

Planning, Transport & Sustainability Division
Planning and Rights of Way Panel meeting 16 October 2012
Planning Application Report of the Planning and Development Manager

Application address: Boldewood Campus, Bassett Crescent East, University Of Southampton			
Proposed development: Application for reserved matters approval of layout, scale, appearance and landscaping pursuant to Block H and associated works of the outline planning permission reference 11/00963/TIME for redevelopment of the Boldewood campus. <i>Note: application also seeks to discharge conditions 2 (additional detail), 11 (landscaping), 14 (arboricultural method) and 15 (tree safeguarding) of permission 11/00963/TIME.</i>			
Application number	12/01167/REM	Application type	REM
Case officer	Stephen Harrison	Public speaking time	15 minutes
Last date for determination:	05.11.2012	Ward	Bassett
Reason for Panel Referral:	Major development with objections	Ward Councillors	Cllr L Harris Cllr B Harris Cllr Hannides

Applicant: University Of Southampton	Agent: Luken Beck Ltd
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Recommendation Summary	Conditionally approve
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Reason for granting Permission

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. The principle of the proposed building (in terms of siting, bulk and scale) and the parking numbers associated with the University have already been established by earlier planning permissions. The chosen contemporary design solution is fitting for the site and the recently approved Maritime Centre of Excellence, for the reasons detailed in the report to the Planning and Rights of Way Panel on 16th October 2012. The chosen design and landscape mitigation proposed reduces any further impact on the neighbouring residential property and controls are in place to lessen the impact during the construction phase. 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.

Policies – SDP1, SDP4, SDP5, SDP7, SDP9, SDP10, SDP11, SDP12, SDP13, SDP14, SDP15, SDP16, SDP17, SDP22, NE6, L7 of the City of Southampton Local Plan Review - Adopted March 2006 as supported by policies CS6, CS11, CS13, CS18, CS19, CS20, CS22 as supported by the relevant national planning guidance and the Council's current supplementary planning guidance listed in the Panel report.

Appendix attached			
1	11/00963/TIME Decision Notice	2	Development Plan Policies
3	Relevant Planning History		

Recommendation in Full

- i) Conditionally approve 12/01167/REM
- ii) That the Planning and Development Manager be given delegated powers to discharge conditions 2 (additional detail), 11 (landscaping), 14 (arboricultural method) and 15 (tree safeguarding) of permission 11/00963/TIME, in consultation with the relevant officers, and remove, vary or add conditions to 12/01167/REM as necessary.

Background

Outline planning permission was granted for the redevelopment of the application site for 32,000sq.m of university non-residential institutional use (Class D1) served by 468 parking spaces in 2008 (LPA: 07/00985/OUT as extended by 11/00963/TIME). The current application seeks detailed approval for Block H along the site's northern boundary following an agreed location and building envelope being set at the outline planning stage.

A fully detailed permission for Phase 1 was issued in 2009 (LPA: 08/01097/FUL) and this included the Lloyds Register (LR) office building as part of the wider Maritime Centre of Excellence. The LR building was considered as a departure from Policy L7 of the Local Plan Review. The current proposals for Block H comprise university uses that are, in principle, consistent with the requirements of Policy L7.

There is no change to the approved parking numbers or allocated split.

1.0 The site and its context

- 1.1 The Boldrewood Campus is currently a building site characterised by its associated hoardings and contractors compound. Works are progressing well on the Lloyds Register building, Block B and Car Park 1.
- 1.2 The site is defined by a 12 metre change in level (from the north-west corner) and its landscape setting, which is defined, in part, by the Southampton (Boldrewood, Burgess Road/Bassett Avenue) Tree Preservation Order 2007.
- 1.3 Boldrewood is located some 50 metres from the Southampton Common Site of Special Scientific Interest (SSSI) and Site of Importance for Nature Conservation (SINC). The site is located within Flood Zone 1, where there is a low probability of a flood event.

2.0 Proposal

- 2.1 Approval is sought for the reserved matters detail associated with Block H, the associated surface parking area and its landscaping. In particular details are given of the layout and detailed siting of the proposed building, the appearance of the proposed building (including details of the proposed materials), the scale of the building (including their detailed dimensions and levels) and the detailed hard and soft landscaping plan. The details of layout, siting and the maximum height parameters have been set at the outline planning stage (LPA: 07/00985/OUT).
- 2.2 The Building – 'Block H'
The outline permission established the principle for a building running along the northern edge of the site within an identified maximum building envelope. The

building is fixed with a maximum height (17 metres – maximum of 67m Above Ordnance Datum), width (165 metres) and depth (20 metres). A maximum floorspace of 4,044sq.m was also set.

