

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

<b>Application address:</b> Southampton General Hospital Tremona Road SO16 6YD			
<b>Proposed development:</b> Erection of a two storey extension above the haematology centre with a new external stair well, enclosed fire escape route and associated alterations			
<b>Application number</b>	13/01298/FUL	<b>Application type</b>	FUL
<b>Case officer</b>	Andy Amery	<b>Public speaking time</b>	15 minutes
<b>Last date for determination:</b>	12 November 2013	<b>Ward</b>	Shirley
<b>Reason for Panel Referral:</b>	Departure from the Development Plan	<b>Ward Councillors</b>	Cllr Mark Chaloner Cllr Satvir Kaur Cllr Raymond Mead

<b>Applicant:</b> University Hospital Southampton NHS Foundation Trust	<b>Agent:</b> Mrba
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<b>Recommendation Summary</b>	<b>Conditionally approve</b>
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<b>Community Infrastructure Levy Liable</b>	<b>Not applicable.</b>
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**Reason for granting Permission**

The development is a departure from the Development Plan in that it fails to achieve BREEAM Excellent notwithstanding it is a scheme exceeding 500sq m. However, given the specific circumstances relating to this building both in terms of its function and as a relatively small extension to a large building pre-dating BREEAM requirements it is accepted that the achievement of BREEAM Excellent is not achievable in this instance. Measures have been incorporated to improve the sustainability of the building as a whole bringing it up to a PASS rating. Given all other factors are acceptable and given the need for the extension to provide and improve primary healthcare on the site the scheme is considered to be acceptable taking into account all other policies and proposals of the Development Plan as set out below. Other material considerations have been considered and are not judged to have sufficient weight to justify a refusal of the application, and where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and

Compulsory Purchase Act 2004 and thus planning permission should therefore be granted. In reaching this decision the Local Planning Authority offered a pre-application planning service and has sought to work with the applicant in a positive and proactive manner as required by paragraphs 186-187 of the National Planning Policy Framework (2012).

Policies - SDP1, SDP5 SDP7, SDP9 , HC1 of the City of Southampton Local Plan Review (March 2006) and CS13 and CS10 of the Local Development Framework Core Strategy Development Plan Document (January 2010).

<b>Appendix attached</b>			
1	Development Plan Policies		

## **Recommendation in Full**

### **Conditionally approve**

#### **1.0 The site and its context**

- 1.1 The General Hospital is located 4km to the north-west of the City Centre in the Coxford Area (although officially in Shirley Ward) of the City. The Southampton University Hospitals Trust who own and operate the site provides health care facilities to over half a million people on an annual basis and employ in the region of 7500 staff. It is a site of regional and national importance for healthcare, research and teaching.
- 1.2 The site is tightly constrained being surrounded by narrow residential roads and streets on all sides. The limited site area combined with the continual need to provide new and improved healthcare facilities served by appropriate transport options means that development proposals need to be carefully managed. The Trust has therefore developed a Vision document and Estate Strategy to guide new development up to 2020.

#### **2.0 Proposal**

- 2.1 The proposals seek to provide an additional two floors (D and E Level) of accommodation directly above the existing 2 storey Haematology Building which itself is a relatively modern extension to the 6 storey West Wing structure into which it will directly connect.
- 2.2 The proposals also include an enclosed escape stair serving the new extension and the older west wing building.
- 2.3 The materials proposed match those which have been used on an adjacent modern extension. The chameleon rockwall panelling gives a metallic sheen with an iridescent finish providing a vibrant and warm appearance which has enhanced the parts of the site on which it has been used.

- 2.4 25 additional jobs are anticipated to be created with the new facilities provided which include a new ward to help relieve existing pressure on bed-spaces within the site (Level D) in particular with increasing demands from A&E.
- 2.5 Level E provides new specialist treatment facilities which will improve patient care and waiting times by enabling an additional 80 patients a week to be treated.

### **3.0 Relevant Planning Policy**

- 3.1 The Development Plan for Southampton currently comprises the “saved” policies of the City of Southampton Local Plan Review (March 2006) and the City of Southampton Core Strategy (January 2010). The most relevant policies to these proposals are set out at **Appendix 1**.
- 3.2 Major developments are expected to meet high sustainable construction standards in accordance with Core Strategy Policy CS20 and Local Plan “saved” Policy SDP13.
- 3.3 The National Planning Policy Framework (NPPF) came into force on 27<sup>th</sup> March 2012 and replaces the previous set of national planning policy guidance notes and statements. The Council has reviewed the Core Strategy to ensure that it is in compliance with the NPPF and are satisfied that the vast majority of policies accord with the aims of the NPPF and therefore retain their full material weight for decision making purposes, unless otherwise indicated.

