

**Planning, Transport & Sustainability Division**  
**Planning and Rights of Way Panel 26 March 2013**  
**Planning Application Report of the Planning and Development Manager**

<b>Application address:</b> 60-64 St Marys Road			
<b>Proposed development:</b> Redevelopment of the site, erection of a building ranging in height from 3-storeys to 20-storeys to provide 154 student residential flats, (77 cluster flats, 77 studios - 686 bed spaces), commercial/community uses on the ground floor (Class A1 - A5 inclusive, Class D1 or Class D2 - 581 square metres) with associated parking and communal facilities, vehicular access from Compton Walk and a new pedestrian access route from Charlotte Place to Compton Walk.			
<b>Application number</b>	12/01525/FUL	<b>Application type</b>	FUL
<b>Case officer</b>	Richard Plume	<b>Public speaking time</b>	15 minutes
<b>Last date for determination:</b>	18.01.2013	<b>Ward</b>	Bevois
<b>Reason for Panel Referral:</b>	Major planning application subject to objections	<b>Ward Councillors</b>	Cllr Barnes-Andrews Cllr Burke Cllr Rayment

<b>Applicant:</b> Bouygues Development Ltd	<b>Agent:</b> Savills (Ms Sarah Beuden)
--	---

<b>Recommendation Summary</b>	<b>Delegate to Planning and Development Manager to grant planning permission subject to criteria listed in report</b>
-------------------------------	---

**Reason for granting Permission**

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. The impact of the development, in terms of design and neighbouring amenity, highway safety and parking is considered to be acceptable. In reaching this conclusion, on the acceptability of the development, particular account has been taken of the third party response to the scheme; the quality of the proposed redevelopment proposals; the need for student housing and the potential reduction in demand for converting the City's existing family housing stock into shared housing. Other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38 (6) of the Planning & Compulsory Purchase Act 2004 planning permission should therefore be granted in accordance with the following policies:

City of Southampton Local Plan Review (March 2006) Policies SDP1, SDP4, SDP5, SDP7, SDP8, SDP9, SDP10, SDP13, SDP15, CLT5, H2, H7, H13, MSA1 and MSA3, City of Southampton Core Strategy (January 2010) Policies CS5, CS6, CS11, CS13, CS15, CS19, CS20 and CS25 as supported by the relevant national planning guidance and the Council's current supplementary planning guidance listed in the Panel report.

<b>Appendix attached</b>			
1	Development Plan Policies	2	Planning History
3	City Design 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. Financial contributions towards 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) to include the necessary TRO's relating to the service lay-by.
- 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. Financial contributions towards the relevant elements of public open space required by the development in line with policies CLT5, CLT6 of the City of Southampton Local Plan Review (March 2006), Policy CS25 of the adopted LDF Core Strategy (2010) and the adopted SPG relating to Planning Obligations (August 2005 as amended).
- iv. In lieu of an affordable housing contribution an undertaking by the developer that only students in full time education will be permitted to occupy the flats.
- v. 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.
- vi. The submission and implementation of a Student Drop Off/Collection Management Plan committing to an ongoing review of the site.
- vii. A Site Waste Management Plan.
- viii. Submission and implementation within a specified timescale of a Travel Plan.
- ix. No student, with the exception of registered disabled drivers, shall be entitled to obtain parking permits for the Council's Controlled Parking Zones. The operator of the site to write to future occupiers at the beginning of their tenancy advising them not to bring a car to the site.
- x. Provision of on-site 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.
- xi. The submission, approval and implementation of public art that is consistent with the Council's Public Art Strategy.
- xii. 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.
- xiii. A financial contribution towards public realm improvements in the vicinity of the site in accordance with policy.
- xiv. The provision of the public route from Compton Walk to Charlotte Place, future maintenance and public rights to pass over the route.

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 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 a roughly rectangular area of Council owned land (0.31 hectares) situated on the east side of the Charlotte Place roundabout with St Mary's Road on its eastern side and Compton Walk to the south. The site is cleared of buildings and surrounded by fencing and advertisement hoardings. It was last used for car parking and there is vehicular access from St Mary's Road and Compton Walk. The site slopes down from north to south along St Mary's Road by about 1.5 metres. The road level around the Charlotte Place roundabout is approximately 3 metres higher than Compton Walk.

1.2 The immediate surroundings are mixed in terms of uses, building heights and architectural styles. To the west, in the centre of the roundabout, are the Jurys Inn Hotel, a 13-storey building and an 8-storey office building. To the north is Orions Point, a former office building converted to student/key worker accommodation which is 7-storeys closest to the application site, stepping up to 14-storeys at its highest to the north. Permission was granted last year for further student accommodation on that site including a new building of part 12-storeys and part 16-storeys. This development would increase the total number of student bedspaces on this site from 423 to 854. To the east, on the opposite side of St Mary's Road, is the St Mary's Sports Hall adjoined by three-storey shops with residential accommodation above. Beyond the St Mary's Road frontage are two-storey terraced houses in Clovelly Road and Oxford Avenue. To the south, on the opposite side of Compton Walk, is a car park, night club and religious building with commercial properties on the St Mary's Road frontage.

1.3 The application site is not situated within a conservation area and there are no listed buildings in the immediate vicinity. St Mary's Sports Hall opposite is a 'locally listed building'. The site is just within the defined city centre boundary.

## **2. Proposal**

2.1 The application proposes redevelopment of the site to provide student residential accommodation above a ground floor commercial frontage to St Mary's Road. The proposed building would be in four separate elements: along the eastern part of the site fronting St Mary's Road the building would be 3-storeys, rising to 5-storeys on the corner of Compton Walk; in the south western part of the site a tall building of 13-15-storeys (55.33 metres Above Ordnance Datum - AOD) would be built; along the western boundary fronting the roundabout the building would be 8-storeys; at the northern end of the site the tallest part of the building would be 18-20 storeys (maximum height of 71.98 metres AOD)

2.2 The student residential accommodation to be provided would be a total of 686 bedspaces in the form of 77 studio flats and 77 'cluster flats' which will provide

large flats of between 6 and 10 bedrooms with shared kitchen/living rooms (13 x 6 bedrooms, 2 x 7 beds, 43 x 8 beds, 17 x 9 beds and 2 x 10 beds). On the ground floor, fronting St Mary's Road, two commercial units totalling 654 square metres would be provided which could be used for either retail or related uses including food and drink uses (Classes A1 to A5 inclusive), non-residential institutional use (Class D1) or leisure use (Class D2). At the corner of St Mary's Road and Compton Walk a launderette and common room for the students would be provided.

