DECISION-MAKER:		CABINET		
SUBJECT:		SOUTHAMPTON CITY VISION – 'DRAFT PLAN WITH OPTIONS' CONSULTATION		
		18 OCTOBER 2022		
REPORT OF:		COUNCILLOR BOGLE CABINET MEMBER FOR ECONOMIC DEVELOPMENT		
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#### STATEMENT OF CONFIDENTIALITY

NOT APPLICABLE.

### **BRIEF SUMMARY**

This report seeks approval of the Southampton City Vision – Draft Plan with Options document and authority to commence consultation prior to carrying out final amendments. This report sets out the details for the Southampton City Vision – Draft Plan with Options, including a summary of content, including the key options to be presented, and details of the consultation approach. Appended to the report are the full working Draft Plan with Options (MRD 1), communications plan (MRD 2) with associated stakeholder mapping (MRD 3), plus a booklet of proposed changes to the currently adopted policies map (MRD 5)(Adopted Local Plan map (southampton.gov.uk)), all of which are to be finalised prior to public consultation, following consultation with the Cabinet Member for Economic Development, subject to decision on the recommendations of this report.

The consultation will be carried out in accordance with the Council's Statement for Community Involvement (SCI)(<u>Local Development Scheme and Statement of Community Involvement (southampton.gov.uk)</u>, which was approved by Cabinet in December 2020.

The consultation is intended to launch at the end of October 2022 and will run for around 10 weeks, concluding in December, prior to the Christmas holidays. The consultation will be multi-channel and supported by a full communications programme and a series of events across the city for both residents and businesses.

Details of the Draft Plan with Options key content and options are set out in section 5 of this report and in MRD 1. The key objectives, messaging, approach, and methods information for the consultation is also included in section 5 of this report as well as the attached communications plan (MRD 2).

The information collected through this consultation will be considered alongside other evidence as final options are selected and the pre-submission plan is finalised, helping to ensure we are addressing issues and needs, locally and in the city as a whole whilst respecting national requirements, targets and ambitions. Another formal consultation will be held in 2023 on the final version plan prior to submission to the Secretary of State.

It should also be noted that we are working towards the target submission date of December 2023 and there is also a government deadline for all Local Planning Authorities to have up to date Local Plans in place by the end of 2023. Whilst the new plan will not be adopted in line with this deadline, this is in line with the Council's Local Development Scheme, as updated in December 2021 (Preparing our Development Plans (southampton.gov.uk)).

Notwithstanding the above, the Draft Plan with Options will begin to hold weight in planning decisions from publication and will gain more weight as it progresses through the plan-making process to adoption. That said, the weight given to the plan and any given policy within it is a matter for the decision maker.

The detailed timeline for the preparation of the Southampton City Vision Local Plan is set out in the Council's Local Development Scheme, 'Preparing Our Development Plans' (Local Development Scheme and Statement of Community Involvement (southampton.gov.uk))(2021).

RECOMMENDATIONS			
(i)	To approve the content of the Draft Plan with Options and supporting booklet of policy map changes for public consultation.		
(ii)	Delegate authority to make minor amends to the Draft Plan with Options, to the Executive Director Growth following consultation with the Cabinet Member for Economic Development, prior to the consultation launch.		
(iii)	Delegate authority to make minor amends to the booklet of policy map changes, to the Executive Director Growth following consultation with the Cabinet Member for Economic Development, prior to the consultation launch.		
(iv)	To approve the consultation approach, as set out in the report.		
(v)	To delegate authority to make minor amends to the consultation approach and methods, to the Executive Director for Growth,		

	following consultation with the Cabinet Member for Economic Development, prior to the consultation launch.	
(vi)	To authorise officers to commence consultation on the Draft Plan with Options.	

### REASONS FOR REPORT RECOMMENDATIONS

- To provide clear leadership regarding the City Council's vision for the future.
  - To ensure maximised engagement with residents and businesses enabling people from all communities and backgrounds to get involved in shaping the city.
  - To ensure Southampton City Council's compliance with the statutory duty set out in Planning and Compulsory Purchase Act 2004 and the requirements of Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
  - To enable the Council to continue progressing the new Local Plan.

