

**Eastleigh Borough Local Plan
2011-2036**

DRAFT

Emerging Background Paper

Settlement Gap Policy Review

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CONTENTS

	PAGE
1.0 Introduction	4
○ Purpose of Review	
PHASE ONE	
2.0 Policy Context	7
○ Origin of Gaps in the borough of Eastleigh	
○ Adopted Local Plan and Submitted Local Plan Review 2011-2029	
○ Partnership for Urban South Hampshire (PUSH)	
○ National Planning Policy Framework (NPPF)	
○	
3.0 Recent Local Plan Reviews – Planning Inspectorate position	12
○ Overview	
○ Fareham Local Plan Review 2011-2029	
○ Test Valley Local Plan Review 2011-2029	
PHASE TWO	
4.0 Landscape, Physical and Visual Appraisal of Existing Gaps	16
○ Methodology	
5.0 Analysis of planning applications and decisions	18
○ Development pressure within gaps	
6.0 Comparison of size and distribution of Gaps in South Hampshire	22
7.0 Feedback from public consultation	24
PHASE THREE	
8.0 Consideration of alternative policy approaches	26
○ Recommendations	
9.0 Gap boundaries	28
○ Recommended changes	
10.0 Gap policy wording	30
○ Considerations	
○ Recommendations	
PHASE FOUR	
11.0 Implications of the eight ‘Spatial Options’ (2011-2036) in terms of Settlement Gaps	40
12.0 APPENDICES	
○ Appendix 1: Landscape and Visual Appraisal of Existing Gaps	
○ Appendix 2: Assessment Matrices	

- Appendix 3: Electronic records of Major Applications in Gaps
- Appendix 4: Policy S9 of the Submitted Eastleigh Local Plan 2011-2029
- Appendix 5: Assessment of Green Value
- Appendix 6: Summary of the Implications of Spatial Options on Settlement Gaps

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1.0 Introduction

- 1.1 The borough of Eastleigh, encompassing 79.8km² (7980 hectares), is centrally located within South Hampshire with a population of 125,200¹. Adjacent to the City of Southampton it also borders the Winchester District and shares administrative boundaries with Test Valley Borough Council and Fareham Borough Council. The main centre is Eastleigh with other larger urban areas being Chandlers Ford and Hedge End. There are eight smaller, mainly residential settlements: Bishopstoke, Botley, Boorley Green, Bursledon, Fair Oak, Hamble-le-Rice, Horton Heath, Netley and West End.
- 1.2 We know from previous consultation exercises that many communities consider maintaining separation between these settlements to be an important issue. These concerns have been expressed consistently over many years and through a number of consultation exercises. This support for maintaining settlement character and identity has been reflected in previous Local Plan ‘Gap policies’ which seek to prevent settlement coalescence between urban areas by maintaining a clear visual and physical break in the built environment.
- 1.3 Settlement gap policies in Hampshire dates back at least 30 years when they were included within the South and Mid Hampshire Structure Plans (1988 and 1989). They were carried forward into the Hampshire County Structure Plan 1994 and the Hampshire County Structure Plan 1996-2011
- 1.4 The need and pressure for development in the borough (indeed South East England) over time has meant that distances between settlements have diminished. Indeed some coalescence has historically occurred between a number of settlements, specifically:
 - **West End** is physically attached to Southampton, although it continues to have a character which is distinctive and it is distinct from other neighbourhoods or suburbs of the city, as well as from other settlements in the borough.
 - **Eastleigh, Chandler’s Ford, Boyatt Wood and Hiltingbury** have coalesced into a single contiguous urban area.
 - **Bishopstoke and Fair Oak** are cojoined, although the former Brookfield Fruit Farm site, south of Fair Oak Road, opposite Sandy Lane, may provide a vestige of separation.
- 1.5 The Adopted Local Plan Review 2001-2011 designates a number of ‘Strategic’ and ‘Local’ Gaps which cover approximately half of the total area of countryside² in the borough. The distinction between ‘Strategic’ and ‘Local’ relates to whether or not they were acknowledged in County level or sub-regional planning documents. The

¹ According to the 2011 Census.

² Area outside of defined settlement boundaries

housing policies for the Adopted Plan are deemed out of date and there has been recent pressure on ‘Gaps’ to meet housing need. Indeed a number of sites within Gaps were allocated for housing in the submitted Local Plan Review 2011-2029, whilst others have been approved at appeal based on site-specific arguments that the proposed development accords with the National Planning Policy Framework’s (NPPF) presumption in favour of Sustainable Development (paragraph 14 and 49 – refer to section 2 for more discussion on this).

Purpose of Gap Review:

- 1.6 This paper details the review of Local and Strategic ‘Gaps’ in the borough of Eastleigh. The purpose of the gap review has been to support the preparation of a sound Local Plan Review 2011-2036, in particular;
 1. to ensure any future gap policy is in accordance with national policy and is robust; and
 2. to inform the selection of preferred options for development that meets the required level of growth for the Plan period by assessing the implication of the development on settlement pattern, character and identity.
- 1.7 The first phase of this gap review was to determine the value and precedent for a Local Plan Gap policy in Eastleigh in planning terms. This involved:
 - a) Reviewing the policy context of Gaps from the introduction of Gaps in early Structure Plans through references in sub-regional strategies prepared by Partners for Urban South Hampshire (PUSH)³ to the current position of Gaps in terms of the NPPF.
 - b) Reviewing the position taken in recent Local Plan Reviews in South Hampshire
- 1.8 The second phase was to carry out an appraisal of all of the areas between existing settlements in Eastleigh to see if they met the ‘criteria for gaps’ recommended by the Partners for Urban South Hampshire (PUSH)⁴ being that;
 - a) The designation is needed to retain the open nature and/or sense of separation between settlements;
 - b) The land to be included within the gap performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence;

³ PUSH is a partnership of Hampshire County Council, the unitary authorities of Portsmouth, Southampton, Isle of Wight and district authorities of Eastleigh, East Hampshire, Fareham, Gosport, Havant, New Forest, Test Valley, Winchester

⁴ As published in the ‘South Hampshire Strategy – A framework to guide sustainable development and change to 2026’ in October 2012

- c) The Gap's boundaries should not preclude provision being made for the development proposed in this (PUSH) Strategy;
 - d) The Gap should include no more land than is necessary to prevent the coalescence of settlements having regard to maintaining their physical and visual separation.
- 1.9 Assessment against criterion a, b, and d was informed by a landscape appraisal of the physical and visual attributes of the gaps and a comparison of planning applications and decisions within gaps and the general countryside. The appraisal of gaps was also informed by a comparison of Eastleigh's settlement pattern with other neighbouring authorities and reviewing the feedback from public consultation on the Issues and Options document published in December 2015.
- 1.10 The third phase was to consider alternatives to a gap policy to inform whether a gap policy should be taken forward into the Eastleigh Local Plan Review 2011-2036. Using the findings of the review, a Gap policy and boundaries for the Eastleigh Local Plan Review 2011-2036 were developed and are presented in this paper.
- 1.11 The fourth phase was to build on the assessment of the eight spatial options (A-H) for development within the new Plan period 2011-2036 in terms of their impact on settlement pattern which was carried out as part of the Sustainability Appraisal published in December 2015. Areas where gaps are likely to be diminished and areas where new gaps may be appropriate have been identified. Whilst it has been demonstrated that settlement coalescence can be avoided whilst also providing for the required level of development, this assessment may also help inform where planned coalescence would be more appropriate if desirable. Once a preferred option is decided, further work will be required to refine the boundaries of the gaps.

PHASE ONE:

Reviewing the precedence for Gaps in the borough of Eastleigh.

2.0 Policy Context

Origin of Gaps in the borough of Eastleigh

- 2.1 'Strategic Gaps' between Eastleigh's settlements and Southampton were recognised in Hampshire Structure Plans from the mid 1980's. Structure plans were first introduced by the 1968 Town and Country Planning Act, as strategic level development plans, prepared either by a county council or by local authorities working jointly together. They consisted of a broad framework of policies looking forward up to 20 years ahead, supported by a "key diagram" showing land use, transport and environmental proposals (including gaps) diagrammatically. Local district councils were required to accord with the overall strategy set out in the structure plan in their Local Plans, which were more locationally specific. This gave rise to the identification of additional gaps by local district councils which were described as 'Local Gaps' to distinguish them from those identified in the Structure Plans.
- 2.2 Structure plans were increasingly criticised in the 1980s and 1990s for the length of time taken in their preparation and adoption, their often abstract nature, and for imposing an unnecessary level of policy above the level of the local district council. Structure plans were abolished as part of the new development plan system introduced following the 2004 legislation, and were replaced by Regional Spatial Strategies and by Local Development Documents, particularly Core Strategies.
- 2.3 The Draft South East Plan included a policy (SH3) for sub-regional gaps across the region and also listed the sub-regional gaps in South Hampshire to be defined in detail within Local Development Frameworks (LDF). However, this policy was deleted in finalising the Plan, though reference was made to them in paragraph 16.6. PUSH objected to this proposed change on the basis that it did not give sufficient weight to the importance of gaps and would leave planning authorities with insufficient statutory guidance, especially where such gaps might cross administrative boundaries. PUSH published a Policy Framework for Gaps in 2008. The approach recommended by PUSH is detailed in paragraph 2.9 below. Regional level planning frameworks were revoked in 2010.

Adopted Local Plan

- 2.4 The Adopted Eastleigh Local Plan Review (2001-2011) prepared when the Hampshire Structure Plan 1996 – 2011 Review was operative includes both Strategic Gaps and Local Gaps. The Strategic Gaps are between:

- Southampton – Eastleigh (446 Ha) and

- Southampton - Hedge End/Bursledon/Netley (720 Ha).

In accordance with **Policy 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”.

2.5 Local Gaps were defined between:

- Eastleigh – Bishopstoke (180 Ha)
- Boyatt Wood – Otterbourne Hill and Allbrook (60 Ha)
- Hedge End- Horton Heath (178 Ha)
- Botley – Boorley Green (25 Ha)
- Hedge End – Botley (210 Ha)
- Hedge End - Bursledon (186 Ha)
- Bursledon – Hamble – Netley Abbey (373 Ha)
- Fair Oak – Horton Heath (74 Ha)

In accordance with **Policy 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”.

2.6 There is little distinction in policy wording between Strategic and Local Gaps, the reference in Policy 3.CO to ‘appropriate development’ does little to distinguish how the local planning authority should assess development proposals in Local Gaps differently from development proposals in Strategic Gaps. In practice it is not evident any distinction has been applied.

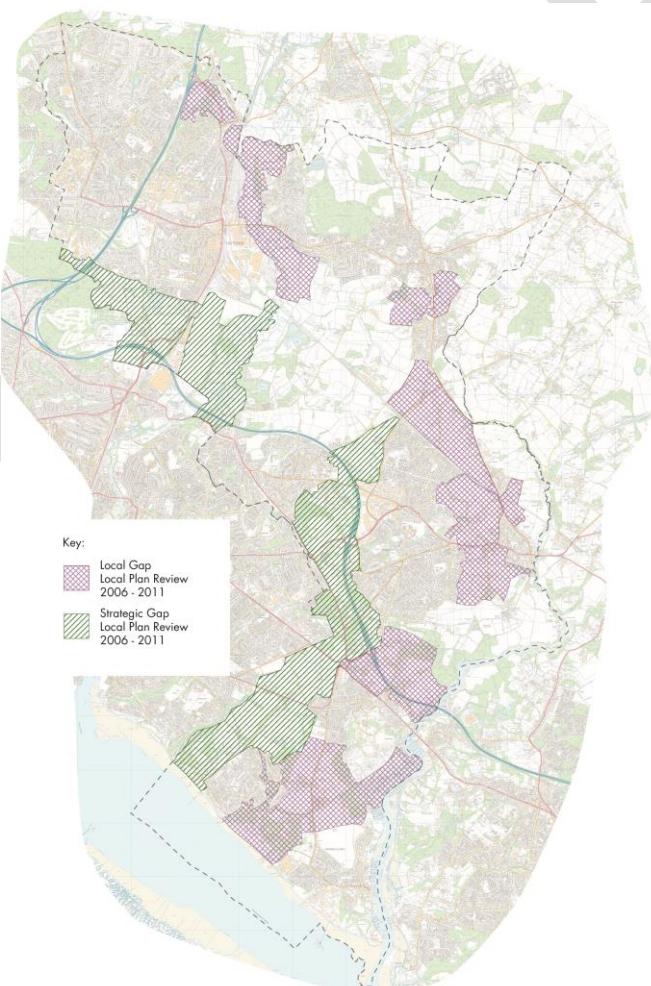
2.7 Maintaining the individual identity of settlements in the Borough is a strong priority among residents (evident in Parish Plans and through consultation as part of Local Plan Reviews). Growth across the sub-region is placing pressure on the existing settlement pattern to accommodate development, consequently settlement gap policies have been tested in a number of recent planning application decisions. During the preparation of the Local Plan Review 2011-2029 a number of sites within settlement gaps were put forward for development and approved with Council support or through appeal to meet the demand for housing.

Submitted Eastleigh Local Plan Review 2011-2029

- 2.8 The submitted Eastleigh Local Plan 2011-2029 revised the gap boundaries to reflect these permissions and ‘allocations’. The two tier classification of gaps was also removed and changes were made to the description of the gaps to better reflect the identity of settlements. Gaps were referenced as part of a general Countryside Policy S9. Refer to Appendix 4 for proposed wording of policy S9.
- 2.9 The Eastleigh Borough Local Plan Review 2011 – 2029 was submitted to the Secretary of State for formal Examination on Tuesday 15 July 2014. Following examination, the Inspector, Mr Simon Emerson, concluded that the Plan was not

sound because it did not provide sufficient housing, expressing particular concerns about affordable housing. In his Post Hearing Note 3 – Other Matters to the Council, Mr Emerson stated that, although he had not considered gap policy at the Hearing, he would set out some preliminary concerns so that the Council could consider how to address the matter. In particular he was concerned that he saw: *“nothing in the Council’s evidence base which seeks to justify on a rigorous and comprehensive basis the need for a gap designation; the choice of location for gaps or the extent of the designated area of any of the gaps identified in the Plan”*. He recommended that if gaps were accepted in principle, the criteria in Policy 15 of the ‘South Hampshire Strategy – A framework to guide sustainable development and change to 2026’ in October 2012 would seem a good starting point to consider their extent.

- 2.10 This review seeks to address these concerns. Given that the Submitted Local Plan Review 2011-2029 was not accepted by the Planning Inspector the starting point for this review was the Adopted Local Plan Strategic and Local Gaps shown on the plan below.



Map of Adopted Local Plan 2001-2011 Strategic and Local Gaps

Partnership for Urban South Hampshire (PUSH)

- 2.11 The PUSH Policy Framework for Gaps 2008 prepared to counteract the loss of a Gap policy in the South East Plan makes the following assertions:
- ‘*Gaps are spatial planning tools designed to shape the pattern of settlements*’(paragraph 2.1);
 - ‘*They command wide public support and have been used with success in successive strategic plans to influence the settlement pattern of south Hampshire*’ (paragraph 2.1);
 - ‘*PUSH believes that the designation of gaps within South Hampshire is essential to help shape the future settlement pattern, so that ... 80,000 new homes 2006 – 2026 can be accommodated but in ways which will avoid the coalescence of settlements and the loss of settlement identity*’ (paragraph 2.3); and
 - ‘*Gaps can have other positive aspects: in retaining open land adjacent to urban areas which can be used for new/enhanced recreation and other green infrastructure purposes*’ (paragraph 2.4).
- 2.12 Over the past 20 years South Hampshire has seen significant growth, and will continue to do so over the next 20 years. In order to accommodate the required level of growth and plan for the necessary infrastructure the PUSH published the ‘South Hampshire Strategy – A framework to guide sustainable development and change to 2026’ in October 2012. This recognised the importance of maintaining the separation of existing settlements to avoid the sub-region becoming a single amorphous urban sprawl and reinforced the approach to designating Gaps recommended in their 2008 Policy Framework for Gaps. Criteria were provided to help member authorities identify strategically important areas to be protected from development that would diminish gaps between settlements. The purpose was to ensure consistency across South Hampshire and to avoid any proliferation of gaps which could prevent sufficient land being made available for employment and housing development. Four Gaps which cross authority boundaries were identified as needing a coordinated approach to ensure that their designation and their extent is aligned across the boundary. Two of these relate to the Eastleigh Borough, namely;
- between Southampton and Eastleigh/Chandlers Ford
 - between Southampton and Hedge End/Bursledon/Netley
- The other two were;
- between Fareham and Fareham Western Wards/Whiteley
 - between Fareham/Gosport and Stubbington/Lee on Solent.
- 2.13 Policy 15 of the 2012 PUSH ‘South Hampshire Strategy – A framework to guide sustainable development and change to 2026’, states that these four Gaps would be designated by PUSH authorities. Policy 15 also includes criteria for PUSH authorities to use to designate the location of other Gaps and to define the boundaries of all Gaps – as follows:

- “a) *The designation is needed to retain the open nature and/or sense of separation between settlements;*
 - b) *The land to be included within the gap performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence;*
 - c) *The Gap’s boundaries should not preclude provision being made for the development proposed in this Strategy;*
 - d) *The Gap should include no more land than is necessary to prevent the coalescence of settlements having regard to maintaining their physical and visual separation”.*
- 2.14 Once designated, Policy 15 of the PUSH South Hampshire Strategy 2012 states that the multifunctional capacity of Gaps should be strengthened wherever possible. This recognises that Gaps can also play a role in providing ‘Green Infrastructure’, by providing opportunities for enhancing biodiversity, recreation and amenity.
- 2.15 PUSH have been working together to consider new housing needs and other development requirements. In June 2016 the Partnership published a Position Statement setting out the work that had been done to date on considering how those requirements could be responded to in Local Plans. The principle and continuing relevance of Gaps was confirmed in the Key Principle E and Policy S1 of the 2016 PUSH Position Statement.

National Planning Policy Framework (NPPF)

- 2.16 The National Planning Policy Framework was published in March 2012, replacing the various Planning Policy Guidance Notes. Paragraph 2 states that *‘the NPPF must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions’*. This is reinforced in paragraph 12 and 196 of the NPPF.
- 2.17 The requirement in paragraph 49 to consider housing applications in the context of the presumption in favour of sustainable development (which is set out in paragraph 14 of the NPPF) and the requirement for local planning authorities to demonstrate a five year housing land supply (paragraph 47) in order for housing policies to be considered up to date has put ‘Gap policies’ under scrutiny in recent Local Plan Reviews and planning application decisions.
- 2.18 Sections of the NPPF that provide support for a ‘Gap policy’ include:
- Paragraph 1 sets out that its underlying purpose is to provide:
‘... a framework within which local people and their accountable Councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their own communities.’

- Paragraphs 7-10 sets out what is meant by sustainable development. Paragraph 7 describes the 3 dimensions of sustainable development – economic, social and environmental – and requires the planning system to perform a number of related roles, namely an economic role, a social role and an environmental role. Paragraph 8 makes it clear that: '*These roles should not be undertaken in isolation, because they are mutually dependent... Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system.*'
- Paragraph 17 sets out various core planning principles which should underpin both plan-making and decision-taking. It states, among other things, that planning should: '*... be genuinely plan-led, empowering local people to shape their surroundings...*' It goes on to state that planning should: '*... proactively drive and support sustainable ... development to deliver the homes... that the country needs. Every effort should be made objectively to identify and then meet the housing ... needs of an area... Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for ... allocating sufficient land which is suitable for development in their area...*' It also states that planning should: '*... take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it*', and '*...contribute to conserving and enhancing the natural environment and reducing pollution...*'
- Paragraph 61 requires that '*Planning policies and decisions should address... the integration of new development into the natural, built and historic environment.*' Consistent with this, paragraph 109 of the NPPF makes it clear that the planning system should '*... contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes*'.
- Paragraph 114 states that local planning authorities should set out a strategic approach in their local plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure.
- Paragraph 152 of the NPPF states (in the plan-making context) that Local Planning Authorities should aim to achieve net gains in all dimensions of sustainable development (economic, social and environmental). It goes on to state that '*Significant adverse impacts on any of these dimensions should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued.*'

- Paragraph 156 of the NPPF states that the Local Plan should have policies to deliver conservation of the natural environment, including landscape and at paragraph 157 the NPPF requires Local Plans to '*... identify land where development would be inappropriate, for instance because of its environmental... significance.*'
- 2.19 Paragraph 158 of the NPPF states that each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. This review aims to assist in meeting this requirement.
- 2.20 National Planning Practice Guidance which provides additional guidance on how the NPPF should be applied states that '*one of the core principles in the NPPF is that planning should recognise the intrinsic character and beauty of the countryside. Local Plans should include strategic policies for the conservation and enhancement of the natural environment, including landscape. This includes designated landscapes, but also the wider countryside*' (PPG - Natural Environment Paragraph: 001 Reference ID: 8-001-20140306). Evidence presented in recent Local Plan Examinations in South Hampshire⁵ suggest that these references provide sufficient endorsement for a settlement gap type policy provided the justification of gap boundaries are well evidenced and sufficiently robust.

3.0 Recent Local Plan Reviews – Planning Inspectorate position

- 3.1 The principle of settlement gaps has been discussed in recent Local Plan Reviews in the South Hampshire area. Planning Inspectors have given a strong direction in two recent Final Reports including one for Test Valley Local Plan Review 2011-2029 dated 15 December 2015 and another for Fareham Borough Local Plan Review Part Two (Development Sites and Policies Plan) dated 15 May 2015. These are discussed below:
- Test Valley Local Plan Review 2011-2029**
- 3.2 The Sustainable Appraisal for the Test Valley Borough Council Revised Local Plan 2011-2029 considers two options with regards to retaining separation between settlements;
- Establish Local Gaps to protect against coalescence of settlements and
 - To not identify Local Gaps and consider each proposal on its own merits in line with national guidance and countryside policies.
- 3.3 Test Valley prepared a Topic Paper on Local Gaps as a background to the policy preparation (2014) (EB/ENV15). The outcome of Inspector's decisions at appeals within Test Valley, were taken into account when considering the principle and individual merits of local gaps. Overall the paper concluded that the first option

⁵ In particular Test Valley Local Plan Review 2011-2029 and Fareham Local Plan Review 2011-2026,

performed more favourably in terms of impact on settlement character considerations including preventing coalescence and place setting and therefore was the preferred option.

- 3.4 The Inspectors report on the examination into the Test Valley Revised Local Plan dated 15 December 2015, refers to policy in the (NPPF) Framework that enables Local Plans to "*identify land where development would be inappropriate, for instance because of its environmental significance*". Inspector Ware refers to the NPPF recommending that a "*strategic approach should be adopted in local plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure*". The inspector considers that "*the coalescence of adjoining settlements, caused by development in the largely undeveloped gaps, would clearly have an environmental effect*", and concludes that "*The principle of such a designated area is therefore in line with national policy*" (PINS/C1760/429/5, page 31, paragraph 191).
- 3.5 Inspector Ware broadly supported the overall approach taken by Test Valley Borough Council in relation to gaps and concluded that the boundaries of the gaps themselves are justified. In reference to the NPPF, the Inspector notes "*This (gap) policy, which is broadly restrictive in nature, runs counter to the general national approach to enabling development. However that approach is qualified by the (NPPF) Framework policy that such development should be located in the right place, and that the natural environment should be protected*". (Ref: PINS/C1760/429/5, page 31, paragraph 194).
- 3.6 A Local Gap Policy and supporting text has been included in the Test Valley Borough Local Plan 2011-2029 adopted on the 27 January 2016 as follows:

Policy E3: Local Gaps

Development within Local Gaps (see Maps 48 - 56) will be permitted provided that:

- a) *it would not diminish the physical extent and/or visual separation; and*
- b) *it would not individually or cumulatively with other existing or proposed development compromise the integrity of the gap.*

- 3.7 All nine Local Gaps are retained from the previously adopted 2006 Local Plan, though four of them have revised boundaries as a result of their review. The supporting text for Policy E3 refers to the important role that countryside around settlements plays in helping to define their character and in shaping the settlement pattern of an area. It states that the purpose of the policy is not to prevent all development within a local gap, indicating where the proposal is of a rural character and has a minimal impact on the purpose of the gap, these may be permitted. The supporting text advises that in assessing development on the edge of settlements the Council will take into account both the individual effects of the proposal and the cumulative effects of existing and proposed development. Reference is given to the Local Gap background paper for further justification and details of each of the defined gaps. It is stated that no more land than is necessary to prevent coalescence and retain separate identities of settlement has been included, and physical boundaries

have been used to define their extent to ensure that the local gaps can be easily identified.

