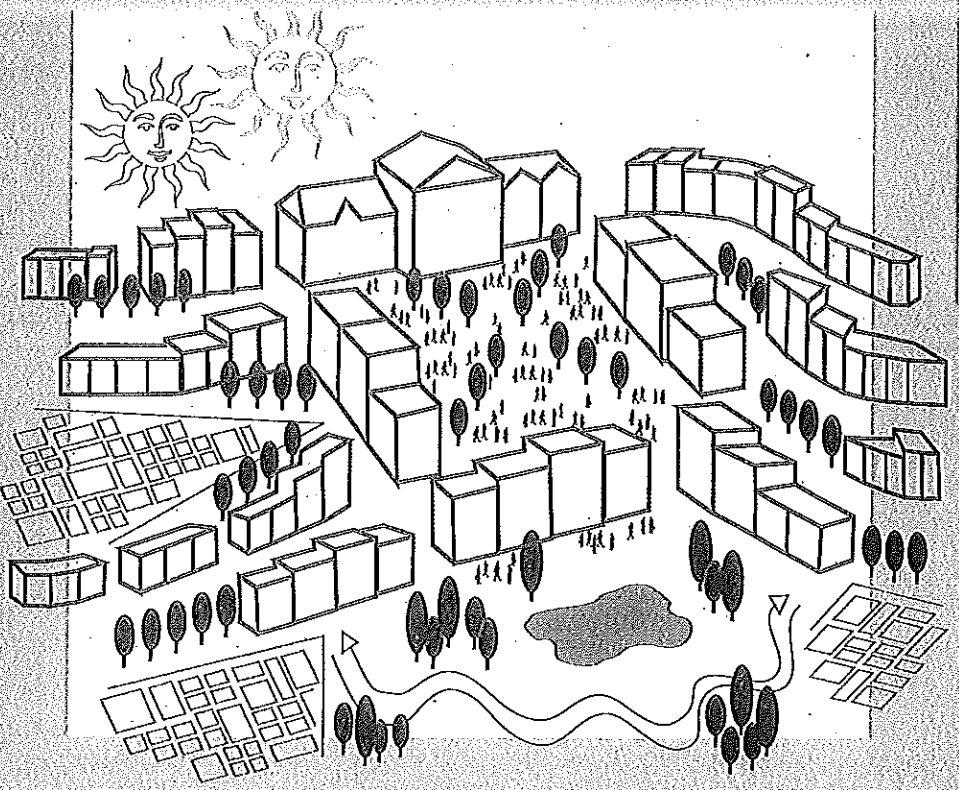
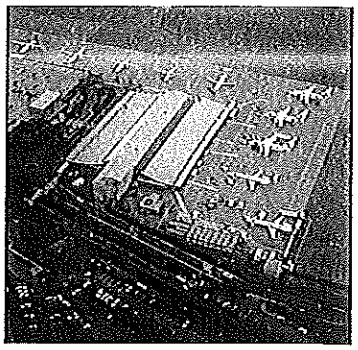
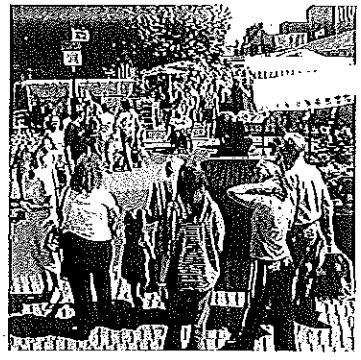
Eastleigh Borough Local Plan Review (2001-2011)









Adopted May 2006

EASTLEIGH BOROUGH COUNCIL

1 THE COUNTRYSIDE (CO)

COUNTRYSIDE CONTEXT

The countryside in this Borough contributes to meeting the needs of a wide population, including residents of Southampton. Consequently its protection is a key objective. However, allowance must be made for appropriate changes to take place in order to ensure that genuine development needs can be accommodated.

There are several links between countryside and other policies of the local plan including the following:

- NC policies: nature conservation
- BE policies: general design, advertisements
- LB policies: archaeology, listed buildings
- T policies: environmental impact of traffic
- H policies: agricultural workers dwellings, gypsy sites
- E policies: boatyard
- OS policies: leisure proposals, footpaths, noisy sports, open space
- ES Policies Noise, pollution, contaminated land

Countryside Objectives

1.1 The Council is keen to protect and enhance the countryside within the Borough and the policies in this chapter provide the means by which the protection of the countryside can be achieved. In particular the Council aims to:

- protect the countryside from inappropriate development, whilst accommodating genuine development needs.
- improve opportunities for access to the countryside and other appropriate outdoor recreational facilities, particularly by means other than the car.
- facilitate more positive management of those areas in which agricultural activity may be in decline.

Protection of the Countryside

1.2 The Council recognises that the countryside is important for many reasons including agricultural production, landscape value, providing a setting for our towns and villages, recreational provision, nature conservation interest and for its own sake. However, the countryside is a diminishing resource and there is a need to be particularly vigilant about its future use.

1.3 For the purpose of this Plan all land outside the defined urban edge is classified as countryside.

1.CO Planning permission will not be granted for development outside the urban edge unless:

i. it is necessary for agricultural, forestry or horticultural purposes and a countryside location is required; or

ii. it is for an outdoor recreational use or is genuinely required as ancillary to such a use and does not require the provision of buildings, hardstanding or structures which, are of a form, scale or design which would demonstrably harm the character of the locality; or

iii. it is essential for the provision of a public utility service or the appropriate extension of an existing education or health facility and it cannot be located within the urban edge; or

iv. it meets the criteria in the other policies of this Plan.

The extension of private gardens into the countryside will not be permitted

Strategic Gaps

1.4 Within the countryside there are areas of land between major settlements which perform the specific function of protecting the individual identity of those settlements and of preventing their coalescence. The Structure Plan (policies G1 and G2) identifies two strategic gaps in the Borough: (see Plan 2, the Proposals Map and Appendix I).

Southampton - Eastleigh
Southampton - Hedge End/Bursledon/ Netley

1.5 Development which is essential in the countryside and which is otherwise acceptable, for example for agricultural or recreational purposes, might have to be directed to countryside areas outside the gaps if the key objective of the gaps is to be safeguarded. Alternatively, it may be necessary to reduce the size of a building to ensure that it is sited less obtrusively before it can be regarded as acceptable.

2.CO Planning permission will not be granted for development which would physically or visually diminish a strategic gap as identified on the proposals map.