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

To delay further demonstrable progress on the statutory local plan. This is not a credible option as it means planning decisions are made on an increasingly out-dated development plan or default to the National Planning Policy Framework (NPPF); and risk government intervention in the planmaking process.

# **DETAIL (Including consultation carried out)**

### 3. **Background**

Southampton City Vision will be our new Local Plan which will set out the future development of new homes, workspaces and facilities across the city over the next 20 years and beyond. It is therefore one of the key tools that will deliver the future vision for the city. Whilst the National Planning Policy Framework (NPPF) sets out what a Local Plan *must* deliver (including meeting government housing targets) the City Council, following consultation with residents, business and stakeholders, has a critical role in deciding *how* we deliver it and the standards we want to set for all future development.

- 4. The first formal consultation on Southampton City Vision, our new Local Plan, commenced on 10 February 2020. It was due to run for 10 weeks to 19 April 2020 but was extended to 31 May 2020 due to disruption caused by the Covid-19 pandemic. The objective of the consultation was to start understanding priorities, ideas and aspirations for the city centre and local neighbourhoods from residents, businesses, and anyone with an interest in the future of Southampton.
- 5. The consultation was framed around six key challenges/themes and over 3,000 responses were received across all channels, although the vast majority (2,670) were made via the on-line survey. Of the key themes

	'environment and climate change' was considered to be the most important,
	closely followed by 'growth and investment' and 'getting around'.
6.	Respondents were also asked to identify priorities both in their local area and for city centre. The same three came out as most important for each area. These were:
	<ul> <li>Parks, open spaces, nature, and conservation</li> </ul>
	<ul> <li>Reducing air pollution and improving air quality</li> </ul>
	Access to frequent and reliable public transport
7.	In addition to the survey a 'Call for Sites' was conducted, a process whereby members of the public and businesses can submit development sites to be considered for allocation within the plan. 25 sites were submitted as part of this process in 2020, all of which were progressed for assessment of development potential as part of our Strategic Land Availability Assessment (SLAA).
8.	A further Call for Sites was conducted in October 2021 in order to take account of new site availability following the impacts of the Covid-19 pandemic. An additional 16 sites were submitted, taking the total to 41 submissions.
	All sites have been included in the SLAA assessment process and a draft version SLAA will be published alongside the Draft Plan with Options consultation proposed for the end of October. Further detailed assessment will take place in 2023 to confirm appropriate uses, yields (once the final density approach is selected), constraints and likely delivery periods.
9.	The information gathered through this initial consultation has been used by officers, together with other evidence and advice from relevant experts, to help shape the draft Plan, giving direction and clear areas for focus. It has also aided in the identification of potential options for the allocation of land, including where growth will be best accommodated, and the planning policy approaches which will set standards and manage development throughout the city in the years to come.
10.	The 'Draft Plan with Options' intends to present an overarching vision for Southampton to 2040; draft policies which have been developed in consultation with key stakeholders, both internally and externally, including statutory agencies and with consideration of prior consultation representations; and key options for which we require feedback on prior to developing a final version or 'pre-submission Plan'. It is therefore intended for a Draft Plan with Options Consultation to be launched in Autumn 2022, the second formal stage of consultation for this plan-making process.
11.	It is important to note that this 'Draft Plan with Options' is exactly that – a draft. As such, there will still be significant time and opportunity to make