- 2.3 The entrances to the residential accommodation would be from either Compton Walk to the south or from the north western side of the building opposite the pedestrian crossing from Charlotte Place. There would be a single vehicular access from Compton Walk to a covered car parking area of 9 spaces of which 3 are designed for people with disabilities. Covered cycle parking at a ratio of one space for every two bedspaces would be provided. The proposed building has been set back from Compton Walk to the south to provide a staircase link between Charlotte Place and St Mary's Road. Tree planting is indicated next to the staircase. The staircase would become a general public route but would remain in private ownership. A loading bay would be provided on St Mary's Road for vehicles servicing the commercial units.
- 2.4 The proposed building would have a series of flat roofs, the roof to the 3-storey element would be a 'brown roof'. The proposed materials would be a mixture of red brick to the eastern elevation, including for the St Mary's Road frontage; grey brickwork to the plinth of the two towers; and a mixture of white, grey and silver metal cladding panels. The density of the development is the equivalent of 484 dwellings per hectare.
- 2.5 The application has been amended since it was first submitted. the changes are of a design nature following comments from the City Design Team. These changes have been the subject of reconsultation. These revisions change the height and appearance of the building and alter the mix of the flats.

### **3. Relevant Planning Policy**

- 3.1 The Development Plan for Southampton currently comprises the "saved" policies of the City of Southampton Local Plan Review (March 2006) and the City of Southampton Core Strategy (January 2010). The most relevant policies to these proposals are set out at **Appendix 1**.
- 3.2 The application site is part of site allocation MSA3 which incorporates the Charlotte Place Island site, St Mary's Road site, East Park Terrace (next to Southampton Solent University) and the Compton Walk site. This area is identified for mixed-use development comprising offices, hotel, residential, community and educational uses, a Healthy Living Centre and sports facilities. The policy also refers to improved pedestrian access to St Mary's and open space and environmental improvements to enhance the highways and pedestrian routes to St Mary's.
- 3.3 Major developments are expected to meet high sustainable construction standards in accordance with adopted Core Strategy Policy CS20 and Local Plan "saved" Policy SDP13.

- 3.4 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. The Council has reviewed the Core Strategy to ensure that it is in compliance with the NPPF and is 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.
- 3.5 The City Centre Urban Design Strategy (CCUDS) has been approved by the Council as supplementary planning guidance to the Local Plan and should be taken into account in the determination of this application. The strategy identifies the Charlotte Place area, including the application site, as a key gateway development site marking the north eastern approach to the city centre. The specific design opportunities identified for the application site are: the need to reinforce both visual and pedestrian links through to St Mary's district; the footprint of the building should be set back from the corridor connecting to the parks and the facade should be set in relation to the axis with Oxford Avenue; the junction of St Mary's Road and Compton Walk should be enhanced with a stronger public realm setting and improved landscape structure.
- 3.6 The Draft City Centre Action Plan (CCAP) is also a material policy consideration despite not being an adopted document. The application site is identified as being within the University Quarter. Draft Policy 34 covers the site and in order to facilitate development of this long vacant site the policy recommends a wide range of suitable uses. These uses include residential and/or student accommodation, community uses and small scale retail and food and drink uses. The policy recognises that the heights of buildings in this area vary considerably ranging from 2 to 16-storeys.

#### **4. Relevant Planning History**

- 4.1 The application site was previously in two parts: a car park in the northern half and a Co-op retail store in the southern half (60-64 St Mary's Road) which was demolished in the 1970's. Details of previous planning decisions are included in Appendix 2 of this report
- 4.2 In 2005 the Panel resolved to grant permission, subject to a Section 106 agreement, for redevelopment of the site to provide a Healthy Living Centre and 131 flats (552 bedspaces) for students and key workers in a building ranging in height from 4-storeys to 13-storeys (reference 04/01490/FUL). This application included vehicular access from Compton Walk to a covered car parking area of 25 spaces, 23 of which were to be for the Healthy Living Centre with 2 spaces for the student accommodation. The application also included a pedestrian link between Charlotte Place and St. Mary's Road. Following the Panel resolution the applicants decided not to proceed with the development and the application was subsequently withdrawn.
- 4.3 In May 2012, a 'Screening Opinion' under the Environmental Impact Assessment Regulations (EIA) was issued confirming that the development, subject of the current application, was not EIA development (12/00586/SCR).

#### **5. Consultation Responses and Notification Representations**

- 5.1 The applicant carried out a public consultation exercise prior to submitting the

application. 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 (08.11.2012) and erecting a site notice (05.11.2012). At the time of writing the report **74** representations have been received from surrounding residents objecting to the application on the following grounds:

**5.2 The mass, scale and density is totally out of proportion to its surroundings**

Response

These design issues are addressed later in this report.

**5.3 The design is inappropriate in its context and fails to take the opportunities available for improving the quality and character of the area.**

Response

These design issues are addressed later in this report and members attention is drawn to the detailed comments of the Council's City Design Manager in Appendix 3 of this report.

**5.4 The impact of the two new blocks will totally change local views and destroy existing vistas. The block is 5-storeys higher than the surrounding tall buildings, no attempt has been made to reduce the impact of the tall towers.**

Response

The application has been amended in response to comments about the design and impact on local views.

**5.5 Together with the approval at Orions Point it would result in a significant influx of 1500+ students which rather than integrating into the local environment would swamp the area. This is likely to produce a conflict of social type to the detriment of the local community.**

Response

There has been significant pressure for new purpose built student accommodation in the last year focussed on the City Centre although it can be argued that the students are already within the city and this new accommodation will help to take the pressure off family accommodation in the surrounding area.

