

Planning, Transport & Sustainability Division
Planning and Rights of Way Panel 20 November 2012
Planning Application Report of the Planning and Development Manager

Application address: East Street Shopping Centre, East Street and adjoining land			
Proposed development: Redevelopment of Shopping Centre and car park as a new foodstore (5,534 square metres gross floorspace) with car parking on upper levels, including works of demolition, retention of Capital House and the Royal Oak Public House; new vehicular access arrangements, including construction of a new roundabout on Evans Street, highway and public realm improvements, including creation of a new pedestrian link between East Street and Evans Street, landscaping and associated works (affects an existing right of way).			
Application number	12/01355/FUL	Application type	FUL
Case officer	Richard Plume	Public speaking time	15 minutes
Last date for determination:	23.11.2012	Ward	Bargate
Reason for Panel Referral:	Major application subject to objections and departure from development plan	Ward Councillors	Cllr Bogle Cllr Noon Cllr Tucker

Applicant: Arcadian Estates	Agent: Firstplan
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Recommendation Summary	Delegate to Planning and Development Manager to grant planning permission subject to criteria listed in report
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Reason for granting Permission

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. The application proposes a new convenience retail development within the primary shopping area of the city and offers significant economic and regeneration benefits. The application constitutes a Departure from the Development Plan due to the failure to meet the BREEAM Excellent standard required by Core Strategy Policy CS20. However, this issue has been weighed in the balance with other material considerations. The impact of the development in terms of transport, design and neighbour amenity issues is considered to be acceptable. 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 be granted.

Policies - SDP1, SDP4, SDP5, SDP7, SDP8, SDP9, SDP10, SDP11, SDP13, SDP14, SDP16, SDP22, HE6, REI3, REI4, REI8, TI2 and MSA1. of the City of Southampton Local Plan Review (March 2006) and Policies CS1, CS3, CS6, CS13, CS18, CS19, CS20, CS23, CS24 and CS25 of the Local Development Framework Core Strategy Development Plan Document (January 2010).

Appendix attached			
1	Development Plan Policies	2	City Design Team Comments

Recommendation in Full

1) Delegate to the Planning and Development Manager to grant planning permission subject to the completion of a S.106 Legal Agreement to secure:

- i. Site specific transport improvements in the vicinity of the site in line with Policy SDP4 of the City of Southampton Local Plan Review (March 2006), Policies CS18 and CS25 of the adopted LDF Core Strategy (2010) and the adopted SPG relating to Planning Obligations (August 2005 as amended).
- ii. A financial contribution towards strategic transport improvements in the wider area as set out in the Local Transport Plan and appropriate SPG/D.
- iii. Submission and implementation of a Training & Employment Management Plan committing to adopting local labour and employment initiatives (during and post construction) in line with LDF Core Strategy policies CS24 and CS25.
- iv. The submission, approval and implementation of public art that is consistent with the Council's Public Art Strategy.
- v. Provision of CCTV coverage and monitoring in line with Policy SDP10 of the City of Southampton Local Plan Review (March 2006) as supported by LDF Core Strategy Policies CS13 and CS25.
- vi. Submission and implementation within a specified timescale of a Travel Plan.
- vii. Financial contribution or works of improvement to the public realm in accordance with policy and the relevant SPG.
- viii. Measures to ensure the new pedestrian and cycle routes are provided and maintained for public use in perpetuity.
- ix. A Car Park Management Plan to ensure public car parking is provided and retained.
- x. Implementation of landscaping improvements to the adjoining site at Challis Court.
- xi. Submission of a highway condition survey to ensure any damage to the adjacent highway network attributable to the build process is repaired by the developer.

2) In the event that the legal agreement is not completed within two months of the Panel meeting the Planning and Development Manager be authorised to refuse permission on the ground of failure to secure the provisions of the Section 106 Legal Agreement.

3) That the Panel authorise the stopping up of the areas of public highway set out in the application.

4) That the Planning and Development Manager be given delegated powers to vary relevant parts of the Section 106 agreement and to remove, vary or add conditions as necessary.

1. The site and its context

- 1.1 The application site is an area of approximately 2 hectares and incorporates the East Street Shopping Centre, the 13-storey Capital House office building, the Royal Oak Public House at the corner of Evans Street and Houndwell Place and the landscaped car parking area of the residential block at Challis Court fronting Lime Street. The application site also incorporates areas of existing public highway at Houndwell Place, Evans Street, Marsh Lane, Lime Street and at the junction of Evans Street and St Mary Street.
- 1.2 The East Street Centre is an enclosed shopping centre of small retail units comprising approximately 8,000 square metres floorspace over two floors although now vacant. There is an existing pedestrian route through the shopping centre which links the end of East Street to Evans Street but this is only open during daylight hours. There is a car parking area on the roof of the shopping centre which currently provides 205 spaces for public use and 22 spaces for use by office tenants of Capital House. This car park is accessed from a ramp at the eastern end of Lime Street. Servicing to the shopping centre took place in various service bays to the south and east of the building. The Capital House building has its frontage onto Houndwell Place. The Royal Oak Public House is a two-storey building. Challis Court is a 3 and 4-storey block of flats which forms part of the Holyrood Estate. The application site is within the city centre and within the Primary Shopping Area as defined in the Local Plan.
- 1.3 The surroundings are a mixture of residential and commercial uses with retail uses adjoining to the west in East Street, including the Debenhams store. Predominantly residential uses adjoin to the east on the opposite side of Evans Street with the exception of Central Hall which is a locally listed building in use for community and religious use.

2. Proposal

- 2.1 The current application involves the demolition and redevelopment of the East Street Shopping Centre to provide a new foodstore for Morrisons. The proposed store would be 5,534 square metres gross floorspace with a net sales area of 2,722 square metres, a customer cafe and car parking for 286 vehicles on two levels above the foodstore. Travelators will take customers and trolleys to and from the foodstore and car park.
- 2.2 The siting of the new foodstore allows for the creation of a new open pedestrian route between East Street and Evans Street. The main entrance to the new foodstore would be at the western end of this route with the cafe at the eastern end. Vehicular access to the car park will be via a ramp from a new roundabout constructed on Evans Street at the location of the existing Threefield Lane/Evans Street/Marsh Lane junction. Servicing for the store will be on the Evans Street side of the building at ground floor level. Access will be taken directly from the new roundabout with a separate entrance and exit onto Evans Street.
- 2.3 Capital House and the Royal Oak Public House would be retained and altered as part of the proposals. A new car park with spaces for 28 cars will be provided for the office users of Capital House with access from Houndwell Place.
- 2.4 The application proposes various highway alterations in the vicinity of the new

foodstore including: the 'downgrading' of Evans Street from a dual carriageway to a single carriageway road; the closure of the existing subway under Evans Street and the construction of a new surface level 'Toucan' crossing over Evans Street to tie in with the new East Street link; the closure of Lime Street to vehicles to be replaced by a new footpath/cycleway and landscaping adjoining Challis Court; creation of a new lay-by on Evans Street adjoining the Royal Oak pub to be used as a taxi rank and drop-off point for disabled drivers. The works to reduce the width of the carriageway in Evans Street will allow the footways on both sides of the road to be widened with new three metre wide footways provided at the roundabout junction. The application includes landscaping and public realm improvements around the new store. On the south elevation of the building a 'green wall' will be created to screen the car park ramp. At the foot of the 'green wall' a new footpath/cycleway will follow the edge of the existing Lime Street. Additional landscaping will be provided to Challis Court which will be designed to integrate with existing Council proposals to upgrade landscaping on the Holyrood Estate. The existing service yards to the shopping centre and the access ramp to the car park are currently adopted public highway. These areas of highway will need to be closed as will Lime Street as part of the proposals.

