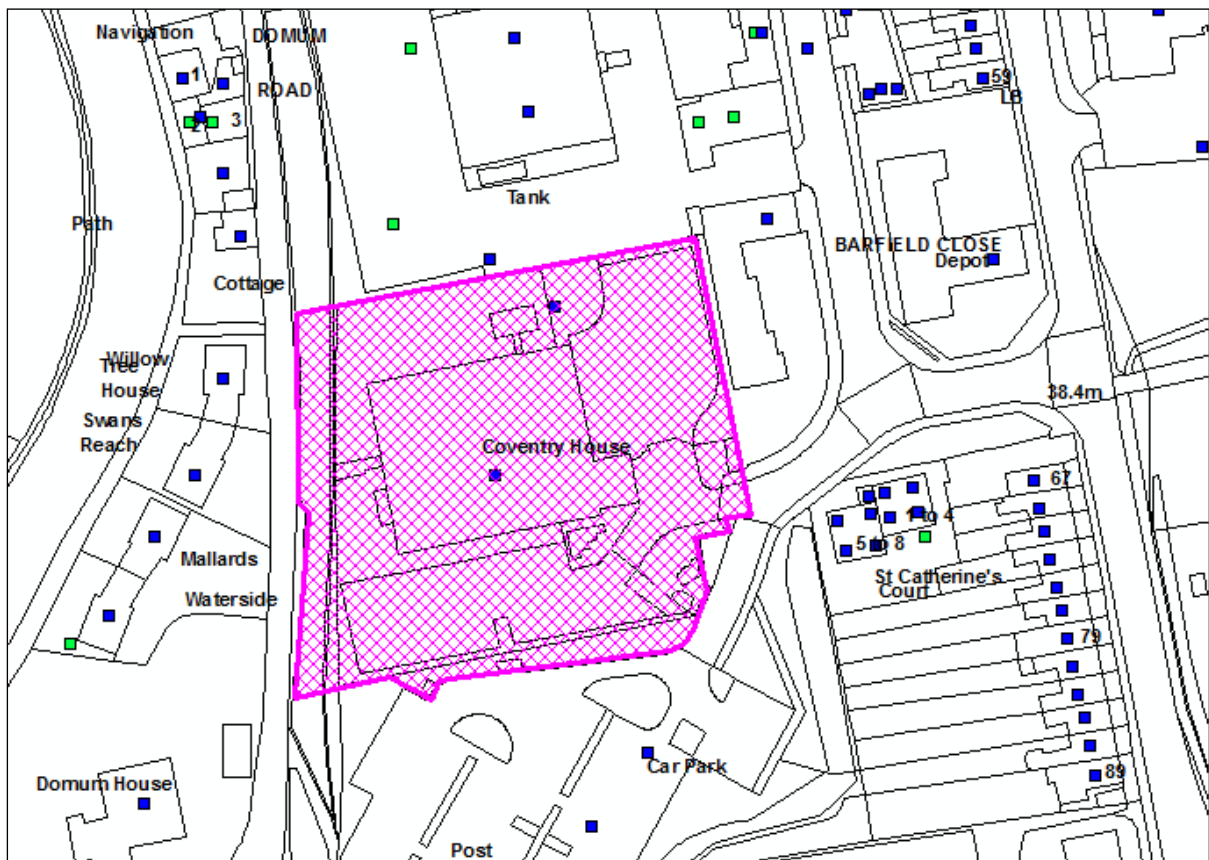


## Addendum Report for Planning Committee 21<sup>st</sup> October 2021

**Case No:** 21/01727/FUL  
**Proposal Description:** Regulation 3 planning application for the erection of car park to provide 287 park & ride car parking spaces including 800m<sup>2</sup> of photovoltaic panels, 16 Electric Vehicle (EV) charging bays, with associated access, turning and landscape proposals; and retrospective permission for i) formation of piling mat; ii) foundations and iii) partial construction of structure.  
**Address:** Coventry House Barfield Close Winchester Hampshire SO23 9SQ  
**Parish, or Ward if within Winchester City:** St Michael  
**Applicants Name:** Winchester City Council - Mr J East  
**Case Officer:** Simon Avery  
**Date Valid:** 23 June 2021  
**Recommendation:** Application Permitted

**Link to Planning Documents :** <https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple&searchType=Application>



## **General Comments**

**This addendum report provides an update to the original Committee Report to include consideration of the following information:**

- **Amended plans and documents submitted by the applicant on 1<sup>st</sup> October 2021**
- **An additional Technical Noise Comment submitted by the WCC Service Lead Public Protection**
- **Letters from Harrison Grant Solicitors dated 20<sup>th</sup> and 28<sup>th</sup> September 2021 and a Letter of Response from the Applicant dated 6<sup>th</sup> October 2021**

**The original committee report and update sheet dated 20/09/2021 are appended below this addendum report. The Technical Noise Comment, Harrison Grant Letters and Applicant's Response Letter can be viewed at <https://www.winchester.gov.uk/planning>**

### **Amended information submitted on 1<sup>st</sup> October 2021:**

Amended elevations and sections showing an increase in height of 190mm to the cladding at the northwest corner of the building.

The applicant has also submitted an updated Landscape Visual Appraisal, Addendum to the Landscape Visual Appraisal and Planning, Design and Access statement which are amended to address this change.

An amended Landscape and Ecology plan has been submitted showing a minor amendment to the width of the maintenance footpath on the eastern elevation.

In addition to this the amended Landscape Visual Appraisal refers to the following amendments:

- Narrower maintenance access paths to the west, realigned footpath, and new maintenance path to the east
- Reduction in height of lift overrun by 11cm
- Change in roof profile specifically the solar panels

### **Amended plans and documents:**

- VTX-STL-XX-ZZ-DR-A-XXXX-0200 PL02 GA Elevation North and East
- VTX-STL-XX-ZZ-DR-A-XXXX-0201 PL02 GA Elevation South and West
- VTX-GBC-ZZ-XX-DR-A-0100 Elevations P03
- VTX-STL-XX-ZZ-DR-A-XXXX-0300 GA General arrangement site sections (PL03)
- VTX-STL-XX-ZZ-DR-A-XXXX-0301 GA Section West (PL02)
- Proposed Landscape and Ecology Plan, September 2021, VTX-STL-XX-00-DR-L-XXXX-0910\_P09 – Landsmith Associates

- Planning, Design and Access statement (updated), September 2021 – Stride Treglown
- Landscape and Visual Appraisal (LVA), September 2021, VTX-STL-XX-00-RP-L-XXXX-RP02\_P03 – Landsmith Associates
- Addendum Landscape and Visual Appraisal (ALVA), September 2021, VTX-STL-XX-00-RP-L-XXXX-RP03\_P03 – Landsmith Associates

### **Additional Technical Noise Comment**

- Additional Technical Noise Comment 29<sup>th</sup> September 2021 WCC Service Lead Public Protection

### **Additional Letters**

- Letter from Harrison Grant solicitors dated 20<sup>th</sup> September 2021
- Letter from Harrison Grant solicitors dated 28<sup>th</sup> September 2021
- Letter of Response from the Applicant dated 6th October 2021

### **Proposal**

See pages 12 and 13 of the Committee Report and page 2 of the Update Sheet 20 September 2021.