	amendments based on feedback from this consultation. This is a key point the Council will communicate.
12.	That said, the intention of presenting a draft Plan with options set out within it is to give key consultees and members of the public the chance to see how the options may work within the context of a draft policy and to therefore understand its impact, importance and/or direction of travel, as well as the interrelation between one policy/option and other policies and their options. This will enable people, groups, and businesses to provide far more informed feedback than if the options were presented in a standalone fashion. This also works towards the Strategic Planning team's aim to make the plan-making process more transparent, where possible.
13.	The representations that are received will then be collated, analysed and used by officers to assist in selecting final options and refining policy wording and supporting text for the final version Plan (pre-submission Plan) which will be consulted on in late 2023, subject to necessary approvals.
14.	Officers consider the Draft Plan with Options presents the basis for a stronger and more resilient planning framework that will allow the city to adapt to future changes and the additional needs they may bring, whether related to technological advances, climate change, demographics or any other unforeseen changes. Southampton also has huge potential as a globally important city, and we believe the draft Plan better reflects this ambition and will provide a more proactive and supportive stance to encourage future investment, growth and improvements to the city which will bring benefits to all the city's residents.
15.	Effort has also been made to align all key Council strategies to this overarching planning framework, respecting that whilst the Southampton City Vision Local Plan will be the spatial manifestation of the long-term vision for Southampton, this change will also be delivered through our Economic Development Strategy, Local Transport Plan, Cultural Strategy, Green City Charter etc.
16.	Draft Plan with Options – Content
	Overall Approach The overall aim of the Local Plan is to achieve sustainable development which meets the full range of economic, social and environmental objectives. The plan sets out a range of objectives and a spatial strategy to reflect this and guide the policies below.
17.	The plan must also be supported by a Sustainability Appraisal (SA)(including Strategic Environmental Assessment) and a Habitats Regulations Assessment (HRA). Initial scoping reports were published to support the first stage of consultation (as described in para. 3.1) and the

	next stage of report for both the SA and HRA will be made available during the proposed Draft Plan with Options consultation.
18.	Development Targets  The Government has identified a need for 26,500 new homes in Southampton (2022 – 2040), which includes a 35% uplift for the city as one of the larger cities in England. Through the Strategic Land Availability Assessment (SLAA), the draft plan has identified the capacity to deliver approximately 16,600 of these homes on appropriate sites within the city. This is based on the Council's emerging SLAA at August 2022, which is being prepared in accordance with national policy and a draft of which will be made available at consultation.
19.	The SLAA takes into account sites with planning permission, other sites likely to emerge during the plan period, and likely rates of delivery to 2040. It is based on supporting high density growth and tall buildings in appropriate locations including the city, town and district centres and transport corridors, in-order to maximise growth within the city.
20.	To clarify the position with regards to National Planning Policy Framework (NPPF) compliance, the current draft housing supply figure is short of the housing need identified using the current Government standard methodology calculation. In addition, whilst the SLAA is still subject to review and yields may change slightly, the Council will still be presenting an under supply of land for housing which will carry forward to future drafts of the plan.
21.	The Council's housing supply methodology will be assessed against NPPF paragraphs 11a, 20a, 68 and 125 which require Local Planning Authorities to identify specific, deliverable sites and broad locations for growth to satisfy local need but also, along with other NPPF paragraphs, set out some exceptions and additional criteria which need to be, and have been, considered throughout the site selection process and will continue to be considered at formal examination.
22.	Officers currently consider the methodology for increasing housing delivery via increased densities in sustainable and accessible locations (the city, town and district centres and key public transport corridors and hubs) to be the only option for significantly raising potential housing yields across the city.
23.	In addition, officers consider the proposed densities to be the maximum that can be broadly applied in respective areas whilst ensuring that residential standards can be maintained. Likewise, they are considered the maximum possible density increases that the Council can present whilst ensuring the viability of the option and it being defensible at examination, where the plan will be tested for soundness.

