

**Planning, Transport & Sustainability Division
 Planning and Rights of Way Panel – 24 June 2014
 Planning Application Report of the Planning and Development Manager**

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| Application address: National Oceanography Centre, European Way | | | |
| Proposed development: Erection of a first floor extension to the front, a single storey rear extension and external alterations including new entrances (Departure to Local Plan) | | | |
| Application number | 14/00399/FUL | Application type | FUL |
| Case officer | Anna Lee | Public speaking time | 5 minutes |
| Last date for determination: | 12.05.2014 | Ward | Bargate |
| Reason for Panel Referral: | Departure from the Development Plan | Ward Councillors | Cllr S Bogle Cllr J Noon Cllr M Tucker |

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| Applicant: Mr David Kearney National Oceanography Centre | Agent: Parsons Brinckerhoff |
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| Recommendation Summary | Conditionally approve |
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| Community Infrastructure Levy Liable | Not applicable |
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Reason for granting Permission

The development is a departure from the Development Plan in that it fails to achieve BREEAM Excellent. However, given the specific circumstances relating to this building both in terms of its function and as a relatively small extension to a large building pre-dating BREEAM requirements it is accepted that the achievement of BREEAM Excellent is not achievable in this instance. Given all other factors are acceptable and given the need for the extension to provide and improve educational provision on the site, then on balance, the scheme is considered to be acceptable taking into account all other policies and proposals of the Development Plan as set out below. Other material considerations have been considered and are not judged to have sufficient weight to justify a refusal of the application, and where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and thus planning permission should therefore be granted. 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).

Policies - SDP1, SDP4, SDP5, SDP6, SDP7, SDP9, SDP10, SDP13, SDP14 and L7 of the City of Southampton Local Plan Review (March 2006) and CS11, CS18, CS 19, CS 20, CS 23, CS 25 (of the Local Development Framework Core Strategy Development Plan Document (January 2010).

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| Appendix attached | | | |
| 1 | Development Plan Policies | 2 | Planning History |

Recommendation in Full

Conditionally approve

1.0 The site and its context

- 1.1 The site is the Oceanography Centre which is a research centre. The National Oceanography Centre (NOC) Southampton is the collaborative partnership between University of Southampton and Natural Environment Research Council (NERC) and is its principal research centre for the marine scientists and engineers at the Southampton waterfront campus.
- 1.2 It is located close to the Solent on European Way; to the north of the site is a car park and Sapphire Court, a seven storey apartment block and to the east of the site is additional residential housing on Ocean Way.
- 1.3 The site lies within an area designated under 'saved' policy L7 of the adopted Local Plan, which relates to University of Southampton development and seeks to promote development that provides academic and teaching facilities and research facilities.

2.0 Proposal

- 2.1 The proposal forms two distinct parts. A first floor front extension to the NOC building seeks to provide additional floor space and provides clear entrances to the building. The new floor will provide an internet café/exhibition area (open plan central space) and offices, three meeting rooms and lab with staff/student facilities (715sqm in total).
- 2.2 The second element is a rear single storey extension proposed to square off the building to the rear and provide a workshop/storage area using the same materials as the existing warehousing building. The workshop extension will be 277sqm and will replicate the existing workshop building in terms of design and materials, aesthetic and profile. A total of 992sqm of additional teaching and ancillary floor space is proposed.
- 2.3 The site is going to be used by the Marine Autonomous and Robotic Systems Group (MARS), which is a group set up to provide autonomous and robotic systems on behalf of NERC.

3.0 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 Developments of this nature are expected to meet high sustainable construction standards in accordance with Core Strategy Policy CS20 and Local Plan “saved” Policy SDP13. Currently all schemes proposing more than 500sqm of new commercial floorspace are expected to achieve BREEAM ‘Excellent’. This is not possible in this case.

