

SOUTHAMPTON CITY VISION

Local Plan

Draft Plan with Options



STRATEGIC
APPROACH



HOMES



ECONOMY



INFRASTRUCTURE



ENVIRONMENT



TRANSPORT AND
MOVEMENT



DEVELOPMENT
PRINCIPLES



SITES

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1. INTRODUCTION

CONTEXT

- 1.1 The Local Plan forms part of the development plan which will shape new development and the city as a place through to 2040 and beyond.
- 1.2 The Local Plan ensures that major development is planned for, in the right locations, in a way that supports the city's economic growth, creates high quality places and enhances the environment, addresses climate change, and supports the health and wellbeing of residents. This includes planning for new development (homes, business spaces, shopping / leisure / cultural facilities), new infrastructure (green transport, renewable energy, energy efficient buildings, flood risk management, education, and health facilities), and achieving a high quality of design which protects and enhances the city's culture, heritage and green spaces.
- 1.3 The development plan for the city also includes the Hampshire Minerals and Waste Plan (2013) and any neighbourhood plans (currently the Bassett Neighbourhood Plan (2016)).
- 1.4 Planning applications for individual developments are determined in accordance with the development plan unless other material considerations indicate otherwise. The Plan's policies should be read as a whole, all relevant policies will be used in the determination of planning applications.
- 1.5 The Council also has a range of Supplementary Planning Documents which accord with and provide more detail on the Local Plan's policies and are material considerations in the determination of planning applications. The Council has also set a Community Infrastructure Levy.
- 1.6 The preparation of the Local Plan is informed by the Government's National Planning Policy Framework (NPPF), National Planning Practice Guidance (NPPG), the emerging Partnership for South Hampshire (PFSH) Spatial Strategy, other strategies, the views of local communities and other interested parties, assessments and evidence.
- 1.7 The Local Plan is also informed by and supports a wide range of Council strategies, including for example the:
 - Southampton City Strategy (2015 – 2025) (produced by the 'Southampton Connect' partnership).
 - Southampton City of Opportunity Corporate Plan (2021 – 2025).
 - Economic and Green Growth Strategy (2020 – 2030).
 - The Green City Plan 2030.
 - Housing Strategy (2016 – 2025).
 - Cultural Strategy.
 - Local Transport Plan.
 - Health and Wellbeing Strategy (2017 – 2025).
 - Children and Young People's Strategy (2022 – 2027).

- Education Strategy (2022 – 2027).
 - Green Space Strategy.
 - Southampton Clean Air Strategy.
 - Local Flood Risk Management Strategy.
 - Southampton Coastal Flood and Erosion Risk Management Strategy.
- 1.8 This list is not exhaustive and other strategies are referenced in relation to the plan’s specific policies.
- 1.9 In Spring 2020 the Council undertook an initial public consultation on Local Plan issues, with residents, businesses, and other interested parties. Respondents were asked to identify priorities both in their local area and for city centre. The same three came out as most important for each area. These were:
- Parks, open spaces, nature, and conservation
 - Reducing air pollution and improving air quality
 - Access to frequent and reliable public transport
- 1.10 A ‘Call for Sites’ was also undertaken in Spring 2020 and October 2021. All the sites put forward, along with additional sites identified by the Council, were assessed for their development potential as part of our Strategic Land Availability Assessment (SLAA). This has helped to inform the approach to development as set out in this draft plan.
- 1.11 The Council is now consulting on this full draft plan which identifies key policy options where reasonable alternatives exist. The draft plan is supported by a range of evidence, including a sustainability appraisal, habitat regulations screening assessment and draft Strategic Land Availability Assessment (SLAA).
- 1.12 The policy options set out in the draft Local Plan will be considered in the light of your comments, the sustainability appraisal and further evidence. The Council will then select the preferred options to feed in to a ‘pre-submission’ version of the Plan. It aims to reconsult on that plan in the Summer of 2023.
- 1.13 The draft plan includes strategic policies, which are identified by “(S)” in the policy number.
- 1.14 We are looking for your views on this draft Local Plan, the key policy options we’ve identified, and any other policy options we may have missed. Your views will form an important part of how we shape and finalise the plan.

Where are we now?

- 1.15 Southampton is the largest city on the central south coast of England, with a population of 249,000 people¹. The city has a diverse population which includes a range of ethnic groups and people from different countries. It also includes a higher proportion of people aged 16 – 24 than the national average. The Port of Southampton is an international hub and the city is a regional economic, service and transport centre. In June 2022 Solent Freeport was

¹ ONS, 2021 Census

launched, which aims to strengthen the trading position of the Port and develop new trading relationships. The Solent's location makes it one of the UK's most important gateways to European and global markets. Approximately 108,000² people work in and 8,800³ businesses are based in the city. The city centre is a major shopping and leisure destination and has two regional hospitals and two Universities. Southampton is served by an airport and key rail/road links to London, along South Hampshire and the south coast, and to South Wales, the midlands and north. There is strong demand for further development focussed on the city. The city enjoys a rich heritage dating from Roman, Saxon and medieval times, excellent parks and open spaces, a waterfront location, important environmental designations, and attractive residential areas. Parts of the city suffer from poor air quality or are at risk of flooding. Residential communities range from those which are prosperous to others which are amongst the most deprived nationally.

1.16 There are many issues to address, some relatively long standing, some more recent, for example:

- Promoting economic growth and ensuring residents can benefit from that growth.
- Ensuring people have the homes they need and live in high quality environments.
- Creating distinctive places and centres, reflecting the city's unique heritage and waterfront.
- Supporting the regeneration of the city centre, districts and housing estates.
- Promoting the cultural life of the city.
- Supporting health and wellbeing.
- Supporting social inclusion and opportunities.
- Addressing both the causes and impacts of climate change, which is one of the greatest environmental threats facing the planet, the U.K. and the city. The Council has declared a climate change emergency and has committed to achieve a net zero carbon footprint in its own buildings by 2030. The U.K. is committed to achieving net zero by 2050.
- To conserve resources and minimise pollution.
- To enhance biodiversity, turning around the long term and serious global decline in biodiversity.
- Understanding and adapting to the longer-term effects of the Covid-19 pandemic.

1.17 The Plan aims to find land use solutions which are mutually reinforcing to address a range of these issues. For example:

- Access to a good job and a good home underpins the quality of life, health and wellbeing of the city's residents.
- Economic growth can support new green and low carbon technologies.
- Promoting 'active travel' (walking and cycling) and public transport use helps to reduce congestion which facilitates the increase of trips needed in support of economic growth. Active travel and public transport also reduces carbon emissions and local pollution (with health benefits), and active travel increases physical and mental well-being.
- Improving the energy efficiency of buildings helps to address not only climate change but also fuel poverty.

² Number of employees, Business Register and Employment Survey (2020)

³ ONS, UK Businesses, 2021

- Enhancing green spaces supports biodiversity, wellbeing and healthy lifestyles, creates attractive 'active travel' routes, and helps to mitigate both poor air quality and the effects of climate change (e.g. cooling and flood risk management).
- The longer-term effects of Covid-19, together with increased digitisation, may support a shift towards flexible working and 'on-line' shopping which reduces traffic emissions/pollution and congestion. Centres will continue to need to adapt and become more flexible to support a range of 'offline' activities and experiences (for example eating, drinking, events and culture, in addition to continued shopping) to enhance vibrant centres at the heart of their communities.

2. STRATEGIC APPROACH

OBJECTIVES, SPATIAL STRATEGY, DEVELOPMENT TARGETS, PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT

- 2.1 The aim of the Plan is to achieve sustainable development, as set out in the National Planning Policy Framework (NPPF). This includes pursuing overarching economic, social and environmental objectives together. The city will continue to develop as a place in a way which mutually reinforces these objectives.
- a. To deliver new high-quality homes.
 - b. To deliver the right mix of new homes, including affordable homes.
 - c. To support sustainable economic growth and innovation, the city as a global gateway, and the digital and physical infrastructure needed to support this growth.
 - d. To support key economic sectors, including the green economy, the Port, Freeport, maritime and logistics, creative and cultural industries.
 - e. To reduce the emissions which contribute to climate change, and to adapt to climate change.
 - f. To achieve social value from development, and ensure local residents benefit from economic growth and the creation of good quality jobs, reducing economic and social inequalities.
 - g. To support lifelong learning and skills.
 - h. To conserve and manage natural resources (e.g. water, building materials, waste recycling).
 - i. To make effective use of land.
 - j. To minimise air, water, light and noise pollution.
 - k. To support active travel (walking, cycling) and public transport, introduce a Southampton Mass Transit system, reduce and then manage remaining car use.

- l. To conserve and enhance biodiversity, the 'green grid' and open spaces.
- m. To conserve and enhance the city's distinctive built, archaeological and cultural heritage.
- n. To conserve and enhance the city's distinctive townscape, promoting high quality placemaking, access to the waterfront, and places that are accessible and inclusive to everyone.
- o. To support strong city, town, district and local centres as economic and community hubs and vibrant shopping, leisure, and cultural centres.
- p. To enhance and regenerate the city's housing estates and neighbourhoods.
- q. To create healthy and safe places and communities for all, which promote healthy places and environments and reduces health inequalities for people of all ages.

2.2 These objectives are not listed in priority order. The Plan's policies ensure that development will meet these objectives. The Plan's Sustainability Appraisal reflects these objectives.

Spatial Strategy for Southampton

Introduction

- 2.3 The Council is working with its surrounding Councils through the Partnership for South Hampshire (PFSH) on the emerging South Hampshire Strategy. Southampton is a key regional hub for the city region and the wider and closely connected South Hampshire area. The aim is to meet housing and employment needs, aligned to transport, environmental and other planning considerations, across this area, reflecting a 'cities first' approach. Focussing development in Southampton puts homes, jobs and services in the most sustainable locations, creates synergies to support the sustainable economic growth of the wider city region, makes the most efficient use of previously developed land, supports the social and economic inclusion of the city's residents, and protects the countryside.
- 2.4 The spatial strategy for the city sets out the approach to different locations and places within the city to achieve the objectives set out above, and can be summarised as follows (with further detail in specific policies):

City Centre and Central Area

- 2.5 Southampton city centre is a regional economic, service and cultural hub, and will be a focus for high density commercial and residential development. This will locate major development in a highly accessible location, served by a comprehensive public transport

network, within walking distance of a wide range of jobs and services, and linked to the combined heat and power network. Development will respect and enhance the city centre's unique heritage assets and character, including the Old Town, Central Parks, and waterfront. It will further enhance the regional status of the city centre and add to its distinctiveness and vibrancy as a place to do business, visit and live.

- 2.6 The city centre and wider central area includes two key areas for change. Phased development over the short, medium and long term through to 2040 and beyond will be guided and co-ordinated to create transformational 'placemaking' change in the:
- Mayflower Quarter – an exciting, vibrant and distinctive high density city centre quarter with tall buildings which will raise the regional status of the city as a destination, create new communities, reflect and enhance the city's heritage and identity, create new streets and spaces to connect an enhanced Central Station development hub to an exceptional waterfront at Mayflower Park and Town Quay, the shopping area and Old Town, and introduce extensive green infrastructure, including a range of new and attractive green spaces to provide recreational and amenity areas and enhance biodiversity.
 - Itchen Riverside – a vibrant mix of economic, leisure/sport and residential/community uses. This will maintain a strong industrial and marine employment base in the Northam area, and to the south over the longer-term aim to introduce further residential/leisure waterfront development, creating a continuous public waterfront from St Mary's stadium, through Chapel Riverside to Ocean Village and enhanced connections back to the core of the city centre. This area includes specific waterfront and/or gateway development sites at the Drivers Wharf, Chapel Riverside and Britannia Road gas holder sites.
- 2.7 The city centre also includes other key development sites, including at Ocean Village, College Street, Debenhams/the site of the former East Street Shopping Centre, Bargate, Albion Place/Castle Way, Marlands and other key sites which emerge, which will strengthen connections to the waterfront, enhance the shopping area, city centre arrival points, and/or open up the city's distinctive heritage.

Town / District / Local Centres

- 2.8 The town, district and local centres provide a strong focus for the city's communities, and a range of important 'week to week' and 'day to day' services. These centres will provide a continued focus for these facilities and for relatively high density commercial and residential development. Public realm and local transport connections to the centres will be enhanced. They will facilitate the creation of '20-minute neighbourhoods', where people can find the facilities they need within a 20 minute walk of where they live.
- 2.9 Shirley, Portswood, Woolston and Bitterne centres have a strong and distinctive identity focussed on a key street. The wider surrounds of Bitterne centre and Lordshill centre (constructed in the 1970s) have a more disjointed environment and would benefit from redevelopment to create stronger places.

Transport Corridors

- 2.10 The main transport corridors to and from Southampton city centre to key destinations within the city and beyond are to:
- Totton;
 - Shirley / the General Hospital / Lordshill / Romsey;
 - The Avenue / Chandler's Ford;
 - Portswood / University of Southampton / Southampton Airport / Eastleigh;
 - Bitterne / Hedge End; and to
 - Woolston / Netley / Hamble.
- 2.11 These corridors are served by cycle routes, high frequency buses, and local rail stations and connect to the national rail, road and air networks. The Central Rail Station / city centre bus and coach interchanges, local mobility hubs, active travel facilities and public transport services on these corridors will be enhanced. Relatively high-density development will be supported along these corridors.

Waterfront

- 2.12 Public access to and along the city's distinctive waterfront will be enhanced wherever possible, including within the city centre, Itchen Riverside, Riverside Park and at Weston Shore. This will reflect the unique character of different sections of the waterfront, including the Port (and views of the cruise liners), waterfront developments at Ocean Village and Centenary Quay, and green spaces such as Mayflower Park, Riverside Park and Weston Shore.

Suburban Residential Communities

- 2.13 In addition to supporting and creating new vibrant higher density residential communities in the centres and along public transport corridors, the city includes a wide range of strong local communities which are focussed on their nearby centres. In these areas, the emphasis will be on making good use of the development sites which become available, and supporting appropriate regeneration to enhance the quality of life of residents.

Education, Health and Community Facilities

- 2.14 The city benefits from two Universities, and a network of further education facilities, primary and secondary schools, major hospitals and a network of local health facilities. These are vital to economic prosperity, social inclusion and health and wellbeing. The city also benefits from a network of local community facilities, vital to the social fabric of each neighbourhood.
- 2.15 All these facilities will be protected where they continue to be needed, and the enhancement of facilities within these sites supported.
- 2.16 More broadly, the focus on active travel (walking / cycling), protecting and enhancing open spaces, and promoting new homes and jobs will support healthy communities.

Industrial and Marine Industrial Sites

- 2.17 Industrial sites will be protected, and further industrial development within these sites supported. (The draft Plan identifies a limited number of options for releasing selected

industrial sites where their redevelopment might deliver strong benefits). Marine industrial sites with waterfront access will be protected, and further marine industrial development within these sites supported.

Port

- 2.18 The international Port of Southampton will be protected, and its growth supported within the site (including for Freeport proposals). More broadly, enhancements to rail/short sea shipping and where appropriate road connections will support the growth of the Port.

Placemaking, Design and Heritage

- 2.19 Southampton is a major maritime city. The city centre and Port lie at the confluence of the rivers Test and Itchen. The River Itchen bisects the city, with areas to the east linked by bridges. The city contains a wealth of heritage assets from prehistoric times to the present days. These include the medieval old town, the Bargate and Town Walls, the historic street pattern and historic villages which have been incorporated into the expanded city as a series of town and district centres. The bombing of the city centre during the Second World War and the subsequent rebuilding destroyed significant swathes of its intrinsic architectural character. In addition, the extension of the Port in the 1920s created a significant area of reclaimed land in the west of the city centre which has led to a series of low density and poorly connected developments with little design merit.
- 2.20 The design quality of new development is paramount to re-establishing a high-quality and distinctive identity for the city. The city centre is defined by distinctive high-quality assets, including the waterfront and views of the Port, the Old Town, Town Walls, Civic Centre and Central Parks. The wider city is also defined by high-quality open spaces, including Southampton Common, the parks and greenways, Green Grid and a range of varied and established residential areas. These assets create a context which new high-quality development can respect and enhance.
- 2.21 High quality development will create distinctive and connected places, and protect and enhance the city's unique heritage, identity and sense of place. Places will be inclusive and safe, supporting easy access for everyone whatever their level of mobility.

Biodiversity, Open Spaces and the Environment

- 2.22 Biodiversity, the 'green grid' and open spaces across the city will be protected and enhanced, to support nature, well-being, active lifestyles, and adaption to climate change.
- 2.23 The focus of higher density development in the most accessible locations (e.g. city, town, district centres and transport corridors), the support for sustainable travel, renewable energy and energy efficiency will all support reductions in carbon emissions.

Development Targets

- 2.24 The Plan will aim to deliver additional sites for new homes, office development, and (subject to further assessment) retail development. Existing sites for industrial uses will be protected (subject to the options for the release of selected sites as set out in this plan). Existing sites for the Port and marine industries will also be protected. This will support the success and growth of these sectors.

Policy ST1 (S) – Development Targets

The following development will be delivered in Southampton (net gain):

1. **New Homes – 16,800 dwellings (2022 – 2040)**
2. **Offices – 61,000 – 78,000m² (2019 – 2040)**
3. **Retail – to be determined through an updated retail needs study (for 10 years from adoption)**

2.25 The overall need is for approximately 26,500 new homes in the city (2022 – 2040), based on the Government’s standard method for calculating need, including the 35% uplift to Southampton’s figure as one of the 20 largest cities in England.

2.26 The plan supports major growth in the provision of new homes. In accordance with the Spatial Strategy, the Council is seeking to maximise the scale of this growth. The proposed development targets in policy ST1 will be refined as necessary, taking account of comments received on the plan and its options, for example on the suitability of sites and densities to be applied. A breakdown of the overall new homes target, as set out in ST1, is presented in Table 1 below. The full range of specific sites are set out in the Council’s emerging Strategic Land Availability Assessment. (The sites section of this plan includes a question to ask if we have missed any sites).

Table 1: Housing supply

| Housing Supply Totals (2022/23 - 2039/40) | | |
|--|--|---|
| Potential sites: | Current Development Plan Allocations (from Local Plan Review, City Centre Action Plan & Core Strategy) | All outstanding development sites included in 'Emerging Sites' as all are being carried over to the Southampton City Vision Local Plan. |
| | Major Sites with Planning Permission | 3,565 |
| | Small Sites with Planning Permission | 591 |
| | Emerging Sites (from Strategic Land Availability Assessment) | 10,410 |
| Windfall Allowance | 0 for first 3 years, 150 for following years to 2040 | 2,250 |
| Total Housing Supply | | 16,816 |

2.27 Nevertheless, as an urban area, there are limits to the scale of growth that can be accommodated consistent with the objectives of sustainable development. The Council is working with PFSH through the emerging South Hampshire Strategy to identify how development needs, including housing needs, can be met across the South Hampshire area.

- 2.28 The evidence supporting the emerging PFSH Strategy also identifies the need for office development. The need for retail development will be identified through an update to the Council's retail needs assessment.
- 2.29 The Plan does not include specific targets for other types of developments. However, industrial, Port, leisure/cultural and other development will be supported in accordance with the plan's policies.
- 2.30 The Plan also supports and requires the provision of the infrastructure necessary to support this development growth, including for example further transport, digital, green, flood risk, health and education infrastructure.

Key Policy Options

- 2.31 The overall objectives and spatial strategy reflect national and Council policy, and the nature of the city. There are key policy options for the scale of development identified in policy ST1. These are set out for new homes in policy HO1 on density; for new offices in policy EC1; and new retail development in IN1 and IN2.

3. HOMES

- 3.1 Southampton is a city of around 249,000 people living in 110,000 homes. It is the second most densely populated of the South East's local authority areas, with almost 5,000 people per square kilometre. It is a growing city and saw a population increase of over 5% between 2011 and 2021⁴.
- 3.2 In addition to policy on the number of new homes needed in the city (policy ST1), the Local Plan also provides guidance on the specific type of homes required and criteria for development. This includes the delivery of affordable homes which is one of the key challenges facing the city. These policies must be read together with later sections in the plan which ensure new development is sustainable and well designed. This chapter includes the following policies:
- HO1 Density
 - HO2 Housing Mix
 - HO3 Affordable housing
 - HO4 Conversion to residential use
 - HO5 Housing Retention
 - HO6 Houses in Multiple Occupation
 - HO7 Purpose Built Student Accommodation
 - HO8 Gypsy and Traveller Accommodation and Accommodation for Travelling Showpeople
 - HO9 Houseboats and Moorings

DENSITY

- 3.3 Whilst there is continuing pressure for higher densities to deliver development in Southampton, it is important that this is properly planned having regard to the importance of securing well-designed, attractive, and healthy places.
- 3.4 The Council will ensure developments make the optimal use of available land, appropriate to their context, and support the regeneration of previously developed land, whilst avoiding homes being built at densities which are too low to achieve the housing delivery required to support the Southampton's predicted population growth over time.
- 3.5 To ensure this residential growth is sustainable, higher-density development will be focussed in the following highly accessible locations: the city centre, Shirley town centre, district centres, and the key public transport corridors and hubs.

Policy HO1 (S) – Density

New residential development should accord with following density standards, although all applications will be judged on their own merits and in light of local context:

⁴ Source 2021 Census

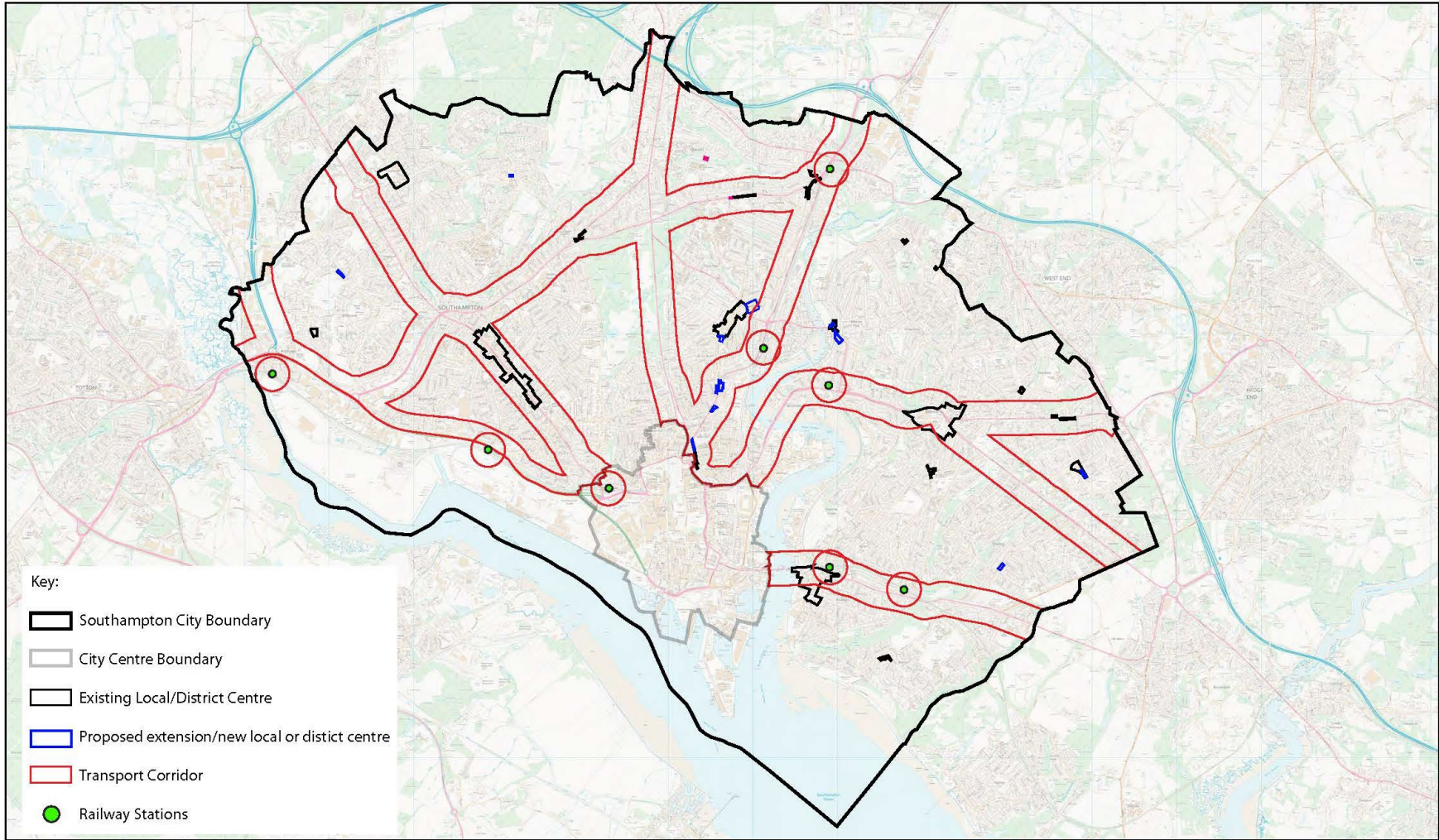
| AREA | DENSITY STANDARD (dwellings per hectare (dph)) [see Key Option 2] |
|--|--|
| City Centre | 250dph minimum |
| Town and District Centres | 150dph minimum |
| Transport Corridors and Hubs [see Key Option 1] | 100dph minimum |
| The rest of the city | Between 35dph and 75dph, depending on local context |

Development will be permitted where it has an optimal and appropriate density, having regard to the following criteria:

1. The need to protect and enhance the character of existing streets and neighbourhoods;
2. The need to provide adequate high-quality open space either on site or in the local area;
3. Flood risk and the need to provide appropriate reduction and mitigation measures;
4. Accessibility and the need to create and/or integrate with existing active travel and public transport links and hubs, where possible;
5. The need to demonstrate appropriate and respectful design in accordance with adopted character or conservation area appraisals;
6. The need to demonstrate the efficient and effective use of land; and
7. The need to demonstrate connectivity to heat network zones.

The optimal use of derelict, vacant and underused land must also be made to help achieve the required densities for residential development provided that:

8. The land is not identified as being safeguarded for non-residential use;
9. The location of any development would not present significant harm to the amenity of existing occupiers on adjoining land;
10. The site is not unfit for development by reason of its location close to dust, fumes, hazards or nuisance created by nearby industrial or commercial activity; or
11. The land does not support significant wildlife or nature conservation interests



Transport Corridor - 400m buffer

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Scale: NTS | Date: Sept 2022



Map 1 Transport corridors and buffer

Overall Approach

- 3.6 The need to provide a significant number of new dwellings within Southampton's constrained urban area will inevitably lead to a general increase in density. However, the appropriate densities of new development will vary across the City depending on the local context. Intensification and higher densities will be appropriate in some parts of the City in order to make best use of the land, to support a range of local services and infrastructure and to create a residential environment with a mix of housing.
- 3.7 At all densities housing needs to be energy efficient, of an appropriate character to its setting, provide adequate amenity, be of high quality and provide mitigation measures where necessary. To develop healthy places, usable outdoor space for residents should be maximised and could be provided in forms such as gardens, roof terraces and balconies.
- 3.8 The Council measures density by the number of dwellings per hectare (dph)(i.e. gross density). The City Centre is the key area for the city's highest density residential development therefore, in line with average densities on recent development schemes, a minimum density of 250dph will be required. In Shirley Town Centre and the four District Centres, 150dph has been set as the minimum requirement whilst in the buffers surrounding transport corridors and hubs the standard will be 100dph. Again, these densities relate back to averages on recent completions and higher minimum densities are considered appropriate in these locations as they offer quick and direct access to a range of amenities, services and employment opportunities and good access to public transport.
- 3.9 For all other areas of the city, densities are expected to fall between 35dph and 75dph given the diverse range of density contexts in different areas of the city.
- 3.10 To help achieve the densities proposed, the most effective use of land will be needed, and this includes optimising the reuse and regeneration of previously developed land for residential use. However, it is recognised that certain areas of previously developed land may not be suitable to be redeveloped for residential use such as where there remain ongoing industrial uses nearby.
- 3.11 The policy sets out the proposed requirements to optimise the density of new residential development. The Council will also seek to optimise the density of mixed use and non-residential development. In accordance with Policy IN3, single storey developments will not be permitted in the city, town and district centres.

Key Policy Options

Key Option 1 – Density band for transport corridors and hubs

Option 1a – To include a density band for transport corridors and hubs with a buffer of 400m and minimum density standard of 100dph (see map 1 above). This will align with National Planning Policy Framework paragraph 125(a) which supports optimising the use of land, including the use of minimum density standards in accessible locations as a means to support sustainable growth.

Options 1b – To not include a density band for transport corridors and hubs (see map 1 above). This would enable development of lower densities to be accepted and could result in a larger housing shortfall in Southampton.

Key Option 2 – Proposed density levels

Option 2a – To support the density levels proposed in Policy HO1. This will help achieve housing targets but will require building to greater densities that have been proposed in previous Local Plans which will mean changes to the types of housing being developed including an increase in the number of developments for taller buildings.

Option 2b – To support a higher density target than that proposed in Policy HO1. This will further help in achieving housing targets but will require additional taller and landmark buildings to be built which may have a negative effect on the appearance and character of the city.

Option 2c – To support a lower density target than that proposed in Policy HO1. This may be more reflective of the current status quo approach to density but will result in more land needing to be developed to meet housing targets.

Evidence

Existing Evidence:

- 3.12 The PTAL map was devised in 2007 as a tool to gauge accessibility levels across the city in terms of public transport use. It has been used to identify concentric bands of accessibility from which appropriate densities have been matched. However, it is some time since it was introduced and the evidence to support it gathered, therefore it is no longer considered an appropriate and applicable tool for comparing and identifying accessibility and density characteristics across the city.
- 3.13 The Residential Design Guide SPD is widely used for providing qualitative and quantitative guidance on residential development, and this supports the appropriate provision of residential environments of varying densities.

New Evidence:

- 3.14 Chapter 11 of the NPPF 2021 continues the theme of making the best use of brownfield land (more commonly called previously developed land in the NPPF 2012). It encourages a proactive role to be taken in bringing forward land to meet identified development needs, and this can include using land in public ownership, using brownfield registers to identify sites, more effective use of underutilised space, and entertaining upward expansion and conversions, where compliant with other policies.

HOUSING MIX

- 3.15 Retaining existing housing numbers, upgrading existing stock and ensuring new developments are built at an appropriate density will all help meet the overall housing need in Southampton.
- 3.16 In planning for housing, the aim is to provide a broad housing mix in the city in order to meet identified needs – this can include the delivery of private housing (owner occupied and rented), and affordable housing in terms of the tenure and a range of housing types covering a varied housing mix to include family housing, Houses in Multiple Occupation, co-living

homes, specialist accommodation for the elderly and vulnerable and purpose built student accommodation (PBSA) should there be an evidenced demand.

Policy HO2 (S) - Housing Mix

- 1. Development across the city must provide a mix of homes, tenures and bedroom sizes to meet a range of housing needs provided they support mixed and balanced communities, including:**
 - a. traditional family housing;**
 - b. the improvement and retention of, and an increase in, the provision of homes for older people (supported housing, housing with care, residential homes and nursing homes), specialist housing and for Disabled People of all ages;**
 - c. the provision and control of Houses in Multiple Occupation (HMOs) (see Policy HO6);**
 - d. the provision and control of Purpose Built Student Accommodation (PBSA) (see Policy HO7);**
 - e. proposals for Self and Custom Build homes across a range of sites [see key option 1];**
 - f. the provision and control of build to rent units; and**
 - g. the provision and control of homes used for co-living.**

Family Homes

- 2. In order to ensure family housing needs are met across the city:**
 - a. There will be a target of 30% of total dwellings (gross) as family homes on residential developments of ten or more dwellings or sites which exceed 0.5 hectares [see key option 2]**
 - b. There will be no net loss of family homes on sites capable of accommodating a mix of residential units unless there are exceptional circumstances justifying this loss (also see Policy HO5: Housing Retention) [see key option 3].**
- 3. Family homes are dwellings of three or more bedrooms with direct access to useable private amenity space or garden for the sole use of the household (see amenity space standards below) [see Key Option 4]**
 - a. Flat and maisonette – 20m² per unit**
 - b. Terraced – 50 m²**
 - c. Semi-detached 70 m²**
 - d. Detached – 90 m²**
 - e. Sheltered accommodation – 30 m² per unit**

4. Specialist housing schemes entirely for older people and supported accommodation for Disabled People are required to provide private amenity space based on the standards in criterion 3. They must be supported by an appropriate on-site management plan. The requirements in criterion 2 above do not apply to these schemes.

Overall Approach

- 3.17 The demand for one-bedroom and two-bedroom properties is not a new trend in Southampton, in recent times it has been the most predominant accommodation type being built. Frequently smaller developments in the city have involved the loss of a large house to be replaced with flats. There remains a continued need for one-bedroom and two-bedroom properties, but in order to meet overall housing needs, it is important to develop a mix of new housing types and tenures across the city as well as protect existing family housing stock.
- 3.18 When planning new developments, the appropriate percentage of family housing for each site in the first instance will depend upon the established character and density of the neighbourhood. It will be important to introduce a greater mix of people into the city centre, parts of which may be suitable for family homes. This can include high density schemes with a family orientated layout and environment which should be designed in at the concept stage. Applicants will also need to provide a strong justification in those instances where it wouldn't be possible to fully meet the family housing target. In terms of family homes falling within university campus or hospital sites, any proposals to demolish these should incur a net increase in family homes unless the proposal is for education, research or healthcare uses, and accords with other relevant policies in this plan. Family homes are also considered in Policy HO5: Housing Retention with regards to the proposed redevelopment of the existing housing stock (e.g. replacement of two smaller units with a larger family home).
- 3.19 Southampton has evidence of overcrowding in housing, exacerbated in some of its many Houses in Multiple Occupation (HMOs). Policy H8 of the original Local Plan and CS5 of the Core Strategy highlights the usefulness of a density policy to steer different types and intensity of housing to the most suitable locations. It is therefore important that new development adopts living standards that are appropriate and adaptable for the future in the city. Additional standards would support a density policy and ensure future homes secure appropriate living conditions.
- 3.20 In accordance with Government legislation, the Council is committed to increasing self and custom-build housing and to raising awareness of this type of housing as a route to home ownership. Self and custom build therefore provides another option on supply and housing choice. The council has established a self-build register and supports proposals for self and custom build, subject to meeting other planning policies. The Council has opted to not allocate any sites for self and custom build but will support schemes which include flexibility to deliver self-build and custom build housing as part of residential developments.
- 3.21 Build to rent is an increasingly popular type of housing with schemes being permitted in the city over recent years. Schemes usually offer longer tenancy agreements and are often professionally managed by the owner or operator. It will be important to ensure that the provision of build to rent units maintains balanced and mixed communities and do not become the dominant housing type in any one area of the city. These schemes will also be expected to provide private usable amenity space. The proposed format of this will be

considered on a case-by-case basis. However, build to rent schemes will be expected to contribute to a satisfactory living environment for prospective occupants.

- 3.22 Co Living is also a growing sector within the overall housing mix. It will be important to ensure that this does not harm the overall mix and balance of existing communities by becoming the dominant housing type or prevent opportunities for more affordable housing options to come forward in any one area of the city. It is also important that they are well designed and Co Living schemes provide appropriate private and communal space for the number of people living there and sharing communal areas. The proposed format of this private and communal space will also be assessed on a case-by-case basis.

Key Policy Options

Key Option 1 – Self build and Custom build housing

Option 1a – to support proposals for self and custom build homes without identifying specific plots and site allocations across the city – this is the Council's preferred approach whereby the Council would support proposals for self and custom-build as part of residential developments coming forward.

Option 1b – to identify specific plots and site allocations for self and custom build homes or require a proportion of larger developments to include custom or self-build homes where possible – the Council has opted against this approach to identify specific plots and site allocations.

Key Option 2 – Proportion of family homes with new development

The Council is open to reviewing the proportion of family homes required with new development along with how this is considered on a city wide basis as per the options set out below.

Option 2a – to support the 30% family homes percentage target in Policy HO2

Option 2b – to support an alternative higher or lower family homes percentage target in Policy HO2

Option 2c – to propose separate targets for family homes in high-density and low-density areas (e.g. higher or lower targets in accessible locations including the city, town and district centres).

Key Option 3 – Net loss of family homes

Option 3a – no net loss of family homes across the city unless in exceptional circumstances such as where there are significant wider benefits from a redevelopment that can be robustly justified and the impact on the amenity of neighbouring and nearby residents is acceptable – there is a genuine need to provide for family homes across the city. Many have been lost over the last few decades through conversion into separate flats to meet an increased demand from students and single adults. Therefore, as well as supporting the provision of new family homes, the Council also supports this option as its preferred approach in order to minimise the net loss of family homes across the city.

Option 3b – support a more flexible approach to the net loss of family homes – this approach would risk more family homes being lost across the city which are already in short supply

Option 4 – Family home definition

The Council will explore whether people would consider a family home in the city centre to be one which may not necessarily have all of the features that are required under the existing family homes definition. For example, there could be a compromise on the private usable amenity space whereby shared communal spaces are instead provided. The proximity of the Central Parks as another example could compensate for the lack of private usable amenity space. The Council is therefore open to changing this definition if it is felt this would be needed.

Option 4a – to maintain the Council’s definition of what constitutes a family home

Option 4b – to redefine the definition of what constitutes a family home in the city centre (e.g. three bed dwellings to incorporate the use of shared communal spaces rather than private usable amenity space)

Evidence

Existing Evidence:

- 3.23 Evidence in the Joint Strategic Needs Assessment (JSNA) and the Strategic Housing Market Assessment (SHMA) reveals the need to plan for the increasingly ageing population (for those aged 65 plus and particularly for those aged 85 plus), a need to maintain and enhance family housing stock (3+ bedrooms), as well as continuing the provision of smaller residential units.
- 3.24 The SHMA 2014 shows the highest demand to be for 2 and 3 bed properties in the market housing sector. Evidence from the SCC Housing Register and wait times shows that the greatest need is for three bed affordable homes. Since the “family accommodation offer” is most appropriately met in suburban and rural areas, it is in the urban area of Southampton where the housing offer is focussed towards smaller properties serving professional, small family and student markets.
- 3.25 With the PfSH Strategy is currently being reviewed, the 2016 Spatial Position Statement and its supporting evidence remains a relevant consideration. One of the spatial principles identified within this relates to ‘*supporting a balance of housing sites to widen choice and support delivery*’. Southampton is one of 2 anchor cities within which it is expected that a third of new housing will be provided, with a “cities first” approach.
- 3.26 The Build to Rent sector has continued to grow as an emerging sector particularly across a number of cities nationwide. Demand in Southampton is also growing⁵ for this type of housing to meet the needs of various groups such as single young professionals who may have recently graduated but want to continue living and working in the city.
- 3.27 The need to maintain a self and custom build register has been a statutory requirement following the publication of the Self-Build and Custom Housebuilding Act (2015). The level of demand is established by reference to the number of entries added to an authority's register during each 12-month base period.

⁵ Currently evidenced through an increase in planning applications for build to rent units.

New Evidence:

- 3.28 New housing needs to have regard to the Green City Charter and the Councils housing strategy to enable longevity and flexibility in new housing and its occupiers
- 3.29 NDSS (Nationally Described Space Standards) March 2015 introduced.
- 3.30 Building Regs 2015 Part M4 (2) and M4 (3).

AFFORDABLE HOUSING

- 3.31 One of the key challenges of this plan is to deliver the right type of new homes needed in Southampton as well as the right number to meet the city's housing targets. There is a relatively low level of home ownership in Southampton compared to the national average, with only half of dwellings being owner occupied and a quarter are privately rented. The affordability of housing remains a key issue for the city and one the Council is trying to address as part of its own programme of affordable homes delivery on its own land.
- 3.32 This policy seeks to deliver a range of affordable homes through the planning process as part of new development including rented homes and affordable home ownership. The policy also sets out a requirement for First Homes in line with Government policy.

Policy HO3 (S) - Affordable Housing

- 1. On housing sites of 10 or more dwellings, or of 0.5 hectare or more in size (irrespective of the number of dwellings), the council will seek provision of, through negotiation, 35% of dwellings to be affordable housing [See Key Options 1, 2 and 3].**
- 2. The appropriate proportion and type of affordable housing to be provided by a particular site will take into account:**
 - a. The costs relating to the development; in particular, the financial viability of developing the site (using an approved viability model and made publicly available). For exceptional cases not covered by the Local Plan viability assessment, where targets cannot be met in full as demonstrated in an independent viability appraisal commissioned by the council and paid for by the applicant, the maximum viable level will be sought;**
 - b. Constraints on the development of the site imposed by other planning objectives;**
 - c. Local needs in respect of the mix of dwelling types and sizes and levels of affordability, including the criteria set by the Government's First Homes initiative; and**
 - d. The need to achieve a successful housing development in terms of the location and mix of affordable homes.**
- 3. Where a site is developed in phases, the affordable housing requirement will be calculated based on the total development size and must be provided on each phase or subdivision. The**

Council will not accept the deliberate subdivision of sites to provide individual parcels of development land to avoid the affordable housing threshold.

- 4. Affordable housing should be provided on-site, unless in exceptional circumstances when the provision of an alternative site or a commuted sum would result in a more effective use of resources or mix of housing as agreed by the council.**
- 5. The exact tenure split on each site will be subject to negotiation using the following criteria:**
 - a. A minimum of 25% of all affordable housing provision will be First Homes in accordance with national policy, meeting the Government criteria and price cap and available to purchasers meeting the local connection criteria [See Key Option 4];**
 - b. No less than 10% of all dwellings on the site will be affordable home ownership (including First Homes);**
 - c. The preferred tenure for the remaining proportion of affordable housing will be rented, unless an alternative housing tenure is required to meet local need or other strong reasons in connection with the delivery of affordable housing.**
- 6. The exception to the tenure split above is Build to Rent Schemes, fully meeting the government definition and requirements, where the affordable element is expected to be delivered as Affordable Private Rent. To address the high levels of affordable housing need in the city, the Council will seek 35% affordable housing on Build to Rent schemes.**
- 7. Student housing schemes with occupation restrictions are exempt.**

Overall Approach

- 3.33 Planning authorities are required to assess the need for affordable housing and consider how this need can be addressed. Policy HOU3 proposes retaining the existing percentage requirement for larger developments. The requirement will be confirmed after further assessments of housing need and viability. Affordable housing is defined in national guidance as housing for sale or rent for those whose needs are not met by the market. It includes affordable housing for rent, starter homes, discounted market sales housing and other subsidised routes to home ownership.

Housing need in Southampton

- 3.34 In 2021, the average house price in Southampton was £235,000⁶ which equates to 7.33 times⁷ the areas average salary. As of December 2021, there were 7,647 people on the Council's Housing Register waiting for social accommodation, either council owned accommodation or through nomination to a housing association vacancy. This figure includes those on the waiting list who may have additional priority due to homelessness, overcrowding, medical requirements and those looking to downsize.

⁶ ONS HPSSA dataset 9 – Median house prices for Local Authority areas (June 2022)

⁷ ONS Housing affordability in England and Wales: 2021 (published March 2022)

- 3.35 There is a real pressing need for 3-bedroom homes and one third of the demand on the housing register is for homes of this size⁸. Households requiring accommodation with 3 or more bedrooms are experiencing a wait which can exceed 10 years. Half of the demand on the housing register is for 1-bedroom homes including older persons housing. Households requiring 1-bedroom or 2-bedroom homes are experiencing a wait which can exceed 4 years. For those requiring age designated accommodation the waiting times are significantly shorter.
- 3.36 The median cost of renting a home privately in Southampton is £800 per month⁹. In 2018, the average rent in Southampton was around 35% of the average gross monthly salary of residents¹⁰. Therefore, private rented properties are not an affordable alternative for many people.

Affordable housing requirements

- 3.37 The Affordable Housing policy set out above, requires affordable homes to be provided on schemes with 10 or more dwellings, and with the aim that at least 35% of the total dwellings are affordable, and provided on-site. Schemes offering higher levels of affordable housing including 100% affordable housing schemes will be supported providing they meet the other policies in the plan.
- 3.38 The policy applies to sites meeting either the minimum size threshold of 0.5 hectares or with at least 10 dwellings. The Council will not accept the deliberate subdivision of sites into individual parcels to avoid meeting these thresholds. Where a development site has been sub-divided into small development parcels and these thresholds have been reached cumulatively through successive applications, planning contributions will be sought on subsequent planning applications. For larger sites, affordable housing is expected to be provided in a timely manner and distributed across the development schemes.
- 3.39 A quarter of the 35% affordable housing element is made up of First Homes (see below). National policy states that 10% of all dwellings should be affordable home ownership. If the First Home component does not deliver this proportion, additional affordable home ownership homes may be required. The preferred tenure for the remaining affordable housing is rented.
- 3.40 The affordable housing requirement will apply to developments including new flats and houses. It may also apply to developments where care is provided for residents such as supported housing schemes including those in use class C2. In recent years, new types of specialist housing have emerged. The affordable housing requirement will apply to such housing which is self-contained and used as a single dwelling for an individual household, as well as designed for residential purposes with facilities for cooking, eating and sleeping and with flexible levels of care and support. Although on-site provision will generally be sought in accordance with the policy if the site is large enough, there may be circumstances where the council seeks an off-site commuted sum in lieu of on-site provision. For other types of development involving dwellings such as aparthotels, the council will consider safeguards to

⁸ Data in the Affordable housing framework 2022

⁹ Private rental market summary statistics in England (published June 2022)

¹⁰ Private rental market summary statistics in England (published June 2022)

avoid its use for longer term residential accommodation. Student housing with occupation restrictions will be exempt.

- 3.41 Build to Rent schemes are designed specifically for the rental market instead of home ownership. They have to meet set criteria including meeting a size threshold of at least 50 homes, offering longer tenancy agreements and being in single ownership and management control (see Policy HOU2 Housing Mix). For Build to Rent schemes fully meeting the Government's criteria, the type of affordable housing sought will be affordable private rented homes and the overall requirement for 10% of all homes to be in affordable home ownership does not apply.
- 3.42 In seeking the targets for affordable homes the council will only take into account viability issues for those exceptional cases not covered by the Local Plan viability assessment. Such viability issues must be fully evidenced and the detail contained appropriate to the size/scale of the proposed scheme. Incomplete or poorly evidenced submissions will be returned. For transparency, the information submitted as part of, and in support of, viability reports will be made publicly available and subject to public consultation as part of the planning application. In these instances, the council will use independent assessors, paid for by the applicants, to check the submissions provided and challenge as necessary. The valuer may include costs for input by quantity surveyors and/or other specialist expertise. The council will consider and take advice on the need for fixed term or other reviews to ensure all relevant information is captured and/or to reassess later stages of development when these are finalised. The council will also consider whether there is potential for variations to the scheme including a larger viable scheme (which meets the policies on design and density elsewhere in this plan) to be developed on the site. If this is the case, a viability argument will not be accepted for the smaller scheme. If it can be demonstrated that the development cannot deliver 35% affordable housing for viability reasons and the proportion of affordable home ownership is therefore less than 10% of all dwellings, this proportion will not be increased solely to meet the national requirement for affordable home ownership.

First Homes

- 3.43 This scheme was introduced by the Government in 2021 to promote home ownership by improving affordability to first time buyers and is the government's preferred type of discounted market housing. First Homes are available at a minimum of 30% discount from market rates, and in perpetuity, requiring a charge to be placed upon the land. The charge is placed upon land at first sale which is capped at £250,000 (after the discount has been applied). Each subsequent sale should reflect the discount from market rate, with properties sold at no more than 70% of their market value.
- 3.44 The objective is that 25% of all Affordable Housing provision delivered through section 106 shall be First Homes and they will be prioritised over other Affordable Housing tenures. After First Homes are allocated at 25%, the Council will consider the appropriate tenure and split between Social Rent, Affordable Rent and Shared Ownership in line with the policy criteria. Consistent with affordable housing policy, First Homes are to be provided on-site in the first instance, and only exceptionally via a financial contribution and if the latter then 25% of the total contribution is to go towards First Homes. Affordable housing only schemes are exempt from the requirement to deliver First Homes. If First Homes are withdrawn or become

discretionary during the lifetime of the Local Plan, the Council will reassess the appropriate affordable housing tenure for development.

- 3.45 The national criteria for First Home buyers are that they are first time buyers; their total household income must be less than £80k; the First Home should be the sole or primary residence; and it must be secured with at least 50% mortgage. The Council has implemented an interim local connection test with criteria relating to the period of time the purchaser has lived in the city (a minimum of the previous 3 years) and any eligibility as an Armed Forces employee. This may be reviewed in the future. First Homes are marketed initially to people meeting these criteria. If no buyer achieving these criteria is found after 3 months, the local connection criteria drop away and the homes are marketed under the national criteria for a further 3 months. If no buyer is found after this period, then an application may be made to the Local Planning Authority for the home to revert to market sale and the council compensated for the loss of a First Home.

Overall Viability

- 3.46 The Local Plan will be subject to a whole plan viability assessment to consider the cumulative impact of its policies and this will inform the next version of this plan.
- 3.47 Viability plays a large part in the delivery of affordable housing and the Council is conscious that sites can be affected by requirements that are too onerous and/or risky to ensure delivery. Therefore, an appropriate balance needs to be struck between meeting the needs of affordable housing for all aspects of the community in need, the requirements of the NPPF and the Council's own evidence gathering, and creating an environment that enables affordable housing some security and assurance in its delivery.

Key Policy Options

Key Option 1 – overall affordable housing target

Option 1a – the policy will include an overall affordable housing target of 35%, to be confirmed after further assessments. This continues the current percentage and seeks to meet the housing needs, subject to viability

Option 1b - the policy will include an overall target of less than 35% due to the difficulties in delivering a viable development achieving the higher target

Option 1c – the policy will include an overall target of more than 35% due to the extent of affordable housing need in the city

Key Option 2 – minimum requirements not subject to viability

Option 2a – the policy includes a target of 35% affordable housing and does not split this requirement further to include minimum mandatory requirements. This seeks to maximise the amount of affordable housing and sets clear expectations about the targets sought

Option 2b - the policy will set out a minimum affordable housing requirement (to be determined in the Local Plan viability assessment) in addition to the target. Developments not proposing any affordable housing, or not meeting this minimum requirement, will not be permitted. This may

deliver some extra affordable housing units however they may be small numbers spread over different developments. It may lead to further challenges on viability grounds

Option 2c – the Council will consider whether to require high density development above a minimum density per hectare for the part of the city where they are located to fully meet the percentage requirement, not subject to viability. This would prevent schemes which are overdevelopment and where the inclusion of additional homes and storeys makes the affordable housing requirement unviable. However, it could affect the type of housing built and does not set clear expectations about targets to be met

Key Option 3 – affordable housing requirement from specialist housing

Option 3a. Affordable housing will be sought from specialist housing including housing with care, supported housing and age restricted housing in order to meet the affordable housing needs of all members of the community (which may include some schemes in use class C2). This is likely to be a commuted sum but could be on-site.

Option 3b – specialist housing will be exempt from Affordable Housing contribution

Key Option 4 – First Homes

Option 4a – tenure split will require 25% First Homes and the policy will specify the preferred mix of Social Rent, Affordable Rent and Shared Ownership for the remaining 75% of the affordable housing provision. It will include a local connection text to provide opportunities for residents and Armed Forces employees to access First Homes before they are marketed more widely

Option 4b – the policy will not require a local connection criterion for First Homes to make First Homes available to people wishing to come to live in the city at the same time as current residents and Armed Forces employees

Option 4c – the details of the local connection criteria for First Homes will be amended which could include people working in the city or change the residency requirements from a minimum of 3 years

Evidence

Existing Evidence:

- 3.48 Southampton City Council Housing Strategy 2016-2025 – provides data on housing and information on the council's approach
- 3.49 Partnership for South Hampshire (PFSH) Strategic Housing Market Assessment 2014 - stated that 44% of households in the Southampton Housing Market Area were unable to afford regular market housing. The specific need for Southampton depends on the proportion of income spent on housing. It ranged from 256 – 900 dwellings per annum in Southampton, based on significantly lower housing targets for the city.

New Evidence:

- 3.50 Local Plan Viability Study – the proportion and mix of affordable housing will be tested within the whole plan viability assessment

3.51 Local Plan Housing Assessment – this will consider the types of homes needed

CONVERSION TO RESIDENTIAL USE

3.52 The conversion of suitable buildings for housing and other initiatives, such as promoting flats above shops, can bring new life into centres and further reduce the need to build on green spaces. Re-using vacant and under-used buildings can provide sustainability benefits such as reducing the need to travel and lessening the demand for new building materials and resources. Re-using vacant and underused buildings can also do much to stimulate a mix of uses associated with the evening and night-time economy. Policy HO4 will work alongside the current system of Permitted Development Rights which, subject to Prior Approval along with any other restrictions and conditions, allows for some buildings to be converted to dwellings depending on their Use Class.

Policy HO4 - Conversion to Residential Use

- 1. The council will grant permission for the conversion of non-residential premises to C3 residential use across a range of housing types including by tenure and bedroom size [see key option 1], providing that:**
 - a. surrounding land uses are compatible with the creation of a satisfactory residential environment; and**
 - b. the new residential development can be successfully integrated with any surrounding non-residential uses and it provides suitable mitigation where it is identified that the operation of a surrounding non-residential use would have an adverse effect on the new development; and**
 - c. there is adequate parking provision that has regard to Policy DE11: Parking and the Council's latest parking standards; and**
 - d. there is suitable and available access for all, including Disabled People, to public transport, active travel modes, pedestrian facilities and local amenities; and**
 - e. the relevant criteria in Policy DE1: Placemaking and Quality of Development and Policy HO2: Housing Mix (in cases where family homes are provided) are met whereby decent usable private amenity space, outlook, access to daylight and sunlight, and means of privacy is built into the development for prospective residents; and**
 - f. the existing land use is not protected or safeguarded by another policy of this Plan.**

Overall Approach

3.53 Empty property and unused space above shops and businesses is considered to be a wasted resource. Flats over shops and the re-use of vacant and under-used buildings can be a valuable source of new housing. This is expected to provide a number of opportunities for increasing housing provision from conversions and redevelopment particularly within the

city centre, district centres and along main transport routes. This will help towards meeting the city's housing needs and whilst this will likely constitute a small overall proportion of these needs, it will nevertheless make a vital contribution over the Plan period. Such an approach will also help with the potential for wider regeneration and renewal across the city.

- 3.54 The potential for additional accommodation to be provided through such conversions is considerable. Any such conversion makes a valuable contribution to housing supply such as through bringing an empty property back into use. It also brings additional life and security to an area. These units that are converted are often suitable for one and two-bedroom dwellings. There is likely to be greatly increased demand for this size of property in the future, and potential for further supply has been coming increasingly from the conversion or replacement of redundant office premises.
- 3.55 In addition to the provision of one and two bed residential properties, the policy aims to promote a wider mixture of housing types arising from the conversion of non-residential uses. This will help to ensure that family homes are also provided as part of the mix to meet a demand from families whether this be within the city centre, along key transport corridors or hubs or city suburbs (see Policy HO2: Housing Mix for the Council's proposed approach to family housing). A mix of housing will help with creating more diverse communities throughout the city as a whole.
- 3.56 It will be important and necessary for new residential conversions to protect the amenity of prospective residents in order to provide health and wellbeing benefits. It will also be important to ensure that the operations of existing businesses are unharmed, particularly within the city centre where residential densities are the highest. For example, there can be environmental health related issues such as noise from uses associated with the night-time economy, smells from takeaways and restaurants associated with the evening economy and noise and air pollution (traffic) related issues associated with the Port. In these instances, it will be important to ensure a balance is struck to ensure any adverse effects are either mitigated, avoided and in the best-case scenario eliminated. This will help to ensure a high standard of residential amenity for future occupants and for existing businesses to continue operating and trading without a threat of enforcement or at the worst case, potential threats to close. This would also be in accordance with the 'agent of change' principle. This means that existing businesses should not have unreasonable restrictions placed on them as a result of development permitted after they were established whereby responsibility for mitigating impacts from existing noise-generating activities or uses on the proposed new noise-sensitive development is managed and maintained by the person or business responsible for the change.
- 3.57 A sufficient level of parking should also be provided in accordance with Policy DE11: Parking and the technical standards set out in the Council's latest or successor Parking Standards SPD. Car free developments may also be supported in certain circumstances in locations which include the city centre, town, district centres and along public transport corridors provided this does not compromise the functionality and safety of the highway network for road users and pedestrians (see Policy DE11: Parking).
- 3.58 The Government have introduced numerous permitted development rights over recent years. Some of these relate to the conversion of certain non-residential uses to residential development. The policy will therefore only apply to those for which planning permission is

required unless any permitted development rights are subsequently removed through future legislation or an Article 4 Direction made by the Council.

Key Policy Options

Key Option 1 – Housing Types

Option 1a – to promote a range of housing types within conversion of non-residential properties to residential use throughout the city – the Council acknowledges there is a wide range of housing needs including by tenure and property size. This approach could also deliver more family homes in the city centre. This is the Council’s preferred approach subject to further evidence being undertaken on housing needs for instances where permitted development rights do not apply.

Option 1b – to maximise the provision of smaller properties and flats within conversions of non-residential properties to residential use throughout the city – this approach is less preferable since it would not allow for a range of housing types to be developed for meeting wider housing needs.

Option 1c – to maximise the provision of smaller units in the city centre and a wider range of housing types throughout the rest of the city – the Council is open to seeing whether this approach could be preferable to Option 1a subject to further evidence being undertaken on housing needs. However, it might not result in the creation of many family homes in the city centre.

Further Considerations

- 3.59 The potential for future changes to the planning system and a further relaxation in permitted development rights.
- 3.60 The design of future commercial uses and non-residential development and its potential adaptability / flexibility to be converted to residential use.

Evidence

SCC Empty Property Strategy

PfSH SHMA (2014) – the Council will be commissioning further evidence for the purpose of identifying housing needs including by tenure and bedroom size across the city.

SCC Housing Strategy 2016-2025

Prior Approval and Permitted Development Rights

HOUSING RETENTION

- 3.61 There is a substantial need for housing in Southampton. Therefore, it is the Council’s preferred approach that the net loss of housing will be strongly resisted to support Policy HO2: Housing Mix. The net loss of housing will only be acceptable in exceptional circumstances such as where there are significant wider benefits from a redevelopment that

can be robustly justified and the impact on the amenity of neighbouring and nearby residents is acceptable.

Policy HO5 – Housing Retention

- 1. In order to help meet housing need, planning permission which would result in a net loss of dwellings will only be granted if:**
 - a. surrounding uses make their retention for residential use unacceptable;**
 - b. a proposal seeks to combine small dwellings to create larger family homes in accordance with Policy HO2;**
 - c. the proposal provides a necessary community facility designed to meet an identified need in the neighbourhood that fulfils the criteria of Policy IN7: Community Facilities and Uses;**
 - d. the proposed development fulfils other regeneration aspirations of the Council or lies within the defined boundary of a university campus site (see Policy IN10) or a designated principal health centre (see Policy IN11) as shown on the Policies Map. [see Key Option 1]**
- 2. Development proposals must be supported with a full justification statement setting out the reasons for the proposed loss of dwellings.**

Overall Approach

- 3.62 Central Government’s principal aim is to increase the number of homes being built in England, with a continuing focus on sustainable development in urban areas such as Southampton. Ensuring that the city’s existing number of houses is not reduced by preventing the net loss of housing, except in exceptional circumstances, supports this by ensuring there is a continuous baseline of housing as a starting point to support the aim of increasing the number of homes in the city.
- 3.63 There may be locations where the current residential use is incompatible with the surrounding area, due to the impact of existing commercial or other neighbouring uses that have a detrimental effect on the amenity of residents and their overall quality of life such as through high levels of noise or odour. In such circumstances, the loss of housing to a commercial or other use that better aligns with existing neighbouring uses and would be less negatively affected by them may be acceptable subject to the provisions of the other policies in this plan.
- 3.64 Joining smaller residential units together to create larger family dwellings may be acceptable because there remains an identified need for family housing. However, to limit the loss of existing residential stock such developments should not result in the net loss of more than a single dwelling to create each new larger family dwelling. Combining smaller dwellings to create larger ones may be particularly acceptable where the existing units do not meet the residential space standards (both internal and external) and the replacement housing delivers better quality accommodation and a better housing mix for Southampton.

- 3.65 A net loss of housing may be acceptable in cases where new community facilities such as community centres, libraries, schools or health centres will be provided although this is not an exhaustive list of such facilities and further examples are set out in the supporting text of Policy IN7: Community Facilities and Uses. However, there must be a demonstrable need for the proposed new community facility in order to justify any loss of existing housing.
- 3.66 Where property in residential use remains within the established boundary of a university or hospital as shown on the Policies Map, the loss of such property for education, research or healthcare uses will be acceptable, where it accords with other relevant policies.
- 3.67 The Council's preferred approach is for there to be no net loss of family homes. Where sites containing existing family homes (or where family homes were previously located before being demolished) are redeveloped and intensified, at least the same number of family homes (which fully meet the definition in Policy HO2: Housing Mix) should be re-provided on site. The loss of an individual family home and its subdivision into flats will be resisted unless the development delivers a replacement family home such as a ground floor three bed flat with separate living space and garden suitable for a family.

Key Policy Options

Key Option 1 – Exceptions for allowing the loss of housing

Option 1a – supporting all the proposed exceptions allowing the loss of housing as set out in Policy HO5. This allows for flexibility in all those circumstances in which it may be acceptable for housing units to be lost as a blanket restriction on loss of housing would be overly restrictive and could hinder important developments coming forward that would deliver significant public benefits. However, if such developments occur this would necessitate more housing being delivered elsewhere to ensure housing targets are met.

Option 1b – supporting only some of the proposed exceptions allowing the loss of housing as set out in Policy HO5. This would reduce the scope of where the loss of housing would be acceptable thereby helping to retain housing stock. However, it may not be flexible enough to capture all circumstances where loss of housing may be appropriate to support development that could offer significant public benefits.

Further Considerations

- 3.68 A blanket resistance to any housing loss would deny opportunity to improve or diversify residential provision, and therefore is not considered a reasonable option.

Evidence

Existing Evidence:

- 3.69 Residential completions data shows that residential losses form 'part of the equation' of resultant net gains. It is usually the case that some residential loss is experienced in order to achieve higher gains on a development site. The following table shows the proportion of loss, year on year, when compared to the total gain, but understanding that in every year

this loss is replaced by net gain.

Table 2: Residential losses as a percentage of total housing gains

| YEAR | Percentage Loss |
|---------|-----------------|
| 2016/17 | 20 |
| 2017/18 | 9 |
| 2018/19 | 18 |
| 2019/20 | 8 |
| 2020/21 | 12 |

3.70 This provides evidence of a level of urban renewal and replacement. In some years the loss has been a relatively high proportion due to demolitions associated with the Estates Regeneration programme. It important that this loss does not become depletion on its own, but that it is part of a wider increase or improvement in the number and type of new housing responding to identified need.

New Evidence:

3.71 The NPPF 2021 focuses upon achieving sustainable development and delivering a sufficient supply of homes, which includes resisting loss where it is not justified. It is through strategic planning policies that such restriction can be applied.

HOUSES IN MULTIPLE OCCUPATION (HMOs)

3.72 A House in Multiple Occupation (HMO) is a residential property occupied by a group of unrelated persons such as students, key workers and young professionals who share communal facilities such as a kitchen, living room or bathroom/toilet.

3.73 The Use Classes Order establishes two different types of HMO depending on the number of occupants:

- A Class C4 HMO use is defined as housing where between 3 and 6 unrelated people reside and share amenities
- A larger HMO with 7 or more people sharing is unclassified as 'Sui Generis'

3.74 With a city-wide Article 4 Direction being made effective in March 2012, planning permission is required to change the use from a C3 family dwelling to a C4 HMO (a change to a Sui Generis HMO needs planning permission in its own right). Permitted development rights remain to change an HMO to a C3 family dwelling without planning permission. Whilst both forms of HMOs have a different use class to a C3 family dwelling, both types of HMO properties are still a form of dwelling house which can be capable and suitable for use as a family dwelling in the future.

3.75 HMOs provide an important contribution to the mix of housing within the City. In particular, they provide affordable accommodation to those who cannot afford to buy or rent a home

of their own as well as providing the option to share certain household running costs, such as utility bills, between tenants thereby reducing an individual tenant's living costs. Consequently, having access to this type of accommodation can help attract workers to the city who need a more affordable option whilst also continuing to support existing workers who want to continue living in the city. HMOs also provide opportunities for people to live together who are not co-habiting couples and who otherwise may not wish to live alone thereby reducing potential instances of social isolation and the negative effects this can have on mental health and wellbeing.

- 3.76 There are 3,717 Licensed HMOs on the Council's public register as of August 2022 although there are around a further 1,000 HMOs which are in the process of applying to be added to the register or that the Council are chasing to make the necessary application. The HMOs in the City are generally distributed in high concentrations near the City, Town and District Centres as well as in areas surrounding the universities and Southampton General Hospital.
- 3.77 It is evident in particular areas of Southampton that the increased level of transient population associated with a high concentration of HMO households has negatively changed the character of the area by unbalancing the sustainable mix of households in a community. This conflict with the existing community can lead to adverse impacts where the balance between owner-occupied and family households begins to be over-dominated by a growth in more transient types of households that are less invested in the sustainability of the community. As such the control of HMOs through the planning system is necessary to prevent the overprovision of HMOs in these areas and to control the impact from any imbalance in the community between family and transient households. The approach to family homes is set out separately in Policy HO2: Housing Mix whilst Policy HO6 addresses HMOs. In addition to planning controls, the management of HMOs are subject to other regulations within the Council including mandatory and additional licensing schemes under the Housing Act.
- 3.78 A threshold test has historically been used by the Council to determine whether the proportion of existing HMOs to the number of existing owner-occupied and family occupied dwellings in a local neighbourhood will be further imbalanced by new HMOs past a certain tipping point. This threshold test was previously introduced as guidance in the Houses in Multiple Occupation SPD but it is now the Council's preferred approach to incorporate the threshold test into policy whilst retaining the SPD to provide guidance as to how the threshold test is carried out.
- 3.79 A second policy threshold test is proposed as an option under the Local Plan consultation. This threshold test is in recognition of managing the incremental negative impact to character, amenity, and parking pressure on local communities, already affected by high HMO concentrations, where HMO owners seek to extend their existing HMO stock to create larger HMOs (7 or more persons).

Policy HO6 – Houses in Multiple Occupation

- 1. Development comprising C4 or larger Sui Generis HMOs will be permitted unless:**
 - a. the proposal would adversely affect the mix and balance of households in the community by causing the proportion of HMO dwellings to exceed 10% of surrounding residential**

- properties [see Key Option 1]; or
- b. the proposal would adversely impact on the character and amenity of the local area; or
 - c. the proposal would not provide an adequate quality internal and external living environment for future residents; or
 - d. the proposal would result in increased parking pressure on local streets when considered against the specific parking standards for HMOs; or
 - e. the proposal would result in neighbouring occupiers being adversely affected by increased noise disturbance; or
 - f. the proposal would result in any residential property being 'sandwiched' between two HMOs.
2. In exceptional circumstances where a resident is struggling to sell their property for continued C3 use in a location where 80% of existing surrounding properties are HMO dwellings, evidence that no reasonable demand exists for the residential property continuing as a C3 use will form a material consideration in whether conversion to an HMO will be supported. To demonstrate there is no reasonable demand, applications must be supported by a marketing report to evidence a period of marketing spanning a minimum of six months, with the property offered at a reasonable price (based on an assessment of the property market in the local area) or rental level to be verified in writing by a qualified person in a relevant profession, such as an estate agent), and with little or no interest from prospective buyers.
3. For Sui Generis HMO proposals, the following will also apply:
- a. In locations where the 10% threshold has not been breached, Sui Generis HMOs will be supported where the proportion of HMO properties in the local area does not exceed 50% of the total residential dwellings [see Key Options 2 and 3].
 - b. In locations where the 10% threshold set out in criterion 1a. has already been breached, proposals for the change of use of an existing HMO to a Sui Generis HMO will not be supported, except in situations where the concentration of HMOs in the surrounding area is 60% or more [see Key Option 4].

Overall Approach

- 3.80 Data collected on the number and location of HMO planning applications since the introduction of the Article 4 Direction and the new Licensing regime shows a growth in HMO numbers and a 'locational spread' to those Wards in Southampton that are less saturated with HMOs. Whilst the Council is unable to reverse the impact on communities which have already suffered the impacts of highly concentrated HMOs, this demonstrates success in the Council's strategy to relieve pressure on those neighbourhoods affected by localised concentrations of HMOs. It is therefore the Council's preferred approach to continue applying the threshold test to prevent the overconcentration of HMOs in a neighbourhood.

The methodology the Council will use to undertake the threshold test in determining planning applications for HMOs can be found in the Council's Houses in Multiple Occupation SPD. This SPD also sets out standards for ensuring the provision of high-quality HMOs along with HMO specific parking standards.

- 3.81 Larger Sui Generis HMOs can accommodate 7 or more tenants with this higher level of occupancy incrementally increasing negative impacts to character and amenity and parking pressure. Consequently, the Council will apply a secondary threshold test to prevent the proportion of HMOs in a locality becoming dominated by larger Sui Generis ones. The methodology the Council will use to undertake this secondary threshold test will be set out in an update to the Council's Houses in Multiple Occupation SPD.
- 3.82 HMOs can result in increased incidences of noise disturbance that adversely affect the occupiers of neighbouring properties. HMO developments will need to ensure that the risk of such noise disturbance is minimised, including the use of mitigation where necessary such as incorporating measures to soundproof party walls.
- 3.83 The policy seeks to prevent the "sandwiching effect" where family homes find themselves situated between HMOs and therefore subject to potential negative impacts including more intensive noise disturbance. Further guidance on the Council's approach to the 'sandwiching effect' can be found in the Houses in Multiple Occupation SPD.
- 3.84 In areas where the threshold test was already significantly breached prior to its introduction the concentration of HMOs may be so great that the introduction of any new HMOs would not change the character of the neighbourhood. Consequently, the retention of any remaining C3 dwellings would have little effect on the balance and mix of households in the community. In these exceptional circumstances the last remaining families in the community who are struggling to sell their property as a family home can seek to have it converted to an HMO subject to the other criteria of this policy. Further guidance on how the exceptional circumstances test will be applied is set out in the Houses in Multiple Occupation SPD.
- 3.85 In areas where the threshold of existing HMOs has been breached the imbalance between family and transient households can be further exacerbated by extending existing HMOs to enable occupation by additional tenants. This can result in further detriment to character, amenity and parking pressure. To prevent this the Council will refuse planning permission for applications that seek to extend existing HMOs to create larger Sui Generis HMOs. However, applications that seek to extend larger Sui Generis HMOs solely to improve the quality of the internal living environment for tenants, such as by providing additional communal space, such as a larger kitchen, may be considered acceptable subject to assessment against the other relevant policies of the Plan.
- 3.86 Where an HMO owner seeks to dispose of their existing HMO stock, the Council will rely on its housing retention policy (see Policy HO5) to prevent the converse adverse impact to the mix and balance of the community that arises from sub-dividing HMOs dwellings into multiple flats. This will encourage the return of existing HMOs into family housing (including as part of a conversion mix) where appropriate, especially in areas of high HMO concentration, to further meet the Council's aspirations to retain and increase the number of family homes in accordance with Policy HO2 to ensure mixed and balanced communities.
- 3.87 The Council will pursue its strategy of protecting local communities from the potential negative impacts of HMOs, but at the same time acknowledges the contribution HMOs make

to the mix of housing in Southampton and the opportunities they provide for low-income households to live and work in the city.

Key Policy Options

Key Option 1 – Threshold to prevent overconcentration of HMOs

Option 1a – incorporating a 10% threshold into the Local Plan to prevent an overconcentration of HMOs in a locality (i.e. the application site and its surrounding residential properties) that could otherwise unbalance the mix of family and transient households in a neighbourhood. By including this threshold in the Local Plan rather than just the Houses in Multiple Occupation SPD it ensures it will have a strong and clear bearing in the determination of any relevant planning applications. However, due to the complexities of the Local Plan and the requirement for it to be independently examined, the threshold cannot be easily or quickly updated if there is a need to change it.

Option 1b – retaining the 10% threshold only as supplementary guidance in the Houses in Multiple Occupation SPD rather than incorporating it into the Local Plan. This approach would be more agile if the threshold needs to be amended as the SPD can be more easily and quickly altered compared to the Local Plan. However, an SPD does not carry as much weight as the Local Plan in the determination of planning applications.

Key Option 2 – Secondary threshold to prevent overconcentration of larger Sui Generis HMOs

Option 2a – introduce a threshold for larger Sui Generis HMOs so that these do not make up more than 50% of the HMOs in a locality (i.e. the application site and surrounding residential properties). This will introduce greater control to prevent overconcentration of larger Sui Generis HMOs but will restrict their prevalence as a housing option for those who would like to live in this sort of accommodation.

Option 2b – introduce an alternative threshold for restricting the number of larger Sui Generis HMOs in a locality. This could allow more flexibility in the provision of larger Sui Generis HMOs but may not provide adequate control to ensure that they do not become overconcentrated in a particular area.

Key Option 3 – Geographic coverage of larger Sui Generis HMO threshold

Option 3a – apply the secondary threshold for restricting the overconcentration of larger Sui Generis HMOs in a locality (i.e. the application site and surrounding residential properties) to all Wards of the City. This reflects the current geographic approach to controlling HMOs that is used with the 10% threshold but may be too restrictive for those parts of the City where HMOs are not overly concentrated.

Option 3b – only use the secondary threshold for larger Sui Generis HMOs in those Wards that have high concentrations of HMOs. This takes a targeted approach to address the overconcentration of larger Sui Generis HMOs in those areas of the City where it is an established issue. However, this may not provide adequate protection for other parts of the City where there is not generally an overconcentration of HMOs at the current time but if this becomes an issue in the future it would not be quick or easy to amend the Local Plan policy to address it.

Key Option 4 – Restricting extensions to HMOs where the 10% threshold has already been breached

Option 4a – in those areas where the 10% threshold has already been breached, to not grant planning permission for applications that would seek to extend existing HMOs in order to increase the number of occupiers to become a larger Sui Generis HMO. This would help prevent the incremental negative impacts to character, amenity and parking pressure that arise from increasing the number of occupiers in HMOs in areas which already have an imbalance between family and transient households. However, this would be taking a blanket approach to try to resolve this issue.

Option 4b – not applying a specific restriction on extending HMOs in those areas where the 10% threshold has already been breached. This would allow applications to be considered on a case-by-case basis in line with the current approach but may not provide a strong enough policy basis to prevent the incremental negative impacts to character and amenity that can arise from extending HMOs to create larger Sui Generis HMOs.

Evidence

Existing Evidence:

- 3.88 Article 4 - A city wide Article 4 Direction relating to HMO was adopted in Southampton on 23 March 2012, and this removes permitted development rights, so that planning permission is now required to change the use of a Class C3 dwelling house to a Class C4 HMO where between three and six unrelated people share.
- 3.89 Houses in Multiple Occupation SPD adopted 4 May 2016 - The Council's revised Supplementary Planning Document on HMOs was adopted in May 2016 and this supports both policy and planning guidance. It applies a consistent thresholds citywide approach, introduces a new policy on 'sandwiching' and clarifies where 'exceptional circumstances' apply.

New Evidence:

Mandatory HMO licensing

- 3.90 As of 1 October 2018, all HMOs with five or more occupants, that form more than one household sharing a toilet, bathroom and kitchen, are subject to Mandatory HMO licensing. (An exception to this is purpose-built flats with five or more occupants situated in a block comprising three or more self-contained flats). This has bolstered the SPD approach and adds weight to policy.
- 3.91 There is additional HMO Licensing in Bevois, Bargate, Portswood and Swaythling for any purpose-built flat in use as an HMO (three or more occupiers from two or more households), and licences are issued for the maximum permitted period of five years (from the date of approval).
- 3.92 The NPPF 2021 (para 62) identifies the importance of planning for difference groups in the housing market, including accommodation for students and those favouring a shared arrangement as exists with HMOs. Therefore, the provision of such a policy conforms with latest Government guidance.

PURPOSE-BUILT STUDENT ACCOMMODATION (PBSA)

- 3.93 The University of Southampton and Solent University, together with the city's other Further Education colleges, cater for over 40,000 students. There are halls of residence operated by the universities, private student accommodation in the form of shared houses (usually HMOs - Houses in Multiple Occupation), private halls of residence and developments of studio flats exclusively for students, often known as Purpose Built Student Accommodation (PBSA). In 2020 there were approximately 15,600 (10,800 in 2016) purpose built bed spaces in the city including university halls of residence. PBSA accounts for an ever growing proportion of the student accommodation provision in Southampton.
- 3.94 PBSA is managed communal accommodation, restricted to occupancy by students undertaking a full-time course of higher education, and it is the student's primary residence. They can take the form of studio flats or study bedrooms in cluster flats, in either new build properties or conversions.
- 3.95 A number of blocks of new purpose-built student accommodation have been constructed in the city centre and in the Portswood area of the city over the last decade.

Policy HO7 – Purpose-Built Student Accommodation

New Purpose-Built Student Accommodation (PBSA)

- 1. The development of new Purpose-Built Student Accommodation (PBSA) whether through new build or the conversion of existing buildings will be supported if:**
- a. there is a need demonstrated by the applicant through robust and up-to-date evidence; and**
 - b. it is developed in sustainable locations in the first instance prioritising the city centre in preference to areas of the city with lower accessibility that also have a greater potential for creating a community imbalance [see key option 1] or prioritised for those with special needs in the university campus sites as per Policy IN10: Universities; and**
 - c. the accommodation is accessible by active travel modes (walking and cycling) and/or by public transport from the relevant campus sites and educational establishments and is supported by a travel plan; and**
 - d. the proposal has on-site management (including arrival and leaving day procedures) secured through a legal agreement and would not cause unreasonable harm to the residential amenity of the surrounding area through issues such as increased noise and disturbance, taking into account the cumulative impact of existing and planned student accommodation in the local area; and**
 - e. the accommodation provides a high-quality and healthy living environment, including adequate facilities and communal internal space for all schemes and good quality design; and**
 - f. an agreement is in place to control and manage the level of student car parking which will be provided in accordance with the Council's latest parking standards; and**

- g. the occupancy of the development is restricted to students during term time through the imposition of planning conditions or an appropriate legal agreement.**

Adaptability of Purpose-Built Student Accommodation (PBSA)

2. In addition to meeting the criteria above, the development of new Purpose-Built Student Accommodation (PBSA) will also be supported if:

- a. the building is designed with flexibility to allow it to be adapted and reconfigured through internal and external alterations to meet wider identified C3 residential use class housing needs in future. This is provided it can be demonstrated there is no longer a need for the PBSA (criterion 3.a.) or it can be suitably replaced (criterion 3.b.); and**
- b. planning conditions are attached to any granted approval or an appropriate legal agreement is signed to allow it to be used for short-term tourist accommodation during the university summer break [see key option 2].**

Loss of Purpose-Built Student Accommodation

3. The loss of existing student accommodation will not be permitted unless:

- a. it can be demonstrated that the accommodation is not needed in the light of the demand for student bedspaces in the city; or**
- b. the applicant has provided demonstrable evidence to show that proposals for an equivalent or more suitable form of replacement provision will come forward in an alternative sustainable location in the city and within an accessible travelling distance from the relevant education establishments as per requirements set out in criterion 1.c. above; and**

4. Provided the loss of Purpose Built Student Accommodation (PBSA) can be justified in accordance with criterion 3.a. and 3.b. above, any proposal for C3 residential use must provide for affordable housing in accordance with Policy HO3: Affordable Housing, family homes in accordance with Policy HO2: Housing Mix, the creation of a high quality internal and external living environment with sufficient amenity space and living space in accordance with Policy DE1: Placemaking and Quality of Development (including usable private amenity space required for family homes in accordance with Policy HO2: Housing Mix) and adequate vehicle and cycle parking provision in accordance with Policy DE11: Parking.

Overall Approach

- 3.96** The provision of high quality student accommodation which provides for a healthy living environment is one of the key components in attracting students to study in the city. Purpose-built student accommodation is an alternative to Houses in Multiple Occupation (HMOs) but it is generally more expensive. Past and projected growth in the number of students has incentivised the provision of this accommodation type.