24.	In addition to presenting how this methodology has been established considering existing evidence, and how it has been applied across all available sites identified in the draft SLAA to generate the housing supply figure, the Council will continue to work with PfSH to address the housing shortfall of Southampton with other Local Planning Authorities in the wider South Hampshire region. The emerging South Hampshire Strategy will identify how the overall need for homes can be met.		
25.	The SLAA will also be kept under review in the light of the consultation comments received and any other sites officers are made aware of.		
26.	Whilst Local Planning Authorities must seek to address the local housing need, it is not unusual for some to present an undersupply in the final version of the Plan and local plans can still be deemed sound at examination provided the undersupply can be justified. In such cases, and in accordance with paragraph 125 of the NPPF, it is key to present evidence which justifies the methodology, identifies reasons for site selection/deselection or policies based on the various NPPF requirements/exceptions and to address viability. Together, this information will aid the Inspector in understanding the overall approach and making an assessment against national planning requirements.		
27.	Key Options The draft plan identifies key reasonable options where relevant, to enable further consideration of specific approaches. The key issues to address, and the emerging policies of the Local Plan are summarised as follows. A full list of policies is presented in the contents for the Draft Plan with Options (Appendix 1)		
28.	Type of New Homes: support for a mix of homes, including affordable homes and student accommodation, control of houses in multiple occupation, and securing minimum internal space standards.		
29.	<ul> <li>Economy</li> <li>Economic Growth: support for further office growth, safeguarding most industrial and marine sites, support for the growth of the existing Port within the city, including as a Freeport or investment zone, support for social value plans to ensure local people benefit from economic growth. Policies may need to be tailored over the plan preparation to take account of the rapidly changing economic landscape in light of recent political decisions/changes.</li> </ul>		
30.	Infrastructure		
	Centres: support for a strong network of city, town, district and local centres with a vibrant mix of shopping, leisure, cultural,		

- office, residential and community uses. Additional policies manage shopping expansion in the city centre, food and drink uses and the night-time economy.
- Education, Health and Community Facilities: safeguarding existing schools, further / higher education and health facilities, support for new facilities, control of change and losses.
- Infrastructure Delivery: securing developer contributions for the necessary infrastructure relating to all policy themes.

#### 31. Environment

- Green city: protecting and enhancing biodiversity, the city's 'green grid', open spaces / sports facilities, and support for decentralised / renewable energy.
- Heritage: conserving and enhancing heritage assets including scheduled ancient monuments, conservation areas, listed buildings (national and local), registered parks and archaeology.
- Adapting to climate change: securing flood alleviation and sustainable drainage measures, improving air and water quality, managing noise, lighting, contamination, and land stability.

# 32. Transport and Movement

 Transport: promoting a shift to sustainable travel (walking, cycling and public transport) and managing car / goods vehicles, in-order to help reduce climate change and pollution.

# 33. Development Principles

- Placemaking: securing high quality design of development, streets and spaces, the public waterfront, and tall buildings (in appropriate locations).
- Accessible and inclusive design: ensuring buildings, streets and spaces are appropriate for all people, including people with reduced mobility or sensory awareness.
- Reducing climate change and pollution: strengthening policies to achieve energy and water efficient buildings and cooling, managing construction waste, and supporting appropriate provision of car parking / electric vehicle charging points.

## 34. Sites

- Strategic Sites: these include policies to guide the phased development over the short, medium and longer term of overall areas (the Mayflower Quarter in the west of the city centre, and the Itchen Riverside); and policies to guide the development or change of specific sites:
- The Marlands, Bargate, former Debenhams / East Street shopping centre, Albion Place / Castle Way, College Street, Ocean Village, St Marys Street / old Northam Road, Chapel Riverside, Britannia Road gas works site, Drivers Wharf and Centenary Quay.

