

SOUTHAMPTON
CITY VISION

Local Plan



INFRASTRUCTURE

5. INFRASTRUCTURE

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

CITY CENTRE APPROACH

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

Policy IN1 (S) - City Centre Approach

Southampton city centre¹ will be the focus for major high-quality development to enhance the city's regional status as an economic, retail, and leisure/night-time/cultural/tourism centre, and to enhance the centre as a place to live. The city centre's distinctive sense of place will be enhanced,

¹ As defined on the policies map

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

1. Development will include:

- a. Approximately [XXX²]m² of shops; 61,000 – 78,000m² of offices; a significant number of new homes and further main town centre uses, including leisure / bars / restaurants / cultural / hotel / tourist development;
- b. The Mayflower Quarter in the west of the city centre, a zone for major city centre development, connecting the Central Station, existing shopping area, Old Town and Mayflower Park / Town Quay Waterfront;

2. And enhancements to the:

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

Overall Approach

- 5.4 Southampton is defined as a major regional city centre³, an important economic, retail / leisure / night-time / tourist / culture and transport hub serving the central south coast of

² To be determined through policy ST1 at the next stage of the plan

³ PfSH Spatial Position Statement (2016)

England. The city centre is home to 21,986⁴ people and a wide range of businesses with 32,000 people working there⁵The city centre presents strong investment opportunities, including the Mayflower Quarter, a range of other key development sites and the economic potential for major growth. The cultural quarter masterplan will be completed. This will promote the vitality of the heart of Southampton as a shopping, leisure, cultural and tourist destination; create an economic hub, further developing synergies between businesses and with the Universities; promote more housing to meet the city's needs; deliver sustainable development in a location which is highly accessible by public transport, cycling and walking, minimising congestion and pollution; and promote urban regeneration and social inclusion, and the re-use of previously development land. New high-quality development, streets and spaces with (public) active frontages create the opportunity to reconnect the city centre to the Central Station, waterfront, mediaeval Old Town, 5 conservation areas, Grade II* registered central parks and local communities, to create a distinctive sense of place. This will further enhance the city centre's attractiveness as a place to do business, live and visit. Growth will be supported by major investment in transport, flood defence, education and public realm infrastructure. This vision is set out in more detail in the City Centre Masterplan [08] and draft Mayflower Quarter Masterplan.

Key Policy Options

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

Key Option 1 – The Overall Scale of Development Growth

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

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

Key Option 2 – The Mix of Growth

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

⁴ HCC Small Area Population Forecast 2020

⁵ BRES 2020 (Number of employees)

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

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

Further Considerations

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

Evidence

Existing Evidence:

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

New Evidence:

- 5.7 The Council will update its assessment of retail needs, as set out in policy IN2.
- 5.8 Draft Mayflower Quarter Masterplan

CITY CENTRE PRIMARY SHOPPING AREA EXPANSION

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

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

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

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

The city centre's primary shopping area (PSA)⁶ is focussed on Above Bar / Bargate / High Street / West Quay. The first priority will be to deliver the need for shopping development in the city centre's existing PSA. Where this is not possible the second preference will be to deliver it in a PSA expansion zone.

Shopping development will be supported in the:

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

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

Overall Approach

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

⁶ As defined on the Policies Map.

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

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

Key Policy Options

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

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

Key Option 1 – Scale of Retail Growth

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

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

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

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

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

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

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

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

Further Considerations

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

Evidence

Existing Evidence:

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

New Evidence:

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

CITY, TOWN, DISTRICT & LOCAL CENTRES

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

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

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

Hierarchy of centres

Main centre uses⁷ (including retail; food and drink; hotels, leisure, entertainment and more intensive sport and recreation uses; and arts / culture / tourist development) will be located in centres⁸ according to the following hierarchy:

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

⁷ Office uses are covered by policy EC1

⁸ As defined on the policies map

Edge of Centre and Out of Centre Development

- 6. To protect the vitality and viability of city, town, district and local centres proposals of 750m² (gross) or more on “edge of centre” or “out of centre” sites will only be supported, in line with national planning policy, if:**
 - a. For all main centre uses⁹, in accordance with the sequential test, there are no suitable sites available within centres within the catchment area of the proposal; and**
 - b. For retail and leisure uses, there is no significant adverse impact on a centre.**

Overall Approach

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

⁹ Office uses are covered by policy EC1.