Local Gaps

1.6 The Structure Plan also provides, in Policy G3, for local gaps to be identified in local plans in order to protect the separate identities of smaller settlements at risk of coalescence with other settlements. The Borough Council has identified the following local gaps (see Plan 2, the Proposals Map and Appendix I).

Eastleigh - Bishopstoke
Boyatt Wood - Otterbourne Hill and Allbrook
Hedge End - Horton Heath
Botley - Boorley Green
Hedge End - Botley
Hedge End - Bursledon
Bursledon - Hamble - Netley Abbey
Fair Oak - Horton Heath

3.CO Planning permission will only be permitted for appropriate development in a local gap, if:

i. it cannot be acceptably located elsewhere; and

ii it would not diminish the gap, physically or visually.

Agriculture, Forestry and Farm Diversification

1.7 The Council wants to see the highest quality agricultural land continue in agricultural use and it will therefore be protected from development. Even if the land is not used for agriculture it will continue to be safeguarded from development. However,there has been a steady decline in agricultural production in recent years, which hasled to the need to establish farm diversification projects possibly through funding from the England Rural Development Plan (ERDP). Such projects may include provision for appropriate holiday accommodation, craft workshops, woodland management or appropriate rural sports. Any proposals relating to agricultural or forestry holdings will also be subject to policy 1.CO.

4.CO Development proposals which would cause the permanent loss of the best and most versatile agricultural land will not be permitted (Grades 1,2 and 3a in the MAFF Agricultural Land Classification system) unless it can be demonstrated to the satisfaction of the Borough Council that there are no appropriate alternatives and there are over-riding sustainability benefits.

5.CO Proposals for farm diversification will be permitted provided they meet all the following criteria:

i. they are appropriate to the locality;

ii. they respect the quality of the built and natural environment;

iii. they are of a suitable scale, type and form for the location;

iv. they include appropriate measures for the management of the site;

v. they are directly linked to an existing agricultural enterprise;

vi. they are not significant generators of traffic; and

vii. the Council is satisfied that the proposal will assist in maintaining the long term viability of the enterprise.

Agricultural Workers' Dwellings

1.8 Agricultural workers' dwellings (and other occupational dwellings) will only be permitted as exceptions to the countryside policies of the Plan. The Council will follow the advice in Annex A of Planning Policy Statement 7: Sustainable Development in Rural Areas which emphasises the requirement for a functional test to be undertaken to determine the need for a new agricultural dwelling and also states that it may be appropriate to apply a financial test.

1.9 The protection of animals or crops from theft or injury by intruders will not by itself be sufficient to justify a new dwelling in the countryside.

1.10 In circumstances where there is uncertainty about the viability of a farm holding temporary planning permission may be granted for a mobile home in the first instance, in order that the prospects for the unit can be assessed.

Hampshire Police Headquarters,Hamble Lane

1.19 The Hampshire Police Headquarters is located outside the urban edge and within the Netley Abbey - Hamble local gap where there is a presumption against development. Under normal circumstances development in such a location would not be supported but the unique characteristics of the Police Headquarters may justify an exception being made to the restrictive policies. However, this is an established use, the requirements of which may change over time. Therefore a Special Policy Area has been identified which sets out the criteria against which any development proposals will be assessed (see Plan 3). The boundaries have been drawn relatively tightly in order to restrict the scale of development to that which is appropriate in this location.

13.CO A development proposals within the Hampshire police Headquarters Special Policy Area will only be permitted if all the following criteria are met:

i. it is a use specifically related to the operations of the Hampshire Constabulary;

ii. it does not cause harm to the listed building or its setting;

iii. it does not generate traffic which would significantly add to traffic problems in Hamble Lane or on the road network in the locality;

iv. a travel plan for the whole site is adopted; and

v. it does not have an adverse visual impact on the countryside.

Mobile Home Parks

1.20 Mobile home parks in the countryside (ie. a group of individual mobile homes which are adjacent to one another) make an importantcontribution to the dwelling stock of Eastleigh, enabling people to have a home who either cannot afford to buy or rent a permanent dwelling or who do not wish to live in a permanent dwelling.

1.21 The Borough-wide Housing Needs Survey undertaken for the Council in 2002 identified a need for affordable housing in all parts of the Borough. The loss of mobile home parks could exacerbate this problem by depleting the supply of affordable housing. The Council therefore wishes to ensure that the existing mobile home parks are retained.

14.CO In order to safeguard the stock of lower cost housing in the Borough, to maintain the availability of alternative forms of housing and to prevent visually intrusive housing development on isolated sites in the countryside, planning permission will not be granted for the replacement of mobile home parks in the countryside by permanent housing.

Re-Use of Buildings in the Countryside

1.22 Although the change of use of buildings in the countryside to certain uses, for example light industry (B1) may be acceptable, and have economic benefits, a change of use to residential is more likely to be considered inappropriate. Conversion to residential usually leads to substantial external changes, including windows, chimneys, garaging and the provision of private garden areas, all of which are likely to detract from the rural character of the locality and the architectural value of the building. The limited extent of the Borough's rural areas and their proximity to urban centres, indicates that in most cases, sustainability objectives are unlikely to be met by residential conversions. This approach is supported by Government advice in Planning Policy Statement 7 (August 2004) on 'Sustainable Development in Rural Areas'.

15.CO Proposals for the use for employment purposes of appropriate existing buildings in the countryside will only be permitted where all the following criteria are met:

i. the Council is satisfied that the building is not required nor is likely in the foreseeable future to be required for agricultural purposes;

ii. the building is of a sound construction with a reasonable expectation of life and lends itself to conversion without significant building work being required. A structural survey will be required to support any application;

iii. the design of any conversion or alterations retains the intrinsic qualities of the building and avoids inappropriate external alterations;

iv. the proposal takes the form of a self-contained conversion, with no new buildings and any extensions comply with Policy 11.CO;

v. the development does not affect the amenity of any existing residential properties by reason of noise, smell, fumes, vibration or lighting;

vi. the development does not result in an unacceptable level of traffic

b. If feasible, including all or part of the adjacent railway sidings within the redevelopment;

iii. locate the office, other people intensive and visitor orientated uses closest to the railway station and town centre;

iv. comply with the requirements of the airport public safety zone, not increase and if possible decrease the overall associated risks across the site, in relation to the number of people on the site;

v. provide a transport assessment demonstrating that measures provided will maximise travel by public transport, cycle and on foot and satisfactorily accommodate all travel movements; and

vi. not adversely affect the River Itchen SAC, SSSI or SINC.

