5. Gaps are designated to protect those areas of countryside which have particular importance as open and undeveloped land. This goes beyond countryside designation to consider the importance of land in keeping cities, towns and villages separate and distinct. This land is an important element in the structure of settlement patterns, providing a clear visual and physical break in the built environment. The retention of gaps is an important part of both the Council's and PUSH's strategies.
- 7.6. Although southern Hampshire is densely urbanised, there are substantial areas of open or undeveloped land, including areas within Eastleigh Borough which have been designated as gaps in previous local plans. It is important that any gaps are fully justified. We cannot simply keep the gap boundaries as they are, as there is a need to take account of changes that have taken place since the

last review, and to allow development where acceptable.

Previous Local Plan approach

Strategic policy S9 2011-2029 Local Plan proposed a series of gaps within the Borough between:

- Eastleigh and Southampton;
- Eastleigh and Bishopstoke;
- Pitmore Road and the M3, Allbrook;
- Bishopstoke, Fair Oak and Horton Heath;
- Horton Heath, Boorley Green and Hedge End;
- Botley and Boorley Green;
- Hedge End/ Botley West and Botley;
- West End and Hedge End;
- Hedge End and Bursledon;
- Bursledon and Southampton;
- Netley and Hamble; and
- Netley and Southampton.

- 7.7. The Council is undertaking a review of its approach to maintaining gaps in the Borough. It has identified 3 key issues to be resolved:
- How to take on the PUSH principle of identifying specific gaps between major settlements at a sub-regional scale;
 - The desire to protect the individual identity of settlements in the Borough at a more local level; and
 - The need to reconcile emerging development options with gap principles.
- 7.8. Three distinct options are emerging from this work. Firstly we could follow the principles set out in the 2011-2029 Local Plan (see above) with the gaps identified and relatively large areas of countryside defined as gap on the accompanying policies map.
- 7.9. The second option does not seek to define gaps on a map but proposes an enhanced countryside policy to ensure that development which physically or visually diminishes the gaps between settlements, or which erodes the separate identity of settlements, will not be permitted. This presents a more flexible approach to addressing gap issues but might also be seen to lack the apparent certainty of mapped gap designations.
- 7.10. The final option proposes to review the spatial definition of each gap across the Borough in order to identify the **minimum** land required within each gap in order to maintain the separate identity of settlements. This approach could lead to a reduction in the amount of land identified as gap within the Borough, providing

more opportunities for uses that are appropriate in the countryside but not appropriate in gaps. It could also enable some communities to expand their urban areas to meet future needs. On the other hand, it could increase pressure on the remaining gap land to ensure that these areas are managed appropriately.

Options	Provision of gaps in Eastleigh Borough
	Follow the principles described in the previous Local Plan (shown in box above)
	Combine gap policy with countryside policy to prevent development which would cause settlements to merge
	Review gaps between all settlements in Eastleigh Borough to retain only the minimum land required to maintain their separate identify



Do you think gaps still play a part in Eastleigh? Was the approach in the previous Plan sound? Should we review gaps to retain only the minimum land required to maintain separate identity?

7.11. The Borough has a significant coastline fronting onto Southampton Water and the western bank of the River Hamble Estuary up to Botley. The whole coastline is of national and international importance for its nature conservation value. It is within the Solent Maritime Special Area of Conservation and the Solent, Southampton Water Special Protection Area and is also a designated Ramsar site²⁴. A Shoreline Management Plan²⁵ has been prepared to provide a framework for the future management of the coastline and coastal defences in the North Solent area. This management plan proposes minimal active intervention for the coastline or the Hamble estuary within this Borough. Two areas are identified, the first to address the slow erosion of cliffs at Netley on Southampton Water and the second, to mitigate the risk of coastal inundation at Hamble village.

7.12. The River Hamble has an international reputation for its marine activity, including recreational sailing and boat building. This economic activity makes a wider contribution to the economy of the Borough and south Hampshire. It also raises potential tensions with the environmental sensitivities of the area which are potentially amplified by the increased recreational pressures arising from

²⁴ Ramsar sites are designated under the International Convention on Wetlands of International Importance especially as Waterfowl Habitat (the Ramsar Convention).

²⁵ [North Solent Shoreline Management Plan -](#)

increased development in south Hampshire. A Solent Recreation Mitigation Project has been prepared to address these potential impacts²⁶.

Previous Local Plan approach

Strategic policy S10 of the 2011-2029 Local Plan defined the physical extent of the coast within Southampton Water and River Hamble Estuary. It also sought to describe instances where on-shore areas could be affected by coastal policies. The policy sought to balance the unique and attractive environment of the coastal areas against maintaining the international importance of these areas for recreation (including sailing) and the benefits that the marine activities bring to the wider economy.

Emphasis was therefore put on:

- protecting and enhancing the landscape, biodiversity and heritage assets of the coast;
- retaining boatyards/marinas for marine related uses;
- continued provision for new infrastructure to support recreational sailing on the River Hamble;
- maintaining and enhancing other coast-related recreational activities, including seeking opportunities to enhance coastal access; and
- Providing for coast protection and flood management measures.

7.13. The Council has not identified any new issues or reasonable alternative approaches in reviewing its approach to coastal issues.

Approach

Coastal issues

Follow the principles described in the previous Local Plan (shown in box above)

Q21

Do you agree with the proposed approach to addressing coastal issues?

