

Planning, Transport & Sustainability Division
Planning and Rights of Way Panel 28 May 3013
Planning Application Report of the Planning and Development Manager

Application address: Itchen College, Middle Road			
Proposed development: Erection of a 2-storey building to provide Public Services and Essential Care teaching accommodation with associated alterations (to replace existing temporary accommodation)			
Application number	13/00351/FUL	Application type	FUL
Case officer	Jenna Turner	Public speaking time	15 minutes
Last date for determination:	04.06.13	Ward	Sholing
Reason for Panel Referral:	Major planning application subject to objection	Ward Councillors	Cllr Blatchford Cllr Jeffery Cllr Kolker

Applicant: Mr J Roberts	Agent: HNW Architects
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Recommendation Summary	Conditionally approve
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Reason for granting Permission

The development is acceptable taking into account the policies and proposals of the Development Plan and other guidance as set out below. Other material considerations such as those listed in the report to the Planning and Rights of Way Panel on the 28.05.13 do not have sufficient weight to justify a refusal of the application. The development would replace existing temporary accommodation and would not, therefore, increase traffic generation to and from the site. The proposal is judged to be acceptable in terms of character and amenity. Where appropriate planning conditions have been imposed to mitigate any harm identified. In reaching this decision the Local Planning Authority offered a pre-application planning service and has sought to work with the applicant in a positive and proactive manner as required by paragraphs 186-187 of the National Planning Policy Framework (2012). In accordance with Section 38 (6) of the Planning & Compulsory Purchase Act 2004, Planning Permission should therefore be granted taking account of the following planning policies:

“Saved” Policies – SDP1, SDP5, SDP7, SDP9 and SDP13 of the City of Southampton Local Plan Review - Adopted March 2006 as supported by the adopted LDF Core Strategy (2010) policies CS11, CS13, CS19 and CS20 and the Council’s current adopted Supplementary Planning Guidance. The guidance within the National Planning Policy Framework (2012) is also relevant to the determination of this planning application.

Appendix attached			
1	Development Plan Policies		

Recommendation in Full

Conditionally approve

1. The site and its context

- 1.1 Itchen College is a major provider of education for post 16 year olds in the city. The existing buildings are located to the northern portion of the site and as the college has grown and expanded over the years, there is a range of architectural styles and quality of buildings on site.
- 1.2 Currently the site contains temporary classroom accommodation and car parking which is accessed from Deacon Road. It is located within an otherwise residential area and is bounded to the north and east by the rear gardens of properties on Deacon Road and Spring Road. There is mature tree and hedge screening along these boundaries of the site. To the south of the site is a recently constructed single-storey nursery building.

2. Proposal

- 2.1 The application seeks full planning permission to construct a two-storey building which would provide community teaching facilities and accommodation. This would replace the existing provision on site which operates from temporary modular buildings. The existing modular buildings would remain in operation until the proposed building could be occupied to ensure the continuation of the function throughout construction. The proposal would result in a net gain of 623 sq.m in floorspace but there would be no additional pupils or staff on site as a result of the proposal.
- 2.2 The proposed building would have a flat-roof appearance and its elevations mainly finished using a facing brick with elements of coloured spandrel cladding.
- 2.3 To the north of the building 33 car parking spaces would be provided and a further three spaces would be provided within the existing car parking area adjacent to the eastern boundary of the site meaning no net loss of the 125 on-site car parking provision would occur.
- 2.4 The building would have a primarily eastern aspect, taking its access from the east. First floor western facing accommodation would be served by a combination of roof-lights and oriel bay windows.
- 2.5 The building has been designed to meet BREEAM Excellent and would incorporate an Air Source Heat Pump and photovoltaic panels to the roof.

3. Relevant Planning Policy

- 3.1 The Development Plan for Southampton currently comprises the “saved” policies of the City of Southampton Local Plan Review (March 2006) and the City of Southampton Core Strategy (January 2010). The most relevant policies to these proposals are set out at **Appendix 1**.
- 3.2 Major developments are expected to meet high sustainable construction standards in accordance with adopted Core Strategy Policy CS20 and Local Plan “saved” Policy SDP13.