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

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

Key Policy Options

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

Key Option 1 – Local Centre Designations

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

Bevois Valley

Bitterne Park Triangle

Burgess Road

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

Hinkler Road*

Kendal Ave*

Maybush

Merryoak

Midanbury – The Castle

Portswood Road

St. James Road

St. Mary's Road

Swaythling

Thornhill Park Road

Weston

Winchester Road

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

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

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

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

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

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

Key Option 2 – Centre Boundaries

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

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

Evidence

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

TOWN AND DISTRICT CENTRES

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

Shirley Town Centre

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

Portswood District Centre

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

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

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

Bitterne District Centre

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

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

Woolston District Centre

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

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

Lordshill District Centre

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

Local Centres

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

LOCATION OF USES WITHIN CENTRES

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

Policy IN4 – Location of Uses within Centres

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

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

Overall Approach

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

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

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

- Elsewhere all active frontages will be supported.

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

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

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

5.54 This starting point is set out in Table 5.

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

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

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

Key Policy Options

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

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

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

Further Considerations

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

Evidence

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

FOOD AND DRINK USES

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

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

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

Policy IN5 - Food and Drink Uses

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

Hot Food Takeaways

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

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

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

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

Overall Approach

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

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

Key Policy Options

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

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

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

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

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

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

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

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

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

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

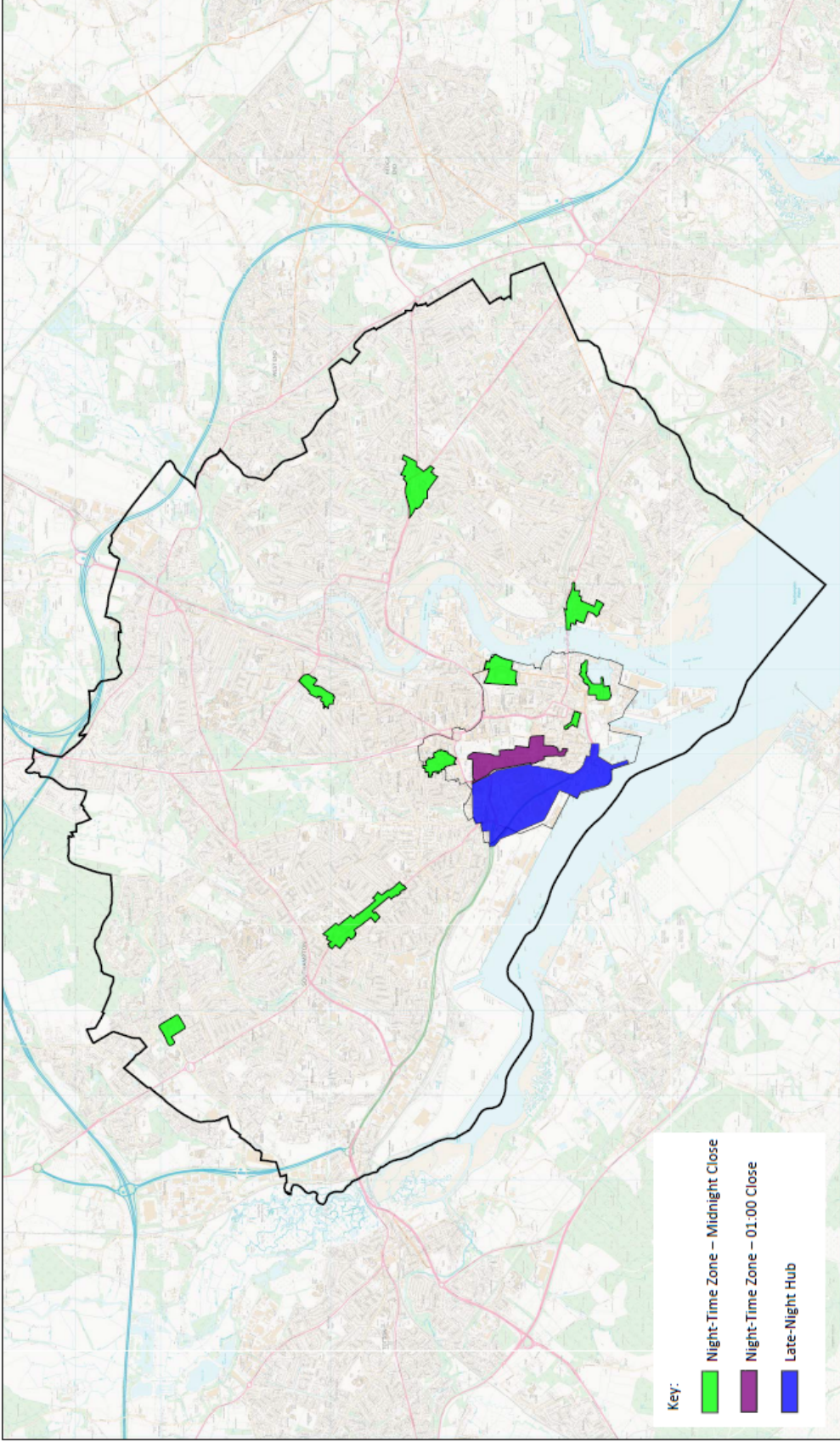
NIGHT-TIME AND LATE-NIGHT USES

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

Policy IN6 – Night-Time and Late-Night Uses

1. Location

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



Night-Time and Late-Night Uses

This map is reproduced from Ordnance Survey data licensed to Southampton City Council. It is not to be used for any other purpose without the permission of Ordnance Survey on behalf of the Controller of the Map. © Southampton City Council. 2022

Scale: NTS | Date: Sept 2022

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



2. Opening Hours