Issue - Affordable housing

7.14. The nature of affordable housing is currently changing as the government reviews the planning system, the range of housing types that are to be considered and the funding scenarios that affect it. Along with all other local

²⁶ [Solent Recreation Mitigation Strategy](#)

authorities, the Council will have to monitor and respond appropriately to the impact of those changes as they emerge and new policy areas become established.

- 7.15. As is the case in most parts of the United Kingdom, there is high demand for affordable housing in the Borough and wider market area. The need for affordable housing is discussed briefly in this document and in more detail in the Housing Background Paper (December 2015). Whilst affordable homes are also developed directly by a range of providers, a significant source of new provision is planning-led and is typically provided for as a proportion of market housing sites. However, this vital source of new affordable housing relies on market dynamics, and there are limits on what development can support and inevitably on the number of sites coming forward. As such, provision has not been keeping up with need. The Council is only able to influence and, aim to optimise, ongoing supply through its policy selections.
- 7.16. In July 2012 the Council commissioned consultants to examine the viability of delivering affordable housing as a proportion of market housing²⁷. The evidence at that time led to the following approach that was put forward in the 2011-2029 Local Plan:

Previous Local Plan approach

Development Management policy DM28 outlined that the Council would negotiate to secure affordable housing as follows:

- on sites capable of accommodating 5-9 dwellings financial contributions will be sought equivalent to 10% on-site provision of affordable housing;
- on sites capable of accommodating 10-14 dwellings the target is that 20% of the dwellings provided on the site are affordable;
- on sites capable of accommodating 15 or more dwellings, the target is that 35% of the dwellings provided on the site are affordable.

In negotiating the delivery of affordable dwellings, the Council committed to seeking a mixture of tenures, taking into account the financial viability of the proposal; and the contribution that the proposal would make towards mixed, balanced and sustainable communities.

- 7.17. The 2012 viability study also set out two further options that weren't pursued at the time but were also supported by the evidence. These were to:
- reduce the headline target across the Borough from 35% to 30%; or
 - vary the target across the Borough, to account for differing development viability (for example as influenced by varying house prices and other circumstances).

²⁷ https://www.eastleigh.gov.uk/media/29858/ppdAHVA_update2012_Final_Report.pdf

7.18. Subsequent updates to the viability evidence supporting the 2011-2029 Plan - in the Community Infrastructure Levy Viability Assessment of October 2013²⁸ and the Eastleigh Borough Local Plan Viability Assessment of June 2014²⁹ continued to support the broad approach outlined above.

7.19. In December 2015, a high-level update³⁰ to this viability work was published. It was noted that, with regard to the provision of affordable homes and also other forms of housing there was considerable uncertainty arising from changes in Government policy. These would need to be looked at in more detail as the new policies settle-in and the local plan is developed further. The overview found that although build costs are rising, typically these were offset by rises in house prices and the national level reduction in sustainable construction standards. It was therefore likely that the options and considerations for policy direction identified for the borough were still valid.

7.20. In summary these were:

- A 35% target across the Borough is still a justifiable headline policy target although 30% may also be appropriate, and there may now be additional influences to consider in terms of other forms of housing provision and new national criteria;
- Based on currently available information there is no realistic scope, in viability terms, to consider increasing the overall target above 35% across the borough;
- As with the previous study, the preliminary work continues to support the potential option of varying the target across the Borough to account for difference in viability influences e.g. potentially reflecting the typically lower house prices coinciding with potentially higher development costs on brownfield sites in central Eastleigh compared with higher house prices generally available to support viability away from the centre and particularly at some smaller settlements.
- It remains the case that smaller developments, of fewer than say 10 to 15 dwellings, may be more sensitive to viability issues. If the Council wishes to seek affordable housing on schemes of fewer than 15 dwellings, and certainly fewer than 10, it should consider seeking a lower target, or varying the target according to varying viability. In this regard there may also be a role for financial contributions alongside a likely continued approach to prioritising on-site affordable housing provision within market housing developments.

7.21. At the time of drafting this paper, the Government's continued support for delivering conventional (social rented and intermediate ownership) affordable

²⁸ <https://www.eastleigh.gov.uk/media/30080/CILViability.pdf>

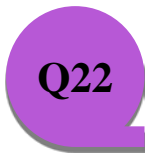
²⁹ https://www.eastleigh.gov.uk/media/30225/ppi-G11_Local_Plan_Viability-SupplementaryRptv2_DSP_June_2014.pdf

³⁰ <http://www.eastleigh.gov.uk/local-plan-evidence>

housing as a proportion of open market housing was unclear. The Housing and Planning Bill which is currently going through Parliament places increasing emphasis on providing affordable home ownership as opposed to affordable rented properties. The Government also intends to remove the ability to seek affordable housing on schemes of fewer than 10 dwellings. However, the Council still has a responsibility to help those who are unable to meet their own housing needs in the market.

7.22. Based on the above, there are the following reasonable options available:

Options	The site size threshold for providing affordable dwellings
Follow the principles described in the Previous Local Plan (shown in box above)	
Lower the threshold to 10 dwellings	
Vary the approach across the Borough depending on housing need and the viability of development	



Which approach to the thresholds over which affordable housing will be sought do you think is more appropriate?

Options	The proportion of affordable dwellings to provide in qualifying developments
Follow the principles described in the Previous Local Plan	
Increase the proportion of affordable homes that will be sought from market housing developments	
Lower the proportion of affordable homes that will be sought from market housing developments	
Vary the approach across Borough depending on housing need and the viability of development	



Which approach to the proportion of affordable housing to be sought from qualifying developments do you think?

Issue - Specialised accommodation and providing for first time buyers and self-builders.

