

Planning and Rights of Way Panel 11th December 2018
Planning Application Report of the Service Lead – Infrastructure, Planning and Development.

Application address: Former East Point Centre, Bursledon Road (north-east land parcel)			
Proposed development: Redevelopment of the site to create 128 residential dwellings comprising a mixture of 21 houses (20 x 3 and 1 x 4 bed) and 107 flats (29 x 1 and 78 x 2 bed) with associated car parking, bin, cycle storage and landscaping.			
Application number	18/01373/FUL	Application type	Major Dwellings
Case officer	Andrew Gregory	Public speaking time	15 minutes
Last date for determination:	12.12.18	Ward	Bitterne
Reason for Panel Referral:	For determination alongside the adjacent retail proposal 18/00968/FUL	Ward Councillors	Cllr John Jordan Cllr Frances Murphy Cllr Terry Streets

Applicant: JT Consultancy Limited	Agent: RDT Architects
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Recommendation Summary	Refusal
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Community Infrastructure Levy Liable	Yes
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Appendix attached			
1	Development Plan Policies		

Recommendation in Full

Refuse for the following reasons:

01. REFUSAL REASON - Layout and access arrangement would prejudice the future development of adjoining land

The proposed layout and access arrangement would prejudice the development of adjoining land to the south. The planning application by ALDI Stores Ltd (Ref 18/00968/FUL) failed to demonstrate adequate capacity for safe right turn movements out of the site without leading to severe obstruction to traffic flow on Bursledon Road, a main arterial route which has been identified by Highways England as requiring major improvements to improve traffic flow. As a consequence, the land to the south requires access onto Burgoyne Road. Therefore, unless access can be secured over third party land (Highpoint Centre), the proposed residential layout would prejudice the remainder of the wider site from being developed because there is no opportunity for vehicular access connection onto Burgoyne Road.

Furthermore, because the site as approved under planning permission ref 16/01888/OUT has been split into two land parcels and not master planned or considered comprehensively, the proximity of Block B containing noise sensitive residential accommodation with habitable room windows and balconies with a south facing aspect would also prejudice the development of adjoining land to the south.

The development is thereby contrary to policies SDP1 (i) (iii), SDP16 of the City of Southampton Local Plan Review (2015), CS4, CS6 and CS13 of the Local Development Framework Core Strategy (2015) and Section 11 of the National Planning Policy Framework (2018).

02. REFUSAL REASON - Loss of trees

The proposed removal of existing healthy trees along the northern boundary and position of a prominent close boarded fence would be harmful to the character and appearance of the area and the Burgoyne Road street scene. The proposed replacement planting would not sufficiently mitigate against the loss of these existing trees. The development proposal is thereby contrary to policies SDP1 (i), SDP7 (i) (ii) and SDP12 of the City of Southampton Local Plan Review (2015) and CS13 of the Local Development Framework Core Strategy (2015) and Section 4.7 of the Residential Design Guide SPD (2006).

03. REFUSAL REASON - Affordable Housing

The proposed 'rent to buy' affordable housing offer fails to meet identified affordable housing need in Southampton.

Furthermore the application has not been supported by an approved viability model to indicate that units for social rent would make the scheme unviable. The proposal is thereby contrary to policy CS15 of the City of Southampton Local Plan Review (2015) and Section 5 of the National Planning Policy Framework (2018).

04. REFUSAL REASON - Failure to enter into S106 agreement

In the absence of a completed Section 106 Legal Agreement, the proposals fail to mitigate against their direct impacts and do not, therefore, satisfy the provisions of Policy CS25 of the adopted Local Development Framework Core Strategy (2015) as supported by the Council's Developer Contributions Supplementary Planning Document (2013) in the following ways:-

(i) Site specific transport works for highway improvements in the vicinity of the site which are directly necessary to make the scheme acceptable in highway terms have not been secured in accordance with Policies CS18, CS19, and CS25 of the Southampton Core Strategy (2015) and the adopted Developer Contributions SPD (2013);

(ii) In the absence of a mechanism for securing a (pre and post construction) highway condition survey it is unlikely that the development will make appropriate repairs to the highway, caused during the construction phase, to the detriment of the visual appearance and usability of the local highway network;

(iii) In the absence of either a scheme of works or a contribution to support the development, the application fails to mitigate against its wider direct impact with regards to the additional pressure that further residential development will place upon the Special Protection Areas of the Solent Coastline. Failure to secure mitigation towards the 'Solent Disturbance Mitigation Project' in order to mitigate the adverse impact of new residential development (within 5.6km of the Solent coastline) on internationally protected birds and habitat is contrary to Policy CS22 of the Council's adopted LDF Core Strategy as supported by the Habitats Regulations.

(iv) Submission of a tree replacement plan to secure 2:1 tree replacement and to secure a tree Replacement Off Site Contribution should any off-site replacements be required.