- 2.5 The application is accompanied by a series of supporting/background documents including: a Design and Access Statement; Transport Assessment; Flood Risk Assessment; Energy Strategy; Desk-top Archaeological Survey; Noise Assessment and Statement of Community Involvement.

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 application site is part of the defined Primary Shopping Area and a secondary retail frontage. 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.
- 3.3 The National Planning Policy Framework (NPPF) came into force on 27 March 2012 and replaces the previous set of national planning policy guidance notes and statements. Having regard to paragraph 214 of the NPPF the local policies and saved policies listed in this report retain their full material weight for decision making purposes.

4. Relevant Planning History

- 4.1 The existing shopping centre dates from the early 1970's, planning permission was granted in July 1971 for a 10-storey office building with entrance hall, an arcade of shops, a roof top car park, a public house, caretakers flat, pedestrian square and associated roads, footpaths, service areas, ramps and walkways.
- 4.2 There have been a series of subsequent planning decisions for alterations, including new shopfronts and changes of use which are not directly relevant to the current application.
- 4.3 In December of last year a 'Screening Opinion' was issued confirming that the

development subject of this application did not require the submission of an Environmental Statement (reference 11/01759/SCR).

5. Consultation Responses and Notification Representations

5.1 The applicant carried out extensive pre-application consultation including a public exhibition in January 2012 as well as presentations to local residents groups and other bodies. 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 (13.09.2012) and erecting a site notice (05.09.2012). The application has also been advertised as a Departure from the Development Plan due to issues associated with Core Strategy Policy CS20 dealt with later in this report. At the time of writing the report **2** representations have been received from surrounding residents. The following is a summary of the points raised.

5.2 **The public car parking arrangements should remain as they are. Morrisons should not be allowed to change how the car park is operated. The planning permission should insist on no parking in East Street by contractors during construction.**

Response

The arrangements for public car parking will be controlled through the Section 106 agreement. Parking arrangements for construction traffic will be considered by a planning condition, although it should be noted that contractors cannot be stopped from parking on the public highway if their vehicle is taxed.

5.3 **The proposed road access for deliveries to Morrisons will cause significant traffic problems during rush hours, on football days and any other busy days. Permission should not be given for the roundabout, the existing roads should be kept as they are and the subway retained.**

Response

These transport issues are dealt with elsewhere in this report.

5.4 **There is too much retail already in Southampton. This proposal would adversely affect competitors to no obvious benefit.**

Response

The site is within the Primary Shopping Area of the city centre where there is a presumption in favour of new retail development. Competition between different retailers is not a planning consideration.

5.5 **The planning permission must demand extra security measures. The potential for increased anti-social behaviour is high and security must be for the surrounding area, not just inside Morrisons.**

Response

It is not considered that the proposal would lead to a significant increase in anti-social behaviour but CCTV measures form part of the Section 106 agreement

5.6 **The New Community Network (owners of Central Hall) - strongly support the proposal. Central Hall is a heavily used public building in daily use with activities including concerts, conferences and church meetings. At capacity 900 people can**

be accommodated which happens 8 to 10 times per year and is increasing. The organisation welcomes improvements to the street landscape around Central Hall. However, would ask consideration be given to removal of the subway to allow Evans Street to be returned to its original gradient profile and would also like to see more details of the provision of ramps and access for road crossings.

- 5.7 **Associated British Ports (ABP)** - ABP have no issues with the principle of the development but do have significant concerns with the associated highway works. Insufficient information has been provided to fully determine the highway and transport implications of the development which could impact on the operation of the nationally significant Port of Southampton. Consequently, ABP objects to the proposed development.
- 5.8 ABP's objection relates to the implications for the A33 which the application proposes to downgrade at Evans Street from a dual carriageway to a single carriageway road, along with the provision of a new roundabout and a new controlled pedestrian crossing, replacing the existing subway. The A33 is a key road corridor that provides access to and from the Eastern Docks which is a critical element of the overall port complex providing key facilities for the movement of cargo as well as cruise terminal facilities. These important material considerations have not been correctly identified or considered by the applicant in drawing up their proposals or in considering its implications. The application lacks a sufficiently detailed and robust assessment of the traffic and highway implications of the proposed development. Consequently, the application cannot be said to be in accordance with relevant aspects of the development plan. The Transport Assessment fails to correctly recognise the important role that the A33 plays in providing access to the Port. The assessment of traffic is presented for three peak hours but has not assessed the morning peak period. The assessment is based on surveys undertaken in November/December 2011, it does not take account of the increased cruise ship traffic that is generated in the summer when there can be 3 or 4 cruise ship departures per day. The assessment has not included the operation of any of the pedestrian crossings, including the proposed new crossing, which will have significant implications for the operation of the network. The model submitted with the application shows that the highway works proposed would be running close to capacity and the highway arrangements are unlikely to operate satisfactorily.
- 5.9 The application also fails to address certain key development plan policy considerations including the South East Plan and Core Strategy Policies CS6 and CS18 which state the Council will work to support Southampton's role as an international gateway and regional transport hub and seek improved access to the Port of Southampton. The proposed development will not only adversely affect transport for existing port operations but would potentially affect the future growth of the port. The recently published NPPF is also an important material consideration. In ABP's view the highway works proposed as part of this development will act as an impediment to sustainable economic growth generated by the Port and therefore be contrary to the aims of the NPPF.
- 5.10 **SCC Highways** - This site is accessed from the A33 Kingsway, a principal route around the city centre, forming part of the ring road. It forms a secondary access route to and from the docks and the Ocean Village area, and also provides linkage to and from the Itchen Bridge. The road is subject to a 30mph speed limit and generally carries lower volumes of traffic. In terms of the "Strategic Road

Network” referred to in Policy CS18, this does not refer to this section of the A33, but the Western Approach from Redbridge Roundabout to the West Quay Road / Southern Road junction. This was defined by the DfT’s Delivering a Sustainable Transport Strategy to become part of a Strategic National Corridor from 2014. This is the primary access to the Port of Southampton and is the signed route for traffic approaching from the M3 to all dock gates. The forthcoming improvements in Platform Road will provide significant additional highway capacity to access the Eastern Docks, focussed on this Western Approach. In terms of “maintaining appropriate access” to and from the Strategic Road Network, the proposals are not contrary to this statement in Policy CS18. There is a finite volume of traffic which can approach this part of the road network due to constraints of other junctions on the surrounding road network. Providing the proposal can be demonstrated to have sufficient capacity to accommodate a typical busy cruise day, it will not compromise future expansion in port activity, which will mean more busy days.