- 7.23. The proportion of elderly people in the Borough is projected to increase and the Council recognises the importance of ensuring suitable provision to meet their needs, including new specialist accommodation. The Council also recognises the needs of those requiring special care, including people with disabilities. The Council has previously prepared a supplementary planning document '*Accommodation for older people and those in need of care*'. This provides detailed guidance on these forms of development and will be kept under review to ensure that it reflects emerging best practice.

Previous Local Plan approach

Policy DM25 of the Eastleigh Borough Local Plan recognised the need to provide accommodation by encouraging the provision of accommodation designed specifically for the needs of older people, and those in need of specialised residential care services in sustainable locations within the urban edge. A number of proposed housing allocations also included a specific requirement to provide such accommodation as part of a wider mix.

The Local Plan made no specific reference to making provision for first time buyers and self-builders.

- 7.24. Since preparing the 2011-2029 Local Plan, the Government has placed increased emphasis on making provision for people who wish to build their own homes. The Government also announced its intention to significantly increase the number of homes available for first-time buyers through Starter Homes.
- 7.25. The Starter Home Initiative is a scheme initially introduced by the Government in March 2015 to provide dwellings at a minimum of 20% below its open market value. These homes will only be available to first-time buyers below the age of 40. The discounts are funded by removing the ability for councils to secure other affordable housing contributions from the Starter Home element of housing development. Buyers of the homes will be subject to restrictions to ensure that Starter Homes are not resold or let at their open market value for five years following their initial sale.
- 7.26. At the time of preparing this document, the Government was in the process of preparing a new approach to Starter Homes. These were now likely to fall within the definition of affordable housing, thus being an alternative product to other forms of affordable housing normally required as part of new housing development e.g. affordable rent. The Council will continue to monitor and review the implications of these emerging changes in policy. This includes taking into account the potential longer term impact that this type of affordable

housing could have on addressing affordable housing needs, given that a Starter Home is only required to remain within the terms of this definition for five years.

- 7.27. In some parts of the Borough, including Bursledon parish, the existing housing stock is not regarded as being particularly well balanced. Some households 'under-occupying' large houses have previously indicated that they would be prepared to move into smaller housing if it were available and of sufficient quality.
- 7.28. There is clearly a need to continue to provide for specialised accommodation to meet existing and future needs, as well as to begin making provision for first time buyers and self-builders. Views are sought on the most appropriate way of enabling this. Some options are identified below.

Options

Provision of accommodation to meet specific needs and to provide for first time buyers and self-builders.

Allocate specific sites for specialist housing types, such as starter homes, self-build homes, housing for older people and supported housing.

Require larger new development sites to include a range of specialist housing types, such as starter homes, self-build homes, housing for older people and supported housing.

Follow the principles described in the Previous Local Plan (shown in box above)

Encourage the development of smaller homes in suitable locations for people who wish to 'downsize' from larger properties.

Q24

Do you agree with any of these approaches? What else could we do to help meet needs for specialist housing?

Issue – Delivering sites for Travelling Communities

- 7.29. In addressing the needs of Travelling Communities, as discussed in Chapter 5, the Council is mindful of the considerable body of work carried out to inform the Travelling Communities Development Plan Document (DPD). This identified

four broad approaches that could be taken to meeting future needs. These are set out in the table below.

Strategic Option	Advantages	Disadvantages
Option A: Allocation for sites with extant planning permission and permanent permission of unauthorised sites	<ul style="list-style-type: none"> • Pitches already exist & impacts known • Minimises land take • Potentially deliverable in short term 	<ul style="list-style-type: none"> • Some sites may not be acceptable in planning terms
Option B: Sub-division of pitches	<ul style="list-style-type: none"> • Minimises land take • Potential to keep family groups together 	<ul style="list-style-type: none"> • Dependant on willingness current occupiers/owners to split their site • Potential over-intensification of site
Option C: Extension to existing sites	<ul style="list-style-type: none"> • Potential to cluster family/community groups together • Likely to minimise impacts 	<ul style="list-style-type: none"> • Potential over-intensification of area • Additional land take
Option D: New sites	<ul style="list-style-type: none"> • Site can be planned from outset 	<ul style="list-style-type: none"> • Likely to generate significant interests from existing bricks-and-mortar communities. • Additional land take

7.30. At the time of preparing the DPD in December 2014, the Council's preferred strategy was to primarily utilise existing sites before identifying new sites. A number of specific sites were identified in the DPD, including a site at Cockpit Farm, Horton Heath that was subsequently withdrawn as it was not available for development. The DPD was consulted on between December 2014 and February 2015. Although the Council is no longer proceeding with this DPD, the representations received will help to shape the preparation of the 2011-2036 Local Plan. In the meantime, comments are invited on the broad options identified in the table above.

Q25

Do you agree with any of these approaches? What else could we do to deliver sites for Travelling Communities?

Issue – Houses in multiple occupation (HMOs)

7.31. Houses in Multiple Occupation (HMOs) can provide an important, low-cost form of housing for some people, including young people and those who would

otherwise be living alone. In planning terms an HMO can be as small as a flat occupied by 3 unrelated individuals who share basic facilities (e.g. kitchen & toilet). As long as no more than 6 unrelated individuals live together in such a way, the planning system considers that any house or flat can be occupied accordingly without requiring planning permission. As such, the Council is currently only able to exercise control over the use of such properties through housing and environmental powers.