The National Planning Policy Framework (NPPF) came into force on 27th March 2012 and replaces the previous set of national planning policy guidance notes

3.3 and statements. The Council has reviewed the Core Strategy to ensure that it is in compliance with the NPPF and are satisfied that the vast majority of policies accord with the aims of the NPPF and therefore retain their full material weight for decision making purposes, unless otherwise indicated.

4. Relevant Planning History

4.1 The site has been in long-term educational use and as undergone various alterations and additions over the years as the the facility has grown. More recently, planning permission was granted for a conservatory extension to the south elevation of the building (application reference 12/01667/FUL). The nursery building which lies immediately south of the application site was approved in 2011 (application reference 11/01119/FUL). Last year a planning application on the same site was withdrawn to enable the scheme to be amended to improve the relationship with the neighbouring residential properties (application reference 12/00553/FUL).

5. Consultation Responses and Notification Representations

5.1 Following the receipt of the planning application a publicity exercise in line with department procedures was also undertaken which included notifying adjoining and nearby landowners, placing a press advertisement (29.03.13) and erecting a site notice (28.03.13). At the time of writing the report **3** representations have been received from surrounding residents. The following is a summary of the points raised.

5.2 ***The proposal does not incorporate sufficient on-site car parking and will result in a loss of car parking spaces. This will exacerbate existing on-street parking issues in the nearby residential streets.***

Response

The proposal will consolidate and replace existing facilities already on the site which operates from temporary accommodation. As such, there would not be an increase in traffic generation to and from the site as a result of the proposal. The provision of no further car parking spaces is therefore acceptable. The proposal would re-provide the car parking spaces proposed to be built on elsewhere on the site meaning no net loss of car parking provision would occur.

5.4 ***First floor west facing windows should be permanently obscurely glazed.***

Response

Agree. A condition is suggested to ensure the rear facing first floor windows are installed in accordance with the plans and and thereafter maintained to ensure they are no replaced by clearly glazed windows in the future.

5.6 ***Any plant or equipment installed should not result in unreasonable noise disturbance to neighbouring residents.***

Response

Agree. A condition is suggested to ensure that full details of plant and equipment are submitted to ensure that no harmful noise disturbance occurs from the development.

5.8 **SCC Highways** - No objection. The proposal would not involve an increase in

staff or students and therefore would not result in an increase in trip to and from the facility.

- 5.9 **SCC Sustainability Team** – No objection. A condition is suggested to secure the required sustainability measures.
- 5.10 **SCC Historic Environment Team** – No objection or conditions suggested
- 5.11 **SCC Environmental Health (Pollution & Safety)** - No objection suggests conditions to minimise disturbance to neighbours during the construction process.
- 5.12 **SCC Trees** – No objection. Suggests a condition to ensure that the development is carried out in accordance with the submitted Arboricultural Method Statement.
- 5.13 **SCC Environmental Health (Contaminated Land)** - No objection. Since the proposed use would be sensitive to land contamination conditions are suggested to investigate land contamination and to secure any necessary remediation.
- 5.14 **SCC Ecology** – No objection. Suggests a condition to secure a lighting scheme to ensure disturbance to ecology in the adjacent hedgerow is minimised.
- 5.15 **Environment Agency** – No objection or conditions suggested
- 5.16 **Southern Water** – No objection subject to conditions.

6. Planning Consideration Key Issues

- 6.1 The key issues for consideration in the determination of this planning application are:
 - i. The principle of development;
 - ii. The design of the proposal together with the impact on the character of the area;
 - iii. The impact on residential amenity and;
 - iv. Parking and highways.

6.2 Principle of Development

- 6.2.1 Policy CS11 of the Core Strategy supports the development of high-quality educational facilities. The proposal would replace and consolidate existing temporary facilities currently operating from the site but the removal of the existing facilities will only occur once the proposed building is ready for occupation. This would ensure that the full suite of educational facilities that operate from the site can continue during the construction period. The building would be constructed on an existing area of hardstanding which does not provide any sport facility. The principle of development is therefore considered to be acceptable.