- 3.8 In reference to what is included in the Local Gap Inspector Ware notes “*Local Gaps include some limited developed areas, but there is no inherent reason why these should not be included in the defined area, and any redevelopment proposal can be dealt with on its merits – the reasoned justification to the policy makes it clear that the purpose of the policy is not to prevent all development within a defined gap*”. (Ref: PINS/C1760/429/5, page 31, paragraph 194).

Fareham Borough Local Plan 2011-2026

- 3.9 Fareham Borough Council commissioned David Hares Landscape Architecture to review the strategic gap policy designation in October 2012. At the hearing sessions for the Fareham Borough Local Plan in 2014, Inspector Hogger raised concerns regarding the justification of the methodology of the Gap Review. A response from David Hares Landscape Architecture was submitted with the Inspector confirming in his final report dated 12 May 2015 that the Council’s approach was sound (Ref. PINS/A1720/429/4). Part 2 (Development Sites and Policies Plan) of the Fareham Local Plan was adopted in June 2015.
- 3.10 The designation of Defined Urban Settlement Boundaries and Strategic Gaps are recognised as key mechanisms for directing growth to the most sustainable locations in the Borough. In the Fareham Local Plan 2011-2026 the purpose of strategic gaps between towns and villages are to define the separate identity of individual settlements and prevent coalescence and also help to provide opportunities for green infrastructure and green corridors providing opportunities for recreation and biodiversity.
- 3.11 The review focussed on a survey and analysis of the areas outside of the defined urban settlement boundaries within the Borough and assessed whether or not the gaps were in accordance with the PUSH criteria for gaps set out in the Core Strategy policy CS22: Development in Strategic Gaps. This was assessed in the field using a structured method, based on the completion of a survey pro forma. The information was subsequently analysed using a matrix to assess both the suitability of land for inclusion within a Gap, and the broader level of functionality that the land provided. Whilst David Hares’s evidence demonstrated that gaps between the smaller settlements met the PUSH criteria, it was concluded that there was no policy basis in the Core Strategy for designating any Local Gaps (CS22: Development in Strategic Gaps provided a policy basis for Strategic Gaps only). Consequently, Local Gaps have not been retained in the Fareham Local Plan 2011-2026.

PHASE TWO:

Appraisal of settlement gaps within the Eastleigh Borough

4.0 Landscape Physical and Visual Appraisal of Existing Gaps

Methodology

- 4.1 A landscape and visual appraisal of the areas between settlements in the borough of Eastleigh was undertaken to inform the Sustainability Appraisal of Spatial Options for Development prepared for consultation in December 2015. The total area appraised broadly comprised the 2452 hectares currently designated as Strategic or Local 'Gap' in the Adopted Local Plan 2001-2011. These adopted Gaps cover approximately 50% of the total area of 'countryside' (outside of settlement boundaries) and is considered to represent a comprehensive coverage of all the gaps between settlements in the Eastleigh Borough. In addition the areas appraised included additional land (not currently protected by existing Gap) between Fair Oak, Bishopstoke and Horton Heath and additional land between Boorley Green and Botley. The total appraised area was broken down into 12 separate areas (shown on the map on the following page) but in reality it was recognised that there were seamless links and overlaps with adjoining areas. These areas were described in the terms of Landscape and Urban Character, Key Features, Pressures, Inter-visibility, Severance, and Urban Form. A copy of these appraisals are included in Appendix 1 titled 'Landscape and Visual Appraisal of Gaps'.
- 4.2 The following physical attributes were identified as supporting the definition of character and separation of settlements:
- The land lies between settlements
 - The land is predominantly undeveloped
 - The land is predominantly open
 - The land has a coherent land management pattern
 - The land has clearly defined boundaries
 - The land contains major roads, rivers or railway lines that serve as physical barriers between settlements
 - The land includes public footpaths or roads which provide a transition from one settlement to another
 - The individual settlements shows a distinctive character/urban form
 - The individual settlement have a strong urban edge

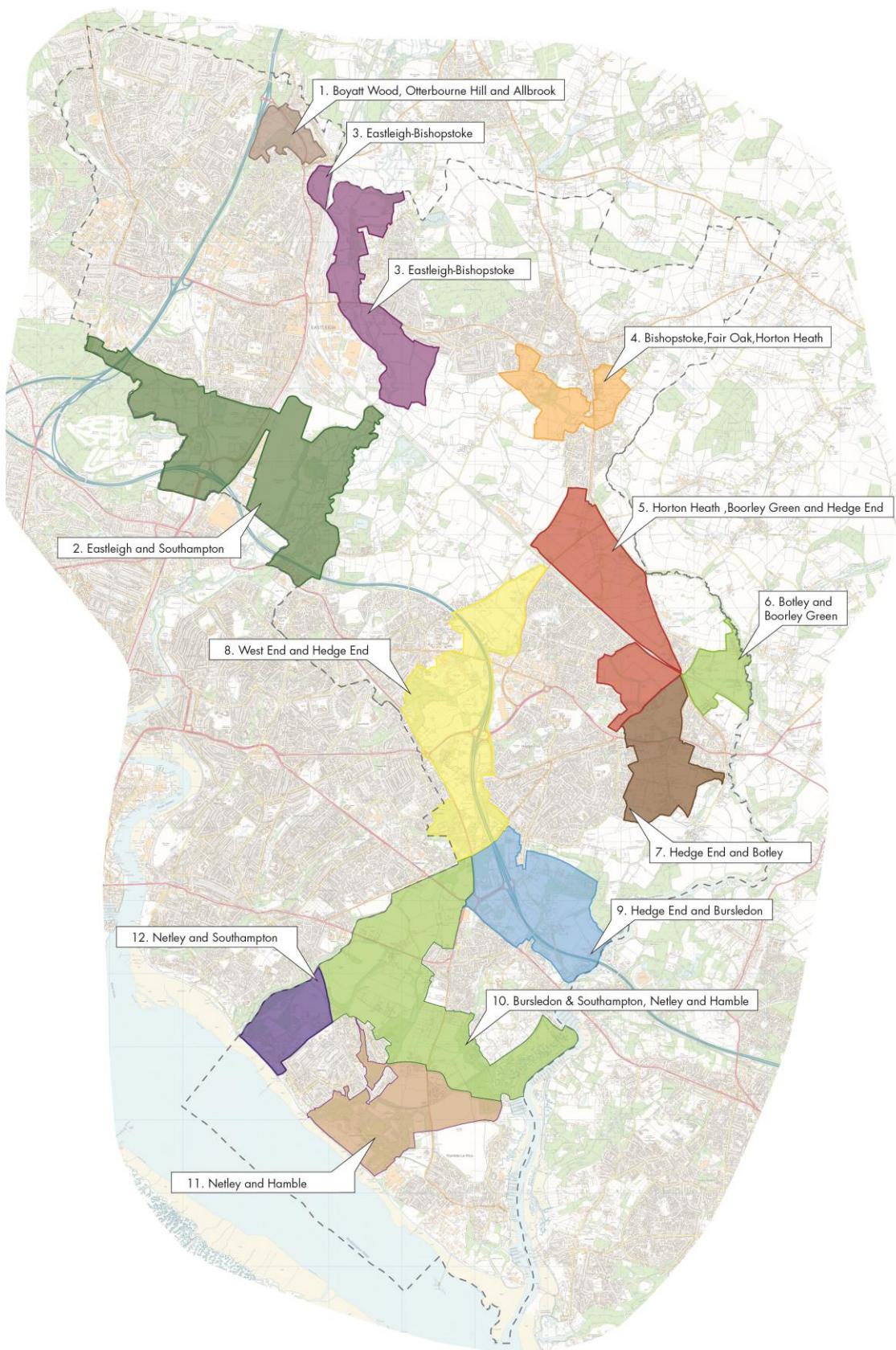
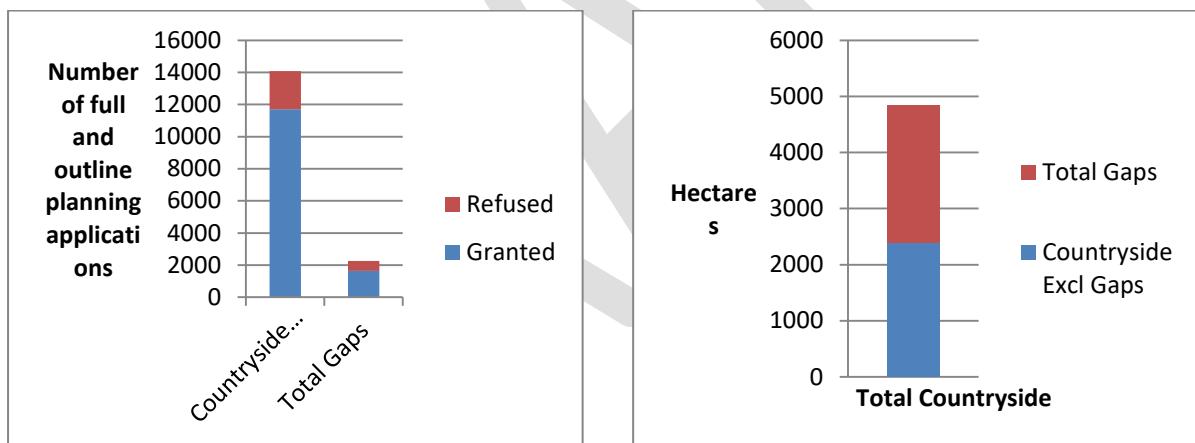


Figure 1. Existing Adopted Local Plan 2001-2011 Gaps divided into areas for the purposes of the review.

- 4.3 The individual areas were assessed according to whether they exhibited these physical attributes (listed in paragraph 4.2 above) in terms of 'Yes' 'In Part' and 'No' with comments providing more clarification where necessary. Parts of the defined gap which did not display these attributes or which had been permitted for development to meet housing demand were identified. The landscape and visual appraisals (in Appendix 1) were used to inform this assessment. Copies of the completed matrices are provided in Appendix 2.
- 4.4 All of the gaps were found to have a high proportion of these attributes and therefore overall were considered to 'play an important role in defining settlement character and separating settlements at risk of coalescence', with some exceptions.

5.0 Analysis of planning applications and decisions

- 5.1 To obtain a sense of whether the areas were at risk of coalescence either due to pressure from large scale development or pressure and incremental 'urbanisation', an analysis of the type and number of planning applications and decisions (based on available electronic records which go back to the 1980's) was undertaken. The results showed that the number of full and outline planning applications within gaps was less than 20% of those in the general countryside (see Figure 2) even though the size of the application areas were broadly the same (see Figure 3).



- 5.2 Whilst this may indicate there is less pressure for development within Gaps it may also demonstrate that the Gap policy has been effective in directing the location of development to avoid settlement coalescence. It probably also reflects that there is a significant amount of existing development within areas of countryside for which planning approval has been legitimately sought and obtained. It could also be that there were fewer but larger applications submitted in the Gap.
- 5.3 In terms of the type of applications a greater proportion of 'other' applications including applications for advertising, trees and temporary activities were submitted within Gaps (approximately 40% of all applications) than in the countryside, where these applications comprised just over 20% of the total, as shown in figure 4 below.

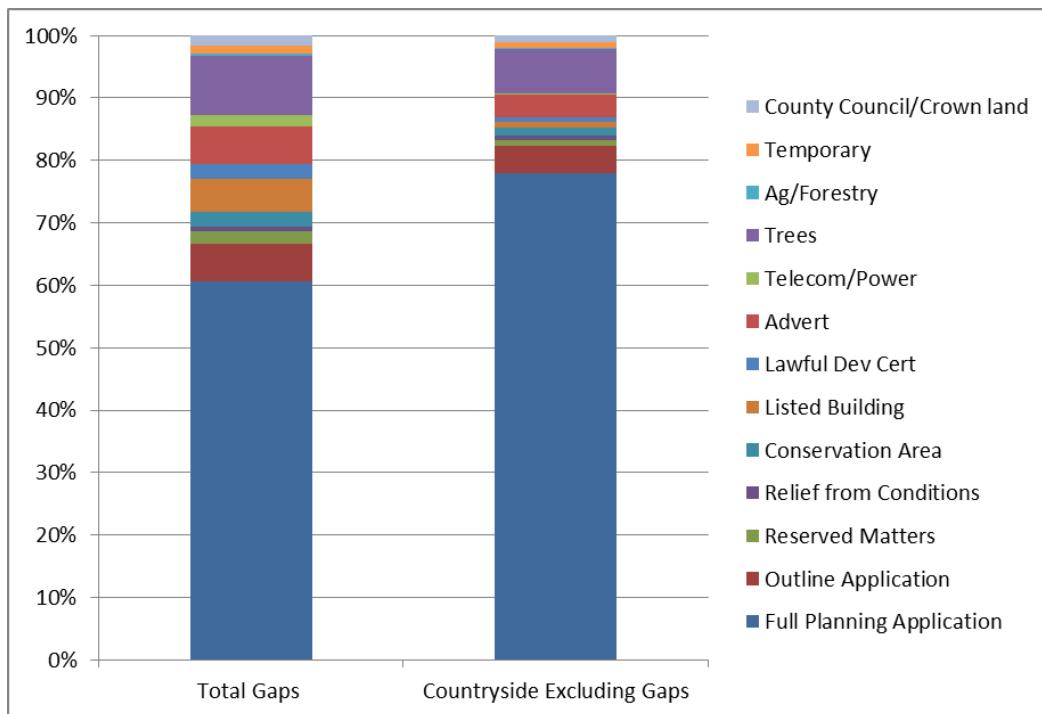


Figure 4: Comparison of type of planning applications within gaps and in general Countryside.

- 5.4 A comparison of decisions on full and outline planning applications showed that they were more likely to be refused if they were in a Gap than if they were in the general countryside, 26% compared with 17% as shown below.

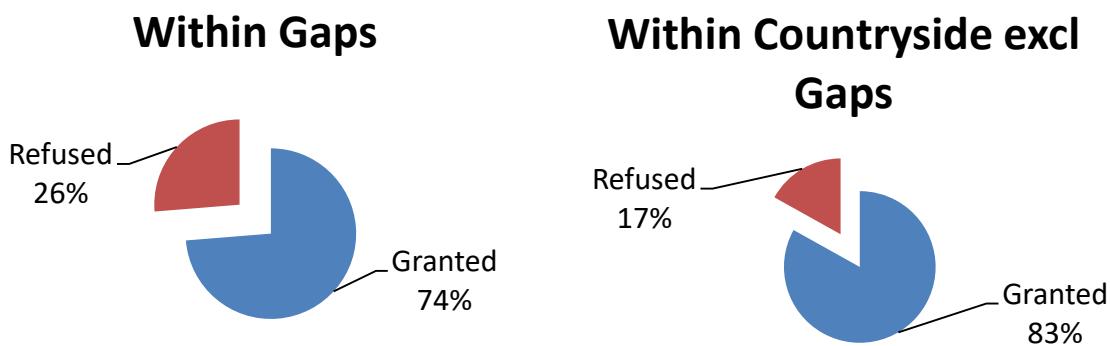


Figure 5: Comparison of Full and Outline Planning Decisions

- 5.5 A comparison of planning appeal decisions suggests that appeals were slightly more likely to be allowed at appeal if they were in a gap designation than if they were in the general countryside. (see Figure 6).

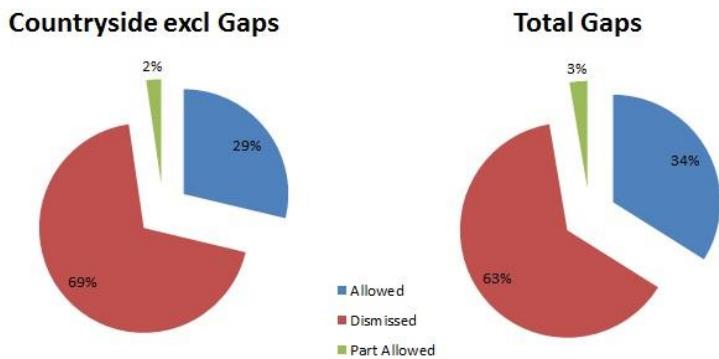


Figure 6: Comparison of Planning Appeal Decisions

5.7 Whilst the statistical differences are small the 5% difference may be attributed to recent decisions where the Council and Planning Inspectors have been minded to approve development within gaps on balance with the overriding need to provide for new housing in the absence of a 5 year land supply. To check this assumption conclusion a comparison of planning applications pre and post the NPPF was made which more or less coincided with Eastleigh's Adopted Local Plan 2001-2011 being deemed 'out of date'. This analysis found that pre NPPF 27% of all decisions on full and outline planning applications in gaps were refused compared with 17% in the general countryside. Whilst post NPPF 20% of full and outline planning applications within Gaps were refused. This was more similar to the percentage refused in the general countryside (18%) which appears to have been less influenced by the NPPF than applications within Gaps.

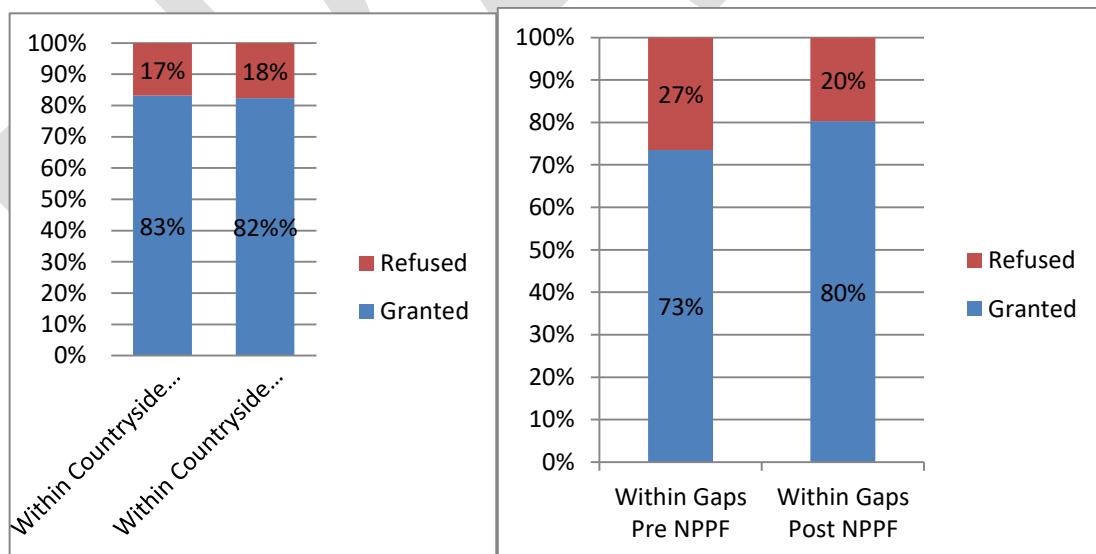


Figure 7 Comparison of Planning Application (Full and Outline) Decisions Pre and Post NPPF

- 5.8 This trend is also reflected in the number of full and outline applications pre and post the NPPF, where the number within Gaps was 15% prior to the NPPF but increased to 18% post the NPPF.
- 5.9 From the electronic records available (dating back to the mid 1980s) there have been a total of 79 applications for 10 or more dwellings within Gaps. These are listed in Appendix 3. 56% of them were refused pre NPPF, this reduced to 42% post the NPPF (refer to Figure 8).

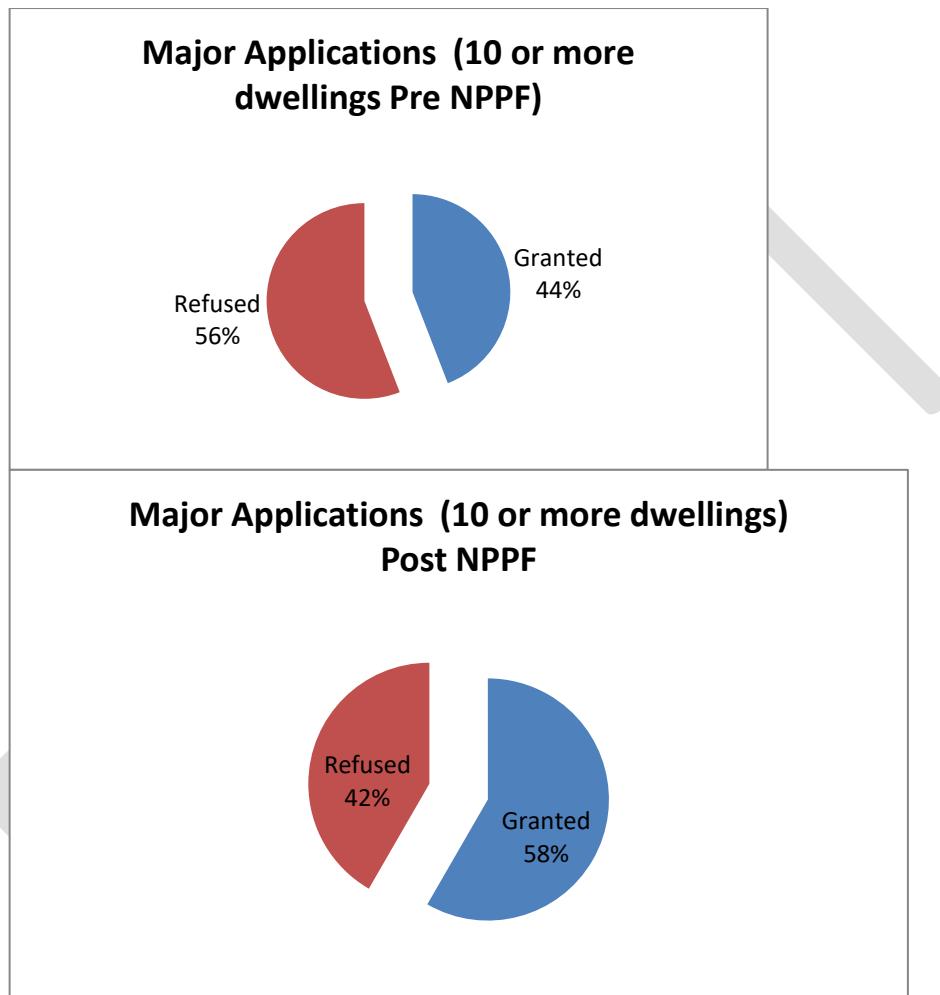


Figure :8 Comparison of Major Application Decisions Pre and Post NPPF

- 5.10 In terms of which area has been subjected to the most 'pressure' a comparison of applications per hectare (size of area) was made. The results shown on the following graph (Figure 9) illustrate that the areas between Fair Oak and Horton Heath and Hedge End and Botley have been subjected to the most 'pressure'. There is no evidence that a strategic Gap was given any different consideration in the determination of planning applications than a local Gap.