- 2.3 Furthermore condition 33 of permission 11/00963/TIME states that ‘notwithstanding the approved Development Framework Plan Building H shall be located no further east than the indicative building footprint shown. Building H shall be located no less than 3.2 metres from the boundary with Oaklands Way’.
- 2.4 The proposed building comprises 3,995sq.m of floorspace and is set into the ground to minimise its impact and provides two storeys of above ground university accommodation with a basement. It has a finished height of 13.2 metres at its tallest (67 metres AOD, as per the outline consent) including the below ground works. This represents a finished height of between 4.82 and 8.53 metres above the existing ground level. The proposed building has a width of 20 metres and a length of 142.8 metres. At the nearest point to the Oaklands Way turning circle there is a separation distance of 3.2 metres.
- 2.5 The established building envelope and siting has, therefore, been followed.**
- 2.6 Block H will comprise a hydro-mechanics lab and towing tank, workshops, laboratories, teaching space and research garage. In design terms the building will be constructed using glass curtain walling, rainscreen panels, metal louvers, photo-voltaics (to both roof and southern elevation) and a standing seam aluminium wrap around roof. The northern elevation, fronting Oaklands Way, is simpler and utilises untreated western red cedar (or larch) rainscreen battens and a green roof system with no openings.
- 2.7 Landscaping
There are three parts to the submitted landscaping plan. Firstly, it is proposed to enhance the existing mature screen that runs from east to west along the site’s northern boundary. Secondly, a green roof will extend along the roof of Block H closest to Oaklands Way. Finally, the application provides details of the surface parking and central lawns with associated planting.
- 2.8 Parking & Access
The redevelopment of the entire Boldrewood Campus is approved with 468 parking spaces. To date a total of 333 parking spaces are detailed in line with permissions 08/01097/FUL and 11/00963/TIME. Surface parking for 168 parking spaces will be supplemented by 165 parking spaces located within Car Park 1. In addition to the 165 covered spaces the number of surface parking spaces available to Lloyds will reduce over 5 years from 85 to 7 in line with the terms of their planning permission 08/01097/FUL.
- 2.9 The parking will have unfettered access on a 24 hour basis from Burgess Road. A 1 metre high controlled gate will prevent vehicular access (other than for emergencies) from Bassett Crescent East as required by the outline masterplan.
- 2.10 Other Matters
The application also seeks the approval of details associated with the planning conditions attached to permission 11/00963/TIME as they relate to Block H. The delegation of the Planning Panel is sought to deal with these planning conditions separately.

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 2**.
- 3.2 Local Plan Policy L7 is supportive of applications for academic, research and teaching facilities as is proposed for Block H.
- 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 27th 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.

4.0 Relevant Planning History

- 4.1 The relevant planning history for the Boldrewood Campus is appended at **Appendix 3** of this report.

5.0 Consultation Responses and Notification Representations

- 5.1 In accordance with good practice the University undertook their own pre-application public consultation event on 28th July 2012, and invites were sent to 116 of the site’s nearest neighbours. The planning application summarises the responses and details how they have been addressed.
- 5.2 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 (16.08.12) and erecting a site notice (16.08.12). At the time of writing the report **5** representations have been received including:
- 5.3 **Ward Councillor Hannides** – Objection raised – the building is too close to Oaklands Way. Need to be sympathetic to the requests of these nearest neighbours regarding screening.
- 5.4 **East Bassett Residents Association (EBRA)** – detailed concerns raised (see *summary of points below*).
- 5.5 **The City of Southampton Society** raises concerns about the loss of the hedge between the scheme and Oaklands Way to the application.
- 5.6 Planning related issues raised include:
- 5.7 **The visual impact of the development on the residents of Oaklands way, in terms of scale, mass and appearance, is significant.**

5.7.1 Response

The proposed building sits within the approved wireframe and, as such, the Council has already accepted that the buildings impact, in terms of scale and mass is acceptable. The proposed appearance has been submitted for approval at this stage and is considered to be of a high architectural standard.

5.8 Excavation into the tree root system will harm the existing 'living boundary' with Oaklands Way. Recommendations to lower the height of this boundary also gives concern. The proposals for this boundary are not rigorous enough to guarantee the mental and physical health of the Oaklands Way residents.