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	<ul> <li>Smaller development sites (e.g., for 10+ dwellings) are identified in the Strategic Land Availability Assessment.</li> </ul>
35.	Statutory and Policy Tests
	In-order to meet statutory and policy tests, the Council is working with PfSH on the emerging Strategy for the wider area, and the plan is supported by an emerging evidence base including a Sustainability Appraisal, Habitat Regulations Assessment and Strategic Land Availability Assessment.
36.	This evidence will be refined, and further evidence collected, which along with the responses to the public consultation on the Draft Plan with Options will informed the pre-submission version of the plan.
37.	Consultation
	Key Objectives and Messaging
	This second formal consultation stage for the Southampton City Vision Local Plan and has the following objectives:
	<ul> <li>To raise awareness of the plan and improve levels of engagement with residents and businesses, through the use of local insights and community networks to ensure we understand our stakeholders and how best to engage them in the process.</li> <li>Meet the statutory requirements under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.</li> <li>Maintain or improve on the level of engagement/consultation responses received through a formal consultation process.</li> <li>To ensure we measure quality, not just quantity of responses.</li> <li>To utilise community networks and local champions to spread the word – trusted voices in local communities.</li> <li>To maximise the benefits of the consultation software and 3D modelling to make the consultation more engaging and accessible.</li> <li>To gather quality information that can be used alongside other evidence to take the right options forward in the Plan.</li> <li>To act as a platform for local people to shape their surroundings in accordance with NPPF (2021) paragraph 15.</li> </ul>
38.	<ul> <li>The following key messages will also be communicated:</li> <li>Role of the plan – what it does in shaping the city for the future.</li> <li>Your city – you know your local area and are best place to influence its future.</li> <li>Long term – real things on the ground for decades to comes – let's</li> </ul>
	<ul> <li>get it right.</li> <li>Making Southampton a better place to live and work.</li> <li>Businesses – the right spaces and connectivity to thrive and grow.</li> </ul>

39.	As a key place-shaping tool there are several stages where statutory consultation is required. All residents, business and stakeholders must be given the opportunity to comment on and shape the development of the plan.
40.	The Draft Plan with Options consultation is due to take place from October to December 2022. Whilst the majority of responses were made on-line last time, the pandemic has resulted in a huge shift change to digital, but we feel there is a need to be much more targeted in our approach to connecting with people.
41.	The general principle to our approach is: 'to allow you to have your say, your way, in your time, at your place and to share with friends, family and colleagues through your community networks'. This will be achieved in several ways:
42.	Digitally:  The Council's new digital platform (a property technology (PropTech) software procured with the 'PropTech Engagement Fund' grant from the Department for Levelling Up, Homes and Communities (DLUHC)) will be the main route for people to respond. The consultation will be divided into 8 themes, that will mirror the Local Plan. Within each of these are a number of specific policies, some with options, that we want to get peoples' opinions on. People will also have the option to comment on any policy (irrespective of whether there are options for it). The detailed communications plan sets out how the consultation will be promoted across a wide range of digital channels and how we will target different communities. This will direct people to the online platform and highlight any local community events that we will be attending.
43.	Face to face:  SCC led community events that took place as part of the 2020 consultation were not well attended and therefore a poor use of resource. We are now gathering information about what events/meetings are taking place within communities and offering to attend, rather than expecting people to come to us. This is being established via communication with elected members, tenants conference, neighbourhood /residents' groups, the Southampton Voluntary Service and colleagues (engagement leads network and economic development team - businesses).
44.	Separate resources are being developed in consultation with our Child-Friendly colleagues, who will support us contacting school and other youth centres and meeting with a range of groups from across the city and gathering their views.

#### 45. Local advocates and the role of ward members

It is critical that we know trusted people in local communities who can help us spread the word. This will be particularly important with hard-to-reach groups and those where English is not their first language. Our local ward members have an important role to play, both as local advocates themselves and in helping us to identify local community champions, social media groups, meetings and events that we can cascade information through. A 'members pack' will be prepared by mid-September which will provide an overview of the consultation objectives, social media resources and other ways to get involved. We will off a briefing session to all members prior to consultation launch.

#### **RESOURCE IMPLICATIONS**

### Revenue

- 46. Revenue resources are required to produce the Southampton Local Plan as it will involve commissioning specialist technical experts to produce a sound evidence base and the costs associated with holding a local plan examination. This cost will be met from existing revenue budgets. There is no base budget for the Local Plan but a budget carry forward of £0.34M was approved by Council in July 2022, subject to the delegations detailed in the Budget Outturn report
- 47. For this particular stage of consultation, the costs primarily relate to document design, printing and communications. These costs are estimated at £10,000 and will be met via the £0.12M PropTech Government Grant which the authority has been awarded and is linked to delivery of this particular Local Plan consultation phase.