- 3.97 Developers will be required to provide evidence of need in support of applications for new PBSA. The Council's consideration of need will include permitted schemes which have not been built out and applications for the conversion of schemes to C3 residential use. Whilst the city centre is the preferred location for new PBSA, applicants will also be required to consider the cumulative impact of existing student accommodation taking into account the number of students living in purpose-built student accommodation and in HMOs in the surrounding area. It will consider if new PBSA accommodation would create or exacerbate an existing community imbalance, place an unacceptable strain upon local facilities or have an unacceptable impact on local amenity. Proposals for new PBSA in areas outside of the city centre, particularly in less sustainable out of centre locations in the rest of the city and away from key transport hubs are therefore unlikely to be considered favourably.
- 3.98 Any PBSA will be required to include internal communal space within its design. This will need to be usable for wider student living (e.g. include space for storage) and general relaxation and provide a genuine alternative to bedroom accommodation. Internal communal space should also constitute more than just a ground floor café type use with regards to its wider offer. For example, internal communal space can include other facilities such as workspace, cinemas, gyms and games rooms as some examples.
- 3.99 The provision of vehicle and cycle parking as part of PBSA schemes will be supported provided they are in accordance with the latest standards set out in the Council's latest or successor Parking Standards SPD. The provision of vehicle and cycling parking associated with PBSA will also be subject to being controlled and managed through an agreement.
- 3.100 With the current projected growth of the city's two universities, it is expected that the demand for existing PBSA in the city will remain strong from students for the foreseeable future. However, there could be unforeseen circumstances such as a drop in student numbers over the period of the plan. In such instances, the applicant would be expected to provide supporting evidence alongside any proposal to demonstrate the falling demand and why the PBSA is surplus to requirements. Alternatively, the applicant may wish to provide convincing and compelling evidence to show that replacement PBSA will be provided in an alternative sustainable location if it is proposed to demolish or change the use of an existing PBSA building.

Key Policy Options

Key Option 1 – The location of student accommodation

Option 1a – to focus the provision of new PBSA in the city centre – this is the Council's preferred approach in order to ensure the creation of vibrant and balanced community

Option 1b – To let the market determine where new PBSA is developed within the city including in areas outside of the city centre – this option is less preferable to the Council due to the community imbalance that could be created in the city suburbs. The provision of more PBSA in these locations could potentially place a wider unacceptable strain upon local facilities or have an unacceptable impact upon local amenity.

Key Option 2 – Adaptability of PBSA to allow future conversion to short term tourist accommodation

Option 2a – The policy to condition PBSA to be used for other uses such as for overnight stays – this is the Council's preferred approach which would allow PBSA to be conditioned upon approval so that it can be used as short-term tourist accommodation during the summer break once students vacate at the end of term. This approach would allow for balanced and socially cohesive communities which would remain vibrant throughout the year. This approach would also help to strengthen the appeal of the city as a destination for overnight stays and support the Cruise industry.

Option 2b – The policy to not include a requirement to condition PBSA to be used for other uses such as for overnight stays – there are no disadvantages to this approach. However, it would not maximise the benefits offered through short-term tourist stays.

Evidence

Existing Evidence:

3.101 HMO SPD

3.102 Development continues to need to have regard to the [Residential Design Guide Supplementary Planning Document](#).

New Evidence:

3.103 [NPPF 2021](#) specifically refers to students in para 62, where it stipulates the need to plan for homes for different groups within the community, and the list includes students, recognising this category as a significant cohort.

3.104 HESA - source of Higher Education data. This includes information about the number of students studying in each institution/city - <https://www.hesa.ac.uk/data-and-analysis>

GYPSY AND TRAVELLER ACCOMMODATION AND ACCOMMODATION FOR TRAVELLING SHOWPEOPLE

3.105 The Council has a responsibility to ensure the accommodation needs of Gypsies, Travellers and Travelling Showpeople are met when they choose to locate in Southampton as part of their nomadic way of life. Current accommodation provision in the City includes a designated public Gypsy and Traveller site located at Kanes Lane, private Gypsy and Traveller sites with permanent planning permission at Botany Bay Road and South East Road and two Travelling Showpeople Yards at Candy Lane and Coles Yard.

3.106 The Council supports improvements to the existing accommodation at Kanes Hill as well as its further expansion if there is an identified need in the future. The Council also supports the provision of new accommodation for Gypsies, Travellers and Travelling Showpeople in

appropriate locations where there is an identified need once any expansion of the Kanes Hill site has been occupied.

Policy HO8 – Gypsy and Traveller Accommodation and Accommodation for Travelling Showpeople

- 1. In considering proposals for accommodation sites for Gypsies, Travellers and Travelling Showpeople, planning permission will be granted where the following criteria are met:**
 - a. The site is well related to, and within a reasonable distance of, local services including education establishments, shops, community facilities and health and welfare services that have capacity to serve the Travelling Community;**
 - b. The site is not, or will not by the end of its expected lifetime, be within a tidal or fluvial flood risk zone 2 or 3 when accounting for climate change predictions;**
 - c. The site is capable of being provided with on-site services including potable water and power supply and sewage disposal; and**
 - d. The amenity of any existing neighbouring and nearby residential dwellings is protected.**

- 2. Specifically at the site at Kanes Hill, the Council will support improvements to the overall site, and the provision of 5 additional permanent pitches for Gypsies and Travellers [see Key Option 1], provided:**
 - a. A demonstrable local need for the additional pitches emerges;**
 - b. The utilities on the site are improved to resolve existing issues as well as accommodate the needs of the additional pitches;**
 - c. The woodland between the site and Mosaic Close is retained; and**
 - d. Adequate protection is provided to Netley Common SINC.**

- 3. The provision of further permanent pitches for Gypsies and Travellers will only be supported once the additional 5 pitches at Kanes Hill have been provided and occupied. In addition, the provision of further pitches for Gypsies and Travellers and plots for Travelling Showpeople will only be supported if the proposal, in addition to the criteria above:**
 - a. Is meeting an additional unmet local need for the next 5 years;**
 - b. Does not adversely affect the amenity of the occupants of the site or nearby residents and businesses;**
 - c. Is soft landscaped and screened from surrounding uses;**

d. Has a satisfactory means of access, adequate parking and turning space;

e. Does not generate traffic of a scale or type inappropriate to the locality, and which is likely to cause a hazard to road safety.

4. All proposals for additional pitches or plots at Kanes Hill or elsewhere should have an appropriate layout and facilities.

Overall Approach

- 3.107 The definition of a Gypsy, Traveller or Travelling Showperson for planning purposes is set out in the Planning Policy for Traveller Sites (PPTS) prepared by the Government in 2015. The PPTS also sets out objectives to ensure that the accommodation needs of Gypsies, Travellers and Travelling Showpeople are met including making assessments of the level of need for accommodation and identifying suitable land for pitches and plots.
- 3.108 The need for additional pitches for Gypsies and Travellers and plots for Travelling Showpeople in the period up to 2040 were identified in the Southampton Gypsy and Traveller Accommodation Assessment (2021). This Assessment also considered whether there were any unmet needs from neighbouring authorities under the Duty to Cooperate. As no unmet needs were identified by neighbouring authorities, the City Vision focuses entirely on meeting needs arising from within Southampton.
- 3.109 It was identified there was a need for five pitches in Southampton for Gypsy and Traveller households that meet the planning definition in the PPTS. As the majority of need identified was from households living on the site at Kanes Hill, the expansion of this site will be supported subject to specific criteria. This includes the full retention of the woodland buffer to the residential properties on Mosaic Close in order to protect their amenity. The woodland buffer to Netley Common helps to protect the SINC that is located there and should be retained to the extent that is needed to fulfil that protective role. The wider area around the Kanes Hill site is known to have several Bronze Age burial grounds and therefore new development must be mindful of the potential archaeology of the site in line with Policy EN7: Archaeological Heritage Assets.
- 3.110 In addition to any expansion at Kanes Hill, the Council will also support improvements to the overall site that will address identified issues such as those relating to electricity provision and drainage.
- 3.111 There is also an identified need of nine additional pitches for Gypsy and Traveller households who do not meet the planning definition in the PPTS. However, it is the Government's intention in the PPTS that the needs of such households are met as part of the general housing need which is considered under Policy ST1: Development Targets.
- 3.112 There is an identified need of four plots for Travelling Showpeople that meet the planning definition in the PPTS. However, following engagement with the relevant Travelling Showpeople households that have generated this requirement it has been determined that this need will be met on a new site that is located in another local authority area outside of Southampton. Consequently, there is no current need to plan for a new site for Travelling Showpeople.

- 3.113 It is recognised that these needs represent the current situation and that these may change in the future depending on changes in household formation and in-migration. Consequently, criteria are established for permitting additional Gypsy and Traveller pitches and Travelling Showpeople plots should there become an established need once the proposed occupation of the Kanes Hill site is fully occupied.
- 3.114 Due to historic low numbers of short-term unauthorised encampments, and the opportunity for short-term visitor requests to be made at the Kanes Hill site there is not currently an identified need for a formal transit site in Southampton. However, there is a need for a more strategic approach to managing transit provision across Hampshire and the Council will work positively with the other local authorities in the County to address this.

Key Policy Options

Key Option 1 – Plan for additional pitches to 2040

Option 1a – provide 5 additional pitches at Kanes Hill and establish criteria for providing further pitches in Southampton where they meet additional unmet need. This allows the Council to address the need identified in the Gypsy and Traveller Accommodation Assessment 2021 whilst establishing a process to address any further unmet need that could arise in the future. It would mean the exact location of any additional pitches is addressed in an ad hoc basis and depends on where future planning applications come forward.

Option 1b – identify land for further pitches in addition to the 5 extra pitches proposed at Kanes Hill. This allows the Council to provide for additional pitches in a planned manner but would result in more pitches being allocated than currently identified needs require.

Evidence

Existing Evidence:

- 3.115 The previous Gypsy and Traveller Accommodation Assessment (GTAA) was dated 2014 and has been superseded.
- 3.116 Housing Act 1985.

New Evidence:

- 3.117 Planning Policy for Traveller Sites (PPTS) 2015 revised the definition of Gypsies and Travellers to:

“Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling show people or circus people travelling together as such”.

- 3.118 This updated definition removes reference to people ‘permanently ceasing to travel’ qualifying for gypsy and traveller status.

- 3.119 The 2021 commissioned report by ORS (Opinion Research Services) presents the latest up to date evidence. As of September 2021, the GTAA identifies:
- 1 public Gypsy and Traveller site at Kanes Hill (14 pitches);
 - 1 privately owned site with permanent planning permission at South East Road (4 pitches);
 - a total of 8 pitches on a residential street (Botany Bay Road);
 - 2 Travelling Showmen’s yards at Candy Lane and Coles Yard (9 plots).
- 3.120 The GTAA determines a requirement of 5 pitches in Southampton over the GTAA period to 2040 for Gypsy and Traveller households that meet the PPTS planning definition, and 9 pitches for Gypsy and Traveller households who did not meet the PPTS planning definition. With regard to Travelling Showpeople households (that also meet the PPTS planning definition) 4 plots are the identified requirement but it is accepted that this need could be met on a new yard in another local authority area. No public transit sites have been identified, nor requirement recommended.
- 3.121 Housing and Planning Act 2016
- 3.122 NPPF 2021 and the revised Planning Practice Guidance 2021.

HOUSEBOATS AND MOORINGS

- 3.123 As a maritime city, there has been a long history of houseboats in Southampton with a small number still situated along the banks of the River Itchen. Whilst houseboats can provide well needed homes for local people, it is vital that any new houseboats and their associated moorings, or changes to existing houseboats, are carefully designed and sited to minimise the potential impact on the character of the waterfront as well as the local nature, wildlife, and ecology conservation interests.

Policy HO9 – Houseboats and Moorings

- 1. Proposals for new, extended or altered houseboats and their moorings will only be supported where it can be demonstrated that:**
 - a. the design and siting of the houseboat and mooring will not lead to an over-concentration of houseboats and moorings or cause unacceptable harm to the character and amenity of the river frontage;**
 - b. the design and siting of the houseboat and mooring does not adversely affect any nature, wildlife or ecology conservation interests, evidenced by a Habitats Regulations Assessment;**
 - c. the proposal will not unacceptably harm existing or future water-based employment and recreation opportunities or result in an adverse impact on navigational safety;**

- d. suitable arrangements can be made for parking, refuse storage, cycle storage, access and service connections so as not to damage the character of the area or adversely affect any nature, wildlife or ecology conservation interests;**
- e. any boundary treatment does not over-dominate the appearance of the street frontage and will not result in the loss of landscaped boundaries; and**
- f. the proposal will not significantly harm existing residential amenity.**

Overall Approach

- 3.124 Traditionally, the River Itchen has offered the greatest opportunity for house boats. This is because Southampton's other waterfront areas (outlined in waterfront policy DE4) are located on the coastline. Future development of house boats will therefore continue to be supported on the River Itchen in appropriate locations.
- 3.125 The Council will resist any development which would cause unacceptable harm to the character or nature conservation interests of the waterfront due to inappropriate design, siting or over-development. Landscaping is key to preventing unacceptable harm and ensuring there is a positive contribution made to habitat formation and retention. As such, all proposals must seek to incorporate appropriate and proportionate landscaping to prevent the loss of habitat throughout the site and to enhance habitats and nature conservation interests, where possible. Unacceptable harm applies to the houseboat itself, its mooring and ancillary structures. It applies to the impact on both the river and land, including to below mean low water as well as to inter-tidal habitats. Due to the potential for unacceptable impacts on the Solent and Dorset Special Protection Areas (SPA), the Solent and Southampton Water SPA/Ramsar site and designated features of the River Itchen Special Area of Conservation (SAC), arising from issues such as shading, disturbance and loss of habitat, all proposals will be subject to a Habitats Regulation Assessment. Impacts on the features of the Lee-on-the-Solent to Itchen Estuary Site of Special Scientific Interest (SSSI) and various Sites of Importance for Nature Conservation (SINC) will also need to be satisfactorily addressed.
- 3.126 Great care therefore needs to be taken with the design, concentration and siting of house boats to ensure the river frontage is protected from harmful forms of development. It is also important to ensure adequate arrangements can be made for parking, the storage of waste, access and for service connections in order not to damage the character of an area. The Council will only support planning proposals for house boats which do not damage the current and future potential for water-based employment and recreation opportunities.

Key Policy Options

No other reasonable options identified. The policy provides guidance for the provision of new, and changes to existing, houseboats and moorings to ensure that they have the appropriate services and to avoid harm to the natural environment and character of the area.

4. ECONOMY

- 4.1 Southampton's economy was valued at £7.2 billion in 2020, with around 8,785 businesses located in the city and 108,000 jobs¹¹. The sectors employing the most people include health, education, retail and business administration with transportation and storage experiencing the largest growth 1998- 2019. The city contains a major deep seaport with the largest cruise passenger operation in the UK. The majority of business floorspace is industrial, followed by retail then offices.
- 4.2 Policy ST1 identifies the scale of non-residential development that needs to be built in the city. This chapter provides guidance for the different commercial uses and seeks to share the benefits of economic growth across the city. It includes the following policies:
- EC1 Office development
 - EC2 Industrial Sites
 - EC3 Marine Sites
 - EC4 The Port
 - EC5 Social Value and Economic Inclusion
 - EC6 Meanwhile uses

OFFICE DEVELOPMENT

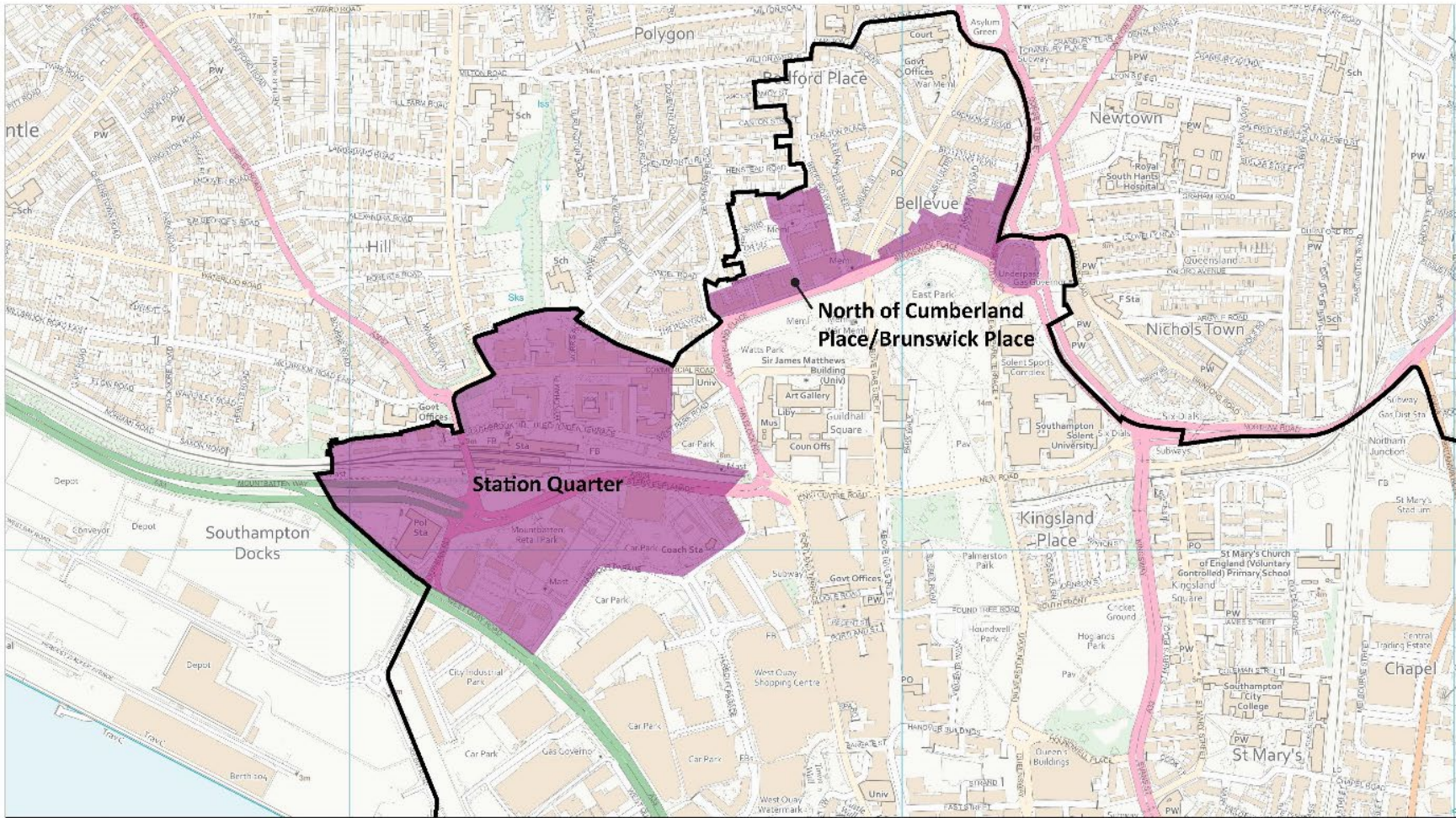
- 4.3 The PfSH Statement of Common Ground (2021), informed by the PfSH Economic, Employment and Commercial Needs Study (2021), sets out a need for major new office development. The study takes account of factors such as increased home working, but also the need for further development to support economic growth. It is important to focus major office growth in the city centre to create a dynamic business hub, encourage commuting by public transport, walking and cycling, and support a vibrant centre. The PfSH Statement of Common Ground sets an aspirational target to deliver a net gain of 61,000m² of office development in Southampton.

Policy EC1 (S) - Office Development

- 1. The aim is to deliver major office growth. The indicative target is to deliver a net gain in office development of: 61,000m² – 78,000m² of offices [see key option 1] (2019 – 2040).**
- 2. The preferred location for large office development (greater than 1,500m² gross) is Southampton city centre.**
- 3. A new high quality business district will be created at the Central Station hub in the Mayflower Quarter. [In this area [[50% or a significant proportion]] of the development will be for office use, unless there is a clear justification for a lower level of offices] [see key option 2].**
- 4. New office development will also be supported (but not required) on other appropriate city centre sites, and outside the city centre but within 500 metres of the Central railway station.**

¹¹ Source Southampton data observatory

- 5. The preferred locations for medium scale office development (750 – 1,500m² gross) are the city, town and district centres.**
- 6. Medium or large-scale office development proposed in other locations will only be supported where there are no appropriate sites in the city, town and district centres.**
- 7. The existing business district north of Cumberland Place / Brunswick Place will be retained. In this area a net loss of office floorspace will not be supported unless there are clear economic benefits.**



Offices

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Scale: NTS | Date: Sept 2022



Map 2 Office locations

Overall Approach

- 4.4 The PfSH assessment of employment needs forecasts that there will be employment growth in office sectors over the plan period, and that as existing office space is already being used more efficiently, this employment growth will lead to a need for more office development. Nevertheless, at the present time new office development is not being developed speculatively, the long-term effects of Covid-19 on working practices are not clearly established, and further loss of older space is still anticipated. Therefore, the PfSH assessment recognises that the net office targets are aspirational.
- 4.5 It is important to take a pro-active approach to realise these aspirations and to attract major office development into the city centre. This needs to be based on a comprehensive strategy to:
- Create a new business district in the Central Station hub at the Mayflower Quarter, and seek to retain and enhance the existing business district north of Cumberland / Brunswick Place, both with a commercial ‘critical mass’;
 - Promote excellent public transport, walking and cycling links, with a balanced approach to the car and parking in accordance with policies TR1 and DE11, to minimise congestion and ensure commercial needs are met;
 - Create a high quality ‘place’ where people want to work, with enhanced public realm linking the Central Station hub business district with retail / leisure facilities, the waterfront and parks;
 - Promote skills, links to the Universities, market the city, and offer support to investors; and
 - Apply the ‘cities first’ sequential approach to offices across South Hampshire, restricting out of centre office development.
- 4.6 A key part of this strategy is to create an office business district in the Central Station hub. This will capitalise on the excellent public transport accessibility of this location, which will assist in attracting office investment and supporting travel by sustainable modes of transport.
- 4.7 The policy options and the potential sites for office development, set out in Table 3, reflect this approach:
- Mayflower Quarter, Central Station hub: an office business district is created, with a significant proportion of floorspace in office use, set at 50% (subject to an option to require this – policy option 2).
 - Mayflower Quarter, other sites: a lower proportion of floorspace is in office use, ranging from 0% to 29% (with no policy to require this). The scale of offices needed in these locations to meet the overall target depends on the scale of offices lost elsewhere in the city.

- City centre, other sites (and sites outside the city centre but close to the Central Station): major office development will be supported if sites come forward.

- 4.8 These figures are informed by, but are lower than, those in the draft Mayflower Quarter Masterplan, which exceed even the aspirational office targets.
- 4.9 The overall approach enables the office targets to be met, with a focus on the Central Station hub, whilst ensuring the flexibility to respond to changing circumstances and to promote a mix of uses.
- 4.10 The targets are based on achieving a net gain in office space. Therefore, it is also important to manage the loss of office space. The main existing office business district in the city centre is located along Cumberland Place and Brunswick Place (including Grosvenor Square). The loss of offices will not be supported in this location, unless a redevelopment to a mix of uses delivers an upgrade in and retains a high proportion of the office space. Elsewhere in the city, a loss of offices to other uses will be supported to maintain appropriate flexibility.

Table 3: Office Target and Sites (2019 – 2040)

| | Office Floorspace (m ²) | % Floorspace ¹² | (% Floorspace in Masterplan) |
|--|-------------------------------------|----------------------------|------------------------------|
| Office Target – Net Gain | 61,000 - 78,000 | | |
| Office Supply – Gains | | | |
| Mayflower Quarter: Central Station Hub | | | |
| -Toys R Us site | 10,040 | | |
| -Mountbatten retail park | 31,600 | 50% | (74%) |
| -North of station | 36,400 | 50% | (65%) |
| -West and north of Police HQ | 45,900 | 50% | (56%) |
| Sub-total | 123,940 | | |
| Mayflower Quarter: Other sites | | | |
| -Leisure World (planning permission) | 9,800 | | |
| -South of West Quay Road | 24,460 - 64,150 | 11% - 29% | (29%) |
| -Elsewhere | 0 - 17,500 | 0% - 9% | (9%) |
| Sub-total | 34,260 – 91,450 | | |
| City centre: Other sites | | | |
| -East Park Terrace / University | 10,000 | N/A | |

¹² Total floorspace as defined by Mayflower Quarter Masterplan, office floorspace informed by and reduced from Masterplan figure.

| | | | |
|-------------------------------------|-------------------|--|--|
| Total – Predicted Gains | 168,200 – 225,390 | | |
| | | | |
| Office Supply – Capacity for Losses | 107,200 – 147,390 | | |
| | | | |
| Net Office Supply | 61,000 – 78,000 | | |
| | | | |
| Balance above or below target | 0 | | |

Key Policy Options

Key Option 1 – the office target

Option 1a – 61,000m² – this is the aspirational need identified by the PfSH Statement of Common Ground and Economic, Employment and Commercial Needs Study (2021).

Option 1b – 78,000m² – this higher aspirational target reflects a ‘cities first’ approach. The PfSH needs study for offices was based on a labour demand approach, which resulted in Eastleigh having a higher need identified than Southampton. This option seeks a ‘cities first’ policy steer by setting a slightly higher aspirational target for Southampton. This may be considered a realistic uplift to support city centre growth. The policy contains sufficient flexibility to ensure sites are not needlessly safeguarded for office use.

Option 1c – should a target lower than 61,000m² be considered? This could reflect ongoing changes in the office market following the Covid-19 pandemic. However, it would not align with the PfSH Statement of Common Ground, the aspirations for growth as forecast over the medium and longer term, or the ‘cities first’ approach. If the higher targets in options 1a or 1b were selected, the policy contains sufficient flexibility to ensure sites are not needlessly safeguarded for office use. The sites identified in Table 3 can accommodate either of these targets.

Key Option 2 – The level of requirement for office development on individual sites

The strategy is to create a critical mass of office development at the Central Station hub.

Option 2a – support office development at the Central Station hub without requiring office development – this creates the maximum flexibility to support overall development but risks not delivering office development if the commercial market prioritises other uses;

Option 2b – require that “50%” or “a significant proportion” of development at the Central Station hub is for office use – this may ensure that office development is delivered on this key site but risks an inflexible approach to supporting overall development if office development is not viable. However, this approach could include flexibility on a case-by-case basis, as set out in the “Further Considerations” section below.

Further Considerations

4.11 If option 2b were pursued, it would be important to support reasonable flexibility to promote successful regeneration, particularly if in the future office growth takes a different profile to that predicted. Therefore, at the Central Station hub, a lower level of offices than

indicated by option 2b may be supported and will need to be justified. The greater the reduction in floor space the more compelling the justification will need to be. The following factors will be taken into account:

- If an 'open book' commercial assessment indicates that the development is unlikely to be viable within the next 5 years with the level of offices envisaged in option 2b, taking into account the cost of the infrastructure to deliver the wider scheme concept; and
- If the scheme will deliver substantial wider benefits to the Plan's objectives if the office element is reduced.

4.12 Medium and large-scale office development will be directed towards centres. However, where office development on an out of centre site forms part of one company's wider operation on the same site, the need for co-location will be considered.

4.13 Small scale office development of 750m² (gross) or less will be supported across the city, to facilitate small businesses.

Evidence

4.14 Existing evidence: PFSH Economic, Employment and Commercial Needs Study (2021)

INDUSTRIAL SITES

4.15 The PFSH Statement of Common Ground and the LEP's Solent Economic Plan promote economic growth across South Hampshire, focussed on the cities first. Therefore, it is important to safeguard industrial / warehouse sites, and support additional industrial / warehouse growth / investment on these sites. This will support the city's role as an economic hub, a wide range of economic sectors (including those which have links to the Port and Universities), jobs for the city's large population (including those in priority areas) and help deliver the need for a net gain in major new industrial / warehouse development across South Hampshire.

Policy EC2 (S) - Industrial Sites

To support the city's economy and businesses, and the delivery of new employment floorspace, the following sites¹³ are safeguarded:

- 1. For light industrial, general industrial, storage and distribution uses (E(g)(ii)/E(g)(iii)/B2/B8):**

See options below

- 2. For light industrial uses (E(g)(ii), E(g)(iii)):**

See options below

¹³ As shown on the policies map

Employment uses similar in nature to an industrial use (sui generis uses) will be supported on safeguarded industrial sites provided they are not harmful to existing industrial or warehousing users or nearby residential areas.

Overall Approach

- 4.16 Over the past 20 years the city has experienced some losses of older employment sites as economic needs change. However, the city has a wide range of established industrial sites which continue to meet the needs of businesses and have scope to continue to be upgraded to provide modern business accommodation. In recent years two strategically important sites have been developed for modern industrial / distribution use: the Mountpark (former Ford) and Test Lane South sites.
- 4.17 It is important to retain a wide range of employment, including industrial employment, within the city. This helps to support overall economic growth and provides a range and choice of local jobs for the city's residents, to minimise travel and to ensure all communities benefit from growth. In addition, the Freeport proposals identified in policy EC4 will deliver economic growth.

Key Policy Options

Key Option 1 – How many and which employment sites should we continue to safeguard, and which, if any, should we release for other uses?

The existing Local Plan¹⁴ safeguards a range of sites for industrial use. These are either safeguarded for light and general industry / storage and distribution, or just for light industry, depending on the location of the site.

In-order to establish options for which sites, if any, could be released, the draft employment land background paper categorises each site:

- Priority industrial sites: These sites have good road access into / out of the city for goods vehicles along A or B roads without traversing quiet residential streets, and are commercially viable sites.
- Industrial sites with regeneration potential: These are sites which may be viable for industrial use but if redeveloped from industrial to residential (or mixed) use would generate the most regeneration benefits. An overall view is formed taking account of whether the site is in the city centre, the Itchen Riverside Quarter, on the waterfront, and other site specific circumstances.
- Small industrial sites in residential areas: These are generally small sites surrounded by residential areas and accessed along quiet residential streets and/or are generally assessed

¹⁴ Saved Local Plan (2015) and City Centre Action Plan (2015)

to have the lowest viability for on-going industrial use. If these sites were redeveloped for residential use, they could generate an amenity benefit for the local neighbourhood.

It should also be recognised that the City Centre Action Plan has already reallocated some current industrial areas to enable future redevelopment, and that outside of the city centre some industrial sites safeguarded in the Local Plan (2006) have already been redeveloped for other uses (so are not listed in Table 4 below).

Given the importance of retaining a wide range of industrial sites in the city, all priority industrial sites should continue to be safeguarded. Furthermore, whilst a range of industrial sites could arguably have some form of regeneration potential, in defining the options below, the Council has sought to identify only those industrial sites which offer the most regeneration potential. A number of sites are identified as options for possible release in-order to promote discussion. However, it is unlikely the Council will decide to release all of the sites listed below as this would result in a significant and unacceptable cumulative loss of industrial land and jobs.

The options are:

Option 1a – continue to safeguard all the currently designated industrial sites. This would protect the most industrial areas / existing jobs within the city. However, it may mean that opportunities to deliver regeneration or amenity benefits are lost.

Option 1b - release some or all of the industrial sites with regeneration potential. These could be redeveloped to form high quality higher density residential and mixed-use development in the central and waterfront areas of the city, including the city centre and Itchen Riverside Quarter. This would help to maximise new development and deliver more homes, bringing wider benefits in terms of economic investment, regenerating key areas, and locating development relatively close to jobs, services and public transport. However, it would also mean the loss of industrial areas and jobs.

Option 1c – release some or all of the smaller industrial sites in residential areas. These could be redeveloped for residential uses. This could enhance the amenity of the surrounding residential areas and deliver more homes. However, it would mean the loss of some smaller industrial areas which may currently offer cheaper business accommodation, and jobs.

Option 1d – release some or all of the industrial sites with regeneration potential and the smaller industrial sites in residential areas. This would do most to realise the benefits outlined in options 1b and 1c. However, it would mean the loss of the most industrial areas and jobs.

The Council will make decisions on which sites to safeguard both on a site by site basis, and by considering the potential cumulative loss of industrial sites across the city. This might result in safeguarding a mixture of sites from these options. It is unlikely that every site indicated under an option for possible redevelopment will be released, as this would generate a significant and unacceptable cumulative loss of industrial sites across the city. The Council's initial assessment of the currently designated industrial sites is set out below.

Do you have any comments on the general approach set out in options 1a – 1d above or the initial categorisation of sites set out below?

Table 4 below lists the sites which could continue to be safeguarded for industrial use or be released for redevelopment to other uses under these different options. These sites are also illustrated in the Policies Map booklet.

Table 4: Industrial Site Safeguarding Options

| Policy Map Site Ref | Site Name |
|--|---|
| Light industrial, general industrial, storage and distribution sites | |
| Priority industrial sites – to be safeguarded under all options | |
| RED005 | Test Lane South |
| RED004 | Test Lane North |
| MIL006 / RED007 | Millbrook Trading Estate / Phillips Business Park |
| MIL004 | Auckland Road / Tebourba Way* |
| MIL007 | British American Tobacco |
| SHI004 | 231 – 271 Winchester Road* |
| SWA003/004/005 | Mountpark (formerly Ford, Orion industrial centre and land to the north) |
| SWA002 | Airways Distribution Centre |
| POR003 | Belgrave Industrial Estate |
| BEV015 | Empress Road Industrial Estate |
| BEV019 | Northam Industrial Estate |
| BEV018 | Millbank Industrial Area |
| BAR036 | City Commerce Centre |
| BPA007 | Centurion Industrial Park |
| PEA006/007 | Hazel Road / Spitfire Quay |
| WOO002 | Centenary Quay (marine) |
| SH001 | Ashley Crescent |
| | |
| | *These sites meet the criteria for a priority site but are currently occupied by retail rather than industrial uses. Should these sites be categorised differently? |
| Industrial sites with regeneration potential – some or all could be released from safeguarding under options 1b or 1d. | |
| BEV011 | Drivers Wharf |
| BAR029 | Central Trading Estate |
| BEV016 | Mount Pleasant Industrial Estate (also included in category 1c) |
| BEV014 | Gasholder site, Britannia Road |
| Smaller industrial sites in residential areas – some or all could be released from safeguarding under options 1c or 1d | |
| MIL001 | Oakley Road / Tebourba Way |
| BEV016 | Mount Pleasant Industrial Estate (also included in category 1b) |
| Light industrial sites | |
| Priority industrial sites – safeguarded under all options | |

| | |
|--|--|
| MIL008/009 | The Solent Business Centre / TAVR site |
| BEV014 | West of Empress Road |
| MIL005 | Trinity Industrial Estate |
| PEA008 | Marine Technology Centre |
| BEV014 | Sites adjacent to Empress Road Industrial Estate |
| BPA008 | South of Quayside Road / Kemps Quay |
| BAR037 | Paget Road / Albert Road North |
| RED006 | Redbridge Causeway / Gover Road |
| | |
| Industrial sites with regeneration potential – some or all could be released from safeguarding under options 1b or 1d. | |
| FRE004 | Mountbatten Industrial Estate |
| BAR030 | Floating Bridge Road / Crosshouse Road |
| | |
| Smaller industrial sites in residential areas – some or all could be released from safeguarding under options 1c or 1d | |
| FRE005 | Pitt Road / Liners Industrial Estate |
| FRE003 | Park Road / 53 – 75 Millbrook Road East |
| BAS001 | Northbrook Industrial Estate |
| BEV013 | Radcliffe Court |
| BEV017 | 183 – 215 Radcliffe Road |
| BPA002 | North of Quayside Road |

Further Considerations

- 4.18 It is important that industrial sites are safeguarded for those uses that need to be located within industrial areas, and which do not conflict with other policy objectives. It is appropriate for a sui generis employment use similar in nature to an industrial activity to be located on an industrial site. This includes car sales and repairs, builder's trade merchants, warehouse clubs or cash and carry operations that specifically serve industrial and business users.
- 4.19 The commercial, business and service use class (E) also includes non-industrial uses which national policy defines as main town centre uses, and/or which serve local communities. These uses should accord with policy IN3 and have safe pedestrian / cycle access. Therefore, class E planning permissions for new buildings on industrial sites will be restricted where appropriate to research and development E(g)(ii) and industrial E(g)(iii) uses.

Evidence

Existing Evidence:

- 4.20 The Council has undertaken a commercial appraisal of its existing industrial areas (the Employment Land Study, 2017 and Addendum 2018 - Lambert Smith Hampton) and a draft Employment Land Background Paper to inform the emerging SLAA.

New Evidence:

- 4.21 The Council will update the commercial appraisal of its existing industrial areas, complete the employment land background paper and SLAA.

MARINE SITES

- 4.22 The city has a long history associated with the marine industry which includes the internationally significant Port and port related activities, the Marine and Maritime Institute and Oceanography Centre, and a wide range of other marine industries including boat building and repair and yacht marinas. The sector's importance to the economy of the city and wider sub region is recognised by the Solent LEP study¹⁵. The sector depends on the limited number of sites which have access to the waterfront. It is important that these sites are safeguarded for marine uses to support the success and growth of the marine sector, including hi-tech and skilled marine activities

Policy EC3 (S) - Marine Sites

In order to support marine employment, the following sites as defined on the Policies Map will be safeguarded for marine businesses which require access to the water:

New Site

- 1. Centenary Quay Marine Employment Quarter**

Existing Sites

- 2. Saxon, Millbank, and Dibbles Wharves and Shamrock Quay**
- 3. Hazel Road South Wharves**

In order to support the Itchen Riverside Quarter regeneration objectives and marine employment:

- 4. The following minerals and waste wharves are safeguarded, until any such time as they are no longer needed, are relocated, or the merits of the development clearly outweigh the need for safeguarding, in accordance with the Hampshire Minerals and Waste Plan:**
 - a. Leamouth and Burnley Wharves – safeguarded as mineral wharves.**
 - b. Princes Wharf – safeguarded as a waste recycling wharf.**
- 5. Drivers Wharf – a mixed use residential and employment site, safeguarded in part for employment or marine employment uses in accordance with the options set out in policy SI10.**

¹⁵ Solent LEP Maritime Futures: Solent Waterfront Sites Final Report (September 2015)

Overall Approach

- 4.23 Safeguarded marine sites generally have deep water access and include quaysides, wharves and associated areas of hardstanding behind, slipways, jetties and pontoons. Marine businesses which require access to the water are those which rely on these facilities.
- 4.24 The Centenary Quay Marine Employment Quarter will provide significant opportunities for new marine business growth. The existing sites are important for sustaining a wide range of marine businesses. Shamrock Quay is a yacht marina and marine shops / restaurants / bars of a scale to serve the marina will be supported. Burnley and Leamouth wharves are active mineral wharves which supply a significant proportion of the aggregate needs for the city and wider sub-region and are safeguarded by the Hampshire Minerals and Waste Plan unless they can be relocated.

THE PORT

- 4.25 The Port of Southampton is of major economic importance at an international, national, sub-regional and local level as a key deep sea, rail and road transport hub. It is one of the U.K.'s largest freight ports, its premier cruise port, and provides local ferry services. The Port anticipates major growth over the plan period, as set out in its consultation master plan to 2035¹⁶. In the short term this growth can occur within the existing Port, longer term expansion depends on whether permission is granted to develop Dibden Bay outside the city.
- 4.26 The Port of Southampton is part of the Solent Freeport proposals which are at an advanced stage with formal approval anticipated imminently. The proposal will add significantly to the growth of the Port and wider economy, and together with local Universities, promote marine innovation and green growth.
- 4.27 The relationship between the Port and development in the city needs to be carefully managed to ensure the objectives for both are met. It is important that the existing Port is safeguarded for port related uses and Freeport proposals, and that its operations, land and marine access are not constrained without good reason.

Policy EC4 (S) - The Port

The growth and overall competitiveness of the Port of Southampton, including as a Freeport is supported.

To support the growth of the Port:

1. Within the Port:

- a. Port related development (including both operational port activities and development directly associated to the Port's Freeport status) will be supported;**

¹⁶ Port of Southampton Port Masterplan 2016 – 2035 Consultation Draft

b. Non port related development will not be supported; and

2. Ship, rail and appropriate road access improvements to the Port will be supported.

The national significance of the Port, and the regional and local significance of the city and city centre will be recognised when considering:

- 3. Any remodelling of the strategic and secondary road access to the Port;**
- 4. Development access arrangements directly affecting the strategic and secondary road access to the Port;**
- 5. The layout and design of residential development in the Mayflower Quarter (south of the existing West Quay Road and adjacent to Mayflower Park), Ocean Village, and the design of residential development on other nearby sites as relevant, on operations within the Port boundary; and**
- 6. The design of development immediately adjacent to the Port boundary on the safety and security of the Port.**

When considering these points, development will be supported if:

- 7. There are unlikely to be negative impacts on the current or future Port, including the Freeport, or its strategic / secondary access; or**
- 8. The development has reduced as far as possible the negative impacts on the Port and its access, and the beneficial effects to the city centre or wider city which outweigh the negative impact on the Port and its access] (see key policy option 1).**

Overall Approach

- 4.28 The existing Port is comprised of the Eastern and Western Docks. Port related development includes operational port development (which generally benefits from permitted development rights), development directly related to the Port's Freeport status (for example employment uses benefitting from simplified customs procedures or tax benefits), other development which is primarily dependent on access by ship, or which create a visitor destination at the city centre cruise line terminals.
- 4.29 In terms of access between the Port and the U.K., priority will be given to rail and sea transportation where practical. Significant improvements to rail and sea access have been completed and there is the potential for further improvements which the Council will support. This reduces traffic congestion and its environmental impact. However, the growing Port will also still rely on major movements by road. The strategic road access to the Port is via the M271 and A35 (Millbrook Road), and significant improvements to this route have been completed or are planned. The secondary road access is via the A33 (the

Avenue). These road routes to the Eastern and part of the Western Docks pass through the city centre. The strategic road access along West Quay Road passes through the Mayflower Quarter allocated for major development.

- 4.30 The growth of the Port and the city need to be managed. It is important to manage transport routes into the city for all users, including the creation of pedestrian / cycle friendly city streets to link public transport hubs, destinations and communities. It is also important to deliver major city centre development, including at the Mayflower Quarter and Ocean Village sites close to the Port. These pedestrian / cycle links and development sites will bring substantial benefits to the city and wider region.
- 4.31 The option to relocate West Quay Road (see policy SI1 key policy option 1) would be designed to facilitate the growth of both the Port and the Mayflower Quarter. However, some other changes to the strategic or secondary road access to the Port, or new residential development close to the Port, might adversely affect its operations. It is important to carefully balance the growth of the Port and the city.

Key Policy Options

Key Option 1 – the balance between the Port and the city

Where a balance needs to be struck between the needs of the Port, the city centre and wider city, there are two options:

Option 1a – Prioritise the needs of the Port over the city – this recognises the national importance of the Port but risks undermining the needs of the city, its residents and other businesses;

Option 1b – Enable the strength of positive benefit to the locally / regionally important city to outweigh the strength of negative effect to the nationally important Port – this reflects existing policy and enables a balanced approach to be taken where for example there are major benefits to the city and minor disbenefits to the Port.

Careful assessment of the likely effects on the Port and city centre, and potential solutions, will be important to ensure neither are unnecessarily restricted.

Further Considerations

- 4.32 Development on sites close to the Port will be planned so that an appropriate level of amenity is created for residential occupiers (within the context of the city centre which will naturally experience higher levels of background disturbance). This will ensure the Port's overall competitiveness is not inappropriately constrained (e.g. due to pollution legislation). This is in accordance with the 'agent of change' principle (i.e. existing businesses should not have unreasonable restrictions placed on them as a result of development permitted after they were established). This will take account of the Port's permitted development rights, current and realistic possible future port activities, and the 24-hour nature of the Port. The benefits of promoting residential development in the city centre, of city centre living, and of securing viable developments on important sites will also be taken into account.
- 4.33 For sites adjacent to the Port, the overall layout of development will be considered, including the positioning of residential development and the potential to screen it from the Port by other development. For sites adjacent or otherwise nearby to the Port, more

detailed design solutions will also be incorporated where appropriate (e.g. secondary glazing, to address light spill, etc).

- 4.34 The potential to view cruise liners, other ships and port infrastructure adds significantly to the distinctiveness and identity of the city. Development will be designed to create views of the port and ships.
- 4.35 The Port's permitted development rights do not apply where development requires an environmental impact assessment or habitat regulations assessment. In these cases, all the Plan's policies apply as relevant. The city experiences poor air quality, in part due to emissions from ships and vehicular traffic associated with the Port. The Port is adjacent to an air quality management area. The Council and ABP are working to address these issues. Where planning permission is required because development requires an EIA for transport or air quality reasons, the Council will apply all relevant policies, including policies EC4, EN11 and TR1 (port, air quality and transport).

SOCIAL VALUE AND ECONOMIC INCLUSION

- 4.36 It is important that the benefits of economic growth are shared across the city and support social and environmental objectives. Major developers should commit at an early stage to considering how they can support the inclusion of local communities and residents in the economic benefits generated by their development, and how they can support wider social, health and wellbeing and environmental objectives.

Policy EC5 – Social Value and Economic Inclusion

- 1. Large development will be designed, constructed and operated so as to increase its social value and contribute to making Southampton a more socially and economically inclusive city. In-order to achieve this, all applications for large developments must include a Social Value Statement and a more detailed Employment and Skills Plans.**
- 2. The Social Value Statement will address 4 themes: jobs, growth, social, and environmental.**
- 3. The more detailed Employment and Skills Plans will draw on the themes in the Social Value Statement to demonstrate how the development will promote access to jobs for residents of the city who can have difficulty entering or returning to the labour market. They will consider the construction of the development (including the procurement of construction services); and the end use operation / occupation of the development. Financial contributions will be sought to support the preparation and implementation of Employment and Skills Plans. The construction and end use of the development must comply with the Employment and Skills Plan.**
- 4. For this policy, large development consists of the construction of residential development of 25 dwellings or more; and the construction and end use of all retail, leisure and office development greater than 1,000 square metres, industrial development greater than 1,700 square metres, warehouse development greater than 4,000 square metres (all figures gross),**

and any other development likely to generate 50 full time equivalent jobs or more once occupied.

Overall Approach

- 4.37 Social Value is a concept increasingly being used by businesses in-order to consider how their activities contribute to wider economic, social and environmental objectives. This supports the sustainable development objectives of the NPPF and this Plan. Developers will submit an overall Social Value Statement (SVS) with their planning application, and then developers and end users will submit and implement more detailed Employment and Skills Plans (ESP). The SVS and ESPs will be agreed with the Council. The Council will work positively with developers and end users to prepare and agree the SVS and subsequent ESPs, which will be tailor made to the type of development and the opportunities it presents. This approach will ensure that opportunities start to be identified at an early stage, through a collaborative approach which is more likely to be of mutual benefit to developers, businesses and residents.
- 4.38 The Social Value Statement will set out how the development will contribute to the 4 themes identified in the Council's Social Value Portal document's example policy, proportionate to the scale of the development and opportunities it presents:
- Jobs: providing accessible jobs for the residents of Southampton;
 - Growth: supporting economic growth that contributes to Southampton becoming a green and environmentally sustainable city;
 - Social: promoting the health and wellbeing of all Southampton's residents and communities;
 - Environment: decarbonising and improve the environment in Southampton.
- 4.39 The preparation of the SVS will enable developers to consider at an early stage, working in partnership with the Council, other agencies, and local communities, how their development will add value to the city. The information set out in the SVS, particularly on jobs and growth, will also form the basis for preparing the more detailed ESPs.
- 4.40 The Plan includes a wide range of policies to address aspects of the 4 themes, including a wide range of environmental issues (e.g. relating to energy, sustainable transport, green infrastructure, biodiversity and design). Developments will need to comply with these policies. The SVS provides an opportunity for developers to consider whether they can commit to exceeding or expanding on these requirements. This is a positive exercise to identify opportunities at an early stage, in a way which makes it easier for them to be incorporated. The SVS will also identify the subsequent ESPs to be prepared, and briefly set out the overall approaches these ESPs will take to improve the ability of local residents to access the jobs created by the development. The subsequent ESPs will then identify the specific measures which will deliver the approaches set out in the Social Value Statement. The ESP will focus on ensuring that local residents will benefit from the economic growth generated by new development within the city. This will promote better economic performance, social inclusion, improved health outcomes, and reduce longer distance commuting trips.
- 4.41 ESPs will cover a range of measures, for example: training, apprenticeships, work placements, work experience, work readiness, help in applying for jobs, guaranteed

interviews, working with local education providers to support their careers advice and guidance to students. These should support the aims of the partnership agreement between the Department for Work and Pensions and the Council. A wider consideration of 'access to jobs' could also include transport arrangements and childcare provision. Financial contributions through planning obligations will be sought to support the preparation, implementation and monitoring of ESPs by the Council.

- 4.42 Residents who can have difficulty entering or returning to the labour market can include for example people living in deprived neighbourhoods, with a disability, a physical or mental health condition, English as a second language, low qualifications, lone parents, the young and elderly, and ex-offenders. Developers should also consider how they can utilise local supply chains, to maximise the benefits to local businesses and hence the wider local economy of their development.
- 4.43 The SVS and ESP will include consideration of the jobs generated in the construction and the occupation of the development by the developer and end user. This will include consideration of the jobs generated by contractors in the construction phase, to be considered through the procurement process. This could follow, for example, some of the economic and social aims set out in Southampton City Council's procurement strategy. The construction phase includes new builds and conversions.
- 4.44 Planning conditions and/or obligations will secure the implementation of the SVS, including the subsequent preparation and implementation of ESPs.
- 4.45 Subject to the provisions of the SVS, the developer will submit an ESP to the Council prior to the construction phase of development. Where a contractor is required to submit an ESP to the developer through their procurement process, this will be incorporated into the developer's ESP. End users will submit an ESP to the Council prior to first occupation of the development.

Key Policy Options

The policy to seek Employment and Skills Plans is long established and should continue.

Key Option 1 – Social Value Statements

The key options are whether and how to introduce the concept of Social Value Statements.

Option 1a – not to require Social Value Statements – this could mean that opportunities are missed for developments to add economic and social value.

Option 1b – to require Social Value Statements as set out in the policy – the requirement is to prepare the Statement. The policy provides the flexibility to enable developers, the Council, communities and partners to work together to identify enhanced economic and social benefits which are of mutual benefit.

Option 1c – to require specific outcomes from a Social Value Statement – this may strengthen the policy but arguably goes against the underlying aim, which is for developers, the Council, communities and other partners to work together to identify measures of mutual benefit at an early stage, which are tailor made and relevant to the specific development.

Evidence

Existing Evidence:

- 4.46 The Council's Section 106 Employment and Skills Plan Contributions note; Embedding Social Value into Southampton's Planning Policies; Southampton City Council Local Needs Analysis and Social Value Scoping Study.

MEANWHILE USES

- 4.47 The Government has sought to reinvigorate High Streets and Town Centres, following the publication of the Portas Review in 2011. However, there has continued to be a growing trend of purchasing shopping online which has led to declines in footfall. Consequently, various policy relaxations and modifications to restrictions have been enacted by the Government to try and stimulate the vitality, viability and economic prosperity of High Streets and Town Centres. The Covid-19 pandemic has compounded the need and justification for this having exacerbated footfall decline.
- 4.48 Meanwhile uses can make an important contribution to ensuring this economic prosperity of centres and this is recognised by the Council. Consequently, the Council will take a positive approach to meanwhile uses that is flexible in order to respond to local conditions and to allow the stimulation of economic activity and growth in appropriate locations, such as the High Street, whilst safeguarding existing amenities.

Policy EC6 - Meanwhile Uses

- 1. Proposals for the temporary use of vacant buildings or land awaiting redevelopment will be supported to deliver positive benefits for an area and sustainable ways of reusing land [Key Option 1].**
- 2. Proposals for meanwhile uses will be supported that:**
 - a. bring vitality and vibrancy to an area;**
 - b. provide affordable commercial accommodation for occupants;**
 - c. enhance the sustainability of an area;**
 - d. do not prejudice future development or land use of the site; and**
 - e. do not negatively harm the character and amenity of an area. [Key Option 2]**

Overall Approach

- 4.49 Buildings and sites can remain vacant for a period of time while awaiting development. To address this the Council will support 'meanwhile uses' in Southampton. These are temporary uses of vacant buildings and land for a socially beneficial purpose until they can be brought

back into commercial use. In addition to retail, food and drink, and office uses, potential uses range from pop up art spaces to community greenspaces and sites for local food production. This can bring activity and footfall back to an area and provide affordable accommodation for start-ups, small businesses and 'not for profit' organisations without needing a long-term commitment. Appropriate uses will be assessed taking into account the other policies in this plan.

- 4.50 The Council will use conditions to grant planning permission for a specified temporary period for proposals meeting the criteria in Policy EC6. Proposals for the use of vacant land for temporary car parking will generally not be permitted unless the applicant can demonstrate that this use is not prejudicial to the Council's transport policies or the vibrancy and design quality of the area.

Key Policy Options

Key Option 1 – Policy requirement

Option 1a – omit Policy EC6 from the Local Plan as the introduction of further legislation allows greater flexibility within and between Use Classes and this approach is no longer necessary. This would avoid prescribing an approach for meanwhile uses that is already addressed through legislation but would limit the Council's ability to guide and control the use of meanwhile uses, in particular those that may not be covered by legislation.

Option 1b – retain Policy EC6 to guide meanwhile uses for completeness and clarity. This would give the Council a greater ability to guide the development of meanwhile uses so they reflect local circumstances but could reduce the level of flexibility that Government changes sought to achieve.

Key Option 2 – Sequential Test

Option 2a – introduce a sequential test criterion to ensure temporary uses occur in suitable locations. This would help ensure that temporary uses would be supporting the vibrancy of designated centres in the first instance but could prevent such uses benefitting temporarily vacant sites or units in other locations.

Option 2b – do not introduce a sequential test criterion in the recognition of the temporary nature of meanwhile uses. This would ensure flexibility to allow any appropriate sites or units in the city to still be productive where they are temporarily vacant however this could undermine the vibrancy of designated centres whilst the temporary use is in operation.

Evidence

Existing Evidence:

- 4.51 Prior to the 2015 legislation (Town and Country Planning (General Permitted Development) (England) Order 2015, Schedule 2, Part 4, class B) - temporary uses could only take place for up to 28 days in a year without specific planning permission being sought, which was restrictive upon business viability.
- 4.52 The Town and Country Planning (GPD) (England) Order 2015 Schedule 2 Part 4 gives permitted development rights for temporary uses for up to 3 years (not including

residential). This has enabled activities, such as pop-up shops and cafes, to emerge that make use of vacant and under-utilised premises on a temporary basis. The advantage has been that areas can be 'brought back to life' where businesses have folded or empty shops have remained vacant.

New Evidence:

- 4.53 To support new ventures and pop-ups, and avoid buildings being left empty, the Government in July 2019, introduced a separate right to allow a range of uses (such as offices, shops, restaurants, cafes, assembly and leisure uses) to convert temporarily to another use (such as office, shop, financial and professional service, restaurant) for a single continuous period of up to three years. This allowed start-ups to test a new business model, and then to seek planning permission for the permanent change of use on that or another site.
- 4.54 Changes to the Use Classes Order came into effect on 1 September 2020. Use classes A1, A2, A3 and B1 were abolished and grouped together into a new class E.
- 4.55 The NPPF 2021 identifies the importance of growth, management and adaption of town centres, and the need for sequential testing to secure the most appropriate locations.
- 4.56 The Southampton City Strategy 2015-25 identifies 'vibrant District Centres' as one of the desired outcomes for its economic growth, which adds weight to the importance of accepting diversification and temporary uses. The Corporate Plan 2020-25 aims for a greener, fairer and healthier Southampton, and the greater flexibility that this policy introduces enables a potentially fairer balance of uses as a level of bureaucracy is temporarily removed.

5. INFRASTRUCTURE

- 5.1 Supporting new homes and jobs, the wider infrastructure of the city includes its centres, community, leisure and tourism facilities and green spaces. Southampton's centres comprise the city centre which has a regional role and smaller centres serving residents of the city and nearby areas. Southampton city centre is the regional shopping centre serving the central south coast. The city also has a regional cultural role with theatres, galleries and museums, music scene, sports teams, festivals and events. Southampton was shortlisted to be the UK's City of Culture in 2025. Although not selected, the bidding process has brought people together to consider how to strengthen the city's cultural infrastructure.
- 5.2 Following on from guidance about new homes and employment in the city, this chapter looks at the appropriate location of development including policies for Southampton's centres and other uses. These uses include health, education and community uses. This chapter includes the following policies:
- IN1 City Centre approach
 - IN2 City Centre Primary Shopping Area expansion
 - IN3 City, Town, District and Local Centres
 - IN4 Location of Uses within Centres
 - IN5 Food and Drink Uses
 - IN6 Night-Time and Late-Night Uses
 - IN7 Community facilities and Uses
 - IN8 Indoor and Outdoor Sports and Leisure Facilities
 - IN9 Primary, Secondary, Further Education and Early Years Provision
 - IN10 Universities
 - IN11 Health and Wellbeing
 - IN12 Electronic Communications
 - IN13 Infrastructure Delivery

CITY CENTRE APPROACH

- 5.3 Southampton City Centre is a major regional centre. The aim is to focus major new development in the centre to support economic growth, a destination offering a wide range of retail, eating / drinking, leisure, cultural and tourist activities, provide new homes, locate development close to public transport, maintain a vibrant centre which is a hub for a range of activities, and enhance the city's distinctive identity (including its parks, heritage, cultural assets and waterfront). This will ensure the city centre as a destination and a place provides an exciting, varied, vibrant and distinctive offer.

Policy IN1 (S) - City Centre Approach

Southampton city centre¹⁷ will be the focus for major high-quality development to enhance the city's regional status as an economic, retail, and leisure/night-time/cultural/tourism centre, and to enhance the centre as a place to live. The city centre's distinctive sense of place will be enhanced,

¹⁷ As defined on the policies map

drawing on and linking to the city's heritage, culture, parks and waterfront. A network of high-quality streets and spaces will link key destinations.

1. Development will include:

- a. Approximately [XXX¹⁸]m² of shops; 61,000 – 78,000m² of offices; a significant number of new homes and further main town centre uses, including leisure / bars / restaurants / cultural / hotel / tourist development;
- b. The Mayflower Quarter in the west of the city centre, a zone for major city centre development, connecting the Central Station, existing shopping area, Old Town and Mayflower Park / Town Quay Waterfront;

2. And enhancements to the:

- a. Waterfront, with development in the Mayflower Quarter connected to the Mayflower Park and Town Quay, at Ocean Village and Chapel Riverside which create waterfront destinations, form part of a continuous waterfront accessible to the public, with a high quality of public realm along the waterfront and on routes to the waterfront, and views to the waterfront and ships;
- b. Existing primary shopping area, with new developments at Bargate, Westquay South and the former Debenhams store and East Street Shopping Centre, and expansion of the shopping area into the Mayflower Quarter if and when appropriate;
- c. Local and specialist shopping areas at East Street, High Street, Bedford Place, St Marys Street and Old Northam Road;
- d. Cultural infrastructure (including libraries, museums, galleries, performance and events spaces, creative industries, etc.), including the completion of the Cultural Quarter Masterplan to create a destination which supports cultural access and participation, and the provision of cultural spaces and activities on Old Northam Road and other opportunities in the city;
- e. Parks and open spaces, including new development which preserves or enhances the setting of the nationally registered Central Parks;
- f. Old Town and the city's distinctive heritage assets;
- g. Universities;
- h. Transport links in accordance with policy TR1, including a transport interchange and development hub at the Central Station; and
- i. A strategic shoreline flood defence.

Overall Approach

- 5.4 Southampton is defined as a major regional city centre¹⁹, an important economic, retail / leisure / night-time / tourist / culture and transport hub serving the central south coast of

¹⁸ To be determined through policy ST1 at the next stage of the plan

¹⁹ PFSH Spatial Position Statement (2016)

England. The city centre is home to 21,986²⁰ people and a wide range of businesses with 32,000 people working there²¹The city centre presents strong investment opportunities, including the Mayflower Quarter, a range of other key development sites and the economic potential for major growth. The cultural quarter masterplan will be completed. This will promote the vitality of the heart of Southampton as a shopping, leisure, cultural and tourist destination; create an economic hub, further developing synergies between businesses and with the Universities; promote more housing to meet the city's needs; deliver sustainable development in a location which is highly accessible by public transport, cycling and walking, minimising congestion and pollution; and promote urban regeneration and social inclusion, and the re-use of previously development land. New high-quality development, streets and spaces with (public) active frontages create the opportunity to reconnect the city centre to the Central Station, waterfront, mediaeval Old Town, 5 conservation areas, Grade II* registered central parks and local communities, to create a distinctive sense of place. This will further enhance the city centre's attractiveness as a place to do business, live and visit. Growth will be supported by major investment in transport, flood defence, education and public realm infrastructure. This vision is set out in more detail in the City Centre Masterplan [08] and draft Mayflower Quarter Masterplan.

Key Policy Options

National policy promotes a positive approach to the growth, management and adaption of city centres. It is important to plan for major growth, to support and enhance the distinctive characteristics and assets of the city centre, and support improved transport, green and flood defence infrastructure. Within this approach there are the following key options. These are articulated further in options for specific policies (for example, on offices, retail expansion, densities, open spaces, car parking and the location of uses within centres).

Key Option 1 – The Overall Scale of Development Growth

Option 1a – High-quality growth (Maximum development) – This would do the most to maximise the benefits of focussing development in the city centre. To make the best use of city centre space in development terms, this would mean promoting more taller buildings, minimising additional car parking provision, and creating high quality city parks rather than larger areas of open space.

Option 1b – High-quality growth (Less development) – This would still achieve benefits from focussing development in the city centre, although to a lesser extent than option 1A. However, it would enable some larger areas of open space to be created. It would also enable more car parking to be provided which will benefit car users (but would not encourage the use of alternative modes of travel).

Key Option 2 – The Mix of Growth

Option 2a – Residential-led mixed-use development – This would do the most to help meet the high levels of housing need in the city and South Hampshire, and would increase the number of people living in the city centre able to support the shops, leisure and other facilities and create more

²⁰ HCC Small Area Population Forecast 2020

²¹ BRES 2020 (Number of employees)

‘vibrancy’. Additional retail, leisure and office development to serve the wider area would still be planned for, using more cautious forecasts of what is needed. This minimises the risk that land is left unused but risks losing the opportunity to attract wider economic investment to the city.

Option 2b – Mixed residential / retail / leisure / office development – This would encourage wider economic investment in the city, using more optimistic forecasts of retail / leisure / office need. This could support more jobs and would enable a greater mix of activities, which would also create more ‘vibrancy’. It would mean that fewer housing needs were met in the city centre, placing more pressure on other sites, and risk leaving some land unused if there was no demand for the additional retail / leisure / office development.

Further Considerations

5.5 In shopping areas, a vibrant mix of national multiple and independent shops and markets, cafes, bars and restaurants will be encouraged, with active public street frontages provided. A range of leisure and cultural development and events will be supported, including the Southampton International Boat show. The night-time economy will be managed appropriately, to help promote a safe and vibrant centre.

Evidence

Existing Evidence:

5.6 The Council’s City Centre Masterplan (2013) articulates the overall approach for the city centre. The emerging development quantum is set out in the draft SLAA (2022) and the PfSH Economic, Employment and Commercial Needs Study (2021) study.

New Evidence:

5.7 The Council will update its assessment of retail needs, as set out in policy IN2.

5.8 Draft Mayflower Quarter Masterplan

CITY CENTRE PRIMARY SHOPPING AREA EXPANSION

5.9 The aim is to retain and enhance Southampton’s role as a regional shopping centre. A key consideration is the scale of new shopping development required to achieve this. The first priority will be to focus any growth in the primary shopping area (PSA); and then in a well linked expansion of the PSA into the Mayflower Quarter if and when needed. This is in line with the ‘sequential approach’ to ensure that the vibrancy and coherence of the overall PSA is retained.

Policy IN2 (S) - City Centre Primary Shopping Area Expansion

To maintain and enhance Southampton city centre’s regional and local role, there is an estimated need, subject to ongoing monitoring, for the following shopping development:

| | Floorspace (m ²) | |
|---------------------------|---|-------------|
| | Comparison | Convenience |
| First 5 years | To be considered in the light of the new retail needs study [See Key Option 1] | |
| First 10 years (or more?) | | |

The city centre's primary shopping area (PSA)²² is focussed on Above Bar / Bargate / High Street / West Quay. The first priority will be to deliver the need for shopping development in the city centre's existing PSA. Where this is not possible the second preference will be to deliver it in a PSA expansion zone.

Shopping development will be supported in the:

1. City centre's existing PSA. [See Key Option 2]
2. PSA expansion zone in the Mayflower Quarter if:
 - a. It is unlikely that sufficient sites will be delivered in the existing PSA to meet the latest estimate of needs for the next 10 years; and
 - b. It forms a coherent expansion of the city centre's PSA, linked to the existing PSA by good / clear pedestrian links with full active public frontages (in accordance with policy IN4) wherever possible; or
 - c. It does not meet criteria a. and b. but meets policy IN3.

The need for retail development serving local catchments can also be met within the city centre's defined local centres. A new local centre will be supported in the Mayflower Quarter if the scale of the centre is sufficient to serve the day to day needs of residents / workers in completed and permitted development without having a significant impact on the primary shopping area.

Overall Approach

- 5.10 The city centre's primary shopping area covers the Above Bar / Bargate / High Street / West Quay area, as defined on the Policies Map, and provides the regional shopping facilities. The need for additional comparison and major convenience retail development needs will be focussed within this area (and any expansion of the area). A diverse mix of shops will be encouraged in this area, ranging from national multiples through to independent and specialist shops. Local retail development serving local communities will also be supported in the city centre's local centres. Proposals for retail development elsewhere in the city centre will be determined in accordance with policy IN3.
- 5.11 The overall need for more shops, the ability to deliver at least some of this within the existing primary shopping area (PSA), and the way in which that existing PSA is defined, will inform the overall need for any expansion of the PSA over the next 10 years and beyond. The retail sector changes rapidly, and it will be important to monitor the latest trends through the plan period. If there is a need for expansion, it is important to consider how this

²² As defined on the Policies Map.

is phased based on the latest trends at that time, so that expansion does not happen too quickly, undermining the existing shopping area.

- 5.12 The PSA expansion zone has the potential to enable a coherent expansion of the PSA. Development and linkages will need to be designed to achieve this. The PSA expansion zone forms part of the Mayflower Quarter (policy SI1). It currently consists primarily of low-density retail warehouses and car parks. If and when there is a need to expand the shopping area, the aim is to create a high density and vibrant city centre quarter with shopping and other public active frontages at street level, with a wider mix of residential and other uses on upper floors. With careful design, this could include large footprint retail uses, if there is a need for such units.

Key Policy Options

The NPPF aims for Councils to plan to meet retail growth, focussing this growth within the primary shopping area first and then by expanding that area if necessary. However, the long term need for retail growth is changing due for example to higher rates of 'online' shopping. It is unclear whether or not Covid-19 will also have an effect over the longer term as well. Nevertheless, the overall approach is for the city centre to provide an exciting, varied, vibrant and distinctive offer to ensure it competes effectively with alternatives such as 'online shopping'.

Changes are also occurring within the city centre's primary shopping area. The East Street Shopping Centre has long been demolished, and the Debenhams store has recently closed.

Key Option 1 – Scale of Retail Growth

Option 1a – Lower Retail Growth – This will create more space for a wider mix of other uses in the city centre, including more restaurants / bars, business space and new homes close to public transport, and will avoid planning for major retail expansion which might undermine the existing shopping area. However, if we do not plan for the retail growth which is needed it will go to other centres, out of centre locations or 'online', which could itself undermine the success of the city centre.

Option 1b – Higher Retail Growth – This will enhance the city centre as a vibrant shopping area and locate shops close to public transport. However, if we plan for too much retail growth this could 'squeeze out' a wider mix of other activities which could itself undermine the vibrancy of the centre. Major retail expansion could also undermine the city centre's existing shopping area.

(The lower and higher growth scenarios will relate to different assumptions on the rate of future population and expenditure growth, rates of 'online' shopping, the ability to divert future growth from out of centre to city centre locations, and the potential to generate greater retail sales on existing retail space).

Key Option 2 – Extent of the Existing Primary Shopping Area (PSA)

The existing primary shopping area is the area within which the need for new retail growth will be focussed first. How should this area be defined? Options 2a and 2b below are defined in the Policies Map amendments, map 1.

Option 2a – Define the ‘existing primary shopping area’ as at present – This would be based on the existing PSA and so would include the former Debenhams store and the site of the former East Street Shopping Centre. This larger area might mean that more retail growth could be focussed on this existing PSA first, including on these sites, rather than an expansion of the PSA into the Mayflower Quarter. This might help to support the existing East Street shopping street. However, the former Debenhams store and former East Street Shopping Centre site are some distance from the main shopping areas and it may be unlikely that they could attract modern retail developments. A significant part of the former East Street Shopping Centre and surrounding area has already been developed for non-retail uses.

Option 2b – Define the ‘existing primary shopping area’ as a smaller area than at present – This would reduce the size of the existing primary shopping area and exclude the former Debenhams store and East Street Shopping Centre sites. This smaller area might mean that less retail growth would be focussed on the existing PSA first and that more would be located in an expansion of the PSA in the Mayflower Quarter. However, the Mayflower Quarter, located between the Central Station and PSA in an area of growth, might be more successful at attracting retail investment and still be well connected to the wider city centre. A more flexible approach could be taken to redeveloping the former Debenhams store and East Street Shopping Centre site, to include a greater mix of uses at street level. This might be more likely to attract the investment required to enhance these areas of the city centre.

Option 2c – Are there other options for how the existing primary shopping area is defined?

Further Considerations

- 5.13 The NPPF requires the need for retail growth to be identified for at least 10 years from adoption of the plan (rather than necessarily the whole plan period). Given the uncertainties regarding the longer term need for retail growth, the Council’s initial view is that the need for an expansion of the PSA should be based on considering retail needs over the 10 years from the point that any expansion is proposed. Do you have any views on this timeframe?
- 5.14 A proposal in the PSA expansion zone which does not meet policy IN2 will be classed as ‘edge of centre’ and assessed using policy IN3, which also includes a test of ‘significant adverse impact’ on the existing PSA.

Evidence

Existing Evidence:

- 5.15 The last shopping study was undertaken in 2014 and estimated a need for 42,000 – 59,000m² of comparison shopping over the period from 2011 to 2026.

New Evidence:

- 5.16 The shopping study will be reviewed in the light of all the latest trends and research. This will help us to define what we mean by lower or higher growth, and together with your views, will help us to propose a target for shopping growth. The ability to deliver any need for growth on sites and vacant shops within the existing PSA will also be reviewed.

CITY, TOWN, DISTRICT & LOCAL CENTRES

- 5.17 Southampton is served by a network of city, town, district and local centres. These centres provide important economic, social and cultural hubs for individual communities, the city and wider region.

Policy IN3 (S) - City, Town, District and Local Centres

- 1. A network of successful centres will be supported across the city which provide a range of shops, services and cultural facilities in accessible locations within reach of all residents (e.g. '20 minute neighbourhoods'), and in safe and attractive environments including for all pedestrians, cyclists and public transport users. New development will enhance a centre's vitality and viability, attractiveness and distinctiveness, and connectivity to surrounding residential neighbourhoods.**

Hierarchy of centres

Main centre uses²³ (including retail; food and drink; hotels, leisure, entertainment and more intensive sport and recreation uses; and arts / culture / tourist development) will be located in centres²⁴ according to the following hierarchy:

- a. City centre – development serving citywide and regional needs;**
 - b. Shirley town centre – development serving the west of Southampton and meeting 'week to week' needs including food, local non-food and community services;**
 - c. Four district centres: Portswood, Bitterne, Woolston and Lordshill – development meeting 'week to week' needs for their surrounding areas including food, local non-food and community services;**
 - d. Local centres – development catering for 'day to day' needs for the residents of the immediate areas. These centres will be specified in the policy. The key options below set out the proposed list of local centres, including some potential additional centres and changes to the boundaries of some centres.**
- 2. Neighbourhood cultural hubs and activities will be supported which encourage increased cultural participation and activities in local communities.**
 - 3. Larger scale development will be supported in smaller centres if there are no sites in the appropriate higher order centres.**
 - 4. The location of uses within these centres will be in accordance with policy IN4.**
 - 5. Development must make efficient use of land, and higher densities will be supported in accordance with policy HO1. Single storey development will not be permitted in the city, town or district centres without a very strong justification.**

²³ Office uses are covered by policy EC1

²⁴ As defined on the policies map

Edge of Centre and Out of Centre Development

- 6. To protect the vitality and viability of city, town, district and local centres proposals of 750m² (gross) or more on “edge of centre” or “out of centre” sites will only be supported, in line with national planning policy, if:**
 - a. For all main centre uses²⁵, in accordance with the sequential test, there are no suitable sites available within centres within the catchment area of the proposal; and**
 - b. For retail and leisure uses, there is no significant adverse impact on a centre.**

Overall Approach

- 5.18 Main centre uses are defined by national policy which provides more detailed examples, as set out in the supporting text to policy IN4. For the purposes of the hierarchy of centres, office development is covered by policy EC1 rather than policy IN3.
- 5.19 The network of centres in Southampton is based on a well-defined hierarchy comprising the city centre, Shirley town centre, four district centres, and local centres. The aim is to focus major new retail, cultural, tourist, leisure and service provision in the city centre, strengthen Shirley town centre and the district centres and support local centres. This will provide vibrant centres in each community, reduce the need to travel and provide for the needs of all sections of society. This will facilitate the creation of ‘20-minute neighbourhoods’ where people are living within a 20 minute walk of the facilities that they need. Neighbourhood cultural hubs and activities will contribute to economic, social and health objectives in accordance with the Cultural Strategy.
- 5.20 It is important to protect existing centres by controlling main centre uses on edge and out of centre sites, in accordance with national policy. This approach applies to proposals for new development, changes of use, extensions to floorspace and relaxations to conditions on the range of goods that can be sold on existing floorspace. Edge and out of centre sites are those outside of the defined centres, or in the case of retail proposals, outside of the defined primary shopping areas.
- 5.21 The sequential test should consider those centres judged to be within the proposal’s main catchment area. Developments serving a city wide or sub regional catchment should consider city centre locations before smaller centres. They may also be better located on edge of city centre sites rather than in smaller centres. The sequential and impact tests should consider all centres within the proposal’s catchment area, within and outside the city as relevant.
- 5.22 Where retail proposals are on sites outside of the primary shopping area in the wider city centre (and so classed as edge or out of centre), the regeneration benefits of the proposal may be considered alongside the sequential and impact tests. However, this will only be where taking into account the nature of the site, the proposal delivers strong and distinctive regeneration benefits which cannot be delivered in other ways. Examples could include

²⁵ Office uses are covered by policy EC1.

aiding the delivery of a wider redevelopment of fundamental importance to the city centre. This will be considered against its impact on the centres. Significant weight will not be placed on standard benefits from such developments (for example, general job creation).

- 5.23 Hotels play an important role in supporting the city as a business, tourist and cultural destination. In accordance with national policy, and as a main town centre use, hotels (greater than 750m²) will be located in the city, town, district or local centres, or demonstrate in accordance with the sequential test that no suitable sites are available within centres. Short term lets, serviced accommodation / apartments, or 'apart-hotels' will be classed as C1 hotels provided a planning obligation ensures that individual lets are for a maximum of 90 days. The need for amenity space for such proposals will be considered on a case-by-case basis. If individual lets are for longer than 90 days, the proposal will be classed as a C3 dwelling house, and the relevant policies will apply.

Key Policy Options

The city centre and network of town and district centres are well established, as generally are the network of local centres. However, a review has indicated some focussed options to potentially change the designated local centres (primarily by adding local centres) and the boundaries of some centres (by expanding the centres). The potential changes listed below are also indicated in the Policies Map amendments.

Key Option 1 – Local Centre Designations

The following centres are already designated in the saved Local Plan (2006) and the adopted Core Strategy (2010) and it is proposed that they continue to be designated in policy IN3:

Bevois Valley

Bitterne Park Triangle

Burgess Road

Exford Avenue (Harefield in the saved Local Plan [2006])

Hinkler Road*

Kendal Ave*

Maybush

Merryoak

Midanbury – The Castle

Portswood Road

St. James Road

St. Mary's Road

Swaythling

Thornhill Park Road

Weston

Winchester Road

- * These centres were added by the Core Strategy (2010) and were not previously designated in the saved Local Plan (2006). The Policies Map will therefore be updated to include these centres, see Policy Map amendments maps 3v. and vi.

The saved Local Plan and Core Strategy also designated Cumbrian Way as a local centre. This centre has since been redeveloped for a residential led scheme (including one convenience store). It is proposed that this is now deleted as a local centre.

The following areas are designated in the adopted City Centre Action Plan (2015) as secondary shopping frontages. They are located within the city centre, but are separated from the main primary shopping area, and serve local communities within and around the city centre. It is proposed that they are designated in policy IN3 as local centres:

- St Mary's Street
- Bedford Place / London Road

Further options for local centres have also been identified. These are shopping parades which have a similar number of shops to the currently designated local centres and provide further provision in their local areas. It is proposed that these are designated as local centres in policy IN3 (see Policy Map amendments maps 3i. ii. iii and vii):

- Aldermoor Road
- Butts Road
- Copperfield Road – identified in the made Bassett Neighbourhood Plan for local shops
- Windermere Avenue

Key Option 2 – Centre Boundaries

The town, district and local centre boundaries have also been reviewed to ensure they remain up to date. This has identified potential options to extend the boundaries of these centres to ensure that all shops within a contiguous area fall within the centre:

- Bevois Valley – to extend the centre to the north and south, and also to include the car park which serves the centre (see Policy Map amendments map 4i);
- Bitterne Park Triangle – to extend the centre, primarily to include the Tesco metro foodstore (see Policy Map amendments map 4ii);
- Burgess Road – to extend the centre slightly to the west (see Policy Map amendments map 4iii);
- St Marys Road – to extend the centre to the north (see Policy Map amendments map 4iv);
- Portswood district centre (see Policy Map amendments maps 2i and 2ii):
 - to extend the centre slightly to the south;
 - there is also an option to extend the centre to the north to include the Sainsbury's superstore. However, this store was permitted as an "edge of centre" store with conditions to manage the type of retailing, to protect the existing centre. The Council is minded not to extend the centre to include the superstore to enable it to retain these conditions.

Evidence

- 5.24 Existing Evidence: PfSH Spatial Position Statement; Survey of shopping centres.
- 5.25 New Evidence: The Council will update the retail needs study and the survey of shopping centres.

TOWN AND DISTRICT CENTRES

- 5.26 Shirley Town Centre and the city's district centres provide local shopping, service, leisure and community opportunities, are important employment locations, and provide excellent public transport access. Each centre has its own character and strengths. Development here can build upon their strengths and distinctiveness.
- 5.27 Although the primary role of the District Centres is to offer a range of week to week retailing facilities, their role extends beyond this and centres need a diversity of uses and flexibility to change over time in order to thrive. There is the potential for the town and district centres to incorporate a wider range of uses including cultural uses which are currently lacking. Their location at the heart of the city's residential areas enable them to be easily reached on foot or by cycle and public transport generating '20-minute neighbourhoods', thereby reducing the need to rely on the private car.
- 5.28 There is also a need to improve design and environmental quality of the District Centres, and ensure centres are attractive for all pedestrians. Development should enhance the design quality of District Centres. In addition, contributions will be sought toward environmental improvement schemes.

Shirley Town Centre

- 5.29 Shirley is the second largest centre in the city after the city centre. The Centres Study reported that there was 52,580m² of commercial floorspace in the centre (compared to 29,600m² in Portswood, the next largest centre) and 250 commercial units, of which 239 are retail units. The number of units has steadily grown since 2005 when 231 units were recorded.
- 5.30 Shirley Town Centre is situated to the north west of the city centre, spread out along Shirley High Street (A3024) with the precinct to the north. This forms part of the old main road from mediaeval Southampton to Romsey and Salisbury. It is characterised by some national retailers and a wide range of independent shops, providing both convenience and comparison goods and a mix of local firms and other business. The built form is fairly low density, primarily two and three-storey. The policies in the new Local Plan will also help address the issues of congestion and highways safety issues in Shirley and across the city and deliver further public realm improvements.

Portswood District Centre

- 5.31 The medieval village of Portswood was expanded in Victorian times and has a linear urban form along Portswood Road. The district centre includes a range of convenience stores (including a medium sized supermarket), local comparison shops and services. A new

supermarket opened early 2012 on the edge of the district centre. A number of sites on Portswood Road outside the centre are under construction or have permission for residential uses.

