

Planning and Rights of Way Panel 25th June 2019
Planning Application Report of the Service Lead - Infrastructure, Planning & Development

Application address: Land South University Car Park, Broadlands Road			
Proposed development: Construction of a 130 space car park for use in association with the University of Southampton, with associated landscaping works			
Application number:	19/00387/FUL	Application type:	Full
Case officer:	Jenna Turner	Public speaking time:	5 minutes
Last date for determination:	30.04.19	Ward:	Swaythling
Reason for Panel Referral:	More than 5 letters of objection have been received	Ward Councillors:	Cllr Matthew Bunday Cllr Lorna Fielker Cllr Sharon Mintoff
Applicant: University of Southampton		Agent: Turnberry Planning Limited	

Recommendation Summary	Conditionally approve
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Community Infrastructure Levy Liable	Not applicable
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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. 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 the National Planning Policy Framework (2019). Policies – CS11, CS13, CS14, CS18, CS19 and CS22 of the of the Local Development Framework Core Strategy Development Plan Document (Amended 2015). Policies – SDP1, SDP4, SDP5, SDP7, SDP9, SDP10, SDP11, SDP12, SDP15, SDP16, SDP17, SDP21 and L7 of the City of Southampton Local Plan Review (Amended 2015).

Appendix attached			
1	Development Plan Policies	2	Relevant Planning History

Recommendation in Full

Grant planning permission subject to the planning conditions recommended at the end of this report.

1. The site and its context

- 1.1 The site comprises a 0.005 hectare site which was formally allotments, subsequently transferred to Brickfield Road. The site lies to the rear of nos. 171 to 185 Broadlands Road. To the north of the site is the University's Broadlands car park and to the west lies research and teaching facilities on University Crescent. Along the western boundary of the site is a wooded area which is subject to a Tree Preservation Order and which also contains a watercourse.
- 1.2 The site is currently grassed with a slope down towards the western boundary. It is at a significantly lower level than the existing neighbouring car park, with a retaining wall separating the two sites. Currently, the site is served by secured pedestrian access from Broadlands Road. Japanese Knotweed was discovered on the site and work has been taking place to remove this.

2. Proposal

- 2.1 The application seeks full planning permission to construct a new surface car park for the University of Southampton. The car park contains 130 spaces with a new vehicular access from Broadlands Road. No disabled spaces are provided as there are 50 spaces that are already better located closer to the main campus. The access would be formed to the north of 185 Broadlands Road and will necessitate the removal and replacement of the existing retaining boundary wall. In addition to this, the new access will result in the loss of 2-3 on street car parking bays. The application proposes to re-grade the site to make it suitable for use, with a concrete crib retaining wall to the west which varies between 1 and 1.7 metres in height. A pedestrian link to the campus would be provided through the western site boundary and also via the new vehicular access.
- 2.2 The application does include the removal of a number trees protected by the existing Woodland Tree Preservation Order. The details of this are set out in section 6.5 below. The application proposes a native tree and shrub planting scheme within the eastern edge of the wood and meadow planting to the centre of the site. In addition to this, a 2 metre high Hornbeam hedgerow will be provided adjacent to boundary with the neighbouring residential properties.
- 2.3 The application sets out that this proposal forms part of the University's Estate Framework which is a long-term plan for the development and improvement of the University. The Estate Framework identifies that the existing car parking provision across the University is disparate and disjointed and also identifies the neighbouring Broadlands car park as having potential for a specialist collaborative teaching and research facility. The neighbouring site includes building 45, which is no longer fit for purpose and soon to be demolished (consented by application 19/00295/DPA).
- 2.4 As such, it is planned to consolidate the car parking provision for the University by locating spaces at the periphery of the campus, whilst retaining the overall provision of spaces. A second planning application is also currently being considered for the provision of a multi-storey car park at the Hampton's car park site (reference 19/00386/FUL). This will then allow the University to redevelop existing parking with new academic buildings.

- 2.5 The table below sets out the existing and proposed car parking provision across the three sites:

Car Park	Existing Spaces	Proposed Spaces
Broadlands Car Park	414	0
Hamptons Car Park	331	714
Allotments	0	130
Total	745	844

- 2.6 A phasing plan will be secured by condition to ensure that there will be no net increase in parking created by this application (i.e. Broadlands will be partly closed prior to 1st use).