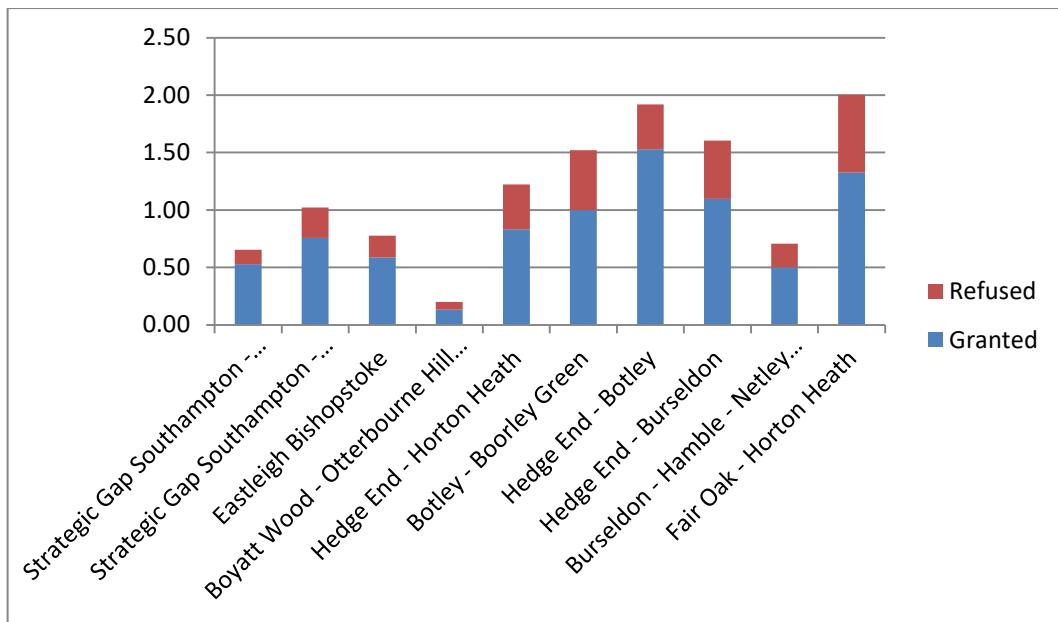


Figure 9: Applications per hectare in various parts of Gap

- 5.11 What this analysis of planning applications and decisions demonstrates is that settlements are at risk of coalescence and that if maintaining the separate identity and character of settlements is a priority then a strong Gap policy is needed to retain their separation. This conclusion is supported by a comparison of Eastleigh's settlement pattern with other areas in South Hampshire discussed below.

6.0 Comparison of size and distribution of Gaps in South Hampshire

- 6.1 The following is a comparison of the Local Authorities neighbouring Eastleigh Borough Council in terms of rural and urban percentages and population densities (figures obtained from 2015 HCC Small Area Population Forecasts).

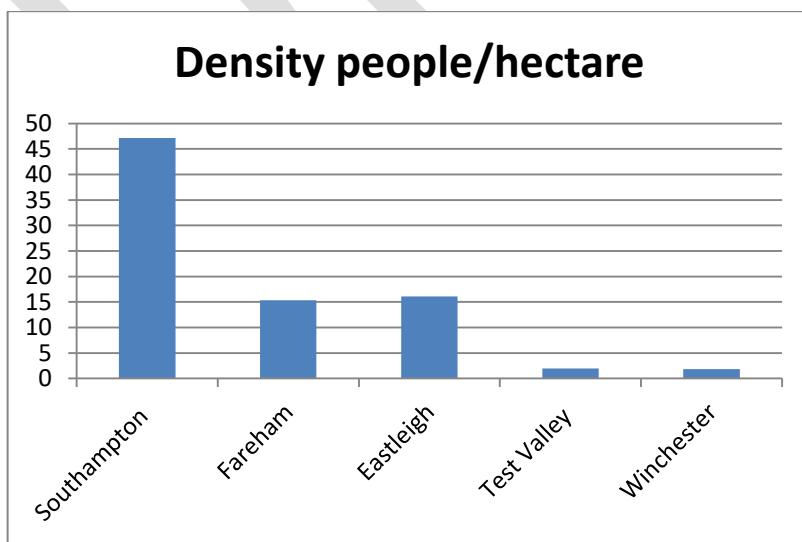


Figure 10: Comparison of Local Authority population densities

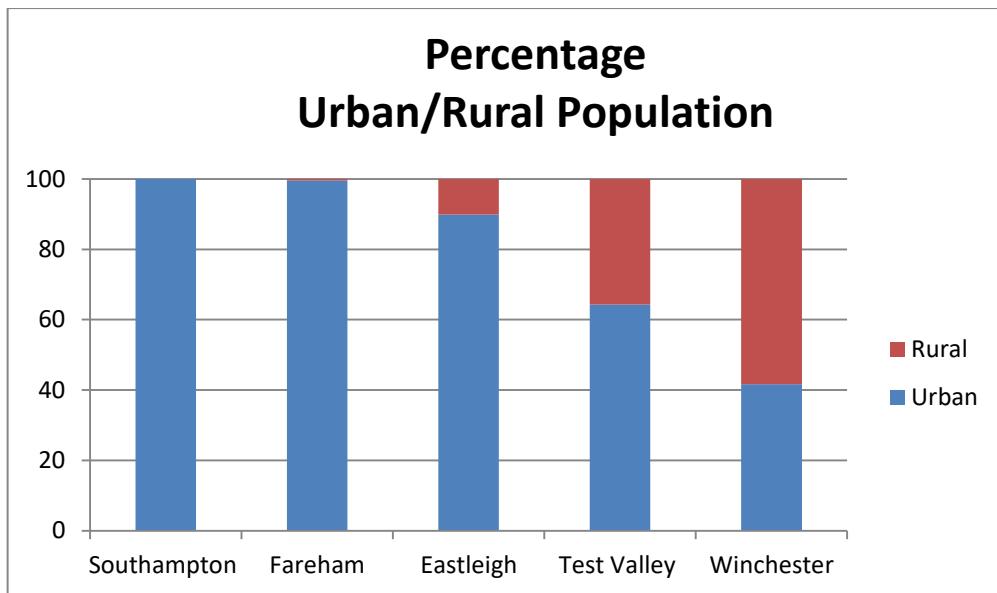


Figure 11: Percentage of population living in Urban/Rural areas

- 6.2 What these graphs illustrate is that the borough of Eastleigh is comparable with Fareham in terms of population density (Figure 10). However the proportion of people considered to be living in ‘rural’ areas is significantly greater in Eastleigh than in Fareham (see figure 12). This reflects the more distinct pattern of individual smaller settlements (less than 10,000 inhabitants) in Eastleigh compared with Fareham which is more of a conglomeration of larger settlements.
- 6.3 A comparison of the size and distribution of designated ‘Gaps’ in the area surrounding the Eastleigh borough was undertaken to identify if there was any relationship to settlement pattern described above.

Spatial Distribution of ‘Gaps’ in adjoining Local Authority areas.

- 6.4 The following map illustrates the size and distribution of Gaps in South Hampshire. In Southampton, which is predominantly urban, Gaps are limited to the edge of the boundary; small slivers of Gaps adjoin the boundary with the borough of Eastleigh. In Test Valley and Winchester, where a higher proportion of the area is ‘rural’ the designated Gaps are fewer and larger. There are Test Valley Gaps which adjoin the boundary with Eastleigh. Whilst they come close, no Gaps in the Winchester District adjoin the boundary with Eastleigh. No Gaps in Fareham adjoin the boundary with Eastleigh, though the River Hamble provides a strong physical separation for most of this boundary.
- 6.5 Overall it may be concluded that the relatively high number and intertwined distribution of gaps in Eastleigh compared with neighbouring authorities reflects the ‘tight’ settlement pattern within Eastleigh and the greater risk of settlement coalescence this creates.

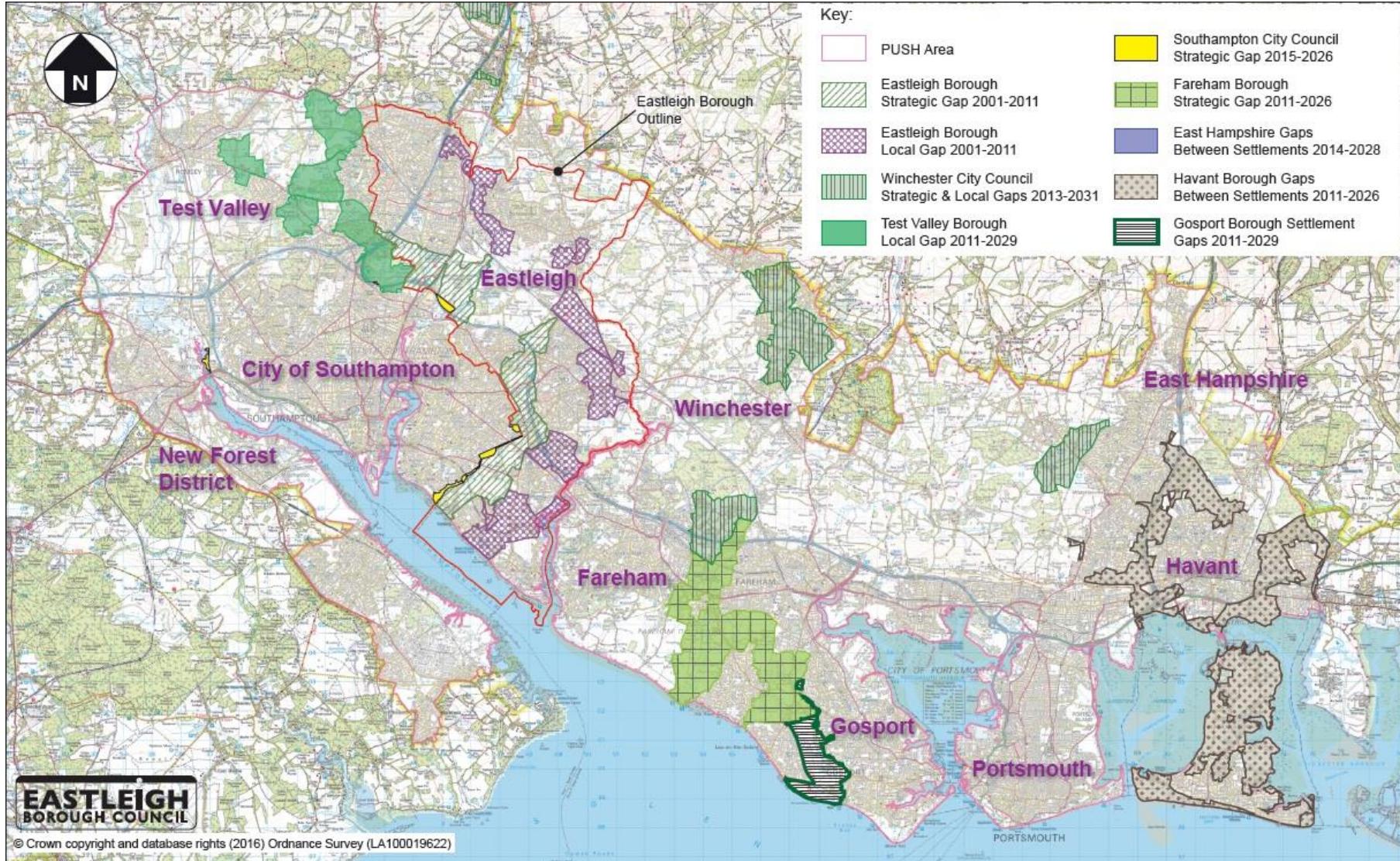


Figure 12. Spatial Distribution of 'Gaps' in South Hampshire

7.0 Public Feedback from Local Plan Reviews

7.1 The Regulation 18 Issues and Options document in December 2015 identified three key issues to be resolved regarding Gaps –

- 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.

7.2 Three options for the new Local Plan were considered –

1. Follow the principles described in the previous Local Plan
2. Combine gap policy with countryside policy to prevent development which would cause settlements to merge
3. Review gaps between all settlements in Eastleigh Borough to retain only the minimum land required to maintain their separate identity.

7.3 There was strong community support for the principle of maintaining gaps between settlements⁶.

⁶ Further details on the Council's website at
<http://meetings.eastleigh.gov.uk/iListDocuments.aspx?CId=254&MId=5623&Ver=4>

PHASE THREE:

Developing recommendations for a Policy Approach for the Eastleigh Local Plan Review 2011-2036

8.0 Consideration of Alternatives

- 8.1 Following on from the Issues and Options consultation the alternatives which have been considered as part of this review are:
- A. Retain two tiers of Gaps ie Strategic and Local (existing scenario)
 - B. Designate one tier of Gaps; (no distinction between Strategic and Local)
 - C. No designated Gaps but maintaining gaps between settlements would be emphasised through other policies such as countryside policy, design quality and spatial strategy. Some reliance would be placed on other designations such as nature conservation and open space designations to maintain gaps between settlements.
 - D. No designated gaps; allowing for some planned merging of settlements where it can be demonstrated it is appropriate. Emphasis may be given to ensuring distinctive 'neighbourhood identity' is achieved.
- 8.2 The appraisal of these alternative approaches has been made in terms of their relative merits for Development Management and compatibility with the settlement pattern and community aspirations in Eastleigh.
- 8.3 The four alternative policy options for gaps between settlements have been appraised as follows:

Option	Relative merits for DM Practice	Relative merits for Eastleigh context.
Two tier designation; Strategic and Local (as existing).	Defined boundaries provide greater certainty for applicants and DM officers of where settlement gap considerations should be given due weight. Having defined boundaries can also improve efficiency in terms of identifying relevant policies to apply. There is no evidence that a Strategic Gap was given any different consideration in the	Designations provide greater certainty that settlement gap considerations will be taken into account. Though this could be more 'perceived' certainty than 'actual'. A high proportion of Gap designations in land outside of defined settlement boundaries suits the Eastleigh context in terms of population density, tight settlement pattern, and community desire to maintain

	determination of planning applications than a local gap.	individual settlement character and identity.
Single tier designation; (no strategic or local distinction)	<p>Defined boundaries provide greater certainty for applicants and DM officers of where settlement gap considerations should be given due weight.</p> <p>Having defined boundaries can also improve efficiency in terms of identifying relevant policies to apply.</p> <p>Avoids any confusion as to whether a Strategic Gap should be given greater weight than a Local Gap.</p>	<p>Gap designations provide greater certainty that settlement gap considerations will be taken into account.</p> <p>A high proportion of Gap designations in land outside of defined settlement boundaries suits the Eastleigh context in terms of population density, tight settlement pattern, and community desire to maintain individual settlement character and identity.</p> <p>A single tier of Gap should cause less confusion when in practice little distinction was ever intended to be made between Strategic and Local Gaps. Having a designated Gap defined on a plan will assist in maintaining a coherent settlement pattern, character and identity, particularly if the Local Planning Authority is able to demonstrate a five year land supply.</p>
No settlement gap designation; rely on other policies to maintain gaps between settlements.	<p>Would reduce the number of policies in a Local Plan but not necessarily the detail or complexity of policies as they may be required to perform multiple functions.</p> <p>Reliance on nature conservation or open space designations to maintain settlement separation could prove limiting as land management and development</p>	<p>Could possibly result in a loss of coherent settlement pattern, character and identity as it relies on implementing and enforcing a multitude of policies and strategies.</p> <p>Communities would need convincing that gaps between settlements could effectively be maintained without a special purpose policy and defined boundaries.</p>

	<p>on these sites could effectively reduce the physical or visual separation between settlements and contribute to a loss of individual settlement character and identity.</p> <p>Would increase uncertainty for applicants and officers over the appropriate protection of settlement identity.</p>	
No Gap designation; provide for some merging of settlements where appropriate. May seek to encourage distinctive neighbourhoods to promote a sense of place and local character and identity.	<p>Would increase uncertainty for applicants and officers of when settlement gap considerations should be given due weight.</p> <p>Design issues which can be considered more subjective (not to every ones taste) would become more critical as applicants and officers would seek to achieve and maintain distinctive neighbourhoods.</p> <p>This would be very hard given that the majority of sites come forward from major housebuilders using standard house types.</p>	Is more likely to result in a loss of coherent settlement pattern, character and identity and thereby create concern and disharmony amongst residents. Faith in the planning system could be undermined through the lack of certainty and inconsistency.

Recommendation

- 8.4 Based on the analysis of relevant policy and appraisal of alternative options described above it is recommended that the Eastleigh Borough Local Plan 2011-2036 considers the designation a single tier of Gaps between main settlements. These Gaps should be consistent with sub regional advice set out in with the PUSH criteria for gaps as described in the 2012 South Hampshire Strategy – A framework to guide sustainable development and change to 2026 and Key Principle D - “Protecting and Enhancing Countryside Gaps” and Policy S1 “Strategic Countryside Gaps” of the 2016 PUSH Position Statement

9.0 Revisions to Gap Boundaries

- 9.1 To accord with the 4th criteria of PUSH Policy 15 of the South Hampshire Strategy 2012, any Gap shall include '*no more land than is necessary to prevent the*

coalescence of settlements'. The Landscape and Visual Appraisal of Existing Gaps in Eastleigh (Appendix 1) and the Assessment Matrices (Appendix 2) were used to identify areas that don't contribute to the physical or visual separation of settlements. These include areas which have been permitted for development (or with a resolution to permit). The following table lists recommended changes to the Adopted Local Plan Review (2001-2011) Gap boundaries.

- 9.2 In total these changes represent a 27 % reduction (equivalent to 665 hectares) in the area previously covered by a Gap designation. These are illustrated in Figure 14 and Figure 15 below. Two areas of minor additions are recommended, one being at the northern end of the Southampton Airport runway to better follow ground features (Map ID 3), the other to take account of the permitted development in Grange Park, Hedge End and the proximity to existing development on Moorgreen Road (Map ID 6).

Map ID	Recommended Boundary Changes to Adopted Local Plan Gaps	Comment
Southampton and Eastleigh		
1.	Exclude Approved Development land south of Chestnut Avenue, Eastleigh	Strategic development location E1 in the 2014 submitted Local Plan and need to take into account further urbanisation of land west of the M27.
2.	Exclude small areas south of South Street	Areas which are now associated with the South Street development
3.	Add and adjust small area at northern end of runway.	To better follow ground features
4.	Exclude strip of lane between Wide Lane and Airport	Does not contribute to the visual and physical separation of Southampton and Eastleigh
Southampton and Hedge End		
5.	Extend to include land between Bubb Lane and Burnetts Lane adjoining crematorium	To take account of the proximity of existing development on Moorgreen Road in West End to existing development in Grange Park, Hedge End

6.	Exclude Berrywood Business Village	Existing development on the road side off Bubb Lane accessed off Tollbar Way makes no contribution to the gap
7.	Exclude Ageas Bowl	The complex is now highly urbanised and makes no contribution to the gap, can use Telegraph Woodland boundary as an alternative edge
8.	Exclude Kings Community Church on Upper Northam Road	Large building makes no contribution to the gap
9.	Exclude small area north east of Moorgreen Hospital	Area forms part of a proposed redevelopment site
10.	Exclude areas at St Johns Road/Foord Road	Land has consent for housing development (location HE2 in the 2014 submitted Local Plan)
Southampton and Bursledon/ Netley		
11.	Exclude area west of Hamble Lane	This includes land for housing development opposite Jurd Way granted on appeal and associated sites north and south
12.	Exclude area at Abbey Fruit Farm, Grange Road Netley	Land with resolution to permit for housing and employment,(development site HO1 in the 2014 submitted Local Plan)
13.	Exclude pub and associated buildings on Grange Road	Existing development makes no contribution to gap
14.	Exclude existing houses south west of Grange Farm	Existing ribbon development off Grange Road adjoining Netley Abbey makes no contribution to gap
Eastleigh and Bishopstoke		
15.	Exclude Land associated with the former Mount hospital site	New development east of Church Road (location Bi1 in the 2014 submitted Local Plan)

16.	Exclude Breach Sling Copse and Stoke Common Copse	Not necessary to the function of the gap
35.	Exclude land south of Fair Oak Road, west of Oakgrove Road	This site has been granted outline planning permission
Boyatt Wood and Otterbourne Hill		
17.	Exclude land at Porchester Rise/Boyatt Lane and land now in allotment use	Development site with consent (location AL1 in the 2014 submitted Local Plan) the land now used for allotments is not necessary to the function of the gap
18.	Exclude strip of land between Boyatt Lane boundary north of Allbrook Way	Not necessary to the function of the gap
19.	Exclude undeveloped land between Allbrook Knoll and Portchester Rise	Not necessary to the function of the gap
20.	Exclude narrow strip of land between Allbrook Way and Knowle Hill	Not necessary to the function of the gap
Hedge End and Horton Heath		
21.	Exclude area between Horton Heath and Blind Lane	This is partly land with consent for development, taken to Blind Lane as a clear boundary (location W1 in the 2014 submitted Local Plan)
Hedge End and Botley		
22.	Exclude area of existing development west of Holmesland Lane	Existing development makes no contribution to gap
23.	Exclude development land north of Hedge End Railway Station and West of Woodhouse Lane	Site north of Hedge End Railway Station approved at appeal. Land west of Woodhouse Lane allocated in policy HE1 of submitted Local Plan.
24.	Exclude Land east of	Includes development granted at appeal,

	Precosa Road and Sovereign Drive	together with adjoining recreation ground and woodland which is not necessary to the function of the gap
25.	Exclude land east of Brook Lane	Land east of Brook Lane forms a clear boundary that is not necessary to the function of the gap (includes some conservation area)
Hedge End and Bursledon		
26.	Exclude Land east of Dodwell Lane and north of Pylands lane and other undeveloped land north of the M27	This includes land with consent for development (location BU3 in the 2014 submitted Local Plan) together with woodland and fields which are not necessary to the function of the gap, boundary to follow existing landscape features - field boundaries/woodlandstreams/rivers/roads
27.	Exclude land south of M27, north of Bridge Road	Land with consent for development (BU1 and BU2 in the submitted 2011-2029 Local Plan)
28.	Exclude land south of M27, north of Providence Hill	Land with consent for development rear of Orchard Lodge
Botley and Boorley Green		
29.	Exclude land east of Crow's Nest Lane, south of Maddoxford Lane	Land with consent for development at junction of Crow's Nest Lane and Maddoxford Lane
37.	Exclude land north east of Winchester Street	Allocated in policy BO2 of the submitted Local Plan
Bursledon and Hamble/ Netley		
30.	Exclude strip of land between Ingleside and Woolston Road	Not necessary to the function of the gap between the main settlements
31.	Exclude saltmarsh between Lincegrove Marsh and Land's End	Not necessary to the function of a gap, use railway line, river and creeks as boundaries

	Road	
Fair Oak and Horton Heath		
32.	Exclude land between White Tree Close and Knowle Lane	Part existing housing development , part Knowle Park, not necessary to the function of a gap
33.	Exclude land north of Fir Tree Lane	This forms part of the site with a resolution to permit west of Horton Heath (WE1 in the submitted 2011-2029 Local Plan)
Boyatt Wood and Allbrook		
34.	Exclude land east of Allbrook Way, north of Allbrook Hill	Not necessary to the function of the gap
Potential New Gap (Based on final decision on Strategic Growth Option)		
Note: This gap is only a suggestion at this stage. Allocation of this gap is dependent on the final decision of the Council regarding the preferred Strategic Growth Option.		
36.	Add gap between Crowdhill Copse and Upperbarn Copse	To prevent settlement coalescence between Fair Oak and potential new development