- 5.32 Portswood District Centre is currently in good health with low vacancy rates and a distinctive built form, although the number of units fell slightly to 102 units in 2015. Key priorities for the centre in the future include to promote the use of upper floors for flats or offices; to support individual redevelopments of less distinctive areas within the centre; and further street scene and transport improvements, to complement and enhance the centre's overall unique identity.

Bitterne District Centre

- 5.33 Bitterne serves the north-east of the city and originally developed as a suburb of the town in the 19th century. Its pedestrianised retail centre was redeveloped in the 1960s / 70s and contains a medium sized supermarket, a weekly market and a range of other shops, offices and services. There has been steady growth since 2008 and there are now 88 commercial units, 85 of which are retail units. The leisure centre, library and health clinic are within the district centre boundary but are separated from the main part of the centre by the A3024.

- 5.34 The key priorities for Bitterne district centre include improving links across the main road network; and enhancing the centre's built environment to create a positive street scene. There is also the potential for growth and intensification and for redevelopment to relocate public sector services currently on the periphery into the main part of the centre. This would provide a new community hub at the heart of Bitterne, increasing activity and vitality in the centre while also releasing land on the periphery for development. This development should protect strategic city views of the city centre and Holy Saviours church spire and its setting and important local views.

Woolston District Centre

- 5.35 Woolston lies to the east of the city centre across the River Itchen. It is based around the crossroads of Portsmouth Road and Victoria / Bridge Road and extends south along Victoria Road. The centre developed in the 19th Century alongside the then shipyard and floating bridge. Its district centre includes some national retailers and a mix of individual stores. In 2014 there were 107 units, 98 of which are in retail / service use. The redevelopment of the shipyard (Centenary Quay) is nearing completion to the south of the centre and involves the construction of new homes and other uses including shops, restaurants and cafes (which are currently under-represented in the centre).

- 5.36 Centenary Quay presents a major opportunity for the centre. As part of the development, regeneration and developer funding has already been spent on transport improvements in the district centre to enable it to cope with increased use. The key priorities for Woolston district centre are: safeguarding premises for commercial use; ensuring that the centre provides for a mix of uses and addressing vacancies; carefully managing provision of retail space on Centenary Quay to ensure it benefits the centre overall.

Lordshill District Centre

- 5.37 Lordshill is located in the north west of Southampton and its centre was developed in the 1960s/70s. It consists of a large supermarket with a small adjoining retail parade in front of a large surface area car park. There are associated leisure and community facilities including a library, health clinic, pub and church. There is limited retail and service provision within the centre. The number of units has fallen over time as the supermarket has expanded, there were 15 commercial units in 2015.
- 5.38 There are opportunities for a comprehensive redevelopment of the centre which serves a catchment in the city and beyond. This would improve the design and layout of the centre and connections to the surrounding areas including development at the former Oaklands School site.

Local Centres

- 5.39 The smaller local shopping centres play an important role in catering for day to day needs of local residents. Since they are associated with a catchment area which generally lies within walking or cycling distance, they tend to be relied upon particularly by those without access to a car, and people with reduced levels of mobility. The emphasis of the Plan will be to consolidate and enhance the existing retail provision, and ensure that any expansion can be integrated into the centre. Retail development serving more than a local need will have to demonstrate that there is no sequentially preferable site and no impact on higher order centres.
- 5.40 Similarly, the large number of shopping parades, groups of shops and individual retail outlets, help to provide an accessible local service, which it is important to retain. These areas can also provide other local service needs such as community or health facilities.
- 5.41 As part of the study on Southampton's centres, all the local centres have been assessed. The centres vary considerably in terms of both number of units and floorspace and their composition and character. The nature of these centres varies from traditional parades of shops to newly redeveloped centres and centres anchored by a larger unit or serving a specific community such as the university. The local centres with the most units are Swaythling (the junction of Stoneham Way, Burgess Road, High Road and Stoneham Lane) and Bitterne Park Triangle with 41 and 40 units respectively in 2015. A number of local centres have 6 units or fewer including Hinkler Road, Exford Avenue and Copperfield Road (identified in the adopted Bassett Neighbourhood Plan).
- 5.42 A number of the smaller centres are performing poorly in terms of the indicators assessed and, in particular, they appear to have the highest proportion of vacant units. These centres require investment. Key to improving their vitality and viability is the quality of the environment and design and where appropriate, proposals will be encouraged to include measures that upgrade and enhance the public realm. Close attention will be paid to these matters when considering development proposals. All centres will be monitored over the plan period.

LOCATION OF USES WITHIN CENTRES

5.43 The overall approach to the city, town, district and local centres is set out in policies IN1, 2 and 3. This section sets out specifically the approach to the location / distribution of uses within these centres. The aim is to create vibrant centres and also ensure flexibility to support a mix of uses to enable centres to evolve.

Policy IN4 – Location of Uses within Centres

- 1. The following uses will be supported in the city, town, district and local centre (the centres) (unless the plan’s policies indicate otherwise):**
 - a. Main centre uses: retail; food and drink; hotels, leisure, entertainment and more intensive sport and recreation uses; offices; and arts / culture / tourism development.**
 - b. Other suitable centre uses: high density residential, health, nursery, research and development, education, public worship, law court, community hall uses.**
- 2. Retail uses are focussed first in the centres’ primary shopping areas (as defined on the Policies Map) in accordance with policy IN2.**
- 3. The mix and location of uses will enhance the centre’s vibrancy and will not create a detrimental impact on the amenity of nearby residents or workers (in the context of a central location) and the quality of place being created, for example by avoiding undue noise, odour and disturbance.**
- 4. Light / general industrial and storage / distribution uses are supported on sites safeguarded for such use in the city centre (or elsewhere in the city).**
- 5. Street level building frontages are classed as follows (see also examples in Table 5):**
 - a. Full active public frontage uses create the most vibrancy and are those which:**
 - i. Are open to / serve the general public (excluding uses only open in the late evening and/or at night-time); and**
 - ii. Include the entrances to individual units and have an almost continuous street frontages / fenestration which reveal the activity occurring within the building (e.g. shop windows and display areas, reception areas, etc).**
 - b. Partial active public frontage uses are those which fully meet 1, and meet 2 so far as reasonably possible.**
 - c. Active frontage uses are those for any use which create very regular entrances and / or fenestration (i.e. no areas of blank or ‘dead’ frontage).**

6. All frontages will be designed to a high quality to enhance the street scene, and to avoid 'dead' frontages.
7. In-order to promote the centres as vibrant places, these different uses will be focussed as follows:
 - a. In the city centre at street level:
 - i. Existing and any expanded primary shopping area, and the local centres: Uses which achieve a full active public frontage.
 - ii. Elsewhere:
 - Key public waterfront areas (Mayflower Park, Town Quay, Ocean Village, Chapel Riverside, and the Itchen Riverside gateway areas): Uses which achieve a full or partial active public frontage.
 - Within the Mayflower Quarter (International Maritime Promenade and Portland Link) and East Street: Uses which achieve a full or partial active public frontage. A mix including active frontages will also be supported. Active frontages alone will not be supported unless there's a clear justification.
 - Other streets: all active frontages (including full and partial public active frontages or active frontages).
 - Retail uses will meet policies IN2 and 3.
 - b. In the town, district and local centres at street level:
 - i. In the primary shopping area: uses which achieve a full active public frontage.
 - ii. Outside the primary shopping area (where relevant): all active frontages (including full and partial public active frontages or active frontages). Retail uses will meet policy IN3.
 - c. In all other areas of the centres and on all upper floors all main centre uses and other suitable centre uses will be supported.

Overall Approach

- 5.44 The NPPF aims to focus main town centre uses in city / town / district / local centres, and retail uses in the primary shopping areas of these centres (this is achieved by the plan's policies IN2 and 3). It promotes the vitality and viability of centres, allowing for rapid change and a suitable mix of uses (including housing), and reflecting the distinctive character of centres.
- 5.45 Main centre uses are defined by the NPPF, which includes further examples: retail includes warehouse clubs and factory outlet centres; leisure / sport, etc includes cinemas, restaurants, drive through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls; arts, etc includes theatres, museums,

galleries and concert halls, hotels and conference facilities. This plan classifies retail as retail, restaurants and financial services (classes Ea – c).

- 5.46 The other suitable centre uses can also be located within the centres (although there is no policy to focus them only in the centres).
- 5.47 It is important that the city's centres remain vibrant places providing a wide range of services at the heart of their community. The nature of centres is changing with the increase in on-line shopping. Centres are likely to have a broader role, which includes the continued provision of shops, and also a wider range of services. The policy aims to strike the right balance between maintaining vibrant frontages and enabling centres to evolve flexibly.
- 5.48 Night-time and late-night uses will comply with policy IN6. Food and drink uses will comply with policy IN5. In the vast majority of other cases, these uses can be located alongside each other to create a good mix of uses which enhance the vibrancy and quality of place within the centre. If in a specific case a particular use will undermine the amenity of other uses (even in the context of a centre's environment which will naturally be busier) or the quality of place, this will not be supported.
- 5.49 Southampton city centre covers by far the largest area of all the centres, including sizeable areas both in and outside of the primary shopping area. In the district, town and local centres, the primary shopping area covers most or all of the centre.
- 5.50 The general approach to the location of different uses within different parts of Southampton's centres, taking account of the NPPF, aims to:
- accommodate the full mix of main centre uses and other suitable centre uses. This will maintain and enhance a vibrant and viable mix of uses and activity through all times of the day, and locate key destinations / high density uses in the most accessible locations.
 - focus retail uses within the city centre's primary shopping area (and then an expansion to that area as needed) and the other centre's primary shopping areas.
 - Create an appropriate balance between seeking the most vibrant uses (with full active public frontages) and supporting the wider mix of uses, depending on the location (with more flexibility outside of the primary shopping area).
- 5.51 Within centres at street level:
- In the primary shopping area: uses should achieve full active public frontages. This still enables the area to evolve flexibly by accommodating a range of shop and other uses, whilst maintaining vibrancy.
 - Within the wider city centre, at key areas of the waterfront and along key connecting streets (i.e. the International Maritime Parade and Portland Terrace linking the Central Station, shopping area and waterfront through the Mayflower Quarter, and East Street linking the city centre to St Marys) the aim is still to maintain vibrancy, although with some greater flexibility. Therefore, in these areas uses will be supported which achieve either a full or partial active public frontage, or in some case an active frontage (subject to policies IN2 and 3).

- Elsewhere all active frontages will be supported.

5.52 Elsewhere in all centres (including on all upper floors) all suitable uses will be supported.

5.53 Rather than specify which use falls into which category, the plan enables proposals to be assessed on the merits of their specific design. However, as a starting point for determining applications:

- To be classed as full or partial active public frontages, uses will be open to / serve the general public. However, facilities such as night clubs which are only open from late evening will not be classed as such.
- Some uses will be considered to create full active public frontages unless poorly designed.
- Some uses are more likely to be classed as partial active frontages if they are carefully designed. To achieve a full active public frontage, they would need to be very carefully designed.
- Other uses will be considered to create active frontages, unless poorly designed. Active frontages are those where entrances and fenestration are very regular.
- In all cases ‘dead’ frontages will be avoided. ‘Dead’ frontages include blank walls, refuse collection points, cycle stores, air conditioning plant, etc.

5.54 This starting point is set out in Table 5.

Table 5: Uses which may meet active (public) frontage categorisations

| | | Main city centre uses | Other uses suitable for city centre streets |
|---|--|---|--|
| 1 | Will create full active public frontages unless poorly designed | Retail (i.e. shops, financial services); food and drink (e.g. restaurants, bars, pubs, takeaways). | - |
| 2 | Might create full active public frontages if very carefully designed Or else likely to create partial public active frontages if carefully designed | Gyms, galleries, museums, libraries, hotels, conference facilities, theatres, nightclubs*, casinos, music venues, cinemas, bingo, and any other use which is open to the general public | Health, education*, nurseries*, public worship, swimming pools / ice rinks, law courts*, community halls |
| 3 | Active frontages only | Offices | Residential |

*Will not be classed as creating a full active public frontage as they are not open to the general public, or in the case of nightclubs are only open at night-time.

Key Policy Options

Key Option 1 – Level of Flexibility in the Primary Shopping Area (at street level):

Option 1a – Less Flexibility: the policy could allow only specific uses (i.e. as defined in Table 5 row 1). This would maintain a vibrant ‘shopping’ focus for these areas but may restrict the ability of these areas to evolve. For example, other uses (i.e. in row 2) would be prevented even if they could be designed to create a full active frontage.

Option 1b – More Flexibility: the policy could allow a wider range of specific uses in the city centre (i.e. in rows 1 and 2). This would provide greater flexibility for these areas to evolve, but risk allowing uses which contribute less vibrancy to these core areas (if they cannot be designed to achieve at least a significant level of active public frontage).

Further Considerations

- 5.55 This overall approach will be taken to uses in different parts of the centres, except where other policies in the plan clearly indicate otherwise, for example policies on amenity, flood risk, food and drink and the night-time and late-night uses. Frontages should conserve and enhance conservation areas.
- 5.56 Whilst locations in centres can generally support a vibrant mix of uses, some uses such as food and drink and night-time and late-night uses may have an amenity impact which means either that they could not be supported in a specific location or require planning conditions to control their operation. At key public points across the city centre (e.g. key spaces and public areas of the waterfront) a high quality sense of place being sought. This may exclude some service uses on amenity grounds.
- 5.57 The use of upper floors for the full range of main centre uses and other suitable centre uses will enhance the mix of uses and vibrancy within centres. Ground floor development should not prevent the opportunity to bring upper floors into use in the future.
- 5.58 At present the change of use from class E (commercial, business and service) to class C3 (residential) is permitted development. The Council is considering introducing an Article 4 direction for the core of some centres to restrict these rights. Where planning permission is required, a change to residential use in the primary shopping areas at street level will not be supported, to ensure that centres maintain their important role as vibrant service centres.

Evidence

- 5.59 Existing Evidence: The National Planning Policy Framework (NPPF)

FOOD AND DRINK USES

- 5.60 Food and drink culture is a vital component of placemaking and serves as a key aspect of Southampton’s leisure industry and economy, particularly in the city, town, district and local centres. Southampton’s diverse range of restaurants, public houses, snack bars, cafes, wine bars and hot food takeaways serve the needs of Southampton’s residents and workers

whilst also creating jobs and a destination setting for tourists. However, these businesses can sometimes cause unnecessary disturbance. The potential for noise from within the premises, from customers entering and leaving the premises and from cooking smells is common, whilst the potential for litter is a particular issue related to units that sell hot food to take away.

- 5.61 High concentrations of hot food takeaways can lead to negative impacts on designated centres, particularly if units are closed for substantial parts of the day; and can also contribute to unhealthy diets resulting in higher obesity rates as is now being observed in the city. It is therefore important that Southampton's Local Plan takes a balanced approach regarding the city's food and drink sector; one which recognises the importance of food and drink culture, whilst also ensuring that appropriate mitigation actions are taken where possible to reduce any potentially harmful impacts stemming from these types of businesses.

Policy IN5 - Food and Drink Uses

- 1. Proposals relating to new, extended or otherwise altered food and drink uses will only be supported where they:**
 - a. Will not create any adverse impact on the amenity of neighbouring residential dwellings by reason of noise and disturbance from the premises;**
 - b. Will not generate any undue noise or other forms of disturbance directly arising from the proposed use;**
 - c. Will not create any adverse impact caused by cooking smells, or can demonstrate that this can be mitigated by the installation of fume filtration and extraction equipment which in itself is not visually intrusive or otherwise unneighbourly; and**
 - d. Will not create any adverse impact on the amenity of the local area due to littering stemming from the proposed use.**

Hot Food Takeaways

In addition to the above, the following criteria will apply to applications for new hot food takeaway premises:

- 2. Proposals for new hot food takeaways will be resisted where they would result in:**
 - a. More than 2 hot food takeaways in a row; or**
 - b. Less than 3 non-hot food takeaways units between existing hot food takeaways; or**
 - c. An over-concentration of hot food takeaways that is detrimental to the role, character and function of a designated city, town, district or local centre. [Key Option 1]**

In circumstances where a unit has been unsuccessfully marketed for 24 months or more for other town centre uses as defined in the NPPF (and in particular those within Use Class E) without any reasonable offers then the Council may exceptionally allow planning permission for it to be used for a new hot food takeaway that would breach criteria 2a, 2b or 2c provided that it is compliant with other criteria of this policy.

3. Proposals for new hot food takeaways will be resisted where they are located within a 400-metre walking distance of the entrance or exit of a primary or secondary school unless the premises is within a designated City, Town, District or Local Centre. [Key Option 2]

Overall Approach

- 5.62 The provision of food and drink outlets is most appropriate in the City Centre; district centres and local centres; employment, cultural, leisure and tourist areas; and within purpose built cultural, leisure, retail or mixed-use developments. Extended opening hours for food and drink establishments may be required in certain areas to stimulate the City's evening economy, providing there is no detriment to residential amenity, traffic conditions or community safety and wellbeing.
- 5.63 Any potential nuisance and disturbance which can be generated from food and drink establishments can quite often be prevented by the imposition of planning conditions controlling for example the hours of operation and fume extraction equipment. Furthermore, littering of food waste can be managed through the provision of litter bins within or directly outside food and drink premises. This can be used alongside advisory signage and commitments to undertake litter picking. However, where the fundamental nature of the use can be demonstrated to be likely to cause a significant, unmitigable nuisance, permission must be refused. In determining planning applications, Southampton City Council will have particular regard to evidence relating to any adverse effect from existing food and drink uses in the local area.
- 5.64 For the purpose of this policy hot food takeaways are defined as an outlet for the sale of hot food where consumption of that food is mostly undertaken off the premises in line with the definition established by the Use Classes Order.
- 5.65 The general overconcentration of hot food takeaways can lead to anti-social behaviour and generate noise, traffic, odours and litter which are detrimental to residential amenity and health including mental wellbeing. Furthermore, it can undermine having a diverse range of uses in a designated centre and detract from its general attractiveness and lead to dead frontages in the daytime. Hot food takeaways can also contribute to unhealthy food choices which is a risk factor in obesity. The concentration of hot food takeaways in designated centres will therefore be managed to prevent these issues.
- 5.66 Rates of childhood obesity in Southampton are above the national average. In 2020/21, 17.1% of Year R pupils were measured as obese and 32.7% as having excess weight. This compares to national averages of 14.4% and 27.7% respectively. In addition, 25.5% of Year 6 pupils were obese and 41.0% had excessive weight compared to national averages of 25.5% and 40.9% respectively.

5.67 To address the issue of childhood obesity, the Council undertook a Scrutiny Inquiry in 2021 which identified a number of recommendations including addressing the proliferation of hot food takeaways within Southampton. Resisting new hot food takeaways within 400 metres walking distance of the entrance or exit of a primary or secondary school is a targeted approach to respond to the Scrutiny Inquiry's recommendations. The use of 400 metres as a buffer zone represents a reasonable 5 to 10-minute walk which pupils may travel, particularly secondary school pupils who may be able to leave the school premises at lunchtimes. There are instances where the 400-metre buffer may overlap with the boundary of a City, Town, District or Local Centre. Hot food takeaways are considered acceptable uses in these designated centres (see Policy IN4: Location of Uses within Centres) as part of a diverse mix of uses and therefore will not be resisted on the basis of being within the school buffer zone although will still be subject to the other considerations of this policy as well as any other relevant policies in the Plan.

Key Policy Options

Key Option 1 – Resisting the overconcentration of hot food takeaways in Town, District and Local Centres

Option 1a – resisting the overconcentration of hot food takeaways using the criteria proposed in Policy IN5. This will help address the issues associated with the overconcentration of hot food takeaways by restricting where new hot food takeaways could open but would reduce flexibility, particularly in designated centres, as to what available units could potentially be used for.

Option 1b – resisting the overconcentration of hot food takeaways using alternative criteria to that proposed in Policy IN5. This may allow for a more flexible approach and could ensure that centres with only a small number of units are not disproportionately affected by the application of this policy but using alternative spatial locations or criteria may not be as effective in managing the overconcentration of hot food takeaways.

Option 1c – to not introduce measures to resist overconcentration of hot food takeaways. This would be a continuation of the current approach which sees applications for hot food takeaways determined on a case-by-case basis, however it would not provide a defined policy mechanism for addressing the issues associated with large concentrations of hot food takeaways.

Key Option 2 – Resisting new hot food takeaways in close proximity to primary and secondary schools

Option 2a – resist new hot food takeaways in close proximity to schools as per the approach proposed in Policy IN5. This would support the Council's strategy for reducing childhood obesity rates but would necessitate additional restrictions on the location of new hot food takeaways that could reduce opportunities for new businesses to open and support the local economy.

Option 2b – rather than outright resist new hot food takeaways in close proximity to schools, require that any new hot food takeaway within the identified buffer zone has planning conditions limiting its

opening hours to outside of 15:00 to 17:00 when school children will be travelling home. This would limit young people's access to takeaway food at a peak time for their potential use of hot food takeaways. However, they could still access takeaway food at these locations at other times and this may result in loitering or anti-social behaviour whilst waiting for hot food takeaways to open.

Option 2c – only seek to resist new hot food takeaways that are in close proximity to secondary schools rather than both primary and secondary schools. This provides a more targeted approach to controlling new hot food takeaways since secondary school students are more likely to have the means and opportunity to purchase takeaway food. However, this would mean that primary school students could still be exposed to hot food takeaways when travelling to and from schools which could contribute to future unhealthy eating habits.

Option 2d – to not have specific policy requirement to resist new hot food takeaways in close proximity to schools – this would reflect the current approach where applications for new hot food takeaways are considered on a case-by-case basis however this approach would not provide a definitive policy mechanism for reducing opportunities for young people to access takeaway food and the implications this has on health.

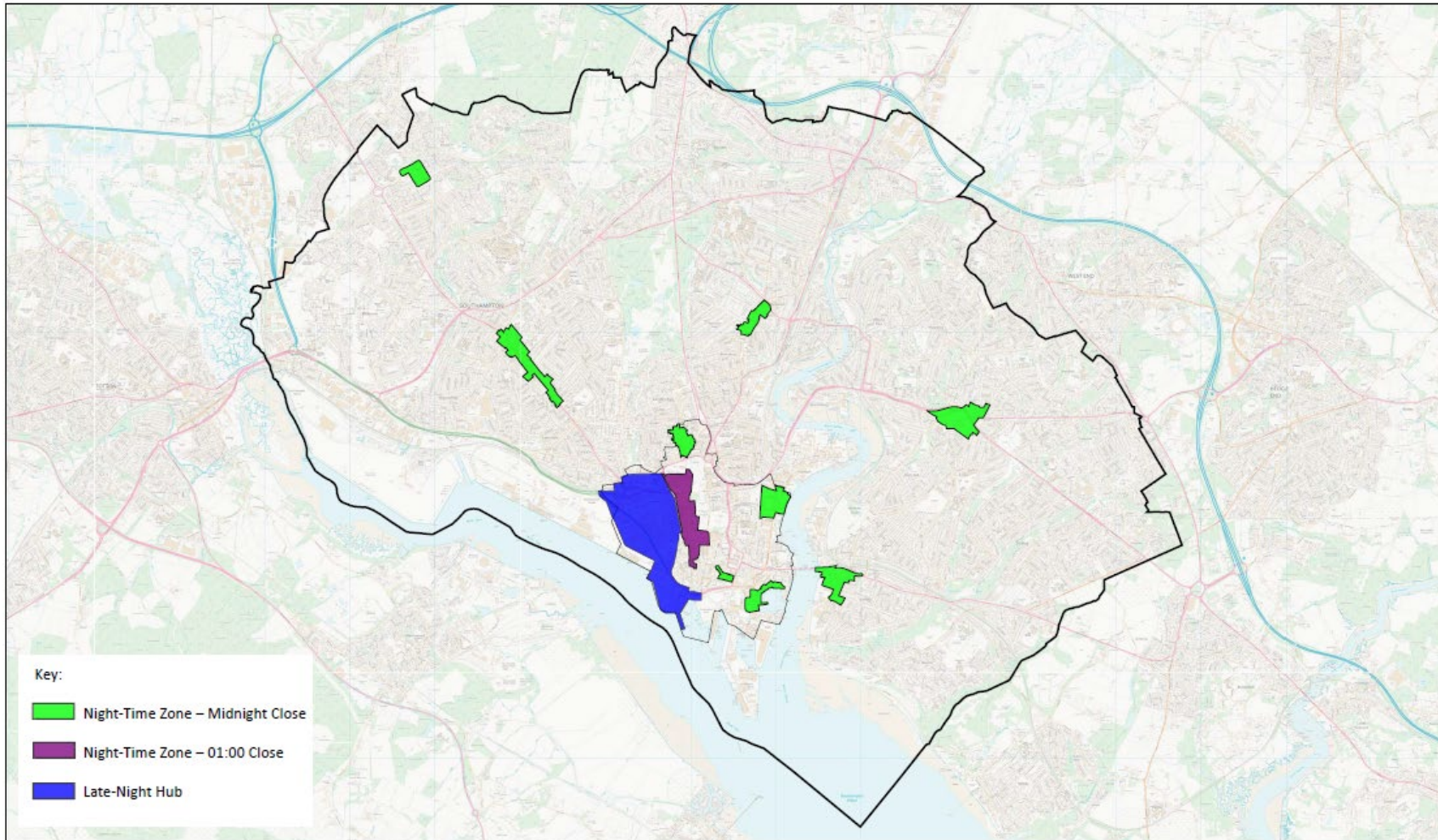
NIGHT-TIME AND LATE-NIGHT USES

- 5.68 The term 'night-time economy' is used to describe a wide range of night-time and late-night uses including bars, pubs, nightclubs, as well as non-alcohol led uses such as theatres, restaurants, casinos, bowling alleys and cinemas. Together, these types of uses are key in contributing towards a thriving and successful city with a diverse range of leisure activities.
- 5.69 To ensure that the city's night-time economy develops in a safe, balanced and socially inclusive way, the Council will seek to ensure new and expanded premises are appropriately located and have thoroughly considered the potential impacts of comings and goings both at the venue itself and in the wider local area, noise, disturbance and safety, to ensure they will not cause unacceptable harm to their users or to the amenity of nearby residents. Whilst such proposals will be supported where possible, site-specific planning conditions may be required to manage potentially harmful impacts.

Policy IN6 – Night-Time and Late-Night Uses

1. Location

- a. New night-time uses (premises with a closing time between 23:00 and 01:00) and late-night uses (premises with a closing time beyond 01:00) will be directed to the designated night-time zones and the late-night hub as shown on the Policies Map (see Map 3).**



Night-Time and Late-Night Uses

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Scale: NTS | Date: Sept 2022



Map 3 – Night-Time Zones and Late-Night Hub

2. Opening Hours

- a. Proposals for night-time uses with a closing time before midnight will only be supported within the night-time zones and the late-night hub.**
- b. Proposals for night-time uses with a closing time between midnight and 01:00 will only be supported within the late-night hub and the night-time zone which directly adjoins the late-night hub.**
- c. Proposals for late-night uses [Key Option 1: between 01:00 and 03:00/beyond 01:00] will only be supported within the late-night hub.**
- d. Proposals for night-time or late-night uses which do not accord with 2a, 2b or 2c above (due to location, proposed closing time or both), may nevertheless be supported where it can be demonstrated that the proposed use and closing time would not cause noise or disturbance to nearby residents, including from outdoor areas and as patrons disperse into the wider local area when leaving the premises.**

3. Key Considerations

- a. All applications for night-time use proposals (including planning applications for the variation of opening hours) must include justification for the proposed opening hours and details of how safety, access, ingress, egress, noise and disturbance issues are to be addressed.**
- b. Proposals for night-time and late-night uses will only be supported where it can be demonstrated that the requirements of all other policies relevant to the proposed use, particularly those which seek to protect residential amenity and the vitality of key retail areas, can be met.**
- c. Proposals for night-time and late-night uses will only be supported where the proliferation of such uses would not result in adverse cumulative impacts to public safety, noise, and/or disturbance in the local area.**
- d. Contributions will also be sought from all applications for night-time and late-night use premises, as defined above, for use towards community safety measures (e.g. CCTV, signage, lighting, street pastors, taxi marshals, late-night bus services etc.) and street cleansing.**

Overall Approach

- 5.70 The city's night-time economy offer plays a key role in establishing Southampton as a thriving and successful regional destination with a diverse range of leisure and entertainment activities for both residents and visitors to enjoy. Southampton already benefits from a wide range of restaurant and bar uses throughout the city, town and district centres which remain open in the evenings for social, leisure and entertainment purposes.

On top of this, the city centre also benefits from some later opening bars, nightclubs, theatres, casinos, cinemas and a bowling alley.

- 5.71 Within the city centre, these uses are located throughout various areas including, but not limited to, Bedford Place, northern Above Bar Street and Guildhall Square (the Cultural Quarter), High Street, Oxford Street and Ocean Village, and present a diverse mix of evening activities for a variety of clientele. Of particular note is the cluster of nightclubs and late-night bars around Bedford Place, which is a well-established and vibrant night-time area, however opening hours in this location are limited through the planning system to midnight in order to limit harmful impacts to nearby residents.
- 5.72 Over recent years, the new development at Westquay Shopping Centre and the emergence of the Cultural Quarter, with a new arts complex at northern Above Bar, has helped to broaden the range of night-time uses and complement existing premises in the city centre. However, the city still lacks a strong late-night offer. The Council would like to encourage growth of this sector in the city centre but will need to ensure it develops in a safe, balanced and socially inclusive way.
- 5.73 There are challenges in managing people using night-time leisure uses, including noise, disturbance and alcohol-fuelled antisocial behaviour. However, the police, planning system and licensing regime all have an individual but equally as important role to play in ensuring a safe and thriving night-time scene. For the Local Plan, this means directing such uses to areas of the city centre which are easily accessible, attractive to the entertainment industry and are less likely to cause noise and disturbance to residents. Therefore, the Council will seek to ensure that all new and expanded premises are appropriately located (e.g. within predominantly non-residential areas and areas which can be properly monitored) and that all proposals have thoroughly considered the impact of comings and goings, noise, disturbance and safety, to ensure they will not cause unacceptable harm to their users or to the amenity of nearby residents. Whilst such proposals will be supported where possible, site-specific planning conditions may be required to manage potentially harmful impacts.
- 5.74 Night-time and late-night uses offered by arts and cultural facilities, including galleries, bowling alleys and cinemas can also encourage a more diverse audience to engage with Southampton's night-time economy. These types of non-alcohol led uses contribute greatly towards creating a safe, family-friendly night-time environment and will assist in ensuring a more positive and welcoming perception of Southampton after dark. Similarly, planning night-time zones around established centres and pedestrianised routes close to public transport links can help with ensuring people of all ages feel safe when navigating the city at night. Restricting night-time activities to these types of areas also decreases the likelihood of any pedestrian/vehicle conflict on unlit or poorly lit roads and will also assist in preventing late-night mass movements through residential areas, thus lessening the potential for late-night disturbance of residents.
- 5.75 In addition to the above, the Council and city centre Business Improvement District (Go!Southampton) have the shared ambition for the city to achieve 'Purple Flag' accreditation. Purple Flag is an internationally recognised accreditation of excellence for the evening and night-time economies. The robust assessment programme ensures that venues, locations, and late-night travel home are managed and operated safely for all, with excellent customer care at its core. This encourages a vibrant and varied evening entertainment and nightlife that attracts and welcomes a diverse range of customers, leading to a healthy local

economy and will raise Southampton's profile of being an attractive, exciting, dynamic and safe destination for residents, visitors, families and students at all times of the day and night.

- 5.76 In light of the above, the council will direct night-time uses to designated night-time zones and late-night hubs as set out in Map 3 Night-time zones will be located in specific areas of the city centre and will also include the town and district centres. Late-night hubs will be limited to areas of the city centre only and away from predominantly residential areas.
- 5.77 Contributions will also be sought from applications with night-time economy related uses for use towards community safety measures such as CCTV, signage, lighting, street pastors and taxi marshals and late-night bus services. The Council will also work to introduce community safety measures that will ensure the night-time economy is welcoming and well-managed.

Key Policy Options

Key Option 1 – Late-night hub opening hours

Option 1a – To continue limiting opening hours in late-night hubs to 3am (as per existing City Centre Action Plan)

Option 1b – To introduce a new opening hours restriction

Option 1c – To not limited opening hours in late night hub uses to a specific time, but to consider each proposal on its own merits and ability to address any potential negative impacts.

Key Option 2 – Night-time Zone opening hours

Option 2a – To continue limiting opening hours in night-time zones to midnight

Option 2b – To introduce new opening hours restrictions which may include extending current closing times from midnight in some areas

Evidence

- 5.78 New Evidence: Similar to community facilities, we could review centres to assess night-time economy presence.

COMMUNITY FACILITIES

- 5.79 Southampton's network of centres is supported by community facilities. Examples of community facilities and uses include, but are not limited to, public houses, community centres, places of worship, sports and recreation centres, scout/guides clubs, libraries, post offices, health centres and public toilets. Provision of accessible, relevant community facilities is vital to maintaining healthy and sustainable communities across the city. As such, the Council will prioritise the protection, improvement, and enhancement of community facilities in order to ensure they continue to serve the needs of the city's communities and promote a high quality of life for all residents. Some of these buildings are heritage assets

and these changes must be in accordance with the heritage policies.

Policy IN7 (S) – Community Facilities and Uses

- 1. Proposals for new or relocated community facilities will be supported in and adjacent to the city, town, district and local centres, and in areas that are safe and accessible via a range of sustainable travel means, including walking, cycling and public transport. The provision of community facilities, including within upper floors, will also be supported, provided that they are accessible to all residents, including Disabled People and those with reduced mobility. In addition, the use of public buildings and education facilities (outside of operating hours) for community uses will be supported, in line with Policy IN9 (Primary, Secondary, Further Education & Early Years Provision), provided the needs of all potential users can be met.**
- 2. For proposals in other locations, supporting information must be provided to demonstrate that there are no suitable, viable or available sites in or adjacent to the nearby centres, or within more accessible areas close to the site.**
- 3. Proposals to co-locate a variety of services on one site, within one building or in very close proximity to one another (community hubs) will be supported, provided there is adequate space for services to co-exist and that all services will be accessible to all potential users.**
- 4. Proposals for new or relocated community facilities will also need to demonstrate:**
 - a. They are of a size and scale appropriate to their location;**
 - b. They will not have an adverse impact upon any surrounding uses; and**
 - c. For general community buildings/facilities (such as community centres, community halls etc.), that the design and layout will facilitate multi-purpose use and accommodate a range of different community groups and activities.**
- 5. Proposals for the change of use from one community facility to another will only be supported where:**
 - a. The proposed use will be another type of community facility that is both in demand and appropriate for the area in which the site is located; or**
 - b. The proposal is for the intensification of community uses on the site.**
- 6. The loss of community facilities will not be supported unless it can be demonstrated that:**
 - a. There is no longer a need to retain that facility for its existing community use and there is no need for an alternative community use on the site, evidenced by an assessment of similar provision and needs within the local area; or**
 - b. The existing facility is no longer viable in its existing use or for an alternative community use which is needed in the local area, evidenced by an assessment of local**

need and robust marketing report; or

- c. The premises is no longer suitable for any community use; or**
- d. The facility has been or can be relocated to an appropriate site, within 800m, which is similarly accessible or more accessible than the existing location. In such cases, the facility must of a similar nature to ensure local needs are met and must be open and operational before any redevelopment or change of use can take place at the existing site.**

Overall Approach

- 5.80 The Council will support new community facilities in appropriate and accessible locations, including within public buildings and schools (out of school operating hours), in order to support residents to lead healthy, social and enjoyable lives. The Council also aims to protect community facilities by resisting loss and promoting re-provision in accordance with the National Planning Policy Framework.
- 5.81 Where appropriate, the Council will support changes of use between different types of community facility and the provision of community facilities on upper floors of key retail parades to facilitate increased levels of flexibility and vitality within the city, town, district and local centres. Proposals to co-locate a variety of services on one site, within one building or in very close proximity (community hubs) will also be supported as a strategy to improve accessibility to a variety of services and enhance community cohesion.
- 5.82 When determining applications involving the loss of a community facility, the council will consider how the facility is used, other local provision, local need and accommodation requirements, and whether it is listed as an asset of community value. In order to demonstrate that the facility is no longer viable, applications must be supported by a viability report and evidence that the facility has been adequately marketed, generally for a minimum period of 12 months prior to the application, and at a reasonable sales price/rent. Proposals that involve the loss of well supported, accessible community facilities should make provision for a replacement within 800m and within an equally accessible (or more accessible) and safe location unless there is alternative suitable provision, or it can be demonstrated that they are no longer viable with no reasonable prospect of viability over the medium term. This will also apply to buildings formerly in community use where the site has been abandoned, demolished, or burnt down.
- 5.83 Finally, to ensure the continued provision of services whilst allowing for opportunities to adapt local community needs, proposals which include the relocation of a community facility must ensure that the new facility is operational before any redevelopment or change of use can take place at the existing site.

Key Policy Options

No other reasonable options identified. Community facilities play an important role in supporting communities and should be protected. Where facilities are lost or relocated, it is important that they meet criteria to ensure suitable alternatives are available.

INDOOR AND OUTDOOR SPORTS AND LEISURE FACILITIES

- 5.84 There are a good number of indoor and outdoor facilities located across Southampton that cater for a range of sports activities. These include, but are not limited to, natural and artificial grass pitches, Multi-Use Games Areas (MUGAs), tennis courts, bowling greens, leisure centres, swimming pools, gyms, and sports halls. These provide residents of the City and the wider region the opportunity to participate in sport and undertake physical activity that is important for health and wellbeing.
- 5.85 Active Nation run a number of sports facilities on behalf of the Council as part of a successful long-term partnership that has been running since 2010. Other sports facilities in the city are run by schools (including those made publicly available through Community Use Agreements), colleges, the universities and private operators such as Goals Southampton.
- 5.86 The provision of high quality indoor and outdoor sports facilities is needed to serve a growing population and support increased participation in sport and recreation. The need to protect existing open space, including outdoor playing pitches, in order to also address this issue is dealt with elsewhere in Policy EN4: Existing Open Space.

Policy IN8 (S) – Indoor and Outdoor Sports and Leisure Facilities

Indoor Sports and Leisure Facilities

- 1. The Council will support proposals for new indoor sports facilities where they are in accordance with other relevant policies in this plan.**
- 2. The Council will seek to intensify, consolidate and improve the provision of indoor sports facilities including those identified in any future strategy adopted by the Council that relates to indoor sports and leisure facilities. It will do this by prioritising their location on previously developed land where possible at the following sites:**
 - a. Southampton Outdoor Sports Centre**
 - b. Bitterne Leisure Centre**

Outdoor Sports and Leisure Facilities

- 3. Subject to the other policies in the Plan, improvements in the quality, accessibility and availability of outdoor sports facilities, playing pitches and ancillary facilities will be supported, including:**
 - a. Replacement artificial grass pitches, flood lights (that are compliant with the requirements of Policy EN12: Noise and Lighting), pavilions and changing rooms;**
 - b. Improved Drainage.**

- 4. For both indoor and outdoor sports and leisure facilities that are located within schools, universities or other educational establishments the Council will support the use of Community Use Agreements that would allow these facilities to be used by the wider public.**

Multi Use Games Areas (MUGAs)

- 5. The provision of new Multi Use Games Areas (MUGAs) will be supported provided that:**
- a. They do not have a detrimental impact to the amenity of neighbouring and nearby dwellings;**
 - b. They incorporate noise mitigation measures as appropriate;**
 - c. They maximise opportunities for natural surveillance where possible, and if not seek to incorporate appropriate security measures to discourage vandalism and anti-social behaviour;**
 - d. They use appropriate fencing which would not be detrimental to visual amenity; and**
 - e. Where lighting is required, this is compliant with Policy EN12: Noise and Lighting. In addition, the Council may seek to control the hours in which lighting is used in order to protect the amenity of neighbouring and nearby dwellings as well as reduce the impact of lighting on nocturnal wildlife.**

Overall Approach

- 5.87 Recent trends show that rates of inactivity have increased in Southampton. The Council aims to implement the Hampshire-wide We Can Be Active Strategy in order to make physical activity a normal part of life for all the city's residents since this can provide lifelong health benefits. A means of achieving this is ensuring that residents have access to local sports facilities that suit their needs and aspirations. Such facilities also help bring people together creating community cohesion and building city pride.
- 5.88 The Council will therefore be supportive of proposals for new indoor sports facilities that are in accordance with the policies of the wider Local Plan. There are also opportunities to make better use of existing indoor sports facilities by intensifying and/or consolidating existing provision to provide additional new or expanded facilities as appropriate. These should be directed towards parts of existing sites which comprise previously developed land in the first instance.
- 5.89 Improvements to increase the quality of provision at both indoor and outdoor sports facilities will be supported. In particular, the Council has identified opportunities to provide additional facilities at Bitterne Leisure Centre and the Southampton Outdoor Sports Centre.
- 5.90 Multi Use Games Areas (MUGAs) represent a versatile and cost-effective way of making the best use of space to provide an outdoor facility that can cater for a range of different sports. MUGAs can be located on their own or as part of a community facility or wider open space and help meet local needs for sports provision. Given that MUGAs are generally located to

serve specific communities this can result in them being located close to residential dwellings which can lead to disturbance and impacts on amenity. Therefore, whilst the Council is supportive of MUGAs as a means of improving local sports provision it will seek to control any potential negative impacts by ensuring that appropriate mitigation measures are put in place. This could include the use of conditions to control the types of panels that are to be used as part of the boundary enclosure or to set out the requirements for external lighting to limit light spill or to limit hours of use to ensure MUGAs are not used during unsociable night-time hours.

- 5.91 School sports halls and playing fields can provide a dual benefit in providing indoor and outdoor sports facilities for both students and the wider public to ensure the needs of the community are met. The Council's preferred approach to securing this dual benefit with regards to school sports facilities is set out in Policy IN9: Primary, Secondary, Further Education and Early Years Provision.

Key Policy Options

No other reasonable options identified as this is a permissive approach to enable new and enhanced indoor and outdoor sports facilities to come forward to meet the needs of the City's residents.

Evidence

Existing Evidence:

- 5.92 The Council is collaborating with a number of organisations to implement the We Can Be Active Strategy. This is a Hampshire-wide strategy bringing together various organisations and groups, co-ordinated by the charity Energise Me. It establishes different approaches to encouraging physical activity in all parts of the community having undertaken extensive engagement including with those who identify as part of a minority group.
- 5.93 A Masterplan of Improvements at the Outdoor Sports Centre has now been adopted by the Council which includes a combination of new and improved indoor and outdoor sports facilities and related ancillary uses such as enhanced parking provision.

New Evidence:

- 5.94 The Council has commissioned work on a Playing Pitch Strategy (PPS)²⁶. This will assess the supply of existing pitches and demand for new pitches and will provide a strategy and action plan for playing pitch provision across the city. A key evidence document for informing decisions relating to the determination of planning applications impacting upon playing fields and in regard to new ones being created.
- 5.95 The Local Football Facilities Plan (Draft 2020) has identified the following priorities for Southampton to address shortfall and demand. Its future football development priorities are to:

²⁶ This will cover all playing pitches and courts used for football, rugby, cricket, tennis, outdoor bowls and any other sport.

1. Sustain male youth and adult football
2. Increase the number of women's and girls' teams.
3. Grow futsal beyond the University community.
4. Increase the number of Just Play centres.
5. Support the development of disability opportunity.

PRIMARY, SECONDARY, FURTHER EDUCATION AND EARLY YEARS PROVISION

5.96 High quality education facilities are required to support the increased number of people living in Southampton. As of September 2022, the following education facilities are located within the city:

- 10 infant schools (six local authority maintained and four academy)
- 37 primary schools (26 local authority maintained, 10 academy and 1 free)
- Eight junior schools (three local authority maintained and five academy)
- 12 secondary schools (seven local authority maintained and five academy)
- 1 All through school (ages 4 – 16 years)
- Six specialist schools (four local authority maintained, one academy and one free²⁷)
- Six independent schools.
- Three colleges for post-16 education
- Two sixth forms for post-16 education
- The Council also maintains a list of pre-schools and maintained nurseries.

5.97 In addition to the protection of the above and their associated facilities, the plan supports the development of new and expanded education facilities including early years provision.

Policy IN9 (S) - Primary, Secondary, further Education and Early Years Provision

- 1. New schools, further education facilities and early years provision, along with the redevelopment, extension or reconfiguration of such facilities, will be supported in appropriate locations [see key option 1]:**
 - a. Where there is a need for school places including for Special Educational Needs and Disability (SEND) to meet the needs of existing and new communities;**
 - b. Where sites can provide and retain appropriate on-site play/sports provision, taking into account the constraints of an urban area;**
 - c. Where indoor or outdoor school play/sports facilities such as playing fields and sports halls and indoor facilities such as classrooms will be made publicly available for wider community use outside of the operating hours of the educational facility through requiring a Community Use Agreement (CUA) as part of a signed Section 106 agreement [see key option 2], in line with Policy IN7 (Community Facilities);**

²⁷ Additional SEND provision is available at the Southampton Children's Hospital School and Compass School.

- d. Where a school travel plan is implemented and has suitable active travel provisions such as pedestrian and cycle access from surrounding residential areas and from public transport facilities, and is appropriate in terms of highway safety;
 - e. Where the impact on residential amenity of noise and disturbance by children, parents, guardians and carers going to and leaving the premises, highways issues, or by children playing in internal and external areas can be suitably managed.
2. All schools and further education establishments will be safeguarded from redevelopment [see key option 3] unless it can be demonstrated that:
- a. The land and/or buildings are no longer needed for educational use in the foreseeable future; and
 - b. Any existing community/sports facility is either retained on site or relocated to another accessible site where there are equivalent community benefits with it also being made available for wider community use through a CUA; or is no longer needed (see policy IN7 – Community Facilities).

Overall Approach

Strategic Planning for School Places

5.98 The Council forecasts whether there will be a surplus or deficiency in the provision of school places for primary and secondary schools across the city. It is important to factor this into the strategic planning for new schools provision and for the extension, reconfiguration or improvement of existing school facilities should these be required. The overall picture shows a growing surplus in primary school places whilst pressures on secondary school place provision is expected to peak over the medium-term period. There is also a forecast for significantly increased demand for SEND places and this will need to be met for over the period of the Plan.

NPPF (July 2021)

5.99 Paragraph 95 of the NPPF gives great weight to schools and education. Paragraph 123 also provides a positive steer to applications for alternative uses of land.

Primary, Secondary and Further Education Provision

5.100 Education is key to economic growth in the city and for enabling opportunities for all. The council's overarching strategy²⁸ seeks to improve education attainment for all children and young people in order to provide jobs for local people. The Southampton City Vision (new Local Plan) will support the development of high-quality education facilities and safeguard the sites of infant, primary, junior, secondary, specialist and independent schools as well as further education establishments. This incorporates the city's ethos of promoting community use and lifelong learning from education.

²⁸ Southampton City Council Strategy 2016-2020

- 5.101 The council in its role as local education authority has a statutory duty to ensure there is a sufficiency of school and further education places in Southampton. This includes:
- ensuring there are sufficient school places for all children up to the age of 16
 - Ensuring there is sufficient post-16 provision available to all children
 - Giving priority at all ages to meet the needs of children with special educational needs and disability (SEND), learning difficulties and/or disabilities up to the age of 19 (in some cases up to the age of 25) through access to appropriate quality provision
 - Supporting all schools, and post-16 provision to function as high-quality, viable and financially efficient services
 - Ensuring fair access and overseeing a fair admissions process to educational opportunity and the promotion of diversity and parental choice
- 5.102 New and expanded school provision has been built across the city in recent years to cater for an unmet need and increased demand in school places. This includes St Marks Church of England Primary School in Shirley (to become both a primary and secondary school from September 2022). The expansion of Hope Community School, a free school catering for children of primary school age in the city centre has also helped to increase parental choice. The council will continue to review its options for its schools estate in the light of its priorities in order to offer best value. The council will also take a positive approach to determining applications from other school providers in accordance with the criteria in policy IN9 above.
- 5.103 The demand for school places will fluctuate over time due to changes in birth rates and migration including that which is influenced by short term geo-political factors. Further capital investment in new places is assessed over a five-year planning horizon for primary schools and ten years for secondary schools. Any proposals for the redevelopment of school sites should consider whether education provision along with the facilities they provide may be needed in the longer term, taking account of population growth and the use of technology. The need for play/sports facilities including the potential for improvements to be made to these should also be assessed. New school buildings and facilities, extensions to existing school buildings and facilities and the rationalisation of existing school buildings and facilities should be designed to be flexible with their use of space in order to make the most effective use of land whilst also ensuring suitable access and egress arrangements are provided for Disabled People with reduced mobility.
- 5.104 Where education sites can be redeveloped to provide the facilities required on a smaller site, the council will support the release of land to be developed for other uses. This is provided it can be demonstrated that land and buildings are no longer needed for educational use. The outdoor provision of playing pitches alongside open space, indoor sports facilities and buildings used for wider community use and adult education should also be retained, improved or re-provided elsewhere within the local catchment area of the education facility to be lost. This is provided there would be equivalent community benefits if a need for these still exists when existing education sites are intensified or redeveloped for other uses.
- 5.105 Sport England are a statutory consultee on all planning applications affecting playing field land whereby any proposals relating to the loss of playing pitches would need to meet their exception tests. If playing pitches are no longer in use and deemed surplus to requirements

as part of the findings of the Council's future Playing Pitch Strategy, they will still be protected as open space in accordance with policy EN4 (S) – Existing Open Space.

Community Use Agreements (CUAs)

- 5.106 It is proposed that a community use agreement will be secured as part of a signed Section 106 agreement where new schools or the redevelopment, reconfiguration or intensification of existing schools are proposed through a planning application. This will help to secure wider community access outside of school operating hours to indoor sports halls, playing pitches alongside open space and other outdoor sports facilities for sports clubs and community groups. This will also help to secure wider community access outside of school operating hours to education and community buildings for adult learning opportunities and community groups and clubs to meet up. The council is mindful that all indoor and outdoor facilities that would provide wider shared community use should be made available and accessible for all protected characteristics within the community. This means made available, publicised (both at or near the venue and online) and accessible to use regardless of age, ethnicity, gender identity, sexual orientation and disability status.

School Travel Plans

- 5.107 New and expanded schools and colleges should promote active travel and sustainable transport measures. School Travel Plans can play a key role in reducing air and noise pollution and with improved road safety within close proximity to schools and surrounding residential areas. This can also help contribute towards a reduction in carbon emissions in line with the Council's declaration of a Climate and Environmental Emergency in 2019.
- 5.108 A School Travel Plan should be informed by a Transport Assessment and/or Transport Statement as part of any planning application which is submitted. These measures will continue to compliment the Council's approach to the timed road closure of school streets during periods associated with the school run. In addition, a contribution may be sought for the ongoing monitoring and development of the School Travel Plan.

Early Years Provision

- 5.109 The council has a statutory duty to ensure the supply of early years education currently for all 3 and 4-year-olds and for many 2-year-olds. This includes:
- ensuring sufficient childcare options are available to meet the Early Years free entitlement as far as reasonably practicable.
 - Supporting all maintained nurseries to function as high-quality, viable and financially efficient services and, to ensure fair access to learning opportunities and promote parental choice.
- 5.110 Early years provision is delivered through a number of different providers and covers day care and pre-school facilities and registered child minders. Information on the supply and demand for early years education in Southampton is produced annually²⁹.
- 5.111 The council's preferred approach is to plan for major growth in the number of people living and working in Southampton. In order to meet the needs of a growing population for the

²⁹ Childcare Sufficiency Assessment (Southampton City Council) produced annually

purpose of delivering early years provision, the council will continue to work with groups to use existing facilities such as schools and community buildings more intensively and bring forward new facilities in order to make effective use of land.

- 5.112 In accordance with the criteria in policy IN9, the council will support early years provision across the city. This should include a safe and secure external environment for children to play in. The majority of early years provision in Southampton is delivered by the voluntary sector and is often located within community buildings which people can walk to. This can also be provided within the conversion of suitable homes. The need to avoid unacceptable noise and disturbance on neighbouring properties, for outdoor space to be provided and suitable space to drop off and pick up children means that in residential areas larger semi-detached and detached dwellings are more acceptable for this type of use than terraced and smaller semi-detached properties.

Key Policy Options

Key Option 1 – School Places Provision

Option 1a – The Council will ensure that education facilities are delivered across the City through the provision of new schools along with the redevelopment, extension or reconfiguration of such facilities to meet increased demand for school (under 16) and further education (post 16) places - there are no alternative options for the Council in its local education authority role and its statutory responsibility for ensuring that core education and children’s services are delivered within the City. This is because this approach is given significant weight in the NPPF.

Key Option 2 – the use of Community Use Agreements (CUAs) to provide secured use of playing pitches and/or sports halls for communities.

Option 2a – The Council to require community use agreements are entered into as part of a signed Section 106 agreement to provide secured use of use of indoor and outdoor facilities for communities following the granting of permission for new schools or for the redevelopment, reconfiguration or extension of school buildings and/or facilities- it is clear from the NPPF that community use agreements which would allow for wider public use of school facilities are not a specific requirement although it is stated in paragraph 124 that planning policies and decisions should support development that makes efficient use of land. This option is therefore the Councils preferred approach due to the finite availability of facilities and resources whereby shared use can help to maximise the use of those existing throughout the city. This would also be in accordance with an approach which is advocated by Sport England when it comes to the shared use of playing pitches.

Option 2b – The Council to not require or seek that community use agreements are entered into as part of a signed Section 106 agreement to provide secured use of indoor and outdoor facilities for communities following the granting of permission for new schools or for the redevelopment, reconfiguration or extension of school buildings and/or facilities – whilst this option do not require or seek community use agreements to be entered into, this does not prevent these from coming forward should these be proposed as part of any submitted planning application. However, Option 2a is the Councils preferred approach.

Key Option 3 – Future safeguarding of schools and further education establishments

Option 3a – to propose a flexible approach to redeveloping schools and further education provision if it can be clearly demonstrated there is no longer a need and/or facilities including for community/sports use can be relocated to another accessible site where there are equivalent community benefits – this is the Council's preferred approach since it would allow for strategic planning decisions to be made for the purpose of meeting future school place needs across the city.

Option 3b – to maintain all school and further education provision in its safeguarded use regardless to the future supply and demand trends for school place needs across the city – this approach would prevent flexibility for allowing the Council to redevelop school sites where it is clearly demonstrated they would be surplus to requirements. This would then result in missed opportunities for the sustainable and optimised re-use of land for other uses.

Further Considerations

- 5.113 The need for new school places at both primary and secondary level and the degree of impact various growth options including a preferred option for higher growth would have upon this need.
- 5.114 Whether any potential plans for new, extended or intensified education provision should be identified as proposed allocations on the emerging Policies Map
- 5.115 Whether site specific policies relating to any potential plans for new, extended or intensified education provision should be included in the Southampton City Vision (new Local Plan).

UNIVERSITIES

- 5.116 Southampton has two well established universities which provide state of the art facilities for academic learning, research, teaching and training purposes; the University of Southampton and Solent University. The two universities, National Oceanography Centre (NOC) through its joint venture with the University of Southampton and the University Hospital Southampton NHS Foundation Trust (UHS) which operates the city's hospitals attract investment and business to the city. They also work in partnership with schools and colleges both across the city and wider sub-region and provide facilities available to local businesses and for use by the general public.
- 5.117 Both universities have continued to grow in terms of student numbers which further demonstrates their importance to higher education, skills and the wider economy in both Southampton and the wider sub-region. There are approximately 40,000 university students studying in Southampton. Latest figures³⁰ show that the University of Southampton has almost 15,000 undergraduate and 8,000 postgraduate students along with over 2,700 academic staff and 5,000 administrative staff, making it the largest university by higher education students in the South East region. Latest figures³¹ also show that Solent University has over 10,000 undergraduate students, almost 750 postgraduate students and over 6,800 students in further education.

³⁰ From the 2019/20 academic year

³¹ From the 2019/20 academic year

- 5.118 Both the universities play a fundamental role in enhancing the regional, national and international reputation of Southampton., The city is recognised by overseas students as an attractive place to live and work with a high quality of life due to the range of leisure and cultural opportunities on offer, attractive green spaces and its location on the south coast adjacent to Southampton Water.

Policy IN10 (S) - Universities

Academic Related Development

- 1. The city-based campuses³² of the University of Southampton including the University Hospital Southampton (UHS) and National Oceanography Centre, Southampton (NOC) and Solent University will be safeguarded for academic buildings and spaces which accommodate learning, teaching, research, training, sport and fitness (indoor and outdoor) and student support related uses and other facilities compatible with and linked to wider academic uses.**
- 2. The Council will support proposals subject to meeting the requirements of criterion 5 below for:**
 - a. improved, extended, intensified, reconfigured or new buildings and spaces for learning, teaching, research, training, sport and fitness (indoor and outdoor) and student support related uses within existing campus sites; and**
 - b. the development of new campus sites, including support for new buildings and spaces for learning, teaching, research, training, sport and fitness (indoor and outdoor) and student support and related uses particularly in highly accessible locations such as within the city centre [see key option 1]; and**

Other Development Related to the Universities

- 3. Development will be supported for the following uses subject to meeting the requirements of criterion 5 below and provided it can be demonstrated that they won't prejudice the future provision and prioritisation of academic related needs [see key option 2]:**
 - a. business space and incubator units for established businesses and start-ups where it is clearly demonstrated that this would tap into the potential for facilitating technology transfer and the sharing of resources and knowledge and strengthen collaborations and partnerships with academic institutions;**
 - b. student accommodation to meet the needs of students prioritising those with special needs with buildings and spaces that are highly inclusive and accessible to all; and**
 - c. the consolidation and replacement of existing surface-based parking provision on campus for the purpose of freeing up space for academic expansion and intensification and for enabling wider opportunities to enhance the public realm.**

³² As defined on the policies map

Site specific Development Opportunities

- 4. The expansion of Solent University for uses compatible with and linked to wider academic uses including on the vacant site on the northern edge of the East Park Terrace¹ campus [see key option 3] and on any sites which become available for development within the University of Southampton campuses [see key Option 4] will be supported provided they comply with criteria 2.a, 3. (a-c), and 5 (a-i).**

Development Criteria for University-Related Development

- 5. Development which is supported under criteria 2-4 above will be expected to:**
 - a. demonstrate that there is an evidenced need for new academic and non-academic related provision is or is supported by sufficient purpose-built student accommodation in accordance with Policy HO7; and**
 - b. manage the need for vehicle parking against the Council's latest parking standards in accordance with Policy DE11: Parking, promote and facilitate active travel such as walking and cycling and be within an accessible walking distance to public transport; and**
 - c. optimise the use of space (densities and heights in accordance with Policies HO1 and DE3) and provide for a high-quality design, and attractive and accessible public realm/open space; and**
 - d. create pedestrian/mobility/sensory friendly and inclusive environments with well-defined linkages to key destinations and open space including the Central Parks and Southampton Common; and**
 - e. avoid adverse impacts upon the existing amenity of adjoining uses such as residential areas; and**
 - f. maintain and improve existing landscaping and trees or provide appropriate landscape buffering/screening and tree planting in the interests of protecting and enhancing visual amenity; and**
 - g. maintain and take opportunities to enhance existing public art within the existing campus sites; and**
 - h. allow for wider public use of academic buildings, spaces and sports facilities (both indoor and outdoor) through the signing of a Community Use Agreement (CUA); and**
 - i. be in accordance with Policy DE1 (Placemaking and Quality of Development) and Policy TR1 (Transport and Movement); and**
 - j. only provide vehicular access from Burgess Road and University Road.**

Overall Approach

- 5.119 Policy IN10 - proposes to safeguard the following campuses as shown on the Policies Map:
- **University of Southampton:**
Highfield; Avenue; Boldrewood; Southampton General Hospital; Waterfront (based at the National Oceanography Centre, Southampton)
 - **Solent University:**
East Park Terrace
- 5.120 The future growth of both universities is expected over the plan period. However, the nature and pace of this growth is trickier to forecast in the present time due to changes associated with Brexit which is continuing to influence where overseas students come from and more recently the Covid-19 pandemic. The latter has resulted in changes to the academic teaching model with a hybrid approach taken with both on-site and online learning. It is not currently known whether this hybrid approach to teaching and learning will continue on a more permanent basis once the effects of the Covid-19 pandemic subside further.
- 5.121 In accordance with all Plan policies, the Council is opting to take a positive approach to the future development and growth of both universities to meet their needs for expansion by allowing for a flexible range of uses and stronger relationships with start-ups and existing businesses so long as academic needs are prioritised. This is with regards to existing and future campus developments and associated university buildings and spaces. The Mayflower Quarter development in the city centre could offer opportunities for future campus development should such a need arise.
- 5.122 This approach also focuses upon intensification in order to optimise the use of previously developed land on the existing university campus sites due to finite space being available for new development. The University of Southampton are considering potential opportunities following the publication of an Estate Framework to intensify development within their estate. Solent University have a delivery strategy and are looking to consolidate and intensify future development opportunities within their East Park Terrace Campus and to redevelop a vacant site located adjacent to Charlotte Place Roundabout. The Council will support a range of potential end uses provided they link to the wider academic uses and accord with the Plan policies as a whole. It will also be important to ensure that future growth and expansion is supported by sufficient purpose-built student accommodation within the city in accordance with Policy HO7. This includes replacement accommodation for where there is a demonstrable need.
- 5.123 It will be important for new, extended, intensified and reconfigured university facilities such as academic buildings and indoor and outdoor sports provision to be made more widely accessible to the public through the signing of a Community Use Agreement (CUA). This would maximise the use of these facilities not just for students but for the wider benefit of the general public.
- 5.124 The University of Southampton Highfield Campus has a number of modern buildings of architectural interest and a notable landscape setting which should be preserved and enhanced in accordance with Policy EN6 Built Heritage Assets. Any further development at the Avenue campus (former Taunton's College site which includes Locally Listed buildings as

heritage assets) should also be in accordance with guidance contained in the Taunton's College Highfield Road Development Guidelines (1993) which remains a material consideration in the determination of planning applications³³.

- 5.125 Proposals for consolidating and replacing existing surface-based car parking in existing campus sites will be considered favourably provided this does not prejudice the provision of buildings and spaces for academic teaching and learning. This could be in the form of a more compact parking area or multi-storey provision. The intensification of vehicle parking can also help to free up space for academic expansion provided that there are no demonstrably adverse effects of doing so. Any proposals for consolidated parking must not result in a net increase in the existing number of surfaced-based car parking spaces that are currently provided. This is both with regards to binding agreements such as that with the University of Southampton and with regards to meeting the ambitions of the Council's Green City Charter.
- 5.126 Proposals for vehicle parking associated with new academic buildings and ancillary uses compatible with and linked to wider academic uses will be expected to comply with the standards set in the Council's latest or successor Parking Standards SPD. Car free developments may also be supported in certain instances where it is shown that the site is accessible through active travel modes and frequent public transport (see Policy DE11: Parking).

Key Policy Options

Key Option 1 – University Campus sites

Option 1a – to support the provision of new university campus sites in highly accessible locations such as within the city centre – this is the Council's preferred approach due to the accessibility and sustainability benefits this would provide along with the redevelopment and regeneration opportunities this could bring to key city centre sites such as the Mayflower Quarter.

Option 1b – to support the provision of new university campus sites regardless to where they are proposed in the city – this approach would provide greater flexibility as to where new campus sites could be developed across the city but with a risk of less sustainable and accessible sites being identified.

Key Option 2 - Academic related uses and alternative uses linked to academic provision

Option 2a – to support the approach to give wider flexibility to future uses where it can be demonstrated that other uses within the university campuses would not prejudice the future provision and prioritisation of academic related needs – this option provides greater flexibility and is the Council's preferred approach with the provision of non-academic uses due to the benefits this could bring for unlocking the potential for future academic related provision on the university campus sites, so long as these benefits are clearly demonstrated.

³³ Unless superseded by the NPPF (July 2021).

Option 2b – to only support the provision and prioritisation of academic related uses within the university campus sites – this option is less preferable since would be less likely to unlock the full redevelopment potential of the university campus sites.

Key Option 3 – East Park Terrace campus expansion

Option 3a – to support the proposed policy approach to maintain flexibility in planning for future uses on the vacant site adjacent to Charlotte Place Roundabout within the Southampton Solent University East Park Terrace Campus – this is the Councils preferred approach since this would help to counteract the current uncertainty in the market for identifying a more specific range of uses at this stage. This approach would also prevent the possibility of the site remaining vacant over a longer-term period if specific uses were identified and were not forthcoming through submitted development proposals.

Option 3b – to identify specific uses which should be developed on the vacant site adjacent to Charlotte Place Roundabout within the Southampton Solent University East Park Terrace Campus – this approach would come with a risk the site remaining vacant if any specific uses were to be unattractive or unviable to the market at any given time over the period of the Plan.

Key Option 4 – University of Southampton Campus Sites

Option 4a – to support the proposed flexible policy approach for the intensification of the existing built development within the University of Southampton campus sites with the Highfield Road Campus being the main focal point for redevelopment and investment opportunities – this is the Councils preferred approach since this would help to counteract the current uncertainty in the market for identifying a more specific range of uses at this stage. This approach would also prevent the possibility of the site remaining vacant over a longer-term period if specific uses were identified and were not forthcoming through submitted development proposals.

Option 4b – to identify specific uses which should be developed within the University of Southampton campus sites with the Highfield Road Campus being the main focal point for redevelopment and investment opportunities – this approach would come with a risk the site remaining vacant if any specific uses were to be unattractive or unviable to the market at any given time over the period of the Plan.

Further Considerations

- 5.127 The council will work with the University of Southampton to ensure its impact on the surrounding residential areas in terms of traffic and disturbance is minimised.
- 5.128 The University of Southampton has seen major growth in student numbers in recent years and has expanded into new campuses and buildings The campus sites continue to be safeguarded, principally for academic uses, whilst recognising that other ancillary uses to support the University and develop a business interface are also important.

Evidence

- 5.129 The University of Southampton is recognised nationally and internationally for excellence in teaching and research and has been consistently ranked within the top 100 universities in the world since 2016. It offers a wide range of courses which include those in law, arts, humanities management, economic, social and political science, engineering, physics, geophysics, science and engineering. The University of Southampton also has a campus presence at the National Oceanography Centre Southampton and the University Hospital Southampton (UHS) NHS Foundation Trust which operates Southampton General Hospital.
- 5.130 Solent University's strengths lie in areas such as business, maritime, engineering, building design and it has been voted as one of the top 5 creative universities in the UK. A new Strategy 2025³⁴ has been launched which shares its mission, vision and values. Together these define who they are, what they stand for, why they matter and how they will prepare their students for a successful future. Solent University is focusing its assets and offer within its East Park Terrace campus. In doing so, it has recently sold the Sir James Matthews Building located on Above Bar Street to the University of Southampton.

HEALTH AND WELLBEING

- 5.131 Southampton is served by a significant network of health facilities including GP surgeries, health centres, dentists and hospitals. The Council will take a positive approach to healthcare related development to ensure that health infrastructure is available and accessible for Southampton's residents.
- 5.132 In addition to access to health infrastructure, there are also numerous other factors which contribute to good health such as the provision of quality and affordable homes, jobs and education opportunities, the nature of the food environment including access to fresh and healthy foods, and the delivery of safe and accessible open spaces and public realm. The health impacts of the built environment, including new development, will be addressed to ensure that residents and workers in the city can enjoy healthy lives and improved health outcomes.

Policy IN11 (S) – Health and Wellbeing

- 1. The Council will work with relevant stakeholders to bring forward measures, facilities and other changes in the built environment that improve the health and wellbeing of the City's residents and workers and help to reduce health inequalities.**

Health Facilities

- 2. Subject to the other policies of this Plan, proposals for health facilities will be supported by the Council where:**
 - a. an intensification of an existing health facility is proposed; or**

³⁴ <https://www.solent.ac.uk/strategy-2025>

- b. a new or relocated health facility will be provided:**
 - i. in a location that is safe and accessible for all potential users, including Disabled People, and can be accessed via a range of sustainable transport modes including active travel and public transport; and**
 - ii. of an appropriate size and scale to its location; and**
 - iii. of a high-quality design; and**
 - iv. respectful of the existing amenity of any nearby residential dwellings.**
- 3. Where appropriate new or relocated health facilities should be linked to community hubs to allow users to access a range of essential public and community services in a single location.**
- 4. Proposals to co-locate different health facilities on a single site will be supported. Proposals to co-locate health facilities with pharmacies will also be supported where these will be located in a City, Town, District or Local Centre.**
- 5. Development that would involve the loss of a health facility serving local needs must demonstrate that either:**
 - a. adequate alternative provision for that health facility has been provided elsewhere in a location within 800 metres walking distance that remains similarly accessible, or more accessible, than the existing facility that will be lost; or**
 - b. there is no longer a need to retain that health facility for its current healthcare use or an alternative healthcare use.**

Principal Health Centres

- 6. The principal health centres are safeguarded for the provision of healthcare services with a presumption in favour of continued expansion within their existing sites, accompanied by suitable travel plans to reduce dependency on travel by car. Within the safeguarded sites, proposals for non-healthcare uses that are not demonstrably ancillary to the main healthcare use must show through evidence that the land is no longer required for healthcare services in the foreseeable future.**
- 7. The principal health centres, as shown on the Policies Map, are:**
 - a. Southampton General Hospital (including Southampton Children’s Hospital);**
 - b. Princess Anne Hospital;**
 - c. Royal South Hants Hospital (a community health campus); and**
 - d. Western Community Hospital.**

Travel Plans for Health Facilities

- 8. Proposals for new or expanded health facilities will be required to prepare a Travel Plan, the long-term implementation and monitoring of which will be secured via a Section 106 Agreement.**

Health Impact Assessment

- 9. Planning applications for substantial new development are required to prepare and submit a robust Health Impact Assessment (HIA) to determine the health impacts of the proposed development, both positive and negative. Submitted HIAs should demonstrate how a proposal has sought to minimise and mitigate any negative health impacts whilst maximising any positive health benefits.**
- 10. For the purpose of submitting a HIA, substantial new development is defined as:
 - a. Residential development of [50 or 100] dwellings or more;**
 - b. Non-residential development of [5,000m² or 10,000m²] or more. [see Key Option1]****
- 11. Other planning applications that do not meet these thresholds may be required to prepare and submit a HIA where there are likely to be significant health impacts arising from the proposal.**

Developer Contributions for Healthcare

- 12. Developer contributions may be sought from new development to support any additional health infrastructure capacity required to meet identified demand arising from that new development.**

Overall Approach

5.133 There are a diverse range of social, economic and environmental factors which can influence people's health. These are known as the wider determinants of health and the Southampton City Vision Local Plan can influence a number of these to support a healthier lifestyle and improved health outcomes. For example, the Plan seeks to:

- Promote physical activity, walking and cycling by providing high quality routes and public spaces (Policy DE1: Placemaking and Quality of Development) and providing shops and services within walking distance (Policy TR1: Transport and Movement).
- Protect and improve open spaces to ensure they are safe, attractive and accessible (Policy EN4: Existing Open Space) in order to encourage physical activity and play, provide access to nature and support mental wellbeing.
- Provide a range of good quality homes (Policy HO2: Housing Mix), jobs (Policies within the Economy chapter) and education opportunities (Policy IN9: Primary, Secondary, Further Education and Early Years Provision).

- Retain and enhance opportunities for recreation, leisure and cultural spaces and activities (Policy IN7: Community Facilities and Uses and Policy IN8: Indoor and Outdoor Sports and Leisure Facilities).
 - Support opportunities for increasing modal shift to active travel modes such as walking, wheeling and cycling when moving between locations as well as improving access to public transport links (Policy TR1: Transport and Movement).
 - Reduce the causes, and mitigate the impact, of poor air quality (Policy EN11: Air Quality) and other forms of pollution (Policy EN12: Noise and Lighting).
 - Support a healthy food environment by protecting allotments (Policy EN4: Existing Open Space) and supporting food growing in homes and communities (Policy DE8: Sustainable Design of New Developments) and resisting the proliferation of hot food takeaways in designated centres and in close proximity to schools (Policy IN5: Food and Drink Uses).
- 5.134 The Indices of Multiple Deprivation (IMD) brings together a range of indicators to cover specific aspects of deprivation and is measured at the neighbourhood level using Lower Super Output Areas (LSOAs), a standardised area containing around 1,500 residents. The IMD in 2019 shows that there has been very little change in relative deprivation levels in Southampton compared to other local authorities in England since the last IMD was published in 2015. Southampton ranked as the 55th, having previously been 54th, most deprived local authority in England based on average rank of LSOAs. Furthermore, Southampton has 19 LSOAs within the 10% most deprived in England. These significant levels of deprivation and inequality between residents and neighbourhoods in Southampton continue to be a driver of poorer health outcomes in the city.
- 5.135 The Health and Wellbeing Strategy (2017-2025) sets out the strategic vision for improving health and wellbeing outcomes and reducing citywide health inequalities in Southampton. It is prepared by the Health and Wellbeing Board, a statutory partnership that includes the Council and members of the Hampshire & Isle of Wight Integrated Care System (previously Clinical Commissioning Group (CCG)). It recognises the need to integrate health considerations into planning policy to ensure that Southampton is a healthy place to live and work.
- 5.136 Over 90% of healthcare is delivered by primary care services in the community, including GP practices, the out-of-hours service, the Urgent Treatment Centre, dentists and pharmacists. These services provide many residents with their first point of contact in the healthcare system and seek to meet their day-to-day healthcare needs. Primary healthcare services are planned and commissioned by the Hampshire and Isle of Wight Integrated Care Board.
- 5.137 Primary care services should be delivered in accessible locations to the communities they serve. The Council supports the co-location of health services at single locations to provide integrated services in an accessible location. Pharmacies sit within Use Class E and therefore co-location with healthcare facilities is supported where these will be located within the City, Town, District or Local Centres to ensure the E Class unit would continue to be in an acceptable location in the event the pharmacy were to close or relocate. It may also be appropriate to co-locate health services with other community facilities as part of a wider community hub (see Policy IN7: Community Facilities and Uses).
- 5.138 The University Hospital Southampton NHS Foundation Trust (UHS) is the City's main acute NHS Trust and delivers secondary care to the majority of the City's residents. Within the City,

it operates Southampton General Hospital, Southampton's Children Hospital and the Princess Anne Hospital.

- 5.139 Southampton General Hospital (SGH) and Southampton Children's Hospital form a campus in the north-western part of the City that provides healthcare services for Southampton as well as the wider region. It is the main university hospital on the south coast (see Policy IN10: Universities). The hospital has renowned centres of excellence in the treatment of cancer, heart disease, respiratory illness, neurological disease, gastro-intestinal conditions and illnesses affecting children.
- 5.140 The Council supports the continued development of healthcare services and facilities at SGH. SGH is a teaching hospital and hosts academic buildings of the University of Southampton housing the Faculty of Medicine and Cancer Immunology Centre. Health-related research, development and teaching is also supported by the Council.
- 5.141 The Princess Anne Hospital is located on the opposite side of Cxford Road from SGH and is a centre of excellence for maternity care providing a comprehensive service for approximately 5,000 women each year from around Southampton. It also operates as a regional centre for foetal and maternal medicine providing specialist care for women and babies during pregnancy and at birth. The Council supports the continued provision of these healthcare services at the Princess Anne Hospital.
- 5.142 As a result of their success of and importance across a regional catchment, SGH and the Princess Anne Hospital are a significant generator of travel movements. Whilst UHS has made considerable progress in the implementation of its green travel plan, including a new park and ride for staff at Adanac Park, car traffic remains an issue.
- 5.143 Royal South Hants (RSH) Hospital operates as a community health campus with service providers including UHS and an independent sector provider that delivers planned surgeries as well as being responsible for the Urgent Treatment Centre. It is located within an inner part of the city that is highly accessible but experiences significant health issues and high levels of deprivation. Consequently, RSH is proposed to remain in healthcare use. However, it is acknowledged that the healthcare services provided at RSH have and continue to change. If a service provider releases part of the RSH site, the first preference will be to accommodate other healthcare facilities, before considering whether it can be released for alternative uses.
- 5.144 Western Community Hospital is operated by Southern Health NHS Foundation Trust and provides care for people with a functional mental illness. It is located in the western part of the city. These specialist services form an important part of the city's healthcare system, and the Council will support proposals to enhance the facilities that provide these.
- 5.145 Proposals for health facilities of all sizes will use travel plans to encourage active travel such as walking, cycling and wheeling as well as travel by public transport amongst staff and students as well as patients, where possible, and visitors. However, a sensitive approach will be taken based on factors such as late working hours and the health of patients.
- 5.146 Health Impact Assessments (HIAs) are used to identify both the positive and negative health impacts of development as well as any mitigation that is required. The Council requires applicants for substantial new developments as defined in the policy, and any other developments which are deemed to have significant health impacts, to submit a HIA so that

health impacts can be fully and robustly assessed as part of the development management process. HIAs should be undertaken as early as possible to allow negative health impacts to be designed out or, where this is not possible, to allow for suitable mitigation measures to be devised as needed. The EIA Regulations now include a requirement to consider risks to human health. Therefore, for applications that constitute EIA development it would be acceptable to integrate HIA as part of an Environmental Statement.

- 5.147 Some developments may generate a specific requirement for new or additional identified health infrastructure by virtue of their size or lack of capacity in existing infrastructure. In these circumstances it may be necessary to seek developer contributions to be secured by means of a Section 106 Agreement (see Policy IN13: Infrastructure Delivery).

Key Policy Options

Key Option 1 – Thresholds for defining substantial new development that is required to submit a HIA as part of a planning application

Option 1a – defining the threshold as 50 dwellings or more for residential development, and at 5,000m² or more for non-residential development. This will allow the health impacts of developments of this scale and greater to be robustly considered but will capture a greater number of developments requiring more Council resources to assess submitted HIAs.

Option 1b – defining the threshold as 100 dwellings or more for residential development, and at 10,000m² more for non-residential development. This will ensure the health impacts of the largest development proposals in the city are considered but would miss out those developments that are still of a significant scale and could have impacts on the health and wellbeing of future occupiers and existing neighbours.

Evidence

- 5.148 Existing Evidence: Southampton Health and Wellbeing Strategy 2017-2025, Conclusions and Recommendations of the Scrutiny Inquiry Panel on Tackling Childhood Obesity in Southampton, We Can Be Active: Hampshire and Isle of Wight Physical Activity Strategy, Southampton Data Observatory and Joint Strategic Needs Assessment

ELECTRONIC COMMUNICATIONS

- 5.149 A high-quality electronic communication network is important in an increasingly digital world to deliver the potential of the city's residents and businesses, promote digital inclusion for all its communities and support innovation and closer working between technological and cultural and creative industries. The Council has aspirations to become a 'smart city' and recognises the need for a full-fibre network, 5G communications and Internet of Things (IoT) infrastructure that is available to all.
- 5.150 The provision of digital infrastructure across the city and within new development is an important part of delivering this approach. In addition to meeting technical requirements,

proposals for new equipment should be sympathetically designed and suitably located, making use of existing masts where possible.

Policy IN12 (S) - Electronic communications

- 1. Proposals for electronic communications equipment and public utility infrastructure requiring planning permission or prior approval will be permitted, subject to the following provisions:**
 - a. that the design of the installation, including its height, materials, colour and use of screening respects the character and appearance of the locality and does not adversely affect the pedestrian environment;**
 - b. that wherever practicable existing masts and sites or suitable buildings or other structures are utilised;**
 - c. that technical requirements or constraints are demonstrated to outweigh any adverse environmental impact;**
 - d. where infrastructure includes advertising, it is in accordance with policy DE10, taking into account the impact of the proposal on public amenity, highway safety, and the character and appearance of heritage assets, buildings and areas, including the cumulative impact.**
 - e. there is no unacceptable impact on the operation of Southampton International Airport in accordance with policy DE13**
- 2. New development should include the infrastructure required to access superfast broadband or full fibre where this is available at or close to the development site.**

Overall Approach

- 5.151 The Council will continue to work with infrastructure providers to improve digital infrastructure and support the rollout of full-fibre broadband throughout the city. Developers of new housing, office and industrial areas in the city will be encouraged to consider how digital infrastructure needs will be met to respond to recent changes in working patterns and to future proof developments. This includes increases in small businesses operating from homes and home working and hybrid working.
- 5.152 Electronic communications equipment such as antenna and masts can have a significant visual impact on an area. Careful consideration must be given to the impact of new technology on the character of the city, in particular the skyline and public views and the extent of visual cluster to avoid an adverse impact. Consideration must also be given to ensure that there is no adverse effect on the character of a listed building or Conservation Area and on the operation of Southampton International Airport and its flight paths.