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

4.0 Relevant Planning History

4.1 In 1991 permission was granted for erection of a new oceanographic research centre comprising research and teaching laboratories offices workshops stores ship operating and servicing facilities and car parking application no 901691/E.

4.2 In 2010 (10/01715/FUL) permission was given for the erection of a two storey building to provide a sediment core sample storage facility and associated uses (approved 03.02.2011).

4.3 All other applications relate to alterations to windows and doors and the insertion of air condition units. A full planning history can be found in **Appendix 2** of this report.

5.0 Consultation Responses and Notification Representations

5.1 Following the receipt of the planning application a publicity exercise in line with department procedures was undertaken which included notifying adjoining and nearby landowners, placing a press advertisement 6th June 2014 and erecting a site notice 25th March 2014. At the time of writing the report **0** representations have been received from surrounding residents. The following is a summary of the points raised:

5.2 Consultation Responses

5.3 **SCC Sustainability** – No objection to the departure subject to conditions requiring the development secure a BREEAM score of 59 (Very Good) following discussions with the applicant and the submission of an amended pre-assessment. In order to achieve 'excellent' an overall score of 70 is required as well as achieving mandatory credits. This is not possible in these circumstances.

5.4 **SCC Highways** - No comments as there is no impact on the highway

5.5 **Environment Agency** - No objection

6.0 Planning Consideration Key Issues

6.1 The key issues for consideration in the determination of this planning application are:

- Principle of development
- Design and Scale
- Highway Issues; and
- Sustainability

6.2 Principle of Development

6.2.1 As the scheme seeks to expand the building for educational purposes and as the site is secured within the local plan for this type of use the principle is acceptable. The proposal is a departure (and has been advertised as such) from Policy CS20 of the Core Strategy as the scheme cannot not meet the BREEAM standard of 'excellent'. This is discussed further in the 'sustainability' section.

6.3 Design and Scale

6.3.1 The front first floor extension provides an infill frontage to the building. The current grey clad building is very industrial in design and detracts from the brickwork found on other parts of the building. The proposal seeks to create a modern looking extension which will enhance the building. The metal/silver effect cladding materials proposed will provide an attractive appearance and area appropriate for the building.

6.3.2 The first floor extension protrudes further than the ground floor element and is supported by columns clad in circular metal casing. The main central area has a glazed wall once again in a silver finish to the fenestration. Mid grey panelling is proposed at ground floor and in addition, the existing brickwork will remain. The first floor is to be clad in a silver rainscreen cladding panel system and will provide a clean modern finish.

6.3.3 In terms of the warehouse element, the proposal only seeks to extend an existing warehouse so the height, design and materials will match the existing. This is not visible from the road streetscene but will be visible from the water. However, there are a number of structures and some equipment that would hide the view. Regardless of this the extension mimics the existing and does not detract from the development site as a whole. The proposed works satisfy the design requirement of the Local Development Core Strategy Policy CS13.

6.4 Sustainability

6.4.1 The proposals do not meet BREEAM requirements and therefore represent a departure from the Local Plan requiring Panel approval. In this instance the form of the development (an extension to an out dated building) will not achieve BREEAM excellent. The revised BREEAM pre-assessment and evidence schedule regarding the development has achieved (according to the Council's Sustainability Officer) the maximum level of sustainability that could reasonably be put in place.