**5.6 The area has insufficient resident and parking bays for visitors. Local car parks are full due to the Royal South Hants Hospital visitors and proximity to the City Centre.**

Response

The development is mainly 'car free' with limited parking provision for staff members and residents with disabilities. The surrounding streets are all subject of controlled parking restrictions. An obligation in the Section 106 agreement would preclude future student occupiers from receiving car parking permits. The Section 106 agreement would also regulate traffic arrangements on move-in/move out days.

- 5.7 **Local infrastructure such as community space, sports grounds and street facilities will not be able to cope with a large influx of new residents. There will be a burden on local health service provision which is already at capacity with local residents unable to register at surgeries, the development is therefore not fit for purpose on health grounds.**

Response

Students will have access to sports and health facilities at their place of education. The ground floor commercial units could be used for health and medical use should there be the demand.

- 5.8 **The development would adversely impact on local businesses including the adjoining night club which has a licence until 5.00 am and there will be increased traffic in Compton Walk**

Response

It is difficult to see how this development would adversely affect local businesses: on the contrary additional residents are more likely to bring in additional trade. This type of use is unlikely to result in increased traffic in Compton Walk, apart from at the beginning and end of the academic year when management arrangements will be needed to mitigate the impact on the local area.

- 5.9 **Residents of this building will have a different lifestyle than the established community and disruption to family life will be unavoidable.**

Response

This is an issue often raised in response to large scale student schemes and is an understandable concern. However, it is likely that most 'movement of students' will be focussed towards their University Campus or the facilities of the city centre rather than through the surrounding residential streets which are to the east of the application site.

- 5.10 **Reconsultation**

A further consultation exercise was undertaken following amendments to the application. At the time of writing the report 3 extra responses have been received raising similar concerns to those mentioned above. A verbal update of any further comments will be given at the Panel.

- 5.11 **Charlotte Place Campaign Group** (a combination of local residents associations and community groups) object to the application on a number of grounds:

- the design has little regard to its context, in particular the scale of adjoining buildings which results in an awkward relationship;
- increasing the scale of the development up to 18-storeys creates a barrier for the residents of St Mary's;
- the site is identified as being suitable for a landmark building but this does not have to be a tall building;
- together with Orions Point, this would result in a significant influx of students into the area which is contrary to the Core Strategy aim of 'balanced communities';
- the tall buildings would result in significant overlooking and overshadowing of

- the properties in Oxford Avenue and Clovelly Road;
- the two tall buildings are not sympathetic to human scale and rise directly from the street frontage with no setting to soften its impact;
- the dominance is exacerbated by the use of inappropriate and alien materials which add nothing to the legibility of the area;
- no attempt has been made to find a softer more appropriate material or to provide a well proportioned facade broken down into separate elements;
- the Charlotte Place area is a series of island sites, each site needs to produce a distinctive character, appropriate to each of the other sites and with a similar scale, the scheme is dominated by two out of context blocks which would destroy any chance of cohesive development in the area;
- the reduction in height towards St Mary's Road does little to soften the impact of the high rise buildings;
- the on-site amenity space is insufficient and useless;
- the application is contrary to a large number of national and local planning policies.

The Campaign Group have also submitted a petition signed by 147 people objecting to the application.

#### Response

These comments are to the application as originally submitted. The design and policy issues are responded to later in this report.

- 5.12 **Councillor Burke** - The development is out of context with the area and has not addressed the concerns of local residents. This number of flats would have a significant impact on local services.
- 5.13 **Councillor Rayment** - This is an area of high deprivation with a number of anti-social behaviour and crime issues that will not be helped by this increase in student numbers. The Panel should consider Section 17 issues and the amount of footfall that will be created with this amount of accommodation. The City does need student accommodation but a block of this magnitude will have a detrimental impact on the area and is not welcomed by the local community particularly as the changes have increased the height of the building.
- 5.14 **SCC Highways** - The principle of this development in this location is acceptable, as it is in an area of good public transport links, close to a recognised cycle network and conveniently located for the city centre and social facilities. The refuse stores are at each end of the site, although refuse collection is to be from Compton Walk. A refuse management plan is required to understand how the site management will move the bins for collection, and to understand the frequency of collections required. At the end of term students do generate large amounts of refuse, and the refuse management plan will need to address this issue, and explain how refuse will be managed at these times. The service layby shall be designed in a manner that when not in use it is an area for pedestrian movement to reduce the risk of abuse, this will require a TRO to control the use. A student management plan will be required to understand how the intake and departure will be handled at this location, and where parents can park once the students have unloaded their belongings.
- 5.15 **SCC City Design** – The revisions made to this application result in a much improved scheme which can now be supported in design terms (full text of the



comments are in Appendix 3 to this report).

- 5.16 **SCC Sustainability Team** – The development will achieve a BREEAM Excellent rating. It is intended that the development connects to Southampton's District Heating System, which will serve the whole of the scheme. SUDs storage will be introduced as a combination of living/ brown roofs and permeable paving to reduce surface run off.
- 5.17 **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. Previous archaeological work on plots in the vicinity of the development site has uncovered significant archaeological material including features dating to the mid-Saxon and mediaeval periods. The applicant has submitted an archaeological desk-based assessment in support of the application that correctly concludes that the site has significant archaeological potential and that this is especially high for the Saxon period. Due to the nature and high archaeological potential of the site a full phased programme of archaeological assessment, evaluation and excavation work will be required in advance of the development. Consequently, should planning consent be granted conditions should be attached.
- 5.18 **SCC Environmental Health (Pollution & Safety)** This site is located adjoining an Air Quality Management Area. I would request an air quality assessment to be carried out and the recommendations of the report to be agreed by the LPA and implemented prior to the occupation of the flats. This AQ report should be accompanied by an acoustic report and the method of ventilation of the rooms shall be agreed by the LPA and implemented prior to the occupation of the flats.
- 5.19 **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: Garage 20m North (Approx); Rope Works 40m South East (Approx); Coach Building Works 50m South (Approx). 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 120 & 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.
- 5.20 **SCC Ecology** – The site is currently derelict and the vegetation is limited to self sown shrubs and ruderals. This is a highly disturbed habitat and is unlikely to support high levels of biodiversity. It could, however, support common breeding birds which will have implications for site clearance and landscaping. All nesting birds, their nests and dependant young receive protection under the Wildlife and Countryside 1981 (as amended). As a consequence, all site clearance should either take place outside the bird nesting season, which runs from March to August inclusive, or at other times under the supervision of a suitably qualified ecologist. The ecology report accompanying the planning application makes a

number of recommendations for mitigation measures. These are practical measures and I would like to see their implementation secured through a planning condition. It is pleasing to see a green roof included in the scheme although it is slightly disappointing that only a small area of roof has been used.