- 5.153 The council will have regard to existing masts and sites within the city and will encourage the sharing of masts or existing telecommunication sites for new equipment, providing the visual impact of the entire mast or site is acceptable.
- 5.154 Consideration will be given to the siting and design of telecommunication equipment (including height), ancillary development and the scope for landscaping and screening. Applications must include a statement to the effect that the apparatus, when operational, will meet the International Commission on Non-Ionizing Radiation Protection (ICNIRP) guidelines on the limitation of exposure of the general public to electromagnetic fields. Providing these guidelines are satisfactorily met, the council will not normally need to further consider health aspects and concerns about them. The operator should also provide the local authority with a statement for each site indicating its location, the height of the antenna, the frequency and modulation characteristics, and details of power output.
- 5.155 Other public utility infrastructure such as the laying of underground pipes and cables, erection of overhead telephone and electricity lines and the erection of telephone kiosks and small transformer stations do not require planning permission. However, they can impact on known or potential archaeological remains and should follow the guidelines for all Streetworks and Archaeology. The city council will consult with utility operators and encourage them to take appropriate steps in the siting and design of equipment and facilities to reduce impact to a minimum, particularly with regard to Conservation Areas and Listed Buildings. In particularly sensitive areas, such as conservation areas, waterfront and along key views such as the view of Bargate down Above Bar Street, the council may remove permitted development rights.

Evidence

- 5.156 Southampton City Council Digital Strategy 2018-2022 – outcomes include offering universal coverage for superfast broadband and 5G+ mobile networks. The council is considering how to progress to a smart city model, to use data and technology to improve social, environmental and economic outcomes. This will inform future versions of the Local Plan.

Key Policy Options

No other reasonable options identified. It is recognised that there will be a need for new and improved electronic communications and this infrastructure needs to be carefully planned to minimise its impact.

INFRASTRUCTURE DELIVERY

Policy IN13 – Infrastructure Delivery

- 1. Development will only be permitted if the necessary infrastructure, services, amenities and measures directly required for that development are already available or else will be provided at the appropriate time. Where necessary, Planning Obligations through section 106 legal**

agreements will be required from developers to achieve this, through financial contributions, the provision of works or compliance with approved management plans.

- 2. Proposals for appropriate infrastructure in accordance with the plan's policies will be supported.**

Overall Approach

- 5.157 Major new development is promoted, and infrastructure upgrades are needed to support this in the city (and in some cases in adjoining areas), to ensure the city continues to operate effectively as a successful place. Funding for these upgrades can come from the Government, other public bodies, the council, private infrastructure providers and developers. Proposals for new infrastructure which are in accordance with the policies in this Plan will be supported.
- 5.158 Under the current planning system, the requirements on developers fall into two categories.
- 5.159 First, developer payments via the Community Infrastructure Levy (CIL). The Council's CIL Charging Schedule sets a fixed levy which is non-negotiable for different types of development. The levy is used for infrastructure to support the development of the city as a whole and to support local communities. For example, this could include strategic transport, flood risk and green open space improvements; education; health; sports, recreational and community facilities; museums, libraries and the arts, and any other infrastructure considered necessary to support development. The Infrastructure Funding Statement sets out the projects that the Council currently intends to fund via CIL.
- 5.160 Second, Section 106 Legal Agreements. The Council will seek to negotiate Section 106 Agreements in line with the regulations, policy IN13, and the other policies in this Plan. They must be necessary to make the development acceptable in planning terms, directly related to the development, and be fairly and reasonably related in scale and kind to the development. The Council's Developer Contributions Supplementary Planning Document (April 2013) sets out the approach, including a threshold for development (generally a net gain of 5 dwellings or 200m² of commercial floorspace) and the range of measures sought. Other measures may also be needed, depending on the type and location of the development. The Council is likely to seek a section 106 legal agreement as appropriate in relation to a number of the following measures:
- Transport contributions / measures related to the development (or transport works via a section 278 or other such highway licence);
 - Travel Plans;
 - Electric Vehicle Charging Points;
 - Highways Condition Survey;
 - Construction Traffic Management Plan;
 - Delivery Service Plans;
 - Servicing Management Plan;
 - Affordable housing (including First Homes);
 - On site open space or open space directly related to the development;
 - Flood risk management;
 - Sustainable urban drainage;

- Public realm / streetscape enhancements, tree planting, public art;
- Community safety and managing the effects of the night time economy;
- Health;
- Education;
- Cultural facilities including libraries;
- Community facilities;
- Social Value / Employment and Skills Plan and contribution;
- Carbon Management Plan / Carbon Offset Fund and other sustainability measures;
- Utilities (water, waste water, gas, electricity)
- Natural Environment Plans, biodiversity, habitats and recreational disturbance (including the Solent Disturbance Mitigation Project);
- Green infrastructure;
- Air Quality Management Plans;
- noise, site contamination and land stability;
- Archaeology, heritage assets, and Heritage Plans (including Town Wall improvement contributions);
- Waste Management Plan;
- Other measures as appropriate.

5.161 The compliance with planning obligations will generally be triggered prior to commencement of development, prior to first occupation / use, or on a phased basis where appropriate.

5.162 The Council recognises that where a proposal otherwise accords with the plan's policies, there may be exceptional circumstances relating to abnormal site-specific circumstances which would mean the reduction of a specific planning obligation requirement may be justified, provided the necessary obligations were still secured to enable planning permission to be granted. In-order to seek to justify this an applicant would need to submit a site-specific viability assessment, and to fund the Council's independent appraisal of this assessment. If the Council were to conclude as a result that a reduced planning obligation were justified, it would seek to secure as part of the section 106 agreement, a fixed and/or performance related viability review linked to the completion of future phases of the development. This review would seek to ensure that the viability assessment was accurate at the time the development came forward. In these circumstances the Council would continue to aim for the development to be delivered, and would also seek to recoup any previously reduced planning obligations if they could now viably be supported by the development. In order to ensure transparency, all viability assessments and the independent appraisal of them will be made available for public inspection during the planning application process.

5.163 In addition to any CIL liability that may arise, the council will consider the need for developer contributions based on the scale of development a site could accommodate, taking into account policies HOU1 and DE1 (density and placemaking)³⁵, even if a smaller scheme is proposed. For example, if a site can accommodate a scale of development greater than the threshold at which policy or SPD seeks a contribution, that policy will be applied even if the scale of development proposed is less than the threshold. Equally, if the smaller

³⁵ And other policies where relevant.

development cannot viably make a contribution but the site can accommodate a larger development which could, the Council will not accept lack of viability as grounds for supporting the smaller scheme. Where a development is split into smaller phases, the approach will be based on the appropriate scale of development for the overall site.

6. ENVIRONMENT

- 6.1 Southampton has a rich historic, built and natural environment. There are over 450 listed buildings in the city including those classified as Grade I buildings of exceptional interest such as the Bargate and Town Walls. Over 21% of the city is green space and the largest open space, Southampton Common, has 17 million visitors each year. The city has eight sites with statutory nature conservation designations including internationally important habitats.
- 6.2 In 2019 Southampton City Council declared a climate emergency. Development in Southampton must protect the natural, built and historic environment. It must also address climate change, reducing carbon emissions and avoiding the need to retrofit measures to recent development, and planning for a changing climate (see also policies in chapter 8). To ensure that development in Southampton responds to its environment, this chapter includes the following policies:
- EN1 Decentralised and Renewable Energy Infrastructure
 - EN2 Biodiversity
 - EN3 Green Infrastructure and the Green Grid
 - EN4 Existing Open Space
 - EN5 New Open Space
 - EN6 Built Heritage Assets
 - EN7 Archaeological Heritage Assets
 - EN8 Water Resource and Water Quality
 - EN9 Flood Risk
 - EN10 Sustainable Drainage
 - EN11 Air Quality
 - EN12 Noise and Lighting
 - EN13 Hazardous Substances
 - EN14 Contaminated Land
 - EN15 Land Stability

DECENTRALISED AND RENEWABLE ENERGY INFRASTRUCTURE

- 6.3 Policy EN1 provides the overall approach to the sustainable design of new development. It sets out standards and criteria to be met. Chapter 8 also includes policies on energy and net zero carbon buildings, waste and the circular economy and electric vehicle infrastructure.
- 6.4 Southampton's District Energy Scheme is one of the oldest and largest city centre schemes and first began delivering heat through a district heating network in 1986. Since then, the scheme has grown with new energy centres and customers and delivers a source of heating, cooling and power. It is an important part of Southampton's infrastructure and there is an expectation that connection should be made to the district energy network where there is an existing network.
- 6.5 Connection to the district energy network may significantly increase the attractiveness of the development to potential occupiers through reduced space and maintenance needs and be the most effective way of addressing the CO2 reduction requirements. Cooling is likely to become an increasing issue in the future with global temperature rises, and the district

energy network includes a provision for cooling. EQUANS (previously known as ENGIE) operate the Southampton District Energy Scheme. For city centre developments, contact should be made with EQUANS, or their successor if applicable, to ascertain where connection to the district energy network is viable.

Policy EN1 (S) – Decentralised and Renewable Energy infrastructure

- 1. Developers must engage at an early stage with relevant energy companies and bodies to establish the future energy and infrastructure requirements arising from significant development proposals such as opportunity areas/ Heat Network Zones (HNZ), other growth areas or clusters of significant new development (100 dwellings or more or 10,000m² non-residential floorspace).**
- 2. Major development should adopt the most effective energy supply option as demonstrated by an energy masterplan [See Key Option 1]. Energy masterplans should identify:**
 - a. major heat loads (including anchor heat loads, with particular reference to sites such as universities, hospitals and social housing)**
 - b. heat loads from existing buildings that can be connected to future phases of a heat network**
 - c. major heat supply plant including opportunities to utilise heat from energy from waste plants**
 - d. secondary heat sources, including both environmental and waste heat**
 - e. opportunities for low and ambient temperature heat networks**
 - f. possible land for energy centres and/or energy storage**
 - g. possible heating and cooling network routes**
 - h. opportunities for futureproofing utility infrastructure networks to minimise the impact from road works**
 - i. infrastructure and land requirements for electricity and heat**
 - j. implementation options for delivering feasible projects, considering issues of procurement, funding and risk, and the role of the public sector**
 - k. opportunities to maximise renewable electricity generation and incorporate demand-side response measures**
 - l. Account for future demands for EV charging, in accordance with policy DE12**

3. Major development proposals within Heat Network Priority Areas should have a communal low-temperature heating system [See Key Option 2]:
 - a. the heat source for the communal heating system should be selected in accordance with the following heating hierarchy:
 - i. connect to local existing or planned heat networks
 - ii. use zero-emission or local secondary heat sources (in conjunction with heat pump, if required)
 - iii. use low-emission combined heat and power (CHP) (only where there is a case for CHP to enable the delivery of an area-wide heat network, meet the development's electricity demand and provide demand response to the local electricity network. This should be installed as a steppingstone to low zero carbon heat i.e. systems will need to be future proofed to enable easy retrofit at a later date (low temperatures etc).
 - iv. use ultra-low NOx gas boilers. Individual boilers will only be supported where they are part of a transition towards future connection to the network.
 - b. CHP and ultra-low NOx gas boiler communal or district heating systems should be designed to ensure that they meet the requirements in air quality policy EN11.
 - c. where a heat network is planned but not yet in existence the development should be designed to allow for the cost-effective connection at a later date.
4. Heat networks should achieve good practice design and specification standards for primary, secondary and tertiary systems comparable to those set out in the CIBSE/ADE Code of Practice CP1 or equivalent
5. Proposals for the use and development of renewable and alternative sources of energy will be permitted providing there is no unacceptable impact on the natural environment including nature conservation sites and areas subject to landscape designations, or water resources
6. Community energy projects are supported

Overall Approach

How do we decarbonise heat?

- 6.6 The Council will work with energy companies and major developers to promote the timely and effective development of Southampton's energy system (energy production, distribution, storage, supply and consumption).
- 6.7 Meeting the Council's zero-carbon target requires changes to the way we use and supply energy so that power and heat for our buildings and transport is generated from local clean, low-carbon and renewable sources. Southampton will need to shift from its reliance on using natural gas as its main energy source to a more diverse range of low and zero-carbon

sources, including renewable energy and secondary heat sources. Decentralised energy and local secondary heat sources will become an increasingly important element of Southampton's energy supply and will help Southampton become more self-sufficient and resilient in relation to its energy needs.

- 6.8 Currently more than 90% of heat generated and used in the UK uses gas as the fuel. The most likely options for replacement are:
- i) Individual heat pumps
 - ii) Heat networks (served by low carbon heat sources)
 - iii) Hydrogen
- 6.9 Southampton's existing heat networks have grown around combined heat and power (CHP) systems. However, the carbon savings from gas engine CHP are now declining as a result of national grid electricity decarbonising, and there is increasing evidence of adverse air quality impacts. CHP will not be feasible in the coming years due to gas price risks, co2 emissions and levelling up of green tariffs with electricity, unless green gas availability changes. Heat networks are still considered to be an effective and low-carbon means of supplying heat in Southampton and offer opportunities to transition to zero-carbon heat sources faster than individual building approaches. Where there remains a strategic case for low-emission CHP systems to support area-wide heat networks, these will continue to be considered on a case-by-case basis. Existing networks will need to establish decarbonisation plans. These should include the identification of low- and zero-carbon heat sources that may be utilised in the future, in order to be zero-carbon by 2050. The Council will consider how network operators can be supported to achieve this.
- 6.10 Developments should connect to existing heat networks wherever feasible. New and existing networks should incorporate good practice design and specification standards comparable to those set out in the CIBSE/ADE Code of Practice CP1 for the UK or equivalent. They should also register with the Heat Trust or an equivalent scheme. This will support the development of good quality networks whilst helping network operators prepare for regulation and ensuring that customers are offered a reliable, cost-competitive service. Stimulating the delivery of new district heating infrastructure enables the opportunities that district heating can provide for Southampton's energy system to be maximised.
- 6.11 Policy EN1 includes a requirement for major development to produce an energy masterplan. This ensures that there is a strategic approach to energy, considering heat loads to be accommodated, the plant and infrastructure required to meet this load and opportunities to maximise renewable energy generation and to futureproof infrastructure. It identifies possible land and routes and implementation options.

Heat Network Zones

- 6.12 Southampton is part of a Network Zoning pilot programme. This considers the future development of heat networks in the city and is identifying Heat Network Zones/ Priority Areas. These identify where in Southampton the heat density is sufficient for heat networks to provide a competitive solution for supplying heat to buildings and consumers. Data relating to new and expanded networks will be regularly captured and made publicly available and the next version of the Local Plan will include a map to show these networks.

Major development proposals outside Heat Network Priority Areas should select a low-carbon heating system that is appropriate to the heat demand of the development, provides a solution for managing peak demand, as with heat networks, and avoids high energy bills for occupants.

- 6.13 Where developments are proposed within Heat Network Priority Areas but are beyond existing heat networks, the heating system should be designed to facilitate cost-effective future connection. This may include, for example, allocating space in plant rooms for heat exchangers and thermal stores, safeguarding suitable routes for pipework from the site boundary and making provision for connections to the future network at the site boundary.
- 6.14 The Council also supports the development of low-temperature networks for both new and existing systems as this allows cost-effective use of low-grade waste heat. It is expected that network supply temperatures will drop from the traditional 90°C-95°C to 70°C or lower subject to supplying heat on site at 60 or higher, to enable the domestic hot water system to be legionella safe. This is dependent on system design and the temperature of available heat sources.
- 6.15 Low-emission CHP in this policy refers to those technologies which inherently emit very low levels of NO_x. It is not expected that gas engine CHP will fit this category with the technology that is currently available. Further details on circumstances in which it will be appropriate to use low-emission CHP and what additional emissions monitoring will be required will be provided in further guidance. This guidance will be regularly updated to ensure that it reflects changes in technology.

Electricity and gas

- 6.16 Electricity is essential for the functioning of any modern city. Demand is expected to rise in response to a growing population and economy, the increased take up of electric vehicles, and the switch to electric heating systems (such as through heat pumps). The electricity network and substations are at or near to capacity in a number of areas. The Council will work with the electricity and heat industry, boroughs and developers to ensure that appropriate infrastructure is in place and integrated within a wider smart energy system designed to meet Southampton's needs.
- 6.17 Demand for natural gas in Southampton has been decreasing over the last few years. This trend is expected to continue due to improved efficiency and a move away from individual gas boilers following changes to Building Regulations. Alongside the continuing programme of replacing old metal gas mains (predominantly with plastic piping), local infrastructure improvements may be required to supply energy centres, associated with heat networks, that will support growth in Opportunity Areas/ HNZ and there may also be a requirement for the provision of new pressure reduction stations. These requirements should be identified in energy masterplans with all the information set out in the policy above.
- 6.18 The Council will work with key stakeholders to achieve the release of the resulting brownfield sites for redevelopment including energy infrastructure where appropriate. Land will be required for energy supply infrastructure including energy centres. These centres can capture and store energy as well as generate it. The ability to efficiently store energy as well

as to generate it can reduce overall energy consumption, reduce peak demand and integrate greater levels of renewable energy into the energy system.

- 6.19 Increasing the amount of renewable and secondary energy is supported and development proposals should identify opportunities to maximise both secondary heat sources and renewable energy production on-site. This includes the use of solar photovoltaics, heat pumps and solar thermal, both on buildings and at a larger scale on appropriate sites. Innovative low- and zero-carbon technologies will also be supported.

Key Policy Options

Key Option 1 – Energy masterplans

Option 1a – require major development to submit masterplans to establish the most effective energy supply options. These should include the information set out in the policy.

Option 1b – have a more flexible approach without the requirement for energy masterplans for all major development, either with a higher development size threshold or by location within the city. This would reduce the information required to determine the options for energy and therefore may not deliver the most effective options.

Key Option 2 – Development in Heat Network Priority Areas

Option 2a – require major development in Heat Network Priority Areas to include a communal low-temperature heating system in accordance with the heating hierarchy.

Option 2b – apply the requirement for low-temperature heating systems to a larger development size threshold. Developments within these areas below the threshold size would not be required to include such a heating system, although future occupiers may be faced with higher energy bills and retrofitting costs in future as a result.

References

[Heat and Energy Efficiency Zoning A framework for netzero for new and existing buildings-min.pdf \(theadec.co.uk\)](#)

https://www.london.gov.uk/sites/default/files/the_london_plan_2021.pdf

Evidence

- 6.20 Existing Evidence: Green City Plan 2030
- 6.21 New Evidence: funding received from the Heat Networks Delivery Unit will identify areas in Southampton where there are viable zones/Priority areas

BIODIVERSITY

- 6.22 The protection and enhancement of the natural environment is a key theme in the Green City Plan 2030. It is fundamental to delivering a better environment and should be considered at the outset of any development proposals.
- 6.23 Southampton has a variety of habitats including coast, mudflats, rivers, streams, ponds, meadows, heathland, scrub, hedgerows, woodland and parkland. Some of these habitats are designated as sites of national and international importance. There are also other internationally and nationally protected sites close to the city such as the New Forest National Park, Southampton Water and the Solent. The policy protects designated sites and delivers net gains for biodiversity.

Policy EN2 (S) – Biodiversity

Overall Approach

- 1. In order to conserve and enhance biodiversity, development will only be supported if it:**
 - a. Does not adversely affect the integrity of international designated sites, provides the necessary mitigation measures; or otherwise meets the Conservation of Habitats and Species Regulations;**
 - b. Implements strategic mitigation schemes as required including mitigation where significant effects are predicted with the impact of increased recreational disturbance on international designations along the Solent and in the New Forest and to address water pollution and achieve nitrogen neutrality;**
 - c. Implements site specific mitigation requirements to include measures identified in the Habitats Regulation Assessment such as Construction Environmental Management Plans and tall building bird collision measures;**
 - d. Is unlikely to have an unacceptable impact on a national or local designation or a non-designated feature of biodiversity value; and that any such impact is avoided, mitigated or as a last resort, if the benefits of the development clearly outweigh the adverse effects, compensated for;**

Biodiversity Net Gain

- 2. Development should enhance and provide appropriate management of features of biological interest and seek to produce a net gain in biodiversity by designing in provisions for wildlife having regard to the Green Grid, the role of vegetation within the site and in the wider area and native biodiversity characteristics in accordance with Policy EN3 (Green Infrastructure and the Green Grid)**
- 3. All developments will deliver a net gain for biodiversity of at least 10%, in accordance with [See Key Option 1]:**

- a. **the mandatory requirement in the Environment Act 2021 to achieve a net gain and future national guidance; and**
 - b. **local strategies to achieve a net gain for biodiversity including the Local Nature Recovery Strategy;**
4. **In accordance with national guidance, biodiversity net gain should be delivered through improvements to existing habitats and the creation of new habitats. For much development within the city, it will be delivered by landscape planting which can demonstrate a recognised value for wildlife. In high density schemes, green façades will be supported.**
 5. **All buildings with flat roofs, excluding householder developments, must include green roofs**
 6. **Biodiversity net gains should be delivered onsite wherever possible/feasible. If it can be demonstrated that this is not possible, offsite improvements should be delivered within the city's Green Grid.**

Overall Approach

6.24 The protection and enhancement of biodiversity is recognised in law and in national planning policy. This policy aims to protect sites designated due to their importance for habitats and species. It also delivers measurable biodiversity net gain to improve development sites biodiversity value.

Mitigating impacts on features of high biodiversity value

- 6.25 The Conservation of Habitats and Species Regulations 2017 sets out how Local Planning Authorities (LPAs) must deal with planning applications that have potential to impact on features of high biodiversity value (Special Protection Areas, Special Areas of Conservation and Ramsar sites). The legislation says that LPAs must not grant consent for a development that, either alone or in-combination with other developments, is likely to have a significant effect, unless it has carried out an appropriate assessment and ascertained that the development will not adversely affect the integrity of the designated sites.
- 6.26 The sites with the highest levels of protection (addressed in criteria 1-3 in the policy above) within the city boundary or are likely to be affected by development in Southampton are international sites (Ramsar sites) and the sites within the national network of sites (Special Protection Areas (SPA), Special Areas of Conservation (SAC)):
- a) Solent and Southampton Water Ramsar site
 - b) Part of the Solent and Southampton Water SPA
 - c) Part of the River Itchen SAC
 - d) Part of the Solent and Dorset Coast SPA
 - e) The New Forest SAC
 - f) New Forest SPA

g) New Forest Ramsar site

6.27 Other national sites (Sites of Special Scientific Interest) are:

- a) Southampton Common
- b) Part of the Lower Test Valley
- c) Part of Lee-on-Solent to Itchen Estuary
- d) Part of the River Itchen

6.28 In addition to the site designations above, there are further local nature conservation designations; Sites of Importance for Nature Conservation (SINC), Local Nature Reserves (LNR), Priority Habitats and Species of Principal Importance.

6.29 Any unacceptable impact on local and non-designated features will take into account whether (after avoidance, mitigation and compensation) there are clear overriding benefits to the development such that it should be supported.

6.30 The Baseline Evidence Review Report was prepared as part of the Habitats Regulations Assessment of the Local Plan. This identified a range of issues with the potential for adverse impacts on European sites. These included by worsening existing pollution (atmospheric, noise, water) and by the impacts of more people (recreational disturbance and water demand) and by flood risk and coastal squeeze. There is also the potential for effects due to the location of development and the tall buildings.

6.31 Development is assessed on a site-by-site basis to determine the extent of any impact. Some of these issues are already being addressed at a strategic level with CIL contributions collected to fund mitigation for recreational disturbance along the Solent coast and in the New Forest. Mitigation solutions are also in place to achieve nitrogen neutrality to ensure no adverse effect on the internationally protected Solent habitat designations and the Council has recently approved a Nitrogen Mitigation Position Statement. The Council will continue to work in partnership to implement strategic schemes to address these issues. The final adopted plan will address all the issues identified with a potential adverse impact.

6.32 Mitigation must address the construction impacts of development in addition to the operational impacts of development. A Construction Environment Management Plan should be provided to show how the potential impacts during construction will be addressed. This will be considered by way of a planning condition.

Biodiversity Net Gain

6.33 In accordance with national guidance, planning policies and decisions should provide net gains for biodiversity. The Environment Act 2021 introduces a requirement for the biodiversity value of a development to exceed the pre-development biodiversity value by at least 10% (with some exemptions including sites within a size threshold, householder and change of use applications). This is a habitat-based approach and should be delivered on-site. Where development cannot deliver all this gain on-site, appropriate off-site land may be used to address the shortfall. The newly created or enhanced habitats must be managed, maintained and monitored for at least 30 years.

- 6.34 Policy EN2 above extends the requirement to deliver biodiversity net gains to all sites in Southampton, irrespective of their size or current value. Southampton is a constrained urban area and its built up area extends to the administrative boundary around most of the city. The requirement to increase biodiversity will introduce habitat to parts of the city which lack trees and vegetation. Over time, small areas of habitat will be joined up to deliver new links across the city.
- 6.35 Biodiversity net gain provides an opportunity to improve onsite biodiversity and help deliver improvements to the city's Green Grid, see policy EN3. Suitable qualitative improvements are currently measured using the Council's Green Space Factor (GSF). This involves an objective assessment of the quality and functionality of GI to produce a score for any site or area in the city centre. The Green Space Factor is an interim measure, to be replaced by the requirement for biodiversity net gain.
- 6.36 The provision of a green roof and green walls should be appropriately designed and integrated with development proposals. There are a range of options to deliver this including green facades. These can achieve similar benefits to green walls with climbing or trailing plants growing against a wall on a wire trellis. They are easier and cheaper to maintain than green walls and therefore more likely to survive in the long term. Large roof spaces and long wall frontages provide excellent opportunities for maximising this provision.
- 6.37 Green roofs can be provided in combination with photovoltaic panels (PVs) and will actually enhance the performance of the PVs as it ensures ambient air temperatures are maintained at appropriate levels for optimum functioning of the panels (approximately 25°C).

Key Policy Options

Key Option 1 – Biodiversity net gain

Option 1a – Require at least 10% biodiversity net gain from all development in the city with the thresholds and details of this applied with regard to the regulations and national guidance when they are published. This meets the minimum proportion set out nationally. While there will be a mandatory requirement for at least 10 percent net gain.

Option 1b – Introduce a higher percentage increase in biodiversity net gain to ensure that high levels of growth are accompanied by more and better quality green spaces and green corridors in the city. This could be a requirement on all development sites across the city or limited to sites meeting the national criteria.

Evidence

- 6.38 Existing Evidence: The Biodiversity Action Plan provides information on the protected habitats and species found in the city and actions to reduce negative impacts and take opportunities to enhance biodiversity. All Local Plans are subject to a Habitats Regulation Assessment which assesses the impact on sites designated for their nature conservation importance. The initial document, the Baseline Evidence Review was published in advance of the consultation on the Local Plan in November 2019.

- 6.39 New Evidence: The Environment Act 2021 introduced a requirement for Biodiversity Net Gain and will be supported by secondary legislation and further guidance. Local Nature Recovery Strategies have also been introduced by the Environment Act 2021 and are a mandatory system of spatial strategies for nature to identify opportunities and priorities for enhancing the natural environment.

GREEN INFRASTRUCTURE AND THE GREEN GRID

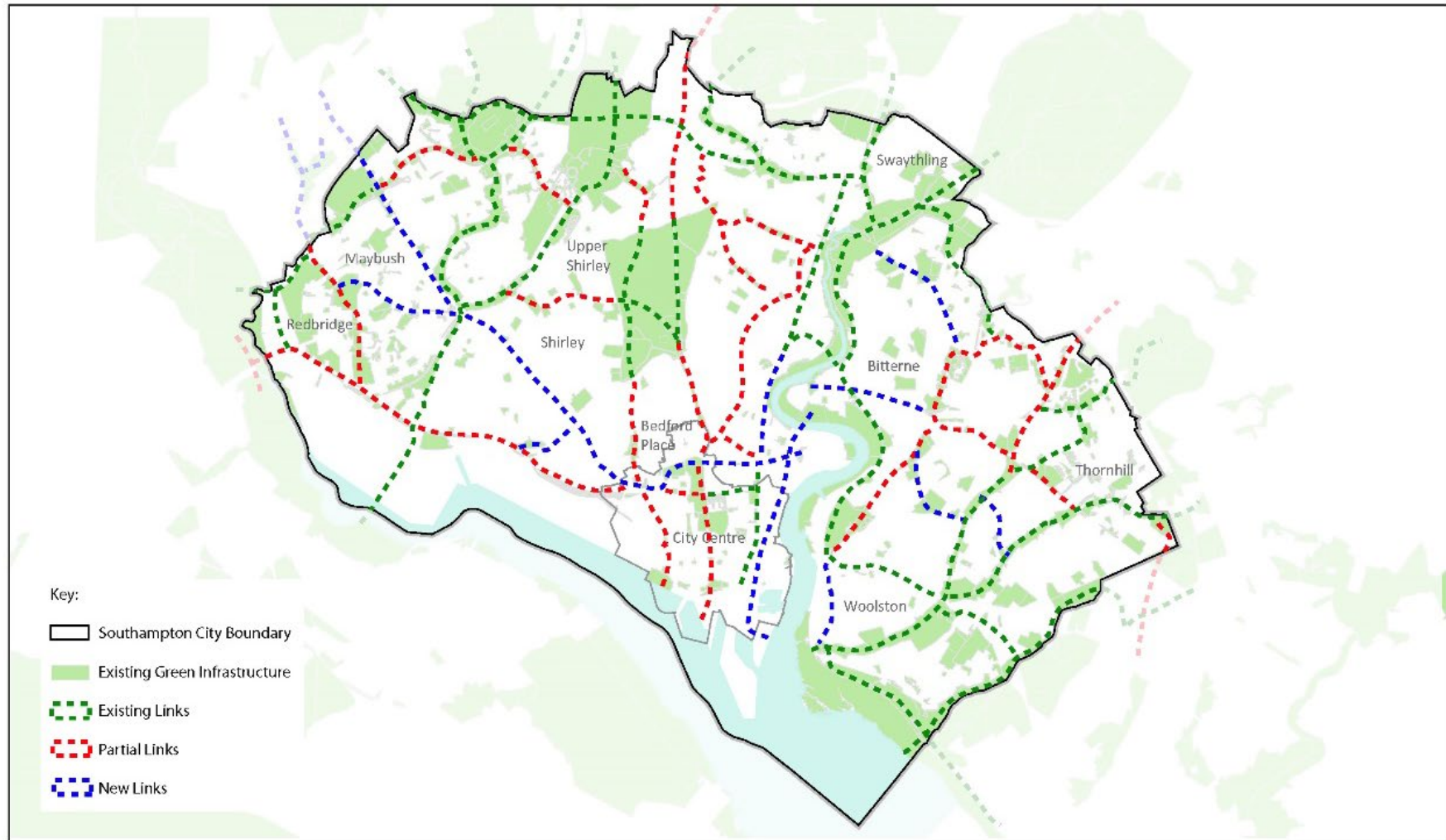
- 6.40 Southampton's designated sites and areas of open space are part of a network of green spaces which include private gardens. These range from larger areas such as Southampton Common containing a variety of habitats; the city's greenways which provide green corridors for wildlife; to smaller local green spaces. They are linked together by informal areas such as verges along transport corridors, street trees and habitats including wildflower meadows. This green infrastructure forms an ecological and recreational Green Grid for the city.
- 6.41 These spaces deliver 'multi-functional' benefits for the city's diverse population including enhancing the quality of place and design, landscape, amenity, supporting attractive routes for active travel, health and wellbeing, disease control, biodiversity and nature conservation, air quality and flood risk management, urban cooling and creating space for allotments and community food growing (also reducing 'food miles'). These benefits are also sometimes described as ecosystems services. Furthermore, many of these spaces are in areas of known or potential archaeological interest.
- 6.42 The Green Grid comprises existing green spaces and corridors and strategic links with opportunities to create a greener environment to link homes with green spaces. Together these will deliver benefits for wildlife, improve access and create a healthier, more pleasant place to live.

Policy EN3 (S) - Green Infrastructure and the Green Grid

The Council will seek to maintain and enhance the green infrastructure in the city. This will be through safeguarding the existing Green Grid (as shown on the Policies Map) and identifying measures to deliver improvements to the Green Grid having regards to the emerging Green Grid Strategy and detailed guidance. This includes the protection of open space in accordance with policy EN4.

- 1. Development will be supported where it does not lead to a deterioration of the Green Grid. Any adverse impact on the Green Grid will be avoided, mitigated or, as a last resort, if the benefits of the development clearly outweigh the adverse effects, compensated for.**
- 2. Where development lies in a gap in the Green Grid, in addition to on site biodiversity net gain requirements, it will contribute to connecting or improving the Green Grid (for example planting street trees and other vegetation).**
- 3. Improvements to the Green Grid include:**

- a. **Enhancing the following green corridors and other appropriate open spaces to maximise biodiversity and recreational value:**
 - i. **Lords Wood Greenway**
 - ii. **Lordsdale Greenway**
 - iii. **Shoreburs Greenway**
 - iv. **Westwood Nature Reserve**
 - v. **Any other opportunities identified**
- b. **Securing access to land to address gaps and link up areas within the Green Grid including:**
 - i. **Land to the south of Aldermoor Road connecting the Olive Road Recreation Ground and Lordsdale Greenway north of Aldermoor Road**
- c. **Creating circular walking routes where opportunities arise including between:**
 - i. **Lords Wood Greenway and Lordsdale Greenway**
 - ii. **Westwood Local Nature Reserve and Shoreburs Greenway**
 - iii. **Any other opportunities identified.**
- d. **Enhancing green infrastructure provision /alternative mitigation:**
 - i. **between The Inner Avenue to Queens Park via the Central Parks and Queensway along with further green infrastructure improvements in the City Centre**
 - ii. **to the north of the City through to the City Centre via Southampton Common and Rollesbrook Greenway and Rollesbrook Valley Greenway**
- e. **Delivering tree planting in new development wherever possible and protect existing trees in accordance with Policy DE1 (Placemaking and Quality of Development);**
- f. **Improving green connections and extending the Green Grid between the City and areas outside the City's boundary including:**
 - i. **The southern part of the Lords Wood Greenway to the wider Lords Wood Forest Park**
 - ii. **Woolston to the Royal Victoria Country Park**
 - iii. **Townhill Park to Itchen Valley Country Park**
- g. **Any other opportunities both within and outside the City to improve the Green Grid and deliver Suitable Alternative Natural Greenspaces (SANGs) or alternative forms of mitigation to address recreational pressures on the New Forest and Solent.**



Green Grid

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Scale: A1:5 | Date: Sept 2022



Map 4 Green Grid

Overall Approach

- 6.43 The Green Grid is Southampton's network of green and blue infrastructure and operates as an integrated environmental resource within and extending beyond the city. It will be identified on the policies map and comprises:
- i. Sites designated due to their nature conservation value;
 - ii. Other areas of habitat such as wildflower meadows;
 - iii. Open spaces and playing fields;
 - iv. Woodland;
 - v. Street trees and other trees;
 - vi. Continuous stretches of garden;
 - vii. Vegetation along transport corridors;
 - viii. Green walls and roofs; and
 - ix. Pond, streams and rivers ('blue infrastructure')
- 6.44 The Green Grid includes large individual greenspaces such as the Common and Central Parks which are accessible to the public and provide important areas for recreation. However, it also identifies green corridors. These are the green and blue (water course) habitat links between open spaces including the Greenways which follow river streams, trees and stretches of private gardens. Together they create the interconnections between open spaces both within the city and the surrounding countryside and waterfront, and also links to local neighbourhoods. They are attractive movement corridors for people and wildlife, ensuring the Green Grid operates as a whole.
- 6.45 The Green Grid identifies existing green spaces and corridors and key strategic links where green space is lacking. Policy EN3 above seeks to safeguard the existing green spaces and connections and require development to make improvements to the Green Grid in order to provide a network of wildlife corridors and stepping stones between areas of green space within the city and linking to the surrounding countryside. The benefits of this approach will extend beyond wildlife and lead to a greener environment in the city and wider health and social benefits.
- 6.46 The protection and enhancement of open space applies to the whole green grid, which operates as an integrated environmental resource:
- The green grid: this is an interconnected network which includes all open spaces and green links between open spaces, both within and beyond the city; it includes
 - Green corridors: these are the green and blue (water course) habitat links between open spaces. They create the interconnections between open spaces both within the city and the surrounding countryside and waterfront, and also links to local neighbourhoods. They are attractive movement corridors for people and wildlife, ensuring the green grid operates as a whole.
 - Greenways: these are a specific type of green corridor, which follow stream valleys.
- 6.47 The Council will support enhancements to the Green Grid within the City and ensure it links into the wider green grid in the surrounding areas outside the City and will link into the Nature Recovery Strategy when this is produced. It will bring multi-functional benefits to the City, support the wider PfSH Green Infrastructure Strategy, and help to mitigate the effects

of recreational disturbance on the internationally protected ecological sites in the New Forest and along the Solent.

- 6.48 There will be a focus on enhancements to green corridors, including the Bassett Wood, Broadlands Valley, Lords Wood, Lordsdale, Monks Brook, Rollesbrook, Shoreburs and Westwood Greenways. With enhancements, these generally have capacity for significantly greater usage as the City's population increases, thereby reducing recreational pressures on the New Forest and Solent. The specific locations identified for improvements are not exhaustive and other improvements will be supported.

Key Policy Options

Key Option 1 – Green Grid

Option 1a – protect green spaces identified within the city's Green Grid. Focus improvements and new green spaces on the Green Grid including opportunities to secure public access and improve links with green spaces outside the city

Option 1b – follow a more flexible approach to improvements of green space and creating new spaces, not specifically focused on the Green Grid

Evidence

- 6.49 New Evidence: Following public consultation in early 2022, the Council is working to map the Southampton Green Grid. This will comprise a map, Action Plan and a set of policies and guidance.

EXISTING OPEN SPACE AND GREEN INFRASTRUCTURE

- 6.50 The city's open space covers many types of provision which includes parks³⁶ several of which have attained Green Flag Award status, sports pitches, playing fields, school grounds, children's outdoor play spaces, allotments, cemeteries and churchyards, woodland and natural areas, amenity spaces, and civic spaces along with blue open spaces such as lakes, ponds and rivers. Together, these open spaces also constitute part of Southampton's Green Grid (see Policy EN3: Green Infrastructure and the Green Grid).
- 6.51 Southampton's open spaces are key to its quality of life, making the city an attractive place to live, work and visit and providing important health benefits such as improving mental wellbeing and providing opportunities for physical activity. The city's open spaces will become ever more important as the population of the city continues to increase and development of other land is required to support this. The Plan takes a strong approach to protecting and enhancing existing open spaces along with providing new open spaces (see Policy EN5: New Open Space and Green Infrastructure Provision) in order to maximise these multi-functional benefits.

³⁶ Constitutes city, neighbourhood and local parks in the hierarchy of provision.

Policy EN4 (S) – Existing Open Space

- 1. Development proposals that would affect the City’s open spaces must retain the overall quantity of open space as well as improve its quality and accessibility whilst respecting its historical context, significance and setting.**
- 2. The loss of open space will only be allowed in exceptional circumstances and in such cases replacement open space must be provided that is of at least equal quantity whilst also having greater quality and accessibility than the open space it would replace. The loss of any wider green infrastructure benefits or ecosystems services that the existing open space provided must be mitigated. The replacement open space must be located in the same local area and open to the public before any commencement of works that would result in the loss of the existing open space. [see Key Option 1]**
- 3. Exceptional circumstances will only exist where:**
 - a. The development proposal delivers a high-quality estate regeneration scheme or wider community, education or health benefits that would be in accordance with Policy IN7: Community Facilities and Uses, Policy IN9: Primary, Secondary, Further Education and Early Years Provision, or Policy IN11: Health and Wellbeing respectively. There must be a clear and demonstrable need for the development proposals and its benefits must clearly outweigh any disbenefits from the loss of the existing open space; and**
 - b. The open space lost is not of high quality / value; and**
 - c. The scale of the loss is minimised to that needed to deliver the development proposals; and**
 - d. The development proposal suitably addresses any archaeological interest at the existing open space in accordance with the approach in Policy EN7: Archaeological Heritage Assets. [Key Option 2]**
- 4. Development in areas of Local Green Space³⁷ will only be permitted that provide new or improved sports and recreation facilities or related ancillary facilities for which there is a demonstrable need.**
- 5. The council will work with neighbouring authorities to maintain and protect the integrity of the following settlement gaps:**
 - a. Southampton and Eastleigh;**
 - b. Southampton and Hedge End / West End;**
 - c. Southampton and Bursledon / Netley; and**
 - d. Southampton and Totton.**

³⁷ As defined on the policies map

Overall Approach

- 6.52 A study on open spaces³⁸ for the council identifies that the current provision of open space per head of population will decline as the city's population increases. Providing significant levels of new open space to prevent this is unlikely to be achieved due to the lack of capacity in the city's built-up nature. It is therefore important to protect and enhance the quality and accessibility of existing open spaces and maximise their multi-functional benefits. This will also help reduce demand to travel outside of the city to access the protected open spaces of the New Forest for activities such as dog walking thereby helping to alleviate some of the recreational pressures the New Forest is experiencing and the impact this has on wildlife.
- 6.53 Planning applications that would affect an open space must be accompanied by an audit that includes quality and public factor value assessments. This will inform the application's strategy for the open space that should seek to retain and improve it in the first instance. If it is identified as being necessary to reconfigure the open space then proposals must maintain the quantity, quality, usability and historical context of the open space in terms of the multi-functional benefits it provides. The reconfigured open space must also be manageable and maintainable in the long-term.
- 6.54 Proposals involving the loss of open space will need to demonstrate exceptional circumstances and will be assessed on a case-by-case basis. This should not involve the net loss of high value open spaces such as high-quality parks, the functional area of playing pitches, important habitats / natural greenspace or allotments. The Council's programme of regenerating its housing stock may provide one example of where a scheme delivers strong benefits by creating a higher quality design of place and delivering more homes but requiring a small loss of open space. The replacement open space to compensate for this loss will be in the same local area and provide at least the same quantity of open space but must also be of greater quality and accessibility than the existing open space. It is important to understand what green infrastructure benefits and wider ecosystems services the existing open space provides as these will need to be mitigated either on the wider retained area of existing open space, on the replacement open space, elsewhere in the local area or a combination of these where a single location cannot suitably re-provide all of the green infrastructure benefits of wider ecosystems services.
- 6.55 Work is currently ongoing on a Playing Pitch Strategy (PPS) which will assess the supply of existing pitches and demand for new pitches and will provide a strategy and action plan for playing pitch provision across the city³⁹. It is important that any reconfiguration or net loss fully retains the overall functional area, quantity and quality of playing pitches. Community Use Agreements (CUAs) can be used to deliver the secured use of school playing pitches for communities. The Council's preferred approach to CUAs in relation to school playing pitches is set out in Policy IN9: Primary, Secondary, Further Education and Early Years Provision. Sport England are a statutory consultee on all planning applications affecting playing field land. If playing pitches are longer in use and deemed surplus to requirements as part of the findings of the Council's future Playing Pitch Strategy, they will still be protected as open space in accordance with the policy.

³⁸ KMC Open Space Study (2015)

³⁹ Playing pitches include all pitches and courts used for football, rugby, cricket, tennis and any other sport.

- 6.56 The open and undeveloped land at Southampton City Golf Course, the Outdoor Sports Centre and surrounding amenity woodland has been designated by the Bassett Neighbourhood Plan and now this plan as Local Green Space. Development in these areas will only be permitted that provides new or improved sports and recreation facilities such as those included in the Council's Masterplan of Improvements for the Outdoor Sports Centre. Directly related ancillary facilities such as a café that would serve the users of the Outdoor Sports Centre will also be permitted. Such development should be designed and located to protect the overall special characteristics of the area and in the first instance should be directed towards previously developed land within that location where possible.
- 6.57 The purpose of the settlement gaps are to safeguard land from development which might damage its open, undeveloped, countryside nature. It is important to maintain the physical and visual separation between the City and nearby settlements to prevent coalescence and avoid urban sprawl. This is of increasing importance given the substantial development targets for the City and wider sub-region.

Key Policy Options

Key Option 1 – Allowing the loss of open space in exceptional circumstances

Option 1a – to potentially allow a loss of open space where exceptional circumstances apply and appropriate mitigation, including replacement open space, would be put in place. This would allow a degree of flexibility to allow certain types of development, such as estate regeneration or school extensions, to come forward where developing on existing open space is a necessity. However, even with replacement open space being provided the loss of existing open space would still affect those who use and benefit from it.

Option 1b – to not allow any loss of existing open space. This would protect the city's open spaces from development but would prevent those developments which would provide significant public benefits that may in exceptional circumstances need to build on part of an area of existing open space.

Key Option 2 – Approach to development that would result in a loss of open space (if allowing the loss of open space in exceptional circumstances is supported under Key Option 1)

Option 2a – assessing developments that propose a loss of open space against the criteria for exceptional circumstances set out in Policy EN4. This sets out clear criteria as to what constitutes exceptional circumstances for potentially allowing a loss of open space but cannot cover every eventuality for when a potential development will have benefits that would outweigh the loss of an area of open space.

Option 2b – assessing development that proposes a loss of open space against a more flexible set of exceptional circumstances than those set out in Policy EN4. This could result in a greater number of benefits being delivered from development that could be allowed on open space but could also result in greater losses of the amount of open space and the negative impacts this could cause.

Option 2c – assessing development that proposes a loss of open space against a less flexible set of exceptional circumstances than those set out in Policy EN4. This would protect existing open spaces to a greater extent by only allowing their loss in the most exceptional of circumstances, but this would be less advantageous in providing the flexibility to deliver other public benefits.

NEW OPEN SPACE AND GREEN INFRASTRUCTURE PROVISION

6.58 New development will steadily increase the net population of the city. It is important that new development creates new public open space, enhances the capacity and quality of existing open space, and contributes to the greening of the city, to cater for these additional needs. This will reduce pressures on existing open spaces, contribute to good design and placemaking, and deliver the multi-functional benefits of open space for residents, workers and visitors.

Policy EN5 (S) - New Open Space and Green Infrastructure Provision

The Council will increase the quantity and improve the quality and accessibility of the City's diverse open spaces, linking to wider improvements beyond the City in neighbouring authorities. New and enhanced open spaces will be designed to maximise their multi-functional and green and blue infrastructure benefits.

New Additional Public Open Space at Existing Sites

- 1. Development proposals that would increase the provision of publicly accessible open space at the following sites will be supported:**
 - a. Land adjacent to Chessel Bay**
 - b. Land adjacent to Eastpoint**
 - c. Land at Botley Road**
 - d. Land adjacent Aldermoor Road**
 - e. Land adjacent to Shoreburs Greenway**
 - f. Marlhill Copse**
 - g. Netley Common**
 - h. Land within Westwood adjacent to waste transfer station site**
 - i. Any other opportunities as identified for providing new public open space**
- 2. Development proposals that provide cemetery extensions at the following cemeteries will be supported:**

- a. South Stoneham
- b. St Mary Extra, Sholing

New Open Space in Development

3. The creation of new public open space will be required as part of major development proposals on the following sites:

- a. **Mayflower Quarter**
 - i. South and north of Central Station
 - ii. Western Gateway
 - iii. Mayflower Park
 - iv. Harbour Parade
- b. **Heart of the city**
 - i. Bargate
 - ii. Albion Place and Castle Way car parks
- c. **Itchen Riverside Area**
 - i. Chapel Riverside⁴⁰
 - ii. Meridian site
 - iii. Gasholder site / Rochester Road Industrial Estate
 - iv. Waterside adjacent to St Mary's Stadium
- d. Ocean Village

4. New residential development must meet the following standards for the provision of new open space.⁴¹

- a. 50 or more dwellings

Development proposals for 50 or more dwellings, or beds spaces within residential institutions, will provide public open space on-site as an integral part of the overall design and landscaping of the development. This will be of an appropriate type, form, character and size to allow for

⁴⁰ In addition to waterfront walkways

⁴¹ Residential development broadly covers uses under Use Classes C2 and C3. For the purposes of the policy, bed spaces in residential institutions are counted as the equivalent of 1 dwelling. Each student bed space is counted as 0.2 dwellings meaning that 250 bed spaces must be provided for criterion 4 to apply.

meaningful and safe use, management and maintenance with these details to be set out at the planning application stage.

i. The following minimum quantity standards apply:

- **0.38 hectares per 1,000 of the population in the City, Town, District and Local Centres⁴²**
- **1.66 hectares per 1,000 of the population in all other areas of the city⁴³.**

ii. In addition, developments of 100 or more dwellings will provide:

- **0.04 hectares will be for a children's play area; and**
- **0.05 hectares will be for allotments (outside of the City, Town, District and Local Centres)**

Developments of less than 100 dwellings are also encouraged to provide appropriate children's play areas as part of the overall quantity standard in criterion 4.a.i.

Where it is clearly demonstrated that the on-site provision required by criteria 4.a.i and 4.b.i is not fully achievable or appropriate, a developer contribution will be required to enhance local public open space within proximity to the site.

b. All residential development

i. Where on-site public open space is proposed and is:

- **Under 0.25 hectares it must be maintained for the lifetime of the development with the arrangements to be set out in a Section 106 Agreement.**
- **0.25 hectares and above or incorporates a children's play area, the Council may look for it to be transferred to the Council's ownership with a contribution paid for ongoing maintenance and management. If the Council decides not to seek the transfer of the open space then it must be maintained for the lifetime of the development with the arrangements to be set out in a Section 106 Agreement.**

Overall Approach

6.59 All new open spaces will be designed to maximise their multi-functional value, climate change mitigation and green infrastructure benefits. In an urban environment like Southampton's, it is particularly important to provide open space with trees, landscaping,

⁴² The provision of green roof space in the city centre will be required in addition to the set quantity standard of 0.38 ha per 1,000 of the population. The provision of green roof space in town, district and local centres will count towards the set quantity standard of 0.38 ha per 1,000 of the population.

⁴³ The provision of green roof space in all other areas of the city will count towards the quantity standard of 1.66 ha per 1,000 of the population.

biodiversity value, flood management capacity and food growing opportunities wherever possible to maximise these benefits. This will take account of the design context and any site constraints although the emphasis will be on providing new open space both within new development and where opportunities arise such as through extensions to existing open space.

- 6.60 Major new developments in the City Centre will provide, integral to their wider design, spaces of a size and quality to create new civic squares. These shall incorporate green infrastructure and measures to mitigate the impacts of climate change including avoiding the use of impermeable surfacing.
- 6.61 Cemeteries are an important part of the City's network of open space providing a restful place for the deceased and a space of reflection for family and friends. The Council manages five cemeteries throughout the City (Hollybrook, Millbrook, South Stoneham, Southampton Old, and St Mary Extra) offering sections of ground to cater to the City's diverse population and their different religious denominations. As the population of the city increases, the Council will look to ensure there remains sufficient space available for those who choose to be laid to rest in Southampton. Southampton Old Cemetery is now closed to new full burials having reached capacity but there remain spaces available in the other four cemeteries. This includes an area which has been opened at Hollybrook Cemetery with capacity for approximately 2,000-3,000 grave spaces.
- 6.62 St Mary Extra Cemetery is owned by the Council with part of the site being temporarily used for a children's play area. Once there becomes a need for additional grave space at St Mary Extra, these temporary uses will cease in favour of the cemetery use. Similarly, there is an area of allotments adjacent to South Stoneham Cemetery that is owned by the Council and if needed this space could be used for additional cemetery provision. On the basis of current death rates and cemetery user needs it is anticipated that existing capacity in the City's cemeteries along with the proposed extensions at South Stoneham and St Mary Extra will provide sufficient cemetery space during the Plan period. Therefore, demand for a new cemetery is not anticipated although this situation will be monitored, and any proposal will be considered on its merits.
- 6.63 The open space quantity standards are based on that needed for a development accommodating 1,000 people. The requirement for on-site open space applies to development proposals for 50 or more dwellings. This is a reasonable scale of development for requesting onsite open space as a usable level of open space can be provided on development sites of this scale.
- 6.64 Children's play space that is provided as part of open space requirements must be able to cater for a range of users from toddlers to teenagers and be fit for purpose.
- 6.65 All public open spaces need to be usable for their intended purpose and safely accessible. Open spaces of 0.25 hectares or greater must be built to meet design and health and safety criteria which will be agreed with the Council at the design stage of a proposal.
- 6.66 Where it is demonstrated that the open space quantity standards cannot be fully met on-site, as much of the standards as possible will be provided on-site and the developer will

provide for enhancements to the quality and accessibility of local off-site open space within walking distance of the site. The scale of off-site enhancements that are required will increase as the size of the on-site open space that can be delivered decreases. Off-site enhancements will be based on financial contributions that will be secured via a Section 106 Agreement. They will be in addition to CIL payments for City-wide enhancements, as they are designed to compensate for a lack of on-site provision and are directly related to the development.

Key Policy Options

Key Option 1 – Open space standards for residential development

Option 1a – adopt the open space standards set out in Policy EN5. This will ensure that sufficient open space is provided in new developments but is subject to review to ensure it is viable.

Option 1b – adopt a higher set of open space standards than that set out in Policy EN5. This will provide more open space for the city but will prevent the land from being used for alternative uses that may help achieve the other aims of this Plan.

Option 1c – adopt a lower set open space standards than that set out in Policy EN5. This will allow for more flexibility in how development sites are used but may not provide enough open space for new residents putting increased recreational pressure on public open spaces.

HISTORIC ENVIRONMENT

- 6.67 Southampton is a major maritime city located in an area that has been inhabited since the earliest prehistoric times through to the present day. The city contains a wealth of heritage assets of national and local significance. They include buried archaeological remains, standing structures and buildings, historic areas and landscapes, and hedgerows. Of particular note are the medieval remains within the Old Town such as the Bargate and town walls. Also of interest are the historic villages around which the suburbs of the modern city developed, and the surviving layout of historic streets and roads across the city.
- 6.68 The importance of heritage assets and how they positively contribute to the nation's past is recognised in legislation in the *Planning (Listed Building & Conservation Areas) Act 1990* and the *Ancient Monuments and Archaeological Areas Act 1979*.
- 6.69 Section 16 of the National Planning Policy Framework (July 2021) also affords great weight to the protection of the historic environment and states that individual assets of the historic environment which display a degree of significance because of their heritage interest merit consideration in planning decisions.
- 6.70 It goes on to say that when considering the impact of a proposed development on the significance of a heritage asset, great weight should be given to the asset's conservation, the more important the asset, the greater that weight should be. It also notes that heritage

assets are irreplaceable, and any harm or loss should require clear and convincing justification.

- 6.71 The council is therefore committed to preserving and enhancing the city's heritage assets and their settings, and historic landscapes and street patterns, recognising that the historic environment makes a significant contribution to a sense of place, helping to make Southampton a desirable place to live, visit and work. A commitment to the historic environment of the city represents investment in a sustainable future.
- 6.72 The council has been successful in preserving some of the city's most important historic assets (buildings, structures, landscapes, and archaeological remains) and keeping them in active use for future generations to enjoy. The council will continue this approach to ensure appropriate protection mechanisms are embodied in policy to protect the significance of the city's diverse range of heritage assets and their settings, and ensure they are protected from unnecessary harm. This does not mean all assets must be preserved at all costs, but where change is proposed it must be managed sensitively or in a sustainable manner. For the purposes of this Local Plan, the city's heritage assets can be grouped into the following areas:

Built Heritage Assets

1. Designated Heritage Assets: Listed Buildings, Registered Parks & Gardens and Conservation Areas.
2. Non-designated Heritage Assets: Locally Listed Buildings, Hampshire Registered Parks & Gardens, or those buildings, structures, gardens, monuments, memorials, or plaques deemed of heritage interest by the Local Planning Authority.

Archaeological Heritage Assets

3. Archaeological designated heritage assets: Scheduled Monuments.
4. Archaeological non-designated heritage assets: areas, sites, structures and buildings of known or potential archaeological interest, both within and outside nominated Local Areas of Archaeological Potential.

Policy EN6 (S) - Built Heritage Assets

1. Listed buildings

- a. **Listed buildings are rare examples of their type and display a special architectural or historical interest that is recognised as being of national or international significance.**

Development that would:

- i. **affect listed buildings shall demonstrate how the proposals have avoided causing harm to these heritage assets. If some harm is unavoidable due to the constraints of the asset affected, it shall then be demonstrated how the development has ensured it has paid**

special regard to the desirability of preserving the listed building or its setting, or any features of special architectural or historic interest that it possesses

- ii. lead to substantial harm to the significance of a listed building from its alteration, or from development within its setting, will not be permitted
- iii. lead to less than substantial harm to the significance of a listed building from its alteration or from development within its setting, will not be permitted unless clear and convincing evidence is provided to demonstrate how this level of harm however minor, would be outweighed against the public benefits of the proposal
- iv. lead to improvements that would better reveal or enliven the significance of a listed building, or its setting would be supported

2. Registered Parks & Gardens

- a. Southampton`s Registered Parks & Gardens are of national significance and were designed landscapes built to respond to the rapid growth of the city in the C19 and early C20. Development that would:
 - i. affect a Registered Park & Garden would need to demonstrate how the proposals have avoided causing harm to its landscape character or historic layout. If some harm is unavoidable due to the constraints of the asset affected, it shall then be demonstrated how the development has ensured it has paid special regard to the desirability of preserving its landscape character, or any features of special architectural or historic interest that it possesses
 - ii. affect the setting of a Registered Park & Garden would need to demonstrate how the impact on the affected boundary has been minimised. If any sensitive views through the park as defined in the Tall Building Study would be affected, then it would need to be demonstrated how the impact would be mitigated to ensure that the surroundings, and appreciation of the park would be sustained.
 - iii. seek to enhance a Registered Park & Garden in accordance with the aims and objectives of the Central Parks Management Plan, or Open Space and Green corridor policies would be supported

3. Conservation Areas

- a. The Council`s Conservation Areas play a particularly important role in protecting the built heritage across the city. Development affecting conservation areas must ensure it would preserve or enhance their special character or appearance, as well as its setting.
 - i. Development that would have a positive or neutral impact on the character or appearance of the conservation area will be permitted.

- ii. **Development that would have a negative impact and would fail to preserve, the character or appearance of the conservation area will not be permitted.**
- iii. **Applications for outline permission affecting conservation areas would not be permitted.**

4. Non-Designated Heritage Assets

- a. **Non-designated heritage assets include buildings or structures that have been identified (either via the Local List or are revealed as part of planning application) as having a degree of heritage interest that helps to re-enforce a sense of local distinctiveness in the areas and the communities in which they sit. These assets merit consideration in planning decisions and where a balanced judgement will be required having due regard to the scale of any harm or loss, and to the significance of the heritage asset affected.**
- b. **If the total loss of such an asset is unable to be resisted because of a lack of statutory protection, then adequate provision must be made to secure the recording of the building, or its affected parts.**

Overall Approach

Designated Heritage Assets

Listed buildings

- 6.73 There are over 450 listed buildings in Southampton where the preservation of their original fabric, and/or their historic character, would be paramount. This would include any curtilage structures within the property boundary, as well as their wider context and setting. It may also include specific views to landmark buildings, particularly those identified as sensitive view corridors as defined in the council's Tall Building Study.
- 6.74 The best use for a listed building is that for which it was originally designed although some alternative and viable new uses will be permitted if it can be sufficiently demonstrated that the use would be compatible with the building's historic character. Any identified harm to a listed building resulting from development, no matter how minimal, would require sufficient public benefits to outweigh the identified level of harm.

Registered Parks & Gardens

- 6.75 The council will continue to protect the city's Registered Historic Parks and Gardens of national importance. These include Central Parks which is made up of West Park, East Park, Palmerston Park, Houndwell, and Hoglands, which were all laid out in the mid-C19 and whose original layout remains relatively intact. They also include The Old Cemetery which was separated from the common in the 1840's and is one of the earliest municipal cemeteries in England, and Townhill Park which is a landscape garden with informal woodland and an arboretum, laid out between 1910 and 1912 by Leonard Rome Guthrie with the planting scheme being designed by Gertrude Jekyll.

- 6.76 Development will not be permitted in the parks which would detract from the character or historic value of these parks. This includes development both within and outside a park which would affect its setting. Development within the Central Parks would have to adhere to the *Central Parks Management Plan* and will require the approval of the Secretary of State under Section 194 of the Law and Property Act 1925.

Conservation areas

- 6.77 There are currently 20 designated Conservation Areas covering the historic streets of the city centre, as well as some of the outer suburbs which rapidly developed following the growth of the maritime and railway companies serving the port in the C19. They also cover four conservation areas in Highfield where residential developments followed a more enlightened attitude to architecture and landscape in response to the Garden City Movement of the early-to-mid C20.
- 6.78 To help manage change affecting these heritage assets, the special character of each of these areas have been identified in their own Conservation Area Appraisal & Management Plan. Some of the conservation areas have also been afforded protection of an Article 4 Direction which restricts certain forms of permitted development. These documents/directions shall continue to help inform planning decisions where development is proposed within, affecting the setting of, a conservation area. Development will be judged against the factors such as townscape, scale, form, and traditional materials of the area and where proposals would need to ensure that their character or appearance would be preserved or enhanced.
- 6.79 Where the quality of some past developments are viewed as having a detrimental impact on their character, their removal may provide the opportunity for sensitive redevelopment. The merits of such schemes would have to be assessed accordingly.
- 6.80 The Conservation Area & Management Plans and Article 4 Directions shall require periodic review (potentially every 5 years or so) to address changes to planning policy and in accordance with Historic England's conservation area advice and best practice guidelines. Producing an appraisal covering all the city centre conservation areas should also be considered within the life of the Local Plan.

Non-designated heritage assets

- 6.81 Southampton contains a fascinating mix of buildings, parks and gardens, memorials, plaques, and other public buildings that do not benefit from any statutory protection, but which have been identified as positively contributing to the areas and the communities in which they sit. These assets help reinforce an area's sense of local distinctiveness and whose heritage interest is a material consideration in the planning process.
- 6.82 Some of these assets are recognised on the city's *List of Locally Important Buildings of Architectural or Historic Interest* (the Local List), whereas others can come to light and/or are identified through the planning process.

- 6.83 The council will seek to retain and/or sensitively adapt the external character and/or setting of these non-designated heritage assets appropriate to their level of significance. The council will continue to seek nominations to add buildings to the Local List, when and where appropriate.
- 6.84 Within the life of the Local Plan, the council may also seek to encourage the protection of non-designated heritage assets (and/or those on the Local List) with the introduction of Article 4 Directions to restrict certain permitted development, such as demolition.

Key Policy Options

Key Option 1 – Improve the evidence base

Option 1a - consider preparing a heritage topic paper to support the plan, summarising all relevant evidence on the historic environment.

Option 1b – consider preparing a ‘heritage at risk’ strategy which focuses upon improving the quality of the built heritage asset at risk, or those on the national ‘Heritage at Risk’ register, including the Old Town North Conservation Area itself.

Key Option 2 – Improve existing guidance or consider additional planning controls

Option 2a - consider revising/amalgamating the Appraisal & Management Plans for the three Old Town Conservation Areas to create a consistent plan-led approach throughout the city centre.

Option 2b – consider the merit of attaching more planning controls to our conservation areas or non-designated heritage assets, such as Article 4 Directions, to restrict the alteration of, or the complete demolition of, non-statutory protected historic buildings.

Further Considerations

Heritage Statements

- 6.85 The NPPF states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance.
- 6.86 Development affecting heritage assets would need to submit a Heritage Statement to demonstrate that the significance of the heritage asset and its setting is understood and should contain an analysis of any harm to the asset(s) balanced against any benefits that may arise from the development, and propose measures to mitigate the harm identified.

Heritage At Risk

- 6.87 The council will continue to monitor and work with proactively with owners of the heritage assets deemed at risk from disrepair or neglect. Where there is evidence of deliberate neglect, the council will use its legal powers under Sections 48, 54, and 55 of the Planning (Listed Building and Conservation Areas) Act 1990.

Adaptive Reuse

- 6.88 In response to the government's climate emergency, the adaptive reuse of the city's neglected or unused heritage assets must play part in decarbonising the planet. This may require a more flexible approach to be considered in the range of uses that could be permitted and should employ appropriate retrofitting measures where practical to meet the council's aspirations in regard to creating a greener and carbon neutral city.

Existing Evidence

- Chapter 16 of the NPPF (July 2021) (see introduction section above)
- Historic Environment Record: <https://www.southampton.gov.uk/planning/heritage/>
- Listed Buildings: <https://www.southampton.gov.uk/planning/heritage/buildings-monuments-parks/listed-buildings/>
- Locally Listed Buildings: <https://www.southampton.gov.uk/planning/heritage/buildings-monuments-parks/the-local-list/>
- Historic Parks and Gardens: <https://www.southampton.gov.uk/planning/heritage/buildings-monuments-parks/historic-parks-gardens/>
- Conservation Areas: <https://www.southampton.gov.uk/planning/heritage/conservation-areas/>
- Old Town Development Strategy
- City Centre Characterisation Appraisal

ARCHAEOLOGICAL HERITAGE ASSETS

- 6.89 A heritage asset has archaeological interest if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point, as defined in the NPPF glossary. Heritage assets of archaeological interest, or archaeological remains, include both designated and non-designated heritage assets, and buried and above ground heritage assets.
- 6.90 The city contains a wealth of archaeological remains reflecting important changes in the development of the locality, the region and the nation. These range in date from the earliest prehistoric times to the 20th century. They include the remains of the Roman town at Bitterne Manor, the Middle Saxon and Late Saxon towns, and the medieval town, all of which are nationally significant. As well as below ground remains, they include historic structures, whether or not they are scheduled or listed, for instance industrial buildings. Sites and artefacts are located not only on dry land but also underwater and in the intertidal zone. All are a finite and non-renewable resource requiring careful management. This complex picture is constantly being amended and elaborated as a result of archaeological

investigation. For instance, extensive evidence of Bronze Age, Iron Age and Roman settlement has been found in recent decades, including in the city centre.

- 6.91 Fifteen Local Areas of Archaeological Potential (LAAPs) are defined and named within the current Local Plan and Core Strategy. A new set of 20 amended LAAPs will come into force when the new Local Plan / City Vision is adopted. The nominated LAAPs are broadly defined areas of known archaeological potential with varying levels of significance. They provide a general guide to archaeological potential based on current evidence, and are not in themselves heritage assets. The LAAPs mainly function as alert areas within the planning system. However, anywhere within the city boundary may have archaeological potential about which little is known at present, or include specific, small sites such as (for instance) industrial works, farms and country houses, and attention may be paid to developments occurring outside the nominated LAAPs.
- 6.92 In the city centre, historic structures and underground vaults survive as does much of the historic street pattern and plot layout. The medieval town walls are of special importance, particularly on the northern and western sides of the Old Town, where they remain substantially intact, defining the boundary of the old waterfront, and providing a heritage asset to be protected at all costs. The Old Town Development Strategy was adopted in 2004 as a supplementary planning guidance to the then local plan and is considered to be relevant, necessary and in accordance with the policies in this Plan [or this policy EN7]. The SPG includes “principles” covering historic street patterns, reinstatement of historic lanes and alleys, plot form and character, reinterpretation of the line of demolished parts of the town walls, and development close to the existing town walls. (Some of these principles have been added to the policies below.)
- 6.93 The Eastern Docks and Town Quay areas contain a number of relics of industrial archaeological significance, which provide important evidence relating to the evolution of the port. The potential exists for retention, refurbishment and display of such features, either in situ or elsewhere as part of the city council’s collection of historic artefacts.
- 6.94 Beyond the city centre, several historic villages are at the core of the modern city suburbs, and many historic roads and lanes survive.
- 6.95 Some geological deposits in Southampton have archaeological potential. Palaeolithic hand axes have been found in the Pleistocene gravel river terraces across the city. Deep and extensive peat deposits are present in the Itchen and Test valleys, particularly below estuarine alluvium, and land reclamation. Most peat deposits date to the Mesolithic period and contain important evidence of past environments. The buried peat can become degraded through inappropriate development, with consequent loss of evidence and release of stored carbon.

Policy EN7 (S) - Archaeological Heritage Assets

Archaeological designated heritage assets: Scheduled Monuments

- 1. Any harm or loss to the significance of a scheduled monument (from its alteration or from development within its setting), should be avoided, or will require clear and convincing justification. Substantial harm or loss of scheduled monuments will be wholly exceptional.**

Great weight should be given to their conservation.

Archaeological non-designated heritage assets of national significance

2. The above policy for scheduled monuments also applies to non-scheduled but nationally significant archaeological remains (that is, “non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments” in the NPPF). This applies to remains of the Ronan town at Bitterne Manor, the Saxon towns and the medieval town.

Archaeological non-designated heritage assets of regional or local significance

3. For archaeological remains of less than national significance, the effect of an application on the significance of those remains should be taken into account in determining the application. In weighing applications that directly or indirectly affect such remains, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the remains.

All archaeological heritage assets/archaeological remains

4. For all archaeological heritage assets/archaeological remains, development will be supported provided that:
 - a. Proper consideration has been given to the preservation in situ of nationally significant archaeological remains; or
 - b. Where significant archaeological remains may exist the impact of development upon the archaeological resource has been examined and evaluated (by desk based assessment and/or field evaluation, as appropriate); or
 - c. Adequate provision has been made for the identification, investigation, recording and publication of the archaeological resource; or
 - d. Adequate provision has been made for the preservation of remains of archaeological interest; or
 - e. A combination of the above clauses is effected as appropriate (whichever response is most appropriate to the perceived significance of the archaeological resource, and the perceived nature of the threat).

Permission will be refused where insufficient detail is provided to enable a full assessment of the proposal to be made.

Town Walls

5. For development proposals adjacent to or likely to affect the setting of the Town Walls (including the Bargate, gateways and towers):
 - a. Applications must be accompanied by a Heritage Statement that clearly assesses the impact of the proposal on the Town Walls and their setting, including models/visualisations. (This policy applies to all scheduled monuments.)
 - b. No new, long-lived development (e.g. construction of new buildings) will take place within four metres of any part of the existing original Town Walls.
 - c. Buffer or exclusion zones for intermittent and/or short-lived uses adjacent to the Town Walls will be defined on a case-by-case basis.
 - d. Development should open up access to both sides of the Town Walls, introducing attractive pedestrian routes, and uses with active frontages.(v)
 - e. Views of the Bargate and Town Walls will be protected and enhanced, particularly the views along the main streets of the medieval town (Above Bar Street and High Street).
 - f. The Town Walls, not the new development, should dominate the townscape.
 - g. Developments adjacent or near to extant sections of the Town Walls should make a payment towards their upkeep.

Street and Spaces

6. Where possible and appropriate, proposals must:
 - a. reinstate/reinterpret the line of the demolished parts of the medieval town walls where no longer visible above ground, using public art and other means.
 - b. respect and reflect the underlying archaeology of the area, thereby enhancing or better revealing the significance of the site and/or its setting.
 - c. respect and, if necessary, reinstate the historic pattern of streets and alleys, plot layouts and building frontages.

Historic Environment Record

7. The council will maintain the Southampton Historic Environment Record (HER) as an up-to-date record of known and potential heritage assets in the city, and as the main evidence base for planning policy and decision-making affecting the historic environment.
8. Copies of all heritage statements and archaeological desk-based assessments, and of reports on the recording of archaeological and built heritage assets (whether carried out pre- or post-

determination) must be deposited with the Southampton HER. All recording archives must be deposited with the Southampton Museum Service.

Links to SCC Website

- Historic Environment Record: <https://www.southampton.gov.uk/planning/heritage/>
- Local Areas of Archaeological Potential (current):
<https://www.southampton.gov.uk/planning/heritage/archaeology-planning>
- Scheduled Monuments:
<https://www.southampton.gov.uk/planning/heritage/buildings-monuments-parks/scheduled-monuments/>
- Old Town Development Strategy
- City Centre Characterisation Appraisal
- Conservation Management Plans (council-owned monuments)

Overall Approach

Archaeological designated heritage assets: Scheduled Monuments

- 6.96 Scheduled monuments are designated heritage assets of the highest significance. They are legally protected under the Ancient Monuments and Archaeological Areas Act 1979. Under the Act, the site of a scheduled monument includes not only the land in or on which it is situated but also any land comprising or adjoining it which is essential for the monument's support and preservation. Ultimately it is for Historic England to define the extent of a scheduled monument and any buffer or exclusion zone (see below).
- 6.97 Under the Act, it is an offence to damage or cause damage to a scheduled monument. Scheduled Monument Consent (SMC) is required from the Secretary of State (via Historic England) for any work which may affect a scheduled monument. SMC may be required regardless of any planning consent. SMC is usually needed for any works within two metres of the monument at ground level, and may be needed in other circumstances. When granting SMC, Historic England may include conditions for recording etc. - Separate recording requirements may also apply for adjacent archaeological non-designated heritage assets (see below), and such remains are likely to be of equivalent significance to the scheduled monument itself.
- 6.98 Scheduled monuments are also covered by policies within the NPPF. Any harm or loss to the significance of a scheduled monument (from its alteration or from development within its setting), should be avoided, or will require clear and convincing justification. Substantial harm or loss of scheduled monuments will be wholly exceptional.
- 6.99 The setting of a scheduled monument, as defined in the NPPF, refers to the surroundings in which the monument is experienced. The 1979 Act does not cover setting as such. The setting depends on the size and distance to the monument, and may include views of and from the monument, for instance of the Bargate from Above Bar Street and High Street (as defined in the City Centre Characterisation Appraisal).

- 6.100 Buffer zones and/or exclusion zones may be defined around (and above) scheduled monuments, where restrictions apply on groundworks, land use, etc. Buffer and exclusion zones are mainly defined for the protection of the monument under the 1979 Act. They may also include an element for setting, although setting is likely to extend over a much wider area. A buffer zone of at least two metres normally applies, with an exclusion zone of up to six metres around the Bargate. A four-metre exclusion zone applies for new, long-lived developments (e.g. construction of new buildings) adjacent to the Town Walls (derived from Old Town Development Strategy). Intermittent, occasional and/or short-lived developments (e.g. markets, ice rinks) will be judged on a case-by-case basis. Developer contributions will also be required such as through a Section 106 agreement for the upkeep of the Town Walls where development is proposed adjacent to or near extant sections.
- 6.101 The city council owns most of the city's scheduled monuments and is responsible for their upkeep and maintenance. Council-owned monuments are covered by Conservation Management Plans which contain policies on maintenance, signage and interpretation, along with much useful historical background, Statements of Significance and brief descriptions of setting.

Archaeological non-designated heritage assets of national significance

- 6.102 Nationally significant but non-designated archaeological remains*⁴⁴ (such as well preserved, non-scheduled remains of the Roman town, the Saxon towns and the medieval town) are subject to the same policies as designated heritage assets of the highest significance. Any harm to or loss of the significance of such remains (from alteration, destruction or development within their setting) should require clear and convincing justification. Substantial harm or loss should be wholly exceptional.

Archaeological heritage assets (all)

- 6.103 Informed and reasonable planning decisions are most easily made where there has been an early consideration of the likely impact of a development on the archaeological resource.

Heritage Statements / Desk-Based Assessments.

- 6.104 For proposed development sites that include, or potentially include, archaeological remains (heritage assets with archaeological interest), developers must submit a heritage statement. The scope and degree of detail needed for the Heritage Statement will vary depending on the proposal. The heritage statement may need to include an archaeological desk-based assessment (DBA) of existing archaeological information, compiled by a qualified archaeologist, and using data from the Southampton HER and other sources. DBAs will usually be needed for all major developments in the named Local Areas of Archaeological Potential and for larger developments (over 0.25 hectares) in the rest of the city, and otherwise on a case-by-case basis. The applicant will be advised of this during pre-application discussions. Planning applications that do not include a heritage statement and/or an archaeological DBA may be refused on the grounds of insufficient information.

⁴⁴ That is, "non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments" in the NPPF

The DBA should include information directly relevant to the site itself, such as past archaeological investigations on the site, past development impacts and the form of existing foundations and basements. Archaeological remains can survive even if a site has been redeveloped several times, although the significance of the remains will have been impacted to an unknown extent. For city centre sites in particular, the DBA should focus on archaeological and historical information for the area immediate around the site. The DBA should also assess the potential ground impacts of the proposed development (including below-ground demolition, level reductions, piling, foundations, drainage and services, SUDs/attenuation tanks) and impacts on the setting of archaeological remains.

Field evaluations

- 6.105 For proposed development sites that include, or potentially include, archaeological remains (heritage assets with archaeological interest), developers may need to commission an archaeological field evaluation. Ideally this should take place prior to determination of the planning application. However, where meaningful pre-determination evaluation is not possible due to standing / still occupied buildings and live services, post-consent evaluation may need to be secured by conditions attached to the planning consent (in addition to conditions to secure potential archaeological mitigation, etc). In either case, sufficient time must be allowed before the start of below-ground enabling works (including demolition) or development groundworks, for the evaluation trenching, initial assessment of the results, and the securing of any contingency arrangements to deal with significant discoveries (for instance, preservation in situ requiring changes to foundation designs, etc, or full archaeological excavation). Developers need to be aware of these issues in advance, hence the importance of full pre-application discussions.

Preservation in situ

- 6.106 Preservation in situ of archaeological remains, particularly of nationally significant archaeological remains, is an initial presumption, including protection from the cumulative impact of multiple small developments. However, this has to be assessed on the individual merits of each case. The significance of any archaeological remains, and their remaining in situ, would need to be weighed against all other material considerations, including the need for development. Where nationally significant archaeological remains survive, new basements and semi-basements should be avoided, and foundations, piling layouts and services designed to cause minimal disturbance. For instance, the use of raft foundations for small domestic extensions at Bitterne Manor could perhaps reduce the impact on Roman remains there. On some sites, proposed ground impacts may need to be agreed in detail before planning consent is granted, and if not possible, then secured by condition attached to the planning consent (known as an archaeological damage assessment condition).

Preservation by record

- 6.107 Recording of designated or non-designated heritage assets (including heritage assets of archaeological interest) will be required where a consented development will result in the loss (wholly or in part) of those assets. The level of recording will be proportionate to the importance of the heritage asset and the impact of the development. Recording may include one or more of the following as appropriate: archaeological excavation, watching

brief, deposit/borehole monitoring, building recording or other types of investigation. However, the ability to record should not be a factor in deciding whether such loss should be permitted (i.e., recording is a last resort, if preservation in situ is not possible).

Archaeological conditions

6.108 Recording/investigations will be secured by conditions attached to the planning consent. Conditions will require the submission of written schemes of investigation (WSIs) for each stage of the investigation, to include details of the site work, subsequent analysis and research, reporting, publication (if applicable) and archiving. WSIs will need to be prepared by a qualified archaeologist (or historic buildings expert if appropriate) employed/commissioned by the developer and approved by the city council's planning archaeologist. The WSI may need to include HER data where there is no DBA for the site. The results of the / Reports and archives will also be made available on the national OASIS / Archaeology Data Service system. The above requirements will apply to all investigations/recording, whether carried out pre- or post-determination.

Discharge of Conditions

- 6.109 Archaeological pre-commencement conditions must be formally discharged before any enabling, demolition or construction works can commence on site, as appropriate.
- 6.110 Archaeological performance conditions must be formally discharged at the appropriate time and should not be discharged until the full work programme outlined in the approved WSI is completed (including reporting and deposition of the archive with the council's museum service). On larger projects, this can be some years after the development is completed.
- 6.111 [See Town and Country Planning (Development Management Procedure) (England) Order 2015 (Schedule 6 – Deemed Discharge: Exemptions):
<http://www.legislation.gov.uk/uksi/2015/595/schedule/6/made.>]

Public Engagement/Outreach and Archaeological Investigations

6.112 Developers should make provision for public access to archaeological investigations and for publicity in the local media, where appropriate and allowing for safety and security considerations. This will be proportionate to the size of the project and results of the fieldwork. Written schemes of investigation for archaeological work should include such provision.

Key Policy Options

Key Option 1 – Supporting evidence

Option 1a - To prepare a heritage topic paper to support the plan, specifically focusing for archaeological remains. This would enable the plan text to be shortened.

Option 1b – To not prepare an additional paper and proceed with the policy as it has been drafted.