## **Property/Other**

48. Not applicable.

### **LEGAL IMPLICATIONS**

### Statutory power to undertake proposals in the report:

- 49. As the Local Planning Authority, Southampton City Council has a statutory duty under regulation 10A of the Town and County Planning (Local Planning) (England) Regulations 2012 ("the 2012 Regulations") to complete a review of its local plan every five years, starting from adoption of the local plan.
- 50. Under section 19 of the Planning and Compulsory Purchase Act 2004 ("the 2004 Act") the local plan must be prepared in accordance with the council's Local Development Scheme and Statement of Community Involvement.
- 51. Under section 19 of the 2004 Act, a local plan must:

- (i) include policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change.
- (ii) identify and include policies addressing the strategic priorities for the development and use of land in the authority's area.
- 52. In preparing the local plan, the council must have regard to, inter alia, the National Planning Policy Framework and the National Planning Policy Guidance.
- 53. Consultation on the draft Local Plan must be carried out in accordance with the 2012 Regulations and meet the Council's Statement of Community Involvement.

# Other Legal Implications:

- 54. Local Plans are required to be both designed and consulted upon having regard to the Public Sector Equality Duty set out in s.149 Equalities Act 2010 (the duty to exercise all Council functions with regard to the need to eliminate discrimination, harassment and victimisation for those with protected characteristics.) The Council's planning functions and the implementation of those in accordance with the Local Plan are key functions impacting on how people access and use property within the local authority area and must therefore be compiled having regard to this duty.
- 55. The council must carry out a Sustainability Appraisal (including Strategic Environmental Assessment) and a Habitats Regulations Assessment in the preparation of the local plan.
- 56. S.17 Crime & Disorder Act 1998 requires all local plans to be designed to be designed in such a way they contribute to the reduction of crime & disorder through the implementation of environmental design and planning processes.

#### **RISK MANAGEMENT IMPLICATIONS**

# 57. Compliance with Local Development Scheme

The risk of not undertaking this next stage of the Local Plan development at this time is that the Council will remain in a position in which its planning policies are considered 'out-of-date' and the determination of planning applications will not be genuinely plan-led but instead made in line with the presumption in favour of sustainable development with reference to the National Planning Policy Framework (NPPF).

58. Likewise, not having an up-to-date Local Plan or complying with the national requirement to have up to date Local Plans in place by December 2023 could lead to the Council being 'designated' by the Department of Levelling Up, Housing and Communities (DLUHC).

59. Compliance with Statement of Community Involvement

If the Council is not able demonstrate that it has used the principles set out in 'Involving you in Planning' in formulating planning policies, it could be open to challenge by way of judicial review or could result in the Local Plan not being found 'sound' by a Planning Inspector at the examination stage of the planmaking process.

#### POLICY FRAMEWORK IMPLICATIONS

- 60. The emerging Local Plan is a policy framework document once it achieves final approval (which will be determined by full Council in due course).
- 61. As the Local Planning Authority, Southampton City Council is required to clearly define strategic priorities and policies to address these within the Development Plan, including the Local Plan, under the Planning and Compulsory Purchase Act 2004. The Council is also required to include non-strategic priorities and policies in the local plan, as is set out in Paragraphs 17 to 19 of the National Planning Policy Framework (NPPF).
- 62. The Draft Plan with Options consultation will be conducted in accordance with the requirements set out in the Town and County Planning (Local Planning) (England) Regulations 2012.

KEY DE	CISION?	Yes		
WARDS/COMMUNITIES AFFECTED:		FECTED:	All (citywide)	
	SUPPORTING DOCUMENTATION			
Append	Appendices			
	None.			

#### **Documents In Members' Rooms**

1.	Draft Plan with Options		
2.	Communications Plan – Draft Plan with Options		
3.	Stakeholder Mapping – Draft Plan with Options		
4.	Booklet of Policies Map Changes – working document		
5.	5. ESIA – Draft Plan with Options		
Equality	y Impact Assessment		
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.			
Data Protection Impact Assessment			
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.			

Other Background Documents Other Background documents available for inspection at: Not Applicable.				
Title of Background Paper(s)		Informa Schedu	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)	
1.	Not Applicable.			