5.8.1 Response

A detailed strategy for managing this densely vegetated buffer (which separates Oaklands Way from Block H) has been provided. A key issue is the considerable extent of undergrowth to the northern edge of the hedgerow, all of which occurs off-site north of the boundary fence. The submission concludes that *'this will need to be retained and protected while planting and fencing work is being undertaken through the middle of the hedgerow. Whilst the existing hedgerow provides a reasonably intact vegetative screen this has become fragmented in places, with little good-quality regeneration, compounded by heavy shading of a remnant conifer hedge (poor quality) and patches of sycamore regeneration. Where there is dense screening elsewhere this still requires pruning to prolong plant life and vigour. All excavation and planting work will be undertaken using hand tools only to limit disturbance to tree roots'*. The works required to the northern boundary have been assessed by the relevant officers as acceptable

5.9 Some of the planting along the northern boundary has already died, and the application reports that this screen will be reduced to 1.8 metres which is clearly unacceptable. Residents count some 16 named trees will be lost which makes a mockery of the TPO.

5.9.1 Response

The Council's Tree Officer has raised no objection to the proposals. The Tree Works Schedule (Appendix CB4) from the CBA report ref. CBA6423 V3 (July 2012) itemises 5 mature trees to be removed (2 Cypress, 1 Thorn, 1 Sycamore, 1 Blackthorn) and 5 various species to be pruned. Further works are required to remnant conifer hedging trees (Lawsons cypress). 16 trees are affected in total. These trees are not within the TPO. All these works are considered as sound arboricultural management and along with the proposed new planting will improve the screening for residents. The outline permission secures replacement planting in the event that the new planting fails within 5 years (11/00963/TIME condition 13 refers).

5.10 The submitted details do not include a cross section showing the closest relationship between 15-17 Oaklands Way and Block H.

5.10.1 Response

The requested information has been provided as part of a revised submission and is available on public access (see plan ref: 12046/PCL062 Rev A).

5.11 The University should move Block H further south and could reduce the on-site parking requirement to facilitate this.

5.11.1 Response

The outline application proposals (LPA: 07/00985/OUT as extended by 11/00963/TIME) have the support of the Local Planning Authority, and the planning permissions have established where the individual buildings are to be sited. Whilst the University could explore, and submit a planning application for, alternative locations they have chosen to pursue the reserved matters associated with the outline permission. This is an acceptable approach to masterplanning a development site.

5.12 There is limited space for maintenance and repair of the northern elevation.

5.12.1 Response

A maintenance buffer strip of 1 metre has been designed into the scheme

5.13 Residents have witnessed the presence of bats and other protected species (including Redwings). A bat survey should be provided.

5.13.1 Response

The submitted 'Update of Ecological Appraisal' (July 2012) updates the October 2010 submission (and the bat survey from 2008). It concludes that *'the retention and enhancement of the vegetation at the site periphery is important in maintaining the ecological value of the site through ecological connectivity. It is likely that bats are using this tree line/hedge as a movement corridor, however this usage would be unaffected by the current proposals'*. A qualified ecologist will be appointed to undertake a watching brief on all stages of the development. The Council's Ecologist is satisfied with the level of detail provided and the proposed mitigation.

5.14 The application is 'premature' until the full details of the Oaklands Way boundary fencing are fully known

5.14.1 Response

It is not uncommon for further details of boundary fencing to be secured by a planning condition. In this instance, however, the application includes details of a proposed 1.8 metre high black chainlink fence that will form the site's northern boundary

5.15 Noise/vibration, dust and light emissions will harm existing residential amenity. Insufficient information on these issues have been made public

5.15.1 Response

The submitted details have been amended, made available for public inspection and assessed by the Council's Environmental Health Officer as acceptable. The northern elevation of Block H is effectively a blank façade with an architectural treatment to soften its appearance. It has no openings so as to avoid any light and noise transfer. Residential privacy is also, therefore, protected by this chosen design. Lighting within the car park will be screened by the building itself and scatter diagrams have been submitted with the planning application to demonstrate this. The construction phase will be controlled and monitored in accordance with the approved Construction Method Statement (LPA: 11/00101/DIS refers).

5.16 The UoS should continue with the original phasing plan and leave Block H until later, thereby giving the residents of Oaklands Way a break from the construction nuisance.