The amended plans received 1<sup>st</sup> October 2021 contain minor changes relating to the height of the North West corner of the building and to the width of the maintenance footpath on the eastern elevation.

In addition to this the amended Landscape Visual Appraisal refers to the following amendments:

- Narrower maintenance access paths to the west, realigned footpath, and new maintenance path to the east
- Reduction in height of lift overrun (by 11cm)
- Change in roof profile specifically the solar panels

For clarity, the dimensions of the proposed building in respect of heights is as follows:

The proposed car park is subdivided into two sections with staggered levels.

The first, and larger, section in footprint and floorspace terms comprises approximately two thirds of the floor area and consists of the northern and central area of the building. It has three levels; 0, 1 and 2. The upper deck of this section is covered by a roof approximately 1062m<sup>2</sup> in area. A large section of this roof is proposed to be covered by solar array units.

The second, smaller section of the car park, in footprint and floorspace terms, occupies the southern third of the building. It is stepped up from the larger section of the car park and comprises levels 0.5, 1.5 and 2.5. This section is not proposed to be covered by a roof, but is enclosed by cladding / a parapet wall. This cladding varies in height and is taller on the western side and partly on the southern side near the southern western corner of the building.

Other elements of the building include 2 staircases. Staircase 1 is located on the eastern side of the building and includes a lift. Staircase 2 is located on the western side of the building (and has no lift).

The heights of the building are identified through both the height as measured from ground level (the proposed foundation level of the building) as well as through reference to the Above Ordnance Datum level (AOD).

The main upper height of the larger section of building (in terms of floor area) is the top of the cladding, which runs along the western side of this section of the building. This has been increased as shown on the amended plans by 190 mm (19 cm) and is now 9.250 m (48.2 AOD).

The smaller section of building to the south is taller than the larger section. The upper height is 9.875m (48.825 AOD). This is the height of the cladding along the western side of this section of the building and part of the southern side.

The upper heights of the 2 staircases are the same as the smaller section at 9.875m. However, staircase 1, on the eastern side of the building, also includes a lift overrun, which is a small section of building which protrudes up to a height of 10.765m (as amended by the plans submitted 1<sup>st</sup> October 2021).

### **Consultations on amended information submitted on 1<sup>st</sup> October 2021**

Service Lead – Community – Natural Environment and Recreation Team:  
Landscape:

I have reviewed the updated documents and drawings and have no further landscape comments. This does not therefore change my comments provided previously.

Updated Consultation response from WCC Service Lead Public Protection

Environmental Health maintain their position that they have no objection to this application in terms of noise (amenity) impacts. Their full comments can be read in their Technical Noise Comment which can be viewed at

<https://www.winchester.gov.uk/planning>

**Representations received since 1<sup>st</sup> October 2021 (available to be viewed on the website (details given above)).**

### City of Winchester Trust

- In the Trust's view, the minor changes make no difference whatsoever to the grounds and purpose that we have previously stated for objecting to this, the Council's continued course of action.
- In the interest of good and proper governance, the Trust strongly recommends that Winchester City Council, as the Owner and Applicant, and as the Local Planning Authority, does not determine this amended application until the outcome of the legal challenge to the earlier application 21/00219/FUL, to which the Trust objected, is known.
- The Trust continues to uphold its objection to this application.

### 3 additional letters of objection (2 from 1 household that submitted an objection previously) on grounds of:

- Concern that the construction of the Multi-Storey Car Park has been allowed to progress despite planning permission being subject to a Judicial Review.
- Unnecessary to build such a monstrosity right on the boundary of the South Downs Nation Park.
- It will have a negative impact on the environment, local ecology and views from both the water meadows and St Catherine's Hill.
- There are already several Park and Ride options close-by, (Barfield P&R and St Catherine's P&R), and Chesil Street Multi-Storey.
- The Council's minor changes make no difference to previous objections on the design, or the way that the Council has handled this application.
- Changes to the height, opening times of the car park and rear wall construction should be implemented.

Consultation on the amended details ends on 18<sup>th</sup> October 2021 and if necessary and appropriate an update sheet will be provided to respond to any new issues not already addressed in this report.

### **Planning Considerations**

The current application is to be considered entirely on its merits based upon the policy context of the site and a detailed assessment of all relevant material planning considerations as set out in the addendum report and committee report appended below.

The following planning considerations remain unchanged as set out in the committee report and update sheet:

- Principle of development and policy context
- Lighting:
- Privacy:
- Trees
- Highways/Parking
- Ecology
- Drainage
- Asserted fall back position and other Matters:
- Equality

The planning considerations which need further consideration in light of the additional submissions / information are as follows:

- Design/layout
- Visual and landscape impact on area
- Impact on neighbouring amenities / Overbearing and outlook
- Impact on Daylight and Sunlight
- Noise
- Conclusion

#### Design/layout

The amended plans received 1<sup>st</sup> October 2021 show a minor height adjustment of 190mm to the headlight screening / cladding at the northwest corner of the building. The applicant has advised that these changes have been incorporated because they fully screen the PV panels on this corner of the building.

This change in height of 19cm at this corner of the building is not considered to have any substantive effect on the overall design and appearance of the building or its impact on the surrounding environment. The increase in height of the cladding at this point will in fact increase screening of the PV panels to be located on the corner of the roof. As such the design is still considered to be in keeping with its immediate surroundings and complies with the design objectives set out in LPP1 Policy CP13, the Winchester High Quality Places SPD and the updated NPPF (2021).

This minor change in height does not change the outcome of the other assessments submitted with the application in respect of Transport, Ecology, Noise, Lighting, Air Quality and Daylight/Sunlight.

The accuracy of levels / heights information submitted with the application has also been questioned in letters from Harrison Grant Solicitors dated 20<sup>th</sup> and 28<sup>th</sup> September 2021.

In response to this the applicant has clarified that they have used the top of the proposed foundation level of the building (Level 0) as their bottom measurement point because Level 0 is consistent across drawings whereas external levels vary depending on where a measurement is taken from. The height of the building at the North West corner (9.25m / 48.20m AOD) has therefore been established by measuring from the top of the proposed foundation level of the building (Level 0) to the upper height of the parapet at this corner point.