Key Option 2 – Additional policy / policy detail

Option 2a - To include a more specific policy/additions to the draft policy for the city's scheduled monuments. These could cover buffer zones, settings and views, though this detail could be addressed by existing or future supplementary planning documents and guidance such as the Old Town Development Strategy.

Option 2b – To continue with the policy as drafted and leave specific details to be addressed on a case-by-case basis with the support of existing and future supplementary planning documents and guidance.

Further Considerations

- 6.113 How may the policy be strengthened to better protect (i.e. preserve *in situ*) nationally significant but non-designated archaeological remains, such as remains of the Roman, Saxon and medieval towns?
- 6.114 Are the suggested policies for archaeological remains strong enough to cover requirements for desk-based assessment, evaluation, investigation/recording, reporting and archiving?

Archaeology and Permitted Development

- 6.115 The extension of permitted development rights in the past decade has meant that it is no longer possible to attach archaeological conditions to planning consents for some small extensions, even when located on nationally important sites such as the unscheduled parts of Roman Bitterne Manor. This is contributing to the piecemeal loss of archaeological significance from those areas.

WATER RESOURCE

- 6.116 Water supply in the south east of England is a major issue. The area is one of the driest in the U.K. and has the highest (and an increasing) level of demand for water. Therefore, it is important to use water resources wisely.

Policy EN8 (S) – Water Resource

In order to effectively manage water, development will be supported if:

- 1. Residential development is designed to achieve a maximum of 100 Litres/Person/Day internal and external water use [see key policy option 1]. Non-residential development will be required to achieve full credits for category Wat 01 of BREEAM unless demonstrated impracticable.**
- 2. It provides on-site water recycling measures such as, but not limited to, rainwater harvesting, grey-water recycling and water butts, unless demonstrated that these are not feasible.**

- 3. It is demonstrated that wastewater connections to the foul water (or an existing combined) sewer are made to the nearest point where there is adequate capacity, as advised and approved by Southern Water as sewerage undertaker.**

Overall Approach

- 6.117 South Hampshire is predicted to be within the zone of the U.K. most affected by drier summers. Increased water stress will affect households, businesses, and the natural environment. The Test and Itchen Catchment Abstraction Management Strategy identifies that in Southampton water resources are over licenced or over abstracted to some degree. Higher water use also results in higher nitrogen discharges into the Solent. It is therefore important to reduce water use and encourage the re-use of water. This will also reduce carbon emissions.
- 6.118 Policy EN8 requires development to meet a water consumption target of 100 litres per person per day. This is a more ambitious target than the optional Building Regulation standard. It reflects Southern Water's Target 100 initiative to reduce personal water consumption in properties they supply. In addition to water recycling and water butts, other measures to reduce water consumption can include low flush toilets, aerated taps and water efficient appliances.

<https://www.gov.uk/government/publications/sustainable-drainage-systems-non->

Key Policy Options

Key Policy Option 1 – Water Efficiency Standard

Option 1a – To achieve a standard of 100 litres per person per day. This is consistent with Southern Water's 'Target 100' aim to be achieved by 2040. This is a tighter standard than that set out in the optional building regulations but reflects the Environment Agency's classification that Southampton lies within a water stressed area.

Option 1b – To achieve a standard of 110 litres per person per day. This is consistent with the optional building regulations standard but does not maximise water efficiency in a highly stressed area.

FLOOD RISK

- 6.119 Southampton is a low-lying coastal city and is therefore susceptible to flood risk from tidal inundation, surface water, rising groundwater levels and possible wastewater infrastructure overflow during extreme weather events. In addition, there is a risk of fluvial flooding from the rivers Test, Itchen and a range of smaller brooks and watercourses, including culverted watercourses.

- 6.120 Several areas of the city are already at higher risk from tidal flooding, with areas adjacent to the coastline falling into flood zones 2 or 3, most notably along the western banks of the River Itchen (the Itchen Riverside Quarter), where the Council and Environment Agency are working in partnership to prepare the River Itchen Flood Alleviation scheme. Elsewhere tidal risk is currently generally low. However, as a result of climate change, flood risks will increase. Rising sea levels over the next 50 to 100 years will increase the areas affected by tidal flood risk, and the depths of flooding in areas already affected. Significant parts of the central areas and the city centre will be at increased risk if no action is taken. Wetter winters and generally drier summers (with intense incidents of rainfall) will increase the risk of surface water flooding as water is unable to soak into dry ground or the capacity of watercourses or sewers is exceeded. However, the Council has a statutory Local Flood Risk Management Strategy which provides a strategic and integrated approach to managing all sources of flooding. The Council is the lead local flood authority for the area and will ensure that all new development manages flood risk appropriately.
- 6.121 National policy applies a sequential approach to steer development to the areas at lowest risk of flooding where possible. Where development is required in areas at higher risk of flooding it applies an exceptions test. This requires development to (i) provide wider sustainability benefits which outweigh the flood risk, and (ii) be safe for its lifetime taking account of the vulnerability of its users.
- 6.122 The Plan accommodates major housing growth, in response to the Government's housing need targets, to meet the city's need for new homes. In accordance with the sequential approach, it is recognised that it is not possible to accommodate all of this growth outside of the flood risk zones. As set out in the Strategic Land Availability Assessment (SLAA) a range of the available sites needed to contribute to housing needs are in flood risk zones 2 or 3, primarily within the city centre or central area. The Plan also supports office, retail and leisure growth in the city centre in accordance with national policy. There are strong reasons for locating this housing and economic growth in the city in general, and the city centre / central area in particular. This promotes economic synergies and social inclusion, supports the vibrancy of centres, ensures more people are located within close proximity to jobs, services and public transport so reducing transport emissions and pollution, supports the re-use of previously developed land and protection of the wider countryside.
- 6.123 Therefore, where sites are allocated by the Plan, or identified in the Plan's SLAA, it is considered likely they will meet the sequential test and part (i) of the exceptions test (that the sustainability benefits are considered to outweigh the flood risk). This will be kept under review and confirmed as the plan is prepared. Individual developments will still need to demonstrate, within their Flood Risk Assessment, that the sequential approach has been applied within the site layout to ensure that the most vulnerable uses are located at the areas carrying the lowest risk.
- 6.124 Sites which are not allocated by the Plan, or identified in the Plan's SLAA, will need to demonstrate at the planning application stage that they also meet the sequential test and part (i) of the exceptions test. In most cases they are likely to do so given that the Plan does not identify the sites to fully meet the housing needs set out by the Government's standard method, and given the sustainability benefits of locating development in the city and central

/ city centre area. However, this should be assessed in the light of the specific site circumstances.

- 6.125 All developments will need to demonstrate that they meet part (ii) of the Exceptions Test (that the development is safe) by complying with the requirements in policy EN9. These include the measures to facilitate the implementation of a strategic shoreline defence, and to ensure that individual developments are designed so that flood risk is avoided, controlled, managed and mitigated.

Policy EN9 (S) - Flood Risk

The management of flood risk from all sources will be considered at all stages in the planning process to ensure that development is appropriate where there is a current or future risk of flooding.

Strategic Shoreline Defence

- 1. Appropriate flood defence infrastructure is critical to achieving sustainable growth and long-term climate resilience in Southampton. In order to manage tidal flood risk, a strategic shoreline flood defence will be supported and implemented to protect the city, including the city centre / central area, in accordance with the Southampton Flood and Erosion Risk Management Strategy (2012) and any subsequent updates. The Council will work with the Government, Environment Agency, developers and landowners to achieve this. The defence will be designed to integrate successfully with the wider cityscape, including public access to and along the waterfront. Development will not prejudice the future delivery of this strategic defence.**

- 2. Where the flood defence search zone⁴⁵ passes through a site, development must facilitate the delivery and maintenance of an appropriate and continuous strategic defence by implementing measures in the following order of preference:**
 - a. Raising all land levels of the development site to form the defence, or**

 - b. Raising land levels of part of the development site to form the defence, on an alignment agreed with the Council*, or**

 - c. Providing a robust 'front line' defence within the site where necessary, or else safeguarding sufficient land to provide the defence at a future date*.**

***Provided there is a robust justification which clearly demonstrates that it is not possible or appropriate to implement one of the more preferred measures listed above. Where the approach is to simply safeguard the land, this will increase the financial contribution required under criterion 4a.**

⁴⁵ As defined on the policies map

Development Proposals: Flood Risk Assessments

- 3. Development proposals will be accompanied by a site-specific Flood Risk assessment which assesses all sources of flood risk over the development's lifetime, including allowances for climate change, and sets out the specific measures required to reduce flood risk in accordance with this policy, where the development is located:**
 - a. Within tidal or fluvial flood risk zone 2 or 3;**
 - b. Within flood zone 1, and identified by a Strategic Flood Risk Assessment as having an increased flood risk by the end of the development's expected lifetime;**
 - c. On a site that is 1 hectare or more; or**
 - d. Within an area which experiences critical drainage problems or may be subject to other sources of flooding (including surface water flood risk).**

Development Proposals: Tidal or Fluvial Flood Risk Zone 2 or 3

- 4. Development proposals which are, or will by the end of their expected lifetime as identified within the Strategic Flood Risk Assessment, be within a tidal or fluvial flood risk zone 2 or 3, will:**
 - a. Make a financial contribution (in addition to CIL) to the provision of new, or maintenance of existing, strategic shoreline defences to be held for the long term until the defence is implemented (this applies to development which is or will be within a tidal flood zone);**
 - b. Locate more vulnerable uses in areas of the proposal least at risk **; and**
 - c. Achieve an appropriate degree of safety over the lifetime of the development as follows:**
 - i. Provide a safe access and egress route from the site to an area entirely outside of the flood risk zone during a design flood event****
 - ii. For more vulnerable uses (including residential uses):**
 - the finished floor levels will be above the design flood level; and**
 - Basement accommodation containing habitable rooms will not be supported;**
 - iii. For all uses:**
 - remain structurally sound;**
 - provide appropriate flood resistance / resilience measures where floor levels lie below the design flood level;**

- Provide appropriate means of flood warning and an evacuation plan;
- Provide a safe refuge for an extreme flood event; and
- not generate an increase in flood risk elsewhere, and where possible reduce overall flood risk.

****Or, for development in area 1 in map 5, provide a clear and robust justification as to why these requirements are not practical, or appropriate in planning and design terms. In such cases this will increase the financial contribution required under criterion 4a. However, development in area 2 in map 5 must meet criteria 4b and 4c.**

5. Development proposals which are in the functional flood plain will only be supported either where the site is raised, or the strategic shoreline defence necessary to protect the site has been implemented, or the development is for water compatible uses or essential infrastructure, or if very exceptional circumstances can be demonstrated.

Development Proposals: Areas of Surface Water Flood Risk

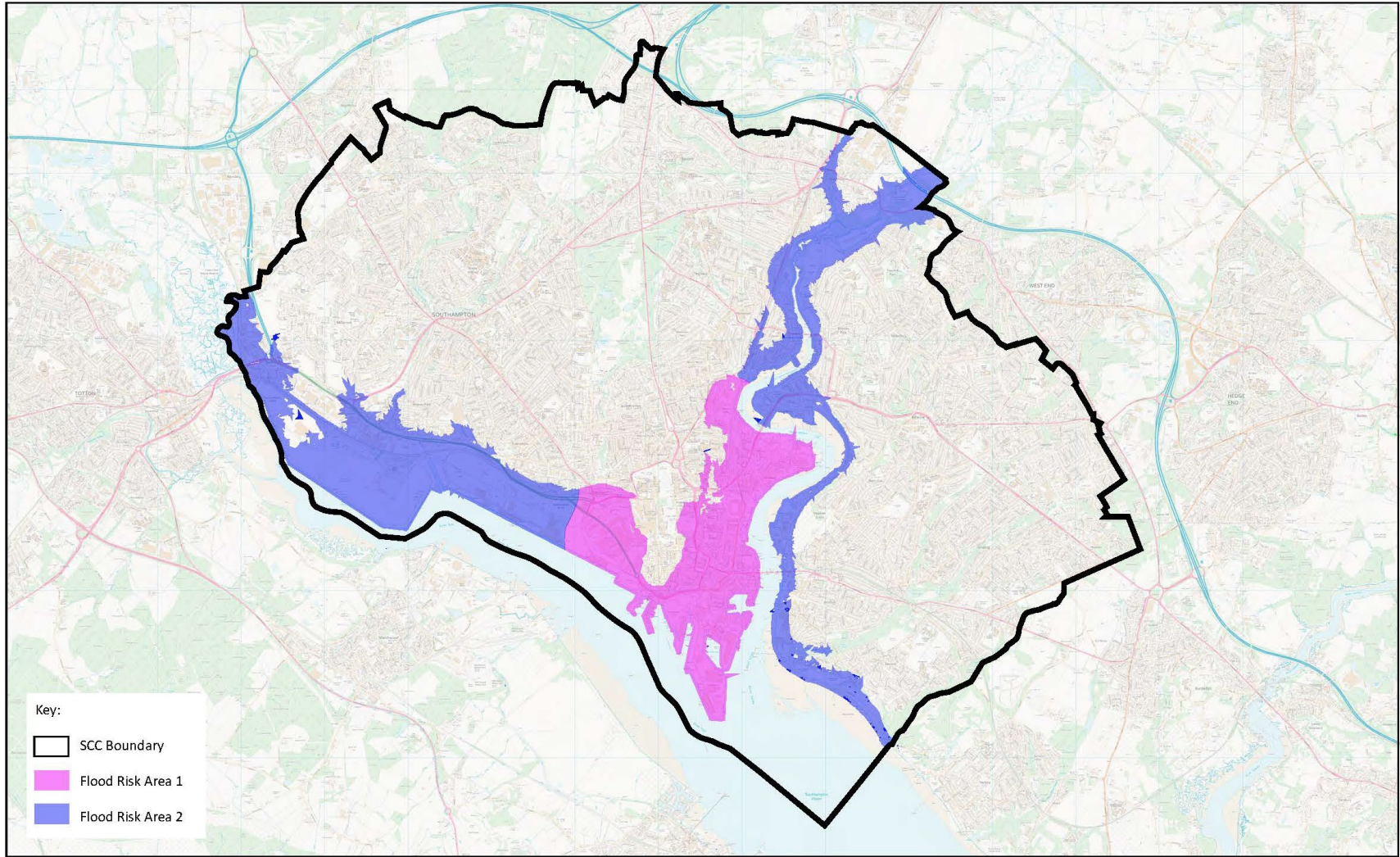
6. Development proposals which are within an area which has a present day surface water flood risk will be supported if:
 - a. Entrance thresholds are no less than 100 mm above ground level; and
 - b. Appropriate flood resistance / resilience measures are provided.

Development Proposals: Watercourses

7. Where a development site includes or is immediately adjacent to a watercourse (above or below ground):
 - a. Development will not be supported within 5 metres of the watercourse;
 - b. The watercourse will be restored to its natural state, with any culverts removed unless their removal is impractical, to enable flood storage and to enhance biodiversity and amenity;
 - c. Culverting of watercourses will not be supported;
 - d. Any necessary consents for a Flood Risk Activities Permit or Ordinary Watercourse Land Drainage Consent are obtained prior to grant of planning permission.

Development Proposals: Design

8. All measures (for the strategic defence and for individual sites) will integrate so far as possible with the principles of good design for the site and wider cityscape, including public access to and along the waterfront.



Flood Risk Areas

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Map 5 Flood Risk Areas

Overall Approach

- 6.126 The North Solent Shoreline Management Plan (2010) generally adopts a ‘hold the line’ policy for the city, and the Coastal Flood and Erosion Management Strategy (CFEMS) (2012) identifies proposals for a strategic shoreline flood defence for the city west of the River Itchen. This defence is critical for the sustainable growth of the city as it will protect the city centre and central area, the economic, service and transport hub for the city and beyond. The Plan defines a flood defence search zone to facilitate the implementation of this defence, which will be delivered in the short, medium and longer term according to the level of risk and availability of Government, developer and other funding. Whilst no strategic defence is currently planned on the east bank of the River Itchen, if future studies define such a defence this will be taken into account in the determination of planning applications. Development from across the city will contribute to the defence through the Council’s CIL. In addition, developments which are within or will fall within the flood zones within their lifetime, so will benefit most from a strategic defence, will make an additional financial contribution. These developments will also meet the requirements set out by the policy above. This will ensure that individual developments are safe before the strategic defence is completed, and after it is completed (taking account of the residual risks of a breach in the defence).
- 6.127 Map 5 defines two areas of the city. In area 1 (the central area including the city centre), it is vital to implement a strategic shoreline flood defence in-order to protect the economic heart of the city, the central area and city centre. This area includes a large number of existing residential and commercial properties and key infrastructure. It is also the focus for major new development in the city to promote economic regeneration in a sustainable location. The development needs of the city cannot be located to avoid these areas. Individual developments should still achieve an appropriate level of safety in accordance with the policy. Given that the approach in this area is based on the delivery of a strategic defence, the policy does enable some flexibility with regard to policy criteria 4b and 4.c.i where this is supported by a robust justification. However, where this flexibility is exercised, a higher financial contribution to the strategic defence will be required.
- 6.128 The strategic defence in area 1 will be delivered incrementally over the next 40 years as sea levels rise, ensuring that each area is protected in time. The Council is aiding the delivery of this defence by identifying its route, collecting developer contributions, and seeking Government and other funding. The defence will be designed to ensure that so far as possible it integrates with the cityscape, creates continuous public access along and to, and views of, the waterfront.
- 6.129 In area 2, the areas at risk of flooding are far smaller and so there is more uncertainty regarding Government funding towards a strategic defence. In addition, there are only a limited number of sites in these areas, so they will not play a significant role in the delivery of the new development the city needs. Therefore, given the greater uncertainty regarding the delivery of a strategic defence, the policy does not support any flexibility in area 2. Individual developments should therefore fully meet all the requirements set out by the policy. The Council will still work with the Environment Agency and Government to seek measures to protect these areas. These are more likely to focus on improving the resilience of existing properties.

Key Policy Options

There is a need to plan for major development in the city centre and central area to meet development needs in a sustainable location. There is also a need to deliver a strategic shoreline flood defence and measures to ensure individual developments are safe. Therefore, the Council does not consider there to be any key policy options.

The policy includes a degree of flexibility for the measures required from individual developments, where they will be protected by a strategic defence in the longer term.

Further Considerations

6.130 The CFEM identifies an alignment for the 'front line' strategic defence and that the best form of defence (in flood and design terms) is often to raise the whole development site, or at least the first 40 metres behind the 'front line'. If it can be clearly and robustly demonstrated that this is not possible the development will still need to provide the 'front line' defence:

- Where there is an imminent need for it, in the CFERM 'Crosshouse / Town Depot' zone.
- On waterfront development sites where it is important to integrate the defence within the development to create a high quality of design, access to / along and views of the waterfront.

6.131 Otherwise, as a minimum, land will be safeguarded for the provision of a 'front line' defence at a future date. The Council will seek to secure the future transfer of the land at nil value and a financial contribution to the defence (in addition to CIL) through a section 106 agreement. The zone acts as a trigger, the area of land required to be safeguarded for a 'front line' defence will be smaller, and will take account of the latest feasibility studies for the defence. Safeguarded land will be kept free of permanent buildings. Along the southern boundary of the Mayflower Quarter one option is to relocate West Quay Road. In this scenario, this road will be raised so that it forms an integral part of the flood defence. Therefore, at this location the land to be safeguarded will be sufficient to provide the relocated West Quay Road and flood defence.

6.132 The defence provided or safeguard by the development will need to link with the alignment of adjoining defences and be capable of providing access to uses on the seaward side of the defence, including the Port. Sea level rise over the next 100 years could be higher than predicted. Where land is being raised and a site redeveloped, the layout should allow for an additional low wall defence in the future.

6.133 Site specific flood risk assessments should make a full assessment of all present and future flood risk over the lifetime of the development, be compliant with the Environment Agency's guidance on flood risk assessments and the latest national planning practice guidance. The assessment should clearly demonstrate how the impacts of flood risk will be mitigated in accordance with the requirements of policy EN9.

6.134 The current flood risk zones 2 and 3 (medium / high risk) for tidal and fluvial flooding are defined by the Environment Agency's maps, and the predicted future zones (taking account of the latest climate change forecasts) by the SFRA2 or subsequent study. A design flood

event / level relates to an annual probability of 1 in 200 for tidal and 1 in 100 for fluvial risk, and an extreme flood event / level to a 1 in 1,000 event for both risk types, at the end of the development's expected lifetime. The flood level will include the defined minimum freeboard allowances. The lifetime of a residential development is a minimum of 100 years, and of non-residential development is a minimum of 75 years. The policy requirements therefore relate to the predicted design or extreme flood event / level in 100 years (or 75 years), in accordance with the SFRA2 or subsequent study. More vulnerable uses include residential and other uses as defined by the NPPG. Bars and nightclubs are more vulnerable uses and can also help create active ground floor frontages. Therefore, they need not be located above the design flood level provided they legally commit to closing during a flood warning. The Council has produced a Site Flood Plan Guidance and Template which sets out more detail. To meet the criterion for safe access / egress, a route will be to areas entirely outside of the flood risk zones (i.e. not simply to an 'island' of higher land surrounded by flood risk zones).

- 6.135 Small areas of the city are in the functional flood plain which floods on a more regular basis. Most development in these areas will only be supported once the land is raised or the necessary strategic defence to protect the site is implemented. The very exceptional circumstances would require the site-specific Flood Risk Assessment to very clearly demonstrate that the development is safe for its location in the functional flood plain. This would require very careful design and operation and as a minimum development would need to fully meet all of criteria 4b and 4c (including an increased financial contribution under criterion 4a, and with no flexibility regarding any of the other criteria).
- 6.136 There are also other sources of flooding. The SFRA2 identifies the main areas at risk from surface water flooding, although this type of flooding can occur anywhere in the city because of the reliance on the drainage network. Policy EN10 requires sustainable drainage systems, which will help to address surface water flooding. Parts of the city are affected by ground water flooding and basements will not be permitted, unless appropriately designed and it is demonstrated that groundwater flows will not be affected. The provisions for development sites with water courses support necessary maintenance and environmental enhancement.

Evidence

- 6.137 Existing Evidence: the PfSH Strategic Flood Risk Assessment (2007, updated 2016), Southampton Level 2 Strategic Flood Risk Assessment (2017), the North Solent Shoreline Management Plan (2010), the Southampton Coastal Flood and Erosion Management Strategy (2012), the Southampton Local Flood Risk Management Strategy (2014). National Planning Policy Framework (revised July 2021), Planning Practice Guidance: Flood Risk and Coastal Change (revised August 2022), Flood and coastal erosion risk management policy statement July 2020
- 6.138 New Evidence: the PfSH Strategic Flood Risk Assessment will be updated, and the other studies will be kept under review in the light of this update.

SUSTAINABLE DRAINAGE

6.139 As an urban city, many areas of Southampton carry a risk of flooding from surface water. This arises from the large areas of impermeable surfaces which increase the rate of runoff, and a historic reliance on traditional underground drainage systems. Climate change will result in wetter winters, drier summers and increased storm intensity, leading to an increased risk of surface water flooding. In addition, diffuse pollution from untreated urban run-off can undermine water quality. The run-off from hard surfaces must receive treatment before being discharged from the site. New development will incorporate sustainable drainage systems to address these issues.

Policy EN10 (S) - Sustainable Drainage

- 1. Development will incorporate sustainable drainage unless clearly demonstrated to be inappropriate. Planning applications should be accompanied by a Drainage Strategy which demonstrates the development will:**
 - a. Reduce net surface water runoff to as close to greenfield rates as reasonably practicable, and where this is not fully achieved, demonstrate (with justification) that the maximum possible reduction has been achieved. Surface water discharges to foul sewers will not be supported and so any flows to a foul sewer should be separated.**
 - b. Not increase the area of impermeable surfaces. Permeable surfaces, including permeable paving should be used wherever possible, and runoff from any increase in impermeable area should be mitigated.**
 - c. Prioritise use of above ground features including green roofs, rain gardens, bio-retention areas and swales, and features that provide multi-functional uses to maximise benefit to flood risk management, water quality, biodiversity and amenity.**
 - d. Major new build development will include a green roof to provide attenuation and biodiversity enhancement.**
 - e. Ensure drainage is designed in accordance with the most up to date National Standards for Sustainable Drainage, the CIRIA SuDS Manual and Southampton Local SuDS Design Guidance and is accompanied by a management and maintenance plan covering the lifetime of the development, with evidence of an agreement of adoption or management company supplied.**
 - f. provide sufficient treatment of runoff to avoid detriment to water quality.**
 - g. Where necessary, financial contributions will be sought for the maintenance and improvement of drainage infrastructure. This is to mitigate the impact on the sewer network and local drainage to ensure there are no adverse impacts arising as a result of the development.**

Overall Approach

6.140 The Council is the statutory Lead Local Flood Authorities (LLFA), with responsibility for coordination of the management of local flood risk, including surface water. The LLFA must

be consulted on relevant planning applications to ensure adequate drainage provision. This includes all major developments (including changes of use) (10 or more dwellings or sites of 0.5 hectares or more), and minor development (excluding extensions or change of use) in locations carrying a high risk of surface water flooding or that are currently classified as undeveloped greenfield (including in-fill development to gardens).

- 6.141 Sustainable drainage systems (or SuDS) are designed to control surface water run off close to where it falls, combining a mixture of built and nature-based techniques to mimic natural drainage as closely as possible, and accounting for the predicted impacts of climate change. They provide benefits for managing water quantity / flood risk, and for water quality, biodiversity and amenity.
- 6.142 In line with the Water Environment (Water Framework Directive) (England and Wales) Regulations 2017, development must not lead to a deterioration in, and where possible contribute to 'good status' for water quality. This will be particularly relevant to the design of SuDs and waterfront sites.
- 6.143 Sustainable drainage should be designed in accordance with the most up to date National Standards, the CIRIA SuDS Manual and Southampton Local SuDS Design Guidance, and follow the drainage hierarchy:
1. Reduce and reuse;
 2. Infiltrate to ground;
 3. Discharge to surface water body;
 4. Discharge to surface water sewer, highway drain, or another drainage system;
 5. To a combined sewer.
- 6.144 No surface water discharge will be allowed to a foul water sewer, and so flows will be separated.
- 6.145 Sustainable drainage should be considered at an early stage in the development process. A Drainage Strategy will be required which assesses the rates of surface water runoff from the site, to ensure that this is not increased post development. Net surface runoff should be reduced to as close to the pre-developed greenfield equivalent as reasonably practicable. Development should maximise the inclusion of above ground or multi-functional drainage features that provide multiple benefit for managing water quantity, water quality, biodiversity and amenity. Preference should always be given to features such as green roofs, rain gardens, bioretention features, swales and soakaways. The Drainage Strategy should be supported with site-specific investigation, including infiltration tests and groundwater depth tests where appropriate, to determine the suitability of any feature used, and provide confirmation that the point of discharge is accepted, with capacity checks if this is a sewer. Sustainable drainage should aim to ensure no water discharge from the site for rainfall depths of up to 5mm.
- 6.146 To account for a changing climate, all drainage systems will need to be designed to accommodate the requirements of the development site over the lifetime of the development and demonstrate that they are able to function during extreme rainfall events with the appropriate climate change allowance applied.

Key Policy Options

There are considered to be no reasonable alternative options as it is important to ensure that sustainable drainage is implemented.

Evidence

- Non-Statutory Technical Standards for Sustainable Drainage
- Southampton Local SuDS Design Guidance (2017)
- CIRIA SuDS Manual 2015
- Planning Practice Guidance: Flood Risk and Coastal Change
- Aecom Water. People. Places – A guide for master planning sustainable drainage into developments. Prepared by the Lead Local Flood Authorities of the South East of England.

AIR QUALITY

- 6.147 Poor air quality remains the greatest environmental risk to public health in the UK, impacting those with breathing and heart conditions the most. Poor air quality is associated with causing and exacerbating a wide range of disease including lung cancer. The equivalent of 340,000 years of life are lost each year due to human-made air pollution indoors and outdoors in the UK. In Southampton, 6.3% of deaths can be attributed to particulate matter pollution alone.
- 6.148 Particulate Matter (PM) and Nitrogen Dioxide (NO₂) are the pollutants of largest concern. PM is mostly emitted from the burning of wood and other solid fuels in the home and industry while road transport is the main source of NO₂ and also contributes to PM.
- 6.149 Taking action to improve air quality will reduce the burden pollution has on the health of our residents and help tackle inequalities. Developments which prioritise clean air have the opportunity to have a large positive impact on our air and the health of our residents, including new occupants.

Policy EN11 (S) – Air Quality

Overall Approach

- 1. Planning permission will be refused where the effect of the proposal would contribute significantly to the exceedance of the National Air Quality Strategy Standards or where the proposal would be materially affected by existing and continuous poor air quality;**
- 2. All new developments with the potential to have a significant negative impact on air quality or be significantly affected by existing poor air quality are required to appropriately assess and mitigate against these impacts. Current best practice will be followed ensuring assessments are reliable and mitigations chosen are effective in addressing air quality. This will be done in line with SCC's Air Quality Guidance;**

Specific requirements

- 3. In addition to meeting the overall approach above, the following specific requirements will apply:**
 - a. All new commercial and residential buildings must minimise sources of indoor air pollution and maximise ventilation – with commercial developments of over 500m² and residential developments of 10 or more homes achieving full credits in current BREEAM requirements on indoor air quality [see Key Option 1];**
 - b. Major developments which have a negative impact on air quality in Air Quality Management Areas must be ‘Air Quality Neutral’ and demonstrate that the cost of the impact pollution from the development is equal or less than the investment in mitigating its impact [see Key Option 2];**
 - c. All major developments requiring construction and demolition must use the cleanest standard for diesel feasible in vehicles servicing the site, non-road mobile machinery, and generators.**
 - d. All major developments requiring construction and demolition must also implement all highly recommended dust management mitigations according to the dust risk of the development, set out the Institute of Air Quality Management’s ‘Guidance on the assessment of dust from demolition and construction’. These requirements will be committed and implemented by developers through Construction Environment Management Plans and Construction Traffic Management Plans.**
 - e. No installations of stoves or open fires, or construction of chimneys intended to be used by these appliances in the future in the construction of new residential developments,**

Overall Approach

- 6.150 The UK government has a legal obligation to achieve air quality standards under both national and international legislation. The process for doing so is devolved to local authorities who monitor and manage pollution in their boundaries with support from central government.
- 6.151 The government’s Clean Air Strategy sets out their approach for managing pollution. It places an emphasis on outdoor air pollution from road transport, industry, and domestic heating, but also highlights indoor air quality as a major challenge. It also stresses the links between air quality and climate change policy – efforts to improve air quality will almost always help mitigate climate change and vice versa.
- 6.152 The policy sets out the overall approach for new development which may either adversely impact, or be significantly adversely impacted by poor air quality. These developments are required to assess and effectively mitigate against these impacts. The policy does not set a threshold for new development as this may apply to individual buildings depending on their location and use. It is unlikely however to apply to single dwellings.

Specific requirements

Indoor air pollution

- 6.153 Indoor air quality can have a larger impact on residents' health than ambient (outdoor) pollution, especially if buildings are not ventilated appropriately, and if the materials and substances used in the building emit pollutant throughout occupancy. If not sufficiently managed, these pollutants will build up in the indoor environment and have the potential to damage the health of occupants.
- 6.154 Developments are expected to achieve full credits in the following BREEAM standards:
- BREEAM Refurbishment Domestic Buildings Technical Manual SD5077 2014 2.2
 - Hea 03 – Volatile organic compounds
 - BREEAM Refurbishment and Non-Domestic Buildings Technical Manual SD216 2014 2.0
 - Hea 02 – Indoor Air Quality
 - BREEAM UK New Construction Non-Domestic Buildings (All UK) SD5078 2018 3.0
 - Hea 02 -Indoor Air Quality
 - BREEAM In-Use International Technical Manual: Commercial SD6063 6.0
 - Hea 16 – Indoor Air Quality
 - BREEAM In-Use International Technical Manual: Commercial SD6063 6.0
 - Hea 16 – Indoor Air Quality
- 6.155 Achieving this standard will require:
- Minimising sources of air pollution through careful design specification and planning;
 - A Building ventilation strategy designed to be flexible and adaptable to potential future building occupant needs and climatic scenarios.
- 6.156 For full information on these requirements please refer to the BREEAM in-use international technical manual for both residential and commercial buildings.
- 6.157 Use of ventilation should be used to mitigate any potential trade-offs between energy efficiency and indoor air quality and should be approached holistically.

Air Quality Neutral Developments

- 6.158 Air Quality Management Areas (AQMAS) are hotspots for pollution in the city where residents have been exposed to concentrations of NO₂ above air quality standards. There are currently 10 AQMAS in the city. These areas are identified across the city centre and the rest of the city, at key junctions such as the Charlotte Place roundabout to Bevois Valley Road and along major roads including Millbrook Road West.
- 6.159 Major developments which are assessed to have a likely negative impact on air quality in AQMAS, and meet certain benchmarks will be required to be 'Air Quality Neutral'

developments. Air Quality Neutral developments must be able to demonstrate that emissions of NO₂ from new buildings (including generators) and transport movements do not exceed an allowable threshold. Where developments are calculated to exceed these thresholds, further mitigation will be required to ensure it is met.

- 6.160 Providing minor development meet minimum requirements, it will be assumed that they are air quality neutral. These requirements include the use of at least ultra-low NO_x boilers and the provision of less than a certain number of parking spaces.
- 6.161 The thresholds and the process used for assessing and achieving air quality neutrality has not yet been fully developed. Input through consultation on how it could be implemented would be welcome. An update to the existing air quality informal guidance will be prepared and consulted on providing full information on the process alongside the Local Plan consultation.

Ultra-low NO_x Boilers

- 6.162 Low NO_x Boilers in this policy refers to boilers used for heating and hot water which emit equal to or less than a maximum of 40 mg/kWh of NO_x under normal operating conditions (measures on a dry basis at 0% excess O₂).

Construction and demolition

- 6.163 The Institute of Air Quality Management's guidance sets out a five-step approach with a series of highly recommended mitigation measures for reducing the impact of dust from these activities. These address:

- Site management
- Monitoring
- Preparing and maintaining the site
- Operating vehicle/ machinery and sustainable travel
- Operations
- Demolition
- Earthworks
- Construction
- Trackout (i.e. dirt and dust from the site onto the public road network)

- 6.164 More information on these requirements is available on [construction-dust-2014.pdf \(iaqm.co.uk\)](#).

Stoves and Open fires

- 6.165 Domestic wood burning remains the largest source of primary Particulate Matter (PM) emissions in the city. PM is considered the most damaging type of pollutant. Limiting installations of stoves and open fires in the city will have a substantial positive impact on local air quality.
- 6.166 Planning conditions will be used to restrict open fires and stoves in new residential developments as a key step in tackling this pollutant. This does not include retrofit of these

appliances however, it should be noted that new 'Ecodesign' regulations mean newly bought stoves and open fires need to meet a high efficiency and pollution standard.

Formal guidance required

6.167 Air Quality Informal Guidance is currently adopted. This will need to be updated before the Local Plan is published to include process 'Air Quality Neutral' developments if taken forwards.

Key Policy Options

Key Option 1 – Applying Standards

Option 1a – require development to comply with ambitious requirements as set out in policy EN11 to fully address the impact of poor air quality on new development. Including 'In use' BREEAM standards. This could have significant public health benefits.

Option 1b – require development to comply with lower standards to work towards addressing the impact of poor air quality on new development. Not including 'In use' BREEAM standards. This provides extra flexibility for development but would not deliver all the potential public health benefits available.

Key Option 2 – Air Quality Neutrality

Option 2a – require major developments in Air Quality Management Areas (AQMAs) with any adverse impact on air quality, including those with a negligible or slight impact, to achieve air quality neutrality. This would ensure that the air quality in AQMAs does not worsen due to the impact of development.

Option 2b – require major developments in AQMAs with a moderate or substantial negative impact on air quality (according to the Institute of Air Quality Management's Land-Use Planning & Development Control: Planning For Air Quality guidance) only to achieve air quality neutrality. This would ensure that there is no significant change in air quality in AQMAs due to the impact of development.

Key Option 3 – Other Air Quality Measures

Option 3a – introduce other measures to address poor air quality including standards for construction and demolition and restrictions on stoves and open fires in new residential developments. This will reduce the negative impact of new development on air quality.

Option 3b – not apply further standards to address poor air quality. This would provide greater flexibility for developers but not take all the opportunities to address poor air quality from new development. This will result in relatively poorer air quality in Southampton, representing an elevated risk of non-compliance with air quality standards, and a larger burden on the health and wellbeing of residents of Southampton, worsening health inequalities in the city.

Evidence

- 6.168 Southampton City Council monitors and manages air pollution in the city to ensure compliance with statutory air quality standards are achieved and maintained.
- 6.169 The Council has a Clean Air Strategy which sets out our approach and principles to addressing poor air quality in the city. The strategy sits above two plans, the Air Quality Action Plan and the Local NO₂ Plan which constitute a large programme of measures to improve air quality.
- 6.170 Under Our Green City Plan, the Council is aiming to achieve continual improvement in air quality in the city to ensure continued improvements to public health.
- 6.171 Local plan saved policy SDP 15 – Air Quality in The Local Plan Review, Core Strategy Policy section CS18 and the Local Transport Plan 4 all recognise air quality as a key public health challenge and include policies to help reduce the contribution of new development to poor air quality.
- 6.172 This plan aims to build on the above policies, ensuring that we achieve our aims of continual improvement despite continued development.
- 6.173 SCC's Air Quality Informal Planning Guidance is currently used to help developers assess and mitigate the impact of their development. The guidance is available at [Air quality and planning in Southampton - informal guidance](#) and provides background on air quality in the planning process and expectations for developers, in line with best practice.

NOISE AND LIGHTING

- 6.174 Noise pollution can be defined as unwanted sound (whether that is music, industrial machinery or road traffic) and is, to some extent an expected and unavoidable part of everyday life, particularly in dense urban areas such as Southampton. However, it can also be a source of stress and irritation and can sometimes have a detrimental impact on people's health and quality of life.
- 6.175 Similarly, light pollution can be defined as unwanted or excessive lighting and is, to some extent an unavoidable aspect of city living. Certain light pollution such as that created by street lighting is essential for people's health and safety at night. Nevertheless, light pollution can sometimes create a significant disturbance to the lives of both people and wildlife, particularly in residential areas.
- 6.176 Industrial and commercial uses are amongst the most likely to cause significant light and noise pollution however the construction of other forms of development can also create unacceptable disturbances.
- 6.177 The policy intentions below aim to address and mitigate these harmful impacts.

Policy EN12 - Noise and Lighting

- 1. Proposals for noise-generating development will not be permitted if it would cause an unacceptable level of detrimental noise disturbance;**
- 2. Proposals for noise-sensitive development will not be permitted if its users would be adversely affected by significant noise from existing or proposed noise-generating uses.**
- 3. In order to assess the effect of noise upon any existing or proposed noise-sensitive development, whether from an existing source(s) or the proposed use itself, some schemes may require a noise impact assessment to be submitted to support the application.**
- 4. In addition, development proposals where external lighting is required will only be granted planning permission if:**
 - a. the lighting scheme proposed is the minimum required for safety, security and working purposes to achieve its purpose;**
 - b. light pollution, spill and potential glare is minimised through the control of light direction, particularly in residential and commercial areas and areas of wildlife and ecological interest;**
 - c. The lighting scheme proposed is designed to avoid illumination of vegetation and to ensure lux levels around tree canopies should be no greater than 0.5lux;**
 - d. external lighting should be LED, using warm white (2700k to 3000K) luminaires, with a peak wavelength higher than 550nm;**
 - e. The choice and positioning of light fittings, columns and cables minimise their daytime appearance and impact on local character and streetscape**

Overall Approach

- 6.178 Noise and vibration as well as light pollution can be a major nuisance in urban areas. Excessive levels of noise and light pollution can cause stress and other related problems affecting people's health and quality of life. Similarly, noise, vibration and light pollution can adversely affect ecology and wildlife habitats. Excessive vibration can also cause damage to buildings. Road, rail and air traffic alongside industrial and commercial uses are the main sources of noise, vibration and light pollution in Southampton, but other forms of new development could also generate unacceptable impacts including within the construction phase. The Local Plan can play an important role in reducing these forms of disturbances at their source.
- 6.179 With the development of higher density, mixed use development in many areas of the city, it is important that the quality of the spaces and places created are of the highest standard. Through the location, design, hours of operation and specification of acceptable noise limits, any impacts from noise generating development can be minimised to an acceptable level, in

most cases. It is therefore important that matters associated with noise should be considered early in the design stage of a development proposal. This also includes the need to minimise noise and vibration during construction phases. Where necessary, developers will be required to do this through planning conditions and/or section 106 agreements. Noise generating development should be avoided in residential areas that have remained relatively undisturbed by noise, or in/near areas which are prized for their recreational and/or amenity value. Special consideration will also be required where development which is likely to create unacceptable noise is proposed in or near Sites of Special Scientific Interest (SSSIs). Development will only be supported in these locations if the Council is satisfied that the effect of noise pollution will not detrimentally impact the wildlife habitats and ecosystems which flourish here. The effect of noise on the enjoyment of other areas of landscape, particularly those with significant wildlife, health and heritage value must also be considered.

- 6.180 Other forms of noise-sensitive developments include housing, hospitals, schools and residential care/nursing homes. Both the NPPF and the Noise Policy Statement for England (NPSE) provides advice to help in the consideration of applications for residential development near a source of noise. When considering such applications regard will be given to the noise exposure categories in the NPSE (or subsequent revisions). Noise-sensitive developments should not normally be built near to any noise source which would create a 'significant observed adverse effect' from noise exposure as specified in the NPSE. In general, no noise-sensitive development should take place in close proximity to the motorway while special mitigatory measures will be necessary for all those noise sensitive developments located adjacent to the main arterial road routes into the city and adjacent to the railway lines.
- 6.181 Developments which in themselves are not normally considered to be noise generating, increasingly incorporate air handling fans or ventilation plants for heating and cooling. This type of plant can be a significant source of noise. To ensure that these noise sources do not increase the existing background level, their design noise emission specification should be designed at 10 decibels(A weighting) (dB(A)) below pre-existing background levels. This specification has regard to the prevention of a 'creeping' increase in background noise levels in the city.
- 6.182 Lighting is needed in many public areas of Southampton in the interests of public safety. It can also be used to enhance the appearance of buildings. However, if external lighting is poorly designed, controlled and misdirected, this can cause light pollution. The benefits of well-designed and co-ordinated lighting includes a reduction in overall energy consumption and an enhanced evening economy as well as reduced light pollution and good personal safety. The way light is emitted from the fitting can be controlled so that light is only emitted downward or on the object/ area to be lit. This is particularly useful to prevent light spillage and glare from proposed developments affecting trunk roads.
- 6.183 Luminous efficacy (in luminaire lumens per circuit Watt) is the ratio between the luminous flux produced by an entire luminaire (light fitting) (in lumens) and the total power consumed by the lamps and the control gear contained within the luminaire (Watts). All domestic external lighting, where provided, must use light fittings (including lamps) with an average initial luminous efficacy of not less than 60 luminaire lumens per circuit Watt.

- 6.184 A Presence detector is a sensor that can turn lighting on when a presence is detected in the scanned area, and off after a pre-set time when no presence is detected. The use of such detectors, as well as time switches or photoelectric cells can ensure that lights of buildings, fasciae and advertisements are not functioning during the daytime. Lighting can also be dimmed to conserve energy and preserve lamp life. Well-designed and co-ordinated lighting can add to the aesthetic treatment of buildings and spaces, highlight specific buildings of architectural interest or importance in the streetscape and will benefit areas of economic activity in the evening. However, care should be taken that the daytime appearance of light fittings, columns and cabling does not have a negative effect on the character and appearance of streets and individual buildings, particularly if listed or of historic interest. Where installed, presence detectors are required to be compatible with the lamp type used as very frequent switching can reduce the life of some lamp types.
- 6.185 External lighting includes both normal space lighting, which is required to illuminate a space when in-use, and security lighting, which is typically used to deter burglars or intruders and protect the property. It can be used outside the entrance to the homes, in outbuildings, such as garages and external spaces such as paths, patios, decks, porches, steps and verandas. Upward light ratio is the ratio of the light emitted above the horizontal, to the total light emitted by the luminaire. The amount of light spill must be minimised by using a light fitting with a maximum upward light ratio of 5% per fitting.
- 6.186 The Institute of Lighting Engineers have produced some guidance on the topic of lighting measures to protect bats (Guidance Note 08/18 Bats and artificial lighting in the UK). Lighting measures to protect bats would also benefit other light sensitive species.

HAZARDOUS SUBSTANCES

- 6.187 The Council has proposed policies to ensure that development is safe. These policies guide development involving hazardous substances and on sites with contaminated land or unstable land. They also guide development close to sites and pipelines with hazardous substances and which may impact on Southampton International Airport. No alternative options are identified for these policies.

Policy EN13 – Hazardous Substances

In order to maintain public safety and protect the environment:

- 1. Planning permission for development involving hazardous substances and hazardous substance consents will only be granted where:**
 - a. There is no unacceptable risk to public health and safety; and**
 - b. The location creates no unacceptable risk to residential and other sensitive areas.**
- 2. Within the hazardous substance and military explosives consultation zones, development will not be permitted if it would result in an unacceptable risk; or it would result in unreasonable additional constraints on the operation of the industrial or military use.**

Overall Approach

- 6.188 The use or storage of some substances require hazardous substance consent⁴⁶. Within the city these relate to some industrial or Port activities and a gas pipeline. Permissions or consents involving hazardous substances, and permissions for residential and other sensitive developments, will be determined to ensure sufficient separation distances between hazardous substances, people and sensitive environments.
- 6.189 The Policies Map shows the consultation zones for hazardous substances sites and pipelines. The Health and Safety Executive will be consulted for all applications involving hazardous substances or all planning applications as necessary which are within their latest consultation zones. At present these relate to two gas storage sites in Millbrook; gas holder sites in Millbrook and Northam⁴⁷; fertiliser and explosive storage in parts of the Port; and the Lordshill pipeline. The Ministry of Defence will be consulted for planning applications within their consultation zones⁴⁸, which relate to the Marchwood Military Port and Netley Anchorage. The Environment Agency and Natural England will also be consulted where there is a risk to a sensitive environment from hazardous substances.
- 6.190 Within these zones, depending on the type of development and its proximity to the source of risk, some development will be unacceptable in principle, and other development (increasingly towards the outer part of the zone) will be acceptable with appropriate design.

Key Policy Options

No other reasonable options identified as the policy sets out an appropriate guidance for development to reflect existing consultation zones and an agreed approach

Evidence

- 6.191 The Health and Safety Executive provides information on sites and installations with quantities of hazardous substances designated as notifiable installations

CONTAMINATED LAND

- 6.192 Due to the city's industrial history, there are potential issues of land contamination from the way sites have been used in the past. It is the developer's responsibility to assess these risks and policy EN14 sets out the requirements for sites where there is the potential for

⁴⁶ These substances are specified in the Planning (Hazardous Substances) (Amendment) (2009) (2010) regulations, and any subsequent regulations.

⁴⁷ SGN application for the demolition of the former Northam Gasworks approved November 2021 (21/01576/DPA)

⁴⁸ Town and Country Planning (Safeguarding Aerodromes, technical sites and military explosives storage areas) Direction 2002

contaminated land.

Policy EN14 - Contaminated Land

- 1. In order to protect the safety of people and property, and the environment, planning permission for development on or adjacent to land that is known to be, or may be contaminated will only be approved where:**
 - a. The applicant has demonstrated that the potential for contamination has been properly assessed; and**
 - b. The development will incorporate any necessary remediation measures, to ensure the site is suitable for its new use and as a minimum is not capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990; preferably using in-situ remediation methods to ensure the long-term safety of the development.**

Overall Approach

- 6.193 The National Planning Policy encourages the re-use of previously developed (brownfield) land. This land may potentially be contaminated. This can lead to increased risks where construction disturbs contaminants or where development results in a new use which is more sensitive to the effects of contamination. Early engagement with the council (and where relevant the Environment Agency) is encouraged so that any issues can be addressed at an initial stage.
- 6.194 All developments should consider the potential for contamination. A proportionate but sufficient site investigation should be undertaken by a competent person. As a minimum this will require a site 'walk over' and desk survey. This site investigation will be required in all cases except where there is unlikely to be contamination and the development is not sensitive (for example it is not a residential, school or similar use). This will enable the council to determine whether a more detailed site investigation will be required. In any case the council will require this more detailed site investigation for large scale or sensitive developments in areas with a long industrial history, including sites which are now vacant, former railway sidings, gas works or other sites where hazardous substances may be found.
- 6.195 It is the responsibility of the developer to assess risks and ensure that development is safe; and of the council that new development is appropriate for its location without generating an unacceptable risk.
- 6.196 Remediation should be of a standard suitable to the proposed use to prevent unacceptable risks to human health or the environment. This includes being in accordance with the Water Framework Directive. The developer may wish to exceed requirements in-order that land is made suitable for a wider range of uses in the future. In some cases, contamination may limit the range of appropriate uses, but it is very unlikely that contamination would prevent any beneficial use.

- 6.197 The Environmental Protection Act 1990 (EPA), Building Regulations and Environmental Permitting Regulations also address contamination issues not covered by the planning system. In line with the EPA, the Council has prepared a Contaminated Land and Inspection Strategy, which will inform the implementation of this policy.
- 6.198 Where necessary the need for site investigation or remediation prior to development will be secured by planning condition.

Key Policy Options

No other reasonable options identified as this is a precautionary approach to avoid harm from potentially contaminated land

LAND STABILITY

- 6.199 Where there is evidence that a site may be unstable, appropriate measures are required to ensure the safety of development. Policy EN15 contains criteria to demonstrate that suitable measures can be delivered to ensure this.

Policy EN15 - Land Stability

- 1. In order to protect the safety of people and property, and the environment, development of unstable or potentially unstable land will only be permitted where:**
 - a. The applicant has demonstrated that the potential risks have been appropriately assessed;**
 - b. The site can be developed and used safely; and without adding to the instability of the site or surrounding land; and**
 - c. The development of the site and any stabilisation measures are environmentally acceptable.**

Overall Approach

- 6.200 Land stability can include subsidence, landslides or ground compression caused by industrial activities or natural reasons. Such land can often be developed. However, the risks of developing on unstable land should be assessed at an early stage, first by a preliminary assessment (desk based and site visit) and then if necessary, by a more detailed land and slope stability risk assessment, both by a suitably qualified person with technical / environmental expertise. This assessment of risks should relate to the site and the surrounding area. Sites should be and remain stable or be made so as part of the development. Development will incorporate any necessary mitigation or stabilisation measures. If necessary, these will be secured by planning condition or legal agreement. The

developer is primarily responsible for ensuring development is safe. Land stability will also be taken into account in determining planning applications.

Key Policy Options

No other reasonable options identified as this is a precautionary approach to avoid harm from unstable land

7. TRANSPORT AND MOVEMENT

7.1 This chapter provides an overarching transport policy to reduce the need to travel and promote sustainable travel, manage the transport network and integrate development into it. It includes the following policy:

- TR1 Transport and Movement

TRANSPORT AND MOVEMENT

7.2 Southampton is a regional hub and it is important it is served by an efficient transport system both within the city and connected to the wider area in-order to support economic growth, personal mobility and social inclusion. There is a need for major development and Port growth within the city, both of which will increase people and goods trips. Trips should be based on sustainable and active travel wherever possible, in-order to achieve a zero-carbon transport system, reduce local air pollution and congestion, support healthy lifestyles, and to create more 'people friendly' places less dominated by vehicular traffic.

Policy TR1 (S) - Transport and Movement

- 1. A sustainable, efficient and safe transport system will be maintained and enhanced within the city and connected to the wider region, with the aim of achieving zero emissions. This will support major development and economic growth in the city and Port of Southampton whilst reducing carbon emissions, pollution and congestion, enhancing streets and spaces for people, and ensuring everyone can access the facilities and services they need to. This will be in accordance with the relevant transport strategies in the city (including the Local Transport Plan), South Hampshire, and south east England. Development will facilitate and contribute to this overall approach.**
- 2. For people the priority is to reduce the need to travel, particularly by private car, and to achieve a shift to zero emission sustainable and active travel (walking, micro-mobility, wheeling, cycling and public transport). Car use will be supported where necessary, but only where trips cannot be accommodated by sustainable travel.**
- 3. For goods (to and from the Port of Southampton and the city's businesses) the aim is to promote a shift to sustainable and zero emission movement of goods (rail, consolidation with last-mile logistics and short sea shipping) where possible, to promote the more efficient use of goods vehicles, and to support goods vehicle movements.**
- 4. The need to travel will be reduced and sustainable travel promoted by:**
 - a. Supporting and enhancing the city, town and district centres;**
 - b. Focussing more higher density and low/zero car ownership development in the city, town and district centres and adjacent to public transport corridors;**

- c. Supporting home working and work hubs;**
- d. Walking and cycling: creating and enhancing direct, attractive, clear and safe routes, streets and spaces for all people in accordance with Active Travel England guidance, to key destinations, public transport interchanges and local mobility hubs, within city / town / district centres and neighbourhood Active Travel Zones (which develop the concept of '20 minute' neighbourhoods), providing cycle parking, and completing the Southampton Cycle Network to deliver on the Local Cycling & Walking Investment Plan;**
- e. The Southampton Mass Transit System: supporting an integrated, high quality, and frequent network of rail, mass rapid transit, priority rapid bus, strategic and local park and ride, ferry and demand responsive services;**
- f. Public transport interchanges and local mobility hubs in the city, town and district centres, at the Central Station and local rail stations and at other key destinations: enhancing high quality interchange facilities between walking, cycling and public transport, including facilities for cycle storage, taxis, the hiring or sharing of electric and other cycle, micro-mobility and other vehicles, and 'click and collect' services;**
- g. Transport corridor improvements to support sustainable transport from the city centre to the town and district centres, universities and hospitals, Totton, Romsey, Chandler's Ford, Eastleigh / Fair Oak, Hedge End, and Bursledon / Hamble;**
- h. Bus: supporting new and enhancing existing routes to connect key destinations, public transport interchanges and local mobility hubs, by prioritising bus movements, increasing the frequency of services and enhancing passenger waiting facilities and vehicles, to deliver the Bus Service Improvement Plan;**
- i. Train: enhancing rail connectivity across South Hampshire, including enhancing stations, increasing rail capacity and the frequency of services;**
- j. Coach: enhancing the coach station and supporting its relocation to the Central Station public transport interchange;**
- k. Ferry: supporting and enhancing facilities for pedestrian ferries at Town Quay or an alternative central location, and an appropriate location for vehicular ferries (either in or outside the city);**
- l. Park and ride: supporting new facilities at Adanac Park, and to the north and east of the city, with bus priority routes or rail / mass rapid transit connections to serve the city centre and other key destinations;**

- m. Technology and programmes: improving and integrating service information and ticketing (known as 'Mobility as a Service'), encouraging sustainable and healthy travel choices, and promoting workplace and school travel planning;**
 - n. Electric vehicles and alternative 'green' fuels: supporting a public network of charging points in new developments, at public transport interchanges and local mobility hubs, car parks, and on-street;**
 - o. Shared mobility: Local Mobility Hubs where a range of shared mobility services can be offered (e.g. bike or scooter hire, ebikes, e-car/e-van clubs).**
- 5. The road network will be managed to support sustainable and efficient travel, whilst ensuring car and goods vehicle use is supported where necessary, by:**
- a. Remodelling roads and reducing space for cars where appropriate in-order to enhance the attractiveness of places, routes and crossing points for wheeling, walking and cycling and to prioritise bus use, whilst maintaining the road capacity that is necessary;**
 - b. Providing car parking for new development in accordance with policy DE11 (parking) and policy DE12 (electric vehicle infrastructure);**
 - c. Supporting Sustainable and Local Distribution Centres;**
 - d. Increasing the capacity of the main road network to the city and Port where necessary through targeted measures;**
 - e. Ensuring the safe and efficient operation of the road network.**
- 6. Space will be safeguarded for key transport infrastructure including the:**
- a. Expansion of rail and passenger capacity at and around Southampton Central Station and on the rail lines in Southampton;**
 - b. Existing rail freight facilities and land for rail sidings, unless they are surplus to long term requirements;**
 - c. Southampton Mass Transit System including bus lanes and future Mass Rapid Transit;**
 - d. City Centre Strategic Links, Streets and Spaces;**
 - e. Strategic and local park and ride sites;**

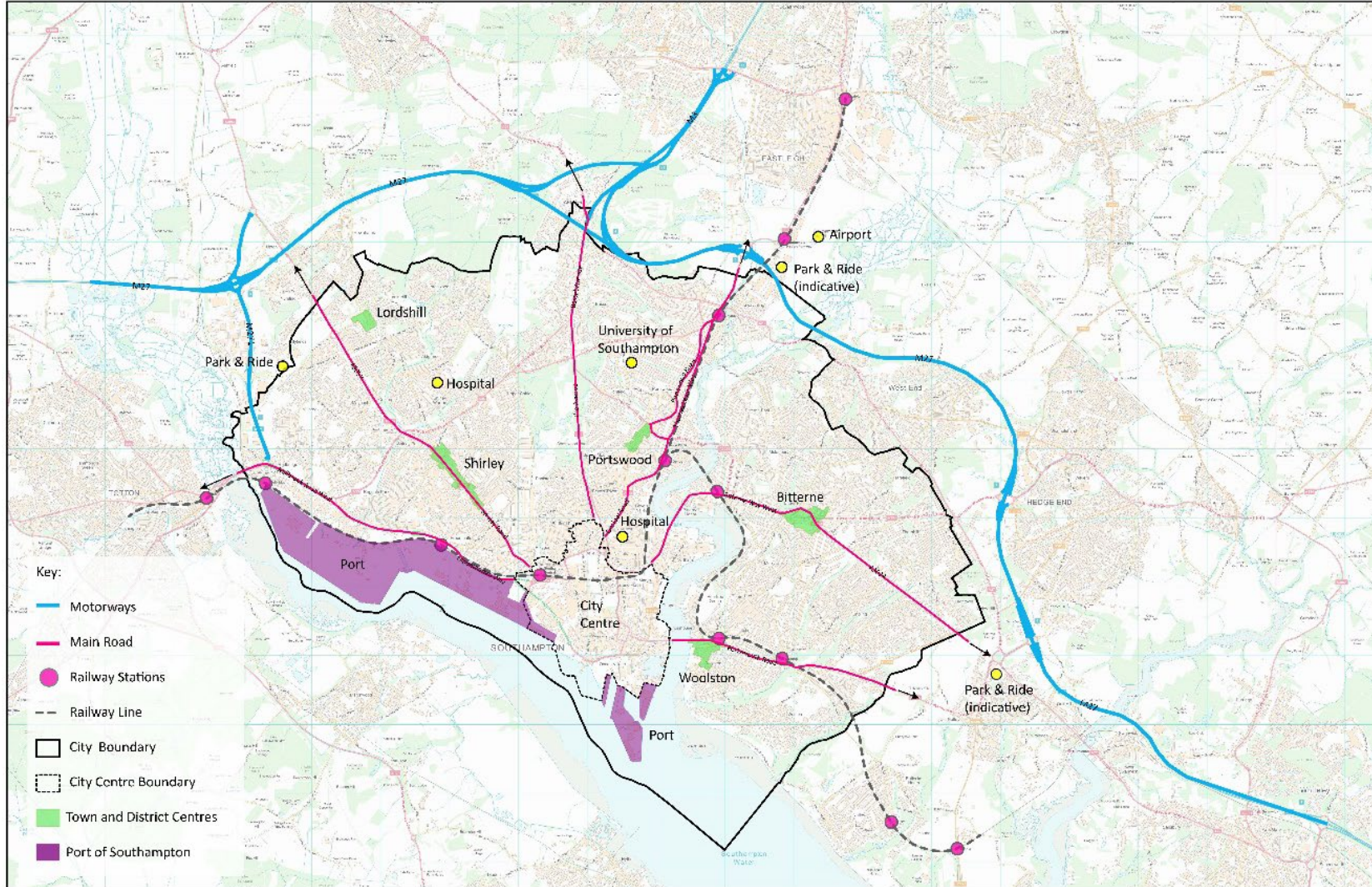
- f. Relocation of West Quay Road (subject to key option 1 relating to policy S11);
 - g. Widening and replacement of Northam Rail Bridge.
7. In the city centre and central area this approach will be facilitated by:
- a. Creating a public transport and development hub at and around Southampton Central Station, with enhanced interchange facilities for sustainable travel and high-density development, in accordance with policy S11 (Mayflower Quarter);
 - b. Maintaining, enhancing and creating a network of strategic pedestrian and cycle links in accordance with the Local Cycling and Walking Plans, that connect arrival points (public transport interchanges and car parks), key destinations, the waterfront, and new development sites and quarters (including the Mayflower Quarter and Itchen Riverside Quarter), in accordance with policy DE2 (City Centre Streets and Spaces);
 - c. Maintaining, enhancing and creating a series of bus priority measures in the City Centre in accordance with the Bus Service Improvement Plan that provides buses with a high degree of priority and permeability connecting transport interchanges, destinations and new development quarters with high quality bus waiting facilities with accessible pedestrian routes to them;
 - d. Creating a Liveable City Centre where streets and spaces within the Ring Road are progressively redesigned to primarily meet the needs of people by prioritising pedestrian, cycle and public transport movements and minimising vehicular traffic by;
 - i. Creating more and enhanced space for pedestrians, cyclists and public transport within streets and spaces to create attractive places;
 - ii. Enhancing pedestrian and cycle crossing facilities across roads;
 - iii. Closing roads or reducing space for private cars where appropriate;
 - iv. Reducing car park spaces, relocating those still needed to park and ride facilities on the edge of the city or multi-storey formats in the outer city centre, connected to the Ring Road;
 - v. Maintaining car parking spaces for disabled people in accessible locations;
 - vi. Routing service vehicles appropriately;
 - vii. Ensuring vehicular traffic travelling between different parts of the city or city centre uses the inner ring road;
 - viii. Enhancing the capacity and function of the ring road and interchanges so that it has the capacity to accommodate strategic vehicular traffic whilst supporting pedestrian, cycle and public transport movements both along and across the ring road.

- 8. In the town and district centres this approach will be facilitated by:**
 - a. Supporting the provision of retail / service facilities and jobs within centres, and new homes in and around centres to create '20-minute neighbourhoods';**
 - b. Creating and enhancing walking, cycling and public transport connections to the centre;**
 - c. Redesigning and enhancing the streets and spaces within the centres with a clear 'placemaking' focus for pedestrians, cyclists and public transport passengers;**
 - d. Developing public transport interchanges and local mobility hubs.**

- 9. Development will:**
 - a. Be designed to integrate into the transport network;**
 - b. Provide the transport network improvements / mitigation required to manage the trips it generates on the strategic and local transport network;**
 - c. Provide safe and appropriate access into / out of and through the site for pedestrians, cyclists and vehicles (including delivery and service vehicles) in accordance with the latest active travel design standards (e.g. LTN1/20 and Manual for Streets); in accordance with the overall approach to reduce the use of the car, encourage and prioritise the use of sustainable and active modes of travel, ensure the safety of all highway users, and manage those car trips which are necessary, taking account of the cumulative effects of development.**

- 10. Development will not create a vehicular access from classified roads unless the Council is satisfied that road safety will not be adversely affected.**

- 11. Major development will require:**
 - a. A transport assessment to identify the impact on, and improvements / mitigation required to, the transport network;**
 - b. A travel plan to promote sustainable travel;**
 - c. A delivery and service plan to promote the sustainable and efficient movement of goods and servicing.**
 - d. A construction management plan to include the management of construction traffic.**



Southampton City Council - Transport Map

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Overall Approach

- 7.3 Policy TR1 supports and is informed by the transport strategies for the city and wider area, which are material considerations in the determination of planning applications.
- 7.4 The transport strategies for the wider area include:
- Transport for the South East’s Transport Strategy and Strategic Investment plan;
 - Solent Transport’s Joint Local Transport Plan and supporting strategies;
 - Network Rail’s Solent Connectivity plan.
- 7.5 The transport strategies for the city set out the approach in more detail. The Council’s current transport strategies include the:
- Southampton Green City Charter and Green City Plan 2030;
 - Connected Southampton – Transport Strategy 2040 (Local Transport Plan 4)
 - Southampton Bus Service Improvement Plan
 - Southampton Cycling Strategy
 - City Centre Streets and Spaces 2
- 7.6 In addition, the following strategies are in preparation:
- City Street – City Centre Movement, Access & Public Realm Plan
 - Southampton Local Cycling & Walking Investment Plan
 - Transport Decarbonisation Plan
- 7.7 People living, working in, or visiting the city benefit from being within accessible walking or cycling distance of a wide range of jobs, shops and other services, and are served by a good and inclusive public transport network. It is important that new development located within the city capitalises on and enhances these opportunities in-order to reduce the need to travel, increase accessibility and trips by sustainable travel modes, and supports the move to a zero carbon transport network.
- 7.8 The aim is to make sustainable travel the most attractive choice. Promoting higher density development in centres and along public transport corridors will put more people within an easy and accessible walking or cycling distance of jobs, shops, services and sustainable travel routes (as well as support the vibrancy of centres). Home working will reduce the need to travel, and will be supported by a mix of new homes with sufficient internal space (policies HO2 and DE6), and broadband / telecommunications infrastructure. The sustainable travel measures set out will create and enhance an attractive, inclusive and safe network of routes, services and interchange facilities to encourage walking, micro-mobility (e.g. scooters), wheeling (e.g. wheelchairs, pushchairs, etc.), cycling and public transport use, and to ensure everyone regardless of mobility or access to a car, can access jobs, shops and services.
- 7.9 High quality pedestrian routes will ensure the design of streets and spaces are attractive for all people, including those with lower levels of mobility and sensory impairment (for example the elderly, disabled people, the very young and those using pushchairs), in accordance with policy DE5. These should be to the latest design standards. The Southampton cycle network is growing, providing high quality routes across the city. There are now 53 miles of cycle routes in Southampton. (The Green City Plan aims for 15% of journeys to be by bike by 2027).

- 7.10 At a local level, the city's walking and cycle network connect to the rapid bus and local rail services and to local destinations and mobility hubs, including district and local centres, schools, health centres, and parks. Active Travel Zones will be created, with safer, more attractive streets and spaces for pedestrians and cyclists, to generate 20-minute neighbourhoods. These are places where it is easy to get to homes, services, retail and transport services without the need for driving. (Four active travel zones will be created by 2025).
- 7.11 The Southampton Mass Transit System (SMTS) is based on using all forms of public transport to create an integrated, rapid, zero emission, and high frequency 'turn up and go' network, using high quality vehicles and seamless ticketing and information, across the city. Demand responsive transport (e.g. taxis and dial a ride) will provide added flexibility, particularly for 'out of hours' service. The network will be connected by public transport interchanges between modes, travel hubs in the districts and local mobility hubs.
- 7.12 The Southampton Mass Transit System, focussed on the main transport corridors, illustrated by Map 6, connects Southampton to the national rail and road network, Southampton International Airport, and the wider South Hampshire area. Within the city it connects:
- Key destinations: the city, town and district centres, hospitals, universities, Port, and main employment areas;
 - Public transport interchanges: Within the city centre, Southampton Central Station (rail), Albion Place (buses) and Town Quay (ferries); across the city, the Airport Parkway and local stations, town and district centres, University Hospital Southampton and Royal South Hampshire Hospital, and the University of Southampton.
 - Park and ride sites: at Adanac Park (operational) and to the north and east of the city (proposed).
- 7.13 Along the city's main transport corridors an integrated approach will be taken to achieve priority for cyclists and rapid bus / park and ride services, with targeted vehicle capacity improvements.
- 7.14 The rail network will continue play to an important role for the city and wider region. Studies and strategies with TfSE and Network Rail/Great British Railways, including the Solent Rail Connectivity Plan, have identified the ambition to create a metro level of service at all Southampton's suburban stations (e.g. four trains per hour). This includes support for rail services on the Waterside Line to Hythe/Fawley, additional infrastructure at Southampton Central, Totton, Eastleigh and Fareham stations, and additional track & signalling to support increases in train frequency. Future infrastructure and capacity work will be required at Southampton Central to support the metro services, medium to long-distance services and freight. This may include a full redevelopment of the station.
- 7.15 Table 6 identifies the key currently planned / funded improvements within the city centre and along the main transport corridors, including through the Transforming Cities Fund. Funding for further improvements will be sought over the plan period.

Table 6: Current Proposed Transport Improvements

| | |
|-----------------------------------|--|
| | Currently funded or planned improvements (within the city): |
| | |
| Within the city centre: | |
| | Expanded pedestrian & cycle core including Bargate Street Albion Place Bus Interchange Central Station South Interchange The East – West spine (Civic Centre Place – New Road – Six Dials, pedestrians / cyclists / buses / taxis only). Ring road (north): Enhancing bus and pedestrian / cycle crossing points along the northern inner ring road. Central Station enhancements Replacement / widening of Northam Bridge |
| From Southampton city centre to: | |
| Totton and Fawley | SCN1 cycle route and bus priority (TCF) Park and ride: Adanac Park Roads: increased capacity at Redbridge roundabout (for Port) Rail: Solent Rail Connectivity |
| Shirley, Lordshill, Romsey | Park and ride: Adanac Park SCN4 cycle route to hospital Active Travel Zone – St Mark’s & Polygon-Bedford Place |
| Chandler’s Ford | SCN5 cycle route (TCF) |
| Portswood, Eastleigh and Fair Oak | SCN6 cycle and bus priority (TCF) Travel hub - University of Southampton Local mobility hub – Portswood, Swaythling Active travel zone – St Denys Roads – reduced capacity on Portswood Road, increased capacity on Thomas Lewis Way, traffic signal improvements Rail: Solent Rail Connectivity |
| Bitterne, Hedge End | SCN2 & 3 Cycle Route Bus priority (including replacement / widening of Northam Rail Bridge, and traffic signal priority) |
| Woolston, Bitterne, Bursledon | SCN1, 2 and 5 cycle route (TCF) Bus priority and traffic signal priority Public transport interchange / local mobility hub / active travel zone–Woolston and Itchen Roads – Windhover roundabout and M27 junction 8 Rail: Solent Rail Connectivity |

7.16 Other strategic improvements outside of the city include upgrades to the Strategic Road Network (M27 and M3 smart motorways, M27 junction 3, M27 junction 8 / Windhover roundabout, M3 junction 9); and the Southampton International Airport (runway extension).

7.17 After sustainable travel is maximised, and with a growing economy generating more trips, some people will still need to travel by car, and a significant proportion of goods are still likely to be sent by road. A balanced approach will be taken to managing road space in-

order to maximise sustainable travel whilst supporting necessary vehicle movements. In a range of locations road space for vehicles will be reduced to enhance streets and spaces for pedestrians and cyclists and to prioritise bus movements. Where required disabled parking and level/accessible routes will be provided. In other cases, particularly on the main road network, targeted improvements to enhance road capacity for traffic may be necessary.

- 7.18 Goods should be transported by rail, coastal shipping or by using vehicles efficiently wherever possible. The efficient use of delivery vehicles (or 'consolidation') should be achieved through Delivery Service Plans. Sustainable and local distribution centres can provide delivery consolidation points for 'last mile' deliveries using zero emission vehicles, and the hours of delivery can be controlled for new development.

City Centre

- 7.19 Within the city centre the aim is to connect the key destinations by a first-class public transport system and by creating a series of world-class civilised streets and spaces for people to walk and cycle. This will create a high-quality liveable city centre connecting people to the city's heritage, culture, waterfront and green spaces. Traffic will be encouraged to use the ring road where appropriate. The following measures will be implemented within the city centre:

Strategic Links

- 7.20 The strategic links specified in policy DE2 connect the main arrival points (transport gateways and hubs) with the final key destinations within the city centre. These include:
- Main arrival points: Central Station (rail); Albion Place (bus); Town Quay (ferry); and the main car parks (relocated to the inner ring road).
 - Key destinations: the primary shopping area; office and leisure areas; major development areas including at Mayflower Quarter and the Itchen Riverside Quarter; the waterfront; and the Port.
- 7.21 Streetscape and public realm improvements will be implemented along these routes to reduce the dominance of roads and create streets which are inclusive for everyone. 'Way finding' improvements will also be implemented, including signs, paving, lighting and activities.

Strategic Cycle Network (SCN)

- 7.22 All SCN routes connect through the City Centre. These will include dedicated facilities, and improvements to cycle crossing facilities at all junctions on the Ring Road. Two cross-city axis (Central Station-Six Dials and Charlotte Place-Town Quay) will aim to have segregation where appropriate to provide dedicated cycling spines into and across the City Centre.

Public Transport Interchanges

- 7.23 Multi-modal transport hubs will be created at the gateways of Central Station South (rail), Albion Place (bus), and Town Quay (ferry). These will provide multi-model facilities,

including for taxis, travel information and improved waiting and boarding facilities. Mass Rapid Transit (MRT) routes will connect the Central Station to the Port, Town Quay, Above Bar, St Marys and other key destinations.

Ring Road

- 7.24 The Ring Road around the city centre will be improved to accommodate traffic flows, bus priority at points where services cross, and cycle & pedestrian crossing facilities at all its major junctions. Traffic signal technology is coordinated and connected signage provides information and direction for visitors. Car parks will be consolidated and relocated to the Ring Road. The potential to realign West Quay Road (policy SI1 key option 1) would enable the existing route to become a spine for MRT, green parks, cycle and walking routes.

City Centre Core

- 7.25 The re-routeing of traffic to the ring road will enable roads within the core of the city centre to be recreated as streets, with more space for people. This will include an expansion of the main pedestrianised area around the Bargate, on Above Bar Street to link to Guildhall Square, Hanover Square, and at Civic Centre Place. In addition, the environment will be substantially improved supporting an expansion of green infrastructure (for example avenues of trees, sustainable drainage, meadow planting, green walls and public spaces). Bus services will be changed with existing routes along Bargate Street and Above Bar Street re-routed. A bus priority 'loop' will be created along New Road, Portland Terrace, Bernard Street, and Palmerston Road-Queensway, with new bus hubs at Vincents Walk and Above Bar Street, and improved bus stops.

Key Policy Options

National, regional and Council policy set clear aims to reduce the need to travel and support sustainable travel wherever possible. The policy sets out this approach and it is considered there are no reasonable alternatives to the general policy approach. Do you agree, or are there other key policy options we should consider?

Further options are likely to arise regarding the specific design of transport schemes, and these will be considered through transport planning processes).

Evidence

Existing Evidence:

- Transport strategies (listed above); City Centre Masterplan; draft Mayflower Quarter Masterplan

New Evidence:

- Sub regional transport model run (baseline and do something)
- Transforming Cities Fund bid business case

- West Quay Road – high level business case and engineering feasibility
- Northam Rail Bridge Safeguarding – scheme details.

8. DEVELOPMENT PRINCIPLES

- 8.1 The Local Plan provides policies to deliver the amount of development needed and ensure that it is in the right place. It is also important that development is well designed, taking account of its context and shaped by its location including its maritime setting; accessible to all and sustainable.
- 8.2 This chapter includes the following policies:
- DE1 Placemaking and Quality of Development
 - DE2 City Centre Streets and Spaces
 - DE3 Tall Buildings
 - DE4 Waterfront
 - DE5 Accessible and Inclusive Design
 - DE6 Housing Standards
 - DE7 Energy and Net Zero Carbon Buildings
 - DE8 Sustainable Design of New Development
 - DE9 Waste and the Circular Economy
 - DE10 Shopfronts, Signage and Advertisements
 - DE11 Parking
 - DE12 Electric Vehicle Infrastructure
 - DE13 Southampton International Airport

PLACEMAKING AND QUALITY OF DEVELOPMENT

- 8.3 Southampton as a place is physically defined by the rivers Test and Itchen and their undulating valleys, creating a varied landscape of expansive and contained views. The River Itchen further bisects the city, creating two separate but inter-dependant urban areas, with bridging points.
- 8.4 The city centre and historic port lie at the confluence of the two rivers, which has created a tapered road network leading into the city centre, with town, district and local centres located at the intersections of cross connecting routes.
- 8.5 The dramatic impact on the city centre of bombing in the Second World War and subsequent rebuilding in the mid-20th Century destroyed much of its intrinsic architectural character. In addition, land reclamation in the west of the city centre has led to a series of low-density mid to late 20th Century developments with little design merit and poor connectivity. Many of these post war buildings will be redeveloped or refurbished over the plan period.
- 8.6 The design quality of new development is paramount to re-establishing a high-quality identity for the city. The city centre is defined by distinctive high-quality assets, including the water, the Old Town, Town Walls, Civic Centre and Central Parks. The wider city is also defined by high-quality open spaces, including Southampton Common, the parks and greenways, Green Grid and a range of varied and established residential areas. These assets create a context to which new high-quality development can respect and enhance.

- 8.7 There is a major need for new homes and commercial space and for higher density development. This creates the opportunity to reinforce and enhance the character of the city centre as a regional hub, and for the town and district centres and public transport corridors to evolve.
- 8.8 These changes need to be delivered using high-quality design to create attractive, healthy, and adaptable places with a series of enriched and enlivened buildings, streets and spaces which are fit for purpose, sustainable in the long-term, and set in a varied urban landscape. This is key to creating a high quality of urban life and a positive perception of Southampton, which in turn is more likely to generate public support for major development and will attract further economic investment in the city.
- 8.9 The form any new development takes will depend on the context, character, assets and constraints of a particular site, which in turn is shaped by its location within the network of streets, spaces and neighbourhoods across the city. The majority of new development will take place on previously developed land, and the creative re-use of buildings and spaces will be actively promoted.
- 8.10 Developers will also need to focus on maximising design quality and pre-application advice is highly encouraged, particular for major proposals or those in sensitive locations.

Policy DE1 (S) - Placemaking and Quality of Development

In order to protect and enhance urban living, environmental quality, the image of the city, and to develop health-promoting environments; all development (including streets, spaces, buildings and extensions) must comply with the following criteria as appropriate for the type and size of development.

Householder developments such as extensions, conservatories and outbuildings are required to make a positive contribution to the local area and specifically meet criteria 25 – 30 and 33 below.

Context

- 1. Be informed by a proportionate analysis of the established character and context of the site within the street, neighbourhood and city;**
- 2. Respect, respond positively to and enhance the local context, with regard to character, form, grain, scale, mass, density, proportion of buildings, materials, existing landforms, natural landscapes and historic features;**

Identity

- 3. Be designed to the highest possible standards of place making; reinforcing the built and natural environment in areas of good quality and creating positive new environments in areas of poorer quality;**
- 4. Ensure developments aid legibility and way finding by defining the hierarchy of streets and using 'local landmarks' where appropriate; and that streets and spaces within developments**

are designed to protect or create views into and out of the development to existing and proposed on and off-site landmark buildings or landscapes;

5. Protect, enhance or at the least not have a significant adverse impact on defined strategic views;
6. Create public access to the waterfront and views of the waterfront and ships at berth where practicable;

Built form

7. Use the layout and arrangement of building frontages to define what is public and private, creating or contributing to a perimeter block form of development to safeguard the prevailing character of the local area, including the contribution made by public, communal and private gardens;
8. Promote physical and mental health and wellbeing including incorporating measures to promote opportunities for physical activity and active travel; respect the amenity of residential and other surrounding properties; and not unacceptably affect the health, wellbeing, safety and amenity of surrounding areas and wider city;
9. Use detailed design measures which relate to the human scale, through the articulation and fenestration of the building and attention to detail of the ground floor and its relationship to the public realm;
10. Treat the space around and between buildings with equal importance to the building itself, to achieve a high-quality environment, particularly of hard and soft boundary landscape and interface with the public street;
11. Ensure developments aid legibility and way finding by defining the hierarchy of streets and using 'local landmarks' where appropriate; and that streets and spaces within developments are designed to protect, enhance or create views into and out of the development to existing and proposed on and off-site buildings and landscapes. These may include landmark buildings, heritage assets, open spaces, the waterfront and other key or distinctive Southampton features;
12. Ensure the proposal will not inappropriately prejudice the ability of an adjoining site to be (re)developed.