5.11 The proposal includes a new vehicular access to a car park above the proposed new store, and lorry access to the service yard, both to be taken via a new roundabout on the A33. Currently access to the existing car park and service yard is via narrow residential streets to the rear of the site. It is very much more beneficial to avoid using the small back streets for access, and does not result in substantially more traffic on this part of the network, as the traffic flows already exist. Tracking paths have been provided for the most critical HGV movements at the roundabout and have been demonstrated to work. These movements are very infrequent for HGVs. For the most frequent movements to / from the Docks, the swept path is far less critical as the turns are not so tight. The layout as proposed is acceptable in principle, but it will be desirable to make some amendments through the Section 278 process. This is primarily to use the Manual for Streets approach in the design to change the feel of the street, in order to reduce vehicle speeds and create a much better environment for the increasing numbers of pedestrians and cyclists in the area. This is consistent with the City Centre Master Plan recommendation to transform the Inner Ring Road into a series of civilised City Streets. The changes to be considered would be:

- Minimising the use of standardised road markings and signs;
- Changes to junction geometry to reduce speeds where possible and appropriate (e.g. the radii on St Mary’s Street and approaches to the proposed roundabout);
- Incorporation of cycle facilities as part of the Local Sustainable Transport (LSTF) Strategic Cycle Corridor, which is being developed between Sholing and the city centre;
- Make infrequently used on-street servicing areas to be flush with and primarily operate as footways (new layby for pub, area by Central Hall / Student Halls access).

This is not an exclusive list and there will be other issues that arise through the Section 278 process. The final design will be subject to a further public consultation as part of the LSTF Strategic Cycle Corridor proposals in early 2013.

5.12 **SCC Planning Policy** – Saved Policy REI 4 safeguards this site for retail uses, as set out in the adopted Local Plan. The application complies with the provisions of

the REI 4 policy, and the principle of a new retail store on this site is supported. In addition the emerging City Centre Action Plan (CCAP) - following recent consultation on a draft plan - provides a policy approach for the site as follows:

- The site resides in the Primary Shopping Area (PSA) of the CCAP, and this supports retail in the PSA first (set out in Policy CS2, and paras 23 & 24 of the NPPF).
- Draft CCAP Policies 4, 6 & 23 set out replacement policies for Saved Policy REI 4. Taken together these policies propose to retain the Local Plan approach to ground floor retail uses for this site and support a new superstore in the east of the city centre. Although at a draft stage, the CCAP has completed consultation on the draft plan, and can be given a degree of weight. Policies 4 & 23 support a retail-led mixed use development including retail, food and drink, with set criteria for acceptable development; we note that the proposal seeks to respect the historic street pattern in this locality, providing a more legible link between East Street and the St.Mary's area, and we particularly welcome this design.

The application therefore complies with existing and emerging policy approaches.

- 5.13 **SCC City Design Team** - have no fundamental objection to the layout, scale and massing of the proposal. The submitted Design & Access Statement is well-written and illustrated and presents the scheme's merits clearly. The scheme responds well to its immediate setting and surroundings and to its more strategic location within the city centre. The area of outstanding concern is the resolution of the eastern elevation fronting Evans Street. There is a lack of design features to help reduce the perception of the scale and massing. (These are a summary of the comments, the full text of which is included in Appendix 2 of this report).
- 5.14 **SCC Sustainability Team** – The development has been assessed against a superseded version of BREEAM (2008). The current BREEAM assessment method at the time of application should be used, as it is updated to reflect any changes in Building Regulations etc and amended to overcome any issues that have been found in the previous versions. Therefore the submitted information does not demonstrate that BREEAM Excellent will be able to be met as required by policy CS20. Therefore Sustainability objects to this application unless amended information is submitted demonstrating that BREEAM Excellent can be met under the current assessment (2011).
- 5.15 **SCC Architect's Panel** – The principle of the development is acceptable and is welcomed. The Panel recognise the difficulties of accommodating a large supermarket within the city centre. Recreating the historic route alignment from East Street to St Mary's may be ideal but the constraints of the site are recognised and the new alignment has its merits. The elevations, particularly to Evans Street are relatively uninspiring and would perhaps benefit from being treated as a sleek industrial building rather than as a series of separate buildings fronting Evans Street. There is concern about the treatment of the retained car parking at Capital House - it is important that this area should be treated sympathetically. The landscaping needs to be of high quality and more attention given to the detail and materials.
- 5.16 **SCC Environmental Health (Pollution & Safety)** - no objection to this

application subject to conditions being imposed.

- 5.17 **SCC Environmental Health (Contaminated Land)** - This department considers the proposed land use as being sensitive to the affects of land contamination. Records maintained by SCC - Regulatory Services indicate that the subject site is located on/adjacent to the following existing and historical land uses: - Printing Works, Laundry and Brewery (on site).These land uses are associated with potential land contamination hazards. There is the potential for these off-site hazards to migrate from source and present a risk to the proposed end use, workers involved in construction and the wider environment. Therefore, to ensure compliance with Para 121 of the National Planning Policy Framework - March 2012 and Policies SDP1 and SDP22 of the City of Southampton Local Plan Review (adopted version, March 2006) this department would recommend that the site be assessed for land contamination risks and, where appropriate, remediated to ensure the long term safety of the site. To facilitate this it is recommended that if planning permission is granted, conditions be attached.
- 5.18 **SCC Ecology** – The application site has been subjected to an Extended Phase 1 Habitat Survey. This survey concluded that the site is of negligible value to bats and limited value to nesting birds. Permanent adverse impacts on local biodiversity are therefore unlikely. The construction phase poses low risk to nesting birds however, this can be addressed through vegetation clearance either at an appropriate time of year, September to February inclusive, or under the supervision of a suitably qualified ecologist. In addition, as the presence of bats can never be ruled out, features that could support bats, such as the cracks in the concrete car park wall and the gap between the main 'Eastreet' Shopping Centre sign and ridged concrete behind, should be subjected to a 'soft strip' during demolition. In the unlikely event of a bat being found, work should stop and a licensed bat ecologist brought in to assist. It is pleasing to see the addition of a green wall and a commitment to use native species. The green wall in particular will improve the quality of the local environment for both people and wildlife.
- 5.19 **SCC Archaeology** – the site lies within an area defined as having high archaeological potential. This area forms the historic core of Southampton, and the archaeology of the area outlines the development and redevelopment of the historic towns from the 8th century to the present day. The developer has submitted an archaeological desk-based assessment in support of the planning application. I agree with the conclusions of the report that there is potential for archaeology to survive on the site and that the impact of previous development on the archaeological resource of the site is currently unknown. Due to the high archaeological potential of the site a phased programme of archaeological evaluation and excavation work will be required in advance of the development. Consequently, should planning consent be granted I would recommend that conditions be attached.
- 5.20 **SCC Rights of Way Officer** - The Public Rights of Way Section has no objection to this proposal. Whilst the proposal states that an existing right of way is affected, this is not the case. What public rights exist are embedded in the vehicular carriageways and pedestrian footways, (pavements), that constitute the highway infrastructure within the site. The application contains an improvement regarding the pedestrian/cycle link with Evans Street and beyond to the St Mary's area. Whilst this has the support of the rights of way section, it is not clear whether this would become an adopted highway or remain under the jurisdiction of the