The applicant has also submitted a revision to the Landscape and Ecology plan, which includes a minor amendment to the width of the maintenance footpath on the eastern elevation which enables an adjacent planting area to be increased. This will assist in making planting in this area more viable and sustainable. In addition to this the amended Landscape Visual Appraisal refers to the following amendments to footpaths:

- Narrower maintenance access paths to the west, realigned footpath, and new maintenance path to the east

These amendments are minor alterations to internal paths that have no substantive effect on the overall design and appearance of the building or surrounding environment.

The amended Landscape Visual Appraisal also refers to the following amendments:

- Reduction in height of lift overrun by 11 cm
- Change in roof profile specifically the solar panels

The change to the height of the lift overrun is very minor and a reduction (by 11 cm) so has no impact on the proposals. The change in roof profile is to allow the solar panels to be at a slightly different angle which increases their height along the northern edge. However, this is also a minor increase and the panels at the highest point will be screened by the cladding on this corner.

Therefore both these changes are considered to be minor technical changes which have no substantive effect upon the design and appearance of the building or surrounding environment. The proposals remain in compliance with the design objectives set out in LPP1 Policy CP13, the Winchester High Quality Places SPD and the updated NPPF (2021).

#### Visual and landscape impact on area

As set out in the committee report, the application is supported by a Landscape Visual Appraisal (LVA) and an addendum to the LVA (ALVA) which further considers the potential night time landscape and visual effects.

These documents have been updated following the amendment to the height of the North West corner of the building.

The LVA considers viewpoints of the building, and identifies the three key aspects requiring careful consideration to be the public rights of way along Domum Road, the South Down National Park closely situated west of the site, and further afield on high ground to the south, St Catherine's Hill and Pilgrim Trail.

The LVA and ALVA were previously assessed by the WCC landscape officer who, having regard to these assessments and her experience generally, had no objection to the visual or landscape impact of the development. The WCC landscape officer has been consulted on the updated LVA and ALVA and has no additional comments to add to her previous findings, which remain unchanged.

The South Downs National Park Authority also previously reached a point where they had no concerns about the impact of the proposals. Given that the site's western boundary is 20m from the South Downs National Park boundary and that key viewpoints with the SDNP are further away still (such as the Permissive path by the Itchen Navigation Canal which is around 45m from the site) it is not considered that an increase in 19cm to the height of the cladding of the North West corner of the building would have any additional impact on views of the building from the South Down National Park or from further afield on high ground to the south, St Catherine's

Hill and Pilgrim Trail. Therefore there is no reason to revert back to the SDNPA in regard to the revisions.

It is also considered that there would be no substantive impact on views from the public rights of way along Domum Road. This is due to the minor degree of the increase in height at this point of the building, the fact that the increase will simply serve to screen the PV panels to be located on the corner of the roof, and that the height of the north west section of the building still remains lower than the south west corner and top of staircase 2 which themselves have been found to be acceptable in terms of their visual or landscape impact. This is confirmed by the WCC Landscape officer who has advised that the revisions do not change her comments provided previously.

Therefore it is considered that the proposed development as amended would not give rise to adverse visual or landscape harm to the immediate and wider landscape and townscape setting and so the proposal accords with policies CP19, CP20 of the LPP1 and DM19, DM23 of the LPP2.

The letter from Harrison Grant, dated 20 September 2021, raises the concern that the landscape assessment of the proposal is inadequate. However, it is considered that the submitted LVA and ALVA are sufficient in detail and scope to allow the council's landscape officer and the South Downs National Park Authority to make a robust assessment of the proposed development.

#### Impact on neighbouring amenities / Overbearing and outlook

The closest residential properties are located to the west of the site on Domum Road (the nearest being approximately 15m from the site). There is a level difference of approximately 5.3m from the ground floor of the proposed car park to the ground floor level of Domum Road. There are a significant amount of trees (up to 20m in height) and vegetation along the boundary embankment enclosing the western boundary of the site. These are proposed to be kept. The proposed building will sit comfortably below the height of these trees and although it is recognised that the introduction of a building in this location would alter the outlook currently experienced by the residents and users of Domum Road it was previously concluded that due to the above factors the alteration in outlook is not considered to lead to an unacceptable overbearing or intrusive impact on neighbouring amenity.

The increased height of the cladding on the North West corner by 19cm, is not considered to be substantive. The building will still sit comfortably below the height of the trees and the additional modest increase in height at this point will not lead to an unacceptable overbearing or intrusive impact on neighbouring amenity. The proposal therefore complies with policy DM17 of the Local Plan Policy Part 2 criteria vii which confirms that new development will be permitted if it does not have an unacceptable adverse impact on adjoining land, uses or property by reason of overlooking, overshadowing or by being overbearing.

#### Impact on Daylight and Sunlight:

The impact of the development on daylight and sunlight has been considered in detail in the committee report and update sheet. A daylight and sunlight report which



undertook a detailed assessment of the shading impacts of the proposed development was submitted to support the application.

Concerns were raised previously that the Daylight and Sunlight calculations were taken from incorrect drawings which showed the heights of the building lower than the application drawings. This concern was addressed in the previous update sheet which explains the values are in fact accurate: Survey information including AOD values were used by the Applicant's consultant Stroma to establish the ground levels in and around the site, while the dimensions and levels of the car park building were based on its actual size and location. This information was then used to create a model using specialist software. However, the model created for the Daylight and Sunlight report is also slightly bigger than the dimensions of the actual building. For instance, instead of modelling a building that is 9.060m to the top of the parapet on the North West corner (as originally proposed), the report in fact modelled it at 9.340m. This is a standard practice of Stroma, who will model a building slightly larger than proposed so that if there are any future changes or issues, the model and report does not need to be regenerated. It also compensates for construction tolerances so that the effect of the finished building will always be less than the modelled structure.

Therefore, the increase in the height of the parapet on North West corner of the building (from 9.060 to 9.250m), as shown in the latest amended plans, still falls within the scope of the modelled Daylight and Sunlight report which models the height at this point as 9.340m.

The letters from Harrison Grant, dated 20<sup>th</sup> and 28<sup>th</sup> September 2021, raise concerns including that the actual height of the building on the North West corner (as originally proposed) when measured on the elevation plans is 9.4 metres (AOD 48.01). These concerns are answered in the Letter of Response from the Applicant dated 6th October 2021.

The conclusions reached in the committee report and update sheet, that the proposed development would not have a significant or unacceptable adverse impact on the amenities of the adjacent properties through the loss of day light or sunlight, remain unchanged. As such, in this respect the proposal complies with policy DM17 of the Local Plan.