### **4.0 Relevant Planning History**

- 4.1 08/01017/Ful: Erection of a two-storey extension to north west corner of west wing to provide additional ward space and plant room, with alterations to existing entrance, landscaping & parking. Approved 19.08.2008.
- 4.2 It is this relatively modern extension to the West Wing which the new extension is proposed to be constructed above.

### **5.0 Consultation Responses and Notification Representations**

#### **Consultation Responses**

- 5.1 **SCC Highways** - No objection to this proposal but need to review future development on the site to ensure travel plans are in place to deal with continued incremental development.

5.2 **SCC Sustainability Team** – Given this is an extension it is understandable why an Excellent rating would not be able to be achieved – however I do have concern that a ‘PASS’ rating is particularly low. The applicant does confirm that many site wide sustainability measures are being undertaken as part of a long term programme. The development does provide a building envelope that far exceeds Building Regulations (Roof – 0.15w/m<sup>2</sup>k, 40% improvement over Building Regulations Part L2A; Walls – 0.28w/m<sup>2</sup>k, 20% improvement over Building Regulations Part L2A; Windows – 1.40w/m<sup>2</sup>k, 36% improvement over Building Regulations Part L2A; Infiltration – 5m<sup>3</sup>/h.m<sup>2</sup> @ 50pa, 50% improvement over Building Regulations Part L2A) and uses low carbon heat and electricity. Therefore on balance I believe this bespoke building with its very particular environmental setting is justified on not meeting policy CS20 requirements.

5.3 **SCC Architect’s Panel** – Supportive of proposals.

## 6.0 **Planning Consideration Key Issues**

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

### 6.2 **Principle of Development**

The proposals will deliver new and improved healthcare facilities on the site to the benefit of patients whilst enabling the appointment of up to 25 additional healthcare staff. This is fully in accordance with the policy allocation for the site which safeguards it for development of this type.

### 6.3 **Design and Scale**

The extension sits immediately above an existing two storey extension to West Wing and therefore does not need to encroach on the limited space within the site. Whilst visible from the entrance in Coxford Road, the extension (which brings the building up to four storeys in height), will sit against and tie in with the original 6 storey west wing. Its scale and massing will not appear unduly dominant. The materials will add some subtle colour and vibrancy to the campus which is a deliberate continuation of the design principles used over the past decade to move away from the older concrete facades and provide a modern, attractive facility.

### 6.3.1 Sustainability

The proposals do not meet BREEAM requirements and therefore represent a departure from the Local Plan. In this instance the form of the development (an extension to an out dated building) and its function (high energy demanding healthcare facilities) mean that within realistic budgets healthcare schemes on this kind will not achieve BREEAM excellent. Measures have been incorporated which do improve the sustainable credentials of the building and the Hospital Trust have a commitment to providing a highly sustainable campus which includes an existing on site CHP facility. On balance the primary health care needs, the quality of the design and the improvements to the sustainability of the building compared to the existing situation are considered to outweigh the strict policy requirement in this instance.

### 6.3.2 Transport

13 additional car parking spaces are identified as being required to support this extension. This is not a significant number given the existing levels of parking and trips that occur on a daily basis. However, it does emphasise the need for a rationalisation of the overall provision through robust travel planning to ensure incremental developments in isolation such as this are controlled and managed appropriately in the context of the aggregate of new development taking place on the site.

## 7.0 Summary

7.1 The extension provides much needed improved and new healthcare facilities in a well designed building which does not erode the limited space within the site.

Whilst the scheme is a departure from the local plan due to its failure to achieve BREEAM requirements, other material considerations are considered to outweigh the sustainability policy in this instance.

## 8.0 Conclusion

Planning permission should be granted with conditions.

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

[Enter relevant background papers from most up to date list]

**AA for 15.10.2013 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 - 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.

### **APPROVAL CONDITION - BREEAM Standards (commercial development) [performance condition]**

03 Within 6 months of any part of the development first becoming occupied, written documentary evidence proving that the development as achieved, at minimum the rating and score under BREEAM as set out in the Ref document J230501/2A/02/Sustainability Statement as submitted 20 September 2013 in the form of post construction assessment and certificate as issued by a legitimate BREEAM certification body shall be submitted to the Local Planning Authority for its approval.