Urban Greenspace

4.23 As part of its commitment to making the Borough a more attractive place in which to live those green spaces within its built-up areas which contribute to the attractiveness of these areas will be retained, protected from development pressures and where appropriate enhanced. To allow biodiversity to thrive in the urban environment, enhancements might include creating wildlife habitats less intensively managed than public open spaces, with ponds, wet grassland and nettle patches, rough grassland and scrub, managed to enhance biodiversity.

58.BE The Council will not permit development of a greenspace which is identified on the Proposals Map, unless as part of a comprehensive redevelopment it is replaced by greenspace of equal or improved amount, quality and accessibility.

Making More Effective use of Land

4.24 It is important to recognise that Government policies aimed at making more effective use of urban land and increasing housing densities are likely to give rise to increase pressures to permit development at higher densities than are characteristic in an area. Whilst the Council will continue to expect development proposals to acknowledge and respond to their context, this does not imply slavishly copying existing development. It does, however require the application of sound design principles.

Use of Compulsory Purchase Orders

4.25 There will be instances when the Council will wish to be proactive in bringing forward land for development or redevelopment. In those cases the Council may seek a development partner or consortium with the necessary skills and resources to effect the development and make use of its powers of compulsory purchase to assemble the necessary land.

Promoting Good Design

4.26 The Council is strongly committed to the promotion of good design in all developments which require planning permission as well as in those public spaces between buildings over which the Council itself has some direct responsibility. Applicants for planning permission will be expected to demonstrate how they have taken account of the need for good design in their development proposals and that they have had regard to the relevant development plan policies and supplementary design guidance, in accordance with the Government's Planning Policy Statement 1: Delivering Sustainable Development. All applications for development which involve construction should be accompanied by a Planning Statement in accordance with the Council's Supplementary Planning Guidance.

4.27 The Council will produce supplementary planning guidance from time to time, in consultation with its communities and other relevant interests. Detailed development briefs will be prepared in relation to the development of specific sites; area action plans will be prepared to guide development in such areas as Eastleigh Town Centre and the main transport corridors radiating from it and other local centres.

4.28 The plan should be read as a whole and alongside policy 59.BE, policies 19.CO, 20.CO, 28.ES, 89.T, 100.T, 101.T, and 102.T are likely to be particularly applicable in assessing proposals. The Council's Supplementary Planning Guidance on Residential Amenity in the Borough of Eastleigh, is also a material consideration.

59.BE Development proposals which are in accordance with the other policies in this plan will be permitted provided they meet all the following criteria:

i. they take full and proper account of the context of the site including the character and appearance of the locality or neighbourhood and are appropriate in mass, scale, materials, layout, density, design and siting, both in themselves and in relation

to adjoining buildings, spaces and views, natural features and trees worthy of retention;

ii. they make the most efficient use of the land;

iii. they incorporate an appropriate mix of dwelling type and land-use where appropriate;

iv. they provide a high standard of landscape design and appropriate planting where required. Development should use native plants in landscape schemes to benefit biodiversity. Development adjacent to or within the urban edge must not have an adverse impact on the setting of the settlement in the surrounding countryside;

v. they have a satisfactory means of access and layout for vehicles, cyclists and pedestrians including appropriate links to surrounding footpaths, cycleways and public transport services;

vi. include, where appropriate, provision for the secure storage of bicycles;

vii. they are an appropriate use for the locality and avoid unduly interfering, disturbing or conflicting with adjoining or nearby uses, especially in terms of noise, fumes, dust, overlooking, loss of daylight, loss of outlook, vibration, or from floodlighting or security lighting;

viii. they make adequate provision for the storage and collection of refuse and where appropriate include facilities for the collection of recyclable materials;

ix. they include, where appropriate, measures which provide shade and protection from the sun; and

x. new development should reduce the potential for criminal activity and anti-social behaviour by the use of appropriate design.

Road and Rail Corridors

60.BE Permission will not be granted for development along major road or rail corridors, which adversely affects the quality of the environment. Permission will be granted for appropriate development which incorporates a high standard of design, materials and planting and mitigates the impact of the development when viewed from the corridor(s).

Homezones

4.29 The Government is currently promoting the concept of making urban areas more attractive places to live in by discouraging the dominance of traffic in mainly residential areas. It is seeking to encourage the creation of home-zones where the design of streets forces vehicles to travel at little over walking pace and where pedestrians can safely use these streets.

4.30 While this approach is not always appropriate, it is nevertheless a concept which the Council wishes to promote.

61.BE The Council will permit appropriate development which incorporates the home-zone concept.

Crime Reduction

4.31 Section 17 of the Crime and Disorder Act 1998 effectively requires all local authorities to do all that they reasonably can to prevent crime and disorder in their areas.

4.32 In February 1994 the DoE published Circular 5/94, 'Planning Out Crime'. This circular gives advice to local authorities about planning considerations relating to crime prevention and states that crime prevention is capable of being a material consideration in determining planning applications. It also states that local plans should establish principles for the design, layout and landscaping of new residential and commercial development. Consideration should be given by developers to incorporating measures to reduce crime through designing an appropriate layout and including desirable security measures (see policy 59.BE).

Access for People with Disabilities

4.33 The needs of people with disabilities in public buildings are now recognised and are controlled under the provisions of the Chronically Sick and Disabled Persons legislation and the Building Regulations (1991) and not under the provisions of Town and Country Planning legislation. Any new building which is for public use must be designed to provide for the needs of disabled people. Nevertheless access for people with disabilities from the public domain into buildings intended to be publicly accessible is a material planning consideration and will be taken into account in determining proposals for the construction of new buildings to which the public can be reasonably expected to have access, or for alterations to existing buildings in that category.

10 TOURISM AND THE ARTS (TA)

TOURISM AND THE ARTS CONTEXT

National guidance including PPG 21 Tourism and PPG12 Development Plans, states that Tourism and Arts facilities should benefit both visitors and residents in the Borough. These uses, when sensitively managed, can contribute to the amenity of the Borough and improve the quality of life of its residents. Tourism also provides a vital contribution to the local economy and should be considered in the context of sustainable development advice in PPGs 6 and 13 respectively.

Tourism and related sectors are forecast to continue to grow in the future, with the largest growth in day trips, short breaks and business trips. This growth however, is not without its difficulties and these pressures and problems must be positively managed.