- 7.32. When an HMO is occupied by more than 6 unrelated individuals, a planning application is currently required. This is on the basis that HMOs can also have impacts on the areas that they are located within. These potential impacts include increased demand for infrastructure and on-street car parking, harm to residential amenities of neighbours due to increased noise and disturbance, potential physical deterioration of properties caused by a lack of investment from absentee landlords and a higher proportion of people moving in and out of the area, leading to a loss of a sense of community. The Council is aware of concerns about the growth of HMOs in some areas although at present it has very little evidence to demonstrate that there is a significant issue. In Eastleigh Borough, Council Tax records indicate that there are currently 99 HMOs across the Borough with 64 located within Eastleigh town. This represents less than 0.2% of the total housing stock of the Borough.
- 7.33. In certain circumstances, the Government has said that if a local authority considers that there is a need for control over smaller HMOs (i.e. those of less than 6 un-related individuals sharing basic facilities), local authorities could seek Government approval to require that planning permission was sought for all future changes of use.

Q26

Are there any areas in Eastleigh where HMOs are considered a problem? Is there a need to specifically address the issue of managing the provision of HMOs within the Borough? If so, how should the Council best address this? Please provide evidence to support your comments.

Issue - Densities & building standards

- 7.34. The Council has for many years sought to be at the forefront of promoting high sustainability standards in the construction of new development. It has also promoted efficient use of land when it is developed; to minimise the use of

greenfield land and to increase accessibility to, and the viability of public transport and other facilities and services.

- 7.35. At the same time, the Council recognises that it is also important to ensure that homes are designed to be adapted over time to meet the changing needs of residents, known as 'Lifetime Homes'. Provision of these homes could help to ensure that residents have the facilities they need without having to move.

Previous Local Plan approach

Embedded in a number of policies including:

- i) DM2 which set out the Council including: standards for environmentally sustainable development including residential standards for Code for Sustainable Homes, various sustainability requirements for non-residential and multi-residential schemes, BREEAM communities 'excellent' standard for developments of 100 dwellings or 10,00m² or more and measures seeking to reduce overall energy consumption from new developments.
- ii) DM25 where the Council seeks to achieve a minimum density of 35 dwellings per hectare (net) but seeks higher densities in areas with good accessibility to services and facilities. Policy also proposed the requirement to provide for dwellings capable of adaptation to meet changing needs over time; and
- iii) DM29 which proposes minimum internal space standards for residential development.

- 7.36. With the scale of development potentially required in the Borough, the pressure to make the most efficient use of land is underlined. The 2011-2029 Local Plan required that a minimum density of 35 dwellings per hectare (net) should be achieved. Increasing densities further would lead to less greenfield land to be developed than is otherwise required. It also provides opportunities to deliver greater facilities and services within the immediate areas, and support improvements to public transport. However increasing densities can also have significant negative consequences.
- 7.37. Since the preparation of the 2011-2029 Local Plan, the Government has carried out a review of the technical standards required for new housing. This sought to simplify government regulation and standards. Amongst a number of measures, the Code for Sustainable Homes was withdrawn so that councils can no longer require it as part of a condition of granting planning permission. Instead, national building regulations will require new development to meet a certain minimum level of energy efficiency. Councils are however, given some discretion to apply higher energy and water consumption standards where there is appropriate evidence. It is unclear whether councils will still be able to seek any

reduction in predicted CO₂ emissions that would otherwise arise from new development.

- 7.38. The Government has also introduced new nationally prescribed internal space standards that prescribe space according to the numbers of bed spaces rather than bedrooms, and also require minimum storage space.
- 7.39. The ability to seek 'Lifetime Homes' as part of new development was also removed by the Government. Again, some discretion is available to councils to seek high accessibility standards - particularly wheelchair related - for new development.
- 7.40. The 2011-2029 Local Plan proposed a requirement for developments of 100 dwellings or more to meet BREEAM Communities 'excellent' standard³¹. There have been some difficulties in the Borough at implementing this at such a relatively small scale. Views are sought on whether the threshold for applying this standard should be increased to just appraise larger schemes or mixed-use developments.

Options	Densities and building standards
	Follow the principles described in the previous Local Plan
	Increase minimum residential densities in areas of high accessibility
	Increase minimum densities everywhere
	Pursue nationally described internal space standards
	Seek higher standards for water efficiency than minimum building regulation requirements
	Maintain separate requirement for 15% reduction of total predicted emissions from new homes
	Review thresholds for seeking BREEAM Communities just applying to larger schemes and/or to allow for application on mixed used schemes
	Seek to deliver a significant proportion of homes which meet high accessibility standards, and in particular are wheelchair accessible

³¹ BREEAM Communities is a way to improve, measure and certify the social, environmental and economic sustainability of large-scale development plans by integrating sustainable design into the masterplanning process. Further information is available at <http://www.breeam.com>

Q27

Do you agree with any of the approaches identified for influencing building standards and density of development? Please explain why.

Issue - Existing Employment

7.41. Eastleigh Borough accommodates employment sites focused on meeting industrial and distribution needs with some moderate, but well occupied, areas of office provision in Eastleigh, Chandler’s Ford and Hedge End. Previous reviews concluded that such sites are of important in delivering economic growth of employment land.

Previous Local Plan Approach
Proposed policy DM12 sought to keep major existing employment sites predominantly within employment use classes B1, B2 and B8. Losses to non-employment uses would only be permitted where there would be over-riding community benefits.

7.42. Since the preparation of the 2011-2029 Local Plan, the Government has introduced permitted development rights which enable the owners of offices and light industrial units to convert their properties to residential uses, subject to certain provisions. This raises significant implications for this Borough, including whether we should continue to seek to retain such employment opportunities (e.g. through a process to remove permitted development rights known as an Article 4 direction) or whether we should omit a policy entirely. There is also continuing pressure to locate community/leisure facilities in such areas e.g. gyms & dance schools.