Movement

13. Ensure that parking and servicing arrangements are subservient to and do not dominate the building and/or site; and do not undermine the priority for pedestrian / cycle routes;

Nature

14. Ensure that all new residential development, including extensions to homes, and other development wherever possible introduce trees (particularly broad leaf species) and that in areas where tree and shrub planting represent the predominant character of the boundary with public streets and spaces that this character is maintained and enhanced;
15. Where development involves the loss of trees, ensure they are replaced with trees of equivalent or greater value [see Key Option 1];
16. Protect trees subject to a tree preservation order or of good arboricultural or amenity value;

Public spaces

17. Create safe, secure, welcoming and attractive spaces, streets, landscaping, access and buildings which encourage positive social interaction and natural surveillance through layout, the positioning of building entrances and windows of habitable rooms, appropriate lighting, and other measures to design out crime, including the location of car and cycle parking; and avoid opportunities for concealment and unobserved means of escape.
18. Ensure a clear distinction between public spaces, car parking and private spaces, and ensure that all are attractive, useable, inclusive and manageable over the long term;
19. Create an environment with appropriate resilience to fire and other emergencies.
20. For major development (of 50 dwellings or 10,000m² of commercial floor space or more), include public art as an integral part of the streets, spaces or buildings;

Uses

21. Create an appropriate, complementary and well-connected mix of uses, activities, public and private spaces and buildings in the city, town, district and local centres, major sites and all other sites as appropriate;
22. Create buildings and spaces which are robust and have the potential to adapt to different uses as needs change over time;

Homes & buildings

23. Create an appropriate internal and external living environment (in accordance with Policy DE6 – Housing Standards); amenity for existing neighbours and prospective residential occupants in terms of privacy, natural light, outlook, shade, gardens and open spaces; and a working, learning or social environment for non-residential development appropriate to the type of use;

24. Where lifts are proposed, ensure at least one is capable of fitting a full-size horizontal stretcher;
25. Ensure the proposal will not unacceptably affect the health, safety and amenity of the city and its citizens;
26. Ensure that property extensions are sympathetic to the main building and architecturally responsive to the proportions, features and style of the host building;
27. Ensure that any ancillary (including free-standing) structures such as garages, car ports, cycle stores and bin stores are designed to complement the style of the proposed building(s) and respect building lines;
28. Incorporate the requirements of policies EN3, EN9, EN10, DE7 and DE8 (green infrastructure, flood defences, SUDs, energy generating and efficiency) as an integral part of the development design;

Resources

29. Use sustainable materials which have local relevance, a proven record of ageing well within the urban environment and take account of long-term maintenance, particularly with respect to the effects of a maritime environment;
30. Create an environment with appropriate resilience to fire and other emergencies.

Lifespan

31. Ensure proposals introduce trees (particularly broad leaf species) wherever possible and that in areas where tree and shrub planting represent the predominant character of the boundary with public streets and spaces that this character is maintained and enhanced;
32. Create buildings and spaces which are robust and have the potential to adapt to different uses as needs change over time;
33. Ensure that where a site is developed in phases, the layout and design of each phase retains the ability for future phases to be connected and achieve the comprehensive design principles for the whole site; and that any community facilities, public realm and open spaces are delivered alongside the appropriate phase of development; and
34. Ensure the proposal will not inappropriately prejudice the ability of an adjoining site to be (re)developed and carefully locate windows requiring outlook over third-party land.

Overall Approach

- 8.11 Policy DE1 sets the overarching design policy to achieve the highest possible standards of placemaking, taking account of any practical constraints on the site. It uses the ten

characteristics of well-designed places identified in the National Design Guide. These criteria are in addition to other policies in the plan which also contribute to achieving high quality design, including for example policies providing guidance on density, heritage, sustainability, the waterfront, open spaces, biodiversity, air quality, noise, and lighting. Development must be in accordance with these policies and also with design principles set out in specific site policies.

- 8.12 The principle of achieving a high quality of design applies to all development. For residential, retail, leisure and office development, all criteria in Policy DE1 will be applied as appropriate to the scale and type of development. This includes ‘householder developments’ such as residential extensions, annexes and other alterations and the policy includes guidance on the criteria relevant for these types of development. For industrial and warehouse development the principle of achieving a high quality of design remains. Recognising the nature and operational needs of these developments, some criteria in policy DE1 will be less relevant or interpreted flexibly, although other criteria will be applied as for any development.
- 8.13 The council has set out further detailed design guidance in a range of SPDs and other documents which are all material considerations. These include the City Centre Masterplan, City Centre Streets and Spaces Framework, Old Town Development Strategy, Streetscape Manual and Residential Design Guide. The council will also take account of relevant national guidance including the Building for a Healthy Life⁴⁹ guide and Sport England’s Active Design Guide⁵⁰.
- 8.14 A Design and Access Statement is required for development of 10 or more dwellings, 1,000m² or more of commercial floor space and for development within conservation areas. Design and Access statements should be set out using the 10 Characteristics of Good Design in the National Design Guide. If they are significant major developments, these schemes may be subject to a design review by the city’s Design Advisory Panel. Masterplans and major developments seeking Outline approval will require an accompanying design code following the requirements set out in the National Model Design Code to allow for approval by the city council.

Context

- 8.15 By respecting, responding and enhancing the local context, development will reinforce the identity and character of the area; or in areas of poor design quality, enhance or create a more positive character. The character of the area includes detailed factors such as the use of appropriate good quality materials, colours, and architectural detailing. The topography may influence the appropriate design of development.

Identity

- 8.16 There are a series strategic views to or from heritage assets in the city centre, designated in the Southampton Tall Buildings Study (May 2017):

⁴⁹ Building for a Healthy Life – A Design Toolkit for neighbourhoods, streets, homes and public spaces (2020), NHS, Homes England, Home Builders Federation.

⁵⁰ Active Design Guide (2015), Sport England

- 8.17 Development will not block a strategic view or have a significant adverse impact on the setting of heritage assets unless there is a strong overriding reason in line with policy EN6 (heritage) and the NPPF. In some cases the strategic view is 'static' (i.e. there is only one view, typically along a street). In many cases a strategic view is 'kinetic' (in other words there are a number of views as people move through streets and spaces). Blocking a view means blocking a static view, the last remaining good view in what was once a 'kinetic' view or a particular important view within a 'kinetic' view. The significance of an adverse impact will depend on the characteristics of the long view which are important in the setting of the heritage asset, the importance of the heritage asset and the extent of the impact. The Council will take account of Historic England's advice note 'The Setting of Heritage Assets' (2017). A strong overriding reason will be determined in accordance with policy EN6 (heritage), the NPPF, and the extent of the adverse impact, the importance of the development to the overall aims of the plan, and any alternative means of achieving these aims.
- 8.18 Policy DE3 covers tall buildings of 5 storeys or more. Local landmarks are those which stand out from surrounding buildings by using distinctive design, and possibly by being slightly higher. They could be but are not necessarily tall buildings. Buildings, streets, spaces, gateways, local landmarks, and corner sites should reflect their location in the hierarchy of streets.

Built form

- 8.19 In order to meet the need for new development it is important to promote well designed higher density development where possible. There may need to be some balance between policies HO1 and DE1 (density and design) depending on the context. However, where policy HO1 promotes higher densities than currently exist in the surrounding area; the aim will be to seek to make this higher density work or else move towards it if appropriate. A well-designed higher density development may respect surrounding lower-density areas and criterion 2 does not necessarily require new development to replicate existing densities. In parts of the city centre and on other major sites there is often the opportunity to create new quarters with significantly higher densities than previously existed. In larger developments in particular creating a varied street scene (e.g. with different heights of building) may be important.
- 8.20 Building frontages will contribute to creating enriched and enlivened streets and spaces, including main roads. Active street frontages consist of buildings with fenestration and main doorways, avoiding blank frontages. Where appropriate active commercial street frontages, incorporating retail uses and 'shop fronts', will be promoted.
- 8.21 Perimeter block structures locate servicing, amenity space and parking within the block and active frontages so that they face on to the streets and spaces. Primary access to buildings should be from the street.
- 8.22 Parking and servicing should not dominant the buildings and plots and should generally be located to the rear of, or in higher density locations under the buildings. Parking and pedestrian / cycle routes should be carefully and sensitively demarcated to allow for the visual unification of spaces

- 8.23 Private gardens are not classed as previously developed land and so there is no specific policy encouragement for their development. Proposals for such development will only be acceptable if they meet the policies in this plan, including policies DE1, EN5 and HO2 (design, new open spaces and family housing), ensuring sufficient private amenity space is retained in the new development.

Movement

- 8.24 Streets will be designed for people first (i.e. pedestrians and cyclists) and to help create the place. They will integrate bus movements where appropriate. A high quality of public realm and street furniture will be created. Streets will not be designed as roads; car movements will be subservient and integrate into rather than dominate the place. Streets and spaces will be designed to integrate with the surrounding network of streets and spaces, and ensure direct connections to destinations, including shops, services and employment areas. People with reduced mobility or sensory awareness include for example people using wheelchairs, other mobility aids, the elderly or infirm, young children, people with pushchairs, people with reduced sight or hearing, dementia, or other forms of disability. The Streets and Spaces Framework sets out more guidance for the city centre.

Nature

- 8.25 New trees should be planted with new development wherever possible. The strong presumption will be against the loss of trees. A loss will only be accepted in exceptional circumstances where development will deliver strong benefits in terms of the Plan's wider objectives which clearly and significantly override the benefits of the tree. In these cases, the development will provide replacement trees of equal or greater value than those removed. New and replacement trees will be in suitable locations to provide amenity value and sustain healthy trees. This approach reflects the importance of trees to delivering a net gain in biodiversity, amenity value, semi-natural green space, air quality, flood management, and urban cooling in an urban environment with a growing population.

Public spaces

- 8.26 The Association of Chief Police Officers' 'Secured by Design' principles provide further guidance on improving safety and security. Buildings, streets, spaces and landscape should avoid opportunities for concealment, and unobserved escape routes such as alleyways. Back gardens should abut each other where possible. It will be particularly important to achieve natural surveillance of children's play areas. The requirements of the Fire and Rescue Service are primarily addressed by building regulations. Early consultation on major schemes is recommended.
- 8.27 Public art will be expected as an integral part of all major application sites and significant public realm proposals.

Uses

- 8.28 Development should include a mix of uses where appropriate. This will generally be in centres, other accessible locations and major sites; and could include local services such as shops, doctors surgeries, care centres and nurseries. The siting and design of buildings, and

other measures such as managing hours of operation, can help create a complementary mix of uses.

Homes & buildings

- 8.29 In order to respect the amenity of surrounding areas development should not create inappropriate overshadowing, loss of privacy or microclimate (wind, down drafts, funnelling or amplification of noise). To ensure sufficient natural light, development should be designed to avoid all habitable rooms within a dwelling having only a north facing aspect.
- 8.30 To ensure that emergency services and funeral directors are able to transport people by stretcher safely, efficiently and with dignity, all buildings with lifts must ensure at least one is either 13-person (stretcher) lift (1.4m x 2.1m) or a 17-person lift (1.95 m x 1.4m).

Lifespan

- 8.31 Where a site is developed in phases, it should be accompanied by an indicative master plan for the whole site to demonstrate how criterion 35 is met. This is likely to be required for allocated sites, and for any other significant / major site.

Key Policy Options

Key Option 1 – Loss of trees

Option 1a – There is a presumption in favour of retaining existing trees. Where the loss of trees cannot be avoided, replacement trees will be required to compensate for this loss, alongside additional trees as part of the landscape design. The number of trees required will depend on the size and type of the tree lost and the final Local Plan will set out the number of replacement trees required.

Option 1b – Seek to retain existing trees where possible. Where the loss of trees cannot be avoided, consider appropriate replacements on a case-by-case basis without setting out the number of replacements trees required. This is a more flexible approach but does not provide specific guidance for developers and may lead to the provision of fewer replacement trees.

CITY CENTRE STREETS AND SPACES

- 8.32 Southampton has a relatively compact city centre and there is the potential to improve the centres streets and spaces and encourage trips by foot, bicycle and public transport. The city centre contains a mix of routes and spaces that provide its structure and connections. Improvements meeting the criteria in policy DE2, will help create a highly accessible public realm, encouraging fluid movement into and out of places and prioritising walking, cycling and public transport.

Policy DE2 (S) - City Centre Streets and Spaces

- 1. All city centre proposals will be required to consider opportunities for and, where appropriate, ensure the delivery of an enhanced network of high-quality streets and spaces, including strategic links, to connect key destinations, transport hubs, open spaces and civic spaces.**

2. All city centre streets, spaces and strategic links must:
 - a. present a high quality of public realm;
 - b. reflect the historic street pattern of the city;
 - c. be pedestrian and cycle-friendly;
 - d. cater for Disabled People and people with reduced mobility (in line with Policy DE5 – Accessible and Inclusive Design);
 - e. create direct and clearly defined routes with full or partial public active frontages, as required, in accordance with Policy IN4; and
 - f. enhance the city's 'Green Grid' (see Policy EN3).
3. Enhanced pedestrian and cycle crossing points across streets will also be required, and vehicular movements must be appropriately managed to ensure public safety on key routes and in high-traffic areas.
4. The city centre strategic links required to be protected, enhanced and/or newly delivered are:
 - a. 'East-West Spine' - From the Central Station to the northern end of the main shopping area, the Civic Centre, Cultural Quarter, Central Parks, Solent University, Six Dials to connect to Northam (as part of the east-west link);
 - b. 'Station Avenue' - From the Central Station, to establish a new avenue south through the Western Gateway to the waterfront at Royal Pier / Mayflower Park
 - c. 'International Maritime Promenade' - From the Central Station, via the Westquay shopping area, Harbour Parade, Town Walls, the waterfront at Royal Pier / Mayflower Park, via Town Quay Road, Platform Road and Canute Road to the waterfront at Ocean Village / Chapel Riverside and the Itchen Riverside;
 - d. 'Portland Link' – From the West Quay Retail Park car parks to Portland Terrace and through to Above Bar Street and the Central Parks;
 - e. 'QE2 Mile' - From the Avenue to Town Quay (largely complete, including the London Road improvements)
 - f. 'The Green Mile' - From the Central Parks via Queensway to Queens Park
 - g. 'Ocean Village Link' - Linking the main shopping area via Oxford Street to Ocean Village
 - h. 'Itchen Riverside Link' - From the main shopping area, through Chapel to the Itchen waterfront at Chapel Riverside;
 - i. 'Itchen Bridge Link' - From the Central Station, through the Central Parks and Marsh Lane to the Itchen Bridge (as part of a wider cycle route to Woolston and Sholing)

- 5. New developments along the strategic links will be required to integrate with and facilitate their creation and provide full or partial public active frontages.**
- 6. Financial contributions will also be sought for the creation or enhancement of strategic links, the Green Grid and open space will be secured from developments in line with policy IN13 (Infrastructure Delivery policy).**



Map 7 City centre strategic links

Overall Approach

- 8.33 The Streets and Spaces Framework 2015 identifies the city centre streets and spaces network using a quality classification. It classifies streets and spaces into the following:
- Strategic streets – routes providing the main structure for the network
 - Principal streets – lower order routes including a variety of street types:
 - Local High Streets – where city centre residents can meet their day-to-day shopping and services needs
 - Parkland Drives – streets adjacent to or between the city’s Central Parks
 - City Streets – these provide the backbone of the movement network and include:
 - Lanes and alleyways – relatively short length routes providing connections and a choice of routes within the city centre
 - Civic Spaces – varying from large civic squares to small setback spaces
 - City Parkland – the Central Parks and other smaller parks
 - Strategic links – new and existing routes, linking together a series of streets and spaces
- 8.34 Strategic links often combine several of the classifications. They seek to enhance connections and encourage people to walk and cycle by giving priority to pedestrians and cyclists and improving crossing across busy roads.
- 8.35 The policy provides guidelines to retain and enhance the network in accordance with other policies in the plan and following the detailed guidance in the Streets and Spaces Framework. This includes improving the accessibility of the city centre for all, greening the city and improving the vitality and safety of routes.

Key Policy Options

No other reasonable options identified. The policy primarily identifies existing streets and spaces and applies a consistent approach with other policies in the plan improve the public realm, support a vibrant city centre and ensure it is accessible for all.

TALL BUILDINGS

- 8.36 Tall buildings within the city have the potential, both individually and in clusters to reinforce the identity of a place through the creation of uplifting architecture and in the form of clusters of tall buildings the development of pleasing skylines when viewed from afar, which is of particular importance to the City’s waterfront setting. In addition, major structures, such as the giant cranes of the container port represent significant landmarks which contribute to the distinct identity of a great maritime city.
- 8.37 As a large urban area, Southampton contains a number of tall buildings such as Moresby Tower at Ocean Village, Centenary Quay Tower, Woolston and the tower blocks at Weston Shore. There are also key historic landmarks such as the campanile of the Civic Centre and the spires of St Michael’s and St Mary’s Churches in the city centre, and the spires of Holy

Trinity, Millbrook; Holy Saviour, Bitterne and Christ Church, Fremantle, which provide legible landmarks that have a positive visual influence which stretches well beyond their immediate context.

- 8.38 The Council would like to further support the delivery of architecturally uplifting tall and landmark buildings to enhance Southampton's sense of identity, reinforcing a distinctly recognisable place, particularly with regard to the waterfront setting of the city.

Policy DE3 (S) – Tall Buildings

- 1. The Council will support the delivery of tall and landmark buildings (and structures) to enhance Southampton's sense of identity and enable the city to develop as a distinctly recognisable location.**
- 2. All proposals for tall buildings (defined as 5 storeys or more) must:**
 - a. Present exceptional design, including accentuation, fenestration and external lighting to add visual interest;**
 - b. Respond well to their immediate surroundings and wider context;**
 - c. Be informed by a visual impact assessment that includes daytime and night-time views to and from landmark buildings, heritage assets, open spaces, the waterfront and other key or distinctive Southampton features;**
 - d. Avoid generating a continuous and/or monotonous street frontage;**
 - e. Include an appropriate variety of building heights where a 'wall' or concentration of tall buildings are created;**
 - f. Present a positive impact to Southampton skyline, particularly from open, prominent and riverside locations;**
 - g. Be legible, provide an obvious pedestrian entrance and a human scale to their base;**
 - h. Avoid overpowering in relation to the scale of existing streets by adopting setbacks and staggered heights;**
 - i. Include fenestration on all elevations which are above existing properties;**
 - j. Comprise of high-quality materials;**
 - k. For city centre proposals, demonstrate that the proposal has assessed all of the strategic views contained within the Tall Building Study;**
 - l. Avoid excessive down-drafts negatively impacting on the comfort of public streets and spaces; and**

m. Detail how the scheme takes account of, and avoids harm to, the significance of Southampton's heritage assets, airport, habitats and design specifications, in line with the requirements of policies (EN6, DE13, EN2 and DE1);

3. Generally, the principle of tall buildings will be supported in Southampton's city, town and district centres [Key Option 1 - as well as within a 400m buffer (link to SLAA & density policy)] of the city's key transport hubs and corridors. Individual tall buildings may also be supported in key gateway locations into the city. In all cases, proposals for tall buildings/structures will be judged on their own merits to ensure the appropriateness for each individual scheme.
4. Clustering of tall buildings will only be supported in areas accompanied by a Council approved masterplan and where adequate separation is presented between buildings/structures in order to retain desired site lines across the site and wider area as a whole.

Landmark Buildings

5. The principle of individual landmark buildings, defined as 10 or more storeys (or equivalent height), will be actively supported in the following areas, subject to fulfilling all other relevant design policies:
 - a. Mayflower Quarter;
 - b. The Waterfront, within the designated city centre boundary;
 - c. Ocean Village;
 - d. Itchen Riverside;
 - e. Centenary Quay; and
 - f. At the edges of the Central Parks
6. Proposals for landmark buildings will also need to incorporate at least one publicly accessible viewing platform and be accompanied by a Landscape Visual Impact Assessment.
7. In the case of a landmark building forming part of a potential cluster of tall buildings, including in cases where there are successive planning applications, an urban design study/masterplan for the area will be required.

Overall Approach

- 8.39 Tall buildings are a key element of modern placemaking and have the ability to stimulate positive growth whilst demonstrating an efficient use of land. As a constrained urban area, Southampton must make the most efficient use of all available land to deliver on city needs, particularly to deliver on the city's housing and office space targets as set out in Policy ST1.

- 8.40 In order for the city to meet these long-term needs, taller buildings will need to be delivered across the city. However, the Council recognises that tall and landmark buildings have a strong and lasting impact on their surroundings and must therefore be of an exceptional design standard and built in the right locations within the city.
- 8.41 Proposals will need to fully assess potential impacts to the character of the local area, heritage assets and key views to them, other views and vistas across the city, as well as the skyline and cityscape. This is to ensure proposed tall or landmark buildings will not cause any unacceptable harm and will positively contribute towards the objective of making Southampton a more distinctive and recognisable city.
- 8.42 Careful consideration must also be given to their visual impact, particularly regarding conservation areas, Southampton Common, the city parks, the greenways and the waterfront. These are all prominent areas within the city and new development, including tall buildings, should not create uniform blocks which obscure important skylines and views to and from these areas.
- 8.43 In addition, tall and landmark buildings will need to be designed in accordance with policies EN6, DE1, DE13, EN2 and DE8 (Heritage, Design, Airport safety, Habitats, Biodiversity (inc. Bird strike and glare), ecology, sustainability); contribute towards improving the permeability of the site and wider area; and incorporate measures to ensure the effects of construction are carefully managed and minimised, where possible.
- 8.44 Attention must be given to the articulation and use of tall buildings at the base, mid and top sections, ensuring active plinths and a human scale at street level, an appropriate pattern of fenestration and detail throughout, and distinctive solutions for the top.
- 8.45 Proposals which create wide, slab-like buildings creating street frontages and perimeter blocks will be resisted due to their negative impact, overbearing nature to the street, to daylighting of both the street and private amenity spaces and for the severe down-draft impacts that these walls of development create.
- 8.46 Similarly, proposals which would result in tall or landmark buildings directly opposite each other on either side of a main road will be resisted to prevent the creation of 'street canyons' where pollution builds up between the buildings at lower floor levels as dispersal is limited, leading to a build-up of pollutants and subsequent harmful impacts to public health.
- 8.47 In the interest of protecting character and ensuring exceptional design, proposals for landmark buildings (10 storeys or more) will be reviewed by the Southampton Design Advisory Panel and resulting recommendations should be incorporated into or addressed as part of any final proposal.
- 8.48 The Council will not support the principle of tall or landmark buildings for applications which do not provide sufficient detail to comprehensively assess the quality of design. Applications to vary the detail of a planning permission (for example to change the materials) may result in the principle of a tall or landmark building becoming unacceptable in design terms, therefore the policy will be applied throughout the planning application process, including for any variations.

8.49 The cumulative impact of successive applications for individual landmark buildings which may form a potential cluster will also be considered throughout the planning application process. In such situations, this may result in the principle of a landmark building becoming unacceptable and triggering the requirement for an urban design study/masterplan to support the proposal.

Key Policy Options

Key Option 1 – Tall and landmark buildings on key transport corridors

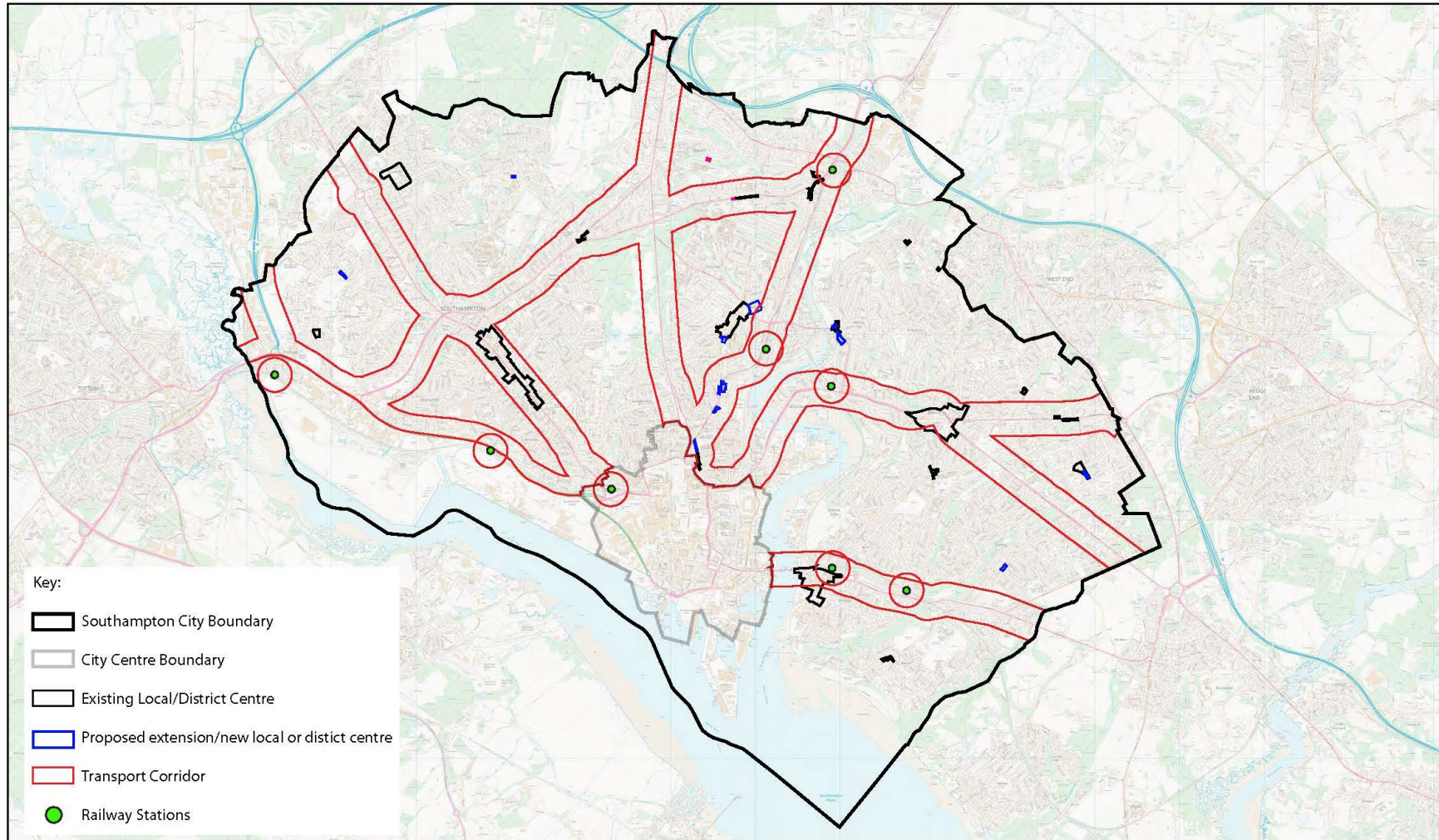
Option 1a – To support tall buildings (5 or more storeys) within a 400m buffer of Southampton’s key transport corridors (see map 8 below) to promote the most efficient use of land and to align with key option 1a of Policy 2 (Density) which seeks to promote increased densities in these highly accessible and sustainable areas.

Option 1b – To not support tall buildings (5 or more storeys) within a 400m buffer of Southampton’s key transport corridors (see map 8 below)

Evidence

Existing Evidence: Tall Buildings Study (2017)⁵¹

⁵¹ <https://www.southampton.gov.uk/planning/planning-policy/emerging-plans/southampton-tall-buildings-study/>



Transport Corridor - 400m buffer

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Southampton City Council | 102019679/2022

Scale: NTS | Date: Sept 2022



Map 8 Transport Corridors with buffers

WATERFRONT

- 8.50 Southampton is a coastal city; its maritime history is reflected within both its culture and economy. The city has one of the UK's most important ports which is used to supply goods to the entire country. It is also the cruise capital of the UK and sees over 400 cruise ships and thousands of visitors every year. The city's relationship with both its port and the water is key to its current and future economic success, safeguarding the port therefore remains a top priority for the Council.
- 8.51 With that in mind, the Council also recognises there are a range of ways in which the benefits of Southampton's nature as a waterfront city can be fully maximised. Currently, waterfront accessibility is fairly limited for residents and visitors alike, particularly in the west of the city. Upgrading the quality and accessibility of the city's waterfront public realm where this is possible will create an improved sense of place in Southampton which will not only better reflect its maritime identity but help it to become a distinctive waterfront experience.

Policy DE4 (S) - Waterfront

- 1. To ensure creation of a distinctive waterfront experience, development proposals within any of Southampton's waterfront areas must:**
 - a. ensure waterfront accessibility for all, including Disabled People and those with reduced mobility;**
 - b. create new continuous waterfront walkways, cycleways and public spaces, and create or enhance safe, well designed and attractive links to and from the waterfront from the city centre and between the city's waterfront areas;**
 - c. preserve views of the water and maritime activity from the city;**
 - d. consider views of the city from the water;**
 - e. Encourage a more distinctive and visually interesting skyline, with a mix of tall and landmark buildings to make Southampton a more recognisable destination for those arriving via Southampton Water or from land;**
 - f. Be well designed, attractive, safe;**
 - g. Use high-quality building materials; and**
 - h. Ensure appropriate, functional land uses which are sensitive to the character and context of the surrounding areas**
- 2. Development may be considered inappropriate where it would damage the business interests of the occupiers of waterfront employment sites, compromise safety or would conflict with Policy EN2 (Biodiversity) or policy EN9 (Flood Risk).**

3. In order to support marine leisure activities:

- a. Public hard's will be safeguarded;**
- b. Proposals for marine leisure development and development which supports waterside recreation will be permitted, provided there would be no unacceptable conflict with other river users; and**
- c. Development on private waterside open space will be restricted to private shore-based facilities and pontoons.**

Overall Approach

- 8.52 The city of Southampton has developed around two rivers, the Test and Itchen. The whole of the Test frontage and its confluence with the Itchen is occupied by the major international Port of Southampton, with the exception of the key Royal Pier Waterfront / Town Quay marina area. The cruise, container and shipping movements add to the character of the river and city. However, the Port is not accessible to the public, strengthening the need to make the most of the waterfront elsewhere.
- 8.53 Public access to Southampton's waterfront and the views gained from it of the rivers, Southampton Water, port, cruise and other ships from a key part of the city's identity. The recreation, water sports and events, including the Southampton International Boat show, add to the city's quality of life and wider identity. All these factors are important issues for both residents and visitors. Improving access to and into the waterfront will strengthen what makes Southampton unique and improve the city's attractiveness as a tourist and visitor destination.
- 8.54 The council will require all waterside development to incorporate or improve public access to and into the water, unless this would adversely affect nature conservation interests or there would be unavoidable conflicts with other river users. Where possible, all areas of waterfront development must be linked together to eventually provide long stretches of accessible waterfront. This fits with the opening of the section of the England Coast Path between Calshot and Gosport to the public in August 2022. The provision of publicly accessible waterfront is a requirement in major development proposals such as Royal Pier, Chapel Riverside and longer-term schemes. However, in certain cases, such as the presence of dangerous or hazardous industrial operations, public access to the river frontage may not be appropriate, particularly if there is a danger to public safety.
- 8.55 Views of the port, the maritime environment and beyond are often seen through gaps between buildings and infrastructure. They help people to find their way around the city and emphasise the city's long relationship with the sea. They can also elevate public spaces as well as create destination settings for leisure and recreational purposes. Development which incorporates publicly accessible viewing points across Southampton water will therefore be supported by the Council.
- 8.56 The waterfront is important to the character of the city. It is important therefore to both resist damage to the waterfront's character and take opportunities to improve areas of poor

character. Southampton has become an important centre for water-based leisure. The rivers are a valuable resource for activities such as sailing, canoeing and rowing and alongside Southampton Water Activities Centre and Woodmill Outdoor Activity Centre, supports many water sports clubs. There are also several marinas along the Rivers Test and Itchen. It is important that these interests are safeguarded.

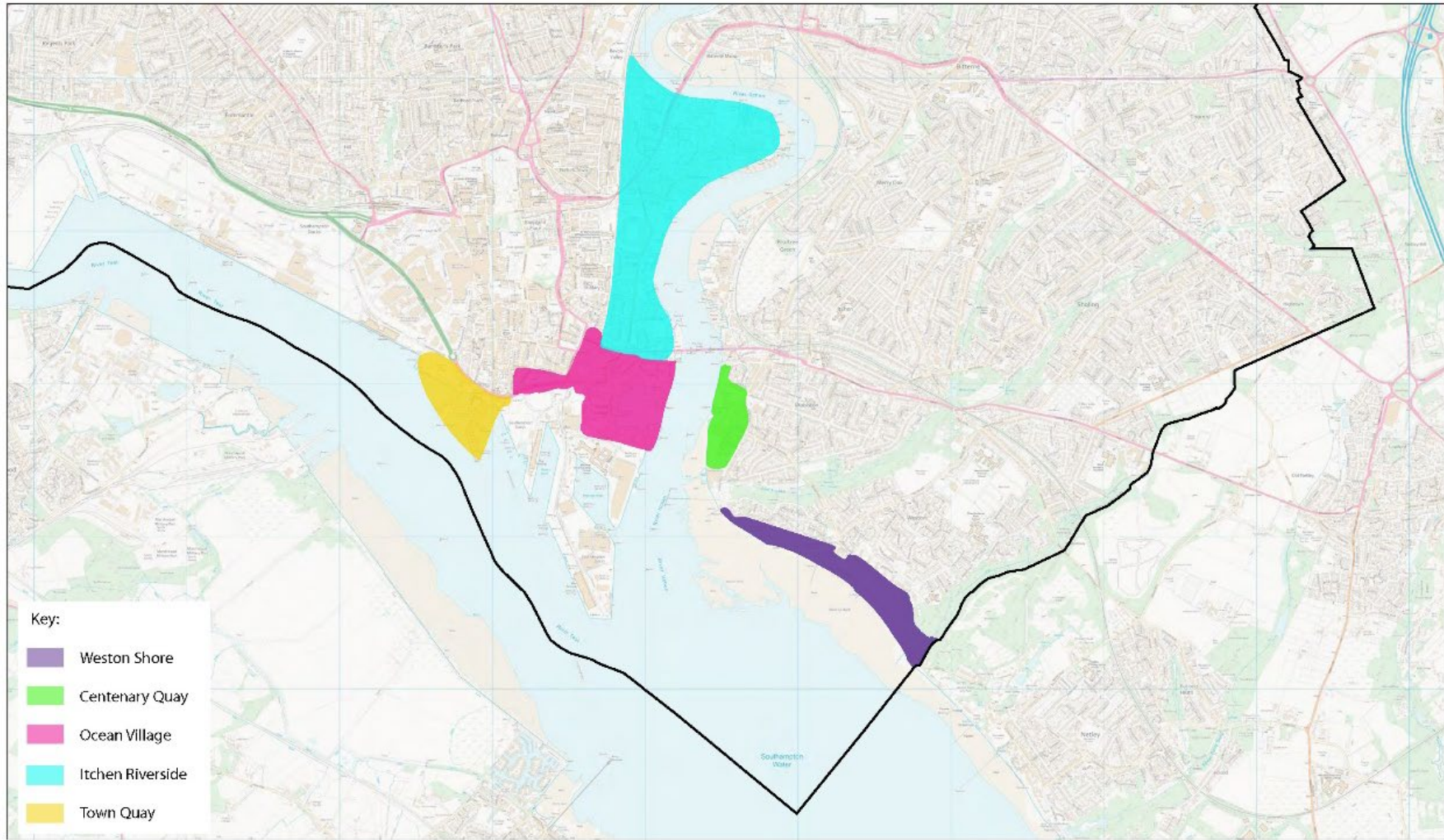
8.57 The public hard in Southampton are located at:

- Itchen Ferry (Hazel Road)
- Crosshouse
- Weston Shore
- Priory (near Horseshoe Bridge)
- Mayflower Park
- Belvidere and
- Woodmill

8.58 Some private waterfront land is designated as open space. These areas will be protected from commercial development in order to retain their attractive waterside character. For example land at Whitworth Crescent consists of a series of small gardens fronting the River Itchen. Some of these have been developed with summer houses, whilst some have small sheds/ buildings used for the repair of privately owned boats moored along the shoreline. Facilities to serve mooring outside of the site, or the introduction of commercial or industrial marine activities will not be permitted. Locations suitable for marine-related industry are identified in policy EC3.

8.59 Great care also needs to be taken with the design, siting, access, parking and servicing arrangements of houseboats (See policy HO9 - Houseboats and Moorings) to ensure the character of the river frontage and biodiversity interests are not adversely affected. Any development on waterfront land will need to comply with the biodiversity policies in the Plan. Development below mean high water mark must comply with the South Marine Plan policies.

8.60 In addition to the broader waterfront policy and in recognition of the unique nature and characteristics of Southampton's different key waterfront areas, the Council has decided to identify the areas of waterfront in the city which offer the most opportunity for redevelopment. The five key waterfront areas where redevelopment would be supported by the Council are: Mayflower Park/Town Quay, Ocean Village, Itchen Riverside (West), Centenary Quay and Weston Shore. These areas are illustrated in Map 9. Development which links these waterfront areas together through continuous walkways and cycleways will be strongly supported by the Council. The development and operation of water taxis will also be supported by the Council, provided it would not detrimentally impact any existing or potential future commercial uses, biodiversity or public accessibility.



Waterfront Areas

This map is a general guide only and should not be used as a basis for any legal or financial decision. It is not intended to be used as a basis for any legal or financial decision. It is not intended to be used as a basis for any legal or financial decision.

Scale: 1:75,000 | Date: Sept 2022



Map 9 Key waterfront areas for significant development

Mayflower Park/Town Quay

- 8.61 The waterfront at Mayflower/Town Quay has been identified as a key opportunity area for regeneration within Southampton. The Council will support the relocation of Red Funnel ferries at Town Quay in order to unlock the potential for mixed use redevelopment in the wider Mayflower/Town Quay area as outlined in policy SI1 (Mayflower Quarter). This is in part due to the close proximity of the area to the city centre and Southampton Central train station. Development which therefore increases the accessibility to Mayflower/Town quay waterfront from the city centre and Southampton Central will be supported by the Council. Furthermore, development which creates new, continuous waterfront walkways and cycle paths which link Mayflower/Town Quay waterfront to Southampton's other waterfront areas will also be supported.
- 8.62 Major development in Mayflower/Town Quay must also be accompanied by improvements to Mayflower Park including the provision of high-quality green landscaping and the creation of a destination setting which can be used by all facets of Southampton's population. The Council will therefore support the addition of children's play space(s), family picnic benches/tables and other public leisure equipment which is weather resistant such as outdoor chess boards. The reprovision of public toilets and baby changing facilities within Mayflower Park will also be supported.
- 8.63 Furthermore, the Council will strongly support the integration of easily accessible and safe public viewing points at Mayflower/Town quay waterfront which provide views across Southampton water. This must be delivered alongside all necessary improvements to the revetment in the area and deliver of flood defences in line with Policy EN9 (Flood Risk).

Ocean Village

- 8.64 Ocean Village is one of Southampton's most well-established accessible waterfront areas. Its ongoing success is due to the uniqueness of the area which fronts the marina and provides a range of popular ground floor leisure uses including restaurants, bars and cafes. Similarly, the contemporary design and high-quality building materials used in the area, illustrated most by the landmark Harbour Hotel building, creates a characterful destination setting within the city. Any major development of Ocean Village must further build upon these strengths and the Council will therefore support high-quality, mixed-use regeneration that revitalises the waterfront. Ground floor units within Ocean village should be kept for commercial use in most cases, particularly (E class) whilst upper ground units provide opportunity for residential use. There is also some opportunity for tall buildings within Ocean Village waterfront as subject to policy DE3 (tall buildings).
- 8.65 Future development within Ocean Village should also consolidate the existing car parks to ensure a more efficient use of space. This should be integrated into well designed streets and spaces and high-quality landscaping which includes and prioritises walkways and cycleways. Furthermore, walkways and cycleways which improve accessibility with the city centre will be strongly supported by the Council as well as those which better connect Ocean Village to Southampton's other waterfront areas.

- 8.66 Any major development of Ocean Village must also be accompanied by appropriate upgrading of the area's flood defences to protect and ensure the sustainability of the waterfront. For more information see policy EN9 (Flood Risk).

Itchen Riverside (West)

- 8.67 The River Itchen provides a vital role supporting nearly 100 marine and industrial related businesses, as well as water sport activities. The river is also fronted by key regeneration sites, open spaces, and quieter residential areas. The Council will support Itchen Riverside (West) for enhanced marine employment and water sports activities; access points into the water must therefore be maintained and enhanced where possible along this waterfront in line with Policy SI2 (Itchen Riverside (West)). There is also potential for some residential and leisure-led redevelopment along the waterfront and therefore accessible, public open space which provide viewing points that overlook the River Itchen. In all cases, this waterfront public space should be well connected to walkways and cycleways which better link Itchen Riverside to the city centre alongside Southampton's other waterfront areas.
- 8.68 Parts of the River Itchen are designated as (SSSIs) and are therefore nationally recognised, important habitats for nature conservation and all major development around Itchen Riverside must therefore be considerate of this. The Council will only support proposals which will not create an unacceptable detrimental impact on the river's habitats and ecosystems. Alongside consideration of Policy EN9 (Flood Risk), all development within Itchen Riverside must refer to the River Itchen Flood Alleviation Scheme (RIFAS) to ensure that sufficient flood defence improvements are implemented as part of any proposals.

Weston Shore

- 8.69 Weston Shore is located to the south east of the city and is the only accessible shoreline in Southampton. It is one of the most sparsely developed areas in the city and backs onto open space and predominantly residential suburbs including Canberra Towers. The waterfront is designated as a Site of Special Scientific Interest (SSSI) and as such any future development must respect the environmental character and natural landscape of the area.
- 8.70 The Council recognises that the shingle beach is a popular destination used for various recreational activities and particularly as a viewing spot to witness cruise liners travelling in and out of the city. Minor development which enhances the vitality and functionality of Weston Shore will therefore be supported by the Council; particularly development which improves existing public facilities and/or stimulates some commercial uses.
- 8.71 Future development proposals in Weston Shore will only be approved subject to the consideration of potential flood risk and after the Council is satisfied any necessary mitigation actions are integrated to reduce the risk of detrimental flooding impacts. For more information see policy EN9 (Flood Risk).

Centenary Quay - Woolston

- 8.72 Centenary Quay has experienced significant regeneration over recent years subsequent to the closure of Vosper Thornycroft ship builders in 2004. The Council will support further

redevelopment in the area which improves accessibility to the waterfront from Woolston district centre. Similarly, the Council will support development of walkways and cycleways which improve connectivity between Centenary Quay waterfront and the city's other waterfront areas.

- 8.73 The Council also recognises there is some opportunity for enhanced green landscaping in the area, particularly along Victoria Road between Woolston District centre and Centenary Quay waterfront.

Key Policy Options

There are considered to be no reasonable alternative options as it is important to ensure that Southampton's waterfront areas are developed in a way that improves public accessibility and the distinctiveness of each the individual waterfront areas, whilst protecting the interests of waterfront employers and the public's ability to access existing the water for marine leisure activities.

ACCESSIBLE AND INCLUSIVE DESIGN

- 8.74 The Council seeks to achieve the highest standards of accessible and inclusive design across all new developments in Southampton. New development should be easily accessible to all potential users and requiring inclusive design will ensure that, through early design intervention, the needs of all potential users can be met. Requiring accessible and inclusive design will also ensure that every new development in Southampton is safe, easily navigable, convenient, and considerate of the diverse needs of all people. This will contribute towards the Council's aim of Southampton becoming a Child-Friendly City and a city in which people of all ages and abilities, including Disabled People, can have equal opportunities. Likewise, requiring accessible and inclusive homes, workplaces, facilities, and public realm will further enhance the ability for all of Southampton's current and future residents to live happy, independent and fulfilling lives.

Policy DE5 - Accessible and Inclusive Design

- 1. To ensure Southampton continues to develop as a safe and inclusive place for all, proposals for new development must:**
 - a. Ensure the site and all buildings and public spaces within it can be accessed safely, conveniently and with dignity by all people, including Disabled People, regardless of age or reduced mobility (e.g. those navigating with prams, crutches, wheelchairs, suitcases etc.);**
 - b. Present no disabling barriers, so that all users can navigate them freely, independently and without any undue effort, separation or needing special treatment/arrangements;**
 - c. Present a design and layout which is flexible and offers multiple accessibility options, recognising that one solution may not work for all users and that alternatives may be needed in case of failure (e.g. if a lift breaks down there should be a reasonable**

- alternative available to maintain accessibility);
- d. Present a design and layout which considers accessibility and inclusivity throughout, not just at entrances/exits; and
 - e. Contribute to an attractive network of public routes and spaces for pedestrians, cyclists and vehicles;
2. All applications for major development must be supported by a design and access statement which should address how the proposed development design complies with the above requirements, how relevant principles of inclusive design have been integrated into the proposal, and how inclusion will be maintained and managed. Major developments will also need to include a clear design response to public engagement feedback on accessibility and inclusivity needs. Advice on developing and implementing inclusive design processes and strategies can be found in CABE's Principles of Inclusive Design.
3. In addition to the above, development will only be permitted where access into the development is provided in priority order for:
- a. pedestrians and Disabled People;
 - b. cyclists;
 - c. public transport;
 - d. private transport.

Overall Approach

- 8.75 Accessible and inclusive design is vital to ensuring the diverse needs of all of Southampton's residents and visitors are met and that all people are able to navigate the city safely and conveniently. Whilst Building Regulations 2010 (as amended) Part M 'Access to and Use of Buildings' Volume 1- 'Dwellings' and Volume 2- 'Buildings other than Dwellings' cover standards for the internal design of buildings and some access standards, the Local Plan works towards making sure buildings and public realm are designed to be easily accessible to all, thus facilitating equal access to homes, workplaces, facilities and more. The Manual for Streets⁵² (2007) and Building Regulations 2010 Part B5 and M also offer more detailed design guidance and requirements for the design of streets, public realm and parking to ensure accessibility is considered throughout developments and public spaces.
- 8.76 Imaginative and flexible design should be utilised to ensure full and appropriate access to sites/buildings plus provision of necessary facilities and parking for Disabled People and people with reduced mobility (e.g. those with prams), allowing all users to navigate places

52

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/341513/pdfmanforstreets.pdf

easily and in a safe and dignified way. Policy DE5 goes further to provide specific requirements for accessibility for residential developments and Policy DE4 provides additional guidance for public access to waterfront areas and developments.

- 8.77 In all cases, the Council will require proposals to take all reasonable steps to help ensure travel to the site is safe and convenient for all and that, on arrival, easy and safe access into the site and/or building/s can be made. In addition, to encourage sustainable transport modes in line with Policy TR1 - Transport and Movement, the detailed design of access arrangements should ensure that priority is given to highways users in the order specified within the policy, but not to the detriment of highway safety. Advice on detailed design can be found in the 'Secured By Design' Development guides⁵³.
- 8.78 New development should also have regard to the retention/provision of important routes and linkages which contribute to the ease of movement within an area. Connections of roads, streets and open spaces, footpaths and public transport routes should give people the maximum choice in how they make their journeys, but the presumption will be that the needs of the pedestrian and cyclist should come before the needs of the car, except in the case of disabled parking spaces and bays. Public transport should also be designed as an integral part of the street layout and streets should be regarded as public spaces.

Key Policy Options

No other reasonable options identified to deliver accessible and inclusive development and ensure its benefits are available for all.

Evidence

Existing Evidence:

British Standards Institution, *BS 8300, Design of an accessible and inclusive built environment – External environment – Code of practice*. 2018

British Standards Institution, *BS 8300, Design of an accessible and inclusive built environment – Buildings – Code of practice*. 2018

Commission for Architecture and the Built Environment (CABE), *The principles of inclusive design (They include you)*, 2006

HOUSING STANDARDS

- 8.79 In 2015 the Government introduced national internal space and accessibility standards for new homes. These include internal space standards for the overall floorspace and internal dimensions of homes and key rooms and for storage. Since April 2021, all new homes delivered through permitted development rights must meet the national space standards.

⁵³ <https://www.securedbydesign.com/guidance/design-guides>

Local authorities can choose to implement these for new residential development requiring planning permission.

- 8.80 The council is proposing to adopt minimum standards for all new homes including conversions of existing properties. It does not apply to Houses of Multiple Occupation (HMOs) as standards including room sizes are already in place⁵⁴. It does not apply to purpose built Co-Living schemes that include shared communal spaces, however the policy requires these schemes to provide sufficient space. A proportion of all new residential development must be accessible to people with reduced mobility and wheelchair users.

Policy DE6 - Housing Standards

- 1. New residential development must meet the minimum space standards as set out in technical housing standards – nationally described space standard (NDSS) (DCLG 2015), unless superseded by updated national standards [See Key Option 1].**
- 2. All new residential developments will have to meet at least Part M4(1) standard for accessible dwelling [See Key Option 2]:**
 - a. On housing sites where 10 or more dwellings are proposed, a proportion of new housing will be required to meet the Part M4(2) ‘Accessible and adaptable’ dwellings standard; and**
 - b. On housing sites where 50 or more dwellings are proposed, the council will also require a proportion of all dwellings to be wheelchair accessible, meeting the Part M4(3) standard.**
- 3. The proportions will be determined in the light of a study on need for accessible dwellings and the results of the viability assessment.**

Overall Approach

- 8.81 Southampton’s housing stock is typically higher density and smaller than many authorities. Most new homes built have one and two bedrooms. Some of these homes are considerably below national space standards and therefore do not provide the required living space. The current housing stock in Southampton also includes a higher proportion than average of private rented accommodation, terraced housing and accommodation built before 1919. This ensures that housing is more difficult to adapt to provide accessible homes or to convert to a suitable permanent home for a wheelchair users.
- 8.82 Development should meet all the national standards⁵⁵. The gross internal floorspace and built-in storage requirements are set out in table 6 below. There are also detailed requirements covering bedroom sizes, ceiling heights and storage.
- 8.83 The guidance divides the requirement based on the number of bedrooms; bedspaces; and storeys. The number of bedspaces reflects whether homes include single bedrooms (providing 1 bedspace) or double / twin rooms (providing 2 bedspaces). While the occupancy

⁵⁴ <https://www.southampton.gov.uk/housing/landlords/houses-multiple-occupation/safety-standards/>

⁵⁵ Technical housing standards – nationally described space standard (Department of Communities and Local Government, March 2015) – or its replacement

of homes cannot be restricted, this provides guidance on the appropriate size of, for example, a flat with one double bedroom which is likely to be occupied by two people and how this differs from a flat with only one single bedroom.

Table 7: Minimum gross internal floor areas and storage (m²) by numbers of bedrooms and persons (nb. 1 bed space equates to a single bedroom, 2 bed spaces to a double bedroom (meeting the national minimum size requirements))

| Number of bedrooms (b) | Number of bed spaces (persons) | 1 storey dwellings | 2 storey dwellings | 3 storey dwellings | Built-in storage |
|------------------------|--------------------------------|--------------------|--------------------|--------------------|------------------|
| 1b | 1p | 39 (37) * | | | 1.0 |
| | 2p | 50 | 58 | | 1.5 |
| 2b | 3p | 61 | 70 | | 2.0 |
| | 4p | 70 | 79 | | |
| 3b | 4p | 74 | 84 | 90 | 2.5 |
| | 5p | 86 | 93 | 99 | |
| | 6p | 95 | 102 | 108 | |
| 4b | 5p | 90 | 97 | 103 | 3.0 |
| | 6p | 99 | 106 | 112 | |
| 4b | 7p | 108 | 115 | 121 | 3.0 |
| | 8p | 117 | 124 | 130 | |
| 5b | 6p | 103 | 110 | 116 | 3.5 |
| | 7p | 112 | 119 | 125 | |
| | 8p | 121 | 128 | 134 | |
| 6b | 7p | 116 | 123 | 129 | 4.0 |
| | 8p | 125 | 132 | 138 | |

* Smaller size applies where property has a shower room instead of a bathroom

8.84 In addition to applying national space standards, policy DE6 also addresses the need to provide accessible accommodation suitable for older people, people with disabilities and wheelchairs users. There is an unmet and increasing need for accessible housing including housing suitable for wheelchair users. There is also an ageing population in the city and the

proportion of residents aged 65 and over is expected to increase by around one quarter by 2040⁵⁶.

- 8.85 Part M in the Buildings Regulations includes a mandatory standard to ensure that new dwellings include reasonable access for most people. There are two further optional standards which will be introduced to deliver accessible and adaptable dwellings suitable for people with a physical disability and dwellings suitable for wheelchair users. The policy identifies when the optional standards should apply based on the size of development. This helps contribute to sustainable communities with a mix of housing including larger specialist properties suitable for wheelchair users which contain more generous floor areas and circulation space. The target for wheelchair user dwellings on large sites of 50 or more dwellings will be set out in the policy. The appropriate target for accessible dwellings will be determined following a viability study of the whole plan.
- 8.86 Both of these standards require that dwellings should have step-free access and therefore blocks of flats will require the inclusion of lifts to meet these standards. Where the provision of a lift would make a development of a small block of flats unviable, or make service changes excessive, or where site topography would prevent step-free access, the mandatory standard in part M4(1) applies. It will also apply to housing built in flood risk areas. Developers are however still encouraged to introduce measures to improve accessibility.

Key Policy Options

Key Option 1 – Space standards

Option 1a. The council is proposing minimum standards for all new homes to ensure that all new development meets minimum size requirements for the number of bedrooms to protect the living conditions of occupiers. This would also provide the opportunity for Registered Providers of affordable housing to acquire new homes as they would meet their existing space standards.

Option 1b – Space standards are only applied to the smallest properties - Applying internal space standards to studio, one and two-bedroom properties would address the problem of small flats and provides flexibility for developers of properties with three or more bedrooms. A minimum size of 37m² could apply to house conversions for one-bedroom properties irrespective of whether the property had a double or single bedroom.

Option 1c - Not applying space standards – As permitted development is now required to meet national space standards, the size of properties built has increased. Not requiring development to meet space standards may result in higher numbers of homes and improve their affordability.

Key Option 2 – Accessibility standards

Option 2a - The policy requires a proportion of new development to be accessible to people with reduced mobility and wheelchair users either on completion or with only limited adaptations

⁵⁶ Data from ONS 2018 sub-national projections

required in the future. The policy proposes applying increased standards to developments of 10 or more and 50 or more homes. The proportion and threshold will be determined after further work is undertaken including a viability assessment.

Option 2b – Applying alternative thresholds for the introduction of accessibility standards

Option 2c – Not applying higher accessibility standards due to the challenges in delivering accessible properties in the city and with the large proportion of flats built.

Evidence

Existing Evidence:

8.87 The Council's Local Plan Review and Core Strategy both include the requirement for Lifetime Homes to meet the needs of all households including an ageing population. Part M4(2) is broadly equivalent to the Lifetime Homes standard.

New Evidence:

8.88 The Council will update its draft study of recent permissions to assess whether overall floorspace and the type of units have changed. The viability assessment will consider the impact of requiring development to meet standards.

8.89 The adopted approach will take into account the latest data including 2021 census data.

ENERGY AND NET ZERO CARBON BUILDINGS

8.90 The UK has a legally binding requirement of net zero carbon by 2050. In June 2021, government adopted its sixth carbon budget, which forms part of the route map to achieve net zero carbon by 2050, with a 63% reduction in emissions from 2019 to 2035 (78% relative to 1990).

8.91 Promoting energy efficient buildings and low carbon or renewable sources of on-site energy production reduces costs, helps secure diverse energy supplies, enhances competitiveness, and helps address climate change. It reduces the need and the cost of retrofitting measures in the future.

8.92 Development proposals should make the fullest contribution to minimizing carbon dioxide emissions in accordance with the following energy hierarchy:

1. Be lean: use less energy;
2. Be clean: supply energy efficiently (prioritise decentralised energy);
3. Be green: use renewable energy.

Policy DE7 - Energy and Net Zero Carbon Buildings

In order to address issues surrounding climate change, air quality and the resilient supply of energy, in addition to meeting current building standards, development will only be supported where it is in accordance with the below:

Net Zero Carbon Buildings – operational emissions

Part A: All new housing and non-domestic buildings

- 1. All new housing and non-domestic buildings must:**
 - a. achieve a Space heating demand of 15-20 kWh per meter squared per year;
 - b. aim for an Air tightness value of 1 ([m³/h.m²@50pa](#)) [see Key Option 1];
 - c. ensure all heating systems installed enable decarbonisation. In a situation where connection to the gas grid is the only option, the heating system should be sized to accommodate operation under a low temperature heat pump. [see Key Option 2]; and
 - d. ensure external and communal lighting is energy efficient and include energy management and adequate internal or external drying space will be provided; Further detail on lighting can be found in policy EN12: Noise and lighting

Part B: Conversions

- 2. Conversions to 5 or more residential dwellings or non-residential developments of 1000m² or more will achieve a minimum space heating demand 25-50 kWh/m².yr, unless there is a justified reason not achievable e.g. listed buildings where a scheme of sustainability measures will be submitted [or target of 60 kw/m².yr for constrained types] [see Key Option 1]**

Part C: Renewables

- 3. Proposals should maximise the amount of renewable energy generated (preferably on-plot) This should include making full use of roof space for photovoltaics, combining green roofs and photovoltaic panels on flat roofs.**

There should be an aspiration to generate the same amount of renewable energy as is demanded over the course of a year (regulated and unregulated), calculated using a methodology proven to accurately predict a building's actual energy performance.

- 4. Where a development of multiple buildings is concerned, the renewable energy generation requirement should be calculated and demonstrated across the whole development so that buildings that are able to exceed the requirements do so in order to compensate for any buildings onsite that cannot meet the requirements.**

Part D: Offsetting and Performance

5. **Offsetting to only be used in certain circumstances (e.g. insufficient roof space to generate renewable energy). Where a proposal cannot meet the requirements in full, in addition to offsetting, the development must be futureproofed to enable future occupiers to easily retrofit or upgrade buildings and/or infrastructure in the future to enable achievement of net zero carbon development.**
6. **All developments must demonstrate use of an assured performance method in order to ensure that the buildings' regulated energy performance reflects design intentions and addresses the performance gap.**

Net Zero Carbon Buildings – construction

7. **Residential developments of 100 homes or more and non-residential development of 1,000 m² or more should calculate whole life carbon emissions through a nationally recognised Whole Life Carbon Assessment and demonstrate actions to reduce life-cycle carbon emissions. This should include reducing emissions associated with construction plant [see Key Option 3].**

Supporting topic paper and evidence studies

LETI Embodied Carbon Primer

LETI Defining and Aligning: Whole Life Carbon and Embodied Carbon

RIBA 2030 Climate Challenge UK Green Building Council New Homes Policy Playbook Committee on Climate Change.

UK Housing: Fit for the Future (2019)

Overall Approach

- 8.93 In June 2022 the Government strengthened Building Regulations to deliver a 31% reduction in carbon emissions from new residential development. This is an interim standard to the introduction of a new Future Homes Standard in 2025 which will require carbon emissions reductions of 75-80%. These changes have overtaken the emissions requirements for new residential development in policy CS 20.
- 8.94 The revised Building Regulations and the Future Homes Standards will shift the source of energy used in development with an increase in energy generated from renewable energy sources and a reduction in the use of fossil fuels. Policy DE7 seeks to introduce measures to reduce energy demand in the first place. This focus on energy efficiency measures will address wider concerns about renewable energy capacity, energy security and fuel poverty.

Net Zero Carbon Buildings – operational emissions

A. New Build

- 8.95 The fabric first approach needs to be mandated as the recognised approach to decarbonise buildings. Although grid electricity will become less carbon intensive in the future, the focus should remain on reducing energy demand wherever possible. The UK has a limited capacity for renewable energy generation. As renewable energy generation continues to play a larger part of our grid electricity mix, energy storage and solutions to intermittent generation will remain a critical issue. Reducing demand will help to significantly alleviate energy security concerns, whilst simultaneously cutting emissions and helping to mitigate Fuel Poverty.
- 8.96 A 'Space Heating Demand' requirement (measured in kWh/m², Kilowatt hours per meter squared) allows a flexible approach to construction, but ensures a fabric first approach. A space heating demand is an evaluation of how much energy is required to maintain comfortable temperatures by the occupants, it is irrespective of the system that is used to deliver the heat. This ensure that regardless of the heat delivery system, emissions, consumption and therefore energy bills remain low.
- 8.97 The London Energy Transformation Initiative (LETI) has led a consultation with more than 330 industry wide responses. Collaboration has also come from the UK Green Building Council (UKGBC) the Better Building Partnership (BBP), the Good Homes Alliance (GHA), the Royal Institute of British Architects (RIBA) and the Chartered Institution of Building Services Engineers (CIBSE). Off the back of the consultation, LETI has published several 'Climate Emergency Guides' for buildings is aimed at both new build and retrofit that aim at defining and addressing Net Zero within buildings. A consistent definition and/or standards that can be applied to SCCs new and existing housing stock ensures a manageable pacing towards our Net Zero aspirations. Further information on the space heating demand metrics can be found in the background paper.
- 8.98 Adequate drying space should be provided. This will significantly reduce the need for tumble dryers and home energy demand, internal humidity, mould and potential for respiratory illness

Drying Space

- 8.99 To meet the requirement for adequate external and/or internal drying space development should meet the following criteria:
1. The external drying space should contain a drying line with posts and footings, or fixings, with a length of:
 - a. 4m+ for a home with one to two bedrooms
 - b. 2m+ per bedroom for a home with three or more bedrooms
 2. The internal or external drying space is secure
 3. The provision of drying space does not compromise the ventilation strategy for the building.

Compliance notes/ definitions

- 8.100 Compliant drying space can take one of the following forms:
1. A heated space with controlled intermittent extract ventilation. Extract ventilation must achieve a minimum extract rate of 30l/s and be controlled according to the

requirements for intermittent extract ventilation defined in Building Regulations Approved Document F (this can include drying space over a bath).

2. An unheated area may also be acceptable, where calculations by an appropriate member of the Chartered Institute of Building Services Engineers (CIBSE), or equivalent professional, confirms that ventilation is adequate to allow drying in normal climatic conditions and to prevent condensation/ mould growth.
3. A secured external space with access restricted to occupants of the dwellings. The space should be accessed directly from an external door. Any fixing and fittings must be a permanent feature of the room or space.

8.101 Radiators and towel rails do not comply as they have been designed to serve another function.

8.102 Internal drying spaces in the following rooms do not apply: Living rooms; Kitchens; Dining rooms; Main halls; Bedrooms.

8.103 For self-contained dwellings Secure Space is an enclosed space accessible only by the residents of the dwelling. The space should be accessed directly from an external door and any fixings or fittings must be a permanent feature of the space. For Houses of Multiple Occupation (HMOs), communal drying space may be provided if such space is enclosed, is only accessible to the residents of the HMO and has a secure entrance.

B. Conversions

8.104 It is estimated that 70% of existing buildings will still be in use in 2050. Reducing carbon emissions from existing homes represents one of the biggest challenges facing the UK in our transition to a net zero economy by 2050. Improving the environmental performance and reducing the carbon emissions of these properties is therefore vital if we are to meet such challenging targets.

C. Renewables

8.105 The existing city centre district energy network is served from an energy centre at Harbour Parade in the Mayflower Quarter. There is also a small CHP plant on the Holyrood Estate. The existing network serves the western and northern but not the eastern parts of the city centre. With significant new development proposed across the city centre opportunities should be taken to expand the existing district energy network. It is likely that additional energy plants / boiler houses will be needed to increase the capacity of the network. There is also the potential to extend the network beyond the city centre.

8.106 Any renewable or low carbon energy plant should integrate with existing or new development. Proposals for specific facilities will require careful assessment and control in terms of design, transport, air quality, noise, environmental / amenity / health impact, flood risk, heritage, defence, aviation and any other relevant issues. Stand-alone CHP plant rooms can be incorporated into new or existing buildings (both residential and commercial) with little adverse impact.

- 8.107 Proven fuel / technology should be used which is appropriate to the urban setting, obtaining the necessary pollution control permits. With biomass plants there are specific issues to consider such as the volume of traffic transporting fuel to and residues away from the plant, the scale and design of the buildings, noise and air quality. It is unlikely that large-scale energy plants would be suitable in the city centre or residential areas.
- 8.108 The National Planning Statement (NPS) for Renewable Energy Infrastructure will be a material consideration.
- 8.109 New energy plant should not prejudice the development of development sites. Large developments may be able to incorporate an energy plant / boiler house in the development. Connection should be made to the existing network where possible.

D. Offsetting and Performance

- 8.110 The operation of Southampton's carbon offset fund was informed by a detailed study in 2012. It creates a fund for the provision of carbon reduction measures elsewhere in the city. This is funded by section 106 contributions, and was taken into account when setting the CIL. This study will be updated to ensure the Carbon Offset fund is fit for purpose and offsets all emissions.

Net Zero Carbon Buildings – construction

- 8.111 Embodied carbon is the carbon associated with both building materials and the construction and maintenance of a building throughout its whole lifecycle. As building standards and regulations start to reduce operational emissions from buildings towards zero, embodied carbon emissions can be as much as 50% of total emissions over a building's lifetime. Despite this, there is nothing in national policy that currently requires embodied carbon emissions to be measured, let alone reduced (other than the provision for targets in the English National Model Design Code). Most embodied carbon emissions occur near the start of a building project, so local authorities have an important role to play in filling the gap left by national policy by setting their own requirements. There are currently low levels of understanding about the embodied carbon impacts of new buildings. As a first step, it is therefore important to encourage the measurement of embodied carbon emissions, based on consistent scopes and datasets. This will help to create greater visibility of these impacts and encourage voluntary reductions in embodied carbon. However, it is expected that by 2025 there will be a consistent level of understanding on how to measure whole life carbon, and, as such, after this date it would be recommended to require all developments to measure this and set targets for embodied carbon in line with the stretching requirements below.

Key Policy Options

Key Option 1 – Targets for space heating demand and air tightness

Option 1a – Require new development and conversions to meet targets for space heating demand and air tightness as set out in the policy

Option 1b – Include a higher target of 60 kw/m².yr for the space heating demand for listed buildings and other existing buildings which is easier to achieve than the general target

Option 1c – Include higher targets or an interim level before the full targets apply and leave the delivery of net zero carbon to Building Regulations and Future Homes Standards. This will not fulfil the council’s statutory duty set out in the Climate Change Act and Planning Act and will not enable Southampton to achieve its carbon budget and deliver net zero carbon in line with Paris Agreement 1.5°C trajectory

Key Option 2 – Decarbonisation of heating

Option 2a - All heating systems should be provided through low carbon fuels not fossil fuels. Where this is not possible, they should be designed to easily facilitate conversion at a later date

Option 2b – Not include a requirement for the decarbonisation of heating systems, this would require homeowners to fund and install retrofit measures in order to achieve net zero carbon

Key Option 3 – Embodied carbon

Option 3a - Require developments to calculate whole life carbon emissions and demonstrate measures to reduce these emissions

Option 3b - Include targets to consider embodied carbon (in addition to the general approach in the policy). These could require development to achieve:

- 2024- zero carbon regulated (Part L) operations (equivalent of Code 5)
- 2030 – zero carbon all operations (equivalent of Code 6)
- 2035 – whole life carbon assessment needed and at least 50% reduction against notional standard
- 2040 – zero whole life assessment (construction, operational and ongoing extensions and repairs) Some offsetting likely to be needed.

Option 3c – Include targets for embodied carbon. Reduce embodied carbon by 40% or to <500 kgCO₂/m².

Evidence

8.112 Existing Evidence: The Council’s Southampton Green City Plan 2030 set out actions to address environmental issues in the city and identifies the Local Plan as an important plan to address these issues.

8.113 Carbon emission reductions and energy efficiency measures are requirements in policy CS 20 in the Core Strategy (2015).

8.114 The proposed policy deals with all of the carbon associated with new buildings, both that associated with the energy needed for powering our homes and commercial buildings, as well as the carbon associated with the processes and materials used to construct those buildings, known as embodied carbon. The policy also gives consideration to what happens to materials at the end of a buildings life. This is known as whole life carbon. It also seeks to

address the performance gap between designed performance and as built performance through the use of Assured Performance processes. These are elements that are not fully covered in other regulations such as Building Regulations.

- 8.115 The ability for local planning authorities to set policy requirements related to carbon associated with new buildings was confirmed in January 2021, when the government issued a response to its consultation on the Future Homes Standard. As part of the consultation, government had asked whether it should ‘ban’ local plans from going beyond Building Regulations. But having considered the responses received, it has decided not to and reconfirmed its position that Local Plans can set energy standards for new homes that go beyond Building Regulations.

SUSTAINABLE DESIGN OF NEW DEVELOPMENT

- 8.116 Temperatures in the UK exceeded 40°C for the first time in recorded history in July 2022. Climate scientists have stated that it is near certain that this record temperature is climate change and sets a worrying precedent for future extreme weather events. This demonstrates the crucial need to both mitigate any further increases in climate change and adapt to the inevitable effects of what is already in motion.
- 8.117 The Council declared a climate emergency in 2019 and set out actions to address this in the Green City Action Plan. This initially addressed emissions from council buildings and operations. Sustainable design reduces the emissions from new development and helps meet the UK target to reach net zero emissions by 2050. This policy covers overarching sustainability and will set out how the design of developments should take account of our changing climate, for example extreme weather events such as heat waves and flash flooding. Detailed energy and water requirements are set out in policies EN1, DE7, EN8 and EN10.

Policy DE8 – Sustainable design of new development

Development will be supported where:

- 1. For all non-residential and multi-residential development with a gross internal floor space of 500m² or more, the proposal achieves at least BREEAM Excellent;**
- 2. For all mixed-use developments including 100 dwellings or more or other significant development, the proposal achieves BREEAM Communities Excellent [see Key Option 1];**
- 3. For all developments, including householder development where appropriate, the proposal takes a design-led approach to climate change adaptation with approaches integrated into architectural design [see Key Option 2]. For overheating, proposals should follow the cooling hierarchy as follows:**
 - a. Passive design: minimise internal heat generation through energy efficient design and reduction of heat entering the building through consideration of orientation, overhangs and external shading, albedo, fenestration, insulation and green roofs.**

- b. **Passive/natural cooling:** use of outside air, where possible pre-cooled by soft landscaping, a green roof or by passing it underground to ventilate and cool a building without the use of a powered system. Cross ventilation, passive stack and wind driven ventilation should be maximised and single aspect dwellings must be avoided for all schemes as effective passive ventilation can be difficult or impossible to achieve. Windows and/or ventilation panels must be designed to allow effective and secure ventilation.
 - c. **Mixed mode cooling:** with local mechanical ventilation/cooling provided where needed to supplement the above measures using low energy mechanical cooling
 - d. **Full building mechanical ventilation/cooling system,** ensuring the lowest carbon/ energy options and only considered after all other elements of the hierarchy have been utilised.
4. **The proposal utilises a site-wide approach to reduce climate risks, including the integration of sustainable drainage systems as part of landscape design, use of cool materials and urban greening, for example through increased tree canopy cover and an enhanced treescape and integrating green spaces into new developments.**
 5. **For new build residential development of 10 dwellings or more and all non-residential development of 1,000m² (gross) or more, the proposal demonstrates full compliance with Building Regulations 2021 Part O1: Overheating mitigation utilising Section 2 Dynamic thermal modelling or the most recent version. 1% of dwellings on developments of 100 dwellings or over must also achieve Passivhaus certification.**
 6. **For all new developments, the proposal makes provision for urban food growing e.g. community growing spaces, unless it can be demonstrated that it is not feasible.**
 7. **The proposal does not incorporate artificial lawns.**

Overall Approach

- 8.118 The UK Government has set a legally binding target to be net zero carbon (with at least 100% reduction from 1990 levels) by 2050 and an interim target to reduce emissions by 78% by 2035. As a city Southampton must reduce its carbon emissions by 62% by 2025 to keep on track with national targets.
- 8.119 Of the approximately 0.8m tonnes of carbon emitted by the city each year, 31% comes from housing, 23% from public and commercial buildings and 17% from industry. National planning policy states that plan should take a proactive approach to mitigating and adapting to climate change (NPPF 2021, paragraph 153). Policy DE8 sets out key principles to deliver sustainable development and standards for new development to reduce future emissions. It uses technical standards where these are available and includes general principles to ensure that buildings are adaptable and to reuse materials.

BREEAM standards

- 8.120 The BREEAM standards assess the environmental performance of buildings over a number of categories from design and specification to construction and operation. They will be applied

as set out in this policy and in other policies in the Local Plan unless superseded by updated national standards. The thresholds and target for non-residential development in Core Strategy policy CS 20 are maintained. It excludes residential dwellings in use class C3 where the Code for Sustainable Homes previously applied. The policy clarifies that multi-residential development should meet also meet BREEAM Excellent.

- 8.121 BREEAM Multi residential is used to assess multi-occupancy residential buildings such as Student halls of residence, care homes and sheltered housing. BREEAM Communities standards will apply to larger-scale developments. It goes beyond an assessment of the building itself to consider the impact of development on existing communities and infrastructure.
- 8.122 BREEAM Communities provides a framework to assess the sustainability of larger developments. This applies to mixed use developments which include 100 or more dwellings in the mix of uses. It also applies to other development meeting criteria due to its impact on transport systems, infrastructure and existing communities or opportunities to deliver infrastructure and other improvements.

Cooling

- 8.123 We want to reduce the need for active cooling where possible by designing buildings which are adapted to future climates. Accounting for 10% of global energy consumption today, space cooling in 2016 alone was responsible for 1045 metric tons of CO₂ emissions. This number is only expected to increase, with the International Energy Agency estimating that cooling will reach 37% of the world's total energy demand by 2050.
- 8.124 Designing with materials that are less susceptible to changes in temperature can help mitigate these environmental effects by reducing the need for air conditioning. Dense materials such as stone, bricks or concrete, or embedded into the ground, can feel cooler thanks to the high "thermal mass" of these materials – that is, their ability to absorb and release heat slowly, thereby smoothing temperatures over time, making daytime cooler and night-time warmer.
- 8.125 The Passivhaus standards provide a house that has excellent thermal performance and airtightness (with mechanical ventilation), to minimize heating demand. The provision of natural daylight also has a positive influence on people's health and wellbeing.
- 8.126 The policy also resists the installation of artificial lawns in new developments. This is because they use huge volumes of plastic which cannot be recycled, have no benefits for wildlife, kill soil life beneath and can be unusable on hot days, which will be more prevalent with climate change.

Key Policy Options

Key Option 1 – Sustainability standards

Option 1a – development is required to meet set BREEAM and BREEAM Communities standards, specific Buildings Regulations (2021) mitigation and Passivhaus certification

Option1b – require development to achieve higher standards due to the importance of issues. This could include Passivhaus certification on a higher percentage of housing or at a lower threshold.

Option 1c – remove requirement or set lower standards due to viability issues. This could include not requiring developments to meet BREEAM Communities or Passivhaus Certification

Key Option 2 – Design led approach

Option 2a – require all development to take a design led approach to climate change adaptation and follow the cooling hierarchy, proportionate to the size of development

Option 2b – include a threshold for the size of developments that need to take a design led approach to climate change adaptation and exclude householder developments

Evidence

- 8.127 Existing Evidence: The Council’s Southampton Green City Plan 2030 set out actions to address environmental issues in the city and identifies the Local Plan as an important plan to address these issues.
- 8.128 The policy above builds on the established policy CS 20 in the Core Strategy (2015) which included a requirement for non-residential development to meet the BREEAM Excellent standard from 2012 and key principles to tackle and adapt to climate change.
- 8.129 The Planning Act requires Local Plans to have policies related to climate change mitigation and adaptation. At the same time as reducing carbon emissions, we must not lose sight of the fact that our climate is already changing as a result of past emissions. Extreme weather events including flooding and heat waves are now becoming common place, and as such we need to ensure that all new developments are adaptable to this changing climate, in ways which do not increase energy use and associated carbon emissions. Overheating, particularly in new residential buildings is becoming an increasing problem with climate change, with potentially serious consequences to health and life. Overheating risks can and should be mitigated through consideration of various factors at early design stages at low or no cost.
- 8.130 Analysis from the Committee on Climate Change has shown that a lack of adaptation measures in new homes built in England over the past 5 years has led to many new homes not being resilient to future high temperatures. This will require costly retrofit to make them safe and habitable. They recommend that planning policy must change to ensure that further homes are not locked in to increased climate vulnerability.

WASTE AND THE CIRCULAR ECONOMY

- 8.131 This policy will control how developers should manage the waste generated by construction, how new developments should provide for waste and recycling storage and collection, and how circular economy principles should be considered in development proposals.

Policy DE9 – Waste and the Circular Economy

- 1. Ahead of construction, all developments are required to produce Construction Environmental Management Plans (CEMP). The level of information provided in the CEMP should be proportionate to the scale and nature of the proposed development but should include an outline of the approach to site waste management and how construction waste will be addressed following the waste hierarchy and the 5 R's of waste management: Refuse, Reduce, Reuse, Repurpose, Recycle.**
- 2. All proposals must provide adequate, flexible and easily accessible storage space for refuse and recyclable materials internally and externally. Proposals that exceed these requirements or propose innovative approaches, including underground solutions, to waste management will be supported [see Key Option 1].**
- 3. All major developments should submit a Circular Economy Statement, either as a stand-alone document or as part of the CEMP, setting out:**
 - a. How materials arising from demolition and remediation works will be reused and/or recycled;**
 - b. How the proposals design and construction will reduce material demands and enable building materials, components and products to be disassembled and re-used at the end of their useful life, following design for disassembly principles.**
- 4. Development should reuse buildings and building materials wherever possible, in particular locally listed buildings and other buildings that have a positive impact on the area;**
- 5. Buildings should be designed to be flexible and capable of being adapted for a variety of other uses with the minimum of disruption.**

Overall Approach

- Reuse of buildings and adaptive design

8.132 Much of the carbon emissions from buildings are from the materials used in their construction and the building process. The use of many buildings in Southampton has changed over time, for example with large Regency homes converted to smaller flats or offices. The upgrading and reuse of existing buildings, instead of their demolition and replacement with new buildings, can significantly improve a building's energy efficiency and make substantial energy savings. The reuse of foundations where possible can also reduce the amount of archaeological work required. The policy supports the reuse of existing buildings and materials to extend the lifespan of the building.

8.133 The policy also requires adaptable design which responds to people's changing needs and provides scope for new buildings, or parts of them, to be used for different purposes than they were originally designed for with minimum changes.

- Storage of internal refuse and recyclable materials

- 8.134 To support recycling, there is a requirement for dedicated internal space with fixed units to store recyclable waste. This should reflect the number of recyclable waste streams collected and the size of property. For Southampton, this is currently general recycling (paper, cans, plastic bottles) and glass, although this will change from 2024. It is likely that recycling as we know it now will be collected in two containers – one for cans, plastics etc and one for paper and card. The combined capacity of internal recyclable waste facilities should be a minimum of 30 litres for homes with 1-2 bedrooms and 40 litres for homes with 3 or more bedrooms.
- 8.135 In addition, there is a requirement for all homes to be provided with composting facilities, for garden and/or food waste, in the form of either individual home-composting facilities; local communal facilities within close proximity (within 500m via a safe pedestrian route) or composting collection services by the waste collection authority. Currently Southampton has a paid for optional garden waste service but not food waste collection, however food waste is expected to be a weekly mandatory service from 2024. All homes to be provided with internal composting waste storage that is a minimum of 10 litres in volume.
- External refuse and recycling provision
- 8.136 Recycling needs to be easy, so the accommodation needs to address this. Waste storage provision should meet the measures set out in the Environment Act 2021 and be future proof (this includes food waste council collection which may be an optional collection).
- 8.137 Southampton is hoping to move to twin stream recycling collection from 2024 dependent on infrastructure being built and will need to collect food waste, and possibly garden waste. There may also be a move to a refill society, so people may need to buy in bulk and store stuff in their own containers.
- 8.138 It is important that bin stores provide adequate storage, in an appropriate location, and are designed to provide easy access for both residents and for servicing by the council. Waste/bin stores need to be clean, light, bright, vermin-free areas. There is also need for a bin marshal and enough room to get bins in and out of the property.
- 8.139 Dwellings should not be positioned close to the location of collection areas to avoid noise disturbance, for collection and depositing and odour issues.
- 8.140 Developers should be incorporating best practice into their waste storage solutions.
[Campaigns and policy \(architecture.com\)](#)

Key Policy Options

Option 1 – Minimum standards and materials

Option 1a – development is required to provide Construction Environmental Management and Circular Economy Statement to demonstrate how issues are addressed and meet requirements for the storage of refuse and recycling materials

Option 1b – require development to address the storage of refuse and recycling materials without including minimum standards for the number, type and size of facilities to provide greater flexibility and recognise the size limitations of new developments

Evidence

- 8.141 Government’s Resources and Waste Strategy (2018) aims to eliminate avoidable wastes of all types by 2050 in England. This includes waste from all sectors, including construction. The construction sector is the largest user of materials in the UK and produces the biggest waste stream in terms of tonnage. Statistics from Defra show that in 2016, 63% (120 million tonnes) of the total waste stream in England (189 million tonnes) was attributed to construction, demolition and excavation waste, with 60 million tonnes of this (50%) from construction and demolition. Of this over 90% is recovered, with waste such as concrete, brick and asphalt being downcycled for future use as aggregates. However, this begs the question how much of this waste is avoidable and if such waste be reused for higher value uses. This would help to prevent the need for the manufacture of new which is a crucial element in achieving net zero carbon. Furthermore, efficient recycling of waste places less demands on natural and virgin resources, thereby conserving environments.
- 8.142 A circular economy is one where materials are retained in use at their highest value for as long as possible and are then reused or recycled, leaving a minimum of residual waste. Application of circular economy principles to the built environment creates places where buildings are designed for adaptation, reconstruction and deconstruction, extending the useful life of buildings and allowing for the salvage of building components and materials for reuse or recycling, known as design for disassembly. Policies to extend the useful life of buildings as well as ensuring that, at the end of a buildings life, its constituent parts are easily reused and retain maximum value, are also an important element of reducing the environmental impact of construction. Taking such an approach reduces the need to extract raw materials and the manufacture of new building components, further reducing global carbon emissions and assisting with the achievement of net zero carbon.