developer / land owner / eventual site management, it is a considered opinion that the route should be adopted.

- 5.21 **City of Southampton Society** – Fully support the development of this site which has been underutilised for many years. Southampton would benefit from a further centrally located supermarket and this proposal should re-invigorate the lower end of East Street. The Society have no objections to the external design and layout of the supermarket. However, there are concerns on the effect of traffic along Evans Street which can already become congested in the evening rush hour or when two cruise liners use Dock Gate 4. The Society suggest the road layout is further amended to ban current right hand turns from St Mary Street onto Evans Street and vice versa and from Houndwell Place onto Evans Street which are currently dangerous. This could be achieved by creating a new roundabout and/or traffic lights at the Houndwell Place/Evans Street junction.
- 5.22 **Southern Water** – No objections, initial investigations indicate that Southern Water can provide foul sewage disposal to service the proposed development. There is currently inadequate capacity in the local network to provide surface water disposal to service the proposed development. The proposal would increase flows to the public sewerage system and any existing properties and land may be subject to a greater risk of flooding as a result. The applicant should investigate alternative means for surface water disposal which may include attenuation and storage on site.
- 5.23 **The Environment Agency** - no objection to the proposed development. The finished floor levels of the proposed development are proposed to be set at 3.52m AOD. Over the development life of the building, the predicted 1 in 200 year future tide level is estimated at 3.60m AOD. Detailed modelling for the Tidal Itchen shows that a 3.60m event would not affect the site, although road access to the East of the site may experience low level flooding (Marsh Lane, St Mary Street). As there will be a reduction in impermeable area, there will be a small reduction in surface water runoff from the site. The site and surrounding area has been identified as an area potentially at risk of surface water flooding, there may be potential to reduce flood risk in the area through the development of the site by reducing surface water to less than the existing, however, this would need to be agreed between the Local Planning Authority and the developer.
- 5.24 **BAA** - No aerodrome safeguarding objections to the application.
- 5.25 **Hampshire Chamber of Commerce** - The redevelopment of this site has long been an aspiration of residents and businesses in the city and is to be commended. This project will provide much needed jobs for city residents and regeneration of the St Mary's and East Street quarter to complement the recent upgrade to City College and its environs. The Chamber of Commerce fully support the concept with the reservation that the application, as it stands, does not provide a suitable physical or aesthetic link with St Mary's and therefore contradicts the emerging City Centre Action Plan.
- 5.26 **Future of Southampton Group** - The application represents a missed opportunity and could be redesigned to provide the same floorspace in a better footprint for the operator whilst incorporating an improved link between East Street and St Mary's. The reduction of Evans Street from dual carriageway to single carriageway is supported but ideally Evans Street should be restored to its original level and the pedestrian subway removed.

6. Planning Consideration Key Issues

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

- The principle of this form of retail development.
- Design issues including the site layout and new pedestrian route as well as the external appearance of the building.
- Transport issues including the impact on the highway network, access arrangements for the store and the level of car parking proposed.
- Regeneration, environmental and sustainability issues.
- The impact on the amenities of neighbouring occupiers.

6.2 Principle of Development

The East Street Centre was the first purpose built shopping centre in the city but it has been in decline for many years and no longer provides a retail function. The city centre is currently well represented by comparison goods retailers. However, the Southampton and Eastleigh Retail Study published last year to inform the policy approach for the city, found the city centre had a below average representation of convenience floorspace and existing supermarkets were underperforming. There are smaller convenience stores suitable for top-up shopping but these are mostly in the western part of the primary shopping area. The applicants state that the proposed Morrisons is a predominantly grocery business with a modest comparison goods range amounting to approximately 20% of the floorspace. The emerging City Centre Action Plan (CCAP) promotes new superstores in the east and west of the city centre and recommends that the eastern superstore should be located within the existing primary shopping area. The NPPF confirms previous national and local guidance of directing proposals for retail uses to town or city centres first. As the site is within the defined primary shopping area there is no requirement to undertake sequential or retail impact tests prescribed by the NPPF. In these circumstances the new retail development is policy compliant and the principle is acceptable.

6.3 Design Issues

The existing building is monolithic and an eyesore which significantly detracts from the environment of the surrounding area. The shopping centre also creates a strong physical barrier which restricts east-west movement in the city centre. A proposed modern foodstore will significantly enhance the appearance of the area. Members attention is drawn to the detailed comments on the application from the Council's City Design team which are in Appendix 2 of this report. As recognised by the Council's Architects Panel, it is difficult to find a suitable site to accommodate a large scale supermarket within the city centre. The proposed building will have three public sides and inevitably active frontages cannot be provided to all three sides given the requirements of the operators. The decision was taken to concentrate the active frontage on the north side of the building adjoining the new pedestrian route which is considered to be acceptable. There will be entrances at either end of this frontage with the main store entrance being visible from the end of East Street and the cafe entrance at the Evans Street end. The scale and form of the building is considered to be acceptable and appropriate for its context. The location of the service bay on the Evans Street frontage of the

building has considerable advantages in limiting vehicle movements through the narrow streets adjoining the Holyrood Estate but it does result in a large entrance area to the eastern elevation. This is an inevitable consequence of the servicing arrangements and subject to seeking further details of the treatment to this elevation and external materials is considered to be satisfactory.