5.16.1 Response

Whilst the disruption associated with a building site is noted, and controls are in place to mitigate as far as possible, the UoS are free to develop their masterplan in any order they wish.

Consultation Responses

5.17 SCC Highways DM – No objection to the proposals. The level of on-site parking and the access to serve the Boldrewood redevelopment has been set by outline planning consent 07/00985/OUT and the Lloyds Register permission 08/01097/FUL. The number of spaces proposed is consistent and the use of the signalised junction onto Burgess Road will ensure safe access. It is noted that access from Bassett Crescent East will be controlled by a new gate as required by condition 22 of the outline permission.

5.18 SCC City Design – No objection. Concerns regarding the proposed eastern elevation have been addressed through the submission of amended plans.

5.19 SCC Skills & Economy – no objection - the S.106 includes a mechanism for securing a local training and skills plan

5.20 SCC Landscape Officer – Ongoing dialogue with the landscape consultants with no objections raised. A trigger is needed to ensure that the landscaping is implemented as part of this phase.

5.21 SCC Environmental Health – No objection raised to the proposed lighting impacts of the development. Controls are already in place with regards to the construction phase.

5.22 Note: Since commenting the applicants have provided additional information regarding the proposed noise impact. Any further comments on this issue will be reported verbally at the meeting.

5.23 SCC Sustainability – Pleased to see that this phase of development (Block H) is on target to meet BREEAM Very Good (*as required by the outline permission*), with aspirations to achieving BREEAM Excellent. A post completion certificate will be required in due course.

5.24 SCC Ecologist - Satisfied with the details of the ecology report and the proposed mitigation. Implementation of the ecological enhancements (such as the green roof) should be secured through a planning condition.

5.25 SCC Tree Team – There is sufficient information provided with the Arboricultural Method Statement. This information is considered acceptable for the application and to discharge the relevant conditions. The Tree Works Schedule itemises 5 mature trees to be removed (2 Cypress, 1 Thorn, 1 Sycamore, 1 Blackthorn) and 5 various species to be pruned. Further works are required to remnant conifer hedging trees (Lawsons cypress). 16 trees are affected in total. The trees to be removed are not within the TPO. All these works are considered as sound

arboricultural management and along with the proposed new planting will improve the screening for residents.

5.26 **Southern Water** – No comment

5.27 **Environment Agency** – No objection.

5.28 **BAA** – no objections following amendments to the submitted landscaping scheme. A planning condition is recommended to limit the height of any new planting to 84 metres AOD.

6.0 Planning Consideration Key Issues

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

- i) The Principle of Development;
- ii) Design & Impact on Context;
- iii) Impact on Residential Amenity;
- iv) Highway Matters including Parking; and
- v) Other Matters

6.2 The Principle of Development

The Boldrewood Campus is designated for university uses under saved Policy L7 of the adopted Local Plan Review (2006).

6.3 The principle and scale parameters of Block H, and its associated surface parking, were accepted when the Council approved application 07/00985/OUT. The proposed details fully comply with the agreed framework masterplan and outline permission.

6.4 Design & Impact on Context

The building's scale parameters for the redevelopment of this site have already been established and approved. Permission is now sought for the external appearance. The proposed building uses a modern architectural solution in keeping with the other approved buildings on the Campus. The central landscaped courtyard spaces are also to be provided at this stage.

6.5 Block H will comprise a hydro-mechanics lab and towing tank, workshops, laboratories, teaching space and research garage. In design terms the building will be constructed using glass curtain walling, rainscreen panels, metal louvers, photo-voltaics (to both roof and southern elevation) and a standing seam aluminium wrap around roof.

6.6 The northern elevation, fronting Oaklands Way, utilises untreated western red cedar (or larch) rainscreen battens with no openings, similar to that employed for Car Park 1, and a green roof system. In doing so care has been taken to ensure that the northern elevation is as simple as possible so as to reduce any harm to the Oaklands Way neighbours.

6.7 The contemporary design solution chosen is appropriate to the redevelopment proposals, the Avenue and Oaklands Way context, and is suitable for the site. The application is, therefore, considered to accord with Local Plan design policies SDP1, SDP7, SDP9, NE6 and L7 as supported by Core Strategy Policy CS13.