- 6.4.2 High BREEAM standards are difficult for small schemes and extensions to existing buildings. This scheme has both of these. It is important to note that the extension is connecting up to existing mechanical and ventilation systems which have been installed across the NOC site. These aren't as efficient as a system which is installed today. The applicant has committed to a sizeable amount of solar panelling as part of the scheme which although are not shown on the plans, will be required as part of the suggested sustainability conditions.
- 6.4.3 With respect to the reduction of emissions, the assessment indicates a reduction in the operational emissions from the development of over 20% compared to what would be required under Building Regulations. This shows a commitment to the sustainability particularly was assessed against the size of the scheme and the fact that this is an extension to an existing building (with pre-installed mechanical and engineering systems).
- 6.4.4 Furthermore, the Council's Sustainability Officer advises that *'a great deal of detailed work into ensuring that the maximum level of sustainability is achieved whilst successfully integrating the development into the existing facility has been achieved'*. The level achieved is mid-way between the 'Very Good' and 'Excellent' thresholds.
- 6.4.5 The Sustainability Officer recommends that the standard conditions are modified to require a specific score to be achieved. In this case, a score of 59 is requested, given that as a great deal of detailed work has gone into the pre-assessment (whilst there will also be a need for a design stage assessment) the likelihood of slippage is significantly reduced and that level is therefore achievable. Notwithstanding, there are also a number of areas where further credits may be possible as the project moves forward.
- 6.4.6 In summary, the Council's Sustainability Officer states that *'overall, the development will achieve the highest level of sustainability that could reasonably be expected. Considering the size of the scheme it will be a highly energy efficient building and the deviation from Policy CS20 is supported'*

6.5 Highway Issues

- 6.5.1 The Council Highway Officers have concluded (based on the information provided) that, as the exhibition space is a flexible open space for use by members of MARS who will reside in the office areas of the building only no S106 mitigation will be required. It is noted that the floor area created is in excess of 250sqm and therefore it triggers the potential requirement for a S106 legal agreement. This conclusion has been made on the basis that the uses are similar to the existing uses on site and that the extensions will not attract new visitors as they are just an improvement of the facilities for existing members/users. The result being that there will not be a significant increase in the number of trips to and/or from the site when the development is completed.
- 6.5.2 Highway Officer's have raised concerns that if the building were to be sold to a third party the use of the site may alter and additional trips may be created. Therefore, a planning condition securing the use of this area for its intended educational purpose has been recommended.

7.0 **Summary**

7.1 In summary, the proposal provides an extension to existing educational facilities, which will not only provide more floor space for educational purposes but will also enhance the appearance of the overall building. Whilst the scheme is a departure from the local plan due to its failure to achieve BREEAM 'Excellent' requirements, other material considerations including no objection from the Council's Sustainability Officer are considered to outweigh the sustainability policy in this instance.

8.0 **Conclusion**

8.1 Planning permission should be granted with conditions.

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

1 (a), (b), (c), (d), 2 (b), (c), (d), 3(a), 4 (f), (vv) 6 (a), (c), (f), (i), 7 (a)

AL for 24/06/14 PROW Panel

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 - Details of building materials to be used [Pre-Commencement Condition]

Notwithstanding the information shown on the approved drawings and application form no development works shall be carried out unless and until a written schedule of external materials and finishes has been submitted to and approved in writing by the Local Planning Authority. Development shall be implemented only in accordance with the agreed details. These shall include full details of the manufacturers, types and colours of the external materials to be used for external walls, windows, doors and the roof of the proposed buildings. It is the Local Planning Authority's practice to review all such materials on site. The developer should have regard to the context of the site in terms of surrounding building materials and should be able to demonstrate why such materials have been chosen and why alternatives were discounted. If necessary this should include presenting alternatives on site.

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.

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

Before the development commences, written documentary evidence demonstrating that the development will achieve at minimum a BREEAM score of 59, in the form of a design stage assessment, shall be submitted to the Local Planning Authority for its approval, unless an otherwise agreed timeframe is agreed in writing by the LPA.

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).

04. APPROVAL CONDITION - BREEAM Standards (commercial development) [Performance Condition]

Within six months of any part of the development first becoming occupied, written documentary evidence proving that the development has achieved at minimum a BREEAM score of 59 in the form of post construction assessment and certificate as issued by a legitimate BREEAM certification body shall be submitted to the Local Planning Authority for its approval.

REASON:

To ensure the development has minimised 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).