5.21 **BAA** – No objections, providing a condition is imposed requiring a bird hazard management plan to avoid any conflict with aerodrome safeguarding criteria. I also note that the building heights have changed slightly. No part of this building including aerials must exceed 97 metres AOD. The developer is also aware of this restriction. The maximum height on the plans show 71.985metres AOD.

5.22 **Southampton Commons and Parks Protection Society (SCAPPS)** – strongly objects to the application on the following grounds:

- the development adds two more tower blocks which are taller in height than the existing tall buildings on the Charlotte Place roundabout and at Orions Point which are already over-obtrusive in views from within the parks;
- the site is not a gateway, it is part of an established neighbourhood of domestic scale development of Newtown/Nichols Town and therefore tall buildings are inappropriate;
- the application represents a massive overdevelopment of the site and would loom over and dominate the adjoining mainly residential area;
- the towers are insensitive and have an inappropriate appearance due to their silhouette, materials and colour which would not accord with the surroundings;
- SCAPPS fundamentally challenges the spurious argument that tall buildings are an appropriate response to the openness of the Parks and are needed to create a sense of enclosure; due to its exceptional height, the building would be seen from many places not just within Andrews Park but also from the other Central Parks, the design and bright colours mean it would stand out more than a less visually assertive building on the site;
- the application will result in considerable pressure and inappropriate use of the Central Parks, by adding a further 700 resident students to the 850 at Orions Point;
- the North-East part of Andrews Park is laid out with ornamental planting as pleasure gardens; it is ill-suited to coping with the recreation needs of active young people who are likely to want space for kick-about activities and other ball games;
- Southampton's Central Parks are essential for the health and well-being of residents and visitors and for maintaining the City's attractiveness for inward investment.

#### Response

Although the upper parts of the buildings would be visible from within the central parks, the height and separation is such that this proposal would not adversely affect the setting of the historic park. A Section 106 obligation will require a financial contribution to mitigate the impact of additional useage on the parks.

5.23 **City of Southampton Society** – The proposal constitutes an overdevelopment of the site. The height of the building would be out of scale with those on the other side of St Mary's Road. The stress of an additional 686 students on East Park would be unacceptable in the light of the previous approval for Orions Point.

5.24 **Southern Water** – Initial investigations show there is currently inadequate capacity in the local network to provide surface water disposal to service the proposed development. Any excess surface water should be attenuated and stored on site. There are no objections subject to the imposition of conditions and informatives.

## 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 development
- Design issues including the provision of tall buildings on the site
- Transport and parking issues
- Impact on residential amenity
- Environmental and sustainability considerations

### 6.2 **Principle of Development**

This site has been vacant for many years. It is derelict and an eyesore at an important location on the edge of the city centre. The site was identified in both the Local Plan Review, site allocation MSA3, and the City Centre Urban Design Strategy (CCUDS), as a key development site. Furthermore, the emerging City Centre Action Plan (CCAP) identifies the site as suitable for a range of uses, including student residential accommodation. This is a difficult site to develop given the change in levels and the need to provide an active frontage to St Mary's Road.

6.3 The proposed student accommodation is a mixture of self-contained studio flats and 'cluster flats', where groups of students have individual study bedrooms and share a communal living space. The principle of this type of accommodation is supported by 'saved' Local Plan Policy H13 and is well suited for this site which is on the edge of the city centre and within easy walking distance of Southampton Solent University (approximately 300 metres from the main campus). Furthermore, the provision of purpose built student accommodation reduces the pressure, in part, on the City's existing family housing stock to be converted to housing in multiple occupation. Policy H13 requires such housing to be restricted by a planning condition or an appropriate legal agreement. Where this is accepted the Council's normal affordable housing requirements do not apply. The application is therefore considered to be policy compliant and acceptable in principle. Concern has been expressed about the level of new student accommodation being provided in this part of the city centre. Research carried out as part of this application and other proposals show that the two universities together have an overall capacity of some 40,000 students whereas the purpose built accommodation is only approximately 7,000 student rooms. There is therefore considered to be a significant shortfall in the number of purpose built student bedspaces: this proposal will contribute to meeting that need.

### 6.4 **Design issues**

Adopted Local Plan Policy SDP9 defines a tall building as having 5 or more storeys of accommodation. It states that the principle of tall(er) buildings is

accepted on major routes into and out of the City, at junctions, “gateway” locations, adjoining the city centre parks and on “major” sites. The application site meets these requirements as it can be defined as a gateway location in to the city centre when arriving from the north. It is identified in the CCUDS as an appropriate site for a landmark building. Furthermore this part of the city has developed a cluster of tall buildings in recent years including the Charlotte Place hotel and office building which adjoins to the west and Orions Point to the north. Members attention is drawn to the detailed comments of the Council's City Design Manager in Appendix 3 of this report.

- 6.5 The application proposes substantial new buildings which will significantly change the appearance of this area. Although there are tall buildings on adjoining sites, this development needs to be sensitive to the more domestic scale buildings of the residential community to the east. The amendments made to the design since the original submission are an improvement to the quality of the scheme. The overall visual mass of the two tallest elements at either end of the site has been reduced by them being oriented differently and the re-design of the top floors results in a more distinctive skyline profile. The reduced height of the building where it fronts St Mary's Road is a suitable scale of development in the street scene. The provision of an active frontage to St Mary's Road will add to the vitality of the area and there is scope for some tree planting to both the south and east frontages. Subject to the use of good quality materials which can be reserved by condition, it is considered that the proposal has addressed the requirements of local and national design guidance, namely policies SDP6, SDP7, SDP8 and SDP9 as supported by the English Heritage/CABE guidance on tall buildings and would provide a suitable landmark feature on this prominent site.