SHOPFRONTS, SIGNAGE AND ADVERTISEMENTS

- 8.143 Shopfronts are an essential element of the commercial activity of Southampton. They make an important contribution to the shopping streets in the City, Town, District and Local Centres and can influence the quality of the environment in Conservation Areas. Pressures to alter shopfronts arise from changing retailers and varying retail methods to attract custom, particularly as retailers adapt and develop to attract customers in post-Covid 19 times.
- 8.144 Shop frontages need to be designed to take into account the age and style of the buildings in which they are located, and where these are of architectural or historic merit they should be retained and sensitively adapted to meet today’s requirements.

8.145 Advertisements are controlled by specific regulations and guidance⁵⁷. The regulations specify which advertisements are permitted without the need for consent, which have deemed consent, which need express consent, and the further conditions that apply. Advertisements can only be controlled for reasons of amenity and public safety (like highway visibility).

Policy DE10 - Shopfronts, Signage and Advertisements

- 1. New and replacement shopfronts which harm the character or appearance of an area through inappropriate design or use of unsympathetic security measures will not be permitted. Proposals should:**
 - a. respect the proportions of the building and surrounding shop fronts without dominating the street in terms of materials and scale of illumination;**
 - b. respect traditional features and aspects of local character, which includes the provision of stallrisers where the existing context warrants this;**
 - c. ensure the signs and advertisements, including projecting signs are only installed at fascia/ sub-fascia level;**
 - d. ensure that security measures are visually unobtrusive with internal security shutters to be used in the first instance.**
- 2. Internally illuminated signage on Listed or Locally Listed Buildings, or within Conservation Areas, will not be supported.**
- 3. Permission will only be granted for solid shutters if there is evidence of a high level of vandalism or break-ins affecting the area, or if the stock held is of particularly high value. These solid shutters will be expected to incorporate locally relevant public art.**
- 4. Proposals for frontage extensions, including canopies and enclosures for seating, must be of high-quality design, respectful of existing building lines and not have a detrimental impact on the amenity of surrounding properties. [see Key Option 1]**
- 5. Advertisement consent will only be given where:**
 - a. There is no adverse effect or cumulative impact on public amenity and the scale, size, design, materials and luminance of the advert respects the character and appearance of the buildings or areas in which they are displayed;**
 - b. There is no adverse effect or cumulative impact on public safety including the safety of people using the highway, rail, air or water transport and the use of CCTV;**

⁵⁷ Town and Country Planning (Control of Advertisements) England Regulations 2007 (as amended in 2012) and the National Planning Practice Guidance

c. In the case of large outdoor advertisement hoardings and screens, they are located in industrial areas, or also in the case of large outdoor advertisement hoardings only they screen a site awaiting development.

6. The installation of skyline or parapet level signs on buildings will not be permitted.

7. The level of illumination and frequency of change of advertisements on outdoor advertisement screens will be controlled by way of planning condition.

Overall Approach

8.146 Advertisements are important to the commercial life of Southampton. However, they can also adversely affect an area's amenity if poorly designed or inappropriately located. Large advertisement hoardings and illuminated advertisements will be inappropriate and other advertisements are likely to be inappropriate in, on or within the setting of designated heritage assets such as Scheduled Monuments and Listed Buildings, in exclusively residential areas, and adjacent to open spaces or other features of historic, architectural, civic, cultural or similar interest. It is important that advertisements safeguard public safety, for example, the design, number, size or location of the advert does not distract or confuse transport operatives⁵⁸ (in general, and especially close to junctions, pedestrian crossings and other highway hazards); obstruct or impair their sight lines, or views of signs or signals; or CCTV sight lines. Illuminated signs can be distracting by reason of their position and luminance, degrees of which will vary by location.

8.147 In Conservation Areas and on listed buildings advertisements can have a significantly detrimental impact upon amenity, so the retention of traditional shop fronts is strongly favoured. For example, this could include the retention of the original, or use of traditional, canvas blinds and blind boxes. The following features will be resisted in Conservation Areas for reasons of amenity:

- high level signs, neon and box signs and plastic fascias;
- internally illuminated signage; and
- plastic or fixed blinds.

8.148 Security measures can also have a significant impact on the character and appearance of an area. The use of solid galvanised steel shutters for additional shop security detracts from the appearance of the shopping street and creates a dead frontage which gives the appearance of shops being 'boarded up' outside of working hours. In addition, such measures are not always conducive to security as they reduce observation of premises from the outside. The use of measures such as mesh grilles, laminated glass and/ or internally mounted lattice shutters are preferred. Exceptionally, solid shutters will be permitted where there is evidence of crime or the value of stock is high, for example sale of alcohol or jewellery.

8.149 Adverts can appear in various forms – banners on railings, on flags, large hoardings around building sites, estate agent boards, awnings, on free standing automated teller machines (ATMs), in forecourts and as part of digital displays on bus shelters. Opportunities to use

⁵⁸ Including drivers of road vehicles, trains or trams, pedestrians, aircraft / ship captains / pilots

buildings and public areas to publicise and advertise are vast, and therefore it is important that policy provides a realistic framework to steer those proposals that require advertisement consent, not least to control street clutter and restrict advertisement overload in certain areas.

Illumination

8.150 Table 8 provides guidance on the range of luminance suitable by area of the city.

8.151 The brightness of advertisements (dependent on the level of luminance, the size and the contrast) can be harmful to amenity, and public safety, by reason of light spill, light pollution or glare. For instance, brightly lit and moving images on bus stop shelters can be dangerously distracting to drivers. A further visual amenity impact could be where light fittings and associated cables are on show rather than suitably hidden.

8.152 The cumulative impact of illumination on amenity and public safety will also be taken into account, and the Council will seek to remove existing intrusive advertisements in areas of particular attractiveness and in areas to be enhanced (for example, Mayflower Quarter).

Table 8: Appropriate luminance levels

| Size of advert | Area | Professional Lighting guide 05 Max luminance level ⁵⁹ | Recommended luminance level |
|-------------------------|--------------|--|-----------------------------|
| Over 10 m ² | Rest of city | 300 cd/m ² | 250 cd/m ² |
| Up to 10 m ² | Rest of city | 600 cd/m ² | 500 cd/m ² |
| Over 10m ² | City centre | 300 cd/m ² | 250 cd/m ² |
| Up to 10 m ² | City centre | 600 cd/m ² | 500 cd/m ² |

Key Policy Options

Key Option 1 – Approach to Design of Shopfronts

Option 1a – utilise the criteria as set out in Policy DE10 to guide and control the design of shopfronts. This will ensure there is a defined approach to how shopfronts should look. However, this may require further guidance to ensure it is suitably implemented by applicants.

Option 1b – utilise a less prescriptive approach than the criteria set out in Policy DE10. This could allow for more flexibility and innovation in the design of shopfronts to respond to retail trends but could have a detrimental effect on local character and amenity.

Option 1c – utilise a more prescriptive approach and include additional criteria to that set out in Policy DE10. This could ensure there are tight controls to the design of shopfronts that can reinforce high quality design and a traditional appearance. However, this could stifle innovation, be unnecessary in some commercial shopping areas and require additional resource to guide and determine planning applications.

⁵⁹ Professional Lighting Guide 05: The brightness of illuminated advertisement (2014) – Institute of Lighting Professionals

Evidence

Existing Evidence:

- 8.153 A Town, District and Local Centres Study was undertaken by GL Hearn in 2015 in connection with the Local Plan Review. Within its categorisation of each of the centres it suggested that further design guidance be offered to shop owners and developers to ensure some conformity and enhancement of street frontages. The evidence draws attention to the harm that can be caused by poor quality shop signage and large panel advertisements that damage visual amenity and local distinctiveness. In general, it is expected that traditional materials (such as painted timber, wrought iron and brass / bronze) are used on traditional or historic buildings or in conservation areas. The Council's aspiration is that corporate bodies and retail chains would adjust their standard signs in response to the host building and local distinctiveness.

New Evidence:

- 8.154 The NPPF 2021 reiterates the approach that advertisements are considered by their impact upon public safety and amenity only. Paragraph 136 states:

The quality and character of places can suffer when advertisements are poorly sited and designed. A separate consent process within the planning system controls the display of advertisements, which should be operated in a way which is simple, efficient and effective. Advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts.

PARKING

- 8.155 Finding the balance between the provision of adequate vehicle parking while at the same time prioritising more sustainable modes of transport including active travel such as walking and cycling is a key issue and challenge for the city's residents, workers and visitors. Controlling the level and location of vehicle parking is a vital element towards ensuring more sustainable travel patterns whilst also increasing public health and promoting the efficient use of land, particularly in the city centre and in other accessible locations such as within the town, district and local centres.
- 8.156 The basic aim is to ensure that at all new developments, a suitable level of vehicle parking is provided in order to avoid the various problems that inadequate parking for vehicles can cause. The Council recognises that there is no reason to significantly constrain residential parking provision, although it is equally important to avoid significant over-provision and to provide adequate parking for cycles and other forms of two wheeled transport. This will help to meet the objectives of the Council's Green City Charter and the prioritisation of sustainable transport modes and active travel.

Policy DE11 - Parking

Parking Standards for New Development

- 1. New residential and non-residential development across the city whether through new build, conversions or changes of use will provide for well-designed parking in accordance with the Council's latest residential and non-residential parking standards with regards to [see key option 1]:**
 - a. the provision of car parking spaces which will also consider the parking needs for disabled, Electric Vehicles (EVs) and car club users;**
 - b. the provision of parking spaces for two-wheel forms of transport such as cycles, electric bikes and electric scooters for the purpose of enhancing active travel and more sustainable travel modes.**
 - c. the provision of commercial vehicle spaces for existing and new businesses.**
- 2. Supporting information must also be provided by the applicant which relates to:**
 - a. the format of the parking proposed whilst optimising the use of land (in accordance with Policy DE1: Placemaking and Quality of Development); and**
 - b. how a high quality and sustainable parking design will be achieved including how this will contribute to the creation of a high-quality public realm and street scene and enhance the local environment through the implementation of measures such as permeable surfacing, soft landscaping and tree planting with all new surfaced based parking provision in accordance with Policy EN10: Sustainable Drainage and Policy DE1: Placemaking and Quality of Development; and**
 - c. how the development will meet the minimum requirements for the number and type of Electric Vehicle (EV) charging points in accordance with Policy DE12 EV; and**
 - d. how cycle, electric bike and electric scooter hubs will be incorporated into the development; and**
 - e. the potential for incorporating shared mobility spaces in car club spaces to serve prospective occupants of new development; or**
 - f. justifying proposals for car free developments which will be supported both in and within nearby proximity to high accessibility locations with frequent public transport provided it would not conflict with the criteria set out in criterion 1.a. above and it can be demonstrated that this would not result in overspill parking which would impact upon the functioning of the highway and safety of road users and pedestrians.**
- 3. Where applicable in the case of developers proposing vehicle parking above the Council's set standards, the following criteria relating to the required amount and type of vehicle and two-wheeled parking provision will also be factored into the assessment if strong justification is put forward by the applicant:**
 - a. the travel needs generated by the development;**

- b. other available parking capacity at trip origins including arrangements for on-street parking and current controls/restrictions;**
- c. the potential for shared parking provision at trip destinations with other uses at different times of the day; and**
- d. any other specific needs generated by the development and how this differs to standard types of development.**

Public Parking

- 4. The consolidation of existing surface level car parking within the city centre into multi-storey formats in the outer city centre, connected to the Ring Road will be supported in accordance with Policy TR1: Transport and Movement provided tree planting, landscaping and strong pedestrian linkages to key destinations are factored into the design.**
- 5. Additional vehicle and two wheeled parking provision at railway stations and ferry terminals will only be permitted in accordance with the standards, providing that it serves new development and proposes new or improved interchange facilities. This must incorporate shared mobility spaces and provision for cycles, electric bikes and electric scooters.**

Parking Enforcement

- 6. Parking enforcement areas will be maintained and extended where appropriate around the city centre, town, district centres, University of Southampton and Southampton General Hospital and within proximity to public transport corridors.**

Evidence

Census data

8.157 There is evidence to suggest that car ownership has continued to increase within the city compared to the 2011 Census figures⁶⁰. This is in line with national trends. There is further evidence to suggest that whilst car ownership has increased, car use has fallen in recent years. This can be partly attributed to the Covid-19 pandemic and the catalyst this has been for an increase in home working which has continued now that the lockdown restrictions have eased. The 2021 Census figures once released are expected to confirm a continued increase in car ownership across the city.

NPPF July 2021

8.158 Paragraph 108 of the NPPF states that maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport (in accordance with chapter 11 of this Framework). In town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists.

⁶⁰ Evidenced from car registrations by year as published by the Department for Transport: [Vehicle licensing statistics data tables - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/vehicle-licensing-statistics-data-tables)

Overall Approach

City wide Parking Provision

- 8.159 Vehicle parking is a key determinant in the choice of mode of travel. The provision of inadequate parking at new developments (trip origins) particularly within residential development can create a variety of negative effects upon existing residents such as overspill parking onto grass verges and pavements which in turn impacts upon the efficient and safe operation of the highway network. In terms of trip destinations, providing high levels of vehicle parking at destinations particularly encourages the use of cars. A managed and balanced approach to the level of vehicle parking to compliment public transport choices is therefore required including shared parking provision at destinations at different times of the day.
- 8.160 Where development is highly accessible by modes of public transport and active travel options, a lower level of parking space provision is likely to be justified. Public transport accessibility varies throughout the city on a spatial scale and according to the time and day of the week. There is therefore a need to improve the accessibility of all areas of the city, including within the transport corridors which in turn can lead to a lower level of required vehicle parking provision with new development.
- 8.161 In order to meet the Council's Green City Charter, parking with new development will continue to be provided in accordance with the Parking Standards SPD which sets out tighter maximum parking standards for Southampton City Centre and the more accessible locations of the city such as along main transport routes and within proximity to the town and district centres. Vehicle parking provision throughout the rest of the city will continue to be tightly controlled but at a higher level of maximum parking provision compared to the more accessible locations in the city. The current approach to the set parking standards will be reviewed as part of a future update to the Parking Standards SPD.
- 8.162 The policy approach also requires information in support of any planning application submitted further to the Council's set parking standards. The noted measures will allow all new development proposed to factor in as many design and sustainability benefits as reasonably possible when it comes to the provision of new parking spaces. There could also be case for supporting car free developments in certain circumstances such as in high accessibility locations. These high accessibility areas include the city centre, town and district centres and areas along main transport routes such as public transport the strategic cycle corridors. Applicants would need to demonstrate how car free developments would not compromise the functionality of the highway network and the safety of road users and pedestrians.
- 8.163 The travel needs and any other specific needs generated by a development proposal will also be considered on a case-by-case basis when it comes justifying a higher level of proposed vehicle parking provision. The Council will accept that provision could vary from the standards set out in the Parking Standards SPD in exceptional circumstances but only if strong justification is provided by applicants.
- 8.164 The space needed to accommodate cycles can be significant. It is therefore imperative that planning for adequate cycle parking provision forms an integral part of any planning

application, rather than treating it as a secondary issue to be resolved by condition. The key design principles for cycle parking are for it to be convenient, accessible, secure and attractive and for it to be designed early in the development design process. Full details of the location, type of storage facility, spacing between stands, numbers, method of installation and access to cycle parking should be provided. The full cycle parking design principles, layout and standards are detailed in the Parking Standards SPD. These same design related principles will also need to be applied to other two-wheel forms of transport.

City Centre Parking Provision

- 8.165 The primary aim of the Council's parking policy is to reduce car use rather than car ownership. Therefore, the managed provision of car parking is important to attract new development to the city centre. It encourages a switch to active travel such as walking and cycling and to public transport in a highly accessible city centre location particularly within proximity to Southampton Railway Station and the main bus route stops (currently located on Castle Way and Vincent Walk). It also minimises land take thus creating high quality urban places.
- 8.166 It is important that the provision of all residential and non-residential car parking in the city centre incorporates a high-quality design and fits into the wider street scene and public realm due to the higher development densities and finite availability of land. In order to contribute towards local amenity and a well-designed public realm and street scene, the Council would be supportive of parking formats such as basement parking, semi-basement and podium parking. However, proposals for open parking podiums or undercroft parking fronting the street and parking spaces to the front of houses which are at odds with the established setback of an area are more likely to have negative impacts upon wider amenity. This includes the street scene and public realm and are therefore less likely to be considered favourably.
- 8.167 There is already a sufficient capacity of public car park spaces available in the city centre. The maintenance of existing levels of shorter stay public car park provision for some visitors and for shoppers adjacent to the existing or expanded main shopping area is supported, to maintain the viability of the shopping area. Some provision could be redeveloped to create better quality car parks, potentially as part of wider redevelopment proposals. These could, for example, include consolidating existing surface level car parking in the Mayflower Quarter into new multi storey facilities, to create development land. There is spare capacity in existing shopping car parks and further retail development does not necessarily generate additional trips. If new retail and leisure proposals include additional car parking, the need for this should be carefully demonstrated, taking account of existing nearby parking provision. It is recognised that any food superstore developments will require convenient parking provision.
- 8.168 There will be a requirement for good pedestrian links to be created from all these car parks, to connect to the strategic links and key destinations within the city centre. This will help to maximise footfall in those locations with active and partial active frontages and help to facilitate an increasing shift towards active travel modes.

- 8.169 The level of car parking is a key determinant in attracting development to the highly accessible city centre in the first place. Therefore, a balance needs to be struck to ensure that a sufficient level is available in order to ensure the continued vitality and viability of the city centre. A travel plan should therefore be a continued requirement for all new commercial and non-residential development upon permission being granted. The implementation of a travel plan is one way which can be influential upon travel mode choices. City centre living is also likely to encourage some people not to own a car particularly with the ability to increase the number of linked trips with services and facilities being immediately accessible. Nevertheless, appropriate car parking provision should be made for residential developments in accordance with the Council's latest or successor Parking Standards SPD in the first instance.
- 8.170 The principle that car parking is shared between different users at different times wherever possible, and provided in a high quality 'multi storey' format, to minimise the land required is also seen to be an approach which can optimise the most effective use of land throughout the city, particularly within the city centre.
- 8.171 It is acknowledged that there will be some targeted additional non-residential car parking in the city centre, such as that associated with office development where there is a demonstrable need. This reflects the balance between promoting city centre investment and encouraging sustainable travel choices. The Parking Standards SPD's approach for areas which are not 'high accessibility' will also be applied to the equivalent areas within the city centre. It is also proposed that car club spaces will be in addition to the standards set out in the current Parking Standards SPD.
- 8.172 Within this overall approach to car parking, a shift of commuter and some visitor car parking from the inner to the outer city centre including the Mayflower Quarter will be encouraged in accordance with Policy TR1 (Transport and Movement). As part of this shift, it may be appropriate to close and redevelop some of the existing inner city centre car parks. Each case will be considered on its merits in terms of the degree to which it will help deliver the wider development strategy; and affect the viability and operation of the existing city centre.

Key Policy Options

Key Option 1: Where the Parking Standards will be Published

Option 1a – To continue setting out the parking standards in the Parking Standards SPD – this is the Council's preferred approach as it would allow flexibility for the standards to be updated in a future successor Parking Standards SPD.

Option 1b – The policy to set out the standards of provision which are expected including where these apply within the city – this option would be less flexible in tying the Council to a set of parking standards over the lifetime of the Local Plan. These would then not be able to be reviewed and updated in a future successor Parking Standards SPD.

Key Option 2 – Approach to Setting Parking Standards

Option 2a – to continue with the approach currently set out in the Parking Standards SPD with maximum standards which currently identify high accessibility and standard accessibility areas – this is the Councils current preferred policy approach which helps to maintain a balanced and controlled provision of vehicle parking across the city.

Option 2b – to consider an alternative approach to parking standards across the city. E.g. minimum parking requirements rather than maximum parking standards – this is an alternative approach the Council could consider with the future provision of vehicle parking.

ELECTRIC VEHICLE INFRASTRUCTURE

- 8.173 Accelerating the uptake of electric vehicles (EVs) is a priority nationally and locally. Electric vehicles can play an important role in reducing emissions of carbon and air pollutants.
- 8.174 The UK government has committed to banning the sale of new petrol and diesel-powered vehicles from 2030. This commitment is supported by its national EV infrastructure strategy which aims to fast track the rollout of EV charging points, while making charging affordable and effortless.
- 8.175 Developers will need to play an important role in delivering EV infrastructure, ensuring the demand of occupants and visitors who use EVs can be met well into the future.

Policy DE12 - Electric Vehicle Infrastructure

- 1. Development with parking provision will be required to meet the minimum requirements for the number and type of electric vehicle charging points and cable routes to enable easy retrofitting for the development type proposed. Provision will be in line with best practice, ensuring the current and future needs of the site for EV charging are met in a cost-effective manner, according to SCC's Electric Vehicle Charging Point Guidance and detailed guidance and avoiding street clutter [see Key Option 1];**
- 2. All new commercial development and re-development are required to complete a needs assessment to quantify and implement additional charging points beyond minimum requirements on a site-by-site basis, in line with SCC's Electric Vehicle Charging Point Guidance and detailed guidance;**
- 3. All development which involves the installations of charge points, must implement and maintain a Charge Point Management Plan. This should set out how use of charge points will be maintained to help ensure optimal use, including how passive provision will be utilised, in line with SCC's Electric Vehicle Charging Point Guidance and detailed guidance.**

Overall Approach

- 8.176 The UK government has made ambitious commitments to end the sale of new petrol and diesel vehicles by 2030, to ensure all new cars and vans are zero emission by 2035, and that the sale of new petrol and diesel cars and vans is banned by 2040.
- 8.177 Additionally, they have announced targets to decarbonise the entire transport system in the UK according to the Build Back Greener Strategy which outlines the nation's pathway to becoming net zero. To support these ambitions, the government aims to have a grid capacity of 300k+ charge points by 2028 and issue various EV grants such as the Electric Vehicle Homecharge Scheme (EVHS) which provides funding for up to 75% of the cost of EV charge point installation at domestic properties.

Detailed guidance

Charging points

- 8.178 The Council has published detailed guidance on EV charging for consultation alongside this plan. This includes the requirements for charging points and cable routes depending on the type of development, aspects of the proposed development and the number of car parking spaces. The guidance sets out a preferred option with a minimum standard for each development type. It also provides additional options if it is not possible to achieve this. The options include active EV charging points and cable routes to enable retrofitting at a later date. They reflect and build on some aspects of the new building regulations. As an example, the preferred option for new residential buildings meeting general parking standards is the provision of active EV charging points for all spaces at an average cost for installation of £3,600. The alternative if this is not possible is the installation of cable routes to all spaces.
- 8.179 The guidance also covers the type of charge points. The appropriate power classification and mix (slow, fast or rapid) will depend on the specific development type and use. For example, developments of individual houses would be expected to only include slow charging points (suitable for charging overnight) while gyms and cinemas would only provide fast charging points (suitable for charging in a few hours). Other development types should provide a mix. Developments which cannot be categorised in according to the guidance will be assessed on a case-by-case basis.
- 8.180 Where current electrical capacity of a site is not sufficient to meet the minimum requirements for the number and type of chargers indicated, the developer is expected to identify ways to increase capacity. This will be through investing in renewable energy sources and infrastructure so that it is sufficient to supply this minimum number and type of charging points, in line with the energy policy.

Needs assessment

- 8.181 New commercial developments which install charge points will need to carry out a needs assessment to ensure that demand for electric vehicle charging on site and in the surrounding area can be met. As an outcome of the needs assessment, a commercial development may need to go beyond minimum requirements for the number and type of

chargers to be installed. A needs assessment will involve a review of several factors including:

1. Number of vehicle movements per parking space;
2. Number of publicly accessible chargers in the vicinity of the development;
3. Nearby road infrastructure links;
4. Existing electrical capacity;
5. Distance from city centre and/or other key commercial hubs.

Charge-point management plan

8.180 All developments which require the installation of electric vehicle charging points will need to develop, implement and maintain a charge point management plan. The management plan will set out how the developer will ensure use of the charge points is optimised throughout the life-cycle of the chargers. The plan should meet or exceed minimum requirements as set out in the guidance covering monitoring and enforcing appropriate use, promoting the infrastructure, maintenance, costs and the future expansion of the infrastructure.

Key Policy Options

Key Option 1 – EV Standards

Option 1a - all developments to meet the standards for the provision of charging infrastructure for electric vehicle appropriate for the specific type of development, subject to viability.

Option 1b – require a minimum standard of provision from larger developments with the remaining provision viability tested to ensure that larger developments achieve at least a minimum standard of provision

Evidence

8.181 Southampton City Council’s Our Green City Plan sets out ambitious targets net zero and air quality, making transport cleaner is a key part of both agendas. While we will continue to prioritise active travel and public transport use as far as possible, for the private car journeys that are necessary, we want to encourage electric vehicles.

8.182 The Council has the Connected Southampton Transport Strategy 2040 (Local Transport Plan 4) which is a 20-year plan for Southampton’s transport including developing the EV Charging Network, promotion of clean fuels, incentivising businesses to move towards zero-emission vehicles and exploring the potential to implement a Zero Emission Zone for the City Centre.

SOUTHAMPTON INTERNATIONAL AIRPORT

8.183 Southampton International Airport is located on the close to the boundary with the city. In order to ensure that development proposals do not adversely affect the safe use of the airport, a Public Safety Zone has been identified which extends into the city. Policy DE13

provides guidance on development within the zone and elsewhere in the city that may affect the airport.

Policy DE13 - Southampton International Airport

- 1. In order to maintain public safety, planning permission will not be granted for:**
 - a. Development or changes of use within the Airport Public Safety Zone⁶¹, which would result in an increase in the number of people within the zone;**
 - b. Development that would adversely impact on the safe operation of Southampton International Airport; or**
 - c. Wind turbine development that would adversely affect the aeronautical systems of the Southampton VOR guidance system.**

Overall Approach

- 8.184 The public safety zone (PSZ) is shown on the Policies Map and is an area of land extending from the end of Southampton International Airport runway within which development is restricted in order to minimise risk to people on the ground in the event of an aircraft crash. The PSZ area may be updated to reflect changes in the air transport movements and the length of the runway.
- 8.185 Government Circulars⁶² set out more detailed guidance on PSZ. In summary there is a general presumption against new or replacement development or changes of use in the PSZ, including transport infrastructure with a concentration of people (for example new railway stations, bus stations, park and ride schemes). Careful consideration should be given to the location of major roads, road junctions and related features. It also sets out some limited exceptions. These include extensions to a dwelling house for a single household; an extension to or change of use of a property which would not increase the number of people using it; or development which would have a low density of people using it (for example long stay car parks or traditional warehousing and storage uses). The council will consult the Civil Aviation Division of the Department for Transport where the implications of a planning application for the PSZ is uncertain.
- 8.186 It is important to ensure that development across the city does not adversely affect the safe operation of the airport, for example by creating an obstruction, an effect on navigation or communication equipment, a distraction from lights, or bird hazard. In light of a Government Circular⁶³ the Airport operator and the National Air Traffic Service have published safeguarding maps which require the Council to consult them on developments over a specified height across the city, or on wind turbine developments, respectively. The

⁶¹ As defined on the Policies Map

⁶² 01/2010 Control of Development in Airport Public Safety Zones, updated 10/2021

⁶³ Town and Country Planning (Safeguarding Aerodromes, technical sites and military explosives storage areas) Direction 2002

council will also consult the Airport on development proposals likely to attract birds, or lighting which could distract pilots. Any of these issues may lead to development being refused or restricted in terms of height or design.

8.187 The safeguarding of the Airport is the responsibility of the Airport operator, not the council.

Key Policy Options

No other reasonable options identified to ensure the safety of development with a potential impact on, or affected by, the airport.

Evidence

8.188 The Civil Aviation Authority designates the public safety zone based on the risk from an aircraft accident

9. SITES

- 9.1 This section sets out site allocation policies for the key specific sites which will make a significant contribution to enhancing the city centre or other key areas of the city and which are anticipated to be partially or fully delivered within the plan period.
- 9.2 This section includes policies for the following sites:
- SI1 Mayflower Quarter
 - SI2 Itchen Riverside
 - SI3 Marlands Shopping Centre And Surrounds
 - SI4 Bargate Sites
 - SI5 Former Debenhams and East Street Shopping Centre sites
 - SI6 Albion Place and Castle Way
 - SI7 St Marys and Old Northam Road
 - SI8 Britannia Road Gas Works
 - SI9 Chapel Riverside
 - SI10 Drivers Wharf
 - SI11 College Street Car Park
 - SI12 Ocean Village
 - SI13 Centenary Quay
- 9.3 The Strategic Land Availability Assessment (SLAA) identifies a wide range of additional smaller sites where development will also be supported in principle. These will be identified on the policies map but do not need specific site policies.
- 9.4 All the plan's policies will guide the development of all these sites. The plan's general policies set out overall principles for all development (e.g. design, sustainability, heritage etc), and for designated areas (e.g. flood risk, conservation areas, etc). They also set out the overall approach for the city centre, the network of streets and spaces, and the location of uses within centres. These policies, the options and evidence associated with them in this draft plan, are therefore not repeated in individual site policies.
- 9.5 In addition, the plan also contains guidance on the 13 urban quarters within the city centre as established by the Council's City Centre Masterplan. This provides information on the existing character of the area and guidance for future development including goals, links to be improved and design guidance. This also identifies sites within each quarter.
- 9.6 The site policies listed above include all the site policies which are in the adopted development plan, with the exception of sites which have been completed, or the sites listed in table 9.

Table 9: Sites with policies in the adopted development plan but not in this draft local plan

| Site Ref. | Site Name | Reason for no site policy in draft Local Plan |
|-------------------------|--|--|
| Saved Local Plan | | |
| MSA 14 | Land adjacent Dock Gate 10 and the Norman Offer site | Safeguarded port land (or part included in the Mayflower Quarter) |
| MSA15 | Woolston library | No longer needed, library provided instead at Centenary Quay |
| City Centre Action Plan | | |
| AP30 | 144 – 164 High Street | Relatively small site which does not need a specific site policy. The site will still be allocated on the policies map. |
| AP31 | Northern Above Bar | Main development complete. Cultural Quarter aims set out within the relevant Quarter section. The remaining areas of the site will still be allocated on the policies map. |
| AP32 | East Park Terrace | Now included within policy IN10 (Universities) |
| AP34 | Duke Street, Richmond Street, College Street | Significant conversions already occurred in the Duke St / Richmond St area. (College St is included as a site policy). |

(Where sites have already been developed, they are not included in Table 9).

- Do you agree that the plan has included site policies for all relevant sites (sites SI1 – SI13)?
- Has the SLAA identified all relevant sites?
- Are there any sites missing?

Overall Approach

9.7 The site policies set out additional site-specific requirements for these sites which are not set out in the plan's general policies. For ease of reference regarding the spatial elements of the plan, the supporting text cross refers to the relevant city centre and area designation policies. It does not cross refer to the equally important policies setting out overall principles. The plan is to be read as a whole.

Key Policy Options

9.8 The site-specific requirements are usually translating the plan's overall policies onto the site in relation to features on the ground (for example key surrounding destinations which need to be connected by streets and spaces, or specific heritage assets which need to be protected and enhanced). Beyond the options associated with the plan's overall policies, the features on the ground are established. This usually limits the number of reasonable alternative options associated with specific sites, although any reasonable options are identified where applicable.

Further Considerations

- 9.9 The site-specific requirements will guide both the development of the site in its entirety, and the phased development of sites, ensuring that individual phases contribute to the overall aims for the site. Where site development is phased, a masterplan will need to be prepared in accordance with the plan's policies, to ensure that the specific development proposals for each phase fits into the plan's overall strategy as expressed through the masterplan.
- 9.10 Other 'windfall' and smaller sites which are not allocated by a site policy can still be developed in accordance with the plan's policies.

Evidence

- 9.11 Existing Evidence: In addition to the evidence associated with the general policies, existing evidence includes the City Centre Masterplan.
- 9.12 New Evidence: Further masterplans may be required to guide the phased implementation of sites in accordance with the plan's policies.

CITY CENTRE QUARTERS

- 9.13 To guide development in the city centre outside of the sites identified, the plan divides the centre into 13 quarters and includes guidance for development within and affecting these quarters:
1. Station Quarter
 2. Western Gateway
 3. Mayflower Park Waterfront
 4. Heart of the City
 5. Itchen Riverside
 6. Old Town
 7. Cultural Quarter
 8. Solent University quarter
 9. Holyrood / Queens Park
 10. Ocean Village
 11. St Marys
 12. Bedford Place
 13. Central Parks



Map 10 City Centre Quarters

1. Station Quarter

Existing Character

- 9.14 The Central Station provides good train connections across South Hampshire and the UK, and good bus and taxi connections across the U.K. The station entrances and surrounding public realm have been improved, including a new public space on the station northside. However, there is scope for further improvement, and connections to the wider city centre are disjointed, with Western Esplanade acting as a barrier.

Development Goals

- 9.15 To form a key arrival point for the city centre and a key part of the Mayflower Quarter as a development / transport hub.
- 9.16 To significantly enhance Central Station as a transport interchange to handle significant increases in passengers / trains, enhance the interchange facilities with buses, taxis, cyclists and pedestrians, and further enhance the public realm, with a new public space on the station southside and enhanced strategic links into the city centre.
- 9.17 To support a high-density development hub to create a vibrant business and mixed-use district, benefitting from the excellent transport accessibility, with active public frontages contributing to the vibrancy of public spaces.

Key Strategic Links

- 9.18 The links from the Central Station and adjacent public squares to the wider Mayflower Quarter and city centre will be enhanced, including:
- The following strategic links in accordance with Policy DE2:
 - Itchen Bridge link,
 - East West Spine,
 - International Maritime Promenade,
 - Station Avenue,To include enhanced pedestrian / cycle movements across Western Esplanade.
 - And the following links:
 - Across the railway, including for non-rail users, to enhance pedestrian movements from residential areas to the north.

Design Guidance

- 9.19 Development will:
- Create a high-quality landmark arrival point incorporating public realm enhancements and new public spaces, connected to the wider strategic links and framed by active public frontages.
 - Safeguard space for and integrate with plans to expand / enhance rail capacity and facilities.
 - Respect the character of residential and listed buildings to the north, and the underlying archaeology, in accordance with policies EN6 and EN7.
 - Incorporate flood risk mitigation measures, in accordance with policy EN9.
 - Maintain and create views of the Port and cruise liners.

Site Policies

- Part of policy SI1 (the Mayflower Quarter).

2. Western Gateway

Existing Character

9.20 The area is occupied by industrial units and includes the mixed-use redevelopment of the former Leisure World site. It lies within but is separated from the wider Mayflower Quarter by the busy West Quay Road. It is generally separated from the waterfront by a strip of Port land, although at its southern end does connect at Mayflower Park. West Quay Road forms a main road access into the city and the Port, and so the area forms a key point of arrival into the city centre.

Development Goals

- 9.21 To create a high-quality, mixed-use landmark gateway to the city centre, forming part of the wider Mayflower Quarter.
- 9.22 To support the delivery of the permitted mixed-use redevelopment of the former Leisure World / John Lewis warehouse site.
- 9.23 To fundamentally enhance pedestrian connections across the current line of West Quay Road to the wider Mayflower Quarter whilst maintaining necessary road connections to the Port and city centre, either by relocating West Quay Road to the south and converting the existing West Quay Road into a 'green spine', or by significantly enhancing West Quay Road as a city centre street [see key option 1 – policy SI1, Mayflower Quarter].
- 9.24 To connect to a new waterfront destination at the City Cruise terminal, should the Port wish to and be able to facilitate this (there are no plans at present); and to create views from new developments to the waterfront, port and cruise liners.
- 9.25 To integrate the strategic shoreline defence into the overall design of development.
- 9.26 To create a mix of uses including leisure, office, hotel / conference and residential uses.
- 9.27 To support on-going industrial uses until redevelopment occurs (the industrial areas are not safeguarded for that purpose and redevelopment to other uses is supported).

Key Strategic Links

- 9.28 The links from the Western Gateway to the Central Station, Mayflower Park Waterfront and wider Mayflower Quarter will be enhanced, including:
- The following strategic links in accordance with Policy DE2:
 - Station Avenue.
- 9.29 This will include either the relocation of West Quay Road to the south and the creation of a 'green spine' along the line of the current West Quay Road, or significant enhancements to

West Quay Road to create a city street, to significantly enhance pedestrian / cycle movements to and from the quarter.

Design Guidance

9.30 Development will:

- Create a high-quality landmark arrival point / gateway from the west.
- Create views of the waterfront, port and cruise liners from streets, spaces, terraces / roof gardens / balconies.
- Create development blocks with active frontages to streets and spaces, in accordance with policies IN4 and DE1.
- Create along the line of West Quay Road either a green spine (a pedestrian / cycle priority street with extensive green / blue spaces) or a city street (creating a high-quality tree lined boulevard [i.e. subject to key option 1 regarding the relocation of West Quay Road]).
- Incorporate flood risk mitigation measures, in accordance with policy EN9.
- Accord with policy EC4 (the Port) and policy EN13 regarding the MoD's explosives consultation zone.
- Respect the underlying archaeology in accordance with policy EN7.

Site Policies

- Part of policy SI1 (the Mayflower Quarter).

3. Mayflower Park Waterfront

Existing Character

9.31 The area includes Mayflower Park, one of the few areas of waterfront accessible to the public in the city centre and home to the International Boat Show, Town Quay and the Isle of Wight / Hythe ferry terminals. The medieval Town Walls and listed buildings (the Pavilion and former Harbour Board offices), and the derelict Royal Pier structure lie in or adjacent to this area. The busy West Quay Road separates the area from the Old Town, wider Mayflower Quarter and city centre.

Development Goals

- 9.32 To retain and enhance Mayflower Park to create an exceptional waterfront with high quality public realm and green spaces connected to the wider Mayflower Quarter, whilst providing an on-going home for the International Boat Show.
- 9.33 Development will complement and support the Park and adjoining areas in creating a waterfront destination.
- 9.34 To enhance pedestrian connections across West Quay Road to the Old Town and wider Mayflower Quarter and city centre.

- 9.35 To potentially relocate the Isle of Wight car ferry to enable the creation of waterfront development.
- 9.36 To integrate the strategic shoreline defence into the overall design of development.

Key Strategic Links

- 9.37 The links from the Mayflower Park Waterfront to the wider Mayflower Quarter, Old Town and city centre will be enhanced, including:
- The following strategic links in accordance with Policy DE2:
 - International Maritime Promenade,
 - Station Avenue.
- 9.38 This will include significantly enhancing pedestrian / cycle movements across West Quay Road.

Design Guidance

- 9.39 The area will:
- Create a waterfront park and continuous public waterfront with public realm and green spaces of an exceptionally high quality, offering views over the water, and to the Port and cruise liners.
 - Ensure any development creates vibrant public active frontages to the park and waterfront, and roof gardens / balconies fronting the waterfront.
 - Create views of the waterfront, port and cruise liners from streets, spaces, terraces / roof gardens / balconies.
 - Accord with policy EC4 (the Port) and policy EN13 regarding the MoD's explosives consultation zone.
 - Respect the underlying archaeology in accordance with policy EN7.

Site Policies

- Part of policy SI1 (the Mayflower Quarter).

4. Heart of the City

Existing Character

- 9.40 The area consists of the primary shopping area, including the main Above Bar shopping street, West Quay and Marlands shopping centres, a superstore, East Street, independent stores and weekly / specialist markets. It also includes redevelopment sites on the former Bargate and East Street shopping centre sites and the former Debenhams store. The area also extends into the lower lying Mayflower Quarter, including Westquay South and the public space by the Town Walls, and an area currently consisting of retail warehouses. Above Bar is a medieval street in origin, includes locally listed post war shopping parades, and forms part of the QE2 Mile from the Cultural Quarter, through the historic Bargate to the Old Town and waterfront. The Central Parks are close to but generally slightly separated from the shopping streets. The area is a focus for most of the city's bus services.

Development Goals

- 9.41 To maintain and enhance the existing shopping area, including with redevelopments which create active public frontages and reconnect the city to its distinctive heritage (e.g. Marlands and Bargate).
- 9.42 To support a wider mix of uses on the redevelopment of the former Debenhams and the site of the former East Street shopping centre (subject to policy IN2 key option 2 regarding the extent of the primary shopping area).
- 9.43 To use any potential redevelopment on the east side of Above Bar to create new links to the Central Parks with arcades, cafes, etc. Improvements to the Vincent's Walk bus interchange will also enhance the Park.
- 9.44 To create new links into the Mayflower Quarter, through potential redevelopments in the Asda / car parks area and through from the Westquay Shopping Centre.
- 9.45 In the longer term, and only if needed, to create a coherent expansion of the primary shopping area westwards into the Mayflower Quarter to form part of the new high density city centre quarter and as part of the focus of vibrant uses around the International Maritime Parade.

Key Strategic Links

- 9.46 The links from the primary shopping area to the Central Station, Mayflower Quarter, parks, waterfront and wider city centre will be enhanced, including:
- The following strategic links in accordance with Policy DE2:
 - The QE2 mile,
 - East West Spine,
 - Portland Link,
 - International Maritime Promenade,
 - Itchen Riverside Link,
 - And the following links:
 - To create new east – west links between Above Bar and the parks.

Design Guidance

- 9.47 Development will:
- In general support tall buildings on the edges of the Central Parks and the Westquay South public space, in accordance with policy DE3. Buildings on Above Bar should step back above 4 storeys to retain the scale of the frontages.
 - Respect and enhance the setting of the parks.
 - Respect and enhance the setting of the Bargate, Town Walls, listed buildings in Portland Street, Portland Terrace and Ogle Street and the underlying archaeology, in accordance with policies EN6 and 7.
 - Rooftop spaces and terraces are encouraged to exploit views of the city and Central Parks.
 - Create views of the waterfront, port and cruise liners from streets, spaces, terraces / roof gardens / balconies.
 - Create full public active frontages on principle streets and, if possible, those fronting the Central Parks.

- Incorporate flood risk mitigation measures where necessary, in accordance with policy EN9.

Site Policies

- Part of policy SI1 (the Mayflower Quarter).
- Policy SI3 (Marlands and surrounds).
- Policy SI4 (Bargate).
- Policy SI5 (Former Debenhams and East Street Shopping Centre).

5. Itchen Riverside

Existing Character

9.48 The area includes mineral wharves, marine and other employment, water sports and leisure marine uses, residential communities and the Southampton Football Club St Mary's stadium. It currently has limited public access to the waterfront. The area is bounded to the west by a railway line, beyond which lie the community of St Marys and the core of the city centre, and to the south by the Ocean Village waterfront. The area lies within the Middle-Saxon town of Hamwic, which is of international archaeological importance.

Development Goals

- 9.49 To the south of Britannia Road, to create a high quality residential / leisure waterfront area, linked to St Mary's stadium, with a continuous public waterfront connected to Ocean Village, and enhanced connections back to the core of the city centre. In the short term this will focus on the Chapel Riverside development site. In the longer term, if the mineral wharves can be relocated, regeneration will extend to the area around the football stadium.
- 9.50 Prior to the relocation of the mineral and waste wharves (likely to be in the longer term), to safeguard their ongoing operation in accordance with the Minerals and Waste Plan.
- 9.51 To support the expansion of leisure / sports / community facilities associated with St Mary's stadium.
- 9.52 To the north of Britannia Road, the focus will be on protecting existing marine and other employment areas and creating a mixed-use gateway waterfront development at Drivers Wharf.
- 9.53 To integrate the strategic shoreline defence into the overall design of development.

Key Strategic Links

- 9.54 The links from the Itchen Riverside to St Marys, the heart of the city centre and the Central Station and along the waterfront will be enhanced, including:
- The following strategic links in accordance with Policy DE2:
 - East West Spine,
 - Itchen Riverside link,
 - Itchen Bridge link,
 - International Maritime Promenade.

Design Guidance

9.55 Development will:

- Create a vibrant continuous public waterfront with full or partial active public frontages around new public spaces at the gateway locations (i.e. where the East – West spine and Itchen Riverside links connect to the waterfront), active frontages elsewhere along the waterfront, and roof top spaces, terraces and balconies overlooking the waterfront.
- Create attractive and varied roof profiles when viewed from the river and Itchen Bridge.
- Respect and enhance the setting of listing buildings and structures including American Wharf and the Cross House, and the underlying archaeology including the Saxon and medieval cemeteries, in accordance with policies EN6 and EN7.
- Protect and enhance nearby biodiversity designations, in accordance with policy EN2.
- Create views of the waterfront, port and cruise liners from streets, spaces, terraces / roof gardens / balconies.
- Incorporate flood risk mitigation measures, in accordance with policy EN9.
- Accord with any requirements associated with the Transco PLC Southampton Holder Station on Britannia Road. The Health and Safety Executive must be consulted on any residential or other potentially incompatible uses within 300 metres of the site.

Site Policies

- Policy SI2 (Itchen Riverside).
- Policy SI9 (Chapel Riverside).
- Policy SI8 (Britannia Road gas holders).
- Policy SI10 (Drivers Wharf).

6. Old Town

Existing Character

9.56 The Old Town is the historic medieval core of the city and is a designated conservation area. It is defined by the Town Walls and ditches, and is rich in buildings, structures and archaeology which are scheduled or listed for their national importance. The medieval area is set among narrow streets with 2 – 3 storey buildings. The area makes a very significant contribution to the distinctiveness of the city. There are some pockets of poor-quality post-war development, along with higher quality more modern developments including the French Quarter, Merchants Quarter and Bow Square (the recent redevelopment of the former Fruit and Vegetable market). The area includes a mix of residential communities and a vibrant café / restaurant / retail area along High Street, part of the enhanced QE2 mile running from the Cultural Quarter to the waterfront.

Development Goals

- 9.57 To support the redevelopment of the Bargate Shopping Centre (under construction), to open up and enhance the setting of the Town Walls and the Bargate.
- 9.58 To support a redevelopment of the Bargate (East of Castle Way) which enhances connections from the Mayflower Quarter to the Bargate along Bargate Street.

- 9.59 To support at Albion Place / Castle Way the creation of a bus interchange and public spaces which enhance the setting of the Town Walls and Castle Bailey Walls.
- 9.60 To support selective redevelopment of degraded parts of the Old Town, the sensitive management of historical assets, and continued public realm enhancements.
- 9.61 The Council aspires to bring the historic vaults in the Quarter back into use and a programme is currently underway to repair and restore a number of monuments including the recently completed restoration of the Weigh House.
- 9.62 Town Quay Park is protected open space which is enhanced by the surrounding heritage assets.
- 9.63 To support the introduction of restaurants, speciality shopping, boutique hotels and similar uses which draw people into and enhance the distinctive area.
- 9.64 Development will be informed by the Old Town Conservation Area Appraisal and the Old Town Development Strategy.

Key Strategic Links

- 9.65 Links from the Mayflower Quarter and cultural quarter / heart of the city, through the Old Town to the waterfront will be enhanced to open up the distinctive Old Town and heritage assets, including:
 - The following strategic links in accordance with Policy DE2:
 - QE2 mile,
 - Ocean Village link,
 - International Maritime Promenade.

Design Guidance

- 9.66 Development will:
 - Enhance the Bargate area as a key gateway from the modern city into the Old Town.
 - Maintain and reinstate the fine grain of streets and the medieval street pattern where appropriate.
 - Use high quality materials and ensure that its scale and massing responds carefully and sympathetically to the strong historical character of the area.
 - Avoid a pastiche approach (high quality contemporary design which accords with the principles for the quarter is appropriate).
 - Create active frontages and enhance the public realm.
 - Respect and enhance the setting of listing buildings and structures, medieval vaults, and the underlying archaeology, in accordance with policies EN6 and EN7.
 - Maintain and enhance views north to Bargate and west to St Michael's Church spire.
 - Reinstate high level links between the Bargate and Old Town.
 - Open up views / expose the Town Walls and enhance their setting with public realm enhancements.
 - Accord with policy EN13 regarding the MoD's explosives consultation zone.

Site Policies

- Policy S14 (Bargate area).
- Policy S16 (Albion Place / Castle Way).

7. Cultural Quarter

Existing Character

9.67 The Cultural Quarter lies immediately to the north of the primary shopping area. It includes the Grade II* listed Civic Centre and clock tower (campanile), a key landmark in the city. It also includes the Grade II* registered Central Parks (including public art and memorials), and there are locally listed buildings on Above Bar. These all contribute to the distinctive cultural identity of the city. The area provides a significant cultural focus for the city and wider region, including the Mayflower Theatre, MAST Mayflower Studios and associated partners such as Artful Scribe, SoCo Music, ZoieLogic Dance Theatre, Our Version Media, Opera UpClose the BBC regional headquarters and studios, John Hansard Gallery and City Eye. Similarly, housed within the distinctive Civic Centre is Southampton City Art Gallery with its nationally important artworks, the Central Library, City Archives, SeaCity Museum, the Guildhall music venue, the Central Library, and a range of large and small scale civic and cultural events in Guildhall Square. These sit alongside the bars / restaurants fronting Guildhall Square. The busy Havelock Road, Civic Centre Road and surrounding roads are currently barriers to pedestrian movements to and from the Quarter and its wider public realm including the Central Parks, the Central Station and primary shopping area.

Development Goals

- 9.68 The Cultural Quarter has benefited from significant recent investment in new cultural facilities and public realm, to complement the more established facilities. The aim is to continue to retain and enhance the area as a cultural hub, and to create a more sustainable and desirable destination that supports social, environmental, cultural and economic goals by regenerating key cultural assets to support the city's cultural status.
- 9.69 The focus is on completing the Cultural Quarter masterplan. This brings together the visions for reimagining and investing in Southampton City Art Gallery, Central Library, and the Guildhall, alongside creative zones and connecting to the wider public realm, distinctive parks, and strategic links to the Mayflower Quarter and wider city centre. It will also join up with the work of Solent University, John Hansard Gallery (University of Southampton), Mayflower Studios (MAST) and other cultural partners. Premises along Northern Above Bar could support further cultural facilities or creative industries benefitting from synergies with the existing facilities in the area.

Key Strategic Links

- 9.70 The links from the Cultural Quarter to the Central Station, heart of the city centre, the parks and Old Town / waterfront will be enhanced, including:
- The following strategic links in accordance with Policy DE2:
 - Itchen Bridge link,
 - East West Spine,

- QE2 mile.

To include enhanced pedestrian / cycle movements across Havelock Road and Civic Centre Road.

- And the following links:
 - To create new east – west links between Above Bar and the parks.

Design Guidance

9.71 Development will:

- Respect and enhance the setting of nearby listed buildings, the parks, and strategic views of the Civic Centre campanile.
- Create full or partial public active frontages to all key streets, spaces and the parks.
- Create east – west views and routes between Above Bar and the parks.
- Support appropriate tall buildings on the park edges, in accordance with policy DE3.
- Respect the underlying archaeology, in accordance with policy EN7.

8. Solent University Quarter

Existing Character

9.72 The area accommodates the main Solent University Campus, Charlotte Place office / hotel complex and the Crescent Place student accommodation. Immediately to the west lie the grade II* registered central parks. To the north, east and south lie busy roads / junctions, which hinder pedestrian movement between the city centre and the Royal South Hants Hospital / Newtown and Nicholstown residential communities beyond.

Development Goals

9.73 To support the intensification of the University and related used in accordance with policy IN10, including expansion onto the vacant East Park Terrace site to the north (within the campus area as defined on the Policies Map).

9.74 In the longer term a redesign of the busy Six Dials junction to the east to enhance pedestrian / cycle movements and remove subways may also release some land for a 'gateway' development.

Key Strategic Links

9.75 The links from the Solent University to the parks, cultural quarter, heart of the city, Central Station and surrounding residential areas / Royal South Hants hospital will be enhanced, including:

- The following strategic links in accordance with Policy DE2:
 - East West Spine,
 - The Green Mile,

To include enhanced pedestrian / cycle connections across the Six Dials junction (to be improved as part of the Transforming Cities programme).

Design Guidance

9.76 Development will:

- Create a positive relationship to the parks, Charlotte Place and St Andrews Road, and a strong architectural statement on the northern part of the quarter opposite the Charlotte Place landmark development.
- Ensure tall buildings respect the parks and nearby residential areas.
- Enhance the public realm adjacent to the parks.
- Increase permeability for pedestrian movements (east - west and north - south).
- Respect the underlying archaeology, in accordance with policy EN7.

Site Policies

- None

9. Holyrood / Queens Park

Existing Character

9.77 The area stretches from the Town Walls in the west to St Marys and Ocean Village in the east. It is centred on the Holyrood council estate, consisting of mainly 4 storey flats dating from the 1950s and 60s. It also includes Oxford Street, a vibrant area of restaurants and bars, and Queens Park, a formal Victorian Park. The Oxford Street Conservation Area consists of mainly Georgian and Victorian period buildings, which reflect the growth of the Port at this time. The Canute Road Conservation Area covers part of the area. There is a cluster of tall buildings in the Dukes Keep area, and some recent residential led redevelopments, for example Bow Square on the site of the Fruit and Vegetable market (partly within the Old Town quarter).

Development Goals

9.78 Half of the College Street car park, close to Oxford Street, has temporary planning permission (for 10 years) for a 'box park' to feature eateries, bars, etc. The longer-term redevelopment of this site will also be supported.

9.79 Public realm enhancements have been implemented on Oxford Street and Queens Terrace, with the removal of the gyratory reconnecting Queens Park to these streets. Restaurants, bars, etc. will continue to be supported in this area, capitalising on its heritage and park setting to offer a distinctive location for dining out, etc.

Key Strategic Links

9.80 The links from the primary shopping area through the Oxford Street / Queens Park restaurant / bar area, to the Ocean Village waterfront, and the links between the city's parks (Queens Park and the central parks) will be enhanced, including:

- The following strategic links in accordance with Policy DE2:
 - Ocean Village Link,

- The Green Mile,
- Itchen Bridge Link.

9.81 To include enhancements to the Threefield Lane / Marsh Lane / Terminus Terrace / Bernard Street gyratory to support traffic movements on the ring road and pedestrian / cycle / bus movements along and across these roads.

Design Guidance

9.82 Development will:

- Maintain and reinstate the fine grain of historical development and increase permeability through the area.
- Respect and enhance the character and setting of buildings (including listed buildings), the conservation areas and Queens Park, and the change in scale between the conservation area and taller buildings.
- Open up / expose the Town Walls and enhance their setting with public realm improvements.
- Enhance the public realm along Bernard Street and Queensway.
- Incorporate flood risk mitigation measures, in accordance with policy EN9.
- Respect the underlying archaeology, in accordance with policy EN7.

Site Policies

- Policy SI11 (College Street car park).

10. Ocean Village

Existing Character

9.83 In the south of the city centre, Ocean Village is a high density residential and leisure quarter and destination. It is focused around a large marina and dock basin formed by historic docks dating back to 1838. It includes one of the tallest buildings in the city, the 26 storey Moresby Tower, in the Admirals Quay redevelopment. Ocean Village is bordered by the Eastern Docks and Oceanography Centre to the west and south, the Itchen Bridge and Canute Road to the north and the River Itchen to the east.

Development Goals

- 9.84 The area has recently been the location for major high density development including hotel, leisure and residential buildings and improvements to the public realm. The goals for the quarter are:
- 9.85 To enhance Ocean Village as a high-quality waterfront destination, to maintain existing and provide new opportunities for water-based recreation
- 9.86 To improve pedestrian connections from the city centre core and public access along the waterfront

- 9.87 To support the continued redevelopment of sites for mixed use including leisure, office and residential uses. High quality landmark buildings of 10 or more storeys may be suitable in this location.
- 9.88 To integrate the strategic shoreline defence into the overall design of development.
- 9.89 To maintain and create views of the river, Port and cruise liners.

Key Strategic Links

- The following strategic links in accordance with Policy DE2:
 - International Maritime Promenade,
 - Ocean Village Link,
 - Itchen Bridge Link.

Design Guidance

- Use of innovative, distinctive and bold architectural design is supported to create landmark buildings
- Create attractive and varied roof profiles when viewed from the river and Itchen Bridge and support roof top spaces, terraces and balconies overlooking the waterfront
- Development should respect the setting and character of the listed buildings and conservation area to the north along Canute Road
- The quarter is within the Local Area of Archaeological Potential 8 'City Centre and Itchen Ferry'. Development should respect and reflect the underlying archaeology of the area in accordance with policy EN7
- Ground floor uses facing the public realm should be active commercial frontages when fronting the waterfront and elsewhere where possible
- Provision for green infrastructure, clear routes through the quarter in association with development prioritising pedestrian and cycle movements and for flood risk management should be made
- Where relevant, development and key connections should accord with policy EC4 (the Port).
- A very small part of the Ocean Village Quarter, as indicated on the Policies Map, is within the Port's explosive safeguarding area. The Health and Safety Executive must be consulted as appropriate.

Site Policies

- Policy SI12 (Ocean Village)

11. St Marys

Existing Character

- 9.90 St Marys is a historic part of the city centre which lies on the site of the Saxon town of Hamwic to the east of the main shopping area, separated by the busy Kingsway dual carriageway. It is a predominately residential area with two main commercial streets and a market. Its fine-grained urban character has building heights generally between 2 and 4

storeys, and the quarter contains a number of listed and locally listed buildings and a key city centre landmark (St Mary's Church) at the southern end.

Development Goals

9.91 During the plan period, it is expected that redevelopment sites in St Marys Street and the Kingsland area will come forward for shops, housing and other uses. Northam Road has the potential for more significant changes due to the derelict nature of the some of the buildings. While there is likely to be limited changes within the quarter, there are significant changes expected nearby such as the redevelopment of the site of the East Street Centre and the Britannia Road Gas Works site. This emphasises the need to improve connections with the main shopping area and the Itchen Riverside.

Key Strategic Links

- The following strategic links in accordance with Policy DE2:
 - Itchen Riverside Link,
 - Itchen Bridge Link,
 - East – West Spine.

Design Guidance

- Development on St Mary Street and old Northam Road should be fine grain, predominantly two to four storeys (or equivalent) in height, or up to 6 storeys on St Mary's Place, and with consistent building lines
- Development should respect the character and setting of St Mary's Church and churchyard and other listed and locally listed buildings
- The quarter is within the Local Area of Archaeological Potential 8 'City Centre and Itchen Ferry'. Development should respect and reflect the underlying archaeology of the area in accordance with policy EN7.
- Development should respect and enhance the setting of the parks
- The strategic views towards St Mary's Church and across the quarter towards the Civic Centre clock tower should be protected (see policy DE1)
- Development within the shopping area should incorporate active public frontages and development on old Northam Road should incorporate full or partial active public frontages
- Where relevant, development access and key connections should accord with policy EC4 (the Port)
- Whilst the site is still designated by the Health and Safety Executive, they must be consulted on relevant developments within 300 metres of the Transco PLC Southampton Holder Station on Britannia Road

Site Policies

- Policy SI7 (St Marys and old Northam Road)

12. Bedford Place

Existing Character

9.92 The area is a vibrant mixed-use area with activity from shops and offices during the day and is a location for evening entertainment. The quarter includes the two principal streets of Bedford Place and London Road and areas between include the Carlton Crescent Conservation Area with its historic streets and mix of small shops and businesses, public houses, two law courts, office and residential uses. Bedford Place is to the north of the Central Parks and adjoins older residential neighbourhoods immediately to the north, east and west.

Development Goals

- 9.93 Recent redevelopment in the quarter has included purpose-built student schemes fronting the Central Parks. In 2020 a trial pedestrianisation scheme was implemented in the quarter and designs are being worked up for a permanent scheme and further measures to reduce traffic speed.
- 9.94 It is expected that changes in Bedford Place will be smaller scale incremental change. Policies will continue to encourage a mix of uses including local shops, to provide for the day to day needs of the adjoining residential areas and workers, and speciality shops serving a wider catchment. It is expected that night-time uses will continue, albeit with restrictions on opening hours. A net loss of office floorspace will not be supported in the existing business district at Cumberland Place / Brunswick Place unless there are clear economic benefits.

Key Strategic Links

- The following strategic links in accordance with Policy DE2:
 - QE2 Mile.

Design Guidance

- Development within or adjacent to the Carlton Crescent Conservation Area should respond positively to the architecture of the area and respect the setting of listed buildings;
- The quarter is within two Local Areas of Archaeological Potential; LAAP 7 'Bannister's Park' and LAAP 8 'City Centre and Itchen Ferry'. Development should respect and reflect the underlying archaeology of the area in accordance with policy EN7.
- Development on Bedford Place should be in context with the existing urban fabric and its scale, materials and colours and seek to incorporate the principles and materials of traditional shopfront design;
- Development on London Road should seek to retain the consistency in built form and retain extended views to the Civic Centre campanile;
- Any changes to the public realm on London Road should support the QE2 Mile;
- Active commercial frontages should be maintained and enhanced on principal routes;
- Taller commercial buildings on the park frontage should be retained and extended where possible or replaced by high quality tall buildings to provide an edge to the park;
- Development should respect and enhance the setting of the park

Site Policies

- None

13. Central Parks

Existing Character

9.95 The Central Parks cover over 21 hectares and consist of five interlinked formal parks, outdoor sport and play facilities in the heart of the city centre. They were established over 150 years ago and are Grade II* Registered. They are enclosed and overlooked by a variety of uses including shops, offices, homes and the Solent University. Key pedestrian and cycle routes run through the Central Parks, connecting the different parts of the city centre. Hoglands Park sometimes hosts music or community / cultural events.

Development Goals

- 9.96 This will be an area of limited change. The parks are protected from development through being registered as Common Land and by virtue of being Grade II* registered. They are identified in this plan as key open spaces which are protected from development and will continue to function as a highly valued amenity space for the city.
- 9.97 A Central Parks Management Plan has been prepared to guide the management of the parks so that they continue to be improved and enhanced, and guide priorities for future funding.

Key Strategic Links

- The following strategic links in accordance with Policy DE2:
 - East – West Spine,
 - The Green Mile,
 - Itchen Bridge Link.

Design Guidance

9.98 See guidance for the quarters surrounding the Central Parks; Heart of the City; Cultural Quarter; Bedford Place; University Quarter; and St Mary's. Development in these neighbouring quarters should respect and enhance the setting of the parks.

Site Policies

- None

MAYFLOWER QUARTER

- 9.99 The Mayflower Quarter currently comprises 84 hectares of low-density development in the western city centre. The area extends from the Central Station down to the waterfront at the Mayflower Park, including the range of retail warehouse parks between Western Esplanade and West Quay Road, and the industrial areas south of West Quay Road.
- 9.100 The aim is to transform this area on a comprehensive basis by creating a major new city centre quarter to deliver economic growth and residential communities in a highly sustainable location, enhancing the city's regional status. The Quarter represents one of the largest regeneration / placemaking opportunities on the south coast. The Quarter will create a distinctive and vibrant city centre environment which reflects the city's identity and

heritage, introduces extensive new green and blue spaces, reconnects the city to the waterfront and fundamentally enhances links between the Central Station, waterfront, Old Town and shopping area.

- 9.101 The Mayflower Quarter will be delivered in phases, which are likely to occur over the short, medium and longer term to and beyond 2040. The policy creates an overarching set of principles for the area, within which proposals for individual phases can be considered as they emerge over this period, to ensure each phase contributes to the overall long-term vision for the area as a new quarter.

Policy SI1 (S) - Mayflower Quarter

Vision / Principles

1. The Mayflower Quarter⁶⁴ will create:

- a. An exciting, vibrant and distinctive series of high-density developments which capitalise on the highly accessible location, a high-quality waterfront and unique heritage assets. Developments will significantly enhance the city centre as a place, a regional economic, service and cultural hub, and will create new homes and communities in the heart of the city. The Quarter will include new public streets and spaces, and enhance the arrival points to and connections across the city centre, introducing extensive green and blue spaces;**
- b. A long-term 'placemaking' transformation in the city centre through a series of interconnected developments over the short, medium and longer term to and beyond 2040;**
- c. A Central Station Development and Transport Hub: An enhanced public transport interchange with adjacent high-density development to create a business hub, with new public spaces;**
- d. An exceptional waterfront destination at Mayflower Park: including high quality public open spaces and public realm with supporting development to create a vibrant place;**
- e. New and enhanced pedestrian / cycle priority city streets to connect arrival points, new public spaces, and key destinations, including the Central Station, shopping area, Old Town, Mayflower Park / Town Quay waterfront and wider city centre, with main vehicular traffic concentrated on West Quay Road and Western Esplanade / Commercial Road;**
- f. Extensive green and blue spaces to reconnect the city to nature and to the water as part of the green grid (policy EN3), to enhance biodiversity, air quality, health, amenity, and flood resilience; and create sustainable and low and net zero carbon developments; and**

⁶⁴ As defined on the Policies Map.

- g. Vibrant street level uses between the Central Station, shopping area and the waterfront where possible, including any appropriate expansion of the primary shopping area as needed.**
- 2. Development proposals will be supported by a masterplan to demonstrate how that phase of development will integrate with surrounding phases to fit into the overall approach for the Quarter.**

Development / Mix of Uses

- 3. The Mayflower Quarter has an indicative capacity to deliver approximately 1 million square meters of development space. A mix of main centre uses and other suitable centre uses will be supported, in accordance with policy IN4.**
- 4. The following uses will be supported in accordance with policy IN4's approach:**
 - a. At street level:**
 - i. Within any expansion of the primary shopping area: full active public frontages;**
 - ii. Fronting the waterfront: full or partial active public frontages;**
 - iii. On the International Maritime Parade between the Central Station, shopping area and waterfront: the Portland link and at key public spaces: full and/or partial active public frontages. Active frontages will also be supported as part of this mix.**
 - iv. Elsewhere: all active frontages.**
 - b. On all floors above street level all main centre and other suitable centre uses.**
- 5. The need for retail uses forming an expansion of the primary shopping area or to meet local needs will be determined in accordance with policy IN2.**
- 6. Within the Central Station area a significant proportion of development will be for office use in accordance with policy EC1 (Offices).**

Design / Infrastructure

Development in the Quarter will:

- 7. Create a vibrant and distinctive city centre place which:**
 - a. Reflects, connects, creates and enhances views of the city's maritime character, landmarks, waterfront, Old Town and parks;**
 - b. Creates high density development, with minimum building heights of 6 to 8 residential storeys (or commercial equivalent);**

- c. Incorporates tall buildings and other distinctive landmarks of exceptional design quality which enhance the city centre skyline in accordance with policy DE3. Tall buildings will be supported adjacent to the Central Station, to define key public spaces, key streets and at the key entrance point from the west to the Quarter, and other appropriate locations, where they are in accordance with policy DE3 (Tall Buildings).
 - d. Protects and enhances heritage assets and their setting, based on an understanding of their context, including buried archaeological remains, in accordance with policies EN6 and EN7;
 - e. Protects, enhances and creates views in accordance with policies DE1 and DE3, and integrates new streets and spaces with these views.
8. Support and enhance excellent public transport connections, including:
- a. A high-quality public transport interchange at the Central Station for rail, coach, bus and taxi passengers, cyclists and pedestrians, and a high-density development hub, which safeguards the potential to increase rail capacity;
 - b. Bus routes, priority bus measures and enhanced bus stops through the Quarter;
 - c. The relocation and enhancement of the Isle of Wight and Hythe ferry terminals, provided the foot passenger ferries remains connected to the city centre;
9. Create a high quality, clearly defined and comprehensive network of pedestrian and cycle friendly streets and public spaces, connecting the Quarter to all key destinations, in accordance with policy DE2. The network will include pedestrian / cycle priority and create city streets (for buses and local access). The streets and public spaces will be designed for people of all ages and levels of mobility in accordance with policy DE5; to provide a high quality and vibrant public realm, including active frontages and public art, which reflect the heritage of the area; and to create extensive green and blue features including tree planting, green facades, and sustainable drainage.
10. The key existing, enhanced and new high quality public spaces will be:
- a. Central Station – new civic spaces at the north and south entrances and maintaining the existing green space at Blechynden Terrace;
 - b. The Green Spine incorporating new spaces at Mayflower Circus and West Quay Park along the line of the current West Quay Road [subject to key option 1: Relocation of West Quay Road]
 - c. Mayflower Park – enhancing the Park and providing new development to create a high-quality waterfront public space and destination, with enhanced connections into the city centre, a continuous waterfront promenade, ensuring no net loss of open space, and maintaining space for the international boat show;

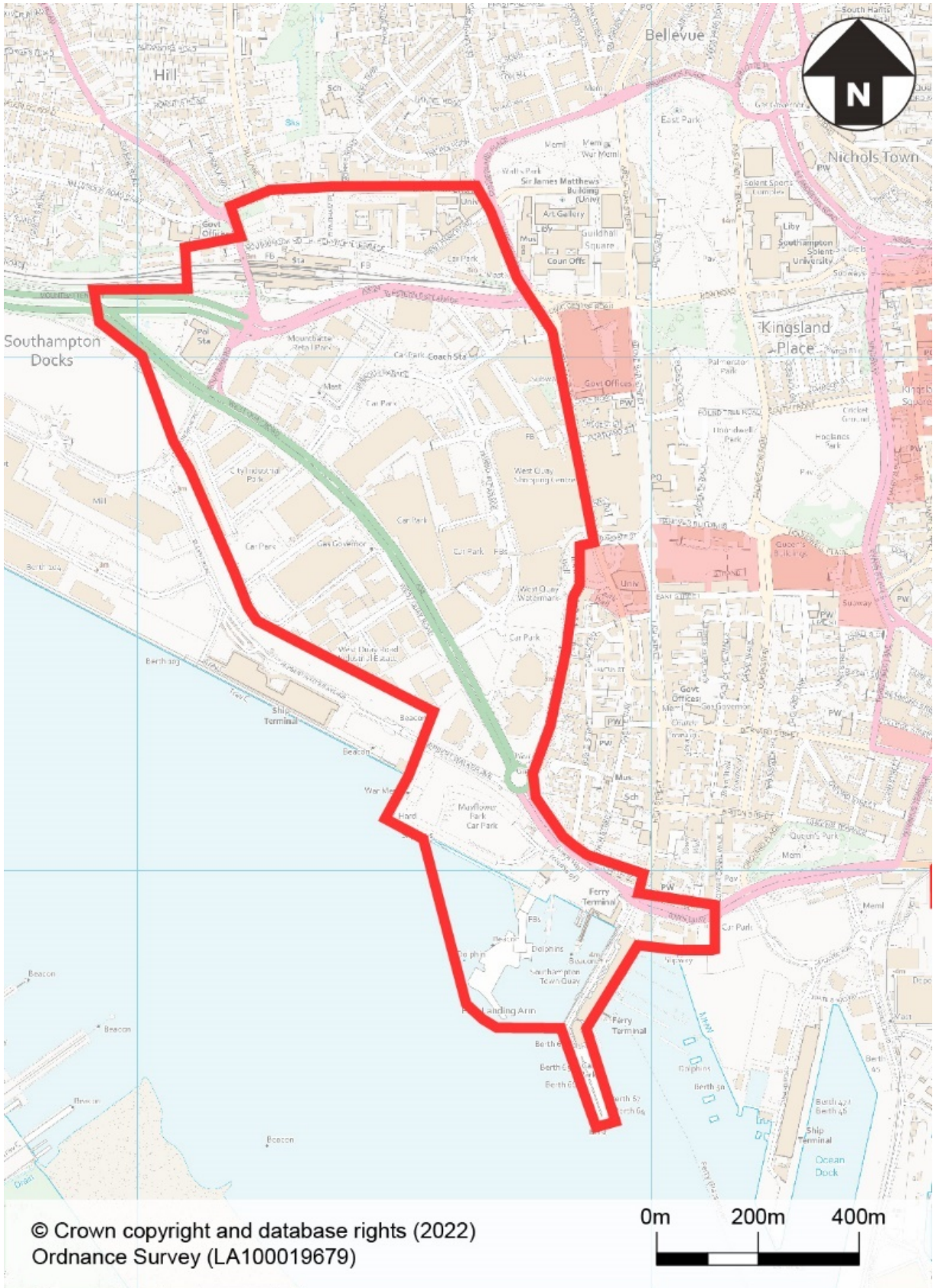
- d. Westquay south – maintaining the civic space at the foot of the walls;
- e. Harbour Parade - Within a redevelopment of the West Quay Retail Park, at the intersection of the International Maritime Promenade and Portland Link, in the approximate location of the current Pirelli Street / Harbour Parade junction;
- f. Western Gateway – south of West Quay Road;
- g. A series of smaller spaces at other locations along key streets, including the Portland Steps, a distinctive new space at the change of levels on the Portland Link, in the approximate location of the current Pirelli Street / Western Esplanade junction.

11. The key streets connecting these spaces will be:

- a. International Maritime Promenade – linking the Central Station to the primary shopping area, Old Town and through to the waterfront at Mayflower Park, creating vibrant street frontages in accordance with criterion 4 and linking all the key public spaces (criterion 10 a, c, d, e);
- b. Station Avenue / Green spine – linking the Central Station through the heart of the Quarter to the waterfront at Mayflower Park, creating a major new green and blue street and series of spaces at Mayflower Circus, West Quay Park, and Mayflower Park. The green spine will include a new or enhanced bridge connecting across the Central Station area to the north, and enhanced pedestrian / cycle connections or a new green bridge connecting across West Quay Road to Mayflower Park and linking the key public spaces (criterion 10 a, b, c and f);
- c. Portland Link– linking the primary shopping area at Above Bar to the heart of the new Quarter, through a redevelopment in the Marlands / Asda / NCP car park area at Mayflower Circus, creating a distinctive public space at the change in levels between these areas;
- d. East – west spine – linking the Central Station to the Civic Centre and Central Parks; and linking the key public space (criterion 10 a., with the Central Parks);
- e. Itchen Riverside Link – linking Westquay Shopping Centre / Westquay South and Western Esplanade – civic spaces to enhance the walls, and links from the shopping centre footbridges into the Quarter to connect with the primary shopping area;
 - f. City Cruise terminal – create or maintain the potential for a link to form a potential waterfront destination.

12. Incorporate the appropriate relocation, remodelling and rationalisation of roads and car parks in accordance with policy TR1 (Transport) to promote a high density, vibrant and pedestrian / cycle friendly Quarter. This will include:

- a. **West Quay Road – relocation to the southern boundary of the Quarter in-order to create the Green Spine and enhanced vehicular flows into the city centre and Port of Southampton, safeguarding the necessary land for the relocation of the road (which can also act as the strategic shoreline flood defence) [see key option 1]**
 - b. **Western Esplanade – remodelling to create high quality pedestrian / cycle routes from the Central Station into the Quarter;**
 - c. **Mountbatten Way – west of Southern Road / east of the A33 – remodelling this short stretch to facilitate better connected development;**
 - d. **Car parking - minimising overall provision in accordance with policy DE11 (Parking); relocating multi storey car parks where appropriate and the removal of surface level car parks; creating new multi storey car parks (screened by development and/or tree planting) adjacent to the relocated West Quay Road;**
- 13. Integrate key infrastructure within the built form, streets and spaces of the Quarter, including the use of development and/or tree planting to screen infrastructure, to:**
- a. **Manage the relationship with the port in accordance with policy EC4 (Port);**
 - b. **Provide flood risk management measures in accordance with policy EN9 (flood risk), including safe access where appropriate and practical;**
 - c. **Assess the need for education / health facilities to serve the overall growth in the Mayflower Quarter and wider city centre, and to provide these facilities where this assessment demonstrates a need;**
 - d. **Maintain the capacity of the combined heat and power station, and the ability to increase its capacity and extend the district heating network in accordance with policy EN1;**
 - e. **Support a relocation of the electricity stations to suitable sites or an on-site rationalisation to reduce their footprint.**



Map 11 Mayflower Quarter

Overall Approach

- 9.102 The Mayflower Quarter will create a vibrant mix of business, residential and community uses across the whole area. In addition, the policy is based on the following spatial strategy:
- Key streets and spaces – including the Green Spine, Maritime Parade, Portland Link and East – West Spine, to create high quality pedestrian / cycle connections through the Quarter between the Central Station, shopping area, Old Town and waterfront, create green and blue spaces and maintain or enhance key views of the city’s heritage and waterfront;
 - Central Station – a business led development and transport hub incorporating tall buildings, creating a high-quality office / innovation district and public transport interchange;
 - Maritime Parade connecting to the Central Station – a phased expansion of city centre retail if needed;
 - Mayflower Circus – a key public space framed by taller buildings, as a focal point for key streets and views;
 - Town walls – development which conserves and enhances the setting of the town wall, with a finer grain street pattern;
 - West Quay Portside – a realigned West Quay Road, and a form of development which buffers the Port and realigned road from the wider Mayflower Quarter;
 - Waterfront (Mayflower Park and Town Quay) – High quality waterfront public spaces, leisure and cultural uses, framed by tall buildings.
- 9.103 The policy sets out the key principles for the Quarter. The Mayflower Quarter will be delivered in phases over the short, medium and longer term. The policy sets out the overall vision for the quarter and the key principles regarding the mix of uses, form of development, transport and other infrastructure and structure of streets and spaces. It is important that individual phases of development accord with these principles to ensure that over time the coherent overall vision for the quarter is delivered.
- 9.104 The network of streets and spaces is a key part of this overall vision. They must be integrated into the layout of each phase of development to ensure that over time the overall network is created to connect all the key destinations as specified. The other key principles set important parameters within which the detailed mix of uses and form of development can evolve, retaining flexibility within these parameters, provided the specified principles are met. In particular, the principles allow for flexibility (within certain parameters) for how the actual mix of uses evolve as each phase of the quarter is developed, and flexibility regarding the sequencing of phases of development, in-order to create the commercial flexibility to respond to changing needs and opportunities over the short, medium and long term.

Key Policy Options

- 9.105 The options below relate to the extent and phasing of infrastructure. Significant necessary infrastructure will be necessary under all options. Further major transformational infrastructure is identified as an option at this stage:

Necessary infrastructure:

- 9.106 Integral to each phase of development: for example, the creation of new streets and spaces within each phase of development or public realm enhancements / connections in the immediate surrounds.
- 9.107 Strategic: for example, a strategic flood defence, key connections to the wider area, including the Central Station (e.g. remodelling of Western Esplanade) and the shopping area (e.g. Portland Link).
- 9.108 Major transformational infrastructure: including the relocation of West Quay Road to enable the creation of a green spine including West Quay Park and a green bridge to Mayflower Park, the relocation of the Isle of Wight ferry terminal to enable the creation of a waterfront development destination, and the provision of a new footbridge across Central Station, to create better connections to the wider city.

Key Option 1 – Level of Infrastructure Transformation

Option 1a – Necessary Infrastructure – This option would deliver the necessary infrastructure specified above (both strategic and integral to each phase). It would also deliver major development of a similar scale in overall terms to that in option 1b. This would significantly transform the area, creating a more vibrant and connected Quarter, and deliver important strategic infrastructure. It would also require significantly less overall infrastructure investment. However, the wider transformational benefits identified in option 1b below would not be realised. For example, West Quay Road would remain in situ and whilst it could be enhanced as a city street, parts of the Quarter and the waterfront would remain ‘cut off’ by the busy West Quay Road.

Option 1b – Major transformation – This option would, in addition, by relocating West Quay Road, create a Quarter and waterfront destination which would be significantly better connected in overall terms, have more and higher quality green streets and spaces, and ease the flow of vehicular traffic to the city centre and Port. It would also require significantly more infrastructure investment (from developers and the public sector).