05. APPROVAL CONDITION - Restricted Use [Performance Condition]

The extensions hereby approved shall only be used for the purposes indicated in the submitted details (i.e. educational and research purposes) and not for any other purpose such as hiring the space out for external exhibitions or an entertaining space.

REASON:

For the avoidance of doubt and to enable the Local Planning Authority to retain control over the development in the interests of highway safety.

POLICY CONTEXT

Core Strategy - (January 2010)

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|------|---|
| CS11 | An Educated City |
| CS13 | Fundamentals of Design |
| CS18 | Transport: Reduce-Manage-Invest |
| CS19 | Car & Cycle Parking |
| CS20 | Tackling and Adapting to Climate Change |
| CS23 | Flood Risk |

City of Southampton Local Plan Review – (March 2006)

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| SDP1 | Quality of Development |
| SDP5 | Parking |
| SDP7 | Urban Design Context |
| SDP8 | Urban Form and Public Space |
| SDP9 | Scale, Massing & Appearance |
| SDP10 | Safety & Security |
| SDP11 | Accessibility & Movement |
| SDP13 | Resource Conservation |
| SDP14 | Renewable Energy |
| L7 | The University of Southampton |

Other Relevant Guidance

The National Planning Policy Framework 2012

Relevant Planning History

901691/E Conditionally approved 23.08.1991
Erection of new oceanographic research centre comprising research and teaching laboratories offices workshops stores ship operating and servicing facilities and car parking.

901692/E Conditionally approved 23.08.1991
Erection of new oceanographic research centre comprising research and teaching laboratories offices workshops stores ship operating and servicing facilities and car parking.

980918/E Conditionally approved 21.10.1998
Construction of a single storey extension to the biology collection building.

990079/E Conditionally approved 12.04.1999
Construction of extension to existing coresample store.

920401/EA Conditionally approved 08.05.1992
Erection of a freestanding project sign board.

00/00467/FUL Conditionally approved
11.10.2000
Construction of two storey office extension and staircase tower to existing building, with two container docking ports.

03/00819/FUL Conditionally approved 24.07.2003
Single storey extension to south west elevation to facilitate the docking of 2 containerised laboratories.

03/00714/ADV Withdrawn 02.09.2003
Erection of X2 non-illuminated signs.

04/01804/ADV Conditionally approved 24.12.2004
Installation of 2 non - illuminated fascia signs at 8th floor level

04/01857/FUL Conditionally approved
24.01.2005
Installation of two double doors to the South West elevation of the gymnasium/multi purpose room.

06/01637/FUL Conditionally approved 02.01.2007
Erection of a bus stop shelter

06/01788/FUL Conditionally approved 19.01.2007
Replacement of two existing air conditioning chillers and installation of one additional chiller onto an existing tower flat roof

08/00753/FUL Conditionally approved 24.07.2008
Installation of a wind turbine mounted on a 9 metre high pole at roof level on the south west corner of the building.

09/00316/FUL Conditionally approved 18.05.2009
Erection of 4 x 2.55m high bicycle stand covers adjacent to the main entrance into the building.

09/01079/FUL Conditionally approved 02.12.2009
Erection of single storey storage building within existing storage yard.

10/00812/FUL Conditionally approved 20.08.2010
Erection of 4 x 2.55m high bicycle stand canopy adjacent to the north wing.