(v) The provision of affordable housing in accordance with Policy CS15 of the Core Strategy;

(vi) Submission, approval and implementation of a Carbon Management Plan setting out how the carbon neutrality will be achieved and/or how remaining carbon emissions from the development will be mitigated in accordance with policy CS20 of the Core Strategy and the Planning Obligations SPD (September 2013); and

(vii) Employment and Skills Plan

Background

There are two applications for the former Eastpoint Centre on this Panel agenda – both are recommended for refusal in the knowledge that a single comprehensive scheme, submitted as a single planning application, could address officer concerns. Outline planning permission was granted in 2017 for residential redevelopment on the Former Eastpoint Centre site comprising 114 flats and 36 family housing. The outline scheme was accessed from Burgoyne Road and the approved layout included a net increase in public open space across the site, including existing tree retention to the northern boundary. Two separate planning applications are now proposed with residential redevelopment comprising 128 dwellings in the northern part of the site and an Aldi food store and Coffee drive-thru within the southern part of the site.

These separate planning applications represent a significant uplift in development across the site which has consequences for highway safety and traffic flow on Bursledon Road and a reduction in the amount of open space, soft landscaping and tree provision across the site. The applicants were advised at pre-app stage to submit a single application for this development. The Local Planning Authority has also encouraged the applicants to withdraw the current schemes, and has offered to work with them to achieve a comprehensive solution for the whole site which provides a suitable balance of housing and employment delivery, open space provision and tree and soft landscaping retention/mitigation. The land (ie. both sites) is in single ownership and a comprehensive scheme could deliver a similar quantum of development without the problems raised in this report. However the applicants have chosen not to withdraw the current schemes and seek a formal determination by the Planning and Rights of Way Panel.

1 The site and its context

1.1 The Former Eastpoint Centre site is located between Burgoyne Road and Bursledon Road and comprises the now vacant two-storey offices/training facility and grassed open space area to the south (former school playing fields). The site was historically occupied by Hightown Secondary School which closed in the 1980's. The vehicle access to the site is from Burgoyne Road, to the north, with the access-way within the site itself not being adopted public highway. Immediately to the south of the site is Highpoint Centre, a community and conference centre with first floor offices. Beyond the north-east boundary of the site are two-storey residential properties and south of this, an area of woodland.

- 1.2 The existing buildings on site are two and three storeys in scale, flat-roof and institutional in design appearance. There is a slight change in levels across the site, with the land generally sloping downwards towards Bursledon Road. There is an attractive hedgerow to the southern boundary of the site with Bursledon Road and also along the northern boundary with Burgoyne Road. The surrounding area is mixed in character containing short terraces or semi-detached pairs of dwellings with a suburban character, interspersed by residential tower blocks.
- 1.3 The site has been split into two land parcels and this application relates to the north-eastern parcel containing the existing vacant buildings. The site has an area of 1.3 hectares with access taken from Burgoyne Road (shared access with the Highpoint Centre). An existing mature tree belt encloses the site to Burgoyne Road. The adjoining south-eastern land parcel has an area of 0.8 hectares and is subject to a separate application for a retail food store and coffee drive-thru (Ref 18/00968/FUL).

2 Proposal

- 2.1 The proposal seeks permission for residential redevelopment to create 128 residential dwellings comprising a mixture of 21 houses (20 x 3 and 1 x 4 bed) and 107 flats (29 x 1 and 78 x 2 bed) within two flatted blocks. The scheme has a residential density of 92 dwellings per hectare with a total of 149 car parking spaces provided.
- 2.2 The proposed layout contains a central area of public open space framed by flatted blocks to the south and west and semi-detached housing to the north and east. The proposed central open space has an area of circa 2100sqm of functional/recreational which represents 60% replacement of the existing safeguarded open space to the south-west. Private rear gardens would abut the northern and eastern boundaries. The existing tree belt to Burgoyne Road is proposed to be removed and close boarded fencing and replacement landscaping and trees would enclose the site to the street.
- 2.3 Access would be taken from Burgoyne Road and the proposed layout retains the existing access arrangement for the Highpoint Centre. The proposed layout provides for pedestrian cross connection with the adjoining land parcel but the proposed layout does not allow for direct vehicular connection.
- 2.4 The proposed semi-detached housing are three-storey with pitched roof form. The housing is served by 2 parking spaces comprising integral garages and one driveway space. Flatted Block 01, located on the western side of the site, has a scale of 5-storey with parking on the western side and 4 no. under-croft spaces. Each of the flats are provided with private balconies. Flatted Block 02, located on the southern side, has a scale of 6-storey and incorporates under-croft parking at ground floor level and additional parking to the north. Flatted Block 02 is orientated north-south, the flats with a south-facing aspect face towards the vacant open space (retail proposal on the adjacent site). The southern boundary is enclosed with the proposed landscaping and tree planting and 1.8m height low brick wall and close boarded fencing.

