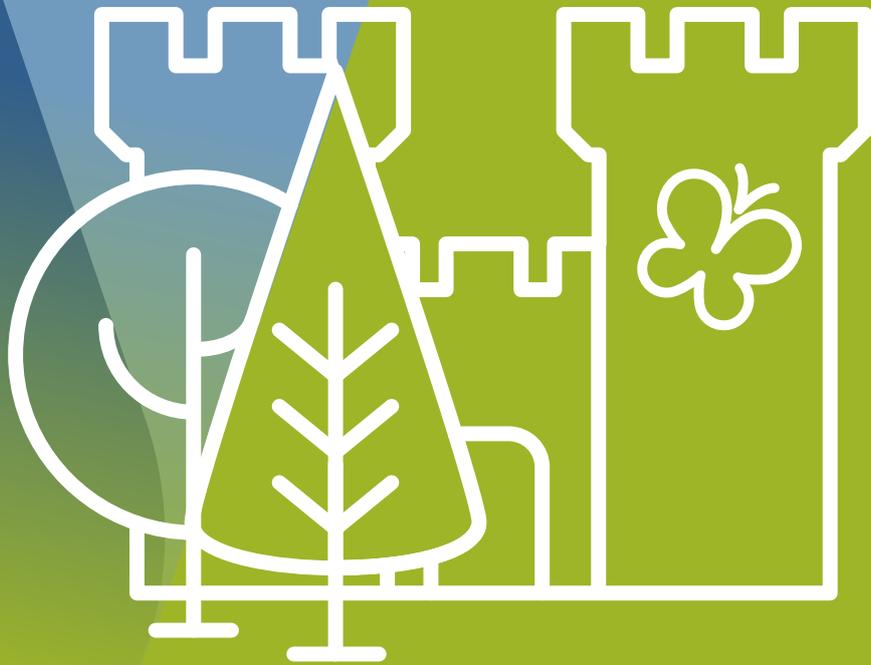


**SOUTHAMPTON
CITY VISION**

Local Plan



ENVIRONMENT

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 as 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_exisiting_buildings-min.pdf (theade.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