#### 6.6 Transport and Parking

Highways officers are satisfied with the proposed vehicular access, which is in the only practical location given the constraints of the site, the car and cycle parking arrangements. Local residents are understandably concerned that the limited car parking provision for the residential accommodation will result in overspill into adjoining streets. However, this site is well served by public transport and is within convenient walking distance of the city centre. The availability of car parking is a key determinant in the choice of mode of travel. Local and national policies aim to reduce reliance on the private car and encourage alternative modes of transportation such as public transport, walking and cycling. The application site is very close to Southampton Solent University where it is anticipated many of the student residents will attend. A ‘car free’ scheme with only limited disabled and staff parking is proposed for the development. Students will be discouraged from bringing a car to the city and nearby parking is all restricted. Providing that no resident obtains a permit to park in one of the nearby Controlled Parking Zones, as secured through the S.106 legal agreement, the proposal is considered to be acceptable given this location.

- 6.7 In terms of highway related issues during the beginning and end of term the S.106 legal agreement makes provision for a management plan to be secured and reviewed to ensure that any traffic problems are mitigated. A requirement for a Travel Plan can be included within the Section 106 agreement. The development also seeks to provide visual and physical links between the parks and the St Mary's area with a new staircase which will improve pedestrian links in the area. This was the same route as included in the 2004 planning application. The

significant difference in levels between Compton Walk and the Charlotte Place roundabout would not allow for disabled access over this route; the provision of a ramp would be impractical in construction terms and there is alternative access available for disabled users through use of the lift within the car park.

#### 6.8 Residential Amenity

The siting of the tallest part of the building at the northern end of the site limits the adverse impact on adjoining properties as the larger parts of the building are set away from the residential neighbours in surrounding streets. The shadow diagrams show that there would be some adverse impact on the properties on the east side of St Mary's Road, particularly during the afternoons. However, many of the properties affected are in predominantly commercial use including the leisure centre directly opposite. The residential properties in the side streets including Clovelly Road are much less significantly affected. As these houses face north/south the accepted planning standards of daylight and sunlight would be satisfied for these properties. Issues of privacy have also been raised by local residents. The height of the buildings and the amount of glazing will give the perception of being overlooked but the separation distances and the relative position of windows should mean this is not a significant problem. The distance across St Mary's Road between the upper floors above shops and this development would be 18 metres which is normal across a road in a city location. The distance between windows in the highest part of the development and the nearest residential properties in Clovelly Road and Oxford Avenue is some 70 metres, and this is at an oblique angle. Overall, it is considered that the development would not significantly affect the amenities of neighbours in terms of loss of light, privacy or outlook.

- 6.9 Given the proximity of the site to adjoining residential streets and the concerns about the wider impact of a substantial increase in the student population is understandable, particularly given the number of other proposals nearby. However, each application has to be considered on its own merits and it would be difficult to make a direct connection between this use and the amenities of the area given the busy central nature of this location.

#### 6.10 Environmental issues and Section 106 agreement

The site is currently overgrown rather than well landscaped and there will be scope for some additional hard landscaping and tree planting as a result of these works. In terms of sustainability, the intention is to meet BREEAM 'excellent' in accordance with Core Strategy Policy CS20. The construction will utilise high performance building fabric, high efficiency plant and may connect to the local district heating system. These sustainability measures are welcomed and can be secured through appropriate planning conditions.

- 6.11 In accordance with policy, a Section 106 agreement will be necessary to mitigate the impact of the development. The issue of the impact additional students might have on the existing parks as raised by SCAPPS is understandable and a financial contribution will be sought towards improvements to the parks as part of potential increased useage. Students will have access to the sports facilities at their Universities and there is an on-site shared amenity space of some 300 square metres. The S.106 agreement can also include measures to influence the travel habits of future residents. Concern has been expressed by local residents

and groups about the impact of the development on the local community and how this might perhaps be mitigated by the provision of a community facility on the site. These concerns are perfectly understandable especially in the light of previous proposals for this site such as the Healthy Living Centre which would have directly benefitted the surrounding area. However, this is not part of the planning application and there is no specific policy which would require new community space to be provided unless this was to replace an existing use on the site. The developers have been in direct discussions with local community organisations which are ongoing. A verbal update on this matter will be given at the Panel meeting. The application has been amended to include a range of commercial, community or leisure uses of the ground floor units should future users be identified.

## **7. Summary**

7.1 This application proposes a landmark building and provides additional student accommodation in a central location close to one of the city's universities. This not an easy site to develop as evidenced by the previous proposals which have not been implemented. The application has raised concerns about the scale of the development and the impact on the surrounding area but the site has been vacant for 30 years and currently contributes nothing to the city. In these circumstances the proposal is considered to be acceptable in terms of design and neighbouring amenity, highway safety and parking.

## **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(f), 4(g), 4(r), 4(vv), 6(c), 7(a), 8(a), 9(a) and 9(b).

#### **RP2 for 26/03/2013 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 - Landscaping, lighting & means of enclosure detailed plan [Pre-Commencement Condition]**

Notwithstanding the submitted details before the commencement of any site works 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- 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.

#### **06. 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.

**07. 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.

**08. 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. The measures shall include arrangements for vehicle parking by site operatives during construction. 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.

**09. 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.

**10. 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.

**11. 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.

**12. 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.

**13. APPROVAL CONDITION - Bird Hazard Management Plan (BHMP)**

Development shall not commence (excluding the demolition and site preparation phase including any below ground works required) until a Bird Hazard Management Plan (BHMP) has been submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include details of the management of any flat or shallow pitched roof that may be attractive to nesting, roosting and loafing birds and include details for preventing birds from perching in the window reveals. The BHMP shall comply with BAA's Advice Note 8. The BHMP shall be implemented as approved upon completion of the roof and shall remain in force for the life of the development. No subsequent alterations to the BHMP are to take place unless first submitted to and approved in writing by the Local Planning Authority.

**REASON:**

It is necessary to manage the roofs in order to minimise its attractiveness to birds which could otherwise endanger the safe movement of aircraft and the operation of Southampton Airport - BAA comments dated 9th May 2012 refer.