3 Relevant Planning Policy

- 3.1 The Development Plan for Southampton currently comprises the “saved” policies of the City of Southampton Local Plan Review (as amended 2015) and the City of Southampton Core Strategy (as amended 2015). The most relevant policies to these proposals are set out at **Appendix 1**.
- 3.2 The updated National Planning Policy Framework (NPPF) came into force on 24th July 2018 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. Relevant Planning History

- 4.1 Outline planning permission was granted in 2017 across both land parcels for residential redevelopment comprising up to 114 flats and 36 family houses, public open space, associated parking and vehicle access from Burgoyne Road (Outline application seeking approval for access at this stage) (our reference 16/01888/OUT). This proposal achieved a net gain of open space across the site with an increase from circa 5,500 sq.m to circa to 6269 sq.m. The approved layout retained the existing tree belt along the northern boundary. The proposed site access was from Burgoyne Road with emergency vehicle access only from Bursledon Road. Affordable housing was secured as part of the S106 Agreement in accordance with the requirements of policy CS15 (35% of the final units adjusted to reflect any vacant building credit).
- 4.2 The site has now been split into two with two different applications (lodged by 2 different applicants). A separate planning application is currently pending on the adjoining south-western land parcel for an Aldi food store and Starbucks coffee drive-thru (our reference 18/00968/FUL). This proposal seeks direct two-way access onto Bursledon Road.
- 4.3 The Highpoint Centre was originally approved in 2010 (our reference 09/00318/FUL). Further detailed aspects of this scheme were approved in 2011 (reference 10/01636/FUL). Whilst this application resulted in a loss of designated open space, the area lost was re-provided off-site and the re-provision secure by a section 106 legal agreement. This scheme was approved with a one way access from Bursledon Road with traffic exiting the site via Burgoyne Road. Planning permission was subsequently granted to use the first floor as offices (our reference 15/00219/FUL).
- 4.4 In 2009 it was proposed for the existing Eastpoint Centre and its curtilage to be developed to provide a new campus for Itchen College. A resolution to grant planning permission was secured from the Planning and Rights of Way Panel, although the application was withdrawn before the section 106 was finalised. The layout for this scheme incorporated a one way access from Bursledon Road with traffic exiting the site via Burgoyne Road. The layout for this scheme also retained the existing tree belt to the north boundary.

5 Consultation Responses and Notification Representations

- 5.1 Following the receipt of the planning application a publicity exercise in line with department procedures was undertaken which included notifying adjoining and nearby landowners, placing a press advertisement (31.08.2018) and erecting site notices (31.08.2018). At the time of writing the report no representations have been received.

Consultation Responses

- 5.4 **SCC Highways** – No objection

Location and Access

- 5.5 In principle, a residential development is considered acceptable in this location. However similar to the proposed development just south of this site, it is recommended that the two sites should be considered together in order to provide a more comprehensive development so that the designs can complement each other.
- 5.6 The site is accessed off Burgoyne Road via an existing access. 'Manual for Streets' sightlines have been provided for this and a condition will be required in order for it to be secured for the duration of the development. The access had previously served a number of community based services such as nurseries, day centres and social club etc., as well as providing the egress for High Point Centre. - which is to be retained.

Parking

- 5.7 The proposed development proposes an under provision of car parking when compared to the maximum standards. Each 1 and 2 bed apartments will get one spaces each whilst every 3 and 4 bed houses will get two spaces each. The Transport Assessment (TA) has provided justification for this by conducting a parking survey and also referring to car ownership data.
- 5.8 The On-street parking survey conducted shows capacity in the local streets to accommodate any potential overspill. Generally, the demand is around 21%-60% in the immediate area (Burgoyne and Tunstall Road. These two roads do get a little more occupied during school peak hours but these are not considered to be school related vehicles and would not be relevant to residential parking. Car ownership data has been obtained which shows that not all residents own a vehicle in this area and also in the wider Southampton, South East region. Overall, the level of parking is considered to be acceptable.

Internal Road Layout

- 5.9 There is a physical barrier proposed to prevent the residents of the development and also the wider community in using the Bursledon Road access to 'rat-run' especially to avoid the signalised junction on at Warburton Road/Bursledon Road.

- 5.10 There is also a pedestrian and cycle link road proposed which runs roughly in the middle of the site to provide a north/south link between Burgoyne Road and the adjacent development land to the South. However, for it to be pedestrian/cycle shared road, the width needs to be a minimum of 3m. Although this is a serviceable route (subject to the widening), when compared to the previous scheme (where a segregated wide shared use footway was provided along the Eastern Boundary with more soft-landscaping), this proposed link road has been reduced in attractiveness and quality in design. Furthermore, it is not clear nor are there guarantees to the design and quality of the rest of this link road formed as part of a separate development to the south. However, initial plans suggests the link road will require crossing vehicular accesses which again is not the best design when compared to the previous scheme.
- 5.11 Tracking diagram has been provided for a refuse vehicle but some areas seem a little tight and would recommend that the roads to be slightly widened in certain areas - only a little will be required to provide for some leeway as one vehicle parked slightly out of the marked bay could result in the refuse vehicle having to bump onto the footway etc. There is no mention to whether the road is proposed to be adopted but if so, this can be addressed during the Section 38/278 stage. Due to the tight tracking diagrams, there are also concerns of kerbside parking in and around any corners, as such, with no knowledge if these roads are being offered for adoption. As part of a waste management plan, a clause should be provided to secure parking restrictions or similar management arrangements to prevent cars block the route for refuse vehicles.