- 6.4 The removal of the existing shopping centre also offers an important opportunity to enhance connectivity in this part of the city centre by restoring a link between East Street and Evans Street. Various options for the alignment of a new pedestrian route have been investigated. A more direct straighter route would perhaps be the ideal situation but this would not have allowed for a sufficient footprint for a new foodstore and would have resulted in two vehicular servicing areas being required. The application proposal results in an angled alignment to the new pedestrian route which would allow for a suitable connection to the St Mary's area as well as providing a large footplate for the retail store, with car parking above, and a single servicing area for large vehicles. The new pedestrian route would be 6.5 metres wide which is sufficient to create a human scale and a suitable sense of enclosure. A more comprehensive development, including Capital House and the Royal Oak Public House, would have offered wider advantages but this has not proved possible. The footprint of the new building would not prejudice the future redevelopment of this adjoining site and in the interim details of landscaping and means of enclosure can be secured by conditions. The landscaping treatment to the south side of the building, including a proposed green wall to screen the ramp to the car park would significantly enhance the appearance of the area.

6.5 Transport Issues

The proposed access arrangements will be a significant improvement on the existing arrangements whereby both cars and larger vehicles access the site from the west off Queensway, East Street and Lime Street. Accessing the site directly off a new roundabout will remove a significant amount of traffic from these narrow roads and the adjoining Holyrood Estate. In terms of the capacity of the road network and the comments made by third parties including ABP, the applicants have provided additional information in the form of an addendum to the Transport Assessment. Discussions have taken place between the applicants and ABP and a verbal update with any additional representations will be given at the meeting . However, the Council's Highways officers are satisfied that the narrowing of Evans Street to a single lane in each direction will not adversely affect highway capacity in this part of the city centre. It is considered that there needs to be a balance on decisions taken about the design of the road network in the city centre. The City Centre Master Plan highlighted the need to transform the design of the Inner Ring Road into a series of City Streets. This does not mean removing their traffic movement function, but providing an appropriate balance between all users. At the moment, streets like Evans Street are totally focussed on traffic movement to the exclusion of providing an appropriate quality of facilities for pedestrians and cyclists. The design proposals for this scheme change the balance of design in Evans Street, but not to the extent where it compromises the economic future of the Port of Southampton.

- 6.6 The proposed closure of the subway under Evans Street will improve pedestrian safety and security as has happened elsewhere in the city centre, for example at Charlotte Place. It is unfortunate that the works do not extend to altering the gradient of Evans Street following closure of the subway. A highways closure

procedure will be needed following the grant of planning permission to stop up the eastern end of Lime Street and the servicing yards and car park ramp which are currently adopted. These areas of highway to be stopped up are relatively small and their current role is mainly as access to serve the existing shopping centre. The pedestrian route in Lime Street will be replaced by a new footway/cycleway. The proposed car parking will replace the existing public provision with a small increase. The number of spaces is in accordance with the parking standards and it is intended that the car park will be available for general public car parking as well as for Morrisons customers. The car park management arrangements can be controlled through the Section 106 agreement as has been done elsewhere in the city, at IKEA for example.

6.7 Regeneration and environmental issues

The redevelopment of this largely vacant site offers significant regeneration benefits to this part of the city centre. Approximately 400 new jobs will be created and Morrisons state that for a typical store 75% of the workforce live within 3 miles of the store. The employment benefits to the local area can be secured through the training and employment management plan as part of the Section 106 agreement. The development involves a significant investment in this part of the city centre and the provision of a retail anchor store should result in spin-off benefits which will enhance the vitality and viability of the East Street shopping area.

6.8 In terms of sustainability issues the submission of the application (which originally targeted BREEAM 2008 Excellent) was scheduled for submission at the end of 2011 but was delayed due to protracted legal negotiations. In the intervening period, BREEAM 2008 was superseded by BREEAM 2011, which the applicant considers poses significant viability and technical problems for achieving an Excellent rating. The applicants together with Morrisons, the future tenant, have undertaken further investigation of the practicalities of targeting the additional credits necessary to achieve BREEAM excellent. Morrisons have confirmed that they can meet the majority of the credits, with the exception of Ene 02, Ene 06 and Pol 01. This results in a BREEAM 2011 rating of 69.37% Very Good, which is just short of the 70% required for BREEAM 2011 Excellent. In the circumstances of this case and the significant economic development and regeneration benefits of the proposal, this minor shortfall in the BREEAM credits is considered to be acceptable.

6.9 Neighbour amenity issues

The nearest residential neighbours are in Challis Court. The proposed building would move closer to Challis Court but as it is on the north side of these residents there will be no loss of sunlight. The closure of part of Lime Street will result in a significant reduction in the amount of traffic adjoining these neighbours and the provision of an enclosed service yard will mean that noise from servicing has limited impact on local residents. The considerable visual improvements resulting from this application will benefit those residents who currently overlook the site.

7. Summary

7.1 This proposal would replace an existing eyesore at a prominent location in the city centre. The new foodstore will provide a new retail destination at the eastern end

of the primary shopping area which will enhance the convenience retail offer and provide significant regeneration benefits. The proposal is policy compliant and the issues of transport, car parking, design and environmental issues have been satisfactorily addressed.

8. Conclusion

It is recommended that planning permission be granted subject to a Section 106 agreement and conditions

Local Government (Access to Information) Act 1985

Documents used in the preparation of this report Background Papers

1(a), 1(b), 1(c), 1(d), 2(b), 2(d), 3(a), 4(d), 4(e), 4(g), 4(r), 4(uu), 4(vv), 6(a), 6(c), 7(a), 8(a), 9(a) and 9(b).

RP2 for 20/11/2012 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, apart from demolition of the existing buildings, 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 - Landscaping, lighting & means of enclosure detailed plan [Pre-Commencement Condition]

Notwithstanding the submitted details before the commencement of any site works, apart from demolition of the existing buildings, a detailed landscaping scheme and implementation timetable shall be submitted, which includes:

- i. proposed finished ground levels or contours; means of enclosure; car parking layouts; other vehicle pedestrian access and circulations areas, hard surfacing materials, structures and ancillary objects (refuse bins, lighting columns etc.);

- ii. planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/planting densities where appropriate;
- iii. an accurate plot of all trees to be retained and to be lost. Any trees to be lost shall be replaced on a favourable basis (a two-for one basis unless circumstances dictate otherwise);
- iv. details of any proposed boundary treatment, including retaining walls; and
- v. a landscape management scheme.

Any trees, shrubs, seeded or turfed areas which die, fail to establish, are removed or become damaged or diseased, within a period of 5 years from the date of planting shall be replaced by the Developer in the next planting season with others of a similar size and species unless the Local Planning Authority gives written consent to any variation. The Developer shall be responsible for any replacements for a period of 5 years from the date of planting.

The approved hard and soft landscaping scheme (including parking) for the whole site shall be carried out prior to occupation of the building or during the first planting season following the full completion of building works, whichever is sooner. The approved scheme implemented shall be maintained for a minimum period of 5 years following its complete provision.