REASON:

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

### **04 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.

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**APPENDIX 1**

**POLICY CONTEXT**

Core Strategy - (January 2010)

CS10	A Healthy City
CS13	Fundamentals of Design

City of Southampton Local Plan Review – (March 2006)

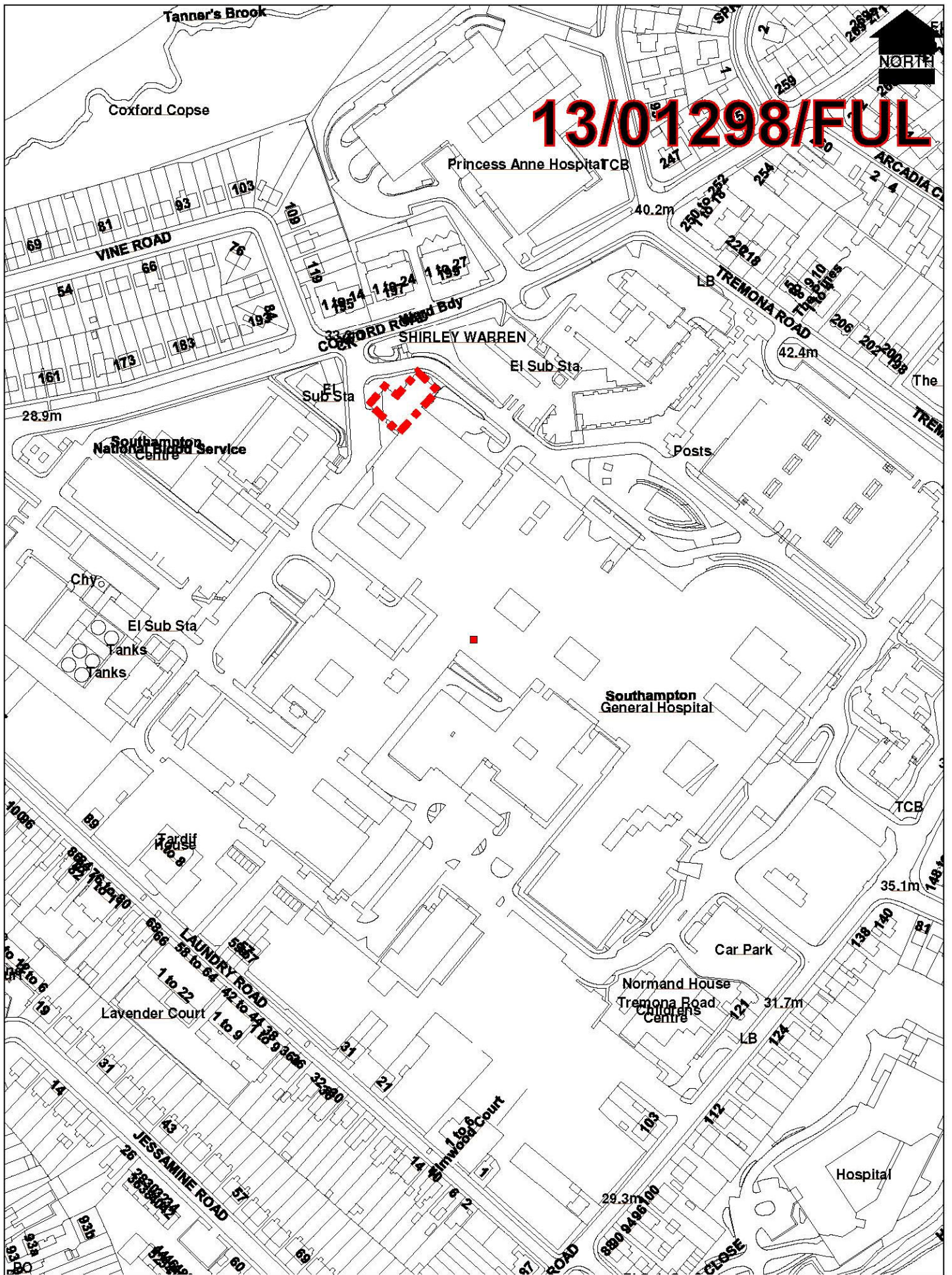
SDP1	Quality of Development
SDP5	Parking
SDP6	Urban Design Principles
SDP7	Urban Design Context
SDP9	Scale, Massing & Appearance
HC1	Primary Health Care

Supplementary Planning Guidance

Parking Standards SPD (September 2011)

Other Relevant Guidance

The National Planning Policy Framework 2012



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Scale : 1:2500

Date :02 October 2013

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