Tourism cannot be regarded as a single or distinct category of land use and there are several links between these land uses and other policies of the local plan, which include the following. This highlights the wide ranging policy connections between tourism and the arts and other policies in the Plan.

There are several links between these land uses and other policies of the local plan which include the following:

- C policies: countryside
- BE policies: general design,
- LB policies: archaeology, listed buildings
- T policies: environmental impact of traffic
- E policies: local economy and business
- CF policies: community facilities and implementation
- TC policies: commercial leisure proposals
- OS policies: public open space, sport and recreation
- ES policies environmental sustainability

Tourism and the Arts objectives

10.1 The Council's key objectives, which are derived from the national and strategic framework and the Borough's Tourism and Arts Strategies, are:

- to implement sustainable tourism initiatives which respect the environment and the needs of local residents, and avoid cumulative adverse impacts;
- to encourage the use of the arts in new developments and support the Borough's Percent for Art programme;
- to support improvements to the transport infrastructure, to particularly encourage walking and cycling leisure routes and appropriate river access (the Integrated Access Project);
- to improve the standard and quality of the tourism product and promote an understanding of the cultural value of local heritage and distinctiveness;
- to develop The Point as a Centre of Excellence for Dance to contribute to the town's cultural quarter and urban renaissance programme, in accordance with Policy 5 of the draft Regional Spatial Planning Strategy for Tourism (2002);
- to improve the arts infrastructure in the southern part of the Borough.

Tourism

10.2 Eastleigh's Tourism Strategy 2003-2006, identifies opportunities to promote sustainable tourism in the Borough. The objectives of the tourism strategy should be implemented through the Local Plan. The DETR's research document "Planning for Leisure and Tourism" states that footloose attractions that contribute to the vitality and viability of town centres should be appraised in the context of PPS6. Non footloose small rural attractions will be best dealt with in the context of visitor management. Several types of tourism have been identified as possible ways of protecting the existing countryside and relieving pressure from popular county sites. Any proposals would have to meet the requirements of policy 160.TA or 161.TA, as well as including comprehensive green travel plans and visitor management strategies.

159.TA Appropriate sustainable tourism proposals will be permitted, which may include:

i. activity-based tourism;

ii. farm tourism and diversification;
iii. an improved range of quality inspected and registered accommodation;
iv. the provision of tourist information points, interpretative material and improve signage throughout the Borough;
v. cultural tourism – the presentation of local heritage and distinctiveness; and
vi integrated access, projects including the Strawberry Trail.

Tourism facilities in the countryside

10.3 Facilities for activities in the countryside have to be sensitively designed, located and managed if they are not to undermine the values of the countryside. Tourism proposals in the urban fringe may be appropriate in certain circumstances but particular care will have to be taken on sites within the strategic or local gaps. Proposals which would be more appropriately located in urban areas will not be acceptable unless they can satisfy a test of need and show that a sequential approach to site selection has been followed.

160.TA Proposals to develop, expand or improve existing leisure and tourism facilities in the countryside will be permitted where they satisfy all the following criteria:

i. the proposal should meet the criteria in policies 1CO, 2CO and 3CO and should not be detrimental to the landscape, nature conservation value, or archaeological value of the countryside. Where appropriate the proposal should ensure the retention and management of areas of open countryside, woodland, hedges and areas of nature conservation value;
ii. the proposal should not involve the construction of large buildings or structures, extensive hard surfaced areas or large areas for car parking and access roads;
iii. those buildings or structures that are required should be essential to an open tourism use, sited close to existing buildings where possible and not have a detrimental impact on the landscape;
iv. the proposals do not include floodlighting, security fencing or other features which would demonstrably harm the character of the locality;
v. the site is wherever possible, well served by public transport or is readily accessible from the nearest settlement by means of transport other than the private motor car; and the proposals are accompanied by a green travel plan;
vi. the proposals include an appropriate planting scheme and where appropriate, contribute towards the Council's Percent for Art scheme; and
vii. the need for such facilities must be established and the Council will also require proposals to be consistent with the sequential approach to the selection of sites.