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

3. Key Considerations

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

Overall Approach

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

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

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

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

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

Key Policy Options

Key Option 1 – Late-night hub opening hours

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

Option 1b – To introduce a new opening hours restriction

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

Key Option 2 – Night-time Zone opening hours

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

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

Evidence

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

COMMUNITY FACILITIES

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

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

Policy IN7 (S) – Community Facilities and Uses

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

need and robust marketing report; or

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

Overall Approach

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

Key Policy Options

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

INDOOR AND OUTDOOR SPORTS AND LEISURE FACILITIES

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

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

Indoor Sports and Leisure Facilities

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

Outdoor Sports and Leisure Facilities

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

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

Multi Use Games Areas (MUGAs)

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

Overall Approach

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

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

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

Key Policy Options

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

Evidence

Existing Evidence:

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

New Evidence:

- 5.94 The Council has commissioned work on a Playing Pitch Strategy (PPS)¹⁰. This will assess the supply of existing pitches and demand for new pitches and will provide a strategy and action plan for playing pitch provision across the city. A key evidence document for informing decisions relating to the determination of planning applications impacting upon playing fields and in regard to new ones being created.
- 5.95 The Local Football Facilities Plan (Draft 2020) has identified the following priorities for Southampton to address shortfall and demand. Its future football development priorities are to:

¹⁰ This will cover all playing pitches and courts used for football, rugby, cricket, tennis, outdoor bowls and any other sport.

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

PRIMARY, SECONDARY, FURTHER EDUCATION AND EARLY YEARS PROVISION

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

- 10 infant schools (six local authority maintained and four academy)
- 37 primary schools (26 local authority maintained, 10 academy and 1 free)
- Eight junior schools (three local authority maintained and five academy)
- 12 secondary schools (seven local authority maintained and five academy)
- 1 All through school (ages 4 – 16 years)
- Six specialist schools (four local authority maintained, one academy and one free¹¹)
- Six independent schools.
- Three colleges for post-16 education
- Two sixth forms for post-16 education
- The Council also maintains a list of pre-schools and maintained nurseries.

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

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

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

¹¹ Additional SEND provision is available at the Southampton Children's Hospital School and Compass School.

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

Overall Approach

Strategic Planning for School Places

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

NPPF (July 2021)

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

Primary, Secondary and Further Education Provision

5.100 Education is key to economic growth in the city and for enabling opportunities for all. The council's overarching strategy¹² seeks to improve education attainment for all children and young people in order to provide jobs for local people. The Southampton City Vision (new Local Plan) will support the development of high-quality education facilities and safeguard the sites of infant, primary, junior, secondary, specialist and independent schools as well as further education establishments. This incorporates the city's ethos of promoting community use and lifelong learning from education.