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) and the City Centre Action Plan (adopted 2015). The most relevant policies to these proposals are set out at **Appendix 1**.
- 3.2 The Local Plan Review identifies the site as being within the University Development Area (UDA). Policy L7 of the Local Plan supports academic and research facilities within the UDA together with uses which support the academic life at the University. The site lies immediately adjacent to 171-185 Broadlands Road which policy L8 of the Local Plan supports for University development providing no vehicular access to the campus is provided from Broadlands Road and a landscape buffer is provided to Broadlands Road.
- 3.3 The National Planning Policy Framework (NPPF) was revised in February 2019. Paragraph 213 confirms that, where existing local policies are consistent with the NPPF, they can be afforded due weight in the decision-making process. The Council has reviewed the Development Plan 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 There are no recent applications relating to this site. As set out above, also of relevance to this scheme are applications 19/00386/FUL for the development of a multi-storey car park at the Hampton’s car park site currently being considered and 19/00295/DPA which consented the demolition of the adjacent Building 45. The formation of allotments at Brickfield Road, replacing those removed from this site, were granted planning permission in 2011 (reference 11/00135/FUL).

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 and erecting a site notice (19.03.19). At the time of writing the report **6** representations have been received from surrounding residents, 4 of which are from one address. The following is a summary of the points raised:

- 5.2 ***The increase in traffic will result in an increase in air pollution. A greater emphasis on sustainable modes of transport is needed.***

Response

This application proposes to replace some of the car parking provision that will be lost when the neighbouring Broadlands car park site is developed. A condition is suggested to secure a phasing plan that will ensure the development does not result in a net increase in car parking provision across the campus.

- 5.3 ***Concern with the impact on road safety. The increase in traffic will result in difficulties for school children crossing the road.***

Response

As set out above, it is intended that this application will not result in an increase in traffic on Broadlands Road. Subject to securing the design of the access, including the necessary sight lines, the Council's Highway Engineer raises no objection to the proposal.

Consultation Responses

- 5.4 **SCC Highways** - No objection in principle. Conditions are required to secure the phasing of the release of the car parking spaces and to secure the necessary sightlines from the access (see conditions 3 & 4 below).

- 5.5 **SCC Ecology** – Concerned that the scheme would result in a net loss of biodiversity. Further biodiversity mitigation measures should be incorporated into later phases of the University's development programme if they cannot be accommodated on this site. Suggests conditions to secure a mitigation measures, the protection of nesting birds during construction and to restrict the luminance of lighting (see conditions 5, 6 & 8 below).

- 5.6 **SCC Trees** – No objection, in principle. Further information is requested in terms of the extent of incursions into root protection areas. **N.B. This has been requested and an update will be provided at the meeting.** The development should otherwise proceed in accordance with the submitted Arboricultural Method Statement and replacement tree planting secured (see conditions 7 & 8).

- 5.7 **SCC Archaeology** – No objection. There is the potential for archaeological remains to exist on the site. Suggest conditions to secure investigation and recording (see conditions 10, 11 & 12).

- 5.6 **SCC Environmental Health (Air Quality)** – Initially raised concerns on the likely impact on air quality. Subsequently agreed that were a phasing plan secured to ensure no net increase in car parking, that this application was acceptable (see condition 3).

- 5.7 **SCC Environmental Health (Pollution and Safety)** – No objection. Suggest a condition to secure a Construction Management Plan (see condition 12).

- 5.8 **SCC Environmental Health (Contaminated Land)** – No objection. Suggests a condition to secure a contaminated land investigation and any necessary remediation (see condition 13).

- 5.9 **Southern Water** – No objection.

6. Planning Consideration Key Issues

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

- The principle of development;
- Effect on character and residential amenity;
- Highways, transport and air quality and;
- Effect on trees and ecology.

6.2 Principle of Development

6.2.1 The site is located within the University of Southampton Development Area as identified in the adopted Local Plan Review and policy L7 of the Local Plan supports the development of academic facilities within this location. In addition, policy CS11 of the Core Strategy supports the expansion and intensification of the existing University facilities. Furthermore, the site is not designated public open space with the former allotments being previously transferred to Brickfield Road. As such, the principle of development is acceptable.