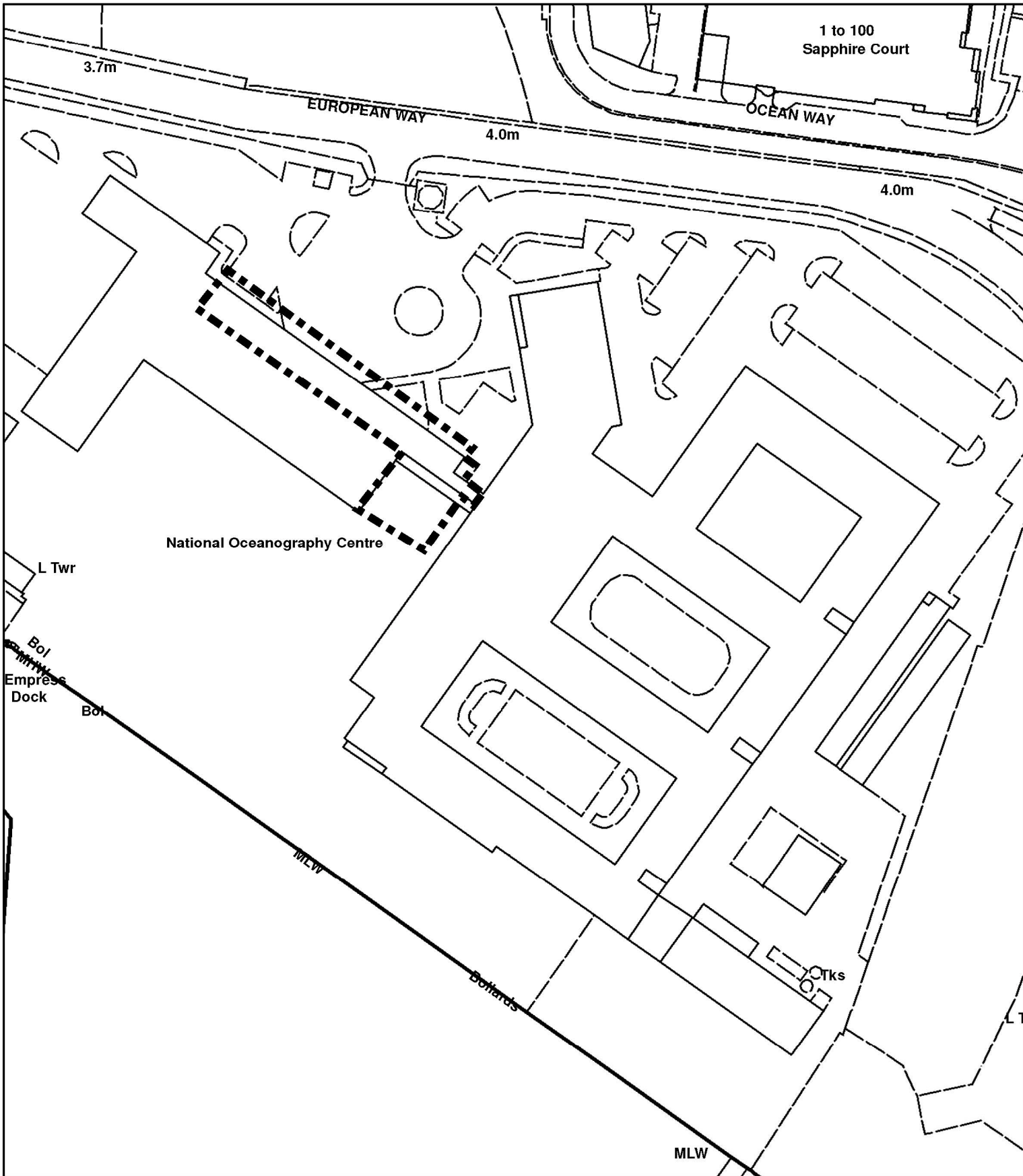
10/01563/FUL Conditionally approved 16.12.2010
Erection of 2x2.55m high bicycle stand canopy adjacent to the north wing.

10/01684/FUL Conditionally approved 01.02.2011
Installation of photovoltaic cell system to existing roof.

10/01715/FUL Conditionally approved 03.02.2011
Erection of a 2 storey building to provide a sediment core sample storage facility and associated uses.

14/00486/FUL Conditionally approved 22.05.2014
Replacement of existing timber screens on balcony with aluminium curtain walling

14/00399/FUL



Scale: 1:1,250

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