Urban Design Manager – Objection

- 5.12 The main issue within the site as previously stated is that the development turns its back on Burgoyne Road and a key principle of good urban design is that streets should in the main be fronted by development. This scheme is creating a very internalised form of development which is trying to ignore its surrounding context. I remain concerned that if Burgoyne Road is to be treated as a back how and who will be responsible for its maintenance to ensure a landscaped screen is maintained to a high standard
- 5.13 Although pleasing to see the introduction of a connection to the school/Burgoyne road it is important that the two houses either side act a corner houses providing surveillance of this route from a habitable room. Likewise the short edge facing the access through to the proposed Aldi site needs to appear like a front, not a side or back. I still feel there should be a footpath/set of steps connecting the east side estate road to Burgoyne Street
- 5.14 The uncertainty over the southern boundary in terms of landscape and hard works remains on both sides of the boundary. If the Aldi doesn't for whatever reason go ahead what type of residential scheme would work on that site if this scheme is in place?
- 5.15 Generally I find the architectural precedents acceptable. With regard to the townhouses, as the ground floor is effectively dead as it is made up of garages rather than a habitable room, a proper cantilevered balcony would be better than

a Juliet to encourage natural surveillance of the street/pocket park and amenity use by residents as these balconies would face south and west, rather than their gardens which face north and east.

- 5.16 The north stair core of block 1 should be moved to allow for a flat to wrap around the corner making a better entrance marker. The 4 under-croft parking spaces should be dropped as it seems unfortunate to have the ground floor facade affected for just 4 spaces. It would appear that the balconies are filling deep recesses in the façade and I think it would look better if these stopped flush with the façade rather than projecting to give a 'cleaner' architectural aesthetic fronting the park
- 5.17 I would prefer to see flats wrapping the corner of block 2 facing the link to Aldi, but realise with the under-croft this is not possible. However I think the block could be flipped as the north east elevation is cleaner and neater in aesthetic and would be better in this location, especially if a glazed stair core was introduced. This block has a large number of single aspect north facing flats which is not good from an energy or personal welfare point of view, but I do appreciate that the outlook is largely over the pocket park which is better than just across a street. Likewise the outlook to the south is poor looking over the food store, service yard and large surface car park, although the flats do have the benefit of good solar gain. However I don't feel that the boundary landscape is of sufficient depth to act as an adequate screen without compromising light levels into the individual flats when the trees are fully grown. The same comment applies re the balconies on block 1. The under-croft car park will need to be screened by metal louvres and secured by sliding gates (this also applies to Block 1 if the under-croft is retained)
- 5.18 I don't see the rationale/reason for Block 2 being a floor higher than Block 1? The blocks should both be the same height. Although I don't object to a mix of red and buff bricks for the housing and flats, generally I feel it is better if there is one colour per run, rather than mixing colours in the run. If variety is desired then this could be achieved by mixing different shades of red and buff within the run. Critical to the delivery of buildings to the standard of the precedents is very high quality finishes to the facing bricks and window, door and canopy specifications. In particular 150-200mm reveal depths will be required to give some relief to the elevations of both houses and flats
- 5.19 Notwithstanding the comments regarding the Burgoyne Road and Aldi boundaries the western boundary also looks tight in terms of landscaping provision to the existing flats, particularly with regard to the ability to plant trees. Greater detail is required for the approach to the pocket park, which would be too small for SCC to adopt and therefore it will be necessary to have a detailed management plan for all communal green spaces, boundaries, and also greater design emphasis on encouraging the space to be used with public art, seating and planting to encourage use and biodiversity. It may be worth considering a set of railings around the park space to control access and concealed drainage to the door canopies
- 5.20 Personally I think that block 1 should've been arranged to the north allowing it to double-front Burgoyne Road and the pocket park, although I appreciate that it

may have needed to be lower in height to relate to Burgoyne Road, but I suspect 5 storey was probably do-able as the existing adjacent blocks to the west are 5 storey. Also the levels difference would have helped partially disguise the under-croft. If town houses had abutted the Aldi site, then adequately screening the southern boundary would've been considerably easier to achieve as well.

Officer Response – It is agreed that back gardens facing Burgoyne Road is contrary to Urban Design Principles within the Residential Design Guide SPG which promotes perimeter block forms which help deliver a legible cityscape with natural surveillance of the street. The proposed layout with housing fronting the public open space could work if a greater amount of tree retention/mitigation is provided to the northern boundary to screen the proposed 1.8m height close boarded fencing. Other flatted blocks within the city centre have been delivered with a window reveal depth of greater than 50mm which has design merit by providing improved relief within the elevations.