6.3 Design and and impact on the character of the area

- 6.3.1 The proposed building would not be readily visible from public vantage points and as such would not have a significant impact on the character of the area. That said, the replacement of the existing modular classroom buildings would represent a clear improvement to the visual quality of the site. The scale and design of the building would reflect the educational nature of the site and would

appear sympathetic to the mixed character of the existing college buildings on site.

6.4 Impact on residential amenity

6.4.1 The main consideration in this respect is the relationship of the building with the neighbouring residential properties to the west of the site, located on Spring Road. Currently this boundary benefits from mature vegetation screening which is in the control of the residents of Spring Road and would not, therefore, be removed as part of this planning application. The proposed building itself would be positioned off of the boundary with the neighbouring properties by over four metres and its flat roof design would assist in minimising any impact on the neighbouring properties. The neighbouring residential properties themselves are set back approximately 30 metres from the boundary with Itchen College meaning the development would not impact on outlook from the dwellings themselves. The first floor, west-facing accommodation proposed would be served by roof lights and screened fenestration, avoiding outlook directly onto the boundary with the neighbouring properties. Shadow diagrams have been submitted with the application which demonstrate that the development would not result in harmful overshadowing of the neighbouring properties and gardens. As such, it is considered that the proposed building would have an acceptable relationship with the neighbouring residential properties.

6.5 Parking and Highways

6.5.1 As the development would replace existing facilities there would not be an increase in pedestrian or vehicle movements to and from the site as a result of the proposal. The provision of no additional on-site car parking is therefore acceptable. The proposed would re-provide the existing car parking spaces to the north of the new building as well within an existing parking area adjacent to the eastern boundary of the site meaning there would be no net loss of on-site car parking. There would be a slight reduction in trips using the access from Deacon Road which would be beneficial in highway terms. As such, the Highways Team have raised no objection to the proposal and it is considered acceptable in highways terms.

7. Summary

7.1 The improvement of the existing valued educational facilities that operate from this site is welcomed. The proposal would not generate additional travel demands. The new building has been designed to minimise the impact on neighbouring properties and make a positive contribution to the visual quality of the site.

8. Conclusion

8.1 Subject to the imposition of the suggested planning conditions, the development is considered to be acceptable.

Local Government (Access to Information) Act 1985 Documents used in the preparation of this report Background Papers

[1. (a) (b) (c) (d) 2. (b) (d) 6. (c) (i) 7. (a) 8. (a)]

PLANNING CONDITIONS

01. APPROVAL CONDITION - Full Permission Timing Condition - physical works

The development works hereby permitted shall begin not later than three years from the date on which this planning permission was granted.

Reason:

To comply with Section 91 of the Town and Country Planning Act 1990 (as amended).

02. APPROVAL CONDITION - Demolition Phasing [performance condition]

The existing temporary classroom facilities from which the teaching accommodation currently operations shall be removed from the site when the development hereby approved first comes into occupation.

Reason:

In the interest of visual amenity and to ensure that travel demands do not increase as a result of the development.

03. APPROVAL CONDITION - Details & samples of building materials to be used [Pre-Commencement Condition]

No development works shall be carried out unless and until a detailed schedule of materials and finishes including samples (if required by the LPA) to be used for external walls, windows, doors and the roof of the proposed buildings has been submitted to and approved in writing by the Local Planning Authority. Details shall include all new glazing, panel tints, stained weatherboarding, drainage goods, and the ground surface treatments formed. Development shall be implemented only in accordance with the agreed details.

Reason:

To enable the Local Planning Authority to control the development in detail in the interests of amenity by endeavouring to achieve a building of visual quality

04. APPROVAL CONDITION – Lighting [Pre-Commencement Condition]

Prior to the commencement of development, a scheme for the external lighting of the building shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall demonstrate how light spillage onto the western boundary of the site shall be minimised. The lighting shall be installed in accordance with the agreed details before the development first comes into use and retained as approved.