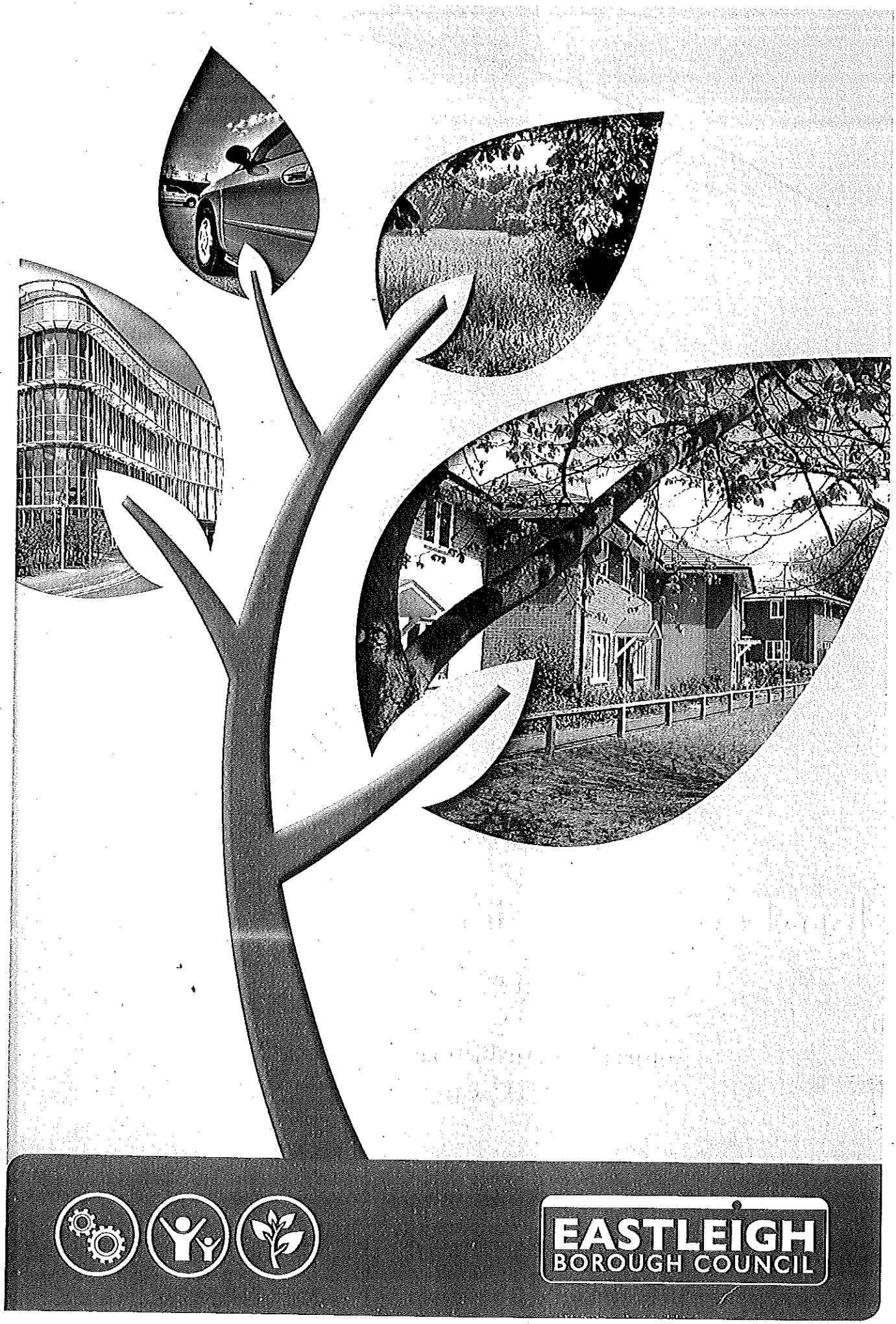
Tourism facilities in Urban Areas

10.4 The Borough Council believes that arts and tourism facilities can make an important contribution to the well-being, vitality and attractiveness of town centres. Therefore, encouragement will be given to the location of such land uses within Eastleigh town centre and other local centres in the Borough. In particular the council will seek to improve the quality of existing facilities such as The Point in Eastleigh, and where appropriate may seek to negotiate financial contributions from developers for such improvements. The Council will require any proposals to be consistent with the advice in PPG 13 Transport and PPS 6 Town Centres. Applicants for planning permission should also consider policy 134.TC on major edge-of-centre or out-of-centre development for retail, leisure, office or other town centre uses that attract a lot of people.

10.5 The Borough Council will consider sympathetically proposals for providing a centre for the interpretation of the Borough's industrial heritage, on an appropriate site, within easy access of Eastleigh town centre. The Borough Council will also support improvements to Eastleigh Museum and the enhancement of local heritage attractions across the Borough.

161.TA Proposals for appropriate tourist facilities in urban areas will be permitted subject to all the following criteria being met:

i. the proposal must be compatible with adjoining land uses and not cause unacceptable levels of noise, loss of amenity or traffic generation;
ii. the proposal should include a green travel plan and be accessible by public transport;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identified the former Hamble Airfield as an area for the extraction of sand and gravel.

4.50 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.

Strategic policy S9, Countryside and countryside gaps

Countryside is defined as all the areas outside the urban edge as defined on the policies map, including river valleys and the undeveloped coast. In the countryside, there is a presumption against new development, subject to other policies of this local plan.

In order to maintain the separate identity of settlements and separation from Southampton, countryside gaps are defined 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;**
- **Netley and Hamble;**
- **Netley and Southampton;**

as set out in the Key Diagram and on the policies maps.

Planning permission will be granted for new development in the countryside provided it is related to:

i. **The provision of employment through agricultural development (policy DM14), the extension and replacement of existing employment uses (policy DM16) and the re-use of existing buildings (policy DM17);**
ii. **Residential extensions and replacement buildings (policies DM16 and DM26), limited residential conversions (policy DM17), rural workers' dwellings (policy DM27) and accommodation for gypsies, travellers and travelling showpeople (policy DM30);**
iii. **community, tourist, or visitor uses through the re-use of buildings including facilities for the interpretation of heritage assets (policies DM10 and DM17);**
iv. **limited car boot sales and markets (policy DM22);**
v. **outdoor recreation and open space (policies DM33 and DM34);**
vi. **allotments and community farms (policy DM33);**
vii. **cemeteries (policy DM36); and**

viii.essential public utilities (policy DM8).

In countryside gaps as defined on the policies map, development which physically or visually diminishes the gap, or has an urbanising effect detrimental to the openness of the gap, the character of the countryside or the separate identity of the adjoining settlements will not be permitted.

In permitting new development in the countryside the Borough Council will wherever possible seek to:

a. **avoid adverse impacts on the rural, river valley or coastal character, the intrinsic character of the landscape including the avoidance of adverse landscape impacts on areas adjoining national parks and their settings, and on the biodiversity of the area;**
b. **secure long-term beneficial management practices that will enhance the landscape and biodiversity of the countryside and coast; and**
c. **avoid sterilisation of mineral resources, in accordance with the Hampshire Minerals and Waste Plan.**

[Note: DM (development management) policies are in Chapter 5.]

4.51 The policy restricts development in the countryside principally in order to maintain its rural character and to limit urbanisation. In accordance with the Hampshire Minerals and Waste Plan it also seeks to limit the sterilisation of mineral resources by new development.

4.52 Residential development includes houseboats, of which a number exist on the River Hamble estuary - any proposals to moor additional houseboats along the coast will be treated in the same way as proposals for new residential development in the countryside.

Note: A number of sites in the countryside are covered by special policies as follows:

- Southampton Airport (see policy E12, Chapter 6 section 6.6)
- The proposed hotel at Satchell Lane, Hamble (see policy HA2, Chapter 6 section 6.8)
- Hamble Airfield (see policy HA3, Chapter 6 section 6.8);
- The employment site and travelling showpeople's site at Netley Firs (policies HE6 and HE7, Chapter 6 section 6.9)
- Berrywood Farm (policy WE8, Chapter 6 section 6.11)
- Part of the Ageas Bowl (formerly the Rose Bowl) sports complex (see policy WE11, Chapter 6 section 6.11)
- The proposed household waste recycling sites at Chandler's Ford (policy CF5) and West End (policy WE10)
- Boatyards (see policy DM18, Chapter 5)

- The coast

4.53 The borough's coastline includes a frontage to Southampton Water between Netley and Hamble Point, and the western bank of the Hamble estuary up to Botley. Much of the Southampton Water frontage is accessible, with the Royal Victoria Country Park and Hamble Common extending to the shoreline. At

Hamble and in the estuary of the Hamble river more of the coast is in private ownership, including the oil storage facility and other industries at Hamble, the commercial boatyards and marinas at Hamble and Bursledon, and private dwellings.