Reason:

To improve the appearance of the site and enhance the character of the development in the interests of visual amenity, to ensure that the development makes a positive contribution to the local environment and, in accordance with the duty required of the Local Planning Authority by Section 197 of the Town and Country Planning Act 1990

04. 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.

05. 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.

06. APPROVAL CONDITION- Unsuspected Contamination [Performance Condition]

The site shall be monitored for evidence of unsuspected contamination throughout construction. If potential contamination is encountered that has not previously been identified no further development shall be carried out unless otherwise agreed in writing by the Local Planning Authority.

Works shall not recommence until an assessment of the risks presented by the contamination has been undertaken and the details of the findings and any remedial actions has been submitted to and approved by the Local Planning Authority.

Any changes to the agreed remediation actions will require the express written consent of the Local Planning Authority.

Reason:

To ensure any land contamination not previously identified is assessed and remediated so as not to present any significant risks to human health or, the wider environment.

07. APPROVAL CONDITION - Wheel Cleaning Facilities [Pre-Use Condition]

During the period of the preparation of the site, excavation for foundations or services and the construction of the development, wheel cleaning facilities shall be available on the site and no lorry shall leave the site until its wheels are sufficiently clean to prevent mud being carried onto the highway.

Reason:

In the interests of highway safety.

08. APPROVAL CONDITION - Surface / foul water drainage [Pre-commencement Condition]

No development approved by this permission, apart from demolition of the existing buildings, shall commence until a scheme for the disposal of foul water and surface water drainage have been submitted to and approved in writing by the Local Planning Authority

and no building shall be occupied unless and until all drainage works have been carried out in accordance with such details as approved by the Local Planning Authority and subsequently implemented and maintained for use for the life of the development.

Reason:

To ensure satisfactory drainage provision for the area.

09. 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 Local Planning Authority.

Reason:

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

10. APPROVAL CONDITION - Demolition Methodology Report [Pre-Commencement Condition]

No demolition works or site preparation works shall take place on the site unless and until plans, cross-sections and technical information has been provided to and approved by the Local Planning Authority to show that for full or partial demolition (superstructure removal) an engineering demonstration has been carried out to show that any remaining construction (retaining walls, basement substructure) would be stable either in its own right or with suitable temporary propping mitigation measures (props, shores, thrust blocks, buttresses, etc.). This information should also address any safety and site security issues (such as the treatment of unprotected edges, clear drops, confined spaces, below ground level (or part ground level) areas, etc.) related to and resulting from such full or partial demolition works.

Reason:

To ensure the proper consideration of on-site and potential off-site land stability and associated safety issues related to demolition works.

11. 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.

12. APPROVAL CONDITION - Piling [Pre-Commencement 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 piling/foundation design risk assessment and method statement for the preferred piling/foundation design/designs shall be submitted to and approved in writing by the Local Planning Authority.

Reason:

To ensure the selected piling method can be justified on the grounds of structural, geotechnical, contamination, noise, vibration and practicability and ensure any adverse environmental impacts are identified and appropriate mitigation measures are proposed

Condition Informative 1

Guidance is provided in the Environment Agency's publication NC/00/73, Piling and Penetrative Ground Improvements Methods on Land affected by Contamination:

Guidance on Pollution Prevention, section 6.5

Condition Informative 2

Guidance suggests maximum vibration of 1mm/sec Peak Particle Velocity (measured in any one direction) at the foundations of the nearest occupied residential building and a maximum vibration of 3mm/sec Peak Particle Velocity (measured in any one direction) at the foundations of an occupied commercial building.

13. APPROVAL CONDITION - Archaeological investigation [Pre-Commencement Condition]

No development shall take place within the site until the implementation of a programme of archaeological work has been secured in accordance with a written scheme of investigation which has been submitted to and approved by the Local Planning Authority.

Reason: To ensure that the archaeological investigation is initiated at an appropriate point in development procedure.

14. APPROVAL CONDITION - Archaeological work programme [Performance Condition]

The developer will secure the completion of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted to and approved by the Local Planning Authority.

Reason: To ensure that the archaeological investigation is completed.

15. APPROVAL CONDITION - Archaeological damage-assessment [Pre-Commencement Condition]

No development shall take place within the site until the type and dimensions of all proposed groundworks (including details of foundations, ground beams, all services etc) have been submitted to and agreed by the Local planning Authority. The developer will restrict groundworks accordingly unless a variation is agreed in writing by the Local Planning Authority.

Reason: To inform and update the assessment of the threat to the archaeological deposits.

16. APPROVAL CONDITION - Delivery hours (Performance Condition)

No deliveries shall be taken at or despatched from the retail use hereby approved outside the hours of 0600 hours to midnight on any day.

Reason

To protect the amenities of neighbours

17. APPROVAL CONDITION - Shopping Trolley Management Scheme (Pre-Occupation Condition)

The retail use hereby approved shall not commence until a shopping trolley management scheme has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved scheme.

Reason

In the interests of safety and security and the amenities of the area.

18. APPROVAL CONDITION - Storage / Removal of Refuse Material [Pre-Occupation Condition]

Before the building is first occupied full details of facilities to be provided for the storage and removal of refuse from the premises together with the provision of suitable bins accessible with a level approach shall be submitted to and approved in writing by the Local Planning Authority. The facilities shall include accommodation and the provision of separate bins for the separation of waste to enable recycling. The approved refuse and recycling storage shall be retained whilst the building is used for retail purposes.

Reason:

In the interests of visual amenity, the amenities of future occupiers of the development and the amenities of occupiers of nearby properties.

19. APPROVAL CONDITION - Layout of Car Parking/ Servicing (Pre-Occupation Condition)

The whole of the car parking, cycle storage and servicing facilities shown on the approved plans shall be laid out and made available before the use of the building to which these facilities relate commences and thereafter retained solely for the use of the occupants and visitors to the site and for no other purpose.

REASON

To ensure adequate on-site parking and servicing facilities and to avoid congestion in the adjoining highway.

20. APPROVAL CONDITION - Servicing arrangements (Performance Condition)

No servicing, loading or unloading relating to the retail use hereby approved shall take place other than from the enclosed service yard as shown on the approved drawings.

Reason

In the interests of safety and the amenities of the area.

21. APPROVAL CONDITION - Cycle and changing facilities (Pre-Occupation Condition)

The retail use hereby approved shall not be first occupied until cycle storage, changing, washing and shower facilities for members of staff have been provided in accordance with details which shall first have been submitted to and approved in writing by the Local Planning Authority. The approved measures shall be retained thereafter.

Reason

To encourage cycling as an alternative sustainable means of transport in accordance with Council policy.

22. APPROVAL CONDITION - Security measures (Pre-Occupation Condition)

Before the use hereby approved commences, details of a CCTV system and other security measures shall be submitted to and approved in writing by the Local Planning Authority.