Reason:

In the interest of ecology within the adjoining hedgerow and to protect the amenities of the occupiers of existing nearby residential properties

05. APPROVAL CONDITION – Noise – plant and machinery [Pre-Commencement Condition]

The use hereby approved shall not commence until an acoustic report and written scheme to minimise noise from plant and machinery associated with the proposed development, including details of location, orientation and acoustic enclosure, has been submitted to and approved in writing by the Local Planning Authority. The Development shall be implemented in accordance with the agreed details.

Reason

To protect the amenities of the occupiers of existing nearby properties

06. APPROVAL CONDITION - BREEAM Standards (commercial development) [Pre-Occupation Condition]

Written documentary evidence demonstrating that the development has achieved at minimum a rating of Excellent against the BREEAM standard shall be submitted to the Local Planning Authority and verified in writing prior to the first occupation of the development hereby granted, unless an otherwise agreed timeframe is agreed in writing by the LPA. The evidence shall take the form of a post construction certificate as issued by a qualified BREEAM certification body.

Reason:

To ensure the development minimises its overall demand for resources and to demonstrate compliance with policy CS20 of the Local Development Framework Core Strategy Development Plan Document Adopted Version (January 2010).

07. APPROVAL CONDITION - Arboricultural Method Statement [Pre-Commencement Condition]

The site specific Arboricultural Method Statement carried out by MJC Tree Services Limited, dated 9th July 2011 is followed throughout the construction of this development. Including the specification for tree protection fencing.

Reason

To ensure that provision for trees to be retained and adequately protected throughout the construction period has been made.

08. APPROVAL CONDITION - Fenestration Screening [performance condition]

The timber screening to the first floor windows on the west elevation of the building hereby approved shall be installed before the development first comes into occupation and thereafter retained as approved.

Reason:

In the interest of the privacy of the occupiers of the nearby residential properties.

09. APPROVAL CONDITION - Land Contamination investigation and remediation [Pre-Commencement & Occupation Condition]

Prior to the commencement of development approved by this planning permission (or such other date or stage in development as may be agreed in writing with the Local Planning Authority), a scheme to deal with the risks associated with contamination of the site shall be submitted to and approved by the Local Planning Authority. That scheme shall include all of the following phases, unless identified as unnecessary by the preceding phase and approved in writing by the Local Planning Authority:

1. A desk top study including;
 - historical and current sources of land contamination
 - results of a walk-over survey identifying any evidence of land contamination
 - identification of the potential contaminants associated with the above
 - an initial conceptual site model of the site indicating sources, pathways and receptors
 - a qualitative assessment of the likely risks
 - any requirements for exploratory investigations.

2. A report of the findings of an exploratory site investigation, characterising the site and allowing for potential risks (as identified in phase 1) to be assessed.
3. A scheme of remediation detailing the remedial actions to be taken and how they will be implemented.

On completion of the works set out in (3) a verification report shall be submitted to the Local Planning Authority confirming the remediation actions that have been undertaken in accordance with the approved scene of remediation and setting out any measures for maintenance, further monitoring, reporting and arrangements for contingency action. The verification report shall be approved by the Local Planning Authority prior to the occupation or operational use of any stage of the development.

Any changes to these agreed elements require the express consent of the local planning authority.

Reason:

To ensure land contamination risks associated with the site are appropriately investigated and assessed with respect to human health and the wider environment and where required remediation of the site is to an appropriate standard.

10. APPROVAL CONDITION - Reuse of uncontaminated soils [Performance Condition]

No soils, sub-soil or other spoil material generated from the construction must be re-used on the near-surface soils unless it can be validated as being fit for use (i.e. evidently undisturbed, natural soils or, if otherwise, tested to ensure it is free of contamination).