4.54 The character of the coastline ranges from low, crumbling cliffs at Netley to the open mudflats and marshes of the estuary and the more enclosed upper tidal reaches of the river Hamble, which is tidal as far north as Botley. There is some slow erosion of the cliffs at Netley and some risk of coastal inundation at Hamble, but the risks are relatively low and the areas affected are not of sufficient scale to warrant the identification of a Coastal Change Management Area[30]. The North Solent Shoreline Management Plan[31] proposes no active intervention for the coastline or the Hamble estuary within this borough, apart from in two areas; a small part of the frontage in Hamble village and some stabilisation of the cliffs at Netley with proposals to 'hold the line' along these frontages.

4.55 The Marine Management Organisation (MMO) operates within the terms of the Marine and Coastal Access Act (2009) and the Marine Policy Statement. It is responsible for the preparation of Marine Plans and Marine Licensing. The MMO is preparing a new marine plan for the Southern Inshore area of the coast which includes the coastline of Eastleigh Borough. Marine plan area boundaries extend up to the level of mean high water. The Borough Council's planning jurisdiction covered by this local plan extends to the administrative boundary, which runs down the centre of the river Hamble even where this is below mean low water and extends to mean low water along Southampton Water. As a result planning permission is required in the river Hamble for the construction of jetties, pontoons and related boardwalks, and the driving of piles. The Marine Management Organisation require marine licences for activities involving a deposit or removal of a substance or object below the mean high water springs mark or in any tidal river to the extent of the tidal influence. As a result of the spatial overlap between the plans, regard will need to be given to this Local Plan as the marine plan is drafted.

4.56 The whole of the borough's coast is of national and international importance for nature conservation, and is included in the Solent Maritime Special Area of Conservation and the Solent and Southampton Water Special Protection Area and Ramsar site nature conservation designations. In response to concerns of increased recreational pressure on birds within protected areas of the Solent as a result of the proposed development in south Hampshire, the Solent Forum initiated the Solent Disturbance and Mitigation Project (SDMP). The SDMP has produced three study reports setting out an evidence base and proposals for avoidance and mitigation measures. Preparation of a mitigation strategy for PUSH local authorities is underway. The Council's interim policy position is set out in strategic policy S12 below and DM9 in Chapter 5.

4.57 The River Hamble also has a long heritage of boatbuilding and other marine activity and is of considerable local and national significance for recreational sailing. Related to this are supporting commercial activities including boatyards and other marine-related enterprises. These make an

30 NPPF paragraphs 106-108

31 www.northsolentsmp.co.uk

important contribution to the economy of the borough and of south Hampshire. Recreational sailing contributes significantly to the local economy as well as providing an important local amenity. The boatyards are also part of the borough's marine heritage. The Council therefore considers it important in principle to retain the existing boatyard sites in marine-related business uses.

4.58 Other forms of water-related recreation include coastal and riverside walks, fishing and other water sports. The coast and River Hamble are attractive in landscape terms and highly valued locally. Efforts are in progress to extend the proposed national coastal path along the River Hamble up to Bursledon Bridge.

4.59 On the River Hamble there is some potential for conflict between environmental (nature conservation and landscape) interests and the commercial and recreational activities on the river, and careful management is needed to achieve a balance between them. The River Hamble Harbour Authority (Hampshire County Council) manages the river, and has produced a Strategic Plan, Strategic Vision and a Business Plan[32].

4.60 The harbour authority for Southampton Water is Associated British Ports, which has responsibility for the provision and maintenance of harbour facilities (quays, wharves, piers etc.); navigational safety in the harbour, including maintenance dredging; the movement and berthing of ships; licensing construction of works in the harbour; and nature conservation and the prevention of pollution.

Strategic policy S10, The coast

The coast is defined as including:

- **the Hamble river estuary between Hamble Point Marina and Botley, extending to the borough boundary in the centre of the river and around the Marina; and**
- **the coast of Southampton Water extending to mean low water.**

On-shore areas relating to the coast are defined as areas adjoining coastal waters, or related to the coast in visual, landscape, biodiversity, heritage or functional terms.

On the borough's coast, the Borough Council will seek to maintain the national and international importance of the River Hamble and Southampton Water for recreational sailing and for marine-related enterprises that contribute to the local and sub-regional economy, balancing protection of their unique and attractive environment with support for the marine economy and recreational activities. The Council therefore seeks to:

i. **Protect and enhance the landscape, biodiversity and heritage interest of the coast including views from coastal waters (see also strategic policies S9 above and S11 and S12 below, and policies DM1, DM9 and DM10, Chapter 5);**

ii. **Retain existing boatyards and marinas on the River Hamble in marine-related uses (see policy DM18, Chapter 5);**

iii. **Enable the provision of infrastructure related to recreational sailing within the developed frontages of the river, subject to the River Hamble Harbour**

32 http://www3.hants.gov.uk/hambleharbour/harbour-authority.htm

Source	Reference/ title
Eastleigh Borough Council and partners	The Community Safety Partnership Plan 2012-2013 (updated annually)
Eastleigh Borough Community Plan	Action Plan - Vision 8, 11, 20, 21& 26 & related actions
PUSH	Sustainability policy framework[39], and Quality Places initiative which includes a Quality Places Charter and a Cultural Strategy[40]
NPPF	Paragraphs 56-66

Policy DM1, General criteria for new development

All new development should (as relevant):

i. not have an unacceptable impact on, and where possible should enhance:
   a. residential amenities;
   b. the character and appearance of urban areas, the countryside and the coast;
   c. biodiversity; and
   d. heritage assets;
ii. make efficient use of the site and have regard to and not impede potential development opportunities on adjoining land;
iii. take full and proper account of the context of the site including the character, appearance and land uses of the locality or neighbourhood, and be compatible with adjoining uses and well integrated with these in terms of mass, scale, materials, layout, density, design and siting, both in itself and in relation to adjoining buildings, spaces and views;
iv. not involve the loss of or damage to trees, woodlands, hedgerows, ponds or other landscape features of value to the character of the area, for appearance, biodiversity or for urban cooling unless they can be replaced with features of equivalent or enhanced value;
v. include a landscape scheme covering the design and layout of external space;
vi. for new development, achieve a net increase in green infrastructure in or around the site;
vii. provide satisfactory management arrangements for all landscape and green infrastructure;
viii. incorporate provision for disabled people;
ix. incorporate design measures to inhibit criminal and anti-social behaviour;
x. incorporate provision for on-site waste management; and
xi. include provision for public art associated with new development in accordance with the Council's adopted Public Art Strategy.