Tree Officer – Objection due to significant tree loss

- 5.21 In the south eastern corner of the proposed site sits an area of woodland that is protected by The Southampton (Hightown) TPO 1986, and as such, these are a material consideration within this application.
- 5.22 From the plan for the site it is clear that the development wishes to remove a vast majority of the trees on the site to enable the development of the proposed design. This would be a significant loss to the area and this thought has been mirrored by the appointed arboriculturalist, as can be seen in section 10.9 & 10.10.
- 5.23 It is apparent that the site layout design was completed prior to the tree survey being undertaken, which is not following the planning and design flow chart in BS5837 2012. It would appear that this has led to the requirement for clearing the site to allow for the design, rather than the trees being a constraint to the site to which the design should develop around.
- 5.24 I am not in agreement with some of the tree categorisation on the site and feel that some of the trees have been downgraded inappropriately. I further feel that the individual grading of the trees on the northern boundary has not taken into account the group amenity value and has focused on each individual tree within. The loss of the trees along the public frontage will have a detrimental impact to the local area, therefore these are to be retained and the design altered accordingly.
- 5.25 I do not object to the removal of the trees that are in close proximity to the existing building, or the trees that are to the rear of the building and offer little to no amenity to the local street scene.
- 5.26 However, I do object to the loss of a majority of the trees to the North of the existing building and these should be retained as part of the design. This area can be used as an open space area and will soften the design from Burgoyne Road. I see little point in felling large quantities of trees to then replant in the same

location. Therefore these are to be retained and provide an amenity to the development. This area can have the existing road surface lifted and then the area can be made up to provide a grassed area, rather than total felling and replanting.

- 5.27 The number of trees lost on the site will require a 2 for 1 replacement and the proposed planting scheme is over planted and will result in a very poor landscape scheme with no space for the trees to develop. It would appear that by removing a majority of the trees, this will result in an overcrowded landscape in an attempt to meet the requirement for tree planting. Even with the current landscape plan, there is still a shortfall in the number required to cover the loss.
- 5.28 Several areas on the proposed site will suffer from shade due to the existing neighbouring trees, or from the planting that is proposed for the site. Careful consideration should be given to the design for future residents and there should be some shade calculations undertaken to demonstrate that the rear gardens of the properties receive sufficient sunlight.
- 5.29 I have concerns over the proximity of the development at the south eastern section of the site and this is getting close to the root protection area and canopy extent of the protected trees. There is to be no work undertaken within the RPA of the trees and there is to be a clear separation between the current canopy extent of the trees and the proposed dwelling. I would suggest a minim of 6m to allow for any future growth and to keep the management of the trees to a minimal. Allowing the construction to be in close proximity to the dwellings will result in pressure to the City Council to prune the trees to provide adequate clearance.
- 5.30 There is a desire to increase the hard surfacing over the RPA of the Silver Birch, marked as T21. Any increase into the RPA of this tree will be detrimental to its health. No additional loss of the RPA is to occur and this tree should be fully protected throughout the development of the site with no further incursion past the extent of the existing hard surface.
- 5.31 Overall, I do not support this proposal due to the loss of the majority of the trees on site. This will have a highly detrimental impact to the local amenity and the local environment. In a city with air quality issues, keeping as much of the existing greenery is vital in helping with the air quality issues. The design of the site should be working around the established existing green infrastructure, rather than removing all to accommodate a design.
- 5.32 A new design will need to be looked at with the most prominent and important trees along the northern aspect being retained. Careful landscaping should be incorporated to cover the loss of the trees that will be required to be removed. This is to be on a 2 for 1 basis and consist of a mix of 20% family, 30% genus and 40% species. The proximity of replacement trees to the proposed building needs consideration and there is to be no incursion into the RPA of the retained trees on site.

5.33 **Ecology Officer – Objection**

The site is located close to an area of woodland which is protected by a Tree Preservation Order (TPO). To the north, 132m, lies the Netley Common Local Nature Reserve (LNR) and Site of Importance for Nature Conservation (SINC) whilst approximately 2.5km to the east is a section of the Solent Maritime Special Area of Conservation (SAC) and the Solent and Southampton Water Special Protection Area (SPA)/Ramsar site. These sites are under-pinned by the Upper Hamble Estuary and Woods Site of Special Scientific Interest (SSSI). The New Forest Special Area of Conservation (SAC), Special Protection Area (SPA) and Ramsar site lie 8.5km to the south.

5.34 As the scheme is for residential development there is the potential, in-combination with other residential developments in south Hampshire, for recreational disturbance of over-wintering birds on the coast and ground nesting birds in the New Forest (features of interest of the New Forest Special Area of Conservation (SAC), SPA and Ramsar site). Payment of the Solent Recreation Mitigation Project contribution will be required.

5.35 The proposed development will result in the loss of the majority of the habitat on the site which will have adverse impacts on local biodiversity. An updated ecological appraisal has been provided and, whilst this document largely addresses the likely on site ecological impacts, it fails to consider the impact of an increase in recreational pressure, particularly dog walking, on the Netley Common LNR and SINC which is located just to the north of the site. In addition, a bat emergence survey has been recommended but no details have been provided.

5.36 **Archaeology** – No objection subject to conditions to secure an archaeological watching brief

5.37 **Environmental Health** – No objection subject to conditions to secure noise mitigation and to control the construction environment and hours of work.

5.38 **SCC Land Contamination** - No objection. Suggest a condition to secure a full land contamination assessment and any necessary remediation measures.