Options	Existing employment sites
	Follow the principles described in the previous Local Plan (shown in box above) to keep major existing employment sites within employment use with losses to non-employment use only permitted where over-riding community benefits exist
	Use Article 4 directions on sites which are identified as being important to meet future employment needs.

Omit policy in the light of imminent changes to government policy on to permitted development rights.

Relax policy approach to provide for community/leisure facilities in employment areas.

Q28

Which, if any, of the policy approaches identified above to address existing employment sites do you support? Please explain why.

Issue - Retail & other town centre uses

- 7.43. The Borough currently comprises one main town centre at Eastleigh, two district centres at Hedge End and Chandler's Ford, and a variety of local centres and neighbourhood parades serving local communities. The Borough also accommodates significant out-of-centre retail development at Hedge End.
- 7.44. The retail sector and the way town centres are used have seen significant changes in recent years as a result of changes in consumer habits, general economic conditions and, more recently, changes to Government policy. Whereas Eastleigh town centre's current retail offer is focused on meeting a more immediate localised convenience and comparison market, recent trends at Hedge End have seen it meet an increasingly wide sub-regional retail market for both comparison and convenience retail. However Eastleigh town centre remains the primary destination for leisure and culture and is emerging as a centre for creative industries.
- 7.45. Elsewhere around the Borough, there are a number of smaller shopping centres, some of which are in need of regeneration, improvement and, depending on the location of new development, potential expansion. There are also other out-of-town retail facilities including the Channon Retail Park at Eastleigh, Chestnut Avenue Retail Park at Chandler's Ford and large supermarkets at Chandler's Ford and Bursledon. Some industrial areas within the Borough are also seeing increased pressure for 'town centre uses'.

Previous Local Plan approach

The broad approach of strategic policy S4 of the 2011-2029 Local Plan in relation to retail development was to promote the regeneration of Eastleigh town centre and of district and local centres and restrict out-of-centre retail and office development.

7.46. Key issues emerging since 2011-2029 Plan:

- Continued development of town centre uses at Hedge End retail park
- Some potential locations for future development are close to villages/local centres that are in need of regeneration, such as Fair Oak
- Continued pressure for non-retail uses in town and local centres.

Options

Retail and other town centre uses

Follow the principles described in the previous Local Plan (shown in box above).

Reduce policy restraint on town centre uses at Hedge End retail park and prepare masterplan to facilitate comprehensive long term redevelopment.

Require commitment from developers to regenerate local centres affected by large scale development in areas they are promoting.

Relax the policy to provide for more diverse uses in town and local centres e.g. further cultural and leisure activities, artisan activities and residential.

Q29

Which, if any, of the above policy approaches to address retail and other town centre uses do you support? Please explain why.

Issue - Infrastructure

Transport

7.47. The Borough has a significant transport network serving both the local and wider area. It is crossed by two major motorways, the M3 and the M27, and a network of strategic roads. It includes a main-line railway (London-Weymouth line) with stations at Eastleigh and Southampton Airport Parkway and other

railway lines linking the Borough to the Fareham/ Portsmouth area to the east and Southampton, Romsey and Salisbury to the north-west. The Borough also includes Southampton Airport, which is identified as one of three key 'gateways' for the sub-region (the other two are the ports of Southampton and Portsmouth). Although the airport is served by the M27 and the mainline railway, it lacks direct rail connections to the Portsmouth conurbation and other areas to the east.

- 7.48. There is substantial commuting into and out of the Borough. There are problems of peak hour traffic congestion on the motorways and much of the Borough's road network creates related problems in greenhouse gas emissions and air pollution. Particular areas affected by congestion include Bishopstoke, Southampton Airport, Eastleigh town centre, Hamble Lane and Botley.
- 7.49. While the Borough has a good range of public transport facilities, it can be difficult to access them. Access to rail and bus services in the Borough is reasonable but capacity and integration between modes and service frequency could be improved to encourage greater use. There may be opportunities to give more priority to buses, cycling and walking on key road links in the Borough.

Previous Local Plan approach

Strategic policies S7 & S8 of the 2011-2029 Local Plan outlined the Council's approach to the delivery of new transport infrastructure including:

- Botley Bypass;
- highway, pedestrian and cycle improvements along key transport corridors;
- improvements to junction 8 of the M27 and other key highway junctions;
- public transport priority route from Hedge End/West End to Southampton including a Botley Road bus corridor;
- enhancements to the railway system to improve access to Southampton Airport Parkway from the east;
- local improvements to railway stations to enhance accessibility and use;
- new/improved road accesses into Eastleigh River Side; and
- new footpath, cycleway and bridleway links throughout the Borough including connecting county parks, access to the coast, South Downs National Park and between parishes and Eastleigh Town Centre.

7.50. Key issues emerging since the previous Plan include:

- Potential for significant new transport infrastructure which could significantly improve the network, with corresponding improvements to congestion, air quality and travel times. This potential is described in the *Eastleigh Strategic Transport Study* produced jointly with Hampshire County Council;
- Positive comments from Government regarding funding for the previously identified Botley Bypass and Chickenhall Lane Link Road schemes;
- Park and ride facilities providing access to the City of Southampton continues to be promoted by Southampton City Council;
- Potential redevelopment of River Side and Ford sites, along with increased business activity at Chandler's Ford business areas raises questions of whether it would be appropriate to make provision for park and ride facilities to address this need;
- Influence of quality and capacity of public transport hubs in promoting multi-modal journeys e.g. additional car and cycle parking at railway stations to enable onward journeys by car;
- Worsening air quality in some parts of the Borough and the role of new roads in addressing this;
- Whether there is scope to introduce new railway stations on the existing rail network to serve existing and potentially new development; and
- Role of parking standards in promoting sustainable development.