39 http://www.push.gov.uk/pjc-080318-r03-abi.pdf
40 http://www.push.gov.uk/work/qualityplaces.htm

5.3 Other policies of this local plan address the principles of sustainable construction and layout and impacts on local communities (policy DM2), internal space standards for residential development (policy DM29), pollution (policy DM7), and access and parking (policies DM23 and DM24).

5.4 The Borough Council is strongly committed to promoting good design in all new developments and to improving the quality of public spaces. As well as making sure that so far as possible new developments fit in with their surroundings, good design includes meeting the needs of occupiers and users of the spaces and buildings including those with disabilities, and must make provision for adequate living space (policy DM29). It also includes creating places where people feel safe, opportunities for anti-social and criminal behaviour are limited and there is access to green space to encourage play and exercise. Green infrastructure and other building design measures can also help to limit the heating effects that can arise through the concentration of buildings and vehicular activities in urban areas (known as the 'heat island effect') – such measures are referred to as 'urban cooling'. The Borough Council's supplementary planning documents 'Quality Places'[41] and 'Character Area Appraisals'[42] set out the principles of design and layout that will be applied to development proposals in the borough[43].

5.5 All development proposals should be accompanied by a Planning Statement which should explain the basis for the design of the scheme, including how it accords with this local plan, the supplementary planning documents and other documents as referenced in these, and with the National Planning Policy Framework.

5.6 The Planning Statement should also explain and justify the removal of site assets such as landscape features and propose suitable mitigation for their loss. In the case of trees which may be adversely affected by the proposed development, the Council will require the applicant to submit a tree survey in accordance with the methodology set out in BS5837:2012 'Trees in relation to design, demolition and construction – recommendations' and an Arboricultural Impact Assessment and method statement. The Council may make a Tree Preservation Order covering trees on the site to prevent the loss of trees during the planning process. Trees having a high arboricultural or landscape value should not be removed unless:

- the benefits of the development clearly outweigh the value of the tree;
- the loss of the tree is unavoidable; and
- suitable new trees can be planted to replace any tree removed.

5.7 Green infrastructure should be integrated into the design of new development as part of the overall design of the landscape and external environment, and evidence should be provided by the developer that a net overall increase has been achieved which can be attributed to the development scheme. Wherever

41 http://www.eastleigh.gov.uk/PDF/QualityPlacesCabinetRP-27-0611v5.pdf

42 http://www.eastleigh.gov.uk/PPIpublisheddocuments#SPD

43 The Borough Council's SPG 'Planning guidance – shopfronts and signs' (1996) also applies to development in shopping frontages

possible the external environment around new development should be designed to connect with adjoining green infrastructure. Native vegetation should be used to form the structural landscape of new development schemes, connecting with existing green infrastructure in the surrounding countryside. In urban environments where non-native planting is selected because of its resilience, appearance or adaptability to climate change, landscape schemes should still be designed to promote biodiversity wherever possible in accordance with policy DM9 below.
Note: Advice on the content of landscape schemes is contained in the Hampshire County Council's published Landscape Checklist and the Borough Council's Quality Places SPD.

5.8 The Borough Council achieves very high rates of recycling of domestic refuse, and wishes to ensure that this success is continued. Developers should make provision for the storage of waste and recyclable materials as part of the design of external space in accordance with the Council's Quality Places SPD.

5.9 In addition, the Borough Council is pursuing measures relating to:

- Community safety, through working with other organisations and authorities on the Community Safety Partnership Plan[44]. This takes as its starting point the Crime and Disorder Act 1998, which requires local authorities to do all they can to prevent crime and disorder in their area.
- Provision for disabled people, through its Equality and Diversity Strategy[45] and Accessible Homes Strategy[46]. Most provisions for disabled people are dealt with under the Building Regulations, which are separate from planning legislation. However, developers should be aware of these requirements throughout the design process.
- The provision of public art through its Public Art Strategy[47]. This aims to support PUSH cultural initiatives by promoting the highest standards of design for new development with integrated public art which in turn provides opportunities for community engagement and creative industries to participate in the economic growth of the area.

The Council's strategies for these matters should be taken into account when preparing development proposals.

Climate change

Relevant issues, vision and objectives

Issues (Chapter 2): **G8**

Vision (Chapter 3): **4**

Objectives (Chapter 3): **v**

44 The Community Safety Partnership Plan is on Eastleigh Borough Council's website at: http://www.eastleigh.gov.uk/pdf/CSafetyActionPlan0811.pdf

45 The Council's work on equality and diversity can be seen at: http://www.eastleigh.gov.uk/the-council/equality-and-diversity.aspx

46 http://www.eastleigh.gov.uk/housing/our-strategies-and-plans.aspx

47 The Public Art Strategy can be viewed at: http://www.eastleigh.gov.uk/publicart

Related local and national strategies/policies (see Appendix A)

Source	Reference/ title
Eastleigh Borough Council	Environmentally Sustainable Development SPD Climate Change Strategy Joint Municipal Waste Strategy (with HCC)
Eastleigh Borough Community Plan	Action Plan - Vision 27 & related actions
PUSH	PUSH Climate change strategy PUSH Integrated Water Management Strategy PUSH Strategic Flood Risk Assessment
SCOPAC	North Solent Shoreline Management Plan
Hampshire County Council	Preliminary Flood Risk Assessment 2011 – 2017 Eastleigh Borough Surface Water Management Plan 2013 (produced jointly with Eastleigh Borough Council) Local Flood Risk Management Strategy Hampshire Minerals and Waste Plan
Environment Agency	South East River Basin Management Plan South East Hampshire Catchment Flood Management Plan Test and Itchen Catchment Flood Management Plan
NPPF	Paragraphs 17, 93-108

5.10 Climate change is likely to affect the borough in a number of ways. This section looks at means of managing development in order help to address some of the causes of climate change such as carbon-dioxide emissions, and its effects including both flooding and water shortage. It also looks at how development might adapt to the unavoidable effects of climate change. Background Papers EN1, Climate Change and EN2 Eastleigh Borough Council Climate Change Strategy provide more information about the implications of climate change for the borough. Background papers EN3, Water, EN4, PUSH Strategic Flood Risk Assessment (SFRA) and EN5, Integrated Water Management Strategy look at water-related issues including water supply, waste water disposal and flooding.