### Noise

The planning application is supported by a noise report by Stroma. In addition to this, a local resident has commissioned and submitted a noise report by their own consultant, 24 Acoustics. These two reports differ in their conclusions as to background noise levels. In view of this, WCC Environmental Health officers have carried out their own noise assessment in order to verify background noise levels (submitted as a Technical Noise Comment). This was undertaken over 23<sup>rd</sup> to 27<sup>th</sup> September. This Technical Noise Comment represents the updated advice of the Environmental Health officers and can be viewed at

<https://www.winchester.gov.uk/planning>

This assessment found that the background noise levels were highly variable, heavily influenced by wind direction and wind strength as well as general road traffic

noise and industrial noise sources. This suggests that neither the Stroma nor 24 Acoustics report background data is as such wrong but simply a result of the chosen locations and different meteorological conditions at the time of such monitoring.

The WCC noise assessment considers that the Stroma report appears to have used data when the background level was higher than the probable long term average, whilst the 24 Acoustics has used data which generated a particularly low background due to prevailing meteorology and choice of monitoring location. Therefore, a more realistic assessment would utilise a background between the values of the Stroma and 24 Acoustics report.

Applying these findings, the Environmental Health officers have concluded that a few residential premises in Domum Road (near Willow Tree House) may at peak times on days with low background noise especially from road traffic (depending on weather and traffic conditions) hear a marginal amount of audible noise from the use of the car park. Domum Road will also continue to experience noise from cyclists, runners, dog walkers, dog barking and birdsong. However, that peak use of the car park relates only to periods of several hours per day Monday to Friday from a site with permission and a long history of industrial uses. Importantly, although some of the assessed values provide a positive result they are all less than +5dB even in the worst case scenario and are not indicative of an adverse impact particularly when the context is considered. The Officers did not apply an acoustic feature correction needed because they did not believe that noise sensitive receptors would hear intermittent, impulsive or tonal noises from the proposed car park. Such a correction factor was not necessary, in the view of Officers.

The context, noise climate or soundscape is one of a site adjacent to an existing park and ride and, with permission for an open ground level park and ride that is next to a refuse Depot and garage, with the main arterial road into Winchester and near to the M3 motorway audible. In conclusion Environmental Health maintain their position that they have no objection to this application in terms of noise (amenity) impacts.

The letters from Harrison Grant, dated 20<sup>th</sup> and 28<sup>th</sup> September 2021, raise further points about the noise assessments. These points are addressed in detail in the letter of response from the Applicant dated 6th October 2021 which can be viewed at <https://www.winchester.gov.uk/planning>

### Conclusion

The original committee report sets out that there is a strong justification for P&R expansion in Winchester and that the principle of the proposed development is acceptable and accords with Development Plan policy. This remains the position.

Considerations relating to lighting, privacy, trees, highways/parking, ecology, drainage, the fall back position and equality have been assessed within the committee report and update sheet and found to be acceptable.

This addendum report has considered additional information and concluded in the light of this that considerations relating to design / layout, visual and landscape impact on area, impact on neighbouring amenities / overbearing and outlook, impact

on daylight and sunlight, and noise are also acceptable in relation to the impact on the surrounding areas and in relation to neighbouring uses.

Sufficient information is available to allow officers and members to thoroughly and comprehensively assess and understand the impact of the proposed development.

Subject to recommended planning conditions, the development is considered to accord with the Development Plan, considered as a whole. There are no material planning considerations which are such that the presumption in favour of the grant of planning permission which thereby follows should be rebutted.

Based upon the above planning assessment against the relevant policies of the Development Plan this development is therefore recommended for approval in relation to policies, WT1, CP8, CP10, CP11, CP13, CP16, CP19, CP20 and CP21 of the LPP1 and policies WIN1, DM15, DM16, DM17, DM18, DM19, DM20, DM21, DM23, and DM24 of the LPP2.

### **Recommendation**

Application Permitted: Subject to the following conditions and provision for the Service Lead for the Built Environment to amend any condition where the amendment is not material:

### **Conditions**

01. The development hereby permitted shall be carried out in accordance with the approved plans and documents and mitigation listed below unless otherwise agreed in writing by the local planning authority:

- Proposed site plan - VTX-STL-XX-00-DR-A-XXXX-0902 PL01
- Ground floor plan – VTX-STL-XX-00-DR-A-XXXX-0100 PL01
- First floor plan - VTX-STL-XX-00-DR-A-XXXX-0101 PL01
- Second floor plan - VTX-STL-XX-00-DR-A-XXXX-0102 PL02
- Roof plan - VTX-STL-XX-00-DR-A-XXXX-0103 PL01
- Elevations VTX-GBC-ZZ-XX-DR-A-0100 P03
- Elevations North and East - VTX-STL-XX-00-DR-A-XXXX-0200 PL02
- Elevations South and West - VTX-STL-XX-00-DR-A-XXXX-0201 PL02
- Sections - VTX-STL-XX-00-DR-A-XXXX-0300 PL01
- General arrangement site sections VTX-STL-XX-ZZ-DR-A-XXXX-0300 PL03
- Proposed Landscape and Ecology Plan, September 2021, VTX-STL-XX-00-DR-L-XXXX-0910\_P09 – Landsmith Associates
- Proposed tree pits details- VTX-STL-XX-00-DR-L-XXXX-0912
- West section of proposed building and surrounding area – VTX-STL-XX-ZZ-DR-A-XXXX-0301 PL02
- Cross sections of anti-glare panels – VTX-GBC-ZZ-XX-DR-A-0104
- Sections 1-3 - VTX-GBC-ZZ-XX-DR-A-0101
- Façade detail of anti-glare panel - 07350
- Planning, Design and Access statement (updated), September 2021 – Stride Treglown
- Stroma Built Environment Report Noise Impact report - Ref: 09-20-84548 NC 01 Rev A

- Air Quality Assessment Hawkins Environmental Report - Ref H 3 1 6 6 A Q - v 1
- DDA External lighting and energy report Ref 20-3658 – August 2021
- Transport Statement – Stuart Michael Associated Ltd, Dec 2020 – ref 6896/02
- Drainage Strategy and FRA - VTXWCC-CDY-XX-XX-RP-D-PM\_30\_30\_29-0001
- Landscape and Visual Appraisal (LVA), September 2021, VTX-STL-XX-00-RP-L-XXXX-RP02\_P03 – Landsmith Associates
- Addendum Landscape and Visual Appraisal (ALVA), September 2021, VTX-STL-XX-00-RP-L-XXXX-RP03\_P03 – Landsmith Associates
- Outline Landscape and Ecological Specification, maintenance and management plan - VTX-STL-XX-00-RP-L-XXXX-RP03
- Soft Landscaping Schedule - VTX-STL-XX-00-SH-L-XXXX-SH06
- Daylight and Sunlight Assessment Report – August 2021
- Landscape Performance Specification for Wire Support System for Green Wall for Building Only - VTX-STL-ZZ-00-SP-L-XXXX-SP02-S3-P01-Landscape Specification. Rev 02
- Proposed Location and Extent of Green Walls for Building - VTX-STL-XX-ZZ-DR-L-XXXX-3001 Rev 02

#### Middlemarch Environmental Ltd

- Preliminary Ecological Appraisal (Report RT-MME-153463)
- Preliminary Arboricultural Assessment (Report RT-MME-153561-01)
- Arboricultural Impact Assessment (Report RT-MME-153561-02 Rev A)
- Arboricultural Method Statement (Report RT-MME-153561-03 Rev C)
- Construction Ecological Management Plan (CEcMP) (Report RT-MME-153944-01)
- Invasive Plant Method Statement (Report RT-MME-153944-02)
- Biodiversity Mitigation and Enhancement Plan (Report RT-MME-154691)
- Biodiversity Net Gain Assessment (Report RT-MME-154108)

Reason: For the avoidance of doubt, to ensure that the proposed development is carried out in accordance with the plans and documents from which the permission relates to comply with Section 91 of the Town and Country Planning Act 1990.