Options	Transport
Follow the principles described in the previous Local Plan (shown in box above)	
Make provision for park and ride facilities in Eastleigh Borough to: <ul style="list-style-type: none">i) Provide access to the City of Southampton; andii) Provide access to Chandler's Ford business areas and the Ford site & River Side	
Encouraging improvements to public transport hubs to promote sustainable transport options for onwards journeys.	
In response to poor air quality issues, relieve congestion by providing additional road links at areas specifically affected e.g. Eastleigh town centre.	
Promote new stations on existing routes to serve potential new development and	

existing communities (e.g. Boyatt Wood & Allbrook).

Increase parking standards on new development to provide additional parking provision.

Reduce parking standards on new development to reduce parking provision.

Q30

Which approaches to addressing transport issues do you think are most appropriate? Are there any other options we can consider to try and help balance development with traffic and congestion?

Green Infrastructure

- 7.51. The term 'green infrastructure' refers to a network of multifunctional green spaces and features. It broadly consists of useable spaces (and the links between them) for both people and wildlife. These range from large-scale areas of public open space and recreational space, including accessible countryside and the coast, to smaller scale provision in the form of street trees, private gardens and allotments. Cemeteries can also be regarded as green infrastructure but in this local plan are addressed as community facilities. These spaces and features can be used in a number of different ways including, for example, local character, functional linkages, recreation, meeting community needs, visual amenity, biodiversity and/or local food or energy crop production.
- 7.52. Networks of green infrastructure can safeguard valued landscapes, and mitigate the impacts of climate change by helping to reduce any urban heat island effect, linking habitat and biodiversity networks and attenuating flood risk. They can also help to encourage active lifestyles by providing leisure spaces within walking distance of people's homes, schools and places of work along with strategic routes. A framework of green spaces and other natural features is particularly important for the Borough as it seeks to support the sustainable development of its communities and increases the environmental capacity of the locality and region as a whole. This would help communities to be more resilient to the effects of climate change.
- 7.53. The NPPF enables local and neighbourhood plans to protect important green areas from new development. This Local Green Space designation will not be appropriate for most green areas or open space. In considering the potential to

designate areas as Local Green Space, the following considerations need to be taken into account:

- Whether the space is in reasonably close proximity to the community it serves;
- Whether the space is demonstrably special to a local community & hold a particular local significance; and
- Whether the space is local in character and not an extensive tract of land

7.54. The Borough does not currently have any Local Green Space designations.

Previous Local Plan approach

Strategic policy S5 of the 2011-2029 Local Plan sought to protect, enhance and expand the following green infrastructure through new developments and other initiatives:

- Strategic links between urban area and major areas of open space;
- Provision of new open space outside urban areas;
- Provision of green infrastructure in urban areas including amenity space, gardens, trees, green roofs;
- Existing sites of nature conservation value;
- Historic landscapes; and
- Local food growing.

7.55. Key issues emerging since 2011-2029 Plan:

- The potential scale and location of development in the new Plan period raises question of whether new large scale green spaces should be provided to deliver recreational and biodiversity resource which also serves to mitigate wider impacts; and
- Whether there is merit in providing for Local Green Spaces.

Options

Green open spaces and habitats

Follow the principles described in the previous Local Plan (shown in box above)

Require large developments to provide large scale green space to accompany

their proposals.

Identify new large scale green spaces in suitable locations to meet longer term needs for recreation and/or biodiversity.

Designate Local Green Spaces across the Borough.

Enable Local Green Spaces through neighbourhood plans.

Q31

Which approaches to delivering and protecting Green Infrastructure do you think are most appropriate? Are there any other options we can consider?

Issue - Environmental Quality

Sustainable Urban Drainage Systems

7.56. Sustainable Urban Drainage Systems (SuDS) mimic natural drainage of surface water to reduce the quality and quantity of runoff from developments. National policy suggests that all new developments in areas at risk of flooding should give priority to the use of SuDS.

7.57. Particular issues affecting Eastleigh Borough:

- Importance of improving water quality, particularly as most of the smaller tributaries flow into the internationally designated River Itchen and River Hamble and the potential for in-combination effects;
- Importance of maintaining and increasing biodiversity by providing SuDS which have multiple benefits such as habitats creation; and
- Reducing flood risk, particularly in areas already at risk.

Previous Local Plan approach:

Policy DM5 set out the Council's proposed approach for sustainable surface water management and watercourse management. This policy required no net increase in surface water run-off and priority given to SuDS unless it could be demonstrated that they are not appropriate. It stated that they should be designed in accordance with CIRIA manual or equivalent local or national guidance. There was also a requirement to provide details of whole life management and maintenance.

7.58. Legislation introduced in April 2015 requires SuDS for all new housing schemes of more than 10 dwellings as well as commercial and industrial developments where floorspace is over 1000m². SuDS applications meeting these criteria must be approved by Hampshire County Council as the Lead Local Flood Authority.

Options	Environmental quality (Sustainable Urban Drainage Systems)
Use national standards.	
Require SUDS to be considered for all new developments.	
Develop local standards which ensure SUDS provide multiple benefits including safeguarding water quality.	