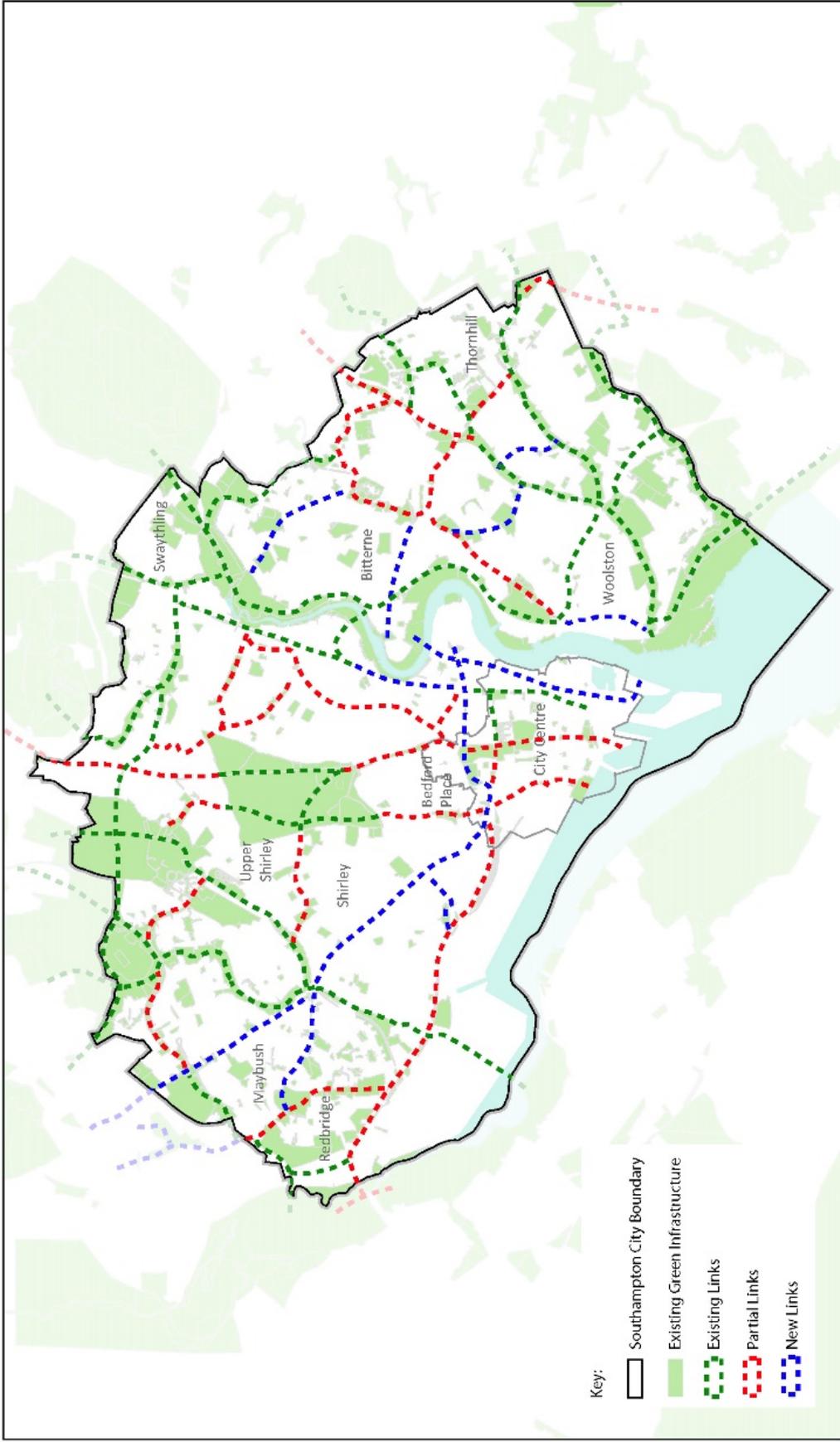
- 6.40 Southampton's designated sites and areas of open space are part of a network of green spaces which include private gardens. These range from larger areas such as Southampton Common containing a variety of habitats; the city's greenways which provide green corridors for wildlife; to smaller local 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

This map is part of the City of Southampton's Green Grid Strategy. It is a strategic map and does not represent any specific planning or development. It is intended to provide a high-level overview of the city's green infrastructure and links. It is not intended to be used for any other purpose.

Scale: 1:25,000 | 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 parks¹ 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.

¹ 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 Space² 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.**

² As defined on the policies map

Overall Approach

- 6.52 A study on open spaces³ 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 city⁴. 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.

³ KMC Open Space Study (2015)

⁴ 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 Riverside⁵
- 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.⁶

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

⁵ In addition to waterfront walkways

⁶ 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 Centres⁷**
- **1.66 hectares per 1,000 of the population in all other areas of the city⁸.**

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,

⁷ 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.

⁸ 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 a 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*⁹ (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.

⁹ 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 zone¹⁰ 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.**