Option 1b+ - Major transformation with the relocation of West Quay Road to include the use of small areas of Port land – this enables the route of the relocated road to be realigned to enhance the setting of the town walls.

Key Option 2 – Phasing of Development and Transformational Infrastructure

The Quarter is in an established city centre location which benefits from significant existing infrastructure. Significant phases of development are likely to be able to proceed with the necessary infrastructure integral to that development but in advance of necessary strategic or further transformational infrastructure.

Option 2a – No phasing – phases of development could continue in advance of strategic or transformational infrastructure, provided each phase contributed financially towards, and did not prejudice the provision of, that infrastructure. This option provides the maximum flexibility to deliver major development in a highly sustainable city centre location, which in itself will create significant transformational change, whilst still protecting the ability to deliver further transformational change in the future. However, it does risk creating development areas which are

cut off from the wider Quarter, are less well protected from flood risk or which generate more traffic congestion, until further infrastructure is delivered.

Option 2b – Long term phasing – Longer term phases of development would not be supported until the necessary strategic and/or further transformational infrastructure had been delivered. This option may provide the impetus to ensure that strategic / transformational infrastructure is delivered and ensure that areas of new development do not remain ‘cut off’. However, it risks preventing the delivery of further major development in a highly sustainable city centre location. These developments may provide site specific measures to provide more resilience in transport / flood risk terms in advance of strategic / transformational infrastructure being implemented.

Further Considerations

- 9.109 Development will accord with all plan policies, including:
- 9.110 City Centre Approach (policy IN1) – the area will contribute to creating high quality development to enhance the city’s regional status and distinctive sense of place.
- 9.111 Placemaking (policy DE1) – the development will achieve a high quality of design to enhance the city centre and achieve a transformation of the Mayflower Quarter as a place.
- 9.112 Transport, Streets and Spaces (Policies TR1, DE2) – Pedestrian and cycle connections across the area, including from the Central Station to the Cultural Quarter, Central Parks, primary shopping area, Old Town and waterfront will be enhanced. These form part of the Station Avenue, International Maritime Promenade, Itchen Riverside Link, Portland Link, and East – West spine strategic links.
- 9.113 Waterfront and New Open Spaces (policies DE4 and EN5): development will enhance connections to the waterfront and enhance / create a continuous waterfront public walkway at Mayflower Park / Town Quay.
- 9.114 Heritage (policies EN6 and EN7): the Mayflower Quarter covers a large area of archaeological potential. There are known and likely buried archaeological remains along Western Esplanade (including medieval quaysides and a now-demolished projecting part of the town walls), on the Grand Harbour Hotel site (the former West Quay jetty), along Town Quay Road (including the medieval Town Quay), and potential remains elsewhere on historic “dry land” areas. Much of the area was reclaimed from intertidal mudflats in the 20th century. Reclaimed areas (and indeed offshore areas) are underlain by alluvial deposits, with buried peat deposits at depth (peat dating from Mesolithic and later times). Former intertidal areas may contain archaeological remains such as ships and boats, waterfront structures, oyster beds, etc. Some remains may be of national significance.
- 9.115 Strategic views (policy DE1 and DE3) - development should retain strategic views.
- 9.116 Flood Risk (policy EN9) - The strategic shoreline defence for the city will run through the area. Development will incorporate this and be safe.
- 9.117 Hazardous substances (policy EN13): The southern part of the area lies within the Ministry of Defence consultation zone for Marchwood Port. This may affect the detailed design of buildings.

9.118 Location of Uses within Centres (policy IN4) – the International Maritime Promenade and Portland Link strategic links form the key connections between the Central Station, the primary shopping area and the waterfront, which together with the potential expansion of the primary shopping area, the waterfront itself and other key new public spaces across the Quarter, will form the focus for the most vibrant places. Street level frontages should create the most public active frontages (with the specific requirements for each area set out in criterion 4). Street level frontages elsewhere across the Quarter can also include active frontages. Upper floors across the Quarter can accommodate the full range of main centre and other suitable centre uses. This will ensure that the most vibrant uses are focussed on the key connections and spaces, with greater flexibility to promote a mix of uses across the rest of the Quarter.

9.119 Night-time and late-night uses (policy IN6) - the area is designated a late-night hub.

Evidence

Existing Evidence:

9.120 Draft Mayflower Quarter Masterplan. (This is draft background evidence and not Council policy. It illustrates in broad terms the scale of growth and transformational placemaking which might be achieved in the Mayflower Quarter over the short, medium and longer term. It assists in informing the consultation on policy SI1, which sets out the key principles for development. Specific proposals need to be considered against the Local Plan policies and through the planning application process. The Council may update its masterplans for the city centre. These updates would review and may supersede the specific approach as currently set out in the draft masterplan. This review would take account of comments received on the draft Local Plan and other evidence).

New Evidence:

9.121 Further transport and delivery assessments.

ITCHEN RIVERSIDE

9.122 The Itchen Riverside is a mixed residential, employment and marine area. The Itchen Riverside (West) lies within or close to the city centre, although with relatively poor connections to the core area. The area includes Southampton Football Club's stadium, and two strategic active mineral wharves. The area is at risk of flooding, and a River Itchen Flood Alleviation scheme is proposed.

9.123 The area policy sets an overall strategy to guide development sites as they emerge over the plan period (and beyond). This enables incremental change to contribute to the long-term vision of the area as a place. The area also includes 3 specific site development policies (for Chapel Riverside under construction, the Britannia Road gasworks site and Drivers Wharf).

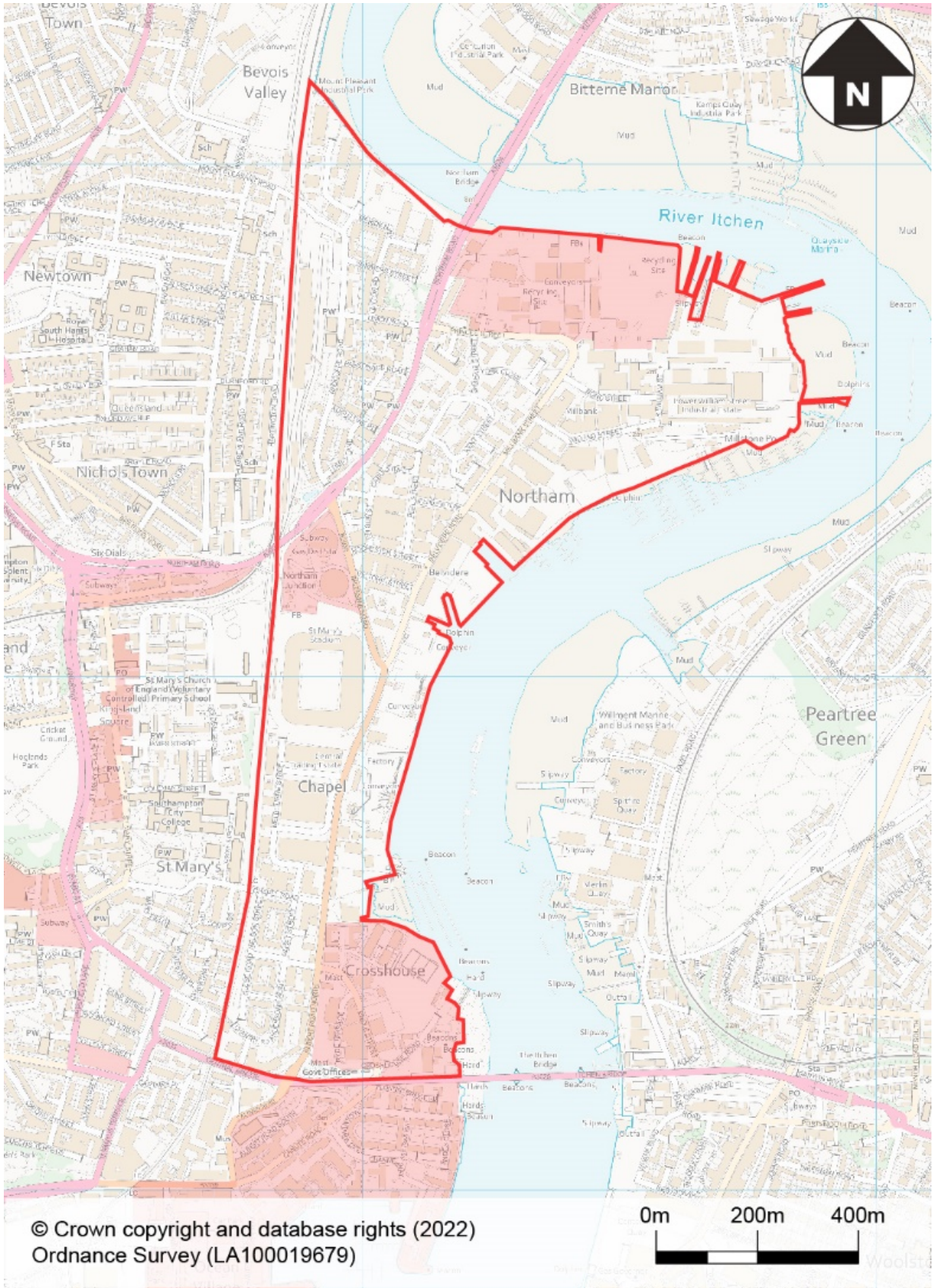
9.124 The aim is to continue to enhance the vibrant mix of uses within the community and place, open up the waterfront, reconnect the area to the core of the city centre, ensure flood management measures can be integrated and development is safe from flood risk.

- 9.125 The area from Britannia Road to the south, including this stretch of waterfront, lies within the city centre (connected to the core city centre via the 'East – West Spine' and 'Itchen Riverside' strategic links) and is closest to the waterside developments at Chapel Riverside and Ocean Village. It also includes the football stadium. This area is therefore key to connecting the city centre to the Itchen Riverside waterfront. The area could provide a continuous waterfront walkway from Ocean Village / Chapel Riverside northwards, and should provide a higher proportion of more vibrant city centre uses (i.e. full or partial active frontages). This area includes the two active mineral wharves, which are strategically important for supplying construction aggregates to Southampton and the wider area (and so for this Plan's overall development strategy). These wharves are likely to remain for the plan period to 2040, unless circumstances change and they can viably be relocated. The policy sets a long term and robust strategy for the area, capable of responding to different circumstances. It supports the creation of stronger links into the existing area and football stadium, which could also link to a future waterfront if the wharves relocated in the longer term.
- 9.126 The area from Britannia Road to the north is outside the city centre, includes widespread general and marine industrial areas safeguarded by policies EC2 and EC3. This area of the waterfront will continue to contribute to the marine sector, an important part of the overall economy. This area also includes existing communities such as the Northam Estate, and potential new communities on new development sites. These waterfront development sites adjacent to the main road across Northam Bridge will create a gateway into the central city. These sites include Meridian, under construction, Drivers Wharf, and a possible option in policy EC2 to support the redevelopment of the Mount Pleasant industrial area adjoining the Meridian site).

Policy SI2 (S) – Itchen Riverside (West) Area

- 1. The aim (to and beyond 2040) is that development will enhance the vibrant community, economy and place by continuing to support a mix of high density residential, leisure, sport, employment and marine uses in the area, which incorporate distinctive design to reflect and enhance the city's landmarks and maritime character, enhance connections to the city centre and waterfront, and the public waterfront itself. Development will be safe from flooding and will protect the operation of any ongoing existing uses.**
- 2. The following sites are safeguarded for the relevant uses:**
 - a. The designated employment areas and marine employment areas, in accordance with policies EC2 and EC3.**
 - b. The mineral and waste wharves, until any such time as they are no longer needed, are relocated, or the merits of the development clearly outweigh the need for safeguarding, in accordance with the Hampshire Minerals and Waste Plan.**
- 3. The Itchen Riverside area is partially within the city centre. Main centre uses will be supported within the city centre (subject to policy IN3 for retail uses) and supported elsewhere in accordance with policy IN3.**
- 4. Subject to the above, the following uses will be supported in accordance with policy IN4:**

- a. At street level fronting key 'gateway' areas of the waterfront: full or partial active public frontages with waterside public open space;
 - b. At street level elsewhere: all active frontages
 - c. On upper floors within the city centre: all main centre and other suitable centre uses.
 - d. On upper floors outside the city centre: residential uses.
5. Southampton Football Club's stadium is a key destination and leisure hub, and leisure / sports uses complementary to the stadium will be supported.
6. Development will:
- a. Contribute to enhancing connections by walking, cycling and public transport, particularly by:
 - i. Enhancing the public realm on the strategic links to and from the city centre's primary shopping area / Central Station:
 - 'East West Spine': via Northam Road and a replacement bridge across the railway lines to Britannia Road and the waterfront.
 - 'Itchen Riverside' link via Chapel Road.
 - ii. And by creating enhanced bus stop facilities and routes within the area.
 - b. Create a continuous high-quality route for public access along the waterfront, through and beyond Ocean Village, in accordance with policy DE4;
 - c. Protect and enhance heritage assets and their setting, based on an understanding of their context, including buried archaeological remains, in accordance with policies EN6 and EN7;
7. Development will provide flood risk management measures in accordance with policy EN9, including contributions towards and integrating the strategic shoreline defence (the River Itchen Flood Alleviation scheme) and safe access where appropriate and practical.
8. Development proposals will be supported by a masterplan to demonstrate how that phase of development will integrate with surrounding phases to fit into the overall approach for the area.



Map 12 Itchen Riverside (West) Area

- 9.127 Development will accord with all plan policies, including:
- 9.128 City Centre Approach (policy IN1) – the area will contribute to creating high quality development to enhance the city’s regional status and distinctive sense of place.
- 9.129 Placemaking (policy DE1) – the development will achieve a high quality of design to enhance the city centre and Itchen Riverside as a place.
- 9.130 Transport, Streets and Spaces (policies TR1 and DE2) - Pedestrian and cycle connections between the area, St Marys, and the core city centre will be enhanced. The focus will be on the Northam Road / Britannia Road and Chapel Road. These form part of the ‘East - West’ spine and ‘Itchen Riverside’ strategic links.
- 9.131 Waterfront and New Open Spaces (policies DE4 and EN5): development will contribute to creating a continuous waterfront public walkway from Ocean Village and Chapel Riverside to the ‘Itchen Riverside’ and ‘East - West Spine’ strategic links at Chapel Road and Britannia Road. An enhanced route may extend to the north to Shamrock Quay marina and the Drivers Wharf / Meridian waterfront gateway (given the safeguarded industrial areas this is likely to be an inland route).
- 9.132 Heritage (policies EN6 and EN7): Proposals will preserve or enhance the heritage assets in and adjacent to the Quarter. The site lies within an area of archaeological potential, including areas of high potential for remains of national significance associated with the Middle Saxon town and port of Hamwic, and the medieval sites of Holy Trinity Chapel and Chapel Mill. Some existing streets reflect the Middle Saxon layout. Northam has a high potential for buried remains associated with the post-medieval Northam Wharf and ship building industry.
- 9.133 Hampshire Minerals and Waste Plan: the adopted plan safeguards 4 wharves, 3 of which are still active and strategically important. These are the Leamouth and Burnley mineral wharves and Princes metal recycling wharf. These wharves are safeguarded by this plan, subject to the criterion as specified.
- 9.134 The interfaces between residential and more general / marine industrial uses (including the mineral wharves) will require careful design to limit the impact on residential amenity whilst meeting the overall regeneration aim to create a vibrant mix of uses.
- 9.135 Flood Risk (policy EN9): - The strategic shoreline defence for the city will run through the area. Development will incorporate this and be safe.
- 9.136 Hazardous substances (policy EN13): A part of the area lies within the Health and Safety Executive consultation zone for the former gasworks. This may affect the detailed design of buildings.
- 9.137 Location of Uses within Centres (policy IN4) - the key gateway areas of the waterfront are where the arrival points from the city centre are located (i.e. Chapel Road [Itchen Riverside strategic link] and Britannia Road [East – West spine strategic link]). These are adjacent to the Southampton Football Club, which is itself a key destination. At these locations the continuous waterfront route will link to waterside public open space fronted by full or partial active public frontages. This development will occur if and when the mineral wharves are relocated or are no longer needed. Whilst circumstances could change, this is not

currently envisaged within the plan period to 2040. However, setting this overall strategy now enables Chapel Road and Britannia Road to be identified as key streets to be enhanced. These key streets and the rest of the waterfront will incorporate full or partial active frontages alongside active frontages, with the exception of those areas (e.g. along Britannia Road) which are safeguarded for industrial use.

MARLANDS SHOPPING CENTRE AND SURROUNDS

9.138 A redevelopment of the Marlands Shopping Centre will maintain and enhance the vibrancy of the northern end of the primary shopping area and enhance connections from the Above Bar shopping street and Civic Centre Road / Portland Terrace, leading to the Asda superstore, Mayflower Quarter, Central Station and Civic Centre.

Policy SI3 (S) – Marlands Shopping Centre and Surrounds⁶⁵

- 1. A redevelopment of the Marlands Shopping Centre will enhance the northern end of the primary shopping area, create a landmark and enhance connections between Above Bar and both Portland Terrace and Civic Centre Road as part of wider links between the Central Parks, the primary shopping area and Mayflower Quarter.**
- 2. The following uses will be supported in accordance with policy IN4's approach for the primary shopping area:**
 - a. At street level full active public frontages;**
 - b. On all floors above street level all main centre and other suitable centre uses.**
- 3. Development will be supported which:**
 - a. Creates a landmark on the 'East - West' spine strategic link;**
 - b. Creates pedestrian streets through the site which connect Above Bar to Portland Terrace, the Civic Centre Road, and surrounding destinations;**
 - c. Creates full active public frontages along Above Bar, Civic Centre Road, Ogle Road and the streets through the redevelopment;**
 - d. Protects and enhances heritage assets and their setting, based on an understanding of their context, including the Civic Centre, Grade II* registered Central Parks, and buried archaeological remains, in accordance with policies EN6 and EN7;**

⁶⁵ As defined on the policies map



Map 13 Marlands Shopping Centre and surrounds

- 9.139 Development will accord with all plan policies, including:
- 9.140 City Centre Approach (policy IN1) – the site will contribute to creating high quality development to enhance the city’s regional status and distinctive sense of place.
- 9.141 Placemaking (policy DE1) – the development will achieve a high quality of design to enhance the city centre as a place.
- 9.142 Heritage (policies EN6 and EN7) – parts of the site lie within the setting of the grade II* registered parks and grade II* Civic Centre and campanile. New development will respect and enhance the settings of these heritage assets. There are also locally listed buildings in the area. The site lies within an area of archaeological potential, including potential remains associated with the Late Saxon and medieval town, of national significance.
- 9.143 Transport, Streets and Spaces (Policies TR1, and DE2) – Pedestrian and cycle connections to the site will be enhanced, including the strategic links which pass the site. Development will create active frontages to these links.
- 9.144 Location of Uses within Centres (policy IN4) – the sites are within the primary shopping area, and so at street level full active public frontage uses will be created.
- 9.145 Night-time and late-night uses (policy IN6) – the area is designated a night-time zone.

BARGATE SITES

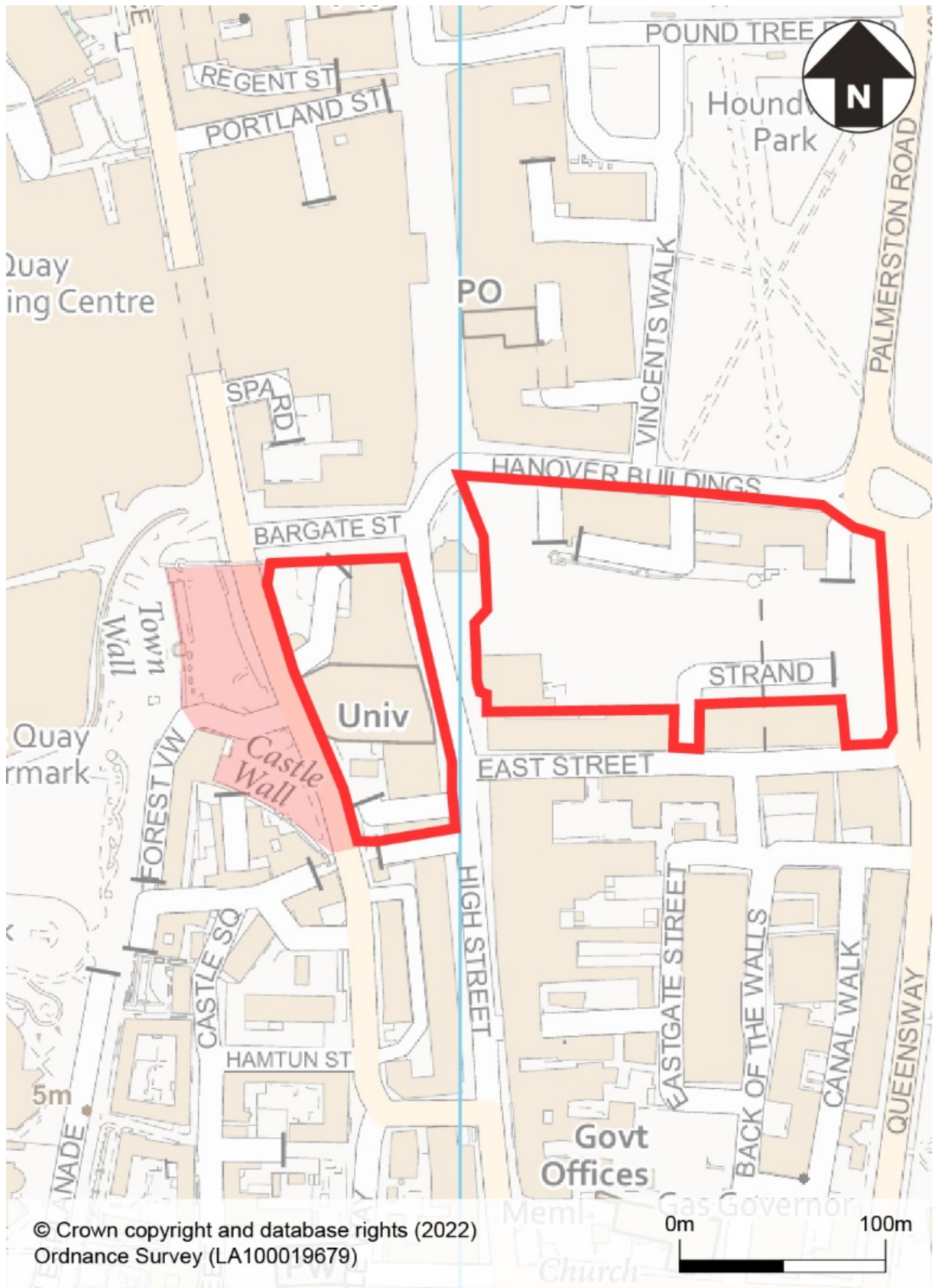
- 9.146 The site previously occupied by the Bargate Shopping Centre and the sites at Hanover Buildings and East of Castle Way will deliver high quality redevelopments in the heart of the primary shopping area, with retail and similar uses at street level. They provide the opportunity to open up and improve the setting of the Town Walls and Bargate monument.
- 9.147 The Bargate area is a key link between Above Bar and the Westquay shopping centre to the north, the High Street and waterfront to the south, East Street, and Westquay South and the Major Development Quarter to the west.
- 9.148 The redevelopment will create vibrant uses along both key links and within the setting of key heritage assets, enhancing the city centre as a distinctive place.

Policy SI4 (S) - Bargate Sites

- 1. Development of the Bargate sites⁶⁶ will strengthen the heart of the primary shopping area, improving the access to and setting of the Town Walls and the Bargate, and key links through the city centre.**
- 2. The following uses will be supported in accordance with policy IN4’s approach for the primary shopping area:**
 - a. At street level: full active public frontages;**

⁶⁶ As defined on the policies map

- b. On all floors above street level: all main centre and other suitable centre uses.**
- 3. For all Bargate sites, development will be supported which:**
 - a. Creates full active public frontages alongside main routes including a new street through the site next to the town walls;**
 - b. Creates high quality public realm including improvements around the Bargate;**
 - c. Protects and enhances heritage assets and their setting, based on an understanding of their context, including the Town Walls, Bargate, Grade II* registered Central Parks and buried archaeological remains, in accordance with policies EN6 and EN7;**
 - d. Realigns the built edge around the Bargate to follow the historic street pattern and safeguards the opportunity for, or facilitates, a high-level bridge link.**
- 4. At the former Bargate Shopping Centre and Hanover Buildings sites, development will be supported where:**
 - a. The access to, views and setting of the Town Walls are improved by opening out the areas immediately surrounding the walls, creating a high-quality pedestrian street with active public frontages alongside them, and improving the legibility and linkages with other sections of the Town Walls;**
 - b. Improved pedestrian links are created through the site, including to the East Street shopping area;**
 - c. Development fronting the High Street provides a high-quality entrance to the site; and**
 - d. The Art-Deco façade of the locally listed former Burtons building is retained and incorporated into any new development proposals where possible.**
- 5. At the East of Castle Way site, development will be supported where;**
 - a. The Shopmobility facility is retained or re-provided in a similarly central location; and**
 - b. The connection from the High Street to Castle Way is enhanced.**



Map 14 Bargate sites

- 9.149 Development will accord with all Plan policies, including:
- 9.150 City Centre Approach (policy IN1) – the site will contribute to creating high quality development to enhance the city’s regional status and distinctive sense of place.
- 9.151 Placemaking (policy DE1) – the development will achieve a high quality of design to enhance the city centre as a place.
- 9.152 Heritage (policies EN6 and EN7) – the area includes the Town Walls and the Bargate, a medieval town gate which forms the principal entrance to the Old Town. Both are Grade I listed and designated Scheduled Ancient Monuments. A part of the site is adjacent to the Grade II* registered parks. New development will respect and enhance the settings of these heritage assets. This will include enhancing the public realm, opening up pedestrian access to and providing interpretation for the Town Walls, and considering the scale, height and design of development and opportunities to realign new buildings more closely around the Bargate to follow the historic street pattern and mark the entrance to the Old Town. Development should retain the façade of the Burton’s building (1-4 High Street, south east of the Bargate). There are also locally listed buildings in Hanover Buildings and opposite in Above Bar. The sites lie within an area of high archaeological potential, including proven remains of the Late Saxon and medieval town, of national significance, some associated with the scheduled town wall.
- 9.153 Transport, Streets and Spaces (Policies TR1, and DE2) – Pedestrian and cycle connections to the site will be enhanced, including the strategic links which pass the site. Development will create active frontages to these links.
- 9.154 Location of Uses within Centres (policy IN4) – the sites are within the primary shopping area, and so at street level full active public frontage uses will be created.
- 9.155 Night-time and late-night uses (policy IN6) – the area is designated a night-time zone.

FORMER DEBENHAMS AND EAST STREET SHOPPING CENTRE SITES

- 9.156 This area is in transition. The former East Street Shopping Centre has been demolished and Debenhams have closed their store, vacating the Queens Building. Following the demolition of the East Street Shopping Centre, the continuation of East Street has been recreated as a pedestrian route to reconnect the city centre with the community of St Marys. To the north of the recreated street, new student accommodation has been provided (new build and a conversion of Capitol House from offices). The site to the south remains vacant (there is a resolution to grant planning permission for a hotel, which is not currently being progressed). A planning application has been received for a residential led redevelopment of the Queens Building (former Debenhams store).
- 9.157 The recreated East Street forms part of the wider Itchen Riverside strategic link, from the city centre through to St Marys and the Itchen Riverside. It is important to maintain and enhance this link, and to enhance the setting of the Central Parks.

9.158 The site currently lies within the primary shopping area. Policy IN2 includes an option to either retain or remove this area from the primary shopping area. The decision taken on this for the next version of the plan will determine the range of uses suitable for the site.

Policy S15 (S) - Former Debenhams and East Street Shopping Centre Sites

- 1. Development of the former Debenhams and East Street Shopping Centre sites⁶⁷ will maintain and enhance the vibrancy of the recreated East Street reconnecting the city centre to St Marys and the Itchen Riverside.**
- 2. The following uses will be supported in accordance with policy IN4's approach:**
 - a. If the site is retained within the primary shopping area:**
 - i. At street level: full active public frontages;**
 - b. If the site is removed from the primary shopping area:**
 - i. At street level on key streets (East Street): full and/or partial active public frontages. Active frontages will also be supported as part of this mix.**
 - c. At street level elsewhere: all active frontages.**
 - d. On all floors above street level: all main centre and other suitable centre uses.**
- 3. Development will be supported which:**
 - a. Maintains and enhances the vibrancy of East Street as part of the Itchen Riverside Strategic Link; and enhances the Green Mile Strategic Link.**
 - b. Creates a pedestrian link from King Street / Lime Street to East Street.**
 - c. Includes appropriate building heights proportionate to the width of the historic East Street (a maximum of 5 storeys immediately on the street frontage).**
 - d. Preserves and enhances views to the Central Hall.**
 - e. Protect and enhance heritage assets and their setting, based on an understanding of their context, including the Grade II* registered Central Parks and buried archaeological remains, in accordance with policy EN6 and EN7.**
 - f. Provides flood risk management measures in accordance with policy EN9 (flood risk), including safe access where appropriate and practical.**

⁶⁷ As defined on the policies map



- 9.159 Development will accord with all Plan policies, including:
- 9.160 City Centre Approach (policy IN1) – the site will contribute to creating high quality development to enhance the city’s regional status and distinctive sense of place.
- 9.161 Placemaking (policy DE1) – the development will achieve a high quality of design to enhance the city centre as a place. East Street is a narrow historic street of medieval and perhaps even Late Saxon origin. Along East Street (both within this site and along the wider street) buildings which immediately front the street should be 5 storeys maximum in-order to be in proportion with the width of the street (higher storeys are appropriate on setback development).
- 9.162 Heritage (policies EN6 and EN7) – the site is adjacent to the Grade II* registered parks. New development will respect and enhance the settings of these heritage assets. The sites lie within an area of high archaeological potential, including proven remains of the Saxon and medieval towns, of national significance. East Street was the route between the Late Saxon/medieval town and St Mary’s Church.
- 9.163 Transport, Streets and Spaces (Policies TR1, and DE2) – two strategic links pass the site. The recreated East Street forms part of the Itchen Riverside strategic link. Street level frontages will maintain and enhance the vibrancy of this street. Queensway forms part of the Green Mile and opportunities should be taken to provide green infrastructure along this street.
- 9.164 Location of Uses within Centres (policy IN4) – the decision on whether to retain or remove the site from the primary shopping area will determine the mix of uses at street level.

ALBION PLACE AND CASTLE WAY

- 9.165 The Albion Place / Castle Way area is a key point of arrival for bus passengers in the city centre. It is a key link between the historic Bargate, primary shopping area, the Old Town, Westquay south and wider Mayflower Quarter area, and a key part of the distinctive heritage of the city with the Town Walls and Castle Bailey.
- 9.166 The aim is to enhance the area as a distinctive arrival point and a series of public spaces linking these key parts of the city centre, capitalising on and enhance the setting of these important heritage assets.

Policy SI6 (S) – Albion Place and Castle Way

- 1. Albion Place and Castle Way car parks, immediately to the north of the Castle Bailey Wall and west of Castle Way, will be developed as a new bus interchange and new public open space. These facilities will enhance the setting and enjoyment of the Town Walls and Castle Bailey Wall as a distinctive arrival point.**
- 2. The new bus interchange will create a high-quality arrival / departure point with ancillary supporting facilities.**
- 3. New public open spaces will be created across all the remaining areas. Any limited additional small-scale development will only be supported if it creates full public active frontages (ideally**

for uses which enhance the visitor / heritage / leisure offer to complement the Town Walls and Castle Bailey Wall) and if it meets the development criteria below.

4. The creation of the public spaces, the bus interchange, and any limited additional small-scale development will:
 - a. Create an exceptionally high quality design;
 - b. Protect and enhance heritage assets and their setting, based on an understanding of their context, including the Town Walls, the Castle Bailey Wall and buried archaeological remains, in accordance with policies EN6 and EN7;
 - c. Provide a public footpath along the Town Walls;
 - d. Retain the strategic views to and from the Town Walls; and
 - e. Retain and enhance the link between the Mayflower Quarter / Westquay South and Bargate as part of the Itchen Riverside link.



Map 16 Albion Place and Castle Way

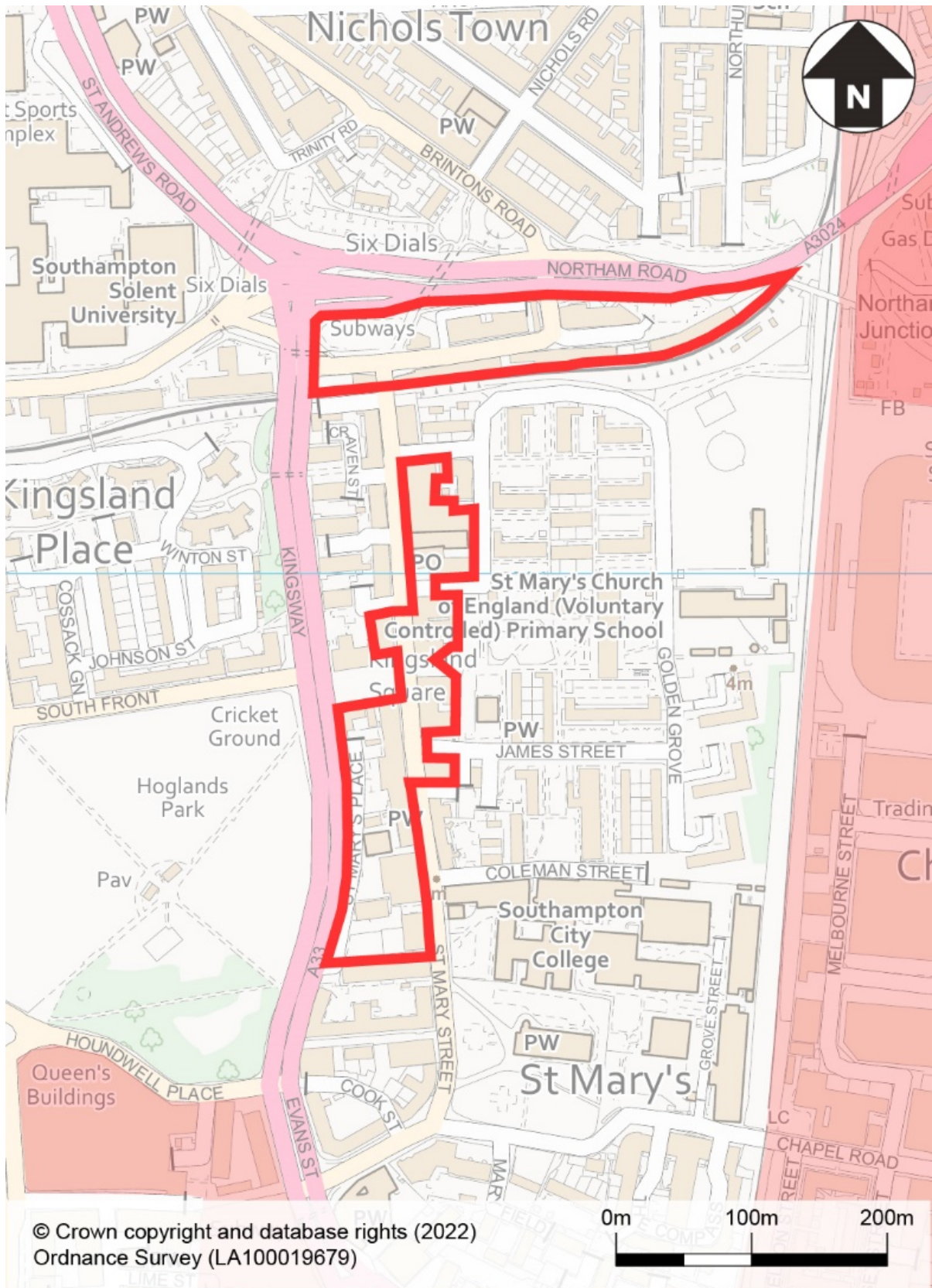
- 9.167 The Council expects to implement the new bus interchange and open space over the next year, using the Transforming Cities Fund. The plans locate the bus interchange on a part of the Albion Place car park, with the remainder of this car park and the Castle Way car park to be used for public open space.
- 9.168 Development will accord with all plan policies, including:
- 9.169 City Centre Approach (policy IN1) – the site will contribute to creating high quality development to enhance the city’s regional status and distinctive sense of place.
- 9.170 Placemaking (policy DE1) – the development will achieve an exceptionally high quality of design appropriate to the setting of the important heritage assets and to enhance the distinctiveness of the city centre as a place.
- 9.171 Heritage (policies EN6 and EN7) – the area includes the Town Walls and the Castle Bailey. Both are Grade I listed and designated Scheduled Ancient Monuments. New development will respect and enhance the settings of these heritage assets. This will include enhancing the public realm, opening up pedestrian access to and along the Town Walls, and providing interpretation for the Town Walls. Any development will be of an exceptional design and limited / small scale. The site lies within an area of high archaeological potential, including proven remains of the Late Saxon and medieval towns, of national significance, some associated with the scheduled Town Walls and Castle Bailey wall.
- 9.172 Transport, Streets and Spaces (Policies TR1, and DE2) – Public transport, Pedestrian and cycle connections to the site will be enhanced, including the strategic links and Southampton Cycle Network which pass the site.
- 9.173 Location of Uses within Centres (policy IN4) – the sites are within the primary shopping area, and so at street level active public frontage uses will be created.

ST MARYS AND OLD NORTHAM ROAD

- 9.174 St Marys is a historic part of the city centre with archaeologically important sites relating to the middle-Saxon town of Hamwic and listed and locally listed buildings. It includes City College further education college to the south of St Marys, next to St Marys Church which has recently undergone significant refurbishment.
- 9.175 The aim is to support further regeneration of St Marys and to improve its connections. Limited development is expected in St Marys but the old Northam Road area has the potential for more significant changes due to the derelict nature of some of the buildings and the levels of new investment now being put in. Old Northam Road provides an important link to St Mary’s stadium. The redevelopment of the former gasholders site close to the stadium and the former East Street Centre site to the west offer opportunities to improve links and increase the number of people visiting the area.
- 9.176 The aim of the policy is to retain commercial uses in the core of St Mary Street and meet the need for local convenience retailing and services whilst providing more flexibility for developers in terms of land uses outside the St Marys Street secondary shopping area. The policy also supports the Council’s objective for reinvestment in old Northam Road and allows for a wider range of uses that will provide a direct service to the public.

Policy SI7 (S) – St Mary Street and old Northam Road

- 1. Development will sustain and enhance St Mary Street and old Northam Road and improve the overall connectivity of the area.**
- 2. On the ground floor of the St Marys Street shopping area there should be full active public frontages, and on the ground floor of old Northam Road there should be full or partial active public frontages, as set out in policy IN4. Elsewhere on the ground floor of St Marys Street, and on all upper floors, other main centre uses and suitable centre uses will also be supported in accordance with policy IN3.**
- 3. Development will be supported which:**
 - a. Respects the character of the area and streets including its historic buildings¹ and the fine grain, scale and height of buildings. Tall buildings of 6 storeys or greater will not be supported.**
 - b. Protect and enhance heritage assets and their setting, based on an understanding of their context, including the Grade II* registered Central Parks and buried archaeological remains, in accordance with policies EN6 and EN7;**
 - c. Enhances the public realm and connects to adjacent strategic links (policy DE2), improves pedestrian and cycle linkages to the primary shopping area and Central Parks (across Kingsway), St Marys Road (across Six Dials), the Itchen Riverside Quarter, and other surrounding areas.**



Map 17 St Mary Street and old Northam Road

- 9.177 Development will accord with all plan policies including:
- 9.178 Transport, Streets and Spaces (Policies TR1 and DE2) – Pedestrian and cycle connections from the core of the city centre to the site and through to the Itchen Riverside will be enhanced, including enhanced pedestrian / cycle crossings at Kingsway / St Marys Place / Evans Street, and the East - West and Itchen Riverside strategic links, the latter of which will be extended to run along Northam Road to the football stadium. (The redevelopment of the East Street Shopping Centre will also significantly enhance this link to St Marys. The council is also undertaking changes to Six Dials junction as part of the Transforming Cities programme to support changes to make parts of New Road bus/cycle/taxi only). Development will create active frontages to these links.
- 9.179 Placemaking and Shopping centres (policies DE1 and IN3) – Development will create active frontages to St Marys Road, old Northam Road and where possible Kingsway. Part of St Mary’s Street between Ascupart Street and James Street is identified as a shopping area. Ground floor uses will create full public active frontages. Retail and leisure development within the centre will be of an appropriate scale and in edge of centre locations elsewhere will be small scale (under 750m² gross) or controlled.
- 9.180 The council continues to support the commercial focus of old Northam Road and renovations and refurbishments to improve the quality of housing, the fabric of buildings and to reduce vacancies, working with key landowners. There is a prominent vacant site in the middle of the street which is in need of regeneration. The council will also engage with partner organisations and interested parties to seek funding opportunities for establishing an antique centre on old Northam Road. Locally based ‘a space arts’ are working with the key landowners to create cultural and artistic spaces, to create an artistic community along old Northam Road. In partnership with Southampton Culture Trust, this could include for example galleries, performance spaces, music venues, artist studios and shops, space for start-up creative industries, and events and festivals along the street. This supports the policy to create active or partially active frontages at ground level, and more broadly to create a vibrant street along the key strategic link between the city centre and Itchen Riverside Quarter.
- 9.181 Heritage (policies EN6 and EN7): Development will preserve or enhance heritage assets, including the strategic views of the listed St Marys Church, and other listed and locally listed buildings. The site lies within an area of high archaeological potential, including proven remains of the Middle Saxon town of Hamwic and the St Marys suburb of the medieval town, all of national significance. St Mary Street and other roads and alleys in the area are part of the historic street pattern, some dating to Middle Saxon times.
- 9.182 Development on St Mary Street and old Northam Road should be fine grain, predominantly two to four storeys (or equivalent) in height, or up to 6 storeys on St Mary’s Place, and with consistent building lines.
- 9.183 Hazardous substances (policy EN13): A part of old Northam Road lies within the outer part of the Health and Safety Executive consultation zone for the gasholder station on Britannia Road. Although there are proposals for the redevelopment of this site, the historic uses of this site may affect the detailed design of buildings.
- 9.184 Flood risk (policy EN9): the southern part of St Marys Street and land to the south of St Marys Stadium is identified in flood zones 2 and 3.

Key Policy Options

Key Option 1 – General approach and restrictions on old Northam Road

Option 1a - The proposed approach is to require the core shopping area in St Marys Street to deliver full active public frontages which provide the most vibrancy to the street and for full or partial active frontages in old Northam Road to provide greater flexibility there. The policy sets criteria for the redevelopment of sites within the area including appropriate building scale and heights and improvements to streets and spaces and links.

Option 1b – Remove limitations on old Northam Road to provide a more flexible approach to deliver regeneration in the area.

BRITANNIA ROAD GAS WORKS

9.185 The Britannia Road gasworks site is safeguarded in the adopted local plan for industrial uses. Policy EC2 of this plan identifies the site as a potential option for releasing from this industrial safeguarding. On the basis that this is a key site within the Itchen Riverside area, and is not currently in an industrial use, a draft policy to guide its redevelopment is proposed below. This is subject to the decision on whether to release the site from industrial safeguarding in the final plan.

Policy SI8 (S) – Britannia Road Gas Works

- 1. Subject to a decision to release the site from safeguarding for industrial uses, development will create a residential-led development to form a gateway to the Itchen Riverside; and to create a street through the site as part of the ‘East - West spine’ strategic link from the core of the city centre to the Itchen Riverside.**
- 2. The following uses will be supported, in accordance with policy IN4’s approach for the city centre:**
 - a. At street level: all active frontages.**
 - b. On upper floors: all main centre and other suitable centre uses.**
- 3. Within this approach, sports, leisure and community uses linked to Southampton Football Club will also be supported.**
- 4. Development will:**
 - a. Accord with Policy SI2 (Itchen Riverside).**
 - b. Create a high-quality street through the site for pedestrians and cyclists to directly connect Old Northam Road with the southern end of Britannia Road and the football stadium, to form part of the ‘East - West spine’ strategic link from the core of the city centre to the Itchen Riverside.**

- c. Protect and enhance heritage assets and their setting, based on an understanding of their context, including buried archaeological remains, in accordance with policies EN6 and EN7;**
 - i. Reflect the heritage of the former gas holders.**
 - ii. Safeguard any land necessary for a replacement / enhancement of the Northam Road rail bridge and its approaches;**
- d. Provide flood risk management measures in accordance with policy EN9 (flood risk), including safe access where appropriate and practical.**



Map 18 Britannia Road Gas Works

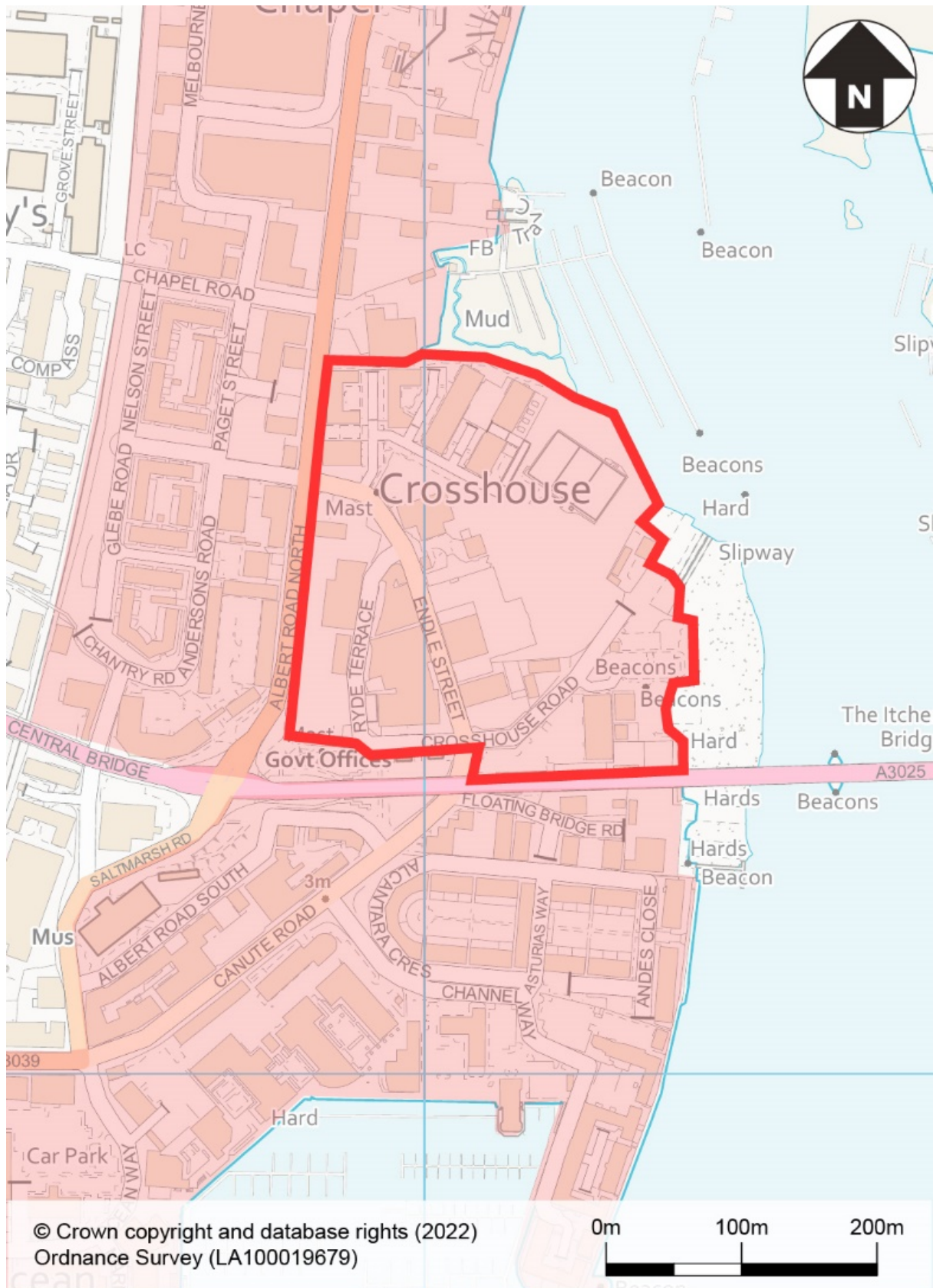
- 9.186 Development will accord with all plan policies, including:
- 9.187 City Centre Approach (policy IN1) – the site will contribute to creating high quality development to enhance the city’s regional status and distinctive sense of place.
- 9.188 Itchen Riverside Area (policy SI2) – the site will contribute to enhancing a vibrant, community, economy and place which reflects the distinctive maritime character.
- 9.189 Placemaking (policy DE1) – the development will achieve a high quality of design to enhance the city centre and Itchen Riverside as a place. It will create a high-density landmark gateway to the Itchen Riverside approached along the Old Northam Road from the core of the city centre.
- 9.190 Transport, Streets and Spaces (Policies TR1 and DE2) – The layout of the development will provide a new street through the site to create a new direct link from the Old Northam Road and existing or new footbridge across the railway line to the southern end of Britannia Road. This will form a key part of the ‘East - West spine’ strategic link from the core of the city centre to the Itchen Riverside, football stadium and waterfront.
- 9.191 Heritage (policies EN6 and EN7): Proposals will preserve or enhance the heritage assets in and adjacent to the site. The site lies within an area of high archaeological potential, including potential remains of national significance associated with the Middle Saxon town of Hamwic and its cemeteries (latter as found at St Mary’s Stadium to the south).
- 9.192 The interfaces between residential and general industrial uses will require careful design to limit the impact on residential amenity whilst meeting the overall regeneration aim to create a vibrant mix of uses.
- 9.193 Flood Risk (policy EN9) – Parts of the site are at risk from flooding. Development will be safe.
- 9.194 Location of Uses within Centres (policies IN4) - high density residential uses will help create a landmark gateway on the approach to the Itchen Riverside from the core of the city centre. The key new street to be created through the site as part of the ‘East - West spine’ strategic link, will need to include full or partial public active frontages.
- 9.195 Hazardous substances (policy EN13): The site currently lies within the Health and Safety Executive consultation zone for the former gasworks.
- 9.196 Contamination (policy EN14): The site is a former gas works.

CHAPEL RIVERSIDE

- 9.197 The Chapel Riverside site is located on the Itchen Riverside waterfront within the city centre. It will create a new landmark waterfront development connected to the city centre, and form part of the continuous waterfront route linking Ocean Village to the wider Itchen Riverside waterfront to the north as it evolves.

Policy SI9 (S) – Chapel Riverside

- 1. At Chapel Riverside development will create a high quality and distinctive waterfront landmark, facilitate connections to the wider Itchen Riverside and city centre and the creation of a continuous waterfront route, and be safe from flooding.**
- 2. The following uses will be supported in accordance with policy IN4's approach for the city centre:**
 - a. At street level fronting the waterfront: full or partial active public frontages;**
 - b. At street level elsewhere: all active frontages.**
 - c. On upper floors: all main centre and other suitable centre uses.**
- 3. Development will:**
 - a. accord with policy SI2 (Itchen Riverside);**
 - b. create a continuous high-quality route for public access along the waterfront as part of the International Maritime Strategic Link;**
 - c. enhance connections to the core of the city centre as part of the Itchen Riverside Strategic Link;**
 - d. wherever possible maintain strategic views across the site in accordance with policies DE1 and DE3;**
 - e. use exceptional and distinctive architectural design appropriate to the prime waterfront setting;**
 - f. Protect and enhance heritage assets and their setting, based on an understanding of their context, including the American Wharf and buried archaeological remains, including former mill ponds and embankments, in accordance with policies EN6 and EN7;**
 - g. provide public hard and for water sports activities;**
 - h. provide flood risk management measures in accordance with policy EN9 (flood risk), including contributing to and integrating the strategic shoreline defence (the River Itchen Flood Alleviation scheme) and safe access where appropriate and practical.**



Map 19 Chapel Riverside

- 9.198 Development will accord with all plan policies, including:
- 9.199 City Centre Approach (policy IN1) – the site will contribute to creating high quality development to enhance the city’s regional status and distinctive sense of place.
- 9.200 Itchen Riverside Area (policy SI2) - the site will contribute to enhancing a vibrant community, economy and place which reflects the distinctive maritime character of the area.
- 9.201 Placemaking (policy DE1) – the development will achieve an exceptionally high quality of design to enhance the city centre / Itchen Riverside waterfront, and reflect the maritime character of the area, and the historic layout, including the former mill ponds and embankments. It will create a high-density landmark gateway to central Southampton as approached across the Itchen Bridge and as seen from and across the water.
- 9.202 Transport, Streets and Spaces (Policies TR1, and DE2) – The layout and design of development (including internal streets, spaces and active frontages) will ensure the development is orientated to integrate with and encourage pedestrian / cycle movements to / from the city centre via the Itchen Riverside strategic link; and to create a high quality continuous public waterfront as the Itchen Riverside area evolves, as part of the International Maritime Strategic Link.
- 9.203 Waterfront and New Open Spaces (policies DE4 and EN5): development will create a continuous waterfront public walkway along the site and should safeguard provision for the Southampton Water Activity Centre / public hard and Cross House public hard.
- 9.204 Strategic Views (policies DE1 and DE3) – development should retain the strategic view from the Itchen Bridge to St Michael’s Church and St Mary’s Church.
- 9.205 Heritage (policies EN6 and EN7): Proposals will preserve or enhance the heritage assets in and adjacent to the site including the American Wharf and Cross House listed buildings. The site lies within an area of high archaeological potential. This includes proven remains of the Middle Saxon town of Hamwic, the former medieval Holy Trinity Chapel and its cemetery, and medieval/post-medieval remains of Chapel Mill, its mill ponds and embankments, all of national significance. The site also has buried peat deposits at depth below reclaimed land.
- 9.206 Flood Risk (policy EN9): The strategic shoreline defence for the city will run through the site. Development will incorporate this and be safe. Given the site is subject to greater and more immediate flood risk, and the importance of creating public access to the waterfront, the strategic shoreline defence will be provided with and integrated into the wider design of the development.
- 9.207 Ecology (policy EN2): the site is close to ecology designations.
- 9.208 Location of Uses within Centres (policy IN4) – the site lies within the wider city centre. It incorporates two strategic links and a key waterfront area, and so active public frontages are sought.

DRIVERS WHARF / PRINCES WHARF

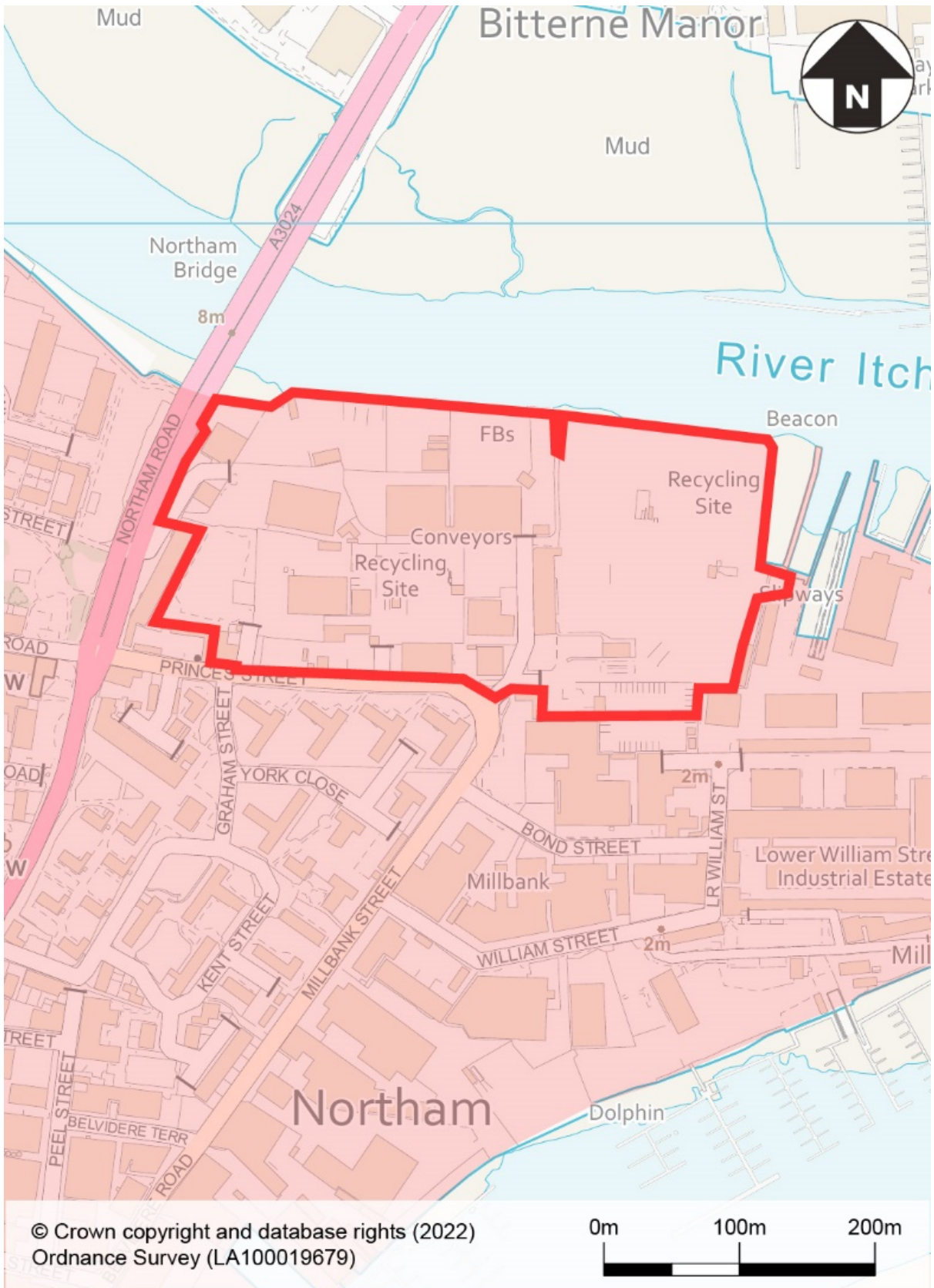
9.209 The Drivers Wharf site is located on the waterfront adjacent to one of the main road approaches into Southampton. Along with the adjoining Meridian site, it will create a gateway on this key approach into the centre of the city. It is important to create a mix of residential and employment uses, so that the potential of the site for marine employment is supported. The Princes Wharf metal recycling facility is safeguarded.

Policy SI10 (S) – Drivers Wharf / Princes Wharf

- 1. Development will create a waterfront gateway on the approach to central Southampton as the A3024 crosses the River Itchen and from the water; facilitate connections to the wider Itchen Riverside area; and create a mix of residential, employment and marine employment uses. Development will be safe from flooding and be carefully designed to ensure the mix of uses can co-exist and protect the operation of any ongoing existing uses.**
- 2. Princes metal recycling wharf is safeguarded, until any such time as it is no longer needed, is relocated, or the merits of the development clearly outweigh the need for safeguarding, in accordance with the Hampshire Minerals and Waste Plan.**
- 3. Drivers Wharf lies in the part of the Itchen Riverside outside of the city centre, and main centre uses will be considered in accordance with policy IN3. Subject to this, the following uses will be supported:**
 - a. Within residential led areas (on the western part of the site):**
 - i. At street level: all active frontages;**
 - ii. At street level and on upper floors: high density residential, health, nursery, education, sports, public worship and/or community hall uses.**
 - b. Within employment areas (on the eastern part of the site):**
 - i. Light industrial, general industrial, storage and distribution uses (E(g)(ii)/E(g)(iii)/B2/B8).**
- 4. In-order to support the marine sector, the employment areas will:**
 - a. Be located to have access to at least part of the waterside / wharf;**
 - b. Include marine employment uses unless it can be demonstrated that this would undermine the delivery of the overall aims for the site [see key policy option 1].**
- 5. Development will:**
 - a. Accord with policy SI2 (Itchen Riverside).**
 - b. create a continuous high-quality route for public access along the waterfront, unless in any marine employment areas this is demonstrated to be undeliverable.**
 - c. Contribute to enhancing connections by walking and cycling by ensuring the development relates well to pedestrian / cycle access to / from the city centre and wider**

Itchen Riverside area via the A3024 Northam Road and the potential to enhance Princes / Millbank Street to create connections to a continuous public waterfront to the south;

- d. Protect and enhance heritage assets and their setting, based on an understanding of their context, including buried archaeological remains, in accordance with policies EN6 and EN7;**
- e. Provide flood risk management measures in accordance with policy EN9 (flood risk), including contributing towards and integrating the strategic shoreline defence (the River Itchen Flood Alleviation scheme) and safe access where appropriate and practical.**



Map 20 Drivers Wharf / Princes Wharf

- 9.210 Development will accord with all plan policies, including:
- 9.211 Itchen Riverside Area (policy SI2) – the site will contribute to enhancing a vibrant community, economy and place which reflects the distinctive maritime character of the area.
- 9.212 Placemaking (policy DE1) – the development will achieve a high quality of design to enhance the city centre and Itchen Riverside as a place. It will complement the redevelopment of the former Meridian site on the western side of the A3024 to create a high-density landmark gateway to central Southampton as approached along the A3024 as it crosses the River Itchen and as seen from and across the water.
- 9.213 Transport, Streets and Spaces (Policies TR1, and DE2) – The layout and design of development (including internal streets, spaces and active frontages) will ensure the development is orientated to integrate with and encourage pedestrian / cycle movements to / from the city centre via the A3024 Northam Road and via Princes / Millbank Streets, which have the potential over the longer term to be enhanced and connected to a continuous public waterfront further to the south as the Itchen Riverside area evolves.
- 9.214 Waterfront and New Open Spaces (policies DE4 and EN5): development will create a continuous waterfront public walkway along the site, unless it can be demonstrated that any marine employment areas require waterfront access unhindered by public access. Development should safeguard the on-site water sports and public hard facilities.
- 9.215 Heritage (policies EN6 and EN7): Proposals will preserve or enhance the heritage assets in and adjacent to the site. The site lies within an area of high archaeological potential, likely to include buried remains associated with the early post-medieval Northam Wharf and ship building industry, with potential for earlier remains. Some remains may be of national significance.
- 9.216 Hampshire Minerals and Waste Plan: the adopted plan safeguards Princes Wharf, which is an active and strategically important metal recycling facility. The wharf is safeguarded by this plan, subject to the criterion as specified.
- 9.217 The interfaces between residential and general / marine industrial uses (including the metal recycling wharf) will require careful design to limit the impact on residential amenity whilst meeting the overall regeneration aim to create a vibrant mix of uses.
- 9.218 Flood Risk (policy EN9) - The strategic shoreline defence for the city will run through the site. Development will incorporate this and be safe.
- 9.219 Uses – high density residential uses will help create a gateway on the approach to central Southampton adjacent to the A3024, so should be located on the western part of the site. Employment, including marine employment uses will realise the economic potential of the site adjacent to the waterfront and a wider industrial area, and will also help create a buffer between the residential uses and the metal recycling facility, so should be located on the eastern part of the site. A part of the waterfront wharf should be used for employment uses to provide the opportunity for marine employment uses to be accommodated, and some marine employment should be provided as part of this mix where possible. The definition of all active frontages is the same as that within policy IN4 (the location of uses within centres).

Key Policy Options

Key Option 1 – Requirement for Marine Uses

Option 1a – To require that the mix of employment uses includes marine uses, unless this would undermine the delivery of the site. This will ensure that the site supports the marine sector and capitalises on its waterfront location, whilst still enabling appropriate flexibility.

Option 1b – To simply require that the employment uses are located to have access to a part of the waterfront wharf, without requiring that the mix of employment uses includes marine uses. This will locate the employment space so that it can potentially support marine uses, without overly restricting uses.

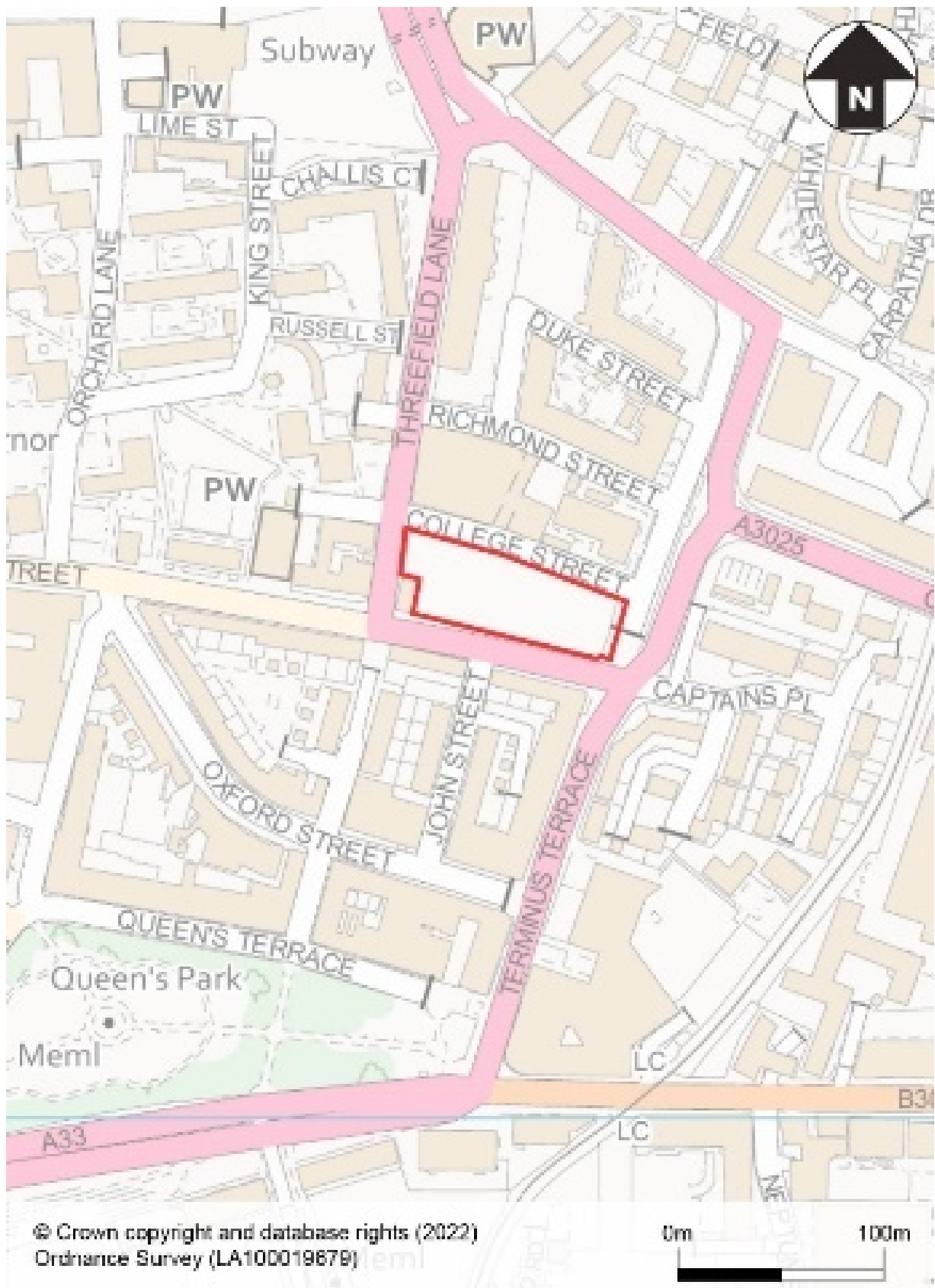
COLLEGE STREET CAR PARK

- 9.220 College Street car park is located in the city centre, to the east of Holyrood and north of Oxford Street. It is located in a mixed residential and employment area which is dominated by a cluster of taller buildings of up to 17 storeys around Dukes Keep and Mercury Point. These buildings provide notable landmarks when viewed from the Itchen Bridge and St Marys Street.
- 9.221 The nearby area has experienced significant change in the last decade with the construction of new tall buildings and conversion of existing office blocks to provide student and residential accommodation. The College Street car park is owned and operated by the City Council. Temporary permission was granted in late 2020 for use of the eastern half of the car park for a container park for a 10-year period. This provides converted shipping containers for retail, food and drink uses, shared office workspace and studio space for artists with associated events space.
- 9.222 This policy aims to provide a framework for any future redevelopment and take opportunities for improvements in the public realm and links through the site.

Policy SI11 (S) – College Street Car Park

- 1. College Street car park is allocated for development which achieves active frontages at street level, in accordance with policy IN4.**
- 2. Development will be supported which:**
 - a. Responds to the increase in height towards Richmond Street;**
 - b. Protects and enhances heritage assets and their setting, based on an understanding of their context, including the Oxford Street conservation area, listed buildings, the strategic view across the site from the Itchen Bridge to St Michael’s Church and buried archaeological remains, in accordance with policies EN6 and DE1;**

- c. Maintains a pedestrian route through the site;**
- d. Delivers a high-quality public realm and incorporates green infrastructure; and**
- e. Achieves an appropriate degree of safety in respect of flood risk in line with policy EN9.**



Map 21 College Street Car Park

- 9.223 Development will accord with all plan policies including:
- 9.224 City Centre Approach (policy IN1) – the site will contribute to creating high quality development to enhance the city’s regional status and distinctive sense of place.
- 9.225 Transport, Streets and Spaces (Policies TR1 and DE2) – Pedestrian and cycle connections through and into the site will be maintained, including enhanced pedestrian connections from Oxford Street and Bernard Street to the south
- 9.226 Placemaking (policy DE1): Development will create active frontages to Bernard Street. The Tall Buildings Study identifies a highly sensitive view from Itchen Bridge to St Michael’s Church and development should not adversely affect this view. Opportunities should be taken to improve the public realm and increase the green infrastructure in the area
- 9.227 Heritage (policies EN6 and EN7): While the site does not contain any built heritage assets, the Oxford Street Conservation Area is adjacent to the site to the south. There are listed buildings within the Conservation Area and the listed Central Bridge to the east. Development will preserve or enhance heritage assets, including the strategic views of the listed St Michaels Church as identified in the Tall Buildings Study. This is likely to limit the scale of tall buildings. The site lies within an area of high archaeological potential, to the west of the former Marsh (reclaimed in the 19th century). Remains of various periods, including Saxon and medieval remains, may be present. Some remains may be of national significance.
- 9.228 Flood risk (policy EN9): the eastern side of the area is identified in flood zone 2.

OCEAN VILLAGE

- 9.229 Ocean Village is one of the key areas of the city centre with public access to the waterfront. It includes a marina and base for ocean yacht racing with waterfront residential, office and leisure development, including bars, restaurants and cinemas. Major high-density development recently completed (including the Admirals Quay and a hotel) have further enhanced Ocean Village as a prime waterfront destination. There is likely to be further scope for high quality redevelopments in this area. The aim is to continue to enhance Ocean Village as an excellent place to live, work and visit and to improve its connections to the city centre.

Policy SI12 (S) - Ocean Village

- 1. Development will enhance Ocean Village⁶⁸ as a high-quality waterfront destination.**
- 2. Water based recreation uses will be supported, and the following uses will be supported in accordance with policy IN4’s approach for the city centre:**
 - a. At street level fronting the waterfront: full or partial active public frontages.**

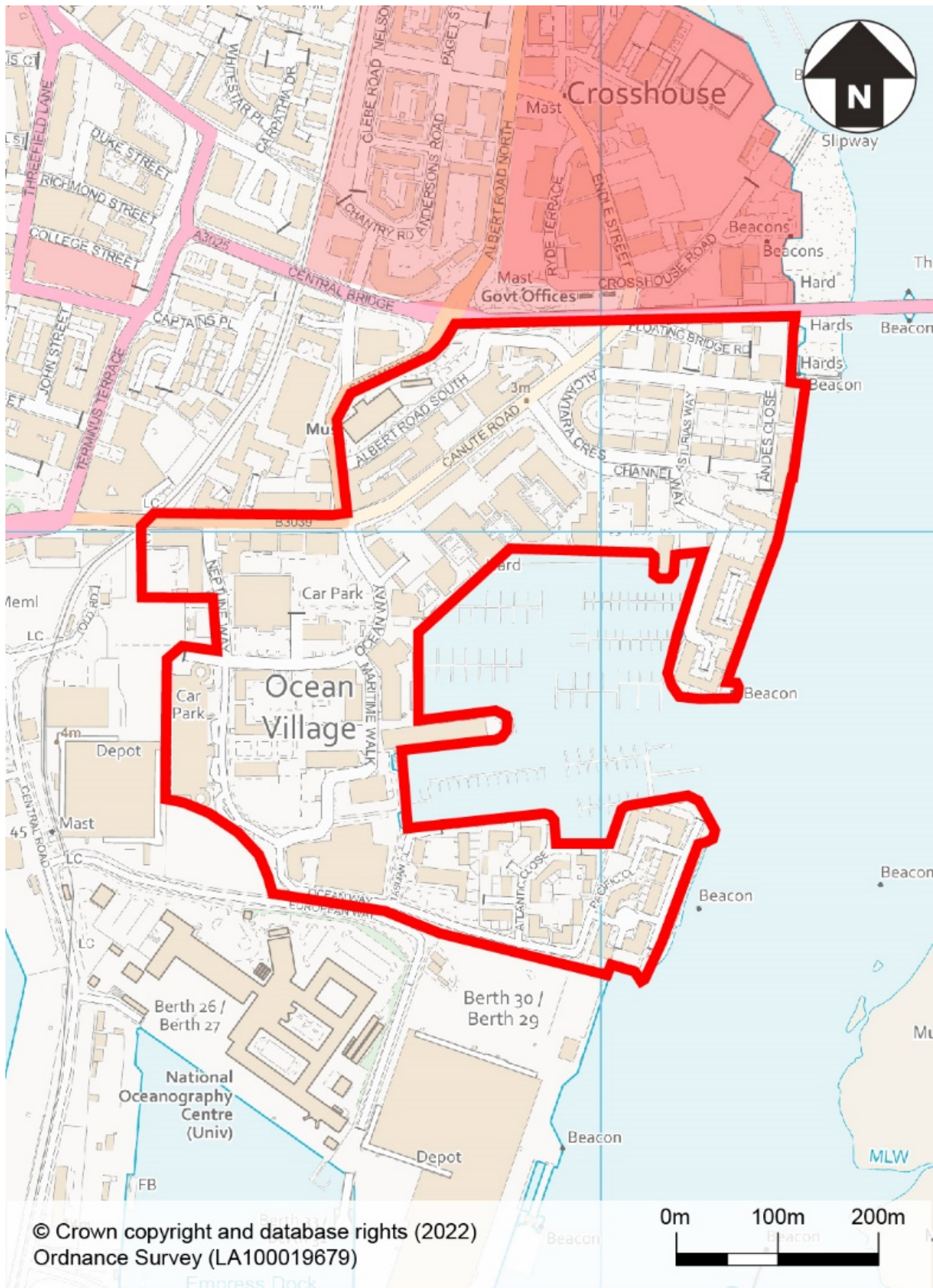
⁶⁸ As defined on the policies map

- b. At street level elsewhere: all active frontages.
- c. On upper floors: all main centre and other suitable centre uses.

3. Development will be supported which:

- a. Creates a continuous high-quality route for public access along the waterfront through and beyond Ocean Village;
- b. Enhances pedestrian links to the city centre;
- c. Uses exceptional and distinctive architectural design appropriate to the prime waterfront setting;
- d. Protects and enhances heritage assets and their setting, based on an understanding of their context, including listed buildings, the Canute Road Conservation Area, the port's heritage and buried archaeological remains, in accordance with policies EN6 and EN7;
- e. Does not prejudice the use of the Southampton Water Activities Centre;
- f. Accords with policy EC4 (the Port); and
- g. Provides a strategic flood defence as an integral part of the development in accordance with policy EN9;

4. Proposals for individual development phases within the site will be supported by a masterplan for the whole site to demonstrate how that phase of development will integrate with the overall approach for the site. In addition, proposals for a cluster of tall buildings will be supported by a masterplan, in accordance with policy DE3 (Tall Buildings).



Map 22 Ocean Village

- 9.230 Development will accord with all plan policies, including:
- 9.231 City Centre Approach (policy IN1) – the site will contribute to creating high quality development to enhance the city’s regional status and distinctive sense of place.
- 9.232 Transport, Streets and Spaces (Policies TR1, and DE2) – Pedestrian and cycle connections to the site will be enhanced, including the International Maritime Promenade and Ocean Village strategic links.
- 9.233 Waterfront and New Open Spaces (policies DE4 and EN5): development will retain and enhance a continuous public walkway and provide a new public events space, which will complement the role of the site for world yachting and special events. There may be an opportunity to extend the walkway north to link with Chapel Riverside. The use of the Southampton Water Activity Centre should not be prejudiced.
- 9.234 Location of Uses within Centres (policy IN4): supports full or partial public active frontages along the waterfront and all active frontages elsewhere. Retail uses will be in accordance with policy IN3.
- 9.235 Night-time and late-night uses (policy IN6) – the Quarter is designated a night-time zone.
- 9.236 Placemaking and Heritage (policies DE1, EN6 and EN7): The quality of architectural design will be exceptional and distinctive to create landmark buildings to enhance Ocean Village as a high-quality waterfront destination. Proposals will preserve or enhance the heritage assets in and adjacent to the Quarter including the listed buildings, Canute Road conservation area, and the port’s heritage (such as the listed quay walls, surviving historic buildings and features). The site lies within an area of high archaeological potential. Canute Road follows the historic shoreline, with areas to the south reclaimed in the 19th century for the Docks. Remains associated with the former docks are of archaeological interest. Reclaimed areas are underlain by alluvial deposits, with buried peat deposits at depth (peat dating from Mesolithic times onwards, and potentially Saxon). Former intertidal areas may contain archaeological remains such as ships and boats, waterfront structures, oyster beds, etc. Some buried remains may be of national significance.
- 9.237 Flood Risk (policy EN9) - The strategic shoreline defence for the city will run through the site, and development will incorporate this and be safe.
- 9.238 Hazardous substances (policy EN13): A part of the site lies within the Health and Safety Executive consultation zone for the Eastern Docks. This may affect the detailed design of buildings.

CENTENARY QUAY

- 9.239 Centenary Quay is a major mixed-use development under construction on the edge of Woolston district centre on the site of the former Vosper Thornycroft shipyard. Phases 1 and 2 of the redevelopment are already complete and Southampton’s tallest building is under construction. Development will regenerate and enhance a key waterfront site, help strengthen the local community and provide homes, jobs, services and facilities to serve the wider area.

9.240 This policy continues the current approach to the redevelopment which seeks to deliver a high-quality mixed-use development with links to the waterfront and into Woolston district centre. Centenary Quay received planning permission in 2009 for 1,620 homes, cafes, bars and shops and employment uses.

Policy SI13 (S) – Centenary Quay

- 1. Development at Centenary Quay will continue the redevelopment of this prominent waterfront site with a mix of marine employment, residential, small-scale shopping, food and drink, education, health, and community uses permitted.**
- 2. Development will be supported which:**
 - a. Provides good links into Woolston district centre;**
 - b. Provides public access to the waterfront and where practical a continuous high quality public waterfront walkway;**
 - c. Creates new public open space in addition to the waterfront walkway (policy DE4 Waterfront) and improvements to the public realm;**
 - d. Delivers the Centenary Quay Marine Employment Quarter adjacent to the existing deep water quay; ensuring it is located and designed to protect the amenity of existing and proposed residential areas;**
 - e. Protects and enhances heritage assets and their setting, based on an understanding of their context, including buried archaeological remains, in accordance with policies EN6 and EN7; and**
 - f. Provides a strategic flood defence as an integral part of the development in accordance with policy EN9;**



Map 23 Centenary Quay

- 9.241 Development will accord with all plan policies, including:
- 9.242 Waterfront and New Open Spaces (policies DE4 and EN5): development will retain and extend the public walkway to maintain the sites connection with the waterfront.
- 9.243 Placemaking and Heritage (policies DE1, EN6 and EN7): Any further development should maintain the high quality of the buildings already completed or under construction and consider views into the site from the water and from Itchen Bridge as they will be prominent buildings from these viewpoints in addition to from within and across the site. The site lies within an area of archaeological potential. Much of that potential was removed by 19th century quarrying and later development (including the current ongoing development). However, parts of the site, particularly at the north end, retain archaeological potential.