02. The development shall be constructed in accordance with the approved external materials schedule as set out below:

- Solid polyester powder coated, non-reflective, flat panel cladding RAL 8019 (dark brown colour) to parts of the South, West and North elevations
- Dark grey concrete stair towers
- Stainless steel tension wires and fittings to provide support for climbing plants
- Vegetation growing up façade
- Galvanized 'weld mesh' style balustrade panels to East and North elevations
- Roof – metals deck largely covered by PV panels

Reason: To ensure that the development presents a satisfactory appearance in the interests of the amenities of the area.

03. The development shall be carried out in accordance with the approved Soft Landscaping Schedule - VTX-STL-XX-00-SH-L-XXXX-SH06, Jan 2021 and approved Landscaping and Ecology Plan ref. VTX-STL-XX-00- DR-L-XXXX-0910\_P09. The approved native hedgerow to be planted on the western boundary shall be maintained at a minimum height of 3m.

Reason: In the interests of protecting and enhancing the visual amenity of the area.

04. The management and maintenance of the approved landscaping, green wall and associated ecological enhancements shall accord with the approved Outline Landscape and Ecological Specification, maintenance and management plan - VTX-STL-XX-00-RP-L-XXXX-RP03, Jan 2021 and the Landscape Performance Specification for Wire Support System for Green Wall for Building Only VTX-STL-ZZ-00-SP-L-XXXX-SP02-S3-P01-Landscape Specification, April 2021.

Reason: To ensure the long term management and maintenance of the approved landscape scheme in order to secure the long terms improvement in the appearance of the site in the interests of visual amenity.

05. The development shall be constructed in accordance with the approved levels details as indicated on the following plans:

- VTX-GBC-ZZ-XX-DR-A-0100 – Elevations
- VTX-GBC-ZZ-XX-DR-A-0002 – Level 00+01
- VTX-GBC-ZZ-XX-DR-A-0003 – Level 02+03

Reason: In order to ensure an acceptable build level is achieved in the interests of the amenities of the area

06. The development shall be carried out in accordance with the approved Construction Ecological Management Plan (CEcMP) (Report RT-MME-153944-01), March 2021

Reason: To ensure that all construction works activity minimises its impact on the amenities of the area and avoids adverse surface water run-off to protect the protected status and interests of the River Itchen and Solent Waters.

07. The development shall be carried out in accordance with the approved Vaultex Construction Method Statement Rev 2: 03/06/21.

The construction works operating hours shall be 0800 to 1800 - Monday to Friday, 0800 to 1300 – Saturdays and no working on Sundays and bank holidays. Any working outside of these hours due to exceptional circumstances shall be agreed with the local planning authority.

(Please note that the Construction Method Statement acts as a working document for the duration of the construction period and may be subject to revision as required).

Reason: In order to protect the environment and amenity of the area during construction works.

08. The development shall be implemented in accordance with the approved Drainage Strategy and FRA DATE: December 2020, CRADDYS DOCUMENT REFERENCE: 12158w0003, DOCUMENT REFERENCE: VTXWCC-CDY-XX-XX-RP-D-PM\_30\_30\_29-0001

Reason: To ensure an appropriate surface water strategy is implemented and maintained in order to minimise the risk of unacceptable surface water runoff in the surrounding area.

09. The development shall be carried out in accordance with the actions set out in chapters 3, 4 and 5 of the Biodiversity Mitigation and Enhancement Plan (Report RT-MME-154691), March 2021 and the recommendations set out in the Biodiversity Net Gain Assessment (Report RT-MME-154108), Jan 2021

Reason: To ensure positive improvements in biodiversity in accordance with CP16 and the NPPF 2019.

10. The development hereby permitted shall be carried out in accordance with the External Lighting and Energy Report and appendices dated 03/08/21, External Lighting Layout Plan ref. VTX-DDA-ZZ-XX-DR-0025 Rev P2, Level 00 and 05 Lighting Layout Plan ref. VTX-DDA-ZZ-XX-DR-E-0006 Rev P2, Level 01 and 1.5 Lighting Layout Plan ref. VTX-DDA-ZZ-XX-DR-E-0007 Rev P2 and Level 02 and 2.5 Lighting Layout Plan ref. VTX-DDA-ZZ-XX-DR-E-0008 Rev P4.

There shall be no light spill above 1 lux within any part of the western boundary woodland area as defined on the approved Figure 8.01 of page 20 of the report which identifies the woodland area.

Reason: To protect the appearance of the area, the environment and protected species from light pollution.

11. Development shall cease on site if, during any stage of the works, unexpected ground conditions or materials which suggest potential contamination are encountered, unless otherwise agreed in writing with the Local Planning Authority. Works shall not recommence before a site assessment has been undertaken and details of the findings along with details of any remedial action required (including timing provision for implementation), has been submitted to and approved in writing by the Local Planning Authority. The development shall not be completed other than in accordance with the approved details. NB - potentially contaminated ground conditions include infilled ground, visual evidence of contamination or materials with an unusual odour or appearance.

Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants.

12. The development hereby approved shall be carried out in accordance with the approved Arboricultural Support Report undertaken by Middlemarch Environmental dated May 2021. The development shall be implemented in accordance with the content of this report including:

1. PROJECT APPROACH
2. FEES
3. PROJECT TIMESCALES
4. PROJECT TEAM
5. ACTIONS REQUIRED FROM THE CLIENT
6. INSURANCE
7. ABOUT MIDDLEMARCH ENVIRONMENTAL LTD
8. STANDARD TERMS & CONDITIONS

Protective measures, including fencing and ground protection, in accordance with the approved Arboricultural Impact Appraisal and Method Statement ref. RT-MME-153561-02 Rev A and RT-MME-153561-03 Rev C written by Middlemarch Environmental Ltd submitted to the Local Planning Authority shall be retained throughout the construction period.