**For information:**

The Bird Hazard Management Plan must ensure that flat/shallow pitched roofs be constructed to allow access to all areas by foot using permanent fixed access stairs, ladders or similar. The owner/occupier must not allow gulls, to nest, roost or loaf on the building. Checks must be made weekly or sooner if bird activity dictates, during the breeding season. Outside of the breeding season, gull activity must be monitored and the roof checked regularly to ensure that gulls do not utilise the roof. Any gulls found nesting, roosting or loafing must be dispersed by the owner/occupier when detected or when requested by BAA Airfield Operations Staff. In some instances, it may be necessary to contact BAA Airfield Operations staff before bird dispersal takes place. The owner/occupier must remove any nests or eggs found on the roof. The breeding season for gulls typically runs from March to June. The owner/occupier must obtain the appropriate licences from Natural England before the removal of nests and eggs.

**14. APPROVAL CONDITION - Piling Method (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. Any pile driving operations as approved shall be carried out in accordance with that approved method statement. To limit vibration, a continuous flight auger method is the preferred method and no percussion or impact driven piling activities should take place for pre-works, foundations, or as any part of the development unless otherwise agreed 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

**15. APPROVAL CONDITION - Sustainable Drainage Systems (Pre-Occupation Condition)**

Prior to the commencement of development a feasibility study demonstrating an assessment of the potential for the creation of a sustainable drainage system on site shall be carried out and submitted to the Local Planning Authority. Any measures shown to be feasible shall be verified in writing by the Local Planning Authority and implemented prior to first occupation of the development hereby granted consent. If the study demonstrates the site has the capacity for the implementation of a sustainable drainage system, a specification shall be agreed in writing with the Local Planning Authority. A sustainable drainage system to the approved specification must be installed and rendered fully operational prior to the first occupation of the development hereby granted consent and retained thereafter. In the development hereby granted consent, peak run-off rates and annual volumes of run-off shall be no greater than the previous conditions for the site.

**REASON:**

To conserve valuable water resources, in compliance with and to demonstrate compliance with policy CS20 of the Local Development Framework Core Strategy Development Plan Document Adopted Version (January 2010) and to prevent an increase in surface run-off and reduce flood risk.

**16. APPROVAL CONDITION - BREEAM Standards (new development) [Pre-Occupation Condition]**

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

**Reason:**

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

**17. APPROVAL CONDITION - Refuse facilities (Pre-Occupation Condition)**

The refuse storage facilities, which shall include recycling facilities, as shown on the approved drawings shall be provided before the use to which the facility relates has been provided. The storage areas shall be retained thereafter.

REASON

To ensure suitable refuse and recycling facilities are provided and in the interests of visual amenity

**18. 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.

**19. APPROVAL CONDITION - Details of visitor cycle parking (Pre-Occupation Condition)**

The development hereby approved shall not be first occupied until visitor cycle facilities have been provided in accordance with details which shall have first been submitted to and approved in writing by the Local Planning Authority.

REASON

To ensure satisfactory provision of cycle facilities for visitors to the site.

**20. 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.

**21. APPROVAL CONDITION - Mechanical Ventilation (Pre-Commencement Condition)**

The development shall not commence until a scheme of measures for mechanical ventilation to the residential accommodation hereby approved has been submitted to and approved in writing by the Local Planning Authority. The approved measures shall be installed before first occupation of the new accommodation to which it relates and retained thereafter.

Reason

To protect the amenities of future occupiers of the development in view of the air quality characteristics of the area

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

No development shall take place 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.

**23. APPROVAL CONDITION - Television Reception (Pre-Commencement Condition)**

No development shall commence until a survey and report of the impact of the proposed development on television reception to adjoining properties has been submitted to and approved in writing by the Local Planning Authority. Any remedial measures recommended in this report shall be implemented in accordance with measures and timescale to be agreed by the Local Planning Authority.

REASON

To safeguard the amenities of neighbours.

**24. APPROVAL CONDITION - Diversion of sewers (Pre-Commencement Condition)**

No development shall commence until details of measures to be undertaken to divert/protect the public water supply mains and sewers has been submitted to and approved in writing by the Local Planning Authority in conjunction with Southern Water. The development shall subsequently be carried out in accordance with these approved measures.

Reason

In order to protect Southern Water apparatus

**25. APPROVAL CONDITION - Security Measures (Pre-Occupation Condition)**

Prior to either the first occupation of the development or the installation of the details listed below (whichever is sooner) a Security Management Plan shall have been submitted to and approved in writing by the Local Planning Authority. The plan shall include details of:

- i. CCTV coverage & concierge arrangements with 24 hour on-site management;
- ii. semi-private ground floor courtyard access and management arrangements to include hours of access by the public;
- iii. door types of the storage areas;
- iv. outer communal doorsets and the cluster flat access doorsets;
- v. the design of the security gates into the central courtyard in consultation with Hampshire Constabulary;
- vi. ground floor windows; and
- vii. audio/visual control through the communal access doors.

Development shall be completed and maintained in accordance with the agreed details.

REASON:

In the interests of crime prevention and residential safety

**26. 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

**27. APPROVAL CONDITION - Ecological Mitigation Statement [Pre-Commencement Condition]**

Prior to development commencing, including site clearance, the developer shall submit a programme of habitat and species mitigation and enhancement measures which unless otherwise agreed in writing by the Local Planning Authority shall be implemented in accordance with the programme before any demolition work or site clearance takes place.

**Reason**

To safeguard protected species under the Wildlife and Countryside Act 1981 (as amended) in the interests of preserving and enhancing biodiversity.

**28. APPROVAL CONDITION - Hours of use (Performance Condition)**

The ground floor commercial units to be used for Class A3, A4 or A5 uses hereby approved shall not be open to the public outside the hours of 0800 to midnight on any day.

**Reason**

To safeguard the amenities of the area.

**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 - Provision of communal facilities (Pre-Occupation Condition)**

The student residential accommodation hereby approved shall not be first occupied until the ground floor launderette and common rooms and the upper floor shared amenity area has been provided as shown on the approved drawings.

**Reason**

To ensure these shared facilities are provided as submitted, in the interests of the appearance of the area and the amenities of future occupiers.