5.39 **SCC Flood** – No objection subject to a condition to secure sustainable drainage.

5.40 **SCC Housing – Objection**

SCC planning policy (Core Strategy CS 15 and the Developer Contributions SPD) seeks:

- 35% affordable housing (with a split of approximately two thirds for rent and one third for shared ownership). The applicant's proposal would provide no units for rent or shared ownership. There are currently over 8,000 applicants on the housing register waiting for rented accommodation.

- Affordable housing in perpetuity (allowing for the statutory rights of shared owners to staircase out and the Right to Acquire). The applicant's proposal would leave nothing as affordable housing for future generations. They are proposing their rent to buy model exclusively.
- The transfer of affordable units to an RP at nil land value and reasonable build cost. There is no developer contribution / free land in the applicant's model. Any benefit is reliant upon inflation and on house prices increasing over time (which may not happen).
- Affordable housing. This proposal would not help those on lower incomes / in greatest need. As above there are no units for rent. Buyers will need to be able to finance 75-85% of the sale price. Shared ownership units are often offered from a min. 40% equity stake, with purchasers able to increase their share as they choose and their income allows. Currently the Government's Help to Buy equity loan exists to help those on higher incomes.
- A mix of units to meet housing need. The developer is putting forward all flats and no houses.

The revised NPPF issued August 2018 includes an amended definition of AH, allowing a wider range of AH to be included in council / developer negotiations, but, as above, this model does not meet the council's aims. The revised NPPF states that at least 10% of units on major sites should be available for affordable home ownership (which can be achieved through recognised models).

- 5.41 **SCC Sustainability Team** – No objection subject to conditions to secure 19% improvement over 2013 Dwelling Emission Rate (DER)/ Target Emission Rate (TER) (Equivalent of Code for Sustainable Homes Level 4 for Energy) and 105 Litres/Person/Day internal water use
- 5.42 **Natural England** – No objection subject to securing contributions towards the Solent Recreation Mitigation. Advise that the proposal can be screened out from further assessment under the Habitats Regulations.
- 5.43 **Southampton Airport** – No objection subject to a condition to secure a Bird Hazard Management Plan and Crane Informative.
- 5.44 **Southern Water:** No objection subject to a conditions to secure details of the measures which will be undertaken to protect the public sewers and water mains and details of the proposed means of foul and surface water sewerage disposal.
- 5.45 **City of Southampton Society:**
 - Redevelopment of housing is welcomed in principle, the density though is high;
 - Will the affordable and social and rented housing be viable;
 - The townhouses will be no good for the disabled;
 - The height of the proposed buildings is acceptable for the area, with reservations;
 - The amenity space for the houses is acceptable but the public open space for the flats is poor. It would be surrounded on three sides by traffic, not

very safe, noisy and polluted. It would lack privacy and quiet. It would often be in shadow;

- The design of the buildings is uninspired and monotonous;
- Housing is considered more appropriate across both sites;
- All traffic from the application site should be compelled to use Burgoyne Road;
- How safe is the proposed pedestrian route to the south; and
- Trees along the boundary seems a nice idea. Who will plant, maintain and pay for these trees?

6. Planning Consideration Key Issues

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

- the principle of the development
- layout and access design; and
- affordable housing;
- relationship between the proposed uses;
- loss of trees; and
- Habitats Regulations and SPA Mitigation

Principle of Development

6.2 The site is not allocated for housing and the scheme would represent windfall housing delivery on previously developed land, thereby assisting the Council in meeting its housing requirements of 16,300 homes to 2026. Outline planning permission was granted in 2017 for 128 dwellings across both sites. Therefore residential redevelopment of this brownfield site is supported in principle.

6.3 The proposal incorporates 21 family homes (16% of total dwellings) and thus will help to increase the number of family houses within the local community. This level of provision is short of the target of 30% of total dwellings provided as family homes as set out within policy CS16. However a market report by Savills (2018) has been submitted which recommends the following mix to meet housing need in this location: 30% 1-bed flats; 40% 2-bed flats; 15% 2-bed houses; and 15% 3-bed houses. Therefore the proposed provision of 3-bed family units accords with the housing needs evidence submitted.

6.4 The site lies within a location indicated as being appropriate for a residential density of between 35 and 50 dwellings per hectare. The resultant density on the previous outline scheme was 66 dwellings per hectare. This proposal has a significantly greater density of 98 dwellings per hectares which is unsurprising given that an Aldi food store, coffee-drive-thru and associated car parking is now proposed on the southern part of the site. Policy CS5 indicates that whilst there is continuing pressure for higher densities in order to deliver development in Southampton, development will only be permitted which is of an appropriate density for its context. Whilst higher density can be supported on this site because the site can support 5-6 storey flatted blocks having regard to the height of nearby flatted blocks within Thornhill Estate. Unfortunately the proposed residential density has consequences for the existing tree belt along the northern boundary

with these trees shown to be removed. The previous outline consent had a layout which retained this tree belt.