Figure 13. Proposed Changes to Existing Gaps in the North of the Borough

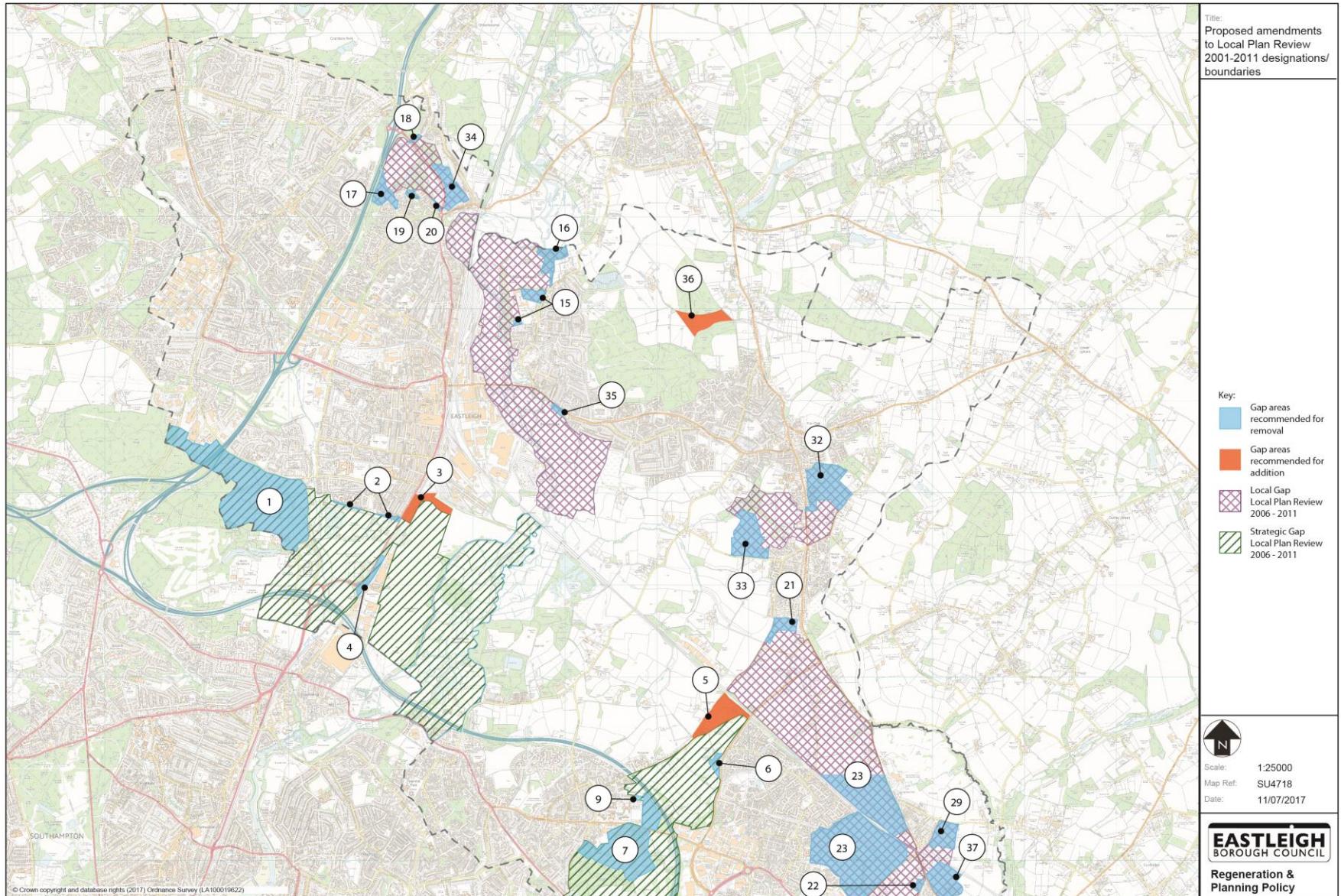
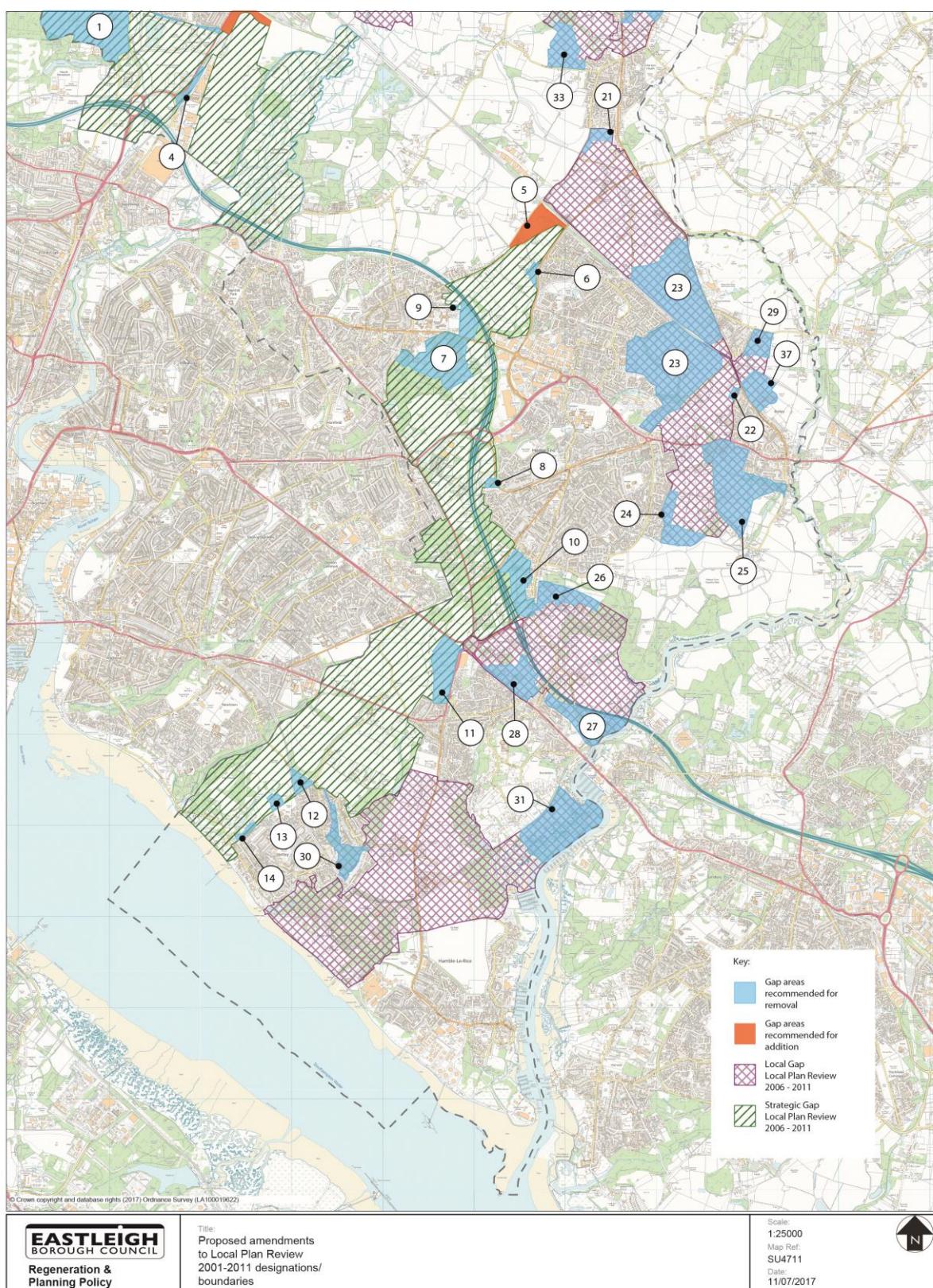


Figure 14. Proposed Changes to Existing Gaps in the South of the Borough



10.0 Gap policy wording:

Considerations

- 10.1 In recommending a suitable policy to accompany designated Gaps in the Eastleigh Borough consideration has been given to:
- PUSH gap criteria (c) that gaps should not preclude provision being made for development in the Borough
 - PUSH recommendation to strengthen the multifunctional capacity of Gaps
 - Inspectorate advice that the purpose of the policy should not be to prevent all development within a defined Gap.
- 10.2 In reviewing approaches adopted by neighbouring local authorities in the South Hampshire area (including the approach taken in the Adopted Eastleigh Local Plan 2001-2011 and the submitted Eastleigh Local Plan 2011-2029) consideration has also been given to:
- Having either a separate Gaps policy or combined with a general countryside policy (as in Policy S9 of the Submitted Eastleigh Local Plan Review 2011- 2029 in Appendix 4).
 - Avoiding confusion as to whether a Gaps policy should be read alongside countryside policies or instead of these.
 - Having either a list of activities that may be suitable within a Gap and/or general countryside, or a shorter policy that is more criteria based.
 - Having appropriate cross references to other policies in the plan to
 - a) recognise the importance of Gaps (maintaining settlement character and identity) in the spatial strategy (which sets out where new development has been provided through the Local Plan).
 - b) promote opportunities for improving the function of Gaps through appropriate references to general design quality and landscape improvement policies.
 - The need for boundaries and the description of Gaps to be inclusive to reflect areas of overlap and seamless transition between ‘areas’ which perform a gap function.
- 10.3 The policy approach recommended for the Eastleigh Local Plan 2011-2036 is outlined below. Reasons for these recommendations are also provided:

Settlement Gap Policy

- 10.4 As discussed in paragraph 8.4 of this review it is recommended that there is a single tier of Gaps with no reference as to whether they are 'Strategic' or 'Local'. It is recommended that the policy is referred to as a 'Settlement Gap Policy' which is separate from a countryside policy. This is considered to be preferable to combining it into a countryside policy as proposed in the submitted Eastleigh Local Plan 2011-2029 (refer to Appendix 4) for reasons of clarity and keeping policies concise.
- 10.5 It should be clear that the Settlement Gap Policy should be read alongside other policies relating to development outside of urban boundaries for example – any policies relating to agriculture, forestry, re-use of buildings, replacement dwellings, outdoor recreation and open space, public utilities, rural exception policies. It may also need to be read alongside a 'special area policy' such as established commercial or educational establishments within gaps (eg Southampton Airport). Proposals within Gaps will be required to demonstrate that they meet the criteria of the 'Settlement Gap Policy' (see below for recommended criteria). This clarification should help to avoid confusion and contradictions.
- 10.6 The description of individual settlement gaps should be inclusive to reflect areas of overlap and seamless transition between adjoining Gaps. This should follow the description in the 'Landscape and Visual Appraisal of Existing Gaps' in Appendix 1 as follows:

In order to maintain the separate identity of settlements and separation from Southampton, a Settlement Gap is defined between:

- Eastleigh and Southampton;
 - Eastleigh and Bishopstoke;
 - Boyatt Wood, Otterbourne Hill and Allbrook;
 - Bishopstoke, Fair Oak and Horton Heath;
 - Horton Heath, Boorley Green and Hedge End;
 - Botley and Boorley Green;
 - Hedge End 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.*

- 10.7 The extent of Settlement Gap should be defined on the Local Plan Proposals Map. However the boundaries of the individual areas (described above) should not be delineated, particularly where the Landscape Appraisal has identified the boundaries as 'seamless and overlapping'. This should avoid having to defend any suggestion that part of a gap is not relevant to the separation of specific named settlements. To assist with interpretation of the Settlement Gap Policy it may be helpful to include a 'Key Diagram' highlighting the settlements in the borough that the designated Gaps

should maintain a physical and visual separation between. Using a similar base to the following plan may be worthwhile considering.

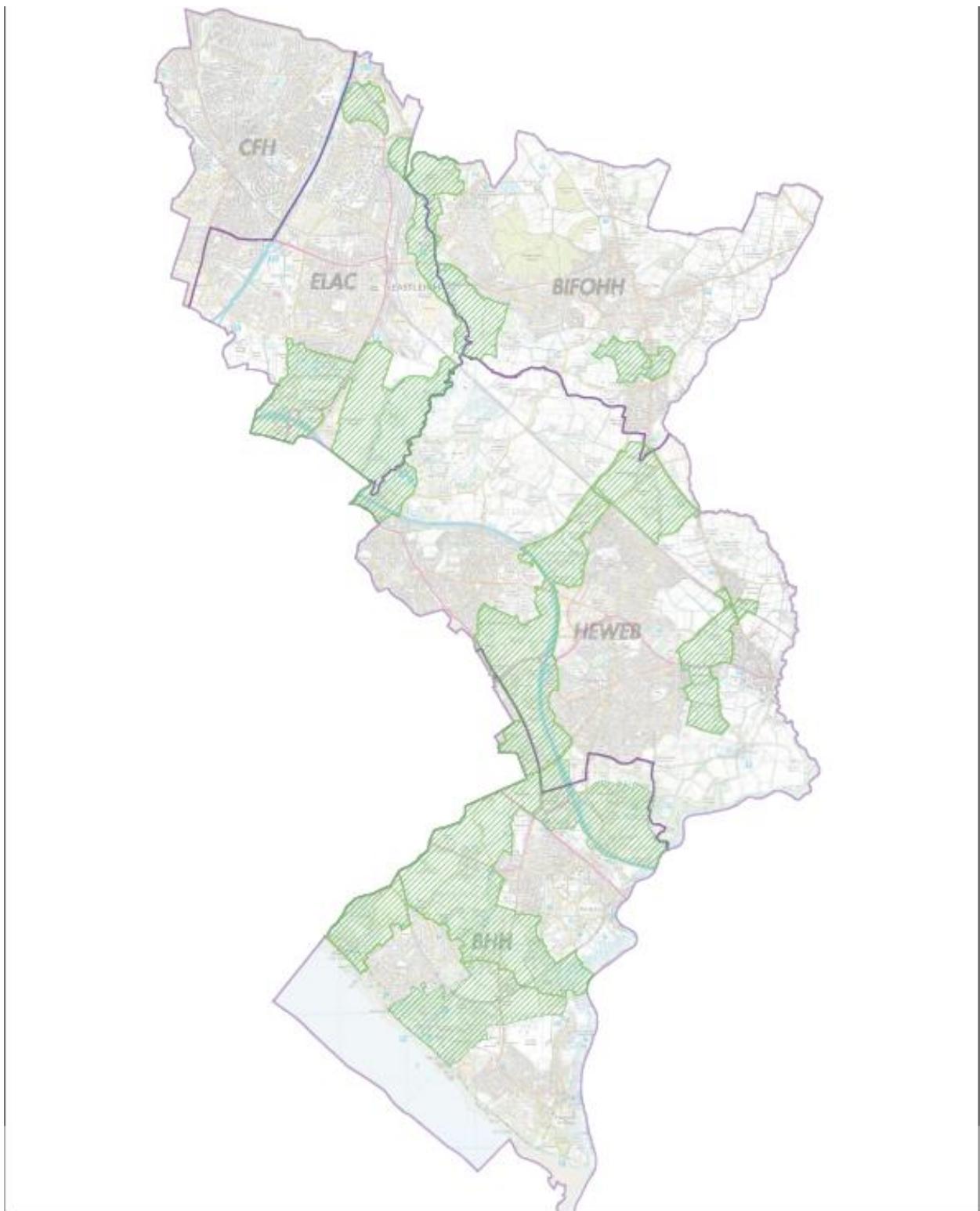


Figure 15 Baseline map for possible 'key diagram'

- 10.8 The 'Landscape and Visual Appraisal of Existing Gaps' (in Appendix 1) will be available as a background to the Settlement Gap Policy.

Criteria for a ‘Settlement Gap Policy’

- 10.9 A ‘Settlement Gap Policy’ should be concise and criteria based similar to that in the and recently adopted Test Valley Local Plan 2011- 2029 (policy E3) as follows;

Policy: Settlement Gap

Development within a Settlement Gap (see Maps) will be permitted provided that:

- a) *it would not diminish the physical extent of the gap and/or visual separation of settlements; and*
- b) *it would not individually or cumulatively with other existing or proposed development compromise the integrity of the gap.*

Proposals for development within gaps will also be assessed against other relevant policies but will be resisted where criteria (a) and (b) are not met. Consideration will be given to how the proposed siting, design, colours, materials and any storage of materials, lighting, boundary treatment, landscape features, landscape improvements and/or appropriate long term management arrangements serves to ensure the proposed development does meet these criteria.

- 10.10 ***Supporting text for a ‘Settlement Gap Policy’***

It is recommended that the supporting text for the policy refer to the important role that ‘physical and visual gaps’ between settlements play in helping to define the individual character of settlements and in shaping the settlement pattern of an area. It should acknowledge that areas within a Gap has an established land use pattern - particular to its physical and historic context described in the ‘Landscape Appraisal of Existing Gaps’ which should be available as a background document. It should state that any new development within a Gap should not physically and/or visually diminish the gap between settlements. Any new development including the intensification/redevelopment of existing activities within Gaps should seek opportunities for enhancing the function of the gap through appropriate land and facilities management eg storage of materials, lighting, colours, management of trees and hedgerows and other boundary features.

- 10.11 The multi-functionality of gaps in terms of open space and biodiversity value should be acknowledged and reference made to the Assessment of the ‘Green Value’ of Settlement Gaps (Appendix 5) which could assist in identifying opportunities for enhancement. Reference should be made to the Local Planning Authority’s desire to secure long-term beneficial management practices that will enhance the landscape and biodiversity of a Gap.

- 10.12 Given the pressure in the borough for ‘urban fringe’ activities it may be appropriate to indicate that temporary or ephemeral activities such as car-boot sales and festivals may be appropriate in Gap locations - particularly where it can be demonstrated that they are sustainable in terms of access and Public Transport. For established uses within a Gap it may also be worth requiring that any application is submitted with a long term site strategy to avoid incremental development eroding the quality of the Gap overtime for which mitigation is more difficult to secure.

- 10.13 Reference should be made to this Gap review, in particular that Gap boundaries have

been reviewed and consideration given to including no more land than is necessary to prevent coalescence and following physical boundaries. Also, that in preparing the spatial strategy consideration was given to the strong community priority to maintain distinctive settlement identities. Whilst edge of settlement may be seen to be sustainable locations for new development due to making efficient use of existing infrastructure - this has been weighed up against residents priorities and avoiding adverse effects of urban sprawl. It should also state that the purpose of the policy is not to prevent all development within a Gap and indicate that where the proposal is of a rural character or has a minimal impact on the purpose of the Gap, it may be permitted.

- 10.14 The importance of maintaining Gaps between settlements should be made in the introduction to the Plan and in reference to the spatial strategy for allocations within the Plan. This would provide greater recognition of the important role of designated Settlement Gaps but also to demonstrate consistency with PUSH criteria (c) for Gaps that 'the Gap boundaries should not preclude provision being made for the development' (as required by relevant assessments of need).

PHASE FOUR:

Further Revisions to Gap boundaries

11.0 Landscape and Visual Appraisal of 'Spatial Options'

11.1 The total amount of housing and employment the Local Plan 2011-2036 will provide for is still to be determined but it is likely to include between 6000 and 10,000 homes in addition to what has already been allocated or has planning approval (or resolution to permit). Eight spatial options for new development have been presented for public consultation in The Eastleigh Borough Local Plan 2011-2036 Issues and Options document (December 2015), consisting of;

- | | |
|----------|--|
| Option A | Extensions to settlements (5000 homes plus 16,000m ² employment) |
| Option B | Expansion of Fair Oak and Bishopstoke to the north/north-east with related development in Allbrook village (3700 homes plus 29,000m ² employment) |
| Option C | Expansion of Fair Oak to the east and north (2500 homes) |
| Option D | Expansion of Bishopstoke to the south and Horton Heath to the west (2300 homes plus 16,000m ² employment) |
| Option E | Extension of West End to the north of the M27 (2250 homes plus 10,000m ² employment) |
| Option F | Extending Hedge End to the north-east and Botley to the north (1300 homes plus 6,000m ² employment) |
| Option G | Hamble Airfield (600 homes plus 10,000m ² employment) |
| Option H | Redevelopment of Eastleigh River Side for employment uses (200 homes plus 40,000m ² employment) |

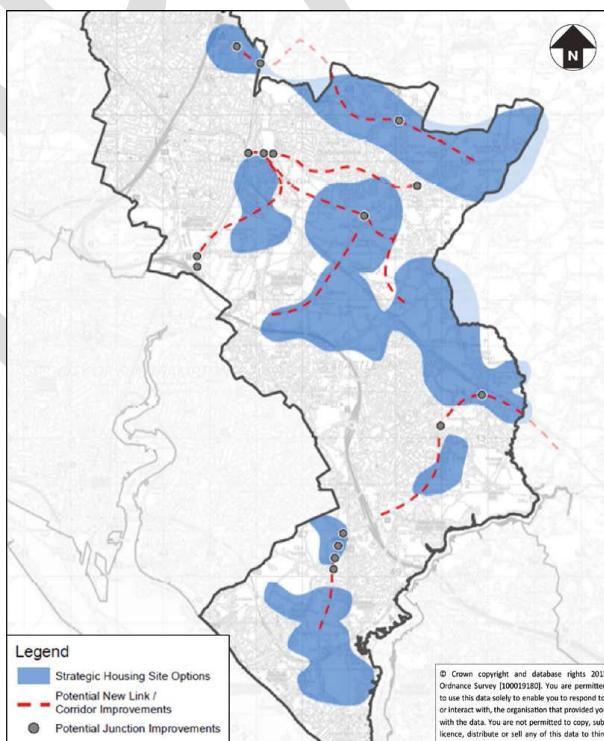


Figure 17. Strategic Housing Site Options. December 2015

- 11.2 An assessment of how these different options may affect existing settlement gaps and settlement patterns has been carried out and forms part of the Sustainability Appraisal Report accompanying the Eastleigh Issues and Options Document (Tables 6.4-6.10). The constituent parts for each spatial option were assessed. This assessment has been further developed and used to identify areas where new gaps may be appropriate for each Spatial Option. Summaries of these Assessments are provided in Appendix 6.
- 11.3 As highlighted in the assessments new gap designations may be appropriate should the preferred option include Spatial Option A, B, C, D or F. An extension of the existing gap at Hedge End may also be appropriate should the preferred option include Spatial Option E.
- 11.4 As part of the consideration of spatial options it may be appropriate in some locations to consider urban extensions which might in part lead to settlements merging, particularly where strong arguments can be made that locating near to existing settlements can make more efficient use of existing infrastructure and capacities in networks. This will need to be balanced against the Landscape and Visual Appraisal of Existing Gaps (Appendix 1) which has demonstrated that all of the gaps between settlements contribute to the physical and visual separation of settlements and hence the identity and character of individual settlements which is prized by residents and elected members. A review of the eight spatial options also demonstrates that these could be accommodated whilst maintaining a physical and visual separation between settlements albeit some extensions or new gaps may have to be considered.

Appendix 1: Landscape and Visual Appraisal of Existing Gaps

Note, numbers in brackets refer to the areas shown on the map on page 17 of the Review.

As with table under para 9.2 there needs to be a consistent approach to how sites that are allocations, have permissions or have resolutions to permit, are referred to, e.g. HCC sites are referred to in various ways in this Appendix.