6.8 Impact on Residential Amenity

The application site is bounded to the north by the residential cul-de-sac of Oaklands Way. The approved masterplan has satisfactorily demonstrated that development can take place without causing significant harm to the amenity of existing residents. Separation distances have been maintained and are again acceptable as they accord with the Council's previous consideration. The mature landscaping screen will be retained and enhanced to further mitigate against the building's impact. A solid block wall with a timber fin façade forms the building's northern elevation to prevent any overlooking and limit the noise and light transfer. External lighting is located to the south of the building so as to limit its impact. The application is, therefore, considered to meet the requirements of Local Plan policies SDP1(i) and SDP7(v) as supported by CS13.

6.9 Highway Issues

The application site is located within an area defined by the Local Plan as having 'medium' accessibility to local transport and infrastructure. Prior to its closure and demolition the Boldrewood Campus was served by 204 on-site car parking spaces accessed from Basset Crescent East.

6.10 As stated, outline planning permission exists for 32,000sq.m of university floorspace served by 468 parking spaces. As part of this extant permission a new signalised junction onto Burgess Road has been implemented. This new access is the principal vehicular access point into the site. The existing Bassett Crescent East entrance is to be downgraded to pedestrian, cyclist and emergency vehicle access only. The current proposals seek to follow these agreed principles and implement this closure.

6.11 As part of the submission for the Lloyd's Register office development (08/01097/FUL) the Council accepted that Lloyds could have 250 parking spaces to assist their employees with the relocation to the Southampton area. This represents an over-provision of 147 spaces when compared with the Council's (pre-SPD) maximum office parking standards. As such, it was agreed during consideration of application 08/01097/FUL that a reducing level of car parking provision could be supported. The permission confirms that within 5 years of the first occupation of Lloyd's Register the on-site level of parking provision will be reduced from 250 to 172 spaces. The spaces removed from Lloyd's Register will be reallocated to university uses. This car park management and review is controlled with a S.106.

6.12 Car Park 1 as approved can provide Lloyds Register with 165 of their 172 spaces with the remainder located amongst the surface parking that will now be provided to serve Blocks B and H. The proposed level of parking is again consistent with the levels agreed at both the outline and detailed planning stage.

6.13 Other Matters

In terms of sustainable construction the application identifies the following environmental features:

- BREEAM target of 'Excellent' with confirmation that 'Very Good' will be achieved
- A 15% reduction in CO2 emissions over the current Building Regulations
- High levels of insulation
- Glazing limited to 40% of the façade
- Solar panel technology to both roof and southern façade

- Rainwater harvesting
- Biodiverse green roof

6.14 As part of this planning application the applicants have also submitted details in respect of a few pre-commencement planning conditions attached to the outline permission. These details focus on the landscaping enhancement and tree protection. The Council's Tree Officer has again visited the site and confirmed that the proposed works to the existing trees are acceptable, and in line with previous discussions. The Landscape Officer has sought an amendment to the proposed tree planting. This report seeks delegated authority to resolve these detailed matters.

7.0 Summary

7.1 The principle of the University's proposals for Block H, and the parking numbers associated with the Lloyds Register and University, have already been accepted when the Council issued planning permissions 07/00985/OUT, 08/01097/FUL and 11/00963/TIME. The current scheme complies with the parameters set at the outline stage and the chosen contemporary design solution is fitting for the site and the recently approved Maritime Centre of Excellence.

8.0 Conclusion

8.1 It is recommended that the reserved matters associated with Block H and the landscaped surface parking are approved.

Local Government (Access to Information) Act 1985

Documents used in the preparation of this report Background Papers

1a-d, 2b, d, 4f, k, dd, vv, 6a, c, h, l, 7a, 8a, 8e, 9a-b

SH2 for 16.10.2012 PROW Panel

PLANNING CONDITIONS to include:

1. APPROVAL CONDITION - Full Permission Timing Condition - Physical works

The development works for Block H hereby permitted shall begin not later than three years from the date on which this planning permission was granted or within 5 years from the date of the outline approval (11/00963/TIME) whichever is the later

REASON:

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

2. APPROVAL CONDITION – Planting

Any new planting associated with the approved landscaping scheme shall be maintained to a height of no more than 84m AoD.

REASON:

In the interests of aerodrome safety criterion at Southampton Airport as required by the Consultant Safeguarding Officer in their consultation response dated 16th August 2012.