¹² Southampton City Council Strategy 2016-2020

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

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

Community Use Agreements (CUAs)

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

School Travel Plans

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

Early Years Provision

- 5.109 The council has a statutory duty to ensure the supply of early years education currently for all 3 and 4-year-olds and for many 2-year-olds. This includes:
- ensuring sufficient childcare options are available to meet the Early Years free entitlement as far as reasonably practicable.
 - Supporting all maintained nurseries to function as high-quality, viable and financially efficient services and, to ensure fair access to learning opportunities and promote parental choice.
- 5.110 Early years provision is delivered through a number of different providers and covers day care and pre-school facilities and registered child minders. Information on the supply and demand for early years education in Southampton is produced annually¹³.
- 5.111 The council's preferred approach is to plan for major growth in the number of people living and working in Southampton. In order to meet the needs of a growing population for the

¹³ Childcare Sufficiency Assessment (Southampton City Council) produced annually

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

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

Key Policy Options

Key Option 1 – School Places Provision

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

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

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

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

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

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

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

Further Considerations

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

UNIVERSITIES

- 5.116 Southampton has two well established universities which provide state of the art facilities for academic learning, research, teaching and training purposes; the University of Southampton and Solent University. The two universities, National Oceanography Centre (NOC) through its joint venture with the University of Southampton and the University Hospital Southampton NHS Foundation Trust (UHS) which operates the city's hospitals attract investment and business to the city. They also work in partnership with schools and colleges both across the city and wider sub-region and provide facilities available to local businesses and for use by the general public.
- 5.117 Both universities have continued to grow in terms of student numbers which further demonstrates their importance to higher education, skills and the wider economy in both Southampton and the wider sub-region. There are approximately 40,000 university students studying in Southampton. Latest figures¹⁴ show that the University of Southampton has almost 15,000 undergraduate and 8,000 postgraduate students along with over 2,700 academic staff and 5,000 administrative staff, making it the largest university by higher education students in the South East region. Latest figures¹⁵ also show that Solent University has over 10,000 undergraduate students, almost 750 postgraduate students and over 6,800 students in further education.

¹⁴ From the 2019/20 academic year

¹⁵ From the 2019/20 academic year

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

Policy IN10 (S) - Universities

Academic Related Development

- 1. The city-based campuses¹⁶ of the University of Southampton including the University Hospital Southampton (UHS) and National Oceanography Centre, Southampton (NOC) and Solent University will be safeguarded for academic buildings and spaces which accommodate learning, teaching, research, training, sport and fitness (indoor and outdoor) and student support related uses and other facilities compatible with and linked to wider academic uses.**
- 2. The Council will support proposals subject to meeting the requirements of criterion 5 below for:**
 - a. improved, extended, intensified, reconfigured or new buildings and spaces for learning, teaching, research, training, sport and fitness (indoor and outdoor) and student support related uses within existing campus sites; and**
 - b. the development of new campus sites, including support for new buildings and spaces for learning, teaching, research, training, sport and fitness (indoor and outdoor) and student support and related uses particularly in highly accessible locations such as within the city centre [see key option 1]; and**

Other Development Related to the Universities

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

¹⁶ As defined on the policies map

Site specific Development Opportunities

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

Development Criteria for University-Related Development

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

Overall Approach

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

heritage assets) should also be in accordance with guidance contained in the Taunton's College Highfield Road Development Guidelines (1993) which remains a material consideration in the determination of planning applications¹⁷.

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

Key Policy Options

Key Option 1 – University Campus sites

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

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

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

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

¹⁷ Unless superseded by the NPPF (July 2021).

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

Key Option 3 – East Park Terrace campus expansion

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

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

Key Option 4 – University of Southampton Campus Sites

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

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

Further Considerations

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

Evidence

- 5.129 The University of Southampton is recognised nationally and internationally for excellence in teaching and research and has been consistently ranked within the top 100 universities in the world since 2016. It offers a wide range of courses which include those in law, arts, humanities management, economic, social and political science, engineering, physics, geophysics, science and engineering. The University of Southampton also has a campus presence at the National Oceanography Centre Southampton and the University Hospital Southampton (UHS) NHS Foundation Trust which operates Southampton General Hospital.
- 5.130 Solent University's strengths lie in areas such as business, maritime, engineering, building design and it has been voted as one of the top 5 creative universities in the UK. A new Strategy 2025¹⁸ has been launched which shares its mission, vision and values. Together these define who they are, what they stand for, why they matter and how they will prepare their students for a successful future. Solent University is focusing its assets and offer within its East Park Terrace campus. In doing so, it has recently sold the Sir James Matthews Building located on Above Bar Street to the University of Southampton.