(1) Boyatt Wood-Otterbourne Hill and Allbrook

- Landscape and Urban Character-Key features
 - Broom Hill Farmland and Woodland (EBC landscape character area No 1⁷)
 - Ridgetop character
 - Pasture divided by dense hedges and trees
 - Partly abandoned flooded claypits
 - ELAC 1,2,3,4,30,31,32 and Chandler's Ford Urban Character Areas (EBC)
 - Late 1980's cul de sac and loop development of Boyatt Wood ,Older predominantly ribbon development of Allbrook, Pitmoor Road and Otterbourne Hill,
- Pressures
 - Development proposals on either side of the Allbrook Link Road
 - Development pressure on the remaining countryside
 - De facto access and recreation (mainly to the area associated with the flooded claypits)
- Development changes since last adopted plan
 - Housing development agreed on Boyatt Lane
- Intervisibility, Severance, Urban Form
 - Elevated land to the east of the brickworks offers long views across the Itchen valley and some views of open land east of Allbrook Way, with reciprocal views from the land to the north west of Allbrook.
 - The lower part of Allbrook is connected to Otterbourne Hill by Pitmore Road with no break at all between the two places.
 - The existing roundabout at the south end of Allbrook Lane effectively lies between the two settlements of Allbrook and Boyatt Wood at which point there is little perceptible gap between the two areas.
 - The Allbrook Way in cutting at the lower end effectively severs the area physically and reinforces the separation of urban form on each side, with Boyatt Lane (now downgraded to bridleway status) running under Allbrook Way at the northern end maintaining an historical connection between the land at Boyatt Wood and Otterbourne Hill (partly in Winchester District)

⁷ Landscape Character Assessment for Eastleigh Borough Published 2011 and Urban Character Area Appraisals (within the borough) SPD, adopted 2008

- The separate identity of settlements on either side of Allbrook Way is further reinforced by the woodland belt to the rear of houses on Pitmore Lane
 - The settlements of Chandler's Ford (characterised in this area by school and hospital institutional development) and Otterbourne Hill/Allbrook are separated by the M3 corridor and linked by the road connecting Allbrook Way with Winchester Road north of junction 12
- Other considerations
 - Flooded claypits, SINC on part of site
 - Separation of Chandler's Ford from Otterbourne Hill/Allbrook
 - Views from right of way (n-s on the western side of Allbrook Way)
 - Areas not contributing to the gap include a small area of woodland north of Boyatt Lane east of Allbrook Way(19), allotments west of Boyatt Lane and the new housing site east of Boyatt Lane(18) and the open space south of the SINC site between existing housing at the northern edge of Boyatt Wood (20).
 - Other minor adjustments are suggested to follow existing landscape features at Knowle Hill (21)
- Conclusions
 - The potential for coalescence between the settlements of Boyatt Wood and Allbrook/Otterbourne Hill appears to be concentrated in particular at the north end of Allbrook Way, where the perception of leaving one settlement before entering another is evident from Boyatt Lane bridleway and at the southern end of Allbrook Way where the two areas run into one another on each side of the existing roundabout
 - The intervisibility of the settlements is also a consideration, in particular from the land east of the former brickworks and from land close to the allotments north west of Allbrook.
 - The areas identified which do not contribute to the function of the gap should be removed from the designation.

(2) Eastleigh - Southampton

- Landscape and Urban Character-Key features
 - Southampton Airport (EBC landscape character area No 4)
 - Itchen Valley Sports Pitches (EBC landscape character area No 5)
 - North Stoneham Park (small part of EBC landscape character area No6)
 - Mainly flat, tree belts and stream corridor
 - Prominent airport structures, roads including M27 and Junction 5, distinctive residential urban edge, sports pitches, enclosed former Stoneham Rectory
 - Partly abandoned flooded claypits
 - ELAC 15 and New area north of Lakeside Country Park: Urban Character Areas (EBC)23, 22,21,15 are largely separated from the gap by recent 21st Century development up to 3 storeys in height overlooking the Lakeside Country Park
- Pressures
 - Development pressure on land on the Southampton Road/Wide Lane corridor
 - Land allocations for development adjoining the M3 (including the relocated Eastleigh household waste recycling centre), Land at North Stoneham (for residential use and a local centre)
 - Land allocations for employment development north of the airport.
 - Intensification of ancillary facilities for sports ground uses including more changing facilities, parking, lighting and spectator stands.
 - Road infrastructure development.
 - Overall loss of trees and significant vegetation.
- Development changes since last adopted plan
 - Consent granted for strategic development of housing, school, district centre south of Chestnut Avenue
 - Consent granted for household waste recycling centre north west of M27
 - Completion of development south of South Street
- Intervisibility, Severance, Urban Form
 - Middle distance views are had from the elevated section of the M27 of Southampton and the sports pitches with associated ancillary structures and buildings around the airport including the Parkway Station car park. Views across the airfield towards the Itchen Valley are also evident.
 - Overall, the M27 serves to reinforce the severance between development in the borough of Eastleigh and that in Southampton, with a comparatively

small area of open land in the airport north of the M27 lying within the SCC administrative area and a similar amount of recreational land south of the M27 within the borough of Eastleigh.

- The existing residential urban edge is evident from Southampton Road and Wide Lane, comprising the older Victorian/Edwardian frontages and the new 3 storey ‘urban wall’ overlooking Lakeside.
- Because the existing airport buildings penetrate the gap northwards from Southampton, at close quarters there is little perceived break in development on the eastern side of Southampton Road /Wide Lane
- Travelling between the settlements east of Monks Brook the predominantly undeveloped playing fields and Lakeside Country Park dominate at close quarters, including the land south of Chestnut Avenue which has permission for residential development and a local centre.
- The undeveloped small areas within the borough boundary on either side of the M3 travelling north or south may be glimpsed from the motorway but the main area of undeveloped land which contributes to the gap between Eastleigh and Southampton at this point comprises woodland outside the southern edge of the borough in Test Valley.

- Other considerations

- SINCs and historic parkland at North Stoneham
- Green infrastructure at Lakeside Country Park providing informal recreation at a local and wider level
- Existing rights of way and potential to create new links
- Sensitive conservation issues in the Itchen valley including the SAC adjoining the airport
- Areas not contributing to the gap include land north west of the M3 being developed for a household waste recycling centre and land with consent for strategic development south of Chestnut Avenue (1)
- The small residual areas in the existing gap north west of the M3 do not make a viable contribution to the gap on their own (1)
- The completed development at South Street overlaps with the existing gap designation in places (2)
- The strip of land in the gap between Wide Lane and the airport boundary is extensively developed with decked and surface parking (5)
- Land in the edge of the gap north of the airport buildings and the runway does not always follow clear ground features (3)
- The large area of undeveloped land in the Itchen Valley east of the airport (4) makes no direct contribution to the function of a gap between Southampton and Eastleigh

- Conclusions

- The perceived gap between Eastleigh and Southampton is in danger of being gradually eroded in a number of locations, in particular on the Southampton Road/Wide Lane corridor on the eastern side where there is a gap of only around 300m between the existing urban edge on the west side of Southampton Road and airport related development on the opposite side
- The allocation of large scale development west of Stoneham Lane /south of Chestnut Avenue brings into question the value of any residual gap designation in this area, particularly as the danger of coalescence between the settlements here appears to be less significant than it is in the rest of the area
- Overall the pressure in this area for intensification of recreational uses and road infrastructure improvements should be balanced by ensuring that lost mature vegetation is replaced and new green infrastructure provided
- This gap has value in continuing to provide accessible high quality multi use recreational facilities in addition to its primary function in preventing the coalescence of settlements.
- The areas identified which do not contribute to the function of the gap should be removed from the designation.
- Minor adjustments should be made to pick up recognizable ground features where possible to rationalise the edges of the gap.

(3) Eastleigh and Bishopstoke

- Landscape and Urban Character-Key features
 - Upper Itchen Valley (EBC landscape character area No 2)
 - Flat floodplain contrasting with partially wooded steeper valley sides
 - Wooded valley sides partly concealing development
 - Natural and artificial water courses
 - Pasture and sports fields separating Eastleigh from Bishopstoke
 - The urban edge of Eastleigh characterised here by railway sidings and industrial buildings north of Bishopstoke Road, with more industrial sheds and the Chickenhall sewage works to the south.
 - The edge of Bishopstoke comprises a variety of residential character areas including the conservation area and BIFOHH areas 1,5,8,9,12,31,32,33,34 representing the Victorian core area of the settlement right through to the 21st Century.
 - The most recent development is based around the grounds of the former Mount Hospital site, on the western edge of the settlement.

- The Bishopstoke Road forms the apparent edge of the countryside to the south travelling east until sporadic development begins at the River Inn on the south side of this road.
- Pressures
 - Development pressure on the western side of Bishopstoke which might expose the urban edge as seen from across the valley.
 - New development on the eastern edge of Eastleigh which is of such a scale that it is detrimental to the predominantly open character of the gap.
 - Intensification of ancillary facilities for sports ground uses including more changing facilities, parking, lighting and spectator stands.
 - Intensification of other ancillary buildings within gap.
 - Development of remaining open land adjoining the Bishopstoke Road/Fair Oak Road corridor.
 - Expansion of the existing road infrastructure
 - Loss of trees and hedges
- Development changes since last adopted plan
 - Development associated with the former Mount Hospital site
- Intervisibility, Severance, Urban Form
 - Long views across the Itchen Valley in both directions between the higher ground in Bishopstoke and Allbrook are limited by mature tree cover.
 - The close proximity of the industrial edge of Eastleigh is apparent from footpaths in the river valley on both sides of the Bishopstoke Road
 - Ancillary buildings, lighting and other structures associated with the playing fields to the north and the former Coniger Nursery site to the south of the Bishopstoke Road are very apparent in the landscape.
 - Overall, the undeveloped Itchen Valley serves to reinforce the separation of the two settlements, although the gap narrows to about 250m along the main road between the buildings at the Chickenhall Lane roundabout and the first houses in Bishopstoke.
- Other considerations
 - Existing rights of way and potential to create new links.
 - Sensitive conservation issues in the Itchen valley including the SAC status of the watercourses and associated land.
 - Areas not contributing to the gap includes land associated with the development of the former Mount Hospital site (16)and land at Breach Sling Copse and Stoke Common Copse (17)
- Conclusions

- The narrow perceived gap between Eastleigh and Bishopstoke from the main road is particularly vulnerable to urban pressures, in particular to maximise the recreational value of the area to serve a growing population.
- Overall the pressure in this area for intensification of recreational uses and road infrastructure improvements should be balanced by strictly controlling the demand for more buildings, lighting and parking and lost mature vegetation should be replaced and new green infrastructure provided.
- This gap has value in continuing to provide accessible high quality multi use recreational facilities and legitimate access to the valley alongside the protection of biodiversity in addition to its primary function in preventing the coalescence of settlements.
- Development on either side of the gap should be sensitively designed and located to avoid increasing intervisibility between the settlements.
- The areas identified which do not contribute to the function of the gap should be removed from the designation.
- The southern end of the gap should be aligned with the railway embankment which forms a clearly defined ground feature

(4) Bishopstoke, Fair Oak and Horton Heath

- Landscape and Urban Character-Key features
 - Knowle Hill Farmland and Woodland (small part of EBC landscape character area No 8);
 - Enclosed undulating valley landform and ridge
 - Varied pattern of field sizes and management
 - Clusters of buildings and small fields along lanes
 - Views across valley to wooded horizons north and east
 - Urban influence on western edge
 - Horton Heath Undulating Farmland (EBC landscape character area No9);
 - Undulating landform with low ridges
 - Medium sized fields with treed hedges and copse
 - Intrusive urban development evident in places
 - Mainly agricultural and recreational uses at edge of development
 - The edges of Bishopstoke and Fair Oak comprise a variety of residential character areas ; BIFOHH areas 21 and 24 representing the inter-war and post war areas of the settlements, the core older areas being enclosed by more recent character areas 39,40,43,47and 51.

- The settlement of Horton Heath appears to comprise mainly post war development, with the BIFFOHH areas 25, 53, 54 and 48 adjoining small parts of the gap.
- Pressures
 - Pressure for development north of Fir Tree Lane and north west of Allington Lane
 - Pressure for new development south of Bishopstoke
 - Pressure for new development north of Stoke Park Woods and Upperbarn Copse
 - Pressure for new development East of Fair Oak off Mortimers Lane
 - Intensification of other ancillary built development within gap.
 - Loss of trees and hedges.
- Development changes since last adopted plan
 - Development at Whitetree Farm, with associated parkland and proposed parish offices
 - Application F/15/77500 for 67 dwellings on land to the west of Hammerley Farm got a resolution to grant from BIFOH LAC on 22.6.16
 - Resolution to permit strategic development West of Horton Heath
- Intervisibility, Severance, Urban Form
 - On the northern side of Fair Oak Road the settlements of Bishopstoke and Fair Oak run into one another without a break, on the southern side of the road late 20th Century development is set back from the road, with some public open space and a large private paddock bounded by high hedges between the edge of the development and Allington Lane.
 - This area can also be appreciated from the public right of way running from Allington Lane towards Fair Oak.
 - Any separation between these settlements is clearly limited to the area south of Fair Oak Road and the edge of each settlement can be quite clearly seen from a number of local vantage points on Fair Oak Road, Sandy Lane and Blackberry Drive. At the narrowest there is a gap of only about 200m between the edge of the development at Damson Crescent and Dean Road.
 - The settlement of Fair Oak narrows at its southernmost end, concentrated in a linear form on the western side of the Botley Road, although there are a few individual houses in large plots and the Lapstone public house on the eastern side of the road.
 - At present development in Fair Oak on the eastern side of the Botley Road nominally finishes at White Tree Farm.

- At the narrowest point the settlements of Fair Oak and Horton Heath are separated by a gap of only about 200m and clearly intervisible.
- East of Botley Road and the existing houses the Knowle Park open space defines the edge of the settlement pattern.
- The public open space between the two settlements continues on the opposite side of Botley Road and includes the community orchard, the Lapstone playing fields and playing fields used by the schools campus.
- Allocation of development to the west of Horton Heath will reduce the perceived separation of Fair Oak and Horton Heath from both settlements and the rights of way between the two.
- Allocation of land for new Parish Council offices and associated housing on the site of White Tree Farm may reduce the perception of separation between Fair Oak and Horton Heath.
- The roofs of buildings in both settlements are visible from the network of footpaths running within the gap.
- Further large scale development south of Bishopstoke would undermine separation between the proposed development west of Horton Heath and the edge of Bishopstoke
- Further large scale development north of Stoke park Wood and Upperbarn Copse could undermine separation between Bishopstoke, Fair Oak/Crowdhill and the southern edge of Colden Common
- Further large scale development East of Fair Oak off Mortimers Lane could undermine the separation between Fair Oak and Lower Upham

- Other considerations

- Existing rights of way and potential to create new links.
- Sensitive conservation issues associated with wetland.
- The developed land at Whitetree Farm no longer contributes to the gap and the associated new park at Knowle Hill is not actually required to contribute to the separation of settlements (32)
- Land with resolution to permit for development west of Horton Heath will no longer contribute to the function of the gap (33)

- Conclusions

- Detailed development proposals for land west of Horton Heath should seek to reduce the perception of development from within the gap as far as possible and help to clearly define the urban edge of Horton Heath.
- Development proposals around the White Tree Farm area should secure a firm new urban edge adjoining public open space.

- The areas identified which do not contribute to the function of the gap should be removed from the designation.

(5) Horton Heath, Boorley Green and Hedge End

- Landscape and Urban Character-Key features
 - Horton Heath Undulating Farmland (EBC landscape character areas No9 and 9B)
 - Undulating landform with low ridges
 - Medium sized fields with treed hedges and copses
 - Intrusive urban development evident in places
 - Mainly agricultural uses at edge of development
 - The edges of Horton Heath comprise a variety of residential character areas; BIFOHH areas 26 representing the inter-war and post war development, with area 27 of Victorian and Edwardian origins extending south from Horton Heath, merging into larger individual plots in area 30 and more recent development adjoining Burnetts Lane in character area 29. Character areas 40, 41 and 45 comprising Victorian to present day development in Boorley Green east of Winchester Road. More recent development from the 80s and 90s in character area 64 adjoins the railway on the north eastern edge of the former Hedge End Growth area.
- Pressures
 - Further pressure for development between Winchester Road and the north eastern edge of Hedge End which would greatly reduce the perceived separation between the 3 settlements and in particular Boorley Green and Hedge End.
 - Proposals to construct a new link from development west of Horton Heath to Winchester Road across undeveloped countryside, and associated road improvements.
 - Development proposals to extend a small part of the development west of Horton Heath east, across Burnetts Lane.
 - Proposals to construct the Botley Bypass from Woodhouse Lane, north east across the Hamble valley.
 - Loss of trees and hedges, particularly in Character area 9B which has a parkland character between Winchester Road and the railway track.
- Development changes since last adopted plan
 - Resolution to permit strategic development west of Horton Heath which extends south from Horton Heath into the gap

- Consent for development of land north east of Boorley Green (not in the gap)
- Intervisibility, Severance, Urban Form
 - Visibility from the existing edge of Horton Heath towards Hedge End and Boorley Green is limited by topography and established vegetation.
 - The proposed extension of Horton Heath to the south will reduce its physical separation from the northern corner of Hedge End.
 - Proposals to improve pedestrian links parallel to the railway may also reduce the perceived separation of the proposed development west of Horton heath and the northern corner of Hedge End.
 - The distance (over 1Km) between Horton Heath and the proposed extension of Boorley Green, the intervening established vegetation and the topography all contribute to clearly perceived separation between these settlements.
 - Roofs in Boorley Green and the most easterly edge of Hedge End can be seen from Winchester Road and the footpath between the two settlements in the winter months when the screening effect of vegetation is reduced.
 - The railway track (in cutting) with its associated vegetation, with the buildings set back behind a linear open space corridor all define the north eastern edge of Hedge End.
 - The local topography contributes to the enclosure of the existing Boorley Green settlement where it adjoins the railway close to Crows Nest Lane.
 - The perception of a gap between Boorley Green and Hedge End is likely to be reduced when the proposed Boorley Green extension and development at Woodhouse Lane is built.
 - At the narrowest point the existing settlement of Boorley Green and the proposed development at Woodhouse Lane are under 300m apart, with some existing sporadic development in the countryside between the two areas.
 - As proposed the built element of the Woodhouse Lane development would be drawn back from Winchester Road to maintain the existing minimum separation distance between the two settlements?
- Other considerations
 - Seamless links/overlap with the gaps between Boorley Green and Botley and the gap between Hedge End and Botley.
 - Development south of Horton Heath will no longer contribute to the gap (22)
 - Although not in the gap, consent for development north of Boorley Green will bring the settlements of Horton Heath and Boorley Green closer

together and increase the value of the existing gap in separating Hedge End and Boorley Green

- Conclusions

- Although the whole of the undeveloped area between Horton Heath, Hedge End and Boorley Green is vulnerable to erosion by development, the most sensitive area appears to be the land between the proposals for development off Woodhouse Lane and Boorley Green where the gap between settlements is at its narrowest.
- Detailed proposals for development off Woodhouse Lane should strictly limit ancillary facilities on the open land on the eastern corner of the site which could urbanise its undeveloped character.
- Detailed new road proposals should include a corridor wide enough to establish substantial new planting to mitigate its impact.
- The areas identified which do not contribute to the function of the gap should be removed from the designation.

(6) Botley and Boorley Green Gap

- Landscape and Urban Character-Key features

- Horton Heath Undulating Farmland, EBC landscape character areas No9.
- Undulating landform with low ridges
- Medium sized fields with treed hedges and copses
- Intrusive urban development evident in places
- Mainly agricultural uses at edge of development
- The edges of Boorley Green adjoining the undeveloped countryside comprise the urban character areas HEWEB 44, Victorian to present day development and HEWEB 78 comprising development built between the 1980s and the present. The other character areas in Botley are separated from the undeveloped countryside between the two settlements by development proposals between Winchester Street and the railway track.

- Pressures

- Scattered urbanising development in the countryside.
- Further pressure for development between Maddoxford Lane and the railway corridor which would leave no physical gap between the two settlements apart from the railway corridor.
- Proposals to construct the Botley Bypass from Woodhouse Lane, north east across the Hamble valley and in particular through the narrowest area of undeveloped land between the junction of Winchester Street with the access to Uplands Nursery.

- Loss of trees and hedges.
- Development changes since last adopted plan
 - Consent for development at Boorley Green (not in the gap)
- Intervisibility, Severance, Urban Form
 - Visibility towards the existing edge of Botley from the edge of Boorley Green from Crows Nest Lane on the northern side of the railway track is limited by the existing topography and vegetation.
 - At present the development within the urban edge at Botley is concentrated on the south-western side of Winchester Street, which helps to emphasize the undeveloped character of the land on the opposite side of the road when travelling between the Woodhouse Lane junction and the northern end of the ribbon development at 110 Winchester Road.
 - The existing railway embankment and the associated vegetation also contribute to the separation of the two settlements.
 - There are views across the railway embankment in places through gaps in the tree belt on Winchester Road looking north east.
 - The existing scattered development in the countryside off Crows Nest Lane and at the confluence of the railway corridor with the Winchester Road /B3354 already diminishes the perception of open, undeveloped countryside between the settlements.
 - Development of land on the northern edge of Botley and at Boorley Green will reduce the perception of leaving one settlement before entering another as perceived from Crows Nest Lane and the footpath running north –south between the two areas.
 - The perceived gap between the two settlements will also be reduced as seen from Winchester Street when development takes place in and around the Uplands Nursery site on the north eastern side of Winchester Street.
 - Development of the land north of Botley will be also be visible from the railway and development of this area will also reduce the perception of a gap between the two settlements as seen from the rail corridor.
- Other considerations
 - Seamless links/overlap with the gap between Horton Heath, Hedge End and Boorley Green and also the gap between Botley and Hedge End
 - If development happens between Botley and the railway consideration should be given to gap designation between the railway and Maddoxford Lane

- If development happens between Winchester Street and the railway then this will need to be omitted from the gap
- Conclusions
 - Although the whole of the countryside between Horton Heath, Hedge End and Boorley Green is vulnerable to erosion by development, the most sensitive area appears to be the land between the proposals for development on Woodhouse Lane (HE1), the southern tip of the existing development at Boorley Green and the north western end of Botley, together with the adjoining proposals on the north eastern side of Winchester Street, where all the development described is separated by a gap of only 100-200m.
 - It is not really possible to separate the gap between Boorley Green and Botley from the gap between Botley and Hedge End.
 - Detailed new road proposals should include a corridor wide enough to establish substantial new planting to mitigate its impact.
 - In the narrowest part of the countryside area between the existing and proposed development it would be beneficial to identify and encourage countryside uses which will be viable and sustainable in the long term.
 - The areas identified which do not contribute to the function of the gap should be removed from the designation.

(7) Hedge End and Botley

- Landscape and Urban Character-Key features
 - EBC landscape character area No9 Horton Heath Undulating Farmland; Undulating landform with low ridges
 - Medium sized fields with treed hedges and copses
 - Intrusive urban development evident in places
 - Mainly agricultural uses at edge of development
 - Area 12 Farmland and Woodland;
 - Gently undulating landform
 - Arable in large fields (to the southern part of the area)
 - Large area of ancient woodland and steeply undulating edge (mainly south of the gap between settlements, the wooded areas in the gap being slightly smaller)
 - Smallholdings around Botley village

- Some fragmentation of fields into pony paddocks and disused land between Botley and Hedge End
 - The edges of Botley adjoining the undeveloped countryside comprise the urban character areas HEWEB 46, Victorian to post war dwellings.47, 60s to 70s development. 79, 70s and later dwellings and the properties on the High Street within the conservation area backing onto the countryside.
 - Community buildings, school development, a commercial garage and post war development at Cobbett Way extend into the countryside west from the playing fields south of the A334.
 - The edge of the Hedge End settlement (actually partly within Botley Parish), south of Woodhouse Lane comprises residential character areas 39, Pre-Victorian to present linear low density development (extending east into the countryside). 77, 70s-80s culs de sac development.75, 70s culs de sac development
 - The proposed development (HE1) off Woodhouse Lane is located between the existing development at Hedge End south west of the railway.
 - Linear low density dwellings are also located in the countryside between Botley and Hedge End on Brook Lane.
- Pressures
 - Proposals to construct the Botley Bypass from Woodhouse Lane, north east across the Hamble valley and in particular through the land between the proposed new development at Hedge End (HE2) And Botley (BO2)
 - Loss of trees and hedges
 - Intensification of existing development on the Broad Oak /A334 between Hedge End and Botley
 - Development pressures between Holmesland Lane and Woodhouse Lane
 - Development pressures to extend the eastern edge of Hedge End
- Development changes since last adopted plan
 - Development granted at appeal at land east of Sovereign Drive
- Intervisibility, Severance, Urban Form
 - From Broad Oak/A334 connecting Botley with Hedge End the extent of the gap between the 2 settlements is unclear because of the linear development on the southern side of the road and the sporadic development on the northern side. The perception of leaving one settlement before entering another relies more on the apparent change in character experienced between the two settlements as on the lack of development.
 - The gap between settlements is very fragile as experienced from Broad Oak/A334 and would be seriously undermined by intensification of the

existing development immediately adjoining this road corridor, or the removal of associated mature tree cover.