How should we provide for sustainable urban drainage systems in the future? Are any of the approaches identified above appropriate? Please explain why?

Pollution

- 7.59. The Borough is subject to various types of pollution, in particular air pollution from traffic, noise from major roads and the airport and land contamination from industrial activity and the tipping of waste. As outlined in the NPPF, the prevention of pollution is a legitimate planning concern.
- 7.60. There are currently four Air Quality Management Areas located at Eastleigh town centre, the M3, Hamble Lane, and Botley High Street. The Council has an on-going duty to review, assess and address air quality. Combined with existing traffic congestion there are significant potential implications for the Borough to address, even before considering the impact of potential large-scale development to be accommodated in the Borough.
- 7.61. The adverse effects of exposure to excessive noise and vibration on health and quality of life are well documented and recognised as a material planning consideration. The Council supports the approach of the Noise Policy Statement for England³² in relation to the effective control of noise within the context of sustainable development.

³² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69533/pb13750-noise-policy.pdf

- 7.62. Past land uses in the Borough have led to the contamination of some sites. Whilst the location of most of these sites is known, the historic nature of their use casts doubt about the extent of the contamination involved. It is therefore important to take a precautionary approach in considering development that has the potential to be affected by contamination.
- 7.63. Lighting can have a significant impact on amenity. Light spillage is a material consideration because it can cause discomfort and loss of privacy, and obscure the night sky. However, well designed lighting can improve some sites, with lighting being an important component of development associated with sport and recreation and improving the feeling of security and safety in public spaces and car parks.
- 7.64. The Borough has a number of sensitive watercourses which require protection. It is essential that development does not cause deterioration in their status. Where possible, schemes to enhance the status of the watercourses should be undertaken.

Previous Local Plan approach

In seeking to address future pollution matters, policy DM7 of the 2011-29 Local Plan resisted development where there would be significant loss of amenity or other unacceptable environmental impacts through air, water, noise/vibration or light pollution or land contamination. Development susceptible to particular forms of pollution would also have been resisted unless measures can be taken that adequately mitigate the polluting effects; or where it would inhibit existing economic or other activities giving rise to acceptable polluting effects.

Where a development site was known or suspected to be contaminated the Borough Council required site remediation prior to the commencement of any development.

- 7.65. Although increased emphasis is being placed on improving air quality in the Borough, the Council has not identified any reasonable non-spatial³³ alternative approaches to that set out in the 2011-2029 Local Plan in reviewing its approach to addressing pollution issues.

Approach

Environmental quality (Pollution)

Follow the principles described in the previous Local Plan (shown in box above)

³³ Though some spatial options offer the potential to address existing Air Quality Management Areas through reducing congestion by the creation of new road links.

Q33

Are there any approaches, other than that described in the previous Local Plan, to address pollution issues in the future?

Issue - Sports facilities

7.66. As the NPPF recognises, access to high quality sports facilities can make an important contribution to the health and well-being of communities. Eastleigh Borough accommodates a significant number of such facilities, some of which serve a wider sub-regional need - e.g. sports fields south of Eastleigh and Fleming Park Leisure Centre. A Playing Pitch Strategy was prepared in 2014 which informed the Council's approach to meeting the needs arising over the period 2011-2029. This evidence base will need to be updated to take into account the potentially increased scale of development, as well as the longer time period.

Previous Local Plan approach

Policy DM32 of the Eastleigh Borough Local Plan 2011-2029 set out quantitative, qualitative and accessibility standards to addressing the need to provide future recreation and open space facilities. This included requiring new development to provide for new open space on the basis of the anticipated increase in population arising from individual schemes.

Other policies within the Plan did make specific provision for some additional sporting facilities, either as part of a wider development scheme or as single-use allocations for open space.

7.67. Since the preparation of the 2011-2029 Eastleigh Borough Local Plan, Sport England have directed Councils to move away from a standards based approach towards making specific provision for meeting all anticipated future requirements for sporting facilities.

7.68. In addition, a Sport & Recreation Strategy is also about to be published by this Council which will need to be taken into account in preparing the new Local Plan.

Options

Sporting facilities

Follow the principles described in the previous Local Plan (standards based approach set out in box above)

Make specific provision for new sporting facilities to meet projected future needs

Q34

How do you think we should meet the future needs for sporting facilities within the borough? Please explain your reasons.

Issue - Community facilities

- 7.69. Community facilities encompass a wide variety of uses including schools, medical facilities, community halls, places of worship and cemeteries. They can also include privately owned facilities such as public houses.
- 7.70. In considering the development needs of the Borough through to 2036, it is importance to ensure suitable provision for community facilities. Until the scale and location of new development is identified, the exact community needs arising are unable to be determined. However preliminary discussions with key bodies have identified the following key issues:
- meeting the needs arising from new developments and an ageing population;
 - reduced public funding;
 - changes to GP provision; and
 - pressures for other land uses

Previous Local Plan approach

Strategic Policy S6 of the 2011-2029 Local Plan outlined the Council's approach to ensure suitable provision for community facilities to meet future needs of communities.

- 7.71. The 2011-2029 Local Plan does not specifically address whether children's nurseries fall within the definition of community facilities. Whilst it is recognised

that these nurseries are typically run on a commercial basis, they also provide an important educational, economic and social role in our communities. Views are sought on whether the new Local Plan should seek to define nurseries as a 'community facility'.