No arboricultural works shall be carried out to trees other than those specified and in accordance with Method statement (for protection of trees) Report RT-MME-153561-03 Rev C.

Any deviation from works prescribed or methods agreed in accordance with Arboricultural Method Statement (Report RT-MME-153561-03 Rev C) shall be agreed in writing to the Local Planning Authority.

Reason: To ensure protection and long term viability of retained trees and to minimise impact of construction activity.

13. Details of the solar panels to be installed on the roof of the building shall be submitted to and approved, in writing, by the Local Planning Authority before their installation. The development shall be carried out in accordance with the approved details.

Reason: To ensure that the development presents a satisfactory appearance in the interests of the amenities of the area and the proposed building.

**Informatives:**

- 01 In accordance with the NPPF, Winchester City Council (WCC) take a positive and proactive approach to development proposals, working with applicants and agents to achieve the best solution. To this end WCC:
- offer a pre-application advice service and,
  - update applicants/agents of any issues that may arise in the processing of their application, where possible suggesting alternative solutions.

In this instance the applicant was updated of any issues after the initial site visit.

02. This permission is granted for the following reasons:  
The development is in accordance with the Policies and Proposals of the Development Plan set out below and with the Plan as a whole. There are no other material considerations sufficient to justify a refusal of the application. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning permission should therefore be granted. The officers' report into the application for planning permission which has given rise to this planning permission provides the additional reasoning as to why permission was granted.
03. The Local Planning Authority has taken account of the following development plan policies and proposals:-

Winchester Local Plan Part 1 - Joint Core Strategy

WT1 - Development Strategy for Winchester Town  
CP8 - Economic Growth and Diversification  
CP10 - Transport  
CP11 - Sustainable Low and Zero Carbon Built Development  
CP13 - High Quality Design  
CP16 - Biodiversity  
CP19 - South Downs National Park  
CP20 - Heritage and Landscape Character  
CP21 - Infrastructure and Community Benefit

Local Plan Part 2: Development Management and Site Allocations (LPP2)  
(April 2017)

WIN1 – Winchester Town  
DM15 - Local Distinctiveness  
DM16- Site Design Criteria  
DM17- Site Development Principles  
DM18- Access and Parking  
DM19 - Development and Pollution  
DM20 - Development and Noise  
DM21 - Contaminated Land  
DM23 - Rural Character  
DM24 - Special Trees, Important Hedgerows and Ancient Woodlands

National Planning Policy Guidance/Statements:

National Planning Policy Framework (2021), Sections 2, 6, 7, 8, 9, 11, 12, 14, 15 and 17

Other documents

Winchester Movement Strategy (WMS)

Air Quality Action Plan 2017

Parking and access strategy 2020

High Quality Places 2015



04 The applicant is advised that condition 13 attached to this permission needs to be formally discharged by the Local Planning Authority before installation takes place. Details, plans or samples required by this condition should be submitted to the Council at least 8 weeks in advance of the start date of installation works to give adequate time for these to be dealt with. If installation works commence on site before the condition is discharged then this would constitute a breach of condition and could result in Enforcement action being taken by the Council.

The submitted details should be clearly marked with the following information:

- The name of the planning officer who dealt with application
- The application case number
- Your contact details
- The appropriate fee

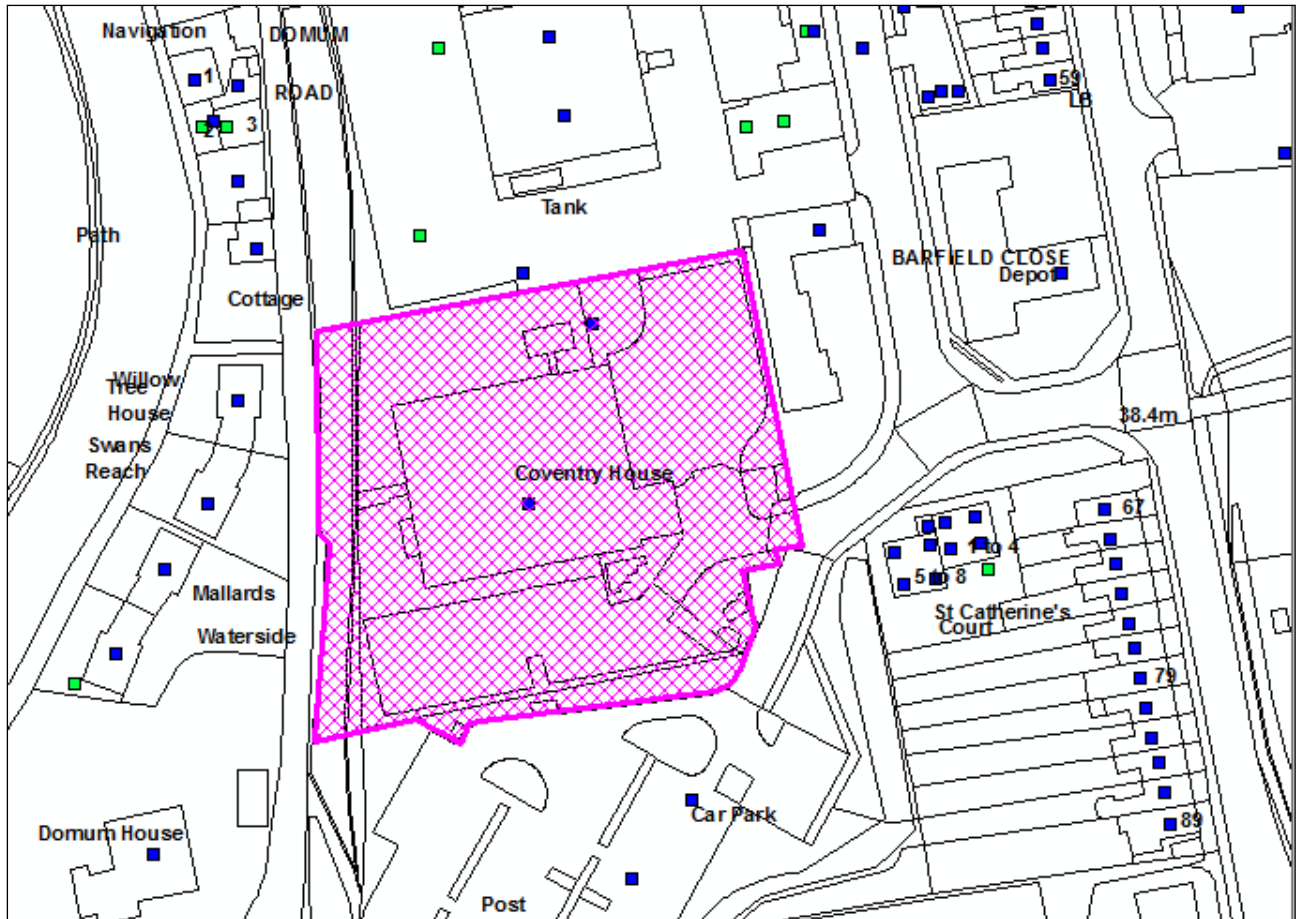
Further information, application forms and guidance can be found on the Council's website [www.winchester.gov.uk](http://www.winchester.gov.uk)