Policy DM2, Environmentally sustainable development

The Borough Council requires that:

i. all residential development should achieve Level 4 of the Code for Sustainable Homes (or equivalent minimum nationally prescribed standards applicable at the time a Reserved Matters or Full Planning Application is submitted)) increasing to:

- **Level 5 from January 2016* or Level 4 plus 'passivhaus**

5.117 The development of residential institutions in the countryside will only be permitted by conversion of existing buildings in accordance with policy DM17 'Re-use of buildings in the countryside'. Extensions to or the replacement of residential institutions already located in the countryside will treated in the same way as extensions or replacement of dwellings (see policy DM26).

Policy DM26, Residential extensions and replacement dwellings in the countryside

The extension or replacement of a permanent dwelling in the countryside will be permitted subject to the general development criteria and transport policies of the local plan and provided:

i. the extension or replacement dwelling will not be disproportionate in size to the existing dwelling, neighbouring properties or in relation to its plot, or involve any extension to its curtilage; and

ii. in the case of a replacement dwelling, the proposal includes:
   a. the demolition of the dwelling to be replaced, and
   b. replacement of the dwelling within the curtilage, and on the same footprint as the existing building, unless environmental and/or access benefits arise from an alternative location within the curtilage; and

iii. no additional dwellings are created.

Permission will not be given for:

a. the extension of rural workers dwellings, or replacement rural workers dwellings that exceed the original size; or

b. the replacement of mobile homes with permanent dwellings.

Residential institutions will be treated for the purposes of this policy in the same way as dwellings.

5.118 The development of new housing in the countryside will not be permitted except in very limited circumstances. However, there are many existing dwellings in the countryside, and it is inevitable that there will be proposals to extend or replace them. This policy enables such development but seeks also to limit their impact on the countryside and any urbanising effects.

5.119 Rural workers dwellings are modest dwellings permitted only in very particular and exceptional circumstances as set out in policy DM27 below. It is necessary to limit extensions to, and the size of any replacements of these to ensure that their value remains below that of market housing. This will help ensure that they continue to be available for rural workers, and may also help to limit pressures to remove occupancy conditions.

Policy DM27, Rural workers' dwellings

The provision of dwellings for rural workers in the countryside will only be permitted where:

i. it is essential for the worker to live at their place of work;

ii. the work is an activity that can only be carried out in a rural area and supports management of the countryside;

amenity spaces, natural habitats/wildlife sites and country parks to more formal sports pitches, courts, greens, athletics tracks etc. With the exception of indoor facilities, many of these also fall within the broad definition of green infrastructure. Whilst the PPG17 study included a review of cemetery provision, in the Local Plan cemeteries are addressed under the heading of community facilities.

5.137 The Council has carried out a study of recreational needs and provision in the borough, the PPG17 study(2011)[80]. This study established standards of provision for certain types of recreation and open space, specifically:

- formal outdoor sports facilities such as playing fields, pitches, greens and courts;
- indoor sports facilities such as swimming pools, gymnasia and squash courts;
- amenity open space including play areas, wildlife sites and country parks;
- allotments.

The PPG17 study is being updated in part by a revised sport and recreation strategy, including a playing pitch strategy, which will update the position with regard to formal outdoor sports facilities and indoor sports facilities. Outcomes from these studies and standards for provision will be incorporated when they are known. The Council seeks to protect thoese forms of sports and recreation facilities set out abovey (policy DM31), and to secure additional provision in association with residential schemes (policy DM32) and through the development of new facilities (policy DM33).

Policy DM31 Protection of recreation and open space facilities

The loss of existing or allocated recreation and open space facilities, including those identified on the policies map, will not be permitted unless:

i. **an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or**
ii. **any loss would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or**
iii. **the development is for alternative recreation or open space facilities, the need for which clearly outweighs the loss.**

Any replacement provision should be made prior to commencement of development.

Development ancillary to the recreational use may be permitted on recreation sites provided that it does not affect land forming part of, or capable of forming part of, a playing pitch/court/green.

5.138 Sports pitches, parks and amenity open space contribute substantially to the quality of life in and around urban areas. As well as visual amenity and setting for/separation between areas of development, they also provide opportunities for outdoor recreation, and for biodiversity. Wildlife sites are often accessible to the public, but public access may not be provided to areas or sites where this would be likely to harm the wildlife interest. Associated vegetation may also have benefits in terms of helping to improve ambient air quality. The Council therefore seeks to protect all existing recreation facilities and open

80 www.eastleigh.gov.uk/PPIevidence

spaces unless they are demonstrated to be surplus to requirements through the sport and recreation strategy (including playing pitch strategy), when available, or an equivalent alternative assessment. In the case of school playing fields, Section 77 of the Schools Standards and Frameworks Act 1998 sets out strict criteria to control their release for development, including requirements that the proceeds are used to enhance sports and/or education provision. Hampshire County Council may seek the development of school playing fields to rationalise its land holdings as a means of financing recreational and educational improvements. Where proposals come forward to offset loss of playing fields, the Borough Council expects any new or enhanced sports or recreational facilities to be made available for public use provided this does not prejudice the educational efficiency of the school. Note: the development of education facilities is covered by policy DM35.

Policy DM32, Provision of recreation and open space facilities with new development

New residential development should contribute to the achievement of the following quantitative, qualitative and accessibility standards for recreation and open space facilities:

Type	Quantity standard	Quality standard	Accessibility standard
Amenity Space	1.2ha per 1000 population	All amenity spaces should achieve 'very good' status	5 minute walking distance = 300m straight line 400m actual distance
Country Parks	---	All country parks should achieve 'very good' status	At least • one 20ha area of accessible natural green space within 2km from home • one 100ha area of accessible natural green space within 5km from home • one 500ha area of accessible natural green space within 10km from home
Play Areas for Children	0.052ha per 1000 population	All play areas for children should achieve 'very good' status	10 minute walking distance = 600m straight line 800m actual distance
Play Areas for Young People	0.022ha per 1000 population	All play areas for young people should achieve 'very good' status	15 minute walking distance = 900m straight line 1000m actual distance
Outdoor Sports Facilities	1.46ha per 1000 population	All outdoor sports facilities should achieve 'very good' status	15 minute walking distance = 900m straight line 1000m actual distance
Indoor Sports Facilities	Swimming Pools – 11.9 m2 per 1000 population Gym – 3.4 stations per 1000 population Sports Halls – 69.3 m2 per 1000 population	To accord with national governing body/ Sport England guidelines	15 minute drive time = 7500m