6.3 Effect on Character & Amenity

6.3.1 Having regard to the enclosed nature of the site, the development would not be readily visible from public vantage points. The proposed changes to the site levels are not severe, with a gentle slope being maintained, which will ensure that the site will not appear over-engineered. In addition to this, no significant changes to the site levels are proposed adjacent to the residential neighbours. The landscape improvements to the edges of the site would soften the appearance of the car parking and provide screening from adjacent residential properties. The wooded area to the west of the site is its best natural feature and this would be retained. The development would appear consistent with the character of the adjoining University Campus. There would be some noise generated by the development, particularly as vehicles enter and leave the car park. A Noise Assessment has been submitted with the application and the Council's Environmental Health are satisfied that the noise impact would not be unduly harmful to the neighbouring residential properties.

6.4 Highways, Transport and Air Quality

6.4.1 Policy CS8 of the Core Strategy promotes the reduction in transport, a shift to more sustainable modes of transport and investment in transport infrastructure where required. Policy CS19 of the Core Strategy sets out that parking provision must take into account the Council's car parking standards and be well designed. The Council's Parking Spaces Supplementary Planning Document (SPD) permits a maximum of 1,767 spaces for the campus. The SPD encourages a balance between parking provision, to meet the needs of development, and the requirements for more sustainable travel.

6.4.2 As set out above, this application is the first step in the University Estates Framework and would contribute to freeing up the neighbouring Broadlands site from car parking, by effectively transferring spaces from Broadlands car park. As such, this application would effectively maintain the current 1,630 car parking spaces across the campus, in accordance with the maximum adopted standard. Both the existing and proposed car parks are accessed from Broadlands Road. As such, the proposal would not have an adverse impact on the capacity of roads and junctions in the area.

6.4.3 Similarly, providing that a condition is imposed to ensure no net increase in spaces, the Council's air quality team are satisfied that the proposal is acceptable from an air quality perspective.

6.4.4 The sites either side of the proposed access to Broadlands Road are within the ownership of the applicant, meaning the necessary sightlines can be achieved and secured by condition. As noted, the new access will result in the loss of some on-street car parking bays, however, no objections have been received with respect of this issue and, in the planning balance, is not considered to be unduly harmful. Furthermore, it is noted that any future development on the Broadlands site offers the potential to increase on-street car parking.

6.5 Trees and Ecology

6.5.1 The application proposes the removal of 11 trees and 5 seedling tree groups. The submitted Tree Report sets out that the trees to be removed are generally in poor condition, some with poor form and most with structural defects, decay cavities and poor health. The Council's Tree Officer does not object to the removal of those trees. A native tree and shrub planting scheme will be undertaken within the eastern edge of the wood and meadow planting to the centre of the site. A Woodland Management Plan is also provided with the application. The provision of replacement trees at a ratio of 2 for every tree lost is secured through condition 8.

6.5.2 The site is not a designated site for nature conservation although provides habitat to support a number of protected species. The comments of the Council's Ecologist are noted and a Mitigation Statement will be secured by condition 5. The proposals for the site should be viewed in the context of the University's wider landscape and biodiversity improvements across the campus as a whole and it is noted that there are opportunities for mitigation to be delivered outside of this site. Furthermore, the final species of mitigation planting will be secured by condition 8 which presents the opportunity to further promote biodiversity on the site.

7. Summary

7.1 The proposed development of the site for a car park to serve the University is in accordance with policy L7 of the Local Plan. The development has been designed to minimise the effect on the area and the necessary mitigation for the loss of trees and habitats can be secured by planning condition. The development will not result in an increase in parking provision on the campus and therefore will have neutral impacts on the road network and air quality.

8. Conclusion

8.1 It is recommended that planning permission be granted subject to the conditions set out below.

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) (e) (f) (g) 4.(f) (g) (vv) 6. (a) (b) 7. (a)

Case Officer Initials for 25/06/19 PROW Panel

PLANNING CONDITIONS

1. Full Permission Timing Condition (Performance)

The development hereby permitted shall begin no 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).

2. Use in connection with the University (Performance Condition)

The car park hereby approved shall only be used for car parking in connection with the University of Southampton.

Reason: In the interests of residential amenity to ensure that the proposal does not result in an overall net increase in car parking which may require further mitigation, and to comply with policy L7 of the adopted Local Plan Review and policy CS11 of the Southampton Core Strategy.