## APPENDIX 1

### Committee Report for Planning Committee 20<sup>th</sup> September 2021

**Case No:** 21/01727/FUL  
**Proposal Description:** Regulation 3 planning application for the erection of car park to provide 287 park & ride car parking spaces including 800m2 of photovoltaic panels, 16 Electric Vehicle (EV) charging bays, with associated access, turning and landscape proposals; and retrospective permission for i) formation of piling mat; ii) foundations and iii) partial construction of structure.  
**Address:** Coventry House Barfield Close Winchester Hampshire SO23 9SQ  
**Parish, or Ward if within Winchester City:** St Michael  
**Applicants Name:** Winchester City Council - Mr J East  
**Case Officer:** Nick Parker  
**Date Valid:** 23 June 2021  
**Recommendation:** Application Permitted

**Link to Planning Documents :** <https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple&searchType=Application>



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## General Comments

This application is reported to Committee as the applicant is Winchester City Council, as the land owner, and due to the number of representations received that object to the proposal.

A substantially similar application was granted planning permission by this Committee on 22<sup>nd</sup> April 2021 ref. 21/00219/FUL. That permission has been legally challenged but remains extant at the time of this report and works continue on site. The current application has been submitted by the applicant with the objective of ensuring that, if granted, it can continue the implementation of the scheme given, in particular, the timescales involved in the progress through the Court of the claim for judicial review. Notwithstanding the earlier planning permission, this application should be considered on its merits and, given the on-going legal challenge, members should not attach any material weight to that earlier planning permission.

Works commenced on site on 21<sup>st</sup> June 2021 in accordance with the planning permission and approved conditions ref. 21/00219/FUL.

As such this application also seeks to gain retrospective permission for the following engineering operations that have or are anticipated to be carried out

**in the early stages of construction prior to the grant of any planning permission pursuant to the current application, namely:**

- i) formation of piling mat;**
- ii) foundations and**
- iii) partial construction of structure.**

**The works that have been carried out have been confirmed to be in accordance with the plans and drawings submitted for determination through the current application.**

**The pre-commencement conditions for permission ref. 21/00219/FUL associated with the Construction and Ecological Management Plan and the Tree Protection Works have been satisfied and the construction is proceeding in accordance with these environmental safeguarding requirements.**

**Additional information submitted on 5<sup>th</sup> August 2021:**

**Following a review of the comments received from consultees and third parties the application was updated with the following information on the 5<sup>th</sup> August 2021 and a 14 day publicity and consultation exercise was carried out:**

- Addendum to the Landscape Visual Appraisal (ALVA).**

This has been undertaken to consider the potential nighttime landscape and visual effects that the development of the Vaultex site would have on the existing landscape and visual environment. This is to be read in conjunction with the submitted LVA.

- Revised External lighting and Energy report – Version 9**

This included an assessment of the impact of internal lighting within the proposed building on the immediate surroundings

- Ecological Summary**

This paper is a summary from all Ecological Reports and seeks to identify what the ecology of the site is, what the likely impact of the proposed development will be and how this has been mitigated.

- Fall back position statement**

The purpose of this document is to look at the suggested ‘fallback position’ – the surface car park permission approved in May 2020 as the baseline position (20/00622/FUL).

- Update to the Daylight and Sunlight Assessment Report**

- Appendix E provides an assessment of the impact on sunlight and daylight of the development taking into account the demolished Vaultex building

- Clarification that the slope between Domum Road and the site has been taken into consideration for the purposes of the assessment

### **Additional plans:**

- **West section of proposed building and surrounding area – VTX-STL-XX-ZZ-DR-A-XXXX-0301 PL01**
- **Cross sections of anti-glare panels – VTX-GBC-ZZ-XX-DR-A-0104**
- **Sections 1-3 - VTX-GBC-ZZ-XX-DR-A-0101**
- **Façade detail of anti-glare panel - 07350**

### **Site Description**

The site lies in the Bar End Industrial Estate, to the south-east of the historic core of Winchester City. The site is an approximate 0.52ha plot, located between Barfield Close and Domum Road. It is located in an established commercial and industrial area.

The site's western boundary is an embankment that drops steeply down to Domum Road where several residential properties are located. Beyond the residential properties lies the Itchen Navigation Canal / Itchen River Valley and the South Downs National Park boundary. Adjacent to the site's northern boundary, are industrial buildings and their associated yards (Citroen repair garage and Biffa Municipal Depot). To the east of the site is Barfield Close, St Catherine's Court (residential), a tyre repair garage and beyond, the Bar End Road (B33300) and Winchester Sport and Leisure Centre. To the south, is the East Winchester Park and Ride car park and the larger extent of the Bar End Industrial Estate.

The site is accessed via a metal sliding vehicle and pedestrian gate from Barfield Close. Remnants of the previous site use (Vaultex/Coventry House) remain only in a metal palisade fence that flanks the perimeter with a margin of the earlier landscape scheme of existing trees and shrub planting.

The site is a relatively flat area within the fence line, around 38.600 AOD, falling marginally from east to west. The majority of the site is bare ground with some grass and scrub vegetation. On the eastern boundary, close to the entrances, there is a small and isolated group of Lime trees that are visible from Barfield Close. The southern border contains a handful of Hornbeam and Whitebeam trees which blend into the vegetation on the other side of the boundary. The northern edge looks into the neighbouring industrial yard through the palisade fence.

Beyond the existing fence line, is the site's western treelined embankment, which drops approximately 5m down to Domum Road and falls within the red line of this planning application. It is a steeply sloping bank with a number of mature existing trees, approximately 20m high and extends north and south along Domum Road, offering a landmark which is useful in identifying the site from further afield.

### **Proposal**

The proposal is for a multi storey car park to provide 287 park and ride/park and stride car parking spaces. The multi storey car park proposes 800m<sup>2</sup> of photovoltaic panels (an average W/m<sup>2</sup> of a PV panel would be around 300W, which would provide a peak output of 240kW) and green walls which support plant growth to the southern and western elevations.

16 of the parking spaces within the multi storey will be electric vehicle (EV) spaces and an additional 33 external spaces will be provided, 12 of which will be marked for use by local residents.

The proposed car park is subdivided into two sections with staggered levels.

The first, and larger section comprises three levels; 0, 1 and 2, with a roof approximately 1062m<sup>2</sup> in area covering this part of the car park.