Open space

- 6.5 The proposed residential redevelopment offers 2100sqm of functional/recreational open space which would represent circa 60% of the existing safeguarded open space within the adjoining site. It is considered that some net loss of open space could be supported when weighed in the balance with the housing and employment benefits of both schemes. However replacement open space and contributions towards open space improvements off-site cannot be secured because both planning applications are recommended for refusal. This scheme meets its open space requirements.

Layout and access design

- 6.6 The proposed layout and access arrangement whilst acceptable to serve this development would prejudice the development of adjoining land to the south because the proposed layout does not provide the southern parcel with access onto Burgoyne Road without crossing third party land (Highpoint Centre). The planning application by ALDI Stores Ltd (Ref 18/00968/FUL) failed to demonstrate right turn exit onto Bursledon Road without leading to severe obstruction to traffic flow on Bursledon Road, a main arterial route which has been identified by Highways England as requiring major improvements to improve traffic flow. As a consequence, the land to the south requires access onto Burgoyne Road.

Affordable Housing

- 6.7 Paragraph 60 of the National Planning Policy Framework (2018) indicates:

“To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.”

- 6.8 Policy CS 15 of the adopted Core Strategy indicates that the proportion of affordable should take into account the sub-regional target of 65% social rented and 35% intermediate affordable housing. The most up to date local housing need evidence, as set out within South Hampshire Strategic Housing Market Assessment by GL Hearn (January 2014) indicates that the current affordable housing need in Southampton (2014-2018) comprises 29.4% intermediate, 19.9% affordable rent and 50.7% social rent.
- 6.9 The applicants propose to offer 43% of the total units (55 units) of their own rent to buy model which allows occupiers to purchase after a 3 year rental period with the purchase price fixed at the start of the rental period. Rent to buy affordable housing represents intermediate affordable housing and the governments rent to buy scheme offers a 5 year rental period with the purchase price at the end of the rental period reflecting the market value at that time.

- 6.10 Whilst there is some merit in the applicants rent to buy model, unfortunately this scheme would not help those on the lower incomes / in greatest need and does not reflect identified affordable housing need in Southampton ie. the 8,000+ applicants on our housing register seeking rented accommodation. Therefore the proposed affordable housing offer is, in the opinion of officers, contrary to paragraph 60 of the NPPF and policy CS16 of the Core Strategy and no viability case has been put forward to support an alternative affordable housing offer.

Relationship between proposed retail use and adjacent residential redevelopment proposal

- 6.11 Failure to provide a comprehensive mixed use development across both land parcels or lack of a masterplan to inform separate applications has led to a poor relationship between the proposed retail use and residential redevelopment. The proposed HGV loading dock would be located only 13m from proposed residential accommodation. The provision of landscaping and a 3m height acoustic fence is considered insufficient to mitigate against the disturbance and poor outlook to these flats. Whilst the food retail scheme is also recommended for refusal it is considered that the current approach (2 applications), with a service yard located adjacent to the boundary, prejudices the delivery of a retail food store on the neighbouring site.

6.12 Loss of existing trees to the northern boundary

The loss of the existing tree belt to the northern boundary would be harmful to the character and appearance of the area and the Burgoyne Road street scene. The Council's Tree Officer has raised objection to the tree removal because collectively these trees have significant amenity value. The proposed replacement 2.5m width planting bed is considered insufficient to mitigate against this loss and would expose the proposed garden fences to the street.

6.13 Habitats Regulations

The proposed development, as a residential scheme, is likely to have a significant effect upon European designated sites due to an increase in recreational disturbance along the coast and in the New Forest. Accordingly, a Habitat Regulations Assessment (HRA) would need to be undertaken, in accordance with requirements under Regulation 63 of the Conservation of Habitats and Species Regulations 2017. It is likely the HRA would conclude that, provided the specified mitigation of a Solent Recreation Mitigation Strategy (SRMP) contribution and a minimum of 5% of any CIL taken directed specifically towards Suitably Accessible Green Space (SANGS) is secured, the development will not adversely affect the integrity of the European designated sites. However CIL and SRMP have not been secured because this application is recommended for approval.

7 Summary

- 7.1 The principle of residential redevelopment is supported and the site can accommodate the proposed 5-6 storey flatted blocks to achieve a higher residential density without harming the character and appearance of the area. However the merits of the scheme do not outweigh the concerns regarding access design to third party land, provision of affordable housing to meet identified need and loss of the existing trees to the northern boundary.

8 Conclusion

- 8.1 The positive aspects of the scheme are not considered to outweigh the negative highways, open space and landscape impacts and as such the scheme is recommended for refusal.