The approved scheme shall be implemented before the first retail use of this part of the building and thereafter retained.

Reason

In the interests of the safety and security of the area.

23. APPROVAL CONDITION - Details of lighting (Pre-Commencement Condition)

No development shall commence, apart from demolition of the existing buildings, until details of external lighting to the buildings and external areas of the development have been submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with these approved details unless otherwise agreed in writing by the Local Planning Authority.

REASON

In the interests of ensuring a satisfactory appearance to the development and the safety and security of the area.

24. APPROVAL CONDITION - Public realm details (Pre-Occupation Condition)

The development hereby approved shall not be occupied until details of the treatment to the public realm surrounding the buildings has been submitted to and approved in writing by the Local Planning Authority. These details shall include surface treatment, seating and any means of enclosure. The approved measures shall subsequently be implemented unless otherwise agreed in writing by the Local Planning Authority. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 or any subsequent amending order, no gates, walls, fences or other means of enclosure shall be installed on the new pedestrian walkway between East Street and Evans Street without the prior approval of the Local Planning Authority.

REASON

To ensure satisfactory treatment of this important area of public space.

25. 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.

26. APPROVAL CONDITION - Extract Ventilation - control of noise, fumes and odour [Pre-Commencement Condition]

No development shall take place, apart from demolition of the existing buildings, until a written scheme for the control of noise, fumes and odours from extractor fans and other equipment have been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details and findings.

Reason:

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

27. APPROVAL CONDITION - Protection of nesting birds [Performance Condition]

No clearance of vegetation likely to support nesting birds shall take place between 1 March and 31 August unless a method statement has been agreed in writing by the Local Planning Authority and works implemented in accordance with the agreed details.

REASON

For the safeguarding of species protected by The Wildlife & Countryside Act 1981 (as amended) and the conservation of biodiversity

28. APPROVAL CONDITION - Sustainability statement implementation [Pre-Occupation Condition]

Prior to the first occupation of the development hereby granted consent, the sustainability measures as detailed in the application documents shall be implemented unless otherwise agreed in writing by the Local Planning Authority.

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).

29. 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.

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

Written documentary evidence demonstrating that the development has achieved at minimum a rating of 'Very Good' 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).

31. APPROVAL CONDITION - Treatment to the Eastern Elevation (Pre-Commencement Condition)

Notwithstanding what is shown on the approved drawings and prior to the commencement of development, apart from demolition of the existing buildings, details of the design treatment to the eastern elevation of the building shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with these approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason

To ensure satisfactory treatment to this important elevation of the building.

POLICY CONTEXT

Core Strategy - (January 2010)

CS1	City Centre Approach
CS3	Promoting Successful Places
CS6	Economic Growth
CS13	Fundamentals of Design
CS18	Transport: Reduce-Manage-Invest
CS19	Car & Cycle Parking
CS20	Tackling and Adapting to Climate Change
CS23	Flood Risk
CS24	Access to Jobs
CS25	The Delivery of Infrastructure and Developer Contributions

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
SDP10	Safety & Security
SDP11	Accessibility & Movement
SDP13	Resource Conservation
SDP14	Renewable Energy
SDP15	Air Quality
SDP16	Noise
SDP17	Lighting
SDP22	Contaminated Land
HE6	Archaeological Remains
CLT14	City Centre Night Time Zones and Hubs
REI3	Primary Retail frontages
REI4	Secondary Retail Frontages
REI8	Shopfronts
TI2	Vehicular Access
MSA1	City Centre Design

Supplementary Planning Guidance

Planning Obligations (Adopted - August 2005 and amended November 2006)
Parking Standards (September 2011)

Other Relevant Guidance

The National Planning Policy Framework 2012
City Centre Action Plan - Preferred Approach (January 2012)

City Design Officer Comments

A. LAYOUT

APPRAISAL: The layout responds well to the required need to reconnect East Street to the wider city streets network. The current situation (i.e. the current East Street Shopping Centre sitting across the eastern end of East Street creating what is in essence a cul-de-sac) is unacceptable to the city council. This proposal addresses this directly by creating a new 'walk' alongside the northern edge of the new building. The width, scale, alignment and length of this new walk are considered appropriate to the function it is likely to perform (i.e. to be a well-used and strategically important pedestrian link connecting neighbourhoods on the eastern side of the city centre with the main retail areas including the High Street). It is assumed details of the surfaces, lighting and materials will be controlled through planning conditions to ensure the appropriate level of robustness and quality, as will the precise nature of the route (e.g. will it be open to cycles as well as pedestrians?)

As regards the arrangement of the various elements of the building, I support the way in which the internal layout supports the appropriate external environment. For example, the most active edge of the building is aligned with the new 'walk' that reconnects East Street with the wider city street network. Given this is expected to be busy with pedestrian movement it is right to animate this edge to ensure feelings of safety and security. The other three edges of the 'big box' are essentially blank in that they comprise servicing and back of house uses. It is right that these edges have been aligned with either party walls (in the case of the western elevation) or streets with much lower pedestrian flows than that to be found on East Street (e.g. Evans Street and Lime Street). The layout and alignment also allows for revealed views of the St Marys Church Spire for those walking eastwards.

The internal arrangement of check-out points and main access seeks to enhance a quality urban environment on the outside of the building and this is supported. The location of the service bays and the car park access ramps (i.e. towards Evans Street) is also deemed appropriate as this keeps main vehicle movements towards the larger roads within the immediate network.

RECOMMENDATION: Approval subject to access conditions.

B. SCALE

APPRAISAL: The building is considered to be of a scale appropriate to its setting and immediate neighbours. The relatively low-rise form reflects the nature of the food store (i.e. a large floor plate as preferred by retailers) but also does not dominate unnecessarily the view eastwards along East Street towards the building. The length of the northern edge of the building (the edge that fronts the new pedestrian walk) is also considered acceptable in that it is not overly long (at approx. 60m) as to deter pedestrian amenity.

RECOMMENDATION: Approval for the scale.

C. ACCESS

APPRAISAL: The location of the service bays and the car park access ramps (i.e. towards Evans Street) is also deemed appropriate as this keeps main vehicle movements towards the larger roads within the immediate network. The arrangement that has aligned the most 'active' edge of the building alongside the new pedestrian link is also deemed appropriate

and is supported. The front door to the food store is located 'on axis' with East Street enhancing legibility and understanding of the building. The pedestrian link along Lime Street is also supported. As with the new pedestrian walk alongside the northern edge of the building, it is assumed that details of the surfaces, lighting and materials for the Lime Street link will be controlled through planning conditions to ensure the appropriate level of robustness and quality, as will the precise nature of the route (e.g. will it be open to cycles as well as pedestrians?)