- 7.72. More widely, the 2011-2029 Local Plan proposed to only provide for new community facilities within the urban areas on the basis that this promoted more sustainable community life. With potentially increased development pressures and interest from some groups in locating facilities on the edges of communities, views are sought on whether the Council should pursue a more flexible approach.
- 7.73. Views are also sought on whether a firmer approach should be taken in requiring that new community facilities should be designed to be multi-use, rather than a single-use design. Whilst this has the potential to provide a more useful, cost-effective community asset in the long term, it may raise some issues with particular community groups.

Options	Community facilities
Follow the principles described in the previous Local Plan (shown in box above).	
Widen definition to include commercial children's centres.	
Continue to focus community facilities within existing settlements.	
Relax policies to enable community facilities outside existing settlements.	
Presumption towards multi-use community facilities rather than single-use design.	



Do you agree with any of the above approaches to delivering community facilities?

Are there any other approaches the Council should consider?

Issue - Nature conservation

- 7.74. The Borough contains areas of international, European, national and local conservation interest, focused mainly on the rivers and coast, and on ancient woodlands, species-rich meadows and remaining of former heathland. Development in the Borough could have effects on these and other sites beyond its boundaries, as recognised in the Local Plan's Habitats Regulations

Assessment. Areas of particular sensitivity outside the Borough include other parts of the Solent coastline, the South Downs National Park and the New Forest National Park.

- 7.75. There is particular concern about the impact of increased recreational pressures on migrating and over-wintering birds on the Solent shoreline. PUSH has worked with Natural England and others on the 'Solent Recreation Mitigation Project'³⁴ which examined the potential for such impacts and their mitigation. Based on the project's findings, the Council has developed the local Southampton Water and Hamble Estuary Disturbance Mitigation Project and is working with other PUSH authorities to agree measures to be implemented as a joint project across south Hampshire.
- 7.76. The Borough Council has produced a Biodiversity Supplementary Planning Document which explains the nature conservation interest and site designations in the Borough and the ways in which the Council will protect and enhance them. The Council has also produced a Biodiversity Action Plan (BAP), last revised in 2012, which defines Priority Biodiversity Areas and Priority Biodiversity Links. Priority Biodiversity Areas include the Biodiversity Opportunity Areas in the Borough identified by the South East Biodiversity Forum and other areas, including some that are subject to various forms of nature conservation designation. They cover areas which hold the greatest concentrations of priority habitats, species and land where there is potential to enhance or restore priority habitats. Priority Biodiversity Links include land where there is an opportunity to enhance, restore or create areas, corridors or stepping stones of habitat to facilitate the movement of priority species. They can join or link Priority Biodiversity Areas.

Previous Local Plan approach

Strategic Policy S11 of the 2011-2029 Local Plan stated that the Council would continue to work with key partners to:

- protect, conserve and enhance areas subject to nature conservation values of local through to international designations;
- assist in achieving national, county and local biodiversity targets; and
- protect, conserve and enhance networks of natural habitats and features.

In relation to new development it sought:

- enhancement of biodiversity through provision of new habitats and features; and

³⁴ [Solent Recreation Mitigation Strategy](#)

- protecting European sites from impacts of new development through enhancement and provision of new Green Infrastructure and specific mitigation projections as agreed through the Solent Recreation Mitigation Project;

7.77. The Council has not identified any new issues or reasonable alternative approaches to that set out in the 2011-2029 Local Plan in reviewing its approach to addressing nature conservation issues.

Approach

Nature Conservation

Following the principles described in 2011-2029 Local Plan (shown in box above)

Q36

Do you have any comments on the proposed approach to addressing future nature conservation issues?

Issue - Heritage assets

7.78. Heritage assets are defined in the NPPF as “A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage assets include designated heritage assets and assets identified by the local planning authority (including local listing)”. The Borough’s heritage assets include:

- conservation areas within Bishopstoke, Botley, Bursledon (Old Bursledon and Bursledon Windmill), West End (Gaters Mill, Romill Close and Orchards Way), Hamble-le-Rice and Netley, as shown on the policies map, and their settings;
- listed buildings and their settings;
- locally listed buildings;
- historic parks, gardens and landscapes;
- scheduled ancient monuments, nationally important ancient monuments and archaeological sites, and their settings; and
- marine, rail and aviation heritage assets.

Previous Local Plan approach

Strategic policy S12 of the 2011-2029 Local Plan sought to conserve and enhance the Boroughs, and their settings; and:

- Restricting development likely to harm their setting;
- Encouraging development that enhances them, provides for their long term management and, where possible, widens public enjoyment and its interpretation; and
- Identifying the assets by means of survey and review, recording key features and setting out measures to manage and enhance them.

7.79. The Council has not identified any new issues or reasonable alternative approaches to that set out in the 2011-2029 Local Plan in reviewing its approach to addressing heritage asset issues.

Approach

Heritage assets

Following the principles described in 2011-2029 Local Plan (shown in box above)

Q37

Do you have any comments on the proposed approach to addressing future heritage issues?

Final consultation question on policy options

7.80. To make sure we have considered all reasonable options:

Q38

Are there any other issues that you would like to comment on?

8. Next steps

- 8.1. After this consultation, we will analyse all the responses we receive. From these responses and using our evidence, we will finalise the list of issues that the new Local Plan will cover and review the potential options for dealing with the issues identified. We expect to carry out more research and testing on some options at that stage.

- 8.2. All of this will help us to identify the most suitable overall strategy for future development in Eastleigh Borough. We will produce a detailed draft Local Plan in 2016 which will be subject to further consultation. This is your opportunity to take an active part in shaping the future development of the Borough.