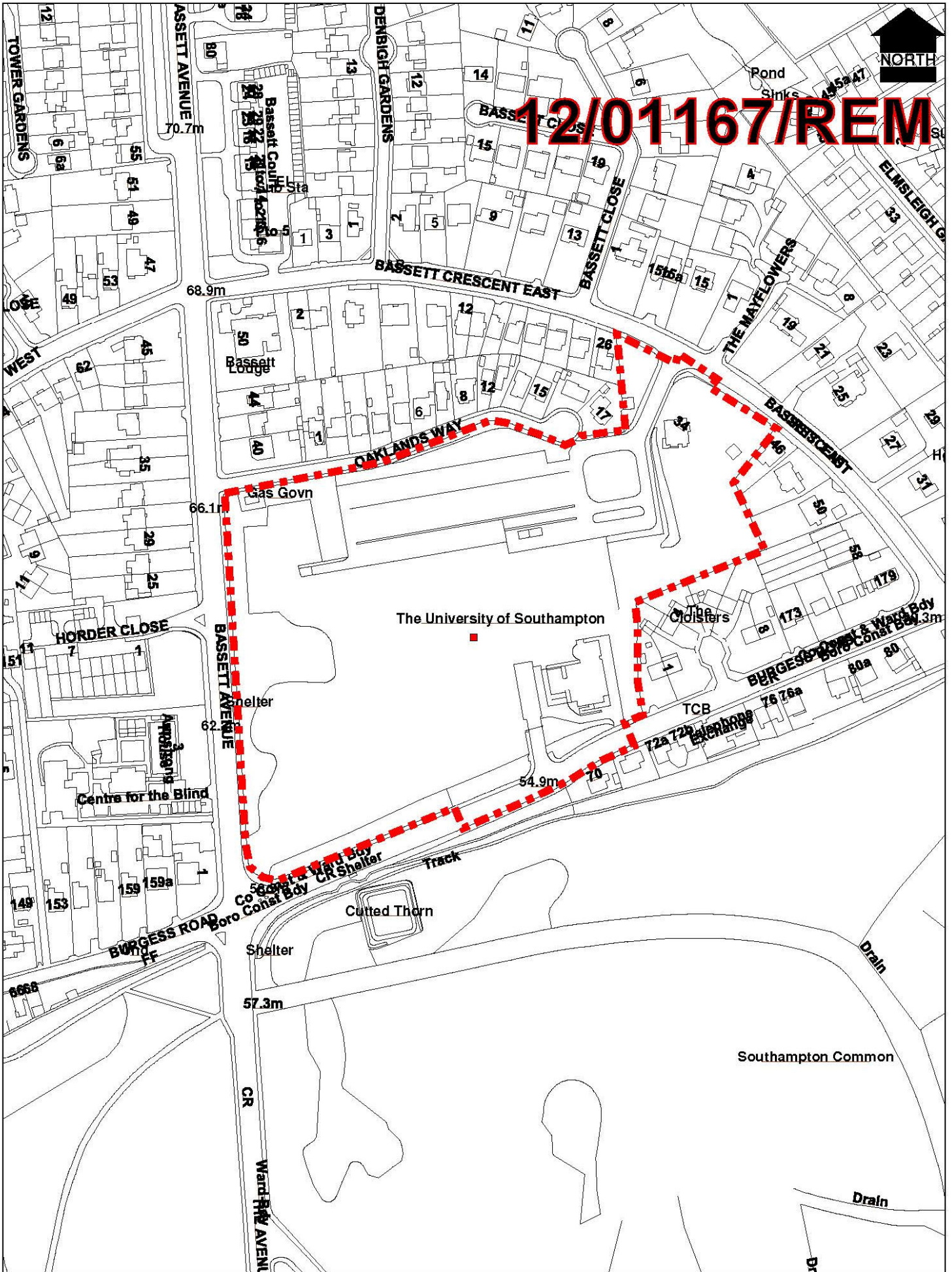
3. APPROVAL CONDITION – In accordance with the agreed details

The development of the building known as Block H, its associated hard and soft landscaping (including green roof) with all means of enclosure, surface car parking for 168 vehicles and the Bassett Crescent East controlled access arrangements shall be completed in accordance with the list of plans and documents (as amended) referenced at the end of this decision notice and the Construction Method Statement approved under

LPA ref: 11/00101/DIS ahead of the first occupation of Block H or in accordance with a timescale for delivery that is agreed ahead of the commencement of development.

REASON:

In the interests of securing a high quality comprehensive form of development in accordance with the details submitted and considered.



Scale : 1:2500

Date :03 October 2012

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