HEALTH AND WELLBEING

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

Policy IN11 (S) – Health and Wellbeing

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

Health Facilities

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

¹⁸ <https://www.solent.ac.uk/strategy-2025>

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

Principal Health Centres

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

Travel Plans for Health Facilities

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

Health Impact Assessment

- 9. Planning applications for substantial new development are required to prepare and submit a robust Health Impact Assessment (HIA) to determine the health impacts of the proposed development, both positive and negative. Submitted HIAs should demonstrate how a proposal has sought to minimise and mitigate any negative health impacts whilst maximising any positive health benefits.**

- 10. For the purpose of submitting a HIA, substantial new development is defined as:**

- a. Residential development of [50 or 100] dwellings or more;**
- b. Non-residential development of [5,000m² or 10,000m²] or more. [see Key Option1]**

- 11. Other planning applications that do not meet these thresholds may be required to prepare and submit a HIA where there are likely to be significant health impacts arising from the proposal.**

Developer Contributions for Healthcare

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

Overall Approach

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

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

- Retain and enhance opportunities for recreation, leisure and cultural spaces and activities (Policy IN7: Community Facilities and Uses and Policy IN8: Indoor and Outdoor Sports and Leisure Facilities).
- Support opportunities for increasing modal shift to active travel modes such as walking, wheeling and cycling when moving between locations as well as improving access to public transport links (Policy TR1: Transport and Movement).
- Reduce the causes, and mitigate the impact, of poor air quality (Policy EN11: Air Quality) and other forms of pollution (Policy EN12: Noise and Lighting).
- Support a healthy food environment by protecting allotments (Policy EN4: Existing Open Space) and supporting food growing in homes and communities (Policy DE8: Sustainable Design of New Developments) and resisting the proliferation of hot food takeaways in designated centres and in close proximity to schools (Policy IN5: Food and Drink Uses).

- 5.134 The Indices of Multiple Deprivation (IMD) brings together a range of indicators to cover specific aspects of deprivation and is measured at the neighbourhood level using Lower Super Output Areas (LSOAs), a standardised area containing around 1,500 residents. The IMD in 2019 shows that there has been very little change in relative deprivation levels in Southampton compared to other local authorities in England since the last IMD was published in 2015. Southampton ranked as the 55th, having previously been 54th, most deprived local authority in England based on average rank of LSOAs. Furthermore, Southampton has 19 LSOAs within the 10% most deprived in England. These significant levels of deprivation and inequality between residents and neighbourhoods in Southampton continue to be a driver of poorer health outcomes in the city.
- 5.135 The Health and Wellbeing Strategy (2017-2025) sets out the strategic vision for improving health and wellbeing outcomes and reducing citywide health inequalities in Southampton. It is prepared by the Health and Wellbeing Board, a statutory partnership that includes the Council and members of the Hampshire & Isle of Wight Integrated Care System (previously Clinical Commissioning Group (CCG)). It recognises the need to integrate health considerations into planning policy to ensure that Southampton is a healthy place to live and work.
- 5.136 Over 90% of healthcare is delivered by primary care services in the community, including GP practices, the out-of-hours service, the Urgent Treatment Centre, dentists and pharmacists. These services provide many residents with their first point of contact in the healthcare system and seek to meet their day-to-day healthcare needs. Primary healthcare services are planned and commissioned by the Hampshire and Isle of Wight Integrated Care Board.
- 5.137 Primary care services should be delivered in accessible locations to the communities they serve. The Council supports the co-location of health services at single locations to provide integrated services in an accessible location. Pharmacies sit within Use Class E and therefore co-location with healthcare facilities is supported where these will be located within the City, Town, District or Local Centres to ensure the E Class unit would continue to be in an acceptable location in the event the pharmacy were to close or relocate. It may also be appropriate to co-locate health services with other community facilities as part of a wider community hub (see Policy IN7: Community Facilities and Uses).
- 5.138 The University Hospital Southampton NHS Foundation Trust (UHS) is the City's main acute NHS Trust and delivers secondary care to the majority of the City's residents. Within the City,

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

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

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

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

Key Policy Options

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

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

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

Evidence

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

ELECTRONIC COMMUNICATIONS

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

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

Policy IN12 (S) - Electronic communications

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

Overall Approach

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

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

Evidence

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

Key Policy Options

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

INFRASTRUCTURE DELIVERY

Policy IN13 – Infrastructure Delivery

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

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

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

Overall Approach

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

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

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

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

5.163 In addition to any CIL liability that may arise, the council will consider the need for developer contributions based on the scale of development a site could accommodate, taking into account policies HOU1 and DE1 (density and placemaking)¹⁹, even if a smaller scheme is proposed. For example, if a site can accommodate a scale of development greater than the threshold at which policy or SPD seeks a contribution, that policy will be applied even if the scale of development proposed is less than the threshold. Equally, if the smaller

¹⁹ And other policies where relevant.

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