**POLICY CONTEXT**Core Strategy - (January 2010)

CS1	City Centre Approach
CS3	Promoting Successful Places
CS4	Housing Delivery
CS5	Housing Density
CS11	An Educated City
CS13	Fundamentals of Design
CS16	Housing Mix and Type
CS18	Transport: Reduce-Manage-Invest
CS19	Car & Cycle Parking
CS20	Tackling and Adapting to Climate Change
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
HE5	Parks and Gardens of Special Historic Interest
HE6	Archaeological Remains
CLT5	Open Space in New Residential Developments
H1	Housing Supply
H2	Previously Developed Land
H7	The Residential Environment
H13	New Student Accommodation
MSA1	City Centre Design
MSA3	Charlotte Place

Supplementary Planning Guidance

Residential Design Guide (Approved - September 2006)  
 Planning Obligations (Adopted - August 2005 and amended November 2006)  
 Parking Standards (September 2011)  
 City Centre Urban Design Strategy (2001)  
 City Centre Action Plan - Preferred Approach (January 2012)

Other Relevant Guidance

The National Planning Policy Framework 2012

**Relevant Planning History**

In 1978, planning permission was refused for redevelopment to provide a supermarket of 76,000 square feet with associated car parking. The reasons for refusal related to shopping policy considerations, the location of the proposed development, traffic generation and future transportation proposals.

In 1988, outline planning permission was granted for redevelopment of the whole site to provide an office development comprising 9,196 square metres of floorspace with associated car parking and retail units on the St Mary's Road frontage. This permission was not acted upon.

In 1991, planning permission was refused for redevelopment of the site by the erection of a building providing 10,127 square metres of office floorspace and 2,932 square metres educational floorspace and associated car parking. The reasons for refusal related to the size and scale of the building in relation to the restricted nature of the surroundings, highway and car parking issues and archaeology.

In 1993, planning permission was granted for the erection of a 6 to 8-storey office building of 8,919 square metres floorspace with associated car parking.

In January 2004, a limited period planning permission, expiring in January 2005 was granted for the establishment of a temporary short-term car park on the site with lighting.



## Proposal

Redevelopment of the site, erection of a building ranging in height from 3-storeys to 20-storeys to provide 154 student residential flats, (77 cluster flats, 77 studios - 686 bed spaces), commercial/community uses on the ground floor (Class A1 - A5 inclusive, Class D1 or Class D2 - 581 square metres) with associated parking and communal facilities, vehicular access from Compton Walk and a new pedestrian access route from Charlotte Place to Compton Walk (Amended description).

The previous proposal was for a building ranging in height from 3-storeys to 18-storeys to provide 137 student residential flats, (82 cluster flats, 55 studios - 697 bed spaces), commercial use on the ground floor (Class A1 - A5 inclusive - 581 square metres).

## Layout

The site is a major gateway location on the edge of the city centre. There is already a cluster of taller buildings here and therefore a precedence set, however this needs to be sensitive to the much lower rise residential community to the east.

The proposal to place the student entrances on St Mary's Road and Compton Walk is supported, as is the retail units on St Marys Road as they will contribute footfall and vitality to this street (ideally the use should cover café use as in the original submission). The relocation of the access to the undercover parking area away from the corner is a significant improvement. Ideally the student entrance would be located nearer the corner but it is recognised that a compromise is needed and the entrance close to the bottom of steps leading to the Charlotte Place is acceptable. **Consideration should be given to designing out the recessed area outside the bin store to improve natural surveillance.** The prominent corner unit is to be a launderette or common room, which is an improvement on the original submission, given the constraints of the site and gives opportunity for an improved active street frontage – the design of glazing here could be suitably improved to reduce the visual impact of the launderette through some special artist designed graphics/patterning.

Both towers have been designed so that their base is distinguishable as part of the design of the tower above; this accentuates the slender proportions of the towers to avoid them looking squat. Further work has been done to improve the base of the northern tower and its relation with the pavement and to resolve a steep drop in levels across the north of the site. This has been done successfully by designing out the awkward arrangement of planters, ramps and steps by relocating the student entrance to the north west side of the tower.

The architects have also reoriented the north tower which results in a smaller number of north facing rooms (from 8 down to 2 per floor) and rationalised the floor plan which creates a simpler, orthogonal and more elegant form to the two towers. This also allows a much improved north elevation to the north tower by introducing the circulation corridor fenestration to break up the monotony repeating student room fenestrations.

The provision of a footpath leading to a flight of steps leading up from St Mary's Road/Oxford Avenue to the roundabout is in line with the design guidance provided by the City Centre Urban Design Strategy 2000 and that provided in the draft City Centre Master Plan 2012 and draft City centre Action Plan 2012 Policy 34 and to allow a continuous line of sight from East Park across to the east of the city centre.

The landscaped bed extending in front of the retail unit of St Mary's Road in the original submission has been designed out, thereby creating a fully accessible frontage and reduces visual clutter and areas that might encourage unsociable behaviour. The upper level courtyard is a good use of the site foot print for amenity space.

The sun path analysis plans indicate that there would be significant shadows cast over the residential areas to the north east in late afternoon. There are already significant shadows cast by the Charlotte Place development and shadows cast by the pro[posed development would extend this shadow further to the north and east. The frontages to St Marys Road and Compton Walk will benefit from morning and afternoon/evening sun respectively, however the private amenity space courtyard will suffer from shading by the south tower and western block particularly around mid day and into the afternoon/evening, but will benefit from morning sunlight.

## **Scale**

The principle of taller buildings at both ends of the site is acceptable (as proposed 20 storeys above Charlotte Place and 15 storeys above St Mary's Rd - south east end of site). This creates a six storey difference compared to the original submission of just 3 storeys; this increased differential in height improves the relationship between the towers, creating more drama and a more distinct skyline profile, which will be clearly evident from longer distant views across the city, such as the Itchen Bridge and Northam Bridge. The floor plans of each tower have been rotated so that they are perpendicular to each other, so the towers can be treated similarly in architectural detailing (for a cost efficient design) but are much more interesting to look at and their overall visual mass is reduced as a result, and therefore a significant improvement on the original submission.

The scale and massing of the St Mary's Rd frontage of 3 storeys rising to 5 at the south corner generally works well, creating a suitable scale of development fronting St Marys Road. The taller 8 storey link block that fronts Charlotte Place has an improved architectural treatment to its elevations that help to visually reduce its scale. The setting back of this block from the building line of the two towers and use of different cladding materials, as shown, of red masonry and silver grey cladding panels and the introduction of a few street trees and soft landscaping could help to introduce a smaller scale of detailing and material finish to help reduce the feeling of 'a canyon effect' along the east side of Charlotte Place.