Local Government (Access to Information) Act 1985

Documents used in the preparation of this report Background Papers

1 (a) (b) (c) (d), 2 (b) (c) (d), 4 (f) (g), 6 (a) (c), 7 (a), 9 (a) (b)

AG for 11/12/2018 PROW Panel

POLICY CONTEXT

Core Strategy - (as amended 2015)

CS4 – Housing Delivery
CS5 - Housing Density
CS13 – Fundamentals of Design
CS14 – Historic Environment
CS15 – Affordable Housing
CS16 – Housing Mix and Type
CS18 – Transport
CS19 – Car and Cycle Parking
CS20 – Tackling and adapting to Climate Change
CS21 – Protecting and Enhancing Open Space
CS22 – Biodiversity and Protected Species
CS25 – Delivery of Infrastructure and Developer Contributions

City of Southampton Local Plan Review – (as amended 2015)

SDP1 – Quality of Development
SDP4 – Development Access
SDP5 – Parking
SDP6 – Urban Design Principles
SDP8 – Urban Form and Public Space
SDP9 – Scale, Massing and Appearance
SDP10 – Safety and Security
SDP11 – Accessibility and Movement
SDP12 – Landscape and Biodiversity
SDP13 – Resource Conservation
SDP14 – Renewable Energy
CLT3 – Protection of Open Space
TI2 – Vehicular Access

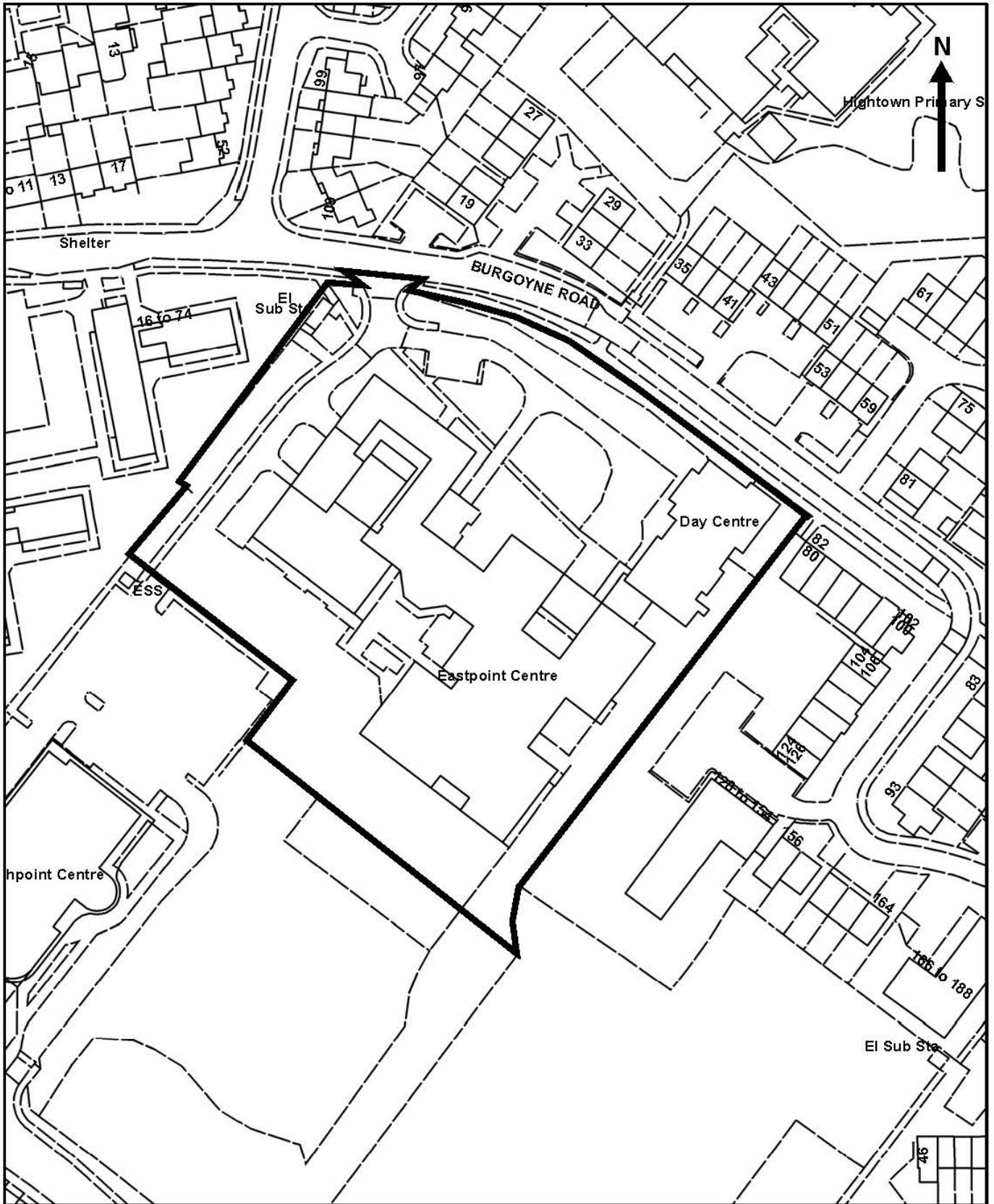
Supplementary Planning Guidance

Planning Obligations (Adopted - September 2013)
Parking Standards SPD (September 2011)
Residential Design Guide SPG (2006)

Other Relevant Guidance

The National Planning Policy Framework (2018)
The Southampton Community Infrastructure Levy Charging Schedule (September 2013)

18/01373/FUL



Scale: 1:1,250

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