Reason:

The property is in an area where there land has been unfilled or reclaimed. It would be prudent to ensure any potential fill material excavated during construction is not reused in sensitive areas unless it is evident that it is unlikely to present a land contamination risk

11. APPROVAL CONDITION - Use of uncontaminated soils and fill [Pre-Commencement Condition]

Clean, uncontaminated soil, subsoil, rock, aggregate, brick rubble, crushed concrete and ceramic shall only be permitted for infilling and landscaping on the site. Any such materials imported on to the site must be accompanied by documentation to validate their quality and be submitted to the Local Planning Authority for approval prior to the occupancy of the site.

Reason:

To ensure imported materials are suitable and do not introduce any land contamination risks onto the development

12. APPROVAL CONDITION - Car parking [Performance condition]

Before the use hereby approved first comes into occupation, the 33 car parking spaces shall be provided in accordance with the plans hereby approved and thereafter retained as approved. No more than 128 spaces shall be made available following the completion of these works (including 3 disabled spaces).

Reason:

To ensure a satisfactory form of development.

13. APPROVAL CONDITION - Surface and Foul Water Disposal [Pre-commencement condition]

Prior to the commencement of the development hereby approved full details of means of surface water and foul water disposal shall be submitted to and approved in writing by the

Local Planning Authority. The development shall proceed in accordance with the agreed details.

Reason:

To ensure that the development does not increase the risk of flooding in the vicinity of the site.

14. APPROVAL CONDITION – Hours of work for Demolition / Clearance / Construction [Performance Condition]

All works relating to the demolition, clearance and construction of the development hereby granted shall only take place between the hours of;

Monday to Friday 08:00 hours to 18:00 hours (8.00am to 6.00pm)

Saturdays 09:00 hours to 13:00 hours (9.00am to 1.00pm)

And at no time on Sundays and recognised public holidays.

Any works outside the permitted hours shall be confined to the internal preparations of the buildings without audible noise from outside the building, unless otherwise agreed in writing by the LPA.

Reason:

To protect the amenities of the occupiers of existing nearby residential properties

15. APPROVAL CONDITION - Construction Environment Management Plan (Pre-Commencement Condition)

Prior to the commencement of any development a written construction environment management plan shall be submitted to and approved by the LPA. The plan shall contain method statements and site specific plans to prevent or minimise impacts from noise, vibration, dust and odour for all operations, as well as proposals to monitor these measures at the site boundary to ensure emissions are minimised beyond the site boundary. All specified measures shall be available and implemented during any processes for which those measures are required.

Reason:

To protect the amenities of the occupiers of existing nearby properties.

16. APPROVAL CONDITION - Approved Plans

The development hereby permitted shall be carried out in accordance with the approved plans listed in the schedule attached below, unless otherwise agreed in writing with the Local Planning Authority.

Reason:

For the avoidance of doubt and in the interests of proper planning.

Notes to Applicant:

1. A formal application for connection to the public sewerage system is required in order to service this development. The applicant is advised to contact Atkins Ltd, Anglo St James House, 39A Southgate Street, Winchester SO23 9EH (tel 01962 858688 or email www.southernwater.co.uk).

2. The detailed design for the proposal should take into account the possibility of surcharging within the public sewerage system in order to protect the development from potential flooding.

POLICY CONTEXT

Core Strategy - (January 2010)

CS11	An Educated City
CS13	Fundamentals of Design
CS18	Transport: Reduce-Manage-Invest
CS19	Car & Cycle Parking
CS20	Tackling and Adapting to Climate Change
CS21	Protecting and Enhancing Open Space

City of Southampton Local Plan Review – (March 2006)

SDP1	Quality of Development
SDP4	Development Access
SDP5	Parking
SDP6	Urban Design Principles
SDP7	Urban Design Context
SDP8	Urban Form and Public Space
SDP9	Scale, Massing & Appearance
SDP11	Accessibility & Movement
SDP12	Landscape & Biodiversity
SDP13	Resource Conservation
SDP14	Renewable Energy
SDP16	Noise
SDP17	Lighting

Supplementary Planning Guidance

Residential Design Guide (Approved - September 2006)

Parking Standards SPD (September 2011)

Other Relevant Guidance

The National Planning Policy Framework 2012



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Scale : 1:2500

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