## **Appearance**

The St Marys Road façade works well architecturally and is improved through the removal of the triangular shaped panel upstands and simplification of the fenestration. The parapet coping detail will need sufficient visual weight to cap this off and relate to the existing parapet detailing in the street. The fenestration to the corner of St Marys Road and Compton Walk has also improved with active frontages, use of feature windows to the kitchens and a reduction in the scale of upper windows reduces the visual impact on longer distant views along Oxford Avenue. The view along Clovelly Road will see the full height of the north tower, but this will be foreshortened by the more sympathetic 3 storey scale of the red masonry wall and grey masonry base to the tower.

The elevational treatment of the towers is also much improved, simpler design and with much improved articulation of the skyline that creates a more elegant solution, with contrasting materials and colours, and use of feature two storey bay windows to add visual weight to the upper storeys. By treating the corridor fenestration as different to the student room fenestration the expanse of the facades are broken up into distinct elements thereby reducing the overall scale. The recessing of the kitchen floor plan also introduces depth to

the elevations and interest through the introduction of a horizontally emphasised cladding system. The use of a deep canopy to the entrance to the north tower coupled with a double storey grey masonry plinth gives suitable visual weight to the base of this tower whilst providing protection from down drafts to the entrance area.

A limited palette of materials is supported. The use of red brick on the west and eastern elevations is appropriate. The test will be in the quality of materials proposed so more detail is required on this.

The design of signing for both the student accommodation and for the new retail units should be conditioned.

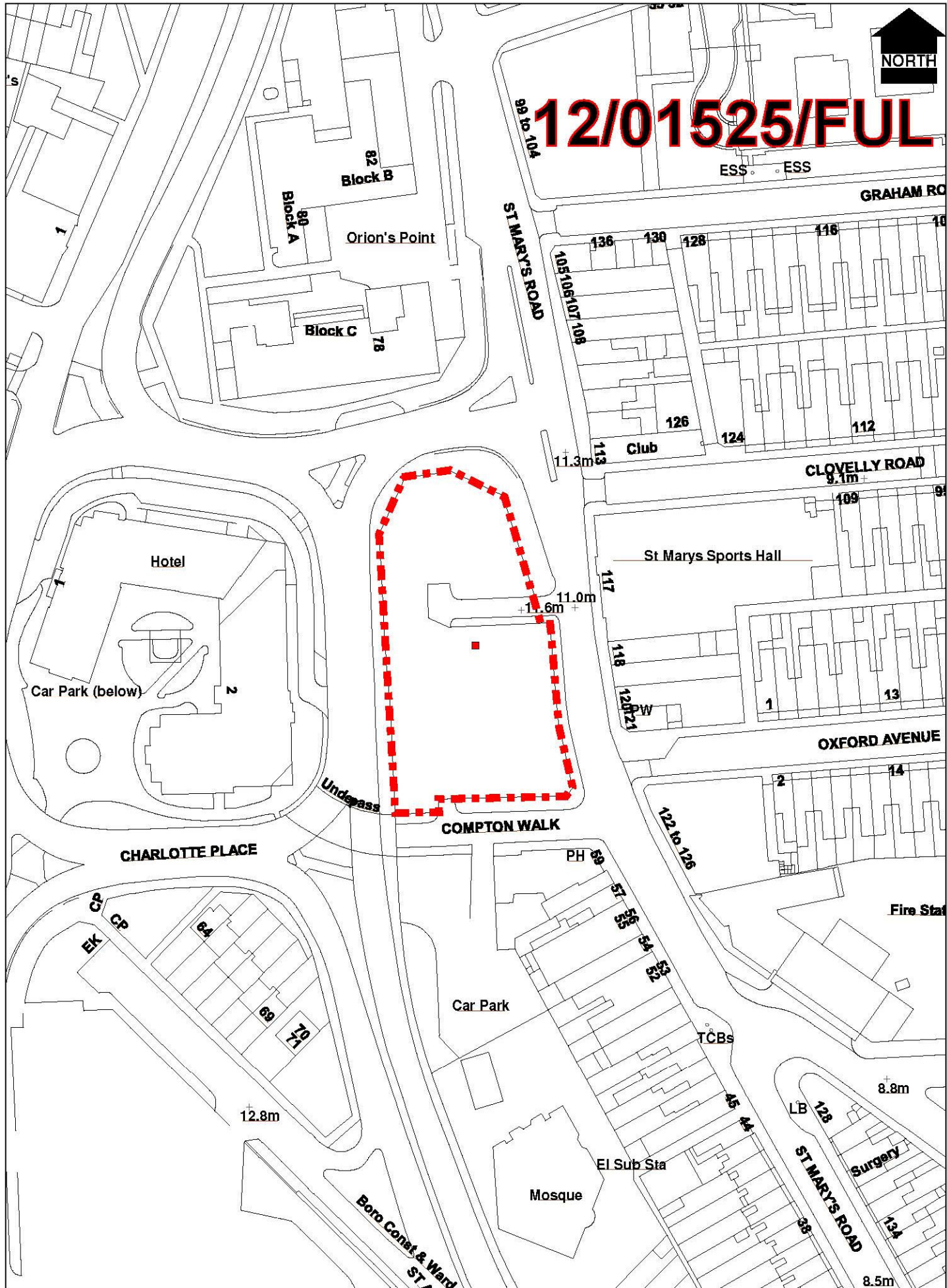
### **Landscaping**

As previously suggested, it is good to see a line of street trees being proposed along Compton Walk and St Marys Road, as well as on Charlotte Place (to the north and west). These help extend the green infrastructure of East Park eastwards, providing sight lines can be maintained for access. It was previously proposed to landscape the area at the foot of the link block on Charlotte Place – this is not shown on the drawings.

Hard landscaping materials should be in accordance with the Streetscape Manual. External lights should be wall mounted where possible.



# 12/01525/FUL



Scale : 1:1250

Date : 13 March 2013

© Crown copyright. All rights reserved. Southampton City Council 100019679 2004.