- The separation of the two settlements is more evident from the bridleway connection between Marls Road and Brook Lane, during the summer months there is little or no intervisibility here between the two settlements.
- The land east of Brook Lane has a predominantly rural character and actually makes little contribution to the perceived gap between the two settlements, being too far from the edge of the Hedge End settlement to fulfil this function.
- Future planned development north east of Hedge End on Woodhouse Lane (HE1) and north East Of Botley (BO2) will reduce the separation between the settlements as perceived from existing rights of way, the railway corridor and the proposed Botley by pass.

- Other considerations

- Seamless links/overlap with the gap between Horton Heath, Hedge End and Boorley Green and the gap between Botley and Hedge End.
- Existing ribbon development at the northern end of Holmesland Lane does not contribute to the gap (23)
- Land associated with recreational and residential use south of Bottom Copse on Woodhouse Lane is not necessary to the function of the gap (24)
- If development goes ahead on HCC owned land west of Woodhouse Lane then the extent of the gap in this area will need to be reviewed
- If development is agreed at Upland Farm this area will no longer contribute to the gap
- Development granted at appeal east of Sovereign Drive together with adjoining recreational land which is not necessary to the function of the gap (25)
- Land east of Brook Lane, which forms a clear boundary, is not necessary to the function of the gap (partly in the conservation area) (26)

- Conclusions

- The most vulnerable parts of the gap between the two settlements are the land north and south of the Broad Oak/A334 corridor and the narrow area between the proposed new extensions at Hedge End and Botley.
- Any intensification of built development along the Broad Oak/A334 corridor should be resisted.
- Detailed new road proposals Botley By-Pass should include a corridor wide enough to establish substantial new planting to mitigate its impact.

- In the narrowest part of the countryside area between the existing and proposed development it would be beneficial to identify and encourage countryside uses which will be viable and sustainable in the long term.
- The (not agreed yet) extension to the eastern edge of Hedge End will reduce the separation between the two settlements and will need to be mitigated with planting to establish a clearly defined settlement edge.
- The existing gap designation is quite wide east of Brook Lane and could be reduced in scale in this location.
- The areas identified which do not contribute to the function of the gap should be removed from the designation.

(8) West End and Hedge End

- Landscape and Urban Character-Key features
 - A small part of EBC landscape character area No9 (extending south west of the railway) Horton Heath Undulating Farmland; Undulating landform with low ridges
 - Medium sized fields with treed hedges and copses
 - Intrusive urban development evident in places
 - Mainly agricultural uses at edge of development
 - Area 11 M27 Corridor;
 - Presence of motorway
 - Proximity of urban edge and large areas of significant woodland
 - High ground to the west of the motorway, undulating to north and east
 - Small pasture field often with unmanaged hedges
 - Pockets of relatively quiet rural areas shielded by woodland and landform
 - The edges of Hedge End adjoining the undeveloped countryside comprise the urban character areas HEWEB 64, 1980s to present day dwellings on culs de sacs, adjoining Tollbar Way. New development of perimeter block mixed housing post 2000 at Dowds Farm adjoining Tollbar Way. Commercial retail sheds and other employment uses adjoining the M27. HEWEB 70 and 71 comprising 1980s to present day dwellings on culs de sacs +off Upper Northam Road
 - From West End the urban character areas 21 (60s-90s development in 3 short culs de sacs) and area 22 (Victorian to post war linear development fronting Moorgreen Road) extend across the M27 from the main part of the West End settlement on the western side of the motorway into the countryside to the east

- North of the Moorgreen Hospital around the St James school site a small area of 1980s-1990s development runs almost up to the motorway, with very recent development below it, fronting the south side of Moorgreen Road. Below this , on the boundary of the hospital site is the urban character area 63 comprising a 1970s-1980s cul de sac
- The Ageas Bowl is located south of Moorgreen hospital and the Botley Road with associated infrastructure adjoining the countryside
- Further south west where the settlements of West End and Southampton merge, linear development of predominantly large inter war plots (houses and flats) runs along the western side of the Moorhill Road/Kanes Hill/A27 to the edge of a wooded area which dominates the landscape until just south of the Botley Road
- Between Watts Way/A334 and the Upper Northam Drive the countryside is interrupted by large commercial sheds (The strategic park development) needs to be clarified and a few houses
- Below Upper Northam Road to Bert Betts Way (A3024) the partially wooded countryside is interspersed with small scale commercial and residential development

- Pressures

- The narrow gap between the settlements of West End and Hedge End is very vulnerable to further development pressures in the countryside between Bubb Lane and Tollbar Way,
- Further urbanisation of the narrow gap between The Moorgreen Hospital site , the developed part of the Ageas Bowl and the M27
- Intensification of existing development in the countryside on either side of the M27 below Junction 7
- Further extension of proposed development north of St Johns Road Hedge End
- Loss of trees and hedges

- Development changes since last adopted plan

- Further development of the land associated with the Ageas Bowl
- Commitment to develop a small part of the gap associated with the Mount Hospital site

- Intervisibility, Severance, Urban Form

- To the south of West End the settlements of Southampton and West End merge and have become indistinguishable visually, physically and in their urban character along the A27 corridor.

- The M27 undoubtedly contributes to the perceived separation between the settlements of West End/Southampton and Hedge End, reinforced in many places by vegetation which provides visual screening, except where Moorgreen Road continues over the M27 and is considered to be part of West End.
- In places the former minor road structure has been severed by the motorway but elsewhere at Moorgreen Road and Botley Road/B3035 the links between the urban settlements are very short, with little perception of leaving one settlement before entering another.
- The linear development on Moorgreen Lane extends part of the West End settlement across the M27.
- Views of the open countryside here are clearly evident from Tollbar Way, Bubb Lane, Moorgreen road and the public rights of way running across the countryside northwest from Hedge End.
- The development of the Ageas Bowl and its related facilities on the west of the M27 and the proximity of large commercial sheds to the motorway on the eastern side effectively pinch the apparent gap between settlements at this point.
- Further development planned at the eastern end of the Moorgreen Hospital site and north of the Botley Road motorway bridge will add to the urbanisation of the gap between settlements at this point.
- Although extensive commercial development of different kinds is clearly evident in the countryside east and west of junction 7 of the M27, the scale of the junction, the presence of mature vegetation and the length of the Charles Watts Way link on the western side of the motorway help to protect the identities of the settlements at this point.
- Further south, the pedestrian connection under the M27 from Upper Northam Close to Upper Northam Drive, reinforces the separation of Hedge End and West End, although this is undermined by various visible urban fringe uses on either side of Upper Northam Drive.
- The St Johns Road connection across the M27 at present provides a clear break between settlements with some small scale scattered development on the eastern side ,with the impression of a densely vegetated landscape travelling between the M27 crossing and the West End Road /A27
- Planned development and road construction between St Johns Road and Dodwell Lane will reduce the area of undeveloped land apparent from these links, pinching the developed area north east of the motorway junction 8 much closer to the M27.
- Although more development is planned on the eastern side of Junction8 of the M27, the perceived separation of settlements is assisted on the western side by the length of the Bert Betts Way link road, the undulating topography and mature vegetation limiting views of scattered development to the north and south.

- Other considerations
 - The transition between the Hedge End-West End gap and that between the 3 settlements of Hedge End, Southampton and Bursledon is fairly seamless, arguably aligned with St Johns Road.
 - The large building of Kings Community Church off Upper Northam Road makes no contribution to the gap function (9)
 - Development at the Ageas Bowl makes no contribution to the gap and the adjoining undeveloped area of Telegraph Wood is not necessary to the function of the gap (8)
 - The developed Berrywood Business village off Tollbar Way makes no contribution to the function of the gap (7)
 - Land between Bubb Lane and Burnetts Lane adjoining and around the crematorium does contribute to the gap function as perceived from Bubb Lane in particular, taking account of the ribbon development in West End extending northeast (6)
- Conclusions
 - It is evident that the formerly designated gap between Bubb lane and Tollbar Way represents the minimum area of land required to provide reasonable separation between the two existing settlements on the basis that the linear development north of Moorgreen Road forms part of the settlement of West End.
 - The very narrow separation of the settlements across the Botley Road motorway crossing could easily be eroded by further incremental development on the western side of the M27 and existing mature tree cover which contributes to the undeveloped character of the land should be retained and strengthened.
 - Development which is ancillary to existing uses in the countryside (like extensive new parking or open storage) should be strictly controlled
 - Where such development is agreed as an exception to policy efforts should be made to mitigate its visual impact.
 - The areas identified which do not contribute to the function of the gap should be removed from the designation.
 - The land between Bubb Lane and Burnetts Lane (6) should be added to the gap.

(9) Hedge End and Bursledon

- Landscape and Urban Character-Key features

- This gap includes parts of character areas 11,12 and 19
 - Small part of Area 11 M27 Corridor;
 - Presence of motorway
 - Proximity of urban edge
 - Small pasture field often with unmanaged hedges
 - Pockets of relatively quiet rural areas shielded by woodland and landform
 - Very small part of Area 12 Farmland and Woodlands;
 - Gently undulating land form
 - Very small part of Area 19 Hamble Valley;
 - Saltmarsh and tidal character
 - Views from the river across the verdant settlements of Hamble and Bursledon
 - Woodland at water/saltmarsh edge for stretches of the river
 - Planned development off Foord Road and Pylands Lane/Heath House Lane is proposed which will effectively wrap around the southern edge of Hedge End between existing urban development and the countryside.
 - The northern edge of Bursledon comprises BHH Area 15 inter-war/post war housing extending from the southern end of Windmill Lane along the A27 southeast, running around the Bursledon Mill Conservation Area. The northern end of BHH Area 17 inter-war /post war development off Dodwell Lane adjoins the M27 corridor and elsewhere new development proposals are indicated between the existing development north of the A27 and the M27 corridor
 - There is also a scattering of individual properties in countryside off Peewit Hill, Pylands Lane, Dodwell Lane, Windmill Lane and Blundell Lane, between the two settlements and further residential development is proposed at Providence Hill south of the Bursledon Windmill
- Pressures
 - Incremental development on either side of Bert Betts Way and the removal of roadside vegetation.
 - Intensification of existing development in the countryside along Dodwell Lane and Blundell Lane.
 - Loss of trees and hedges.
- Development changes since last adopted plan
 - Land with consent for housing at St Johns Road/Foord Road
 - Land with consent for housing off Pyland Lane

- Land with consent for housing off Providence Hill, south of the M27
- Intervisibility, Severance, Urban Form
 - Local topography, vegetation and the distance of over 750m between the main built up edges of the two settlements (taking into account proposed development allocations HE2,HE4 on the edge of Hedge End and BU1,BU2 between the M27 and the A27) limit intervisibility
 - The M27 undoubtedly contributes to the perceived separation between the settlements of Hedge End and Bursledon , reinforced in places by vegetation which provides visual screening
 - The gap between the M27 and the edge of Hedge End widens considerably toward the East, with the heavily wooded landscape of Manor farm Country Park interposed between the River Hamble and the settlement
 - Between M27 and A27 the proposed development allocations will reduce the area of undeveloped land on the edge of Bursledon
 - In places the former minor road structure has been severed by the motorway but elsewhere at Bert Betts Way in particular the impression of leaving one settlement before entering another will be reduced by the new development allocations at HE4 north of junction 8 of the M27
 - Scattered development south east of Bert Betts Way is presently screened from view by roadside vegetation and a small woodland copse
 - Both Dodwell Lane and Blundell Lane running between the two settlements retain a more enclosed rural character for much of their length and provide a less direct connection between the settlements, reinforcing the impression of leaving one before entering another
 - Where both the M27 and the railway cross the river, some views of new development off the lower end of Blundell Lane (BU2) will be visible
 - The St Johns Road connection across the M27 at present provides a clear break between settlements with some small scale scattered development on the eastern side ,with the impression of a densely vegetated landscape travelling between the M27 crossing and the A27
 - Planned development and road construction between St Johns Road and Dodwell Lane will reduce the area of undeveloped land apparent from these links, pinching the developed area north east of the motorway junction 8 much closer to the M27
 - Although more development is planned on the eastern side of Junction8 of the M27, the perceived separation of settlements is assisted on the western side by the length of the Bert Betts Way link road, the undulating topography and mature vegetation limiting views of scattered development to the north and south
- Other considerations

- The transition between the Hedge End-Bursledon gap and that between the 3 settlements of Hedge End, Southampton and Bursledon is fairly seamless, arguably aligned with St Johns Road.
- Land with consent for housing at St Johns Road/Foord Road will make no contribution to the gap function (11).
- Land with consent for development off Pylands Lane (27) will make no contribution to the gap function, associated woodland and fields to the south running down to the river are not essential to the gap function either.
- Land with consent for development off Providence Hill south of the M27 (28) will make no contribution to the gap function.
- Conclusions
 - The most vulnerable part of the gap is at the northern end, in particular on either side of the Bert Betts Way link road, where consideration should be given to the long term use of the remaining open fields and tree cover.
 - The predominately rural landscape off Dodwell Lane and Blundell lane should be protected from incremental urbanisation
 - The gap is comparatively wide at the eastern end and could effectively exclude the wooded parts of the Manor Farm Country Park without compromising the identity of the two settlements.
 - The areas identified which do not contribute to the function of the gap should be removed from the designation.

(10) Bursledon and Southampton, Netley and Hamble

- Landscape and Urban Character-Key features
 - This gap includes parts of character areas 13and a very small part of 19
 - Area 13 Hound Plain;
 - Gently domed landform
 - Open character interrupted by intermittent hedges and fences
 - Mixed farming land use
 - Woodland defining boundaries (in places)
 - Roads and roadside vegetation prominent
 - Prominent urban edges
 - Gently undulating land form
 - Very small part of Area 19 Hamble Valley;
 - Saltmarsh and tidal character

- Views from the river across the verdant settlements of Hamble and Bursledon
- Woodland at water/saltmarsh edge
- The western settlement edge of Bursledon comprises BHH Area 30 inter-war/post war housing extending north to meet with a small area of more recent housing, which then runs into large plots in the countryside on the western side of Green Lane.
- Between Green Lane and Hamble Lane new housing is planned. BHH Area 29 comprises inter war/post war linear development backing onto playing fields and open space on the south western corner of the settlement. BHH Area 54 comprises 1980s properties adjoining countryside on the eastern side of Hamble Lane.
- The older part of Bursledon mainly within a conservation area comprises loose knit buildings in mostly large individual plots within the countryside, running down to the river to the south east and the countryside to the south west.
- Elsewhere new development is already planned between the surrounding countryside and the existing settlement edge.
- The western edge of the gap adjoining Southampton is marked by the Botley Road and a wooded stream course separating mixed development in Southampton City from the countryside.
- The northern edge of the settlement of Netley is marked by an allocated development site between Woolston Road and the railway track, BHH area 45, 46, and 49, 1970-80s development, BHH area 13, Victorian/Edwardian development backing onto playing fields and BHH area 14 Inter war/post war development.
- None of the existing residential areas in Hamble –Le-Rice adjoin the gap in question. There are proposals for an hotel , marina, and other holiday accommodation at Mercury Marina on the River Hamble (HA2)

- Pressures

- Development proposals between the northern edge of Old Netley and Bursledon Road
- Intensification of existing development in the countryside along Portsmouth Road
- Development proposals between the northern edge of Netley and Grange Road
- Development on either side of Hamble Lane south of Bursledon
- Intensification of development around the Hamble Lane College Loss of trees and hedges

- Development changes since last adopted plan
 - Development approved at appeal and associated proposals west of Hamble Lane
 - Land with resolution to permit at Abbey Fruit Farm, Grange Road Netley
- Intervisibility, Severance, Urban Form
 - Between the Tesco store on the northernmost tip of the built up part of Bursledon and the edge of Southampton the urban edges are under 700m apart and there is a prospect of this gap being reduced further if further development by the Windhover roundabout is permitted. At present the tower blocks on the edge of Southampton are visible from a number of vantage points within the gap to the north west, with the Tesco store visible to the southeast. Elsewhere intervisibility between the 4 settlements is limited by distance, topography and vegetation.
 - The Bursledon Road, Shop Lane and the Portsmouth Road provide an impression of leaving and entering Bursledon/Southampton, with some sporadic development and ancillary facilities along Portsmouth Road beginning to reduce the undeveloped character of the route.
 - Although partially obscured by vegetation from Grange Road, the solar farm sited on the raised ground of the former landfill site introduces an alien use into otherwise undeveloped countryside west of Grange Road.
 - The existing edges of Netley and Bursledon are separated by woodland and open fields, the edge of Netley only becoming visible from Hamble Lane South of Hound Corner and from rights of way in close proximity.
 - Although the urban edge of Hamble as designated in the adopted local plan is about 2Km south of the built up edge of Bursledon, there is a distinct small area of development in the open countryside between the two settlements north and south of the Hound Corner/Satchell Lane junctions with Hamble Lane, comprising the health centre, Hamble College and residential ribbon development.
 - For the most part the coastal plain between Bursledon and Hound Corner is relatively open, punctuated with shelter belts, hedges and scrub on both sides of the Hamble Lane corridor between the woodland lining Spear Pond Gully at Priors Hill Copse to the west and the woodland lining the stream course running along the edge of Mallards Moor.
 - From public rights of way between the two settlements and the River Hamble glimpses of the Mercury Marina (scheduled for further development) and roofs in Old Bursledon are visible in places.
 - At the closest point the northern tip of the land around the Mercury Marina in Hamble is about 400m from houses in Salterns Lane in Bursledon, although the risk of coalescence is limited by the river, mature vegetation and the railway corridor.
- Other considerations
 - The transition between the Bursledon and Southampton, Netley and Hamble gap and that between the edge of Southampton and Netley and

between Hamble and Netley is actually quite seamless but can be separated using the railway to the west, the existing northern urban edge of Netley and the Hound Road as recognizable features on the ground.

- Development associated with the consent for housing west of Hamble Lane will not contribute to the gap function(12)
- Land with resolution to permit at Abbey Fruit Farm, Grange Road Netley (13) will not contribute to the gap function
- Saltmarsh south east of the railway is not necessary to the function of the gap between Bursledon and Hamble (31)
- Land at the northern end of the former airfield and land around Hamble College is not necessary to the function of the gap between Hamble and Bursledon (29)

- Conclusions

- If development proceeds west of Hamble Lane between Cranbury Gardens and Bursledon Road consideration needs to be given to bringing the remaining undeveloped land south of Bursledon Road into public control to protect the remaining residual gap between Southampton and Bursledon from further urbanisation.
- Incremental development of land between Woolston Road and Portsmouth Road will ultimately reduce the separation of Bursledon and Netley and Netley/Bursledon and Southampton if it extends north much beyond Longacre Farm.
- The generally open coastal plain landscape between Bursledon and Satchell Lane /Hound Road is more sensitive to erosion in terms of gap function than the former airfield site south of the railway.
- If development is permitted south of Bursledon, east or west of Hamble Lane, a firm new defensible urban edge should be established utilising existing and recognisable features on the ground and incremental urbanisation of the remaining land between Bursledon, Hound Road and Satchell Lane strongly resisted.
- The existing gap south of the railway east of Hamble Lane makes little contribution to the separation of Hamble and Bursledon and its removal from the designation would result in a more credible and defensible gap designation.
- The areas identified which do not contribute to the function of the gap should be removed from the designation.

(11) Netley and Hamble

- Landscape and Urban Character-Key features
 - This gap includes parts of character areas 13 and 16
 - Area 13 Hound Plain;
 - Gently domed landform
 - Open character interrupted by intermittent hedges and fences
 - Mixed farming land use
 - Woodland defining boundaries (in places)
 - Roads and roadside vegetation prominent
 - Prominent urban edges
 - Gently undulating land form
 - Area 16 Victorian Parkland;
 - Victorian Buildings
 - Parkland Character
 - Coastal Character (south)
 - Wooded Edges
 - Busy Country Park
 - The eastern edge of Netley comprises Urban Character Area BHH 4, 1970's development near the coast, BHH 10, inter war/post war development, BHH 11, 1970's development, and BHH areas 41, 42 and 43 comprising more recent development. Most residential development backs onto the adjoining undeveloped land.
 - Between Green Lane and Hamble Lane new housing is planned. BHH Area 29 comprises inter war/post war linear development backing onto playing fields and open space on the south western corner of the settlement. BHH Area 54 comprises 1980s properties adjoining countryside on the eastern side of Hamble Lane.
 - None of the existing residential areas in Hamble –Le-Rice adjoin the gap in question, although some of the ribbon development on Hamble Lane, educational uses, the police training college and the works off Kings Avenue all sit along its eastern edge.
 - A number of historic buildings in the country park and a cluster of buildings at Hound Corner all sit within the gap between the settlements
- Pressures

- Development proposals south west of Hound Corner
 - Intensification of sporadic development around Hound Corner and on Hamble Lane
 - Development proposals between the northern edge of Netley and Grange Road.
 - Development on either side of Hamble Lane south of Bursledon
 - Intensification of development around the Hamble Lane College and the Police Training Centre
 - Development between Satchell Lane and Hamble Lane on the former airfield site.
 - Loss of trees and hedges
- Development changes since last adopted plan
 - None noted
- Intervisibility, Severance, Urban Form
 - At present there is no direct intervisibility between the main settlements of Hamble and Netley.
 - The ribbon development at Broadway off Hamble Lane together with the educational buildings between Satchell lane and the railway already urbanise part of the designated gap in close proximity to houses on the eastern edge of Netley.
 - Apart from the Royal Victoria Country Park, the most sensitive part of the remaining gap between the two settlements comprise the open fields south west of Hound Corner
 - In contrast, the former airfield makes little contribution to the perceived gap between the settlements and south of the railway this function is mainly achieved through the presence of the predominantly undeveloped RVCP and its hinterland, heavily enclosed by mature tree cover towards the northern end.
- Other considerations
 - The transition between the Bursledon and Southampton, Netley and Hamble gap and that between the edge of Southampton and Netley and between Hamble and Netley is actually quite seamless but can be separated using the railway to the west, the existing northern urban edge of Netley and the Hound Road as recognizable features on the ground.
 - Development between Satchell Lane and Hamble Lane on the former airfield site would significantly change the urban form of Hamble but would not fundamentally undermine the separation between Hamble and Netley providing the fields south west of Hound Corner remain undeveloped.

- Land on either side of Hound Way, Netley (30) is not necessary to the function of the gap between Hamble and Netley
- Conclusions
 - The fields south west of Hound Corner should be regarded as a critical part of the gap (subject to the outcome of the appeal re this site).
 - Assuming the fields south west of Hound Corner remain undeveloped, the land east of Hamble Lane on the former airfield site should be taken out of the gap.
 - In the event of development proceeding south west of Hound Corner, there is some argument for retaining the gap designation at the northern end of the former airfield.
 - Efforts should be made to resist intensification of existing development within the gap west of Hamble Lane
 - The areas identified which do not contribute to the function of the gap should be removed from the designation.