That the building will have two access points (e.g. a main entrance on the north western corner and also an entrance via the café on the north eastern corner) is welcomed. This can allow the café to animate and support a more active street life even if the main store is not open (e.g. early Sunday mornings, evenings etc). Even if this 'dual-trading' option is not pursued for commercial reasons, it is considered important that the physical design of the building has the flexibility to allow for this at a later date.

RECOMMENDATION: Approval subject to access conditions.

D. APPEARANCE

APPRAISAL: The proposed design for the building is modest in its use of materials and finishes. The building clearly 'reads' as a food store and in this respect the use of a limited range of materials and finishes is generally supported. That said, the eastern elevation onto Evans Street (which accommodates the service access) appears cluttered and confused in its use of materials and designs. It would seem that the approach to this edge is intended to add interest to what would otherwise be a relatively blank elevation. However, the resultant design begins to look overly complicated. The use of different materials and projections to 'disguise' the car parking ventilation areas is considered unnecessary. A revision to this particular elevation with a view to simplification is therefore recommended.

The café on the northern eastern corner of the building is a welcome addition. The use of glazing and the 'wrap-around' nature of the curved corner could be strengthened here to add interest and quality to the eastern elevation. At present, the corner café is primarily focussed onto the new pedestrian walk on the northern edge of the building. Bringing the café elevation around the corner more, through greater use of glazing on the ground floor, would be welcomed. The southern elevation alongside Lime Street is treated by use of a 'green wall' and this is considered below.

RECOMMENDATION: Approval for appearance, subject to revisions to the eastern elevation.

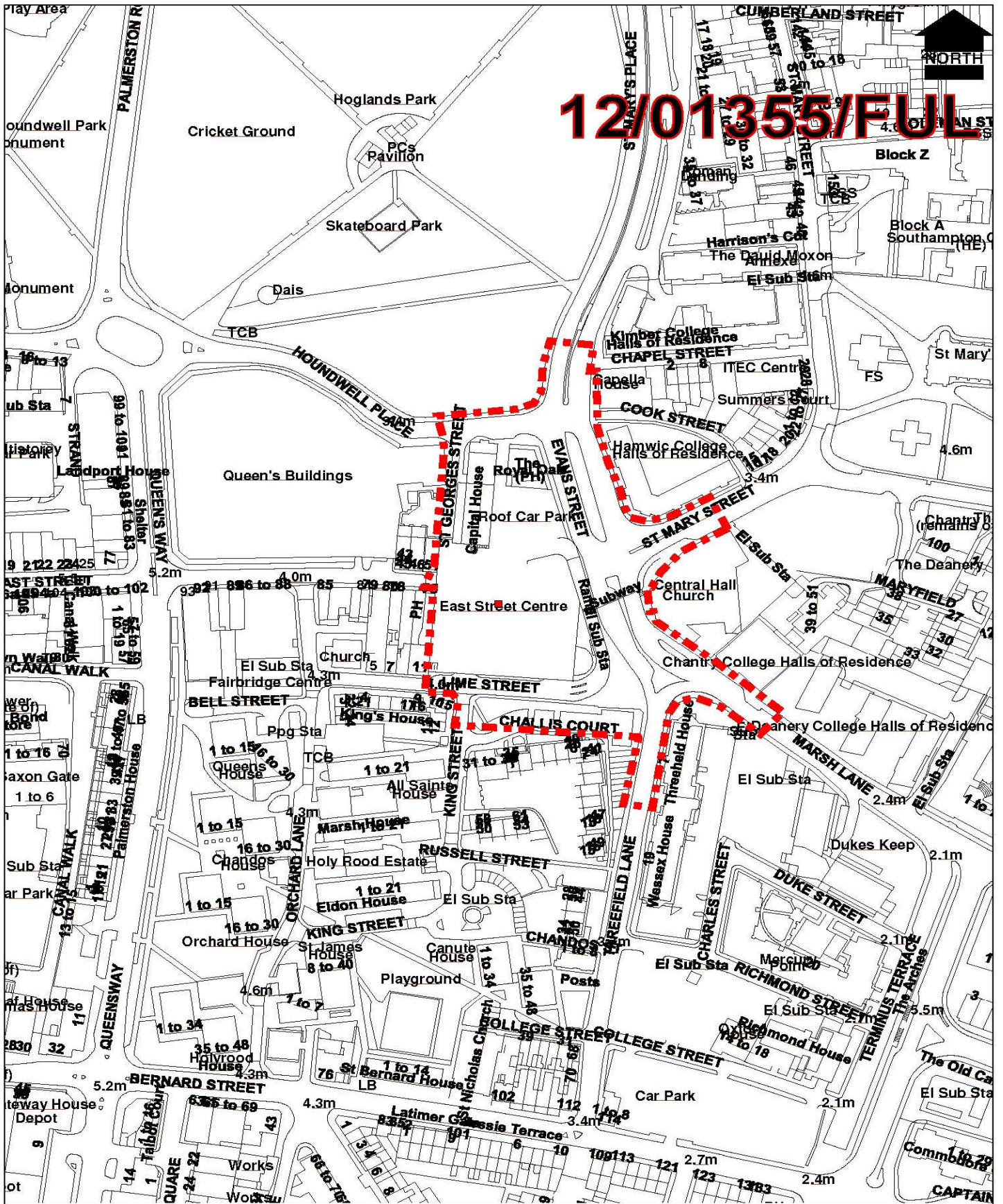
E. LANDSCAPE

APPRAISAL: The use of the green wall alongside Lime Street and opposite Challis Court is the most striking feature of the proposal and this is supported. As explained earlier, the food store essentially has only one active edge and this has rightly been aligned with the new pedestrian walk. This leaves only a blank edge to be aligned opposite Challis Court. The applicant has sought to offset the negative impact of this through use of a green wall and this is supported. It is recommended that the involvement of Challis Court residents in the design and implementation of this green wall is encouraged to enhance the sense of ownership and stewardship. As with the new pedestrian links, it is assumed that details of the green wall will be controlled through planning conditions to ensure the appropriate level of maintenance and ownership (e.g. the precise type of green wall technology to be used).

Other aspects of the landscape design are supported although one minor area of concern

is with the proposed landscape treatment to Evans Street. The innovative 'in-out' service arrangement for service vehicles requires hard surfaces to cross the landscape strip in a shallow diagonal route. It is encouraged that this infrastructure is 'disguised' through the use of landscape treatments that enhance the pedestrian priority of those walking along the footway on Evans Street. For example, the application of paving materials that plays down the visual dominance of the diagonal routes. The drawings as submitted suggest a use of materials that reinforces the service routes, rather than the Evans Street footway, and this should be reversed.

RECOMMENDATION: Approval subject to landscape conditions.



Scale : 1:2500

Date 07 November 2012

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