3. Phasing of Development (Pre-Use)

Before the car park hereby approved first comes into occupation, a phasing plan shall be submitted to and approved in writing by the Local Planning Authority which demonstrates the phased release of car parking spaces to correspond with the stopping up of spaces elsewhere on the University campus. The parking spaces hereby approved shall only be used in accordance with the agreed phasing plan.

Reason: The application has been assessed on the basis of not resulting in a net increase in car parking across the University campus which may require further mitigation in terms of the highway and air quality impacts of the development.

4. Sight-Lines and Access Design (Performance)

Before the car park hereby approved first comes into use, the access, including the sightlines from it, shall be provided in accordance with the submitted Transport Assessment and shall be thereafter retained as approved.

Reason: In the interests of the safety and convenience of the users of the adjoining highway.

5. Ecological Mitigation Statement (Pre-Commencement)

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.

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

6. Protection of nesting birds (Performance)

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

7. Arboricultural Method Statement (Performance)

The development hereby approved shall be carried out in accordance with the submitted Arboricultural Method Statement including the tree protection measures throughout the duration of the demolition and development works on site.

Reason: To ensure that provision for trees to be retained and adequately protected throughout the construction period has been made.

8. Landscaping, lighting & means of enclosure detailed plan (Pre-Commencement)

Notwithstanding the submitted details, before the commencement of any site works a detailed landscaping scheme and implementation timetable shall be submitted to and approved by the Local Planning Authority in writing, 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 and agreed in advance);
- iv. details of any proposed boundary treatment, including retaining walls and;
- v. a landscape management scheme.

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.

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.

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

9. Archaeological evaluation investigation (Pre-Commencement)

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.

10. Archaeological evaluation work programme (Performance)

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.

11. Archaeological investigation (further works) (Performance)

The Developer will secure the implementation of a programme of archaeological works in accordance with a written scheme of investigation which will be submitted to and approved by the Local Planning Authority.

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

12. Archaeological work programme (further works) (Performance)

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.

12. Construction Management Plan (Pre-Commencement)

Before any development or demolition works are commenced details shall be submitted to and approved in writing by the Local Planning Authority making provision for a Construction Method Plan for the development. The Construction Management Plan shall include details of:

- (a) parking of vehicles of site personnel, operatives and visitors;
- (b) loading and unloading of plant and materials;
- (c) storage of plant and materials, including cement mixing and washings, used in constructing the development;
- (d) treatment of all relevant pedestrian routes and highways within and around the site throughout the course of construction and their reinstatement where necessary;
- (e) measures to be used for the suppression of dust and dirt throughout the course of construction;
- (f) details of construction vehicles wheel cleaning; and,
- (g) details of how noise emanating from the site during construction will be mitigated. The approved Construction Management Plan shall be adhered to throughout the development process unless agreed otherwise in writing by the local planning authority.

Reason: In the interest of health and safety, protecting the amenity of local land uses, neighbouring residents, the character of the area and highway safety.

13. Land Contamination investigation and remediation (Pre-Commencement)

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 report of the findings of an exploratory site investigation, characterising the site and allowing for potential risks (as identified in Contaminated Land Desk Study, ref: 61032002-RAM-025-ENV-GR-R07) to be assessed.
2. 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 (2) 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.

14. 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.

POLICY CONTEXT

Core Strategy - (as amended 2015)

CS11	An Educated City
CS13	Fundamentals of Design
CS14	Historic Environment
CS18	Transport: Reduce-Manage-Invest
CS19	Car & Cycle Parking
CS20	Tackling and Adapting to Climate Change
CS22	Promoting Biodiversity and Protecting Habitats
CS23	Flood Risk

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

SDP1	Quality of Development
SDP4	Development Access
SDP5	Parking
SDP7	Urban Design Context
SDP9	Scale, Massing & Appearance
SDP10	Safety & Security
SDP11	Accessibility & Movement
SDP12	Landscape & Biodiversity
SDP15	Air Quality
SDP16	Noise
SDP17	Lighting
SDP22	Contaminated Land
NE4	Protected Species
HE6	Archaeological Remains
L7	The University of Southampton
L8	Broadlands and Granby Grove
TI2	Vehicular Access

Supplementary Planning Guidance

Parking Standards SPD (September 2011)

Other Relevant Guidance

The National Planning Policy Framework (2019)

The Southampton Community Infrastructure Levy Charging Schedule (September 2013)