(12) Netley and Southampton

- Landscape and Urban Character-Key features
 - This gap includes Landscape Character Area 15, Netley Abbey Coastland
 - Coastal views with some elevated open land
 - Woodland Character
 - Scattered old buildings through the conservation area
 - Historic interest of Netley Abbey and fish ponds
 - The western edge of Netley comprises Urban Character Area BHH 1, Victorian/Edwardian houses east of the conservation area, BHH 3 post war development fronting part of Grange Road and a school site by Grange Road.
- Pressures
 - Intensification of low density development off Abbey Hill
 - Urbanisation of countryside on either side of Woolston Road north of Abbey Fruit Farm
 - Loss of trees and hedges
- Development changes since last adopted plan
 - No significant changes recorded
- Intervisibility, Severance, Urban Form
 - Topography and intervening vegetation prevent direct intervisibility between the two settlements with the exception of
 - Glimpses of the tower blocks on Weston Shore may be had from parts of Grange Road and the higher, open parts of the West Wood Country Park
 - The scattered (mainly historic buildings) including dwellings, the Abbey and Netley Castle off Abbey Hill and Grange Road have a well treed setting and sufficiently low density to mitigate their effect on the gap at present
 - The change in character from the open landscape of Weston Shore to the pine dominated shoreline between Tickleford Gully and the Castle Recreation Ground in Netley is marked and helps to reinforce the separate identity of the two settlements
 - The gap between the two settlements is narrowest between the agreed development site off Woolston Road at the Abbey Fruit Farm site and houses in Southampton of Tickleford Drive, west of Newtown Road
- Other considerations
 - The transition between the Bursledon and Southampton, Netley and Hamble gap and that between the edge of Southampton and Netley is

actually quite seamless on either side of Woolston Road and the railway track

- Existing ribbon development east of Netley Abbey on Grange Road is not necessary to the function of the gap between Netley and Southampton (15)
- The existing Grange Farm Pub (14) is not necessary to the function of the gap between Netley and Southampton

- Conclusions

- The part of the gap most sensitive to change through future development is the short section of Woolston Road between the edges of the two settlements
- Further incremental development off Abbey Hill could also begin to erode the separation between the two settlements
- Trees along Tickleford Gulley and the foreshore are a very important and distinctive feature of the area and efforts should be made to ensure replacement of older trees in due course to maintain a healthy long term age structure
- The areas identified which do not contribute to the function of the gap should be removed from the designation.

Appendix 2: Assessment Matrices

Boyatt Wood- Otterbourne Hill and Allbrook Local Gap (1)	Yes	In part	No	Comment
Does the land lie between the settlements?				With minor exceptions
Is the land predominantly undeveloped?				Land on part of Boyatt Lane has consent for housing development.
Is there a coherent land management pattern? (may include a number of different uses).				Clear pattern incl a number of different uses, woodland, allotments, grazing.
Are there clearly defined coherent boundaries?				Back gardens, roads, tree belts
Is there distinct settlement character/urban form?				Varied typology
Is there a strong urban edge?				Not obvious from public vantage points.
Is the land predominantly open between settlements?				Woodland and topography and road cutting intervene
Is there a major road, river or railway between the settlements?				Road
Are the settlements linked by road or footpath?				Linked by the Woodside Avenue –Allbrook Hill junction, and the Boyatt Lane footpath/cycleway and connecting footpaths.
Meet Criteria for Designation?	Yes	No		

Eastleigh-Southampton Gap (2)	Yes	In part	No	Comment
Does the land lie between the settlements?				With the exception of land east of the airport.
Is the land predominantly undeveloped?				Land at North Stoneham has consent for large scale development. There is ancillary development associated with recreation uses and the airport.
Is there a coherent land management pattern? (may include a number of different uses).				Clear pattern including a number of different uses, sports pitches, parkland, airfield.
Are there clearly defined coherent boundaries?				Roads, development edge.
Is there distinct settlement character/urban form?				Varied typology, associated with different land uses.
Is there a strong urban edge?				Clearly visible at South street.
Is the land predominantly open between settlements?				Airport and M27 intervene.
Is there a major road, river or railway between the settlements?				M27
Are the settlements linked by road or footpath?				Stoneham Lane, Stoneham Way, Wide Lane
Meet Criteria for Designation?	Yes	No		

Eastleigh-Bishopstoke (3)	Yes	In part	No	Comment
Does the land lie between the settlements?				
Is the land predominantly undeveloped?				Land at the former Mount hospital and to the north of this site is being developed.
Is there a coherent land management pattern? (may include a number of different uses).				Clear pattern dominated by grazed floodplain and associated woodland.
Are there clearly defined coherent boundaries?				Water courses, woodland edges, roads.
Is there distinct settlement character/urban form?				Varied typology, mainly industrial to the west, residential to the east.
Is there a strong urban edge?				partially obscured in places by intervening vegetation.
Is the land predominantly open between settlements?				Mainly open across the Itchen Valley.
Is there a major road, river or railway between the settlements?				River Itchen, Navigation and railway.
Are the settlements linked by road or footpath?				Linked by Bishopstoke Road and less directly by footpaths.
Meet Criteria for Designation?	Yes		No	

Bishopstoke, Fair Oak and Horton Heath (4)	Yes	In part	No	Comment
Does the land lie between the settlements?				
Is the land predominantly undeveloped?				Part of the existing gap is a development site west of Horton Heath there is new development at Whitetree Farm and there are proposals to develop a parish office south of this site in the existing gap.
Is there a coherent land management pattern? (may include a number of different uses).				Clear pattern including a number of different uses, woodland, recreation land.
Are there clearly defined coherent boundaries?				Roads, hedgerows, woodland.
Is there distinct settlement character/urban form?				Varied typology.
Is there a strong urban edge?				Unclear from many vantage points.
Is the land predominantly open between settlements?				There is a scattering of existing buildings in the gap at the narrowest point.
Is there a major road, river or railway between the settlements?				Road (Knowle Lane) in part only.
Are the settlements linked by road or footpath?				By road and footpaths.
Meet Criteria for Designation?	Yes		No	

Horton Heath – Boorley Green – Hedge	Yes	In	No	Comment
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End (5)		part		
Does the land lie between the settlements?				
Is the land predominantly undeveloped?				Small area south of Horton Heath has planning consent for housing, some existing scattered development.
Is there a coherent land management pattern? (may include a number of different uses).				Clear pattern, mainly grazing with some small copses.
Are there clearly defined coherent boundaries?				Roads, railway, hedgerows.
Is there distinct settlement character/urban form?				Varied typology.
Is there a strong urban edge?				Formed by the railway at Hedge End, less clear at Horton Heath.
Is the land predominantly open between settlements?				Some vegetation intervenes.
Is there a major road, river or railway between the settlements?				Bubb Lane and railway.
Are the settlements linked by road or footpath?				Linked by Botley Road.
Meet Criteria for Designation?	Yes	No		

Botley-Boorley Green (6)	Yes	In part	No	Comment
Does the land lie between the settlements?				The existing gap does not take account of the development proposed at Boorley Green.
Is the land predominantly undeveloped?				Some existing scattered development.
Is there a coherent land management pattern? (may include a number of different uses).				Mainly grazing.
Are there clearly defined coherent boundaries?				Mainly frontage development and roads.
Is there distinct settlement character/urban form?				Varied typology and distinctive form
Is there a strong urban edge?				Clear frontage development
Is the land predominantly open between settlements?				Topography and railway intervene
Is there a major road, river or railway between the settlements?				Winchester Street and railway.
Are the settlements linked by road or footpath?				Linked by Winchester Street.
Meet Criteria for Designation?	Yes		No	

Hedge End –Botley (7)	Yes	In part	No	Comment
Does the land lie between the settlements?				Some land is not strictly between the settlements, some has planning permission for development.
Is the land predominantly undeveloped?				There is scattered development through the area and some is along the main road (Broadoak/High St), there is development approved at Sovereign Drive.
Is there a coherent land management pattern? (may include a number of different uses).				Variety of uses including residential, grazing, commercial, recreational.
Are there clearly defined coherent boundaries?				Roads, gardens, hedges.
Is there distinct settlement character/urban form?				Varied typology.
Is there a strong urban edge?				Inconsistent.
Is the land predominantly open between settlements?				More open to north, (as existing) to south buildings, trees, hedges intervene.
Is there a major road, river or railway between the settlements?				Woodhouse Lane, Brook Lane and Holmesland Lane.
Are the settlements linked by road or footpath?				Linked by Broad Oak/High St and footpath/bridleways.
Meet Criteria for Designation?	Yes	No		

West End-Hedge End (8) (part of the 'Southampton-Hedge End/Bursledon/Netley strategic gap')	Yes	In part	No	Comment
Does the land lie between the settlements?				
Is the land predominantly undeveloped?				Includes the Ageas Bowl, commercial development and scattered houses. Some land is identified for development near Moorgreen Hospital.
Is there a coherent land management pattern? (may include a number of different uses).				Pattern includes a number of different uses, woodland, allotments, recreational land, grazing.
Are there clearly defined coherent boundaries?				Roads, woodlands, urban development.
Is there distinct settlement character/urban form?				Difficult to identify, varied typology
Is there a strong urban edge?				In limited locations-on part of A27, and part of M27
Is the land predominantly open between settlements?				Trees, topography, buildings and M27 intervene
Is there a major road, river or railway between the settlements?				M27, part of A 27.
Are the settlements linked by road or footpath?				Linked by roads and a footpath.
Meet Criteria for Designation?	Yes	No		

Hedge End-Bursledon(9) (Part of this is in the 'Southampton-Hedge End/Bursledon/Netley' strategic gap and part is in the 'Hedge End – Bursledon' local gap)	Yes	In part	No	Comment
Does the land lie between the settlements?				
Is the land predominantly undeveloped?				Scattered development is evident and land off St Johns Road and north of Providence Hill/Bridge Road has planning consent for development.
Is there a coherent land management pattern? (may include a number of different uses).				Pattern includes a number of different uses, woodland, grazing, scattered residential.
Are there clearly defined coherent boundaries?				Roads, woodland, gardens.
Is there distinct settlement character/urban form?				Varied typology but not always associated with a particular place.
Is there a strong urban edge?				Not obvious from public vantage points.
Is the land predominantly open between settlements?				Woodland and topography and M27 intervene.
Is there a major road, river or railway between the settlements?				M27
Are the settlements linked by road or footpath?				Linked by roads
Meet Criteria for Designation?	Yes	No		

Bursledon-Southampton, Netley and Hamble (10) (part of the 'Southampton - Hedge End /Bursledon' strategic gap and partly including the 'Bursledon-Hamble –Netley Abbey' local gap)	Yes	In part	No	Comment
Does the land lie between the settlements?				Part of the existing Bursledon-Hamble-Netley Abbey Local Gap includes an area of land between the north and south parts of Netley which does not contribute to the wider gap
Is the land predominantly undeveloped?				Part of the land west of Hamble Lane has consent for housing development. There are residential, agricultural and commercial buildings scattered through the gap, with a cluster concentrated around Hamble college.
Is there a coherent land management pattern? (may include a number of different uses).				Clear pattern including a number of different uses, woodland, grazing, horticulture.
Are there clearly defined coherent boundaries?				Roads, copses, hedges, railway line, rear gardens.
Is there distinct settlement character/urban form?				Varied typology.
Is there a strong urban edge?				Only clear in places.
Is the land predominantly open between settlements?				Vegetation intervenes in places.
Is there a major road, river or railway between the settlements?				Railway and roads
Are the settlements linked by road or footpath?				Linked by several roads and footpaths.
Meet Criteria for Designation?	Yes		No	

Netley and Hamble (11) (part of the 'Bursledon-Hamble-Netley Abbey' local	Yes	In	No	Comment
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gap)		part		
Does the land lie between the settlements?				
Is the land predominantly undeveloped?				Except for (mainly historic) buildings in the Royal Victoria Country Park
Is there a coherent land management pattern? (may include a number of different uses).				Clear pattern including open space, sports pitches, woodland.
Are there clearly defined coherent boundaries?				Woodland, railway, road.
Is there distinct settlement character/urban form?				Varied typology
Is there a strong urban edge?				Not obvious from public vantage points.
Is the land predominantly open between settlements?				Woodland intervenes.
Is there a major road, river or railway between the settlements?				Road between settlements
Are the settlements linked by road or footpath?				Linked by footpaths and indirectly by road.
Meet Criteria for Designation?	Yes	No		

Netley and Southampton (12) (part of the 'Southampton-Hedge End/Bursledon/Netley' strategic gap)	Yes	In part	No	Comment
Does the land lie between the settlements?				
Is the land predominantly undeveloped?				Scattered development (some historic) and ribbon development on part of Grange Road.
Is there a coherent land management pattern? (may include a number of different uses).				Clear pattern including a number of different uses, woodland, open space, large private gardens.
Are there clearly defined coherent boundaries?				Roads and tree belts.
Is there distinct settlement character/urban form?				Very different character.
Is there a strong urban edge?				Visible from Grange Road and footpaths.
Is the land predominantly open between settlements?				Woodland and topography intervene.
Is there a major road, river or railway between the settlements?				Grange Road
Are the settlements linked by road or footpath?				Linked by road and footpaths.
Meet Criteria for Designation?	Yes	No		

Appendix 4:Submitted Local Plan 2011-2029, Policy S9:

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.*

Appendix 5: Assessment of ‘Green Value’ of Settlement Gaps

1. Boyatt Wood, Otterbourne Hill and Allbrook Local Gap	High	Med	Low	Comments
Levels of permitted public rights of way				Limited footpath network
Amount of recreational facilities				Private fishing but de-facto access
Intactness / integrity of landscape character				Severed by Allbrook Way
Cultural heritage / Historic association value				Former brick works SE of Allbrook Way
Nature conservation / Earth science value				SINC woodland and wetlands
Flood attenuation (EA Maps)				N/A
Agricultural productivity				Small areas grade 3 and 4
Target Area for Enhancement	Yes		No	

2 Eastleigh-Southampton Gap	High	Med	Low	Comments
Levels of permitted public rights of way				Footpath network concentrated to the north
Amount of recreational facilities				Extensive range of sports pitches and parkland
Intactness / integrity of landscape character				Severed by Monks Brook M27/ J5, airport and railway
Cultural heritage / Historic association value				Mainly limited to landscape associated with Brown (within development site)
Nature conservation / Earth science value				SINCs associated with Monks Brook and Lakeside
Flood attenuation (EA Maps)				Associated with Monks Brook corridor and Lakeside
Agricultural productivity				Only relevant to proposed development site (mainly grade 4)
Target Area for Enhancement	Yes		No	

3. Eastleigh-Bishopstoke	High	Med	Low	Comments

Levels of permitted public rights of way				Limited footpath network
Amount of recreational facilities				Some playing fields, otherwise private
Intactness / integrity of landscape character				Dominated by grazed floodplain
Cultural heritage / Historic association value				Itchen Navigation
Nature conservation / Earth science value				SAC and SINC woodlands
Flood attenuation (EA Maps)				Dominated by floodplain
Agricultural productivity				Grade 4 (mainly floodplain)
Target Area for Enhancement	Yes		No	

4. Bishopstoke, Fair Oak and Horton Heath Gap	High	Med	Low	Comments
Levels of permitted public rights of way				Extensive footpath network
Amount of recreational facilities				Extensive area of recreational land
Intactness / integrity of landscape character				Dominated by recreational use but severed by ribbon development and the Botley Road
Cultural heritage / Historic association value				No significant value recorded
Nature conservation / Earth science value				SINC woodland and wetlands
Flood attenuation (EA Maps)				N/A
Agricultural productivity				Grade 4, some in recreational use
Target Area for Enhancement	Yes		No	

5. Horton Heath-Boorley Green-Hedge End	High	Med	Low	Comments
Levels of permitted public rights of way				Limited footpath network
Amount of recreational facilities				None
Intactness / integrity of landscape character				Crossed by some roads
Cultural heritage / Historic association value				No significant association
Nature conservation / Earth science value				Some tree cover
Flood attenuation (EA Maps)				Localised flooding by stream
Agricultural productivity				Grade 2 and 3 land
Target Area for Enhancement	Yes		No	

6. Botley-Boorley Green	High	Med	Low	Comments
Levels of permitted public rights of way				None in the existing gap, but footpath to the east may be included if the gap is widened
Amount of recreational facilities				None here
Intactness / integrity of landscape character				Severed by railway
Cultural heritage / Historic association value				None known
Nature conservation / Earth science value				Not within the existing gap but may include wetland habitat if gap is widened
Flood attenuation (EA Maps)				Not in present gap but may include some flood zone 2 areas if gap is extended
Agricultural productivity				Small area, grade 3 land
Target Area for Enhancement	Yes		No	

7. Hedge End -Botley	High	Med	Low	Comments
Levels of permitted public rights of way				Footpaths and bridleways
Amount of recreational facilities				Some sports pitches and recreational areas
Intactness / integrity of landscape character				Less intact to south
Cultural heritage / Historic association value				Part of existing gap overlaps with conservation area
Nature conservation / Earth science value				SINCs mainly associated with stream corridors
Flood attenuation (EA Maps)				Limited flooding potential along stream corridors
Agricultural productivity				Grade 3 land
Target Area for Enhancement	Yes		No	

8. West End-Hedge End (part of the 'Southampton-Hedge End/Bursledon/Netley gap')	High	Med	Low	Comments
Levels of permitted public rights of way				Limited footpath network mainly east of the M27
Amount of recreational facilities				Includes golf provision and at present cricket and woodland (which may not remain in the gap if amended)
Intactness / integrity of landscape character				M27 and urbanising land uses have impacted on the character
Cultural heritage / Historic association value				None known
Nature conservation / Earth science value				Nature reserve and SINC (though woodland may not remain in gap if amended)
Flood attenuation (EA Maps)				Zone 2 on land by Moorgreen nature reserve
Agricultural productivity				Mainly Grade 3 and 4
Target Area for Enhancement	Yes		No	

9. Hedge End-Bursledon	High	Med	Low	Comments
Levels of permitted public rights of way				Limited footpath network in present gap, but this would reduce if gap is amended
Amount of recreational facilities				Associated with public access and links to Manor Farm country park which would reduce if gap is amended.
Intactness / integrity of landscape character				Severed by M27
Cultural heritage / Historic association value				Bursledon Windmill and land adjoining River Hamble (river side area may be excluded if gap is amended)
Nature conservation / Earth science value				SINC woodland and saltmarsh (may be reduced if gap is amended)
Flood attenuation (EA Maps)				Limited tidal zone 2 (may be excluded if gap is amended)
Agricultural productivity				Mix of grade 2,3,4
Target Area for Enhancement	Yes		No	

10 Bursledon-Southampton, Netley and Hamble	High	Med	Low	Comments
Levels of permitted public rights of way				Widespread footpath network
Amount of recreational facilities				Some sports pitches
Intactness / integrity of landscape character				Severed by roads
Cultural heritage / Historic association value				Riverside former boat industry heritage (some would be excluded if gap is amended)
Nature conservation / Earth science value				SINC woodland and wetlands (some would be

				excluded if gap is amended)
Flood attenuation (EA Maps)				Some stream courses and tidal flood zone 2 (some may be excluded if gap is amended)
Agricultural productivity				Includes grade 1 and 3 land
Target Area for Enhancement	Yes		No	

11. Netley and Hamble	High	Med	Low	Comments
Levels of permitted public rights of way				Footpath network connects to coast
Amount of recreational facilities				Royal Victoria Country Park and coast
Intactness / integrity of landscape character				Generally intact
Cultural heritage / Historic association value				Includes historic buildings in the Royal Victoria Country Park
Nature conservation / Earth science value				SINC woodland
Flood attenuation (EA Maps)				Very small area of tidal flood zone 2
Agricultural productivity				Small area of grade 1 land but mainly not in agricultural use
Target Area for Enhancement	Yes		No	

12. Netley and Southampton (part	High	Med	Low	Comments
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of the Southampton-Hedge End/Bursledon /Netley Strategic Gap)				
Levels of permitted public rights of way				Footpath network and access within West Wood and along the coast
Amount of recreational facilities				Country Park and coast
Intactness / integrity of landscape character				Fairly intact
Cultural heritage / Historic association value				Netley Abbey, associated ponds and Castle
Nature conservation / Earth science value				SINC woodland
Flood attenuation (EA Maps)				Small area of tidal flood zone 2
Agricultural productivity				Very small area of grade 1 land but mainly in non-agricultural use
Target Area for Enhancement	Yes		No	

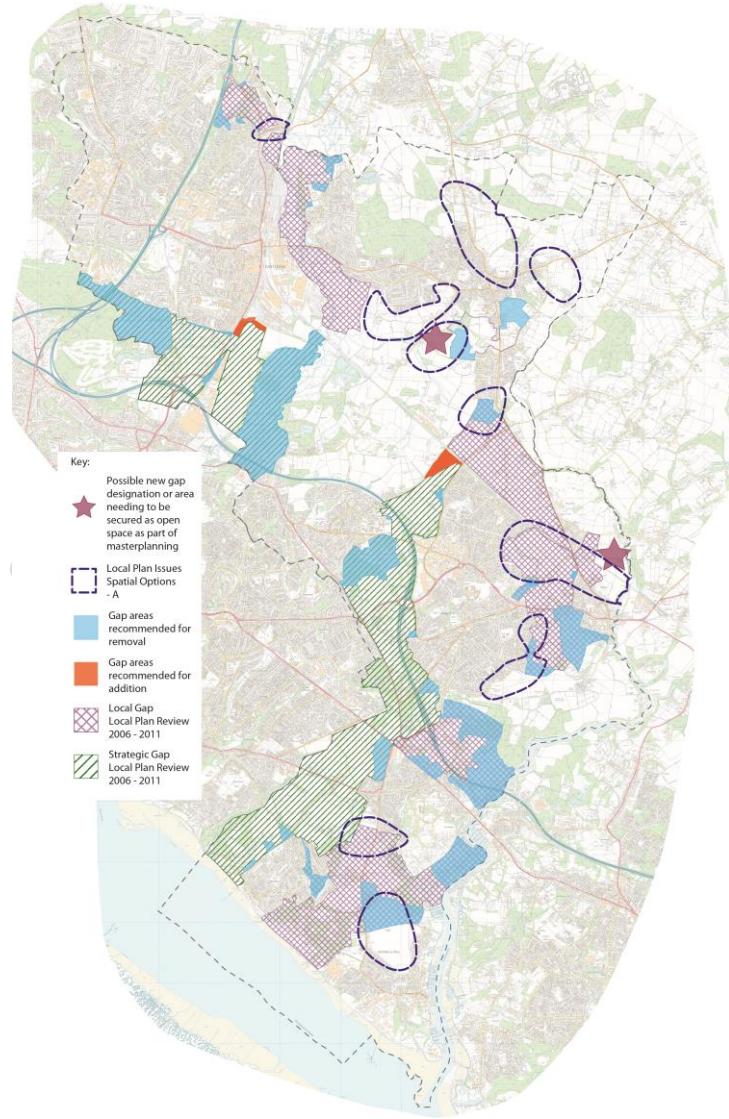
Appendix 6:

Summary of the Implications of Spatial Options on Settlement Gaps

A: Extensions to settlements

With the exception of an extension East of Fair Oak (Fair Oak 7) all settlement extensions are likely to have some adverse effect on the separation of settlements though it is uncertain in scale until further consideration of design and layout.

A new gap designation between the agreed development west of Horton Heath and proposed development south of Bishopstoke may be required to retain the separate identity of Horton Heath and Bishopstoke, although this would inevitably reduce the area of potential development at Fir Tree Farm east of Allington Lane (Fair Oak 5). This has been illustrated in Figure 18.