¹⁰ 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

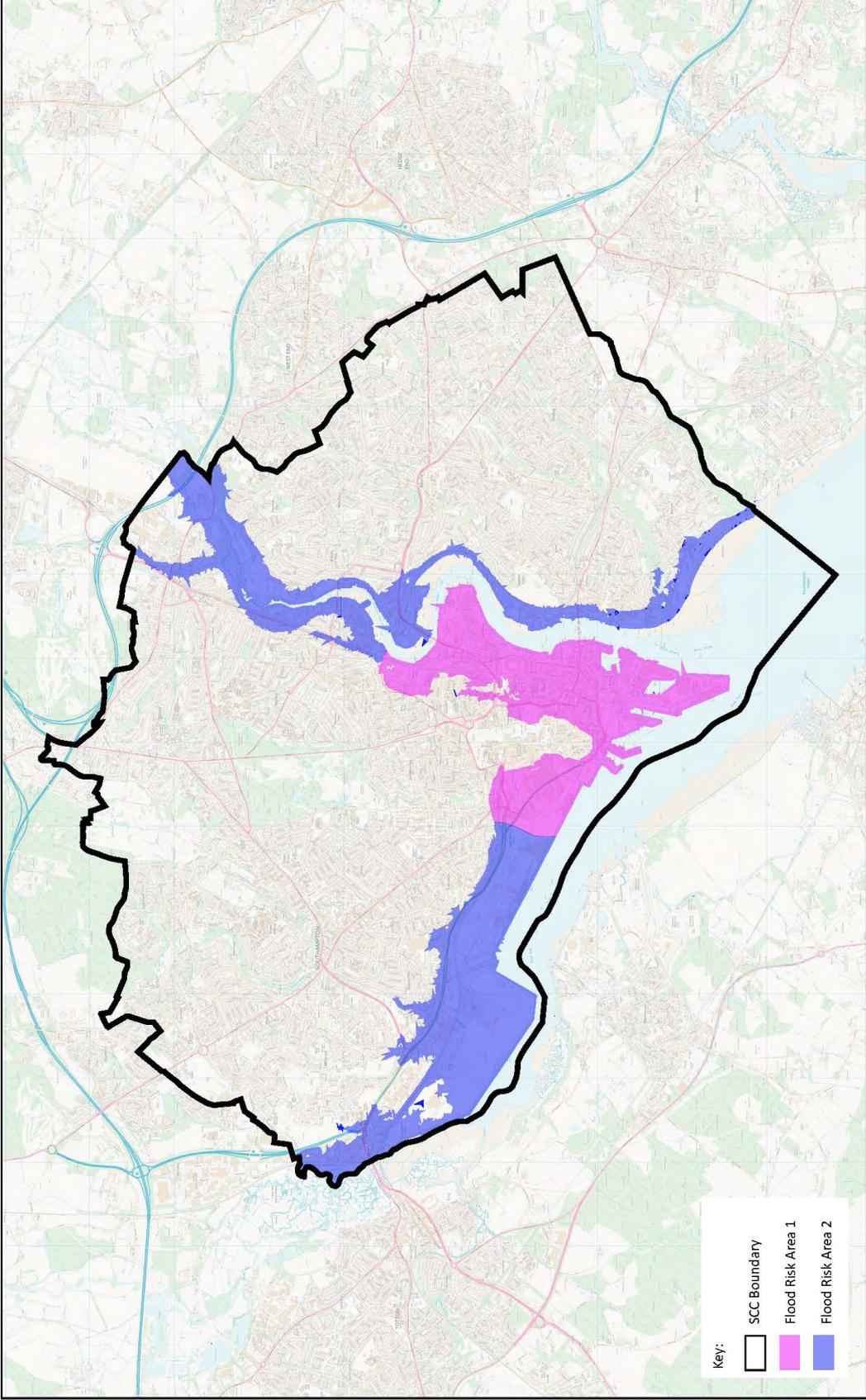
6. Development proposals which are within an area which has a present day surface water flood risk will be supported if:
 - a. Entrance thresholds are no less than 100 mm above ground level; and
 - b. Appropriate flood resistance / resilience measures are provided.

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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Scale: NTS | Date: July 2022



SOUTHAMPTON
CITY COUNCIL

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](https://iaqm.co.uk/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 consent¹¹. 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 Northam¹²; 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 zones¹³, 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

¹¹ These substances are specified in the Planning (Hazardous Substances) (Amendment) (2009) (2010) regulations, and any subsequent regulations.

¹² SGN application for the demolition of the former Northam Gasworks approved November 2021 (21/01576/DPA)

¹³ 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