B: Expansion of Fair Oak and Bishopstoke and Allbrook

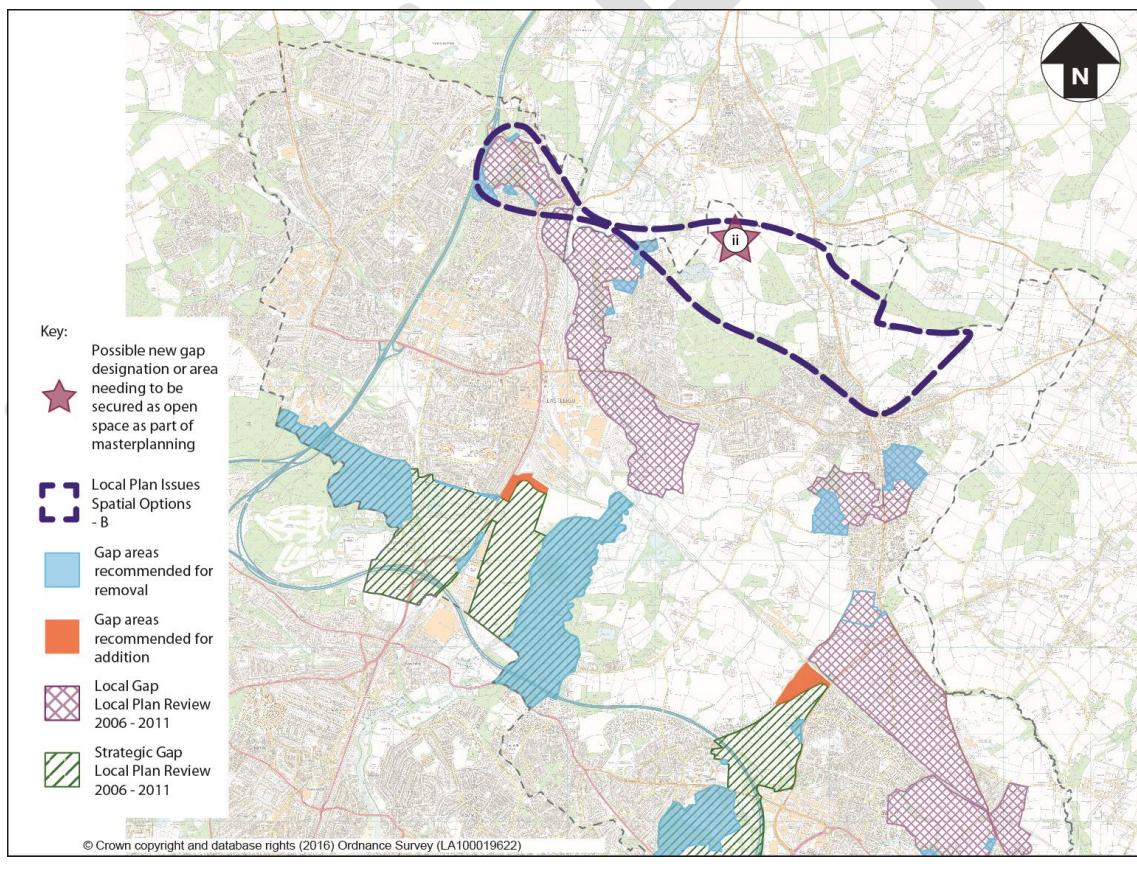
There is potential for coalescence between the settlements of Boyatt Wood and Allbrook/Otterbourne Hill.

Development proposals north of Stoke Park Woods on elevated countryside are likely to result in a marked physical and visual erosion of the countryside between Bishopstoke and Colden Common.

Collectively, development north of Stoke Park Woods and north and east of Fair Oak would further intensify sporadic development, particularly between Fair Oak and Crowdhill. It would contribute to the erosion of the physical and visual gap between Fair Oak and Crowdhill, and Fishers Pond and Colden Common.

There are therefore likely to be significant negative effects with regard to separation of settlements. The overall effect is uncertain and is subject to consideration of design/layout and mitigation measures.

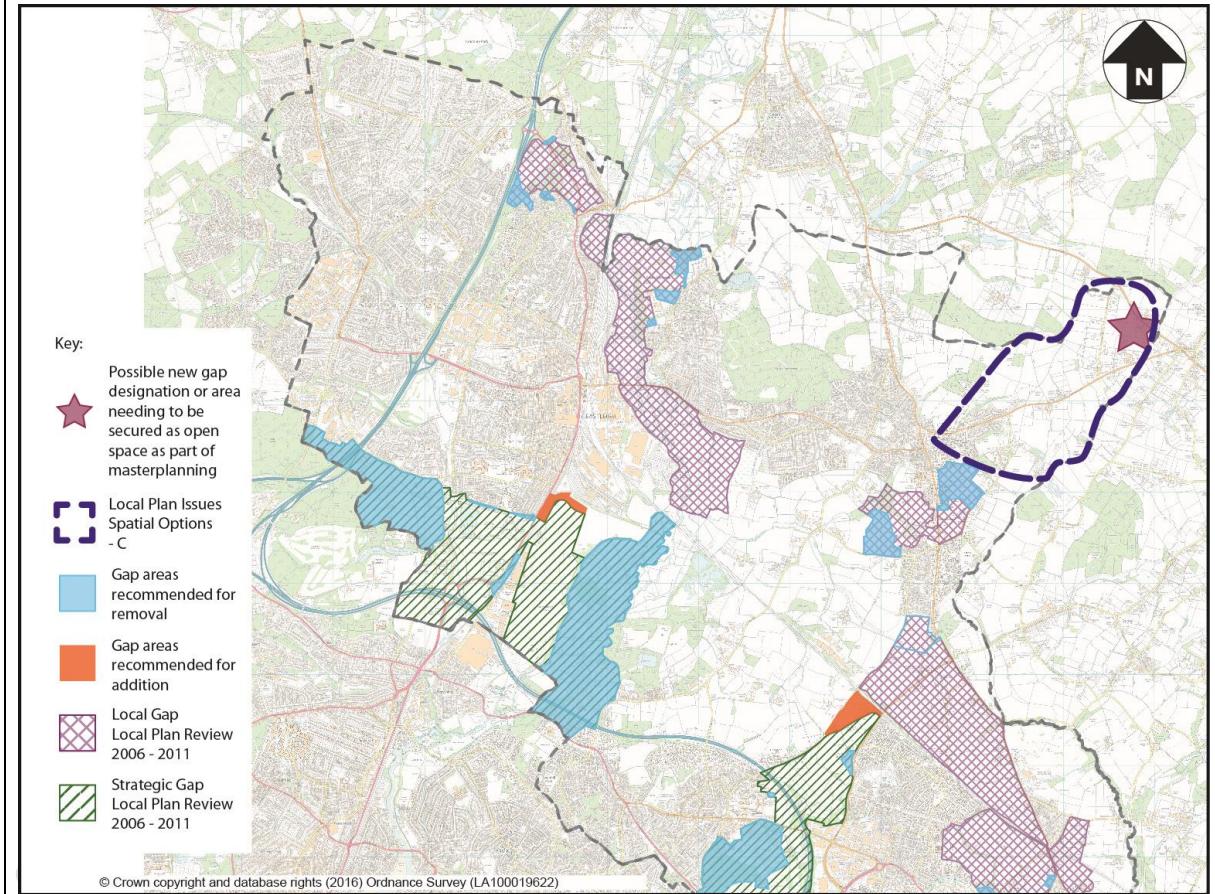
The gap function of remaining countryside between new development and Colden Common /Fishers Pond may need to be protected with a new gap designation between Land to the north of Stoke Park Wood and Colden Common/Fishers Pond although scope to achieve this within the borough boundary is limited. This has been illustrated below.



C: Expansion of Fair Oak to east and north

Development in these locations is likely to erode the separation between Fair Oak and Lower Upham.

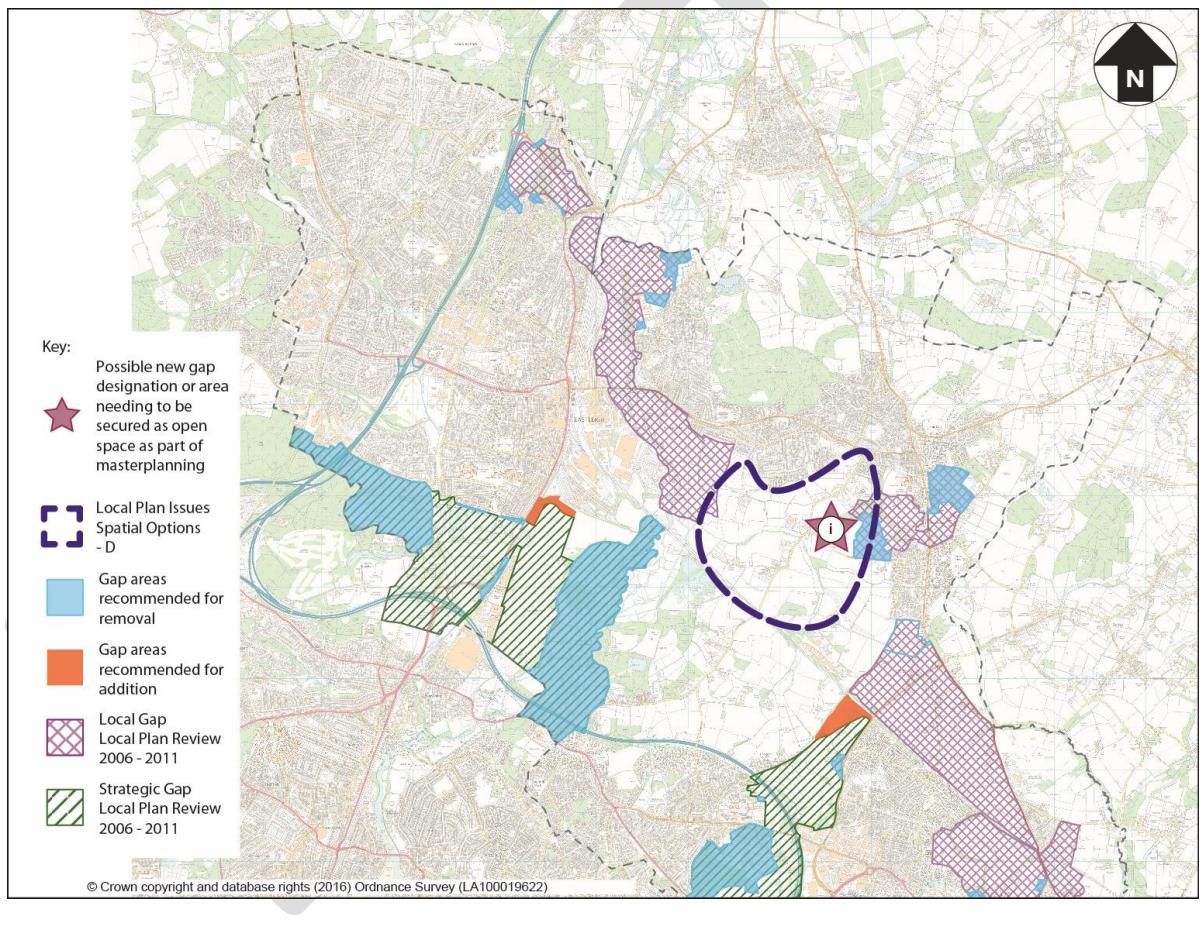
A new gap designation between land to the east of Fair Oak and Lower Upham may be required to protect the identity of the two settlements, although scope to achieve this within the borough boundary is limited. This has been illustrated below.



D: Expansion of Bishopstoke to the south and Horton Heath to the west

There would be significant erosion of the remaining gap between Bishopstoke/Fair Oak and Horton Heath.

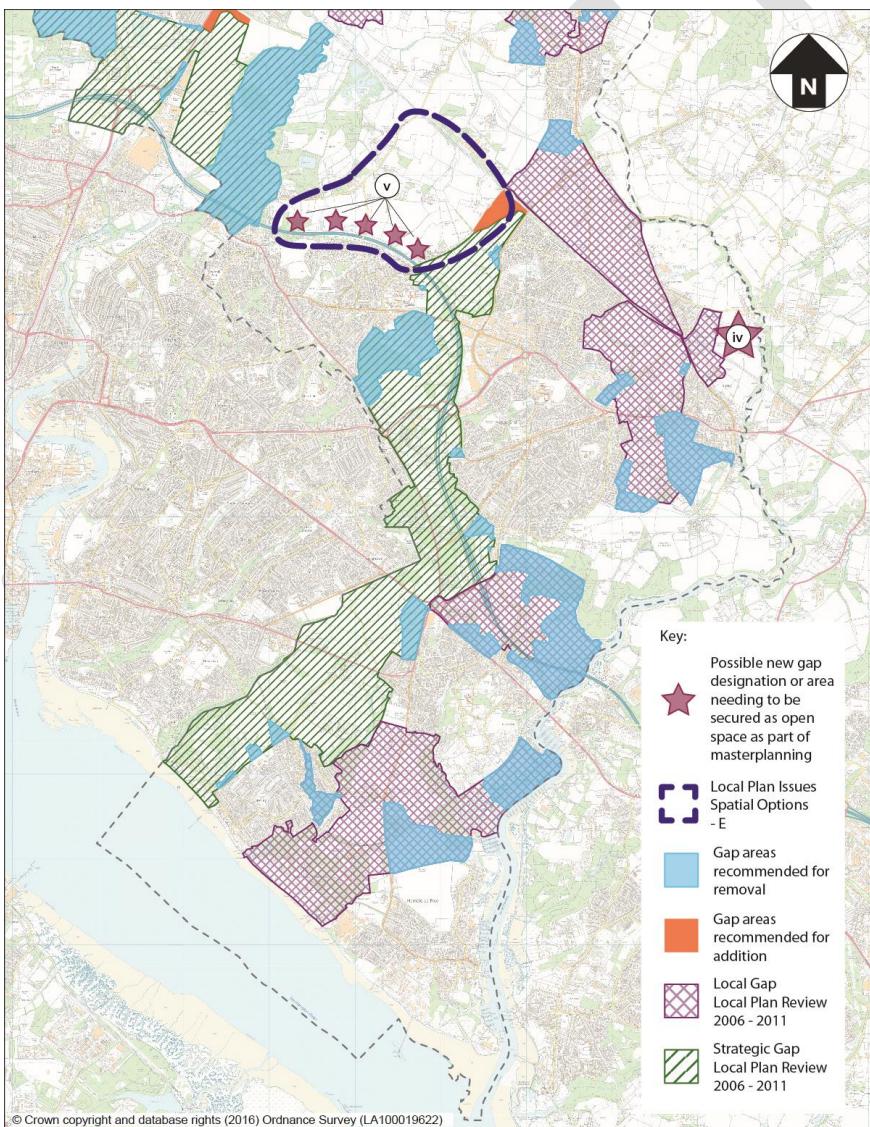
Particularly in combination with development proposed west of Horton Heath which currently has resolution to permit. A new gap designation between the agreed development west of Horton Heath and proposed development south of Bishopstoke may be required to retain the separate identity of Horton Heath and Bishopstoke, although this would inevitably reduce the area of potential development at Fir Tree Farm and East of Allington Lane, however, the extent to which the developable area is reduced will be determined by the extent to which crucial green infrastructure which would be required to support a development of this scale can be effectively located within the gap. This has been illustrated below.



E: Extension to West End north of M27

Development in these locations would reduce the existing gap between West End and Hedge End. As the gap is likely to be reduced, it would also have an impact upon the openness of the landscape character, which is predominantly agricultural. These effects are, however, uncertain because the site specific design and layout details would not be ascertained until decision-making stage.

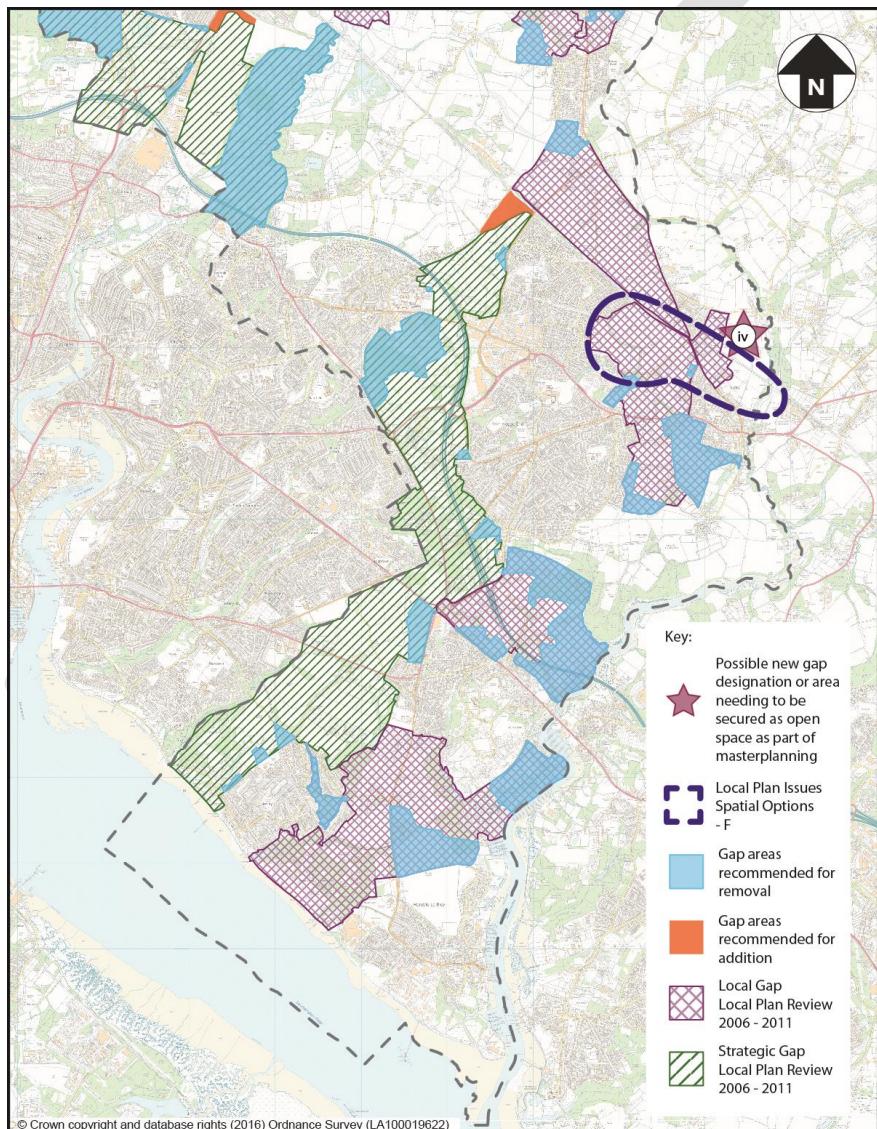
There could be some erosion of separation between West End/Hedge End as perceived from the local road network and it may be necessary to extend the existing gap to include land between Bubb Lane and Burnetts Lane to protect the identity of West End and Hedge End. This would remove the development potential of the site between Bubb Lane and Burnetts Lane. However, the extent to which the developable area is reduced will be determined by the extent to which crucial green infrastructure which would be required to support a development of this scale can be effectively located within the gap.



F: Extending Hedge End to the north east and Botley to the north

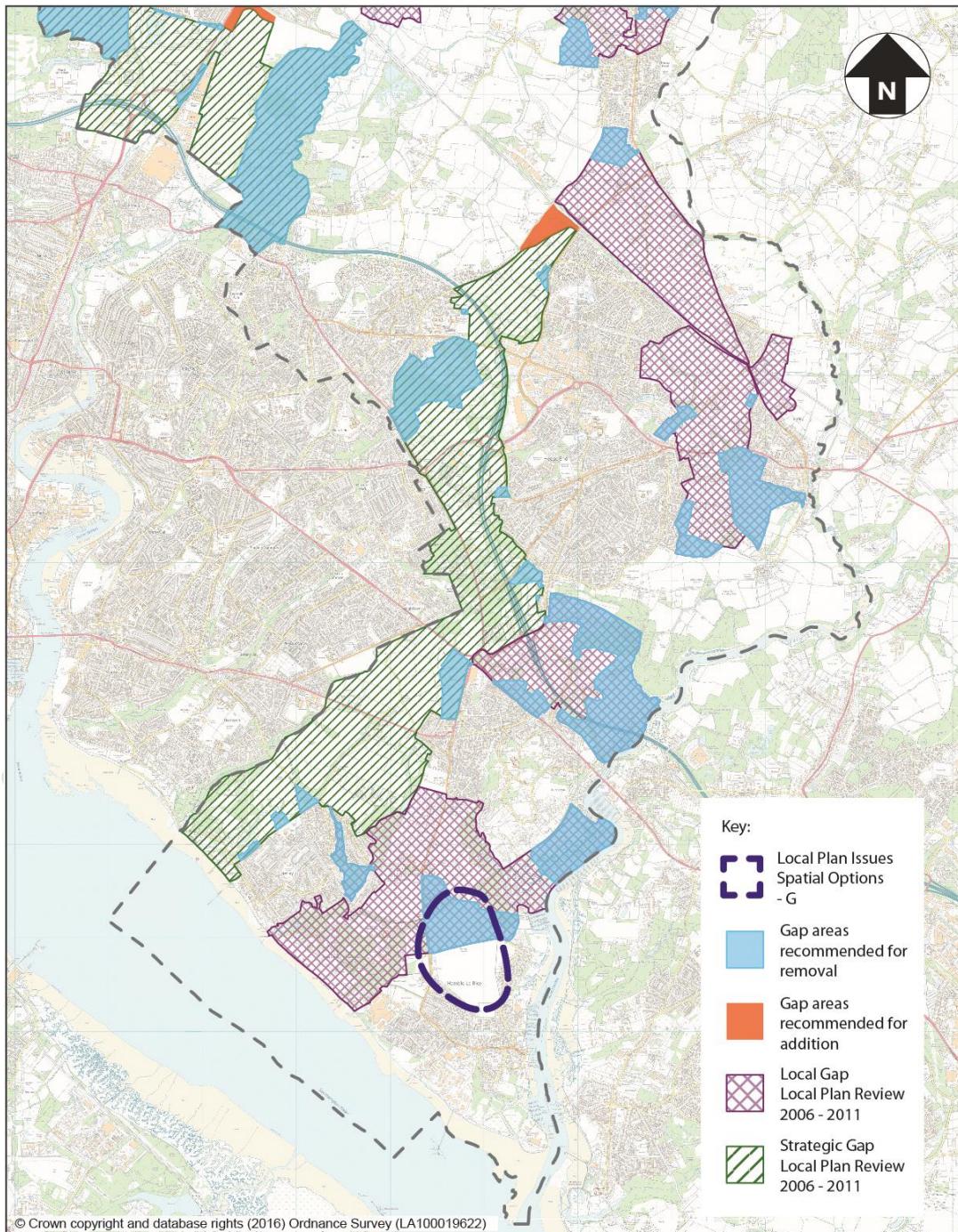
Development in these locations is likely to diminish the separation between Hedge End, Boorley Green and Botley. The eastern part of Hedge End 1 is located at the narrowest part of the gap between settlements which may be further eroded by the construction of the Botley bypass which is likely to erode the gap at Botley 1 also. Until site specific design and layout details are known, however, this negative effect is uncertain.

A new gap may be required to help protect the identity of the settlement of Botley and Boorley Green north of land east of Uplands Farm between the railway and Maddoxford Lane. This has been illustrated below. It would be more effective if it continued into the Winchester District.



G: Hamble Airfield

Any negative effects of new development on the gaps between Hamble and Hound and, between Hamble and Bursledon are likely to be minor because of the limited scale of development proposed and proposed new open space. The extent of any effects are uncertain due to specific detail regarding design and layout which would be considered at decision-making stage.



H: Redevelopment of Eastleigh Riverside for employment uses

These locations are heavily influenced by the character of the airport and have limited visibility therefore development is unlikely to result in significant effects on the identity of settlements.