The second, smaller section of the car park is stepped up from the larger section of the car park and comprises levels 0.5, 1.5 and 2.5. The roof does not cover the highest section of the car park but a large section of this area is covered by the proposed solar array units.

A 5m high ramp provides access between levels 0 and 0.5, levels 1 and 1.5, and levels 2 and 2.5. A 7.5m high ramp provides access between levels 0.5 and 1, and 1.5 and 2.

The car park at its tallest within the stair cores will stand at a height of 10.225m. The height of the remainder of the upper deck car park will be the top of the parapet set at 9.060m. This is compared to the previous building at the site, which had a ridge height of 13.200m (estimated from pdf drawing) and eaves height of 9.400m.

The ground level of Domum Road is 33.65 above ordnance datum (AOD). The ground level of the site is 38.79 AOD. Domum Road is set approx. 5m lower than the site. Level 2.5 of the car park is set at 45.82 AOD. The top of the parapet of the car park is set at 48.010 AOD.

The location of this car park is one that has been identified for 'park and stride' given it is within approx. 0.5 miles, or an approx 15 minute walk, of the city centre.

The application is supported with the following documents (including the additional documents referred to above):

- Planning, Design and Access Statement (updated), June 2021 - Stride Treglown
- Landscape and Visual Appraisal (LVA), Jan 2021 – Landsmith Associates
- Addendum to LVA, July 2021 – Landsmith Associates
- Outline Landscape and Ecological Specification, Maintenance and Management Plan, Jan 2021 – Landsmith Associates
- Proposed typical tree pit detail, Jan 2021 – Landsmith Associates
- Preliminary Ecological Appraisal, Rev B, June 2021 – Middlemarch Environmental Ltd
- Biodiversity Net Gain Assessment, Jan 2021 – Middlemarch Environmental Ltd
- Biodiversity Mitigation and Enhancement Plan, March 2021 - Middlemarch Environmental Ltd

- Invasive Plant Method Statement, March 2021 - Middlemarch Environmental Ltd
- Construction Ecological Management Plan, March 2021 - Middlemarch Environmental Ltd
- Shadow Habitats Regulations Assessment Stage 1 Screening and Stage 2 Appropriate Assessment, April 2021 - Middlemarch Environmental Ltd
- Preliminary Arboricultural Assessment, Oct 2021 - Middlemarch Environmental Ltd
- Arboricultural Impact Assessment, Rev A, Jan 2021 - Middlemarch Environmental Ltd
- Arboricultural Method Statement, Rev C, Feb 2021 - Middlemarch Environmental Ltd
- Daylight/Sunlight Report, updated August 2021 – Stroma Built Environment
- External Lighting and Energy Report (updated), August 2021 - DDA
- Flood Risk Assessment and Drainage Strategy, Dec 2020 – Craddy’s
- Air Quality Assessment, Dec 2020 – Hawkins Environmental
- Noise Impact Report (updated), June 2021 - Stroma Built Environment
- Transport Assessment, Dec 2020 – Stuart Michael Associated Ltd
- Addendum to the Landscape Visual Appraisal – Nighttime Assessment for Viewpoint 5 and 7, August 21 - Landsmith Associates
- Ecological Summary, July 2021 - Middlemarch Environmental Ltd
- Fall back position statement, August 2021 - Stride Treglown

### **Relevant Planning History**

The site was previously occupied by a building with an employment use. This building has now been demolished.

Permission was granted on 21<sup>st</sup> May 2020 for a surface car park on the site for 123 car parking spaces (20/00622/FUL), the application was for ‘change of use of the site from B1c to use as a public car park, specifically the provision of additional Park & Ride’.

Permission was granted on 22<sup>nd</sup> April 2021 for a substantially similar scheme to the one under consideration in this report (21/00219/FUL). This permission is the subject of a legal challenge, as referenced above.

### **Consultations**

(Full details of all comments can be found at <https://www.winchester.gov.uk/>)

Service Lead – Environmental Services: Drainage: (Comments relate to original and updated documents)

No objections - No concerns raised with this application and comments from the last consultation are still valid, the site is not in a flood zone, is not at risk from surface water flooding, and surface water is being drained by infiltration which is the most sustainable method.

HCC Highways: (Comments relate to original and updated documents)

No objections, subject to a condition securing a Construction Traffic Management Plan (condition 06)

It should be noted that this follows application 21/00219/FUL which has been permitted by the LPA and where the Highway Authority raised no objection to subject to a Construction Traffic Management Plan being submitted prior to commencement. It is understood that the changes to the application do not result in any change to the impact on the local highway network which was previously considered in detail during the previous application.

Service Lead – Public Protection: (Comments relate to original and updated documents)

No objections

From a noise perspective I have fully reviewed the Stroma Built Environment – Noise Impact Assessment, Park and Ride (Vaultex Site) Coventry House Barfield Close, Winchester SO23 9SQ SBE Ref 09-20-84548-NC01 **RevC**. This report is very similar to the revision A version submitted regarding planning application 21/00219/FUL. There are a few minor alterations, including the addition of one additional Sensitive Noise Receptor and the correction of a calculation error present in Version A (which was not significant). I am of the opinion that this report provides a solid and comprehensive report for us to assess the noise impacts from these proposals.

So considering the report in its entirety, I was and remain satisfied that there would be no adverse noise impacts from the proposed development. I consider that the Stroma Noise Report is a robust worst-case assessment, particularly when referencing the following additional considerations.

- The BS4142 assessment included an additional +3 dB for impulsivity in the noise figures for the proposed development, which in my view was unnecessary as the noise from the proposed development and the background noise (road traffic) would be very similar, such that an adjustment for impulsivity was not necessary.
- The background noise assessment was undertaken when the site was not in active use and partly during a period impacted by Covid-19, when surrounding traffic flows and commercial/industrial activity were likely to be lower than normal.
- Background noise readings were taken or corrected for dry roads, which for a noise environment dominated by road traffic noise gives a worst case assessment (many days are not dry).

I have also taken the step of requesting that the report be reviewed by a second officer also qualified in the field of acoustics (Abigail Toms – Team leader for the Environmental Protection team). She has agreed with my conclusions but did raise a few technical points plus a few comments of a more general nature. The technical points are clarified below:

**No qualifications/ experience of Acoustic consultants shown:**

*Comment-* Stephen Booi of Stroma (telephone conversation 19 August 2021) has



confirmed that both Courtney Hawkins and Stephan Booi of Stroma hold the Diploma of acoustics and noise control from the Institute of Acoustics (IOA) and are associate members of the IOA. This means in terms of qualifications they are considered “suitably competent persons” to conduct such an assessment.

**The design and access statement differentiates between 254 internal and 33 external spaces – not mentioned in noise report (para 6.21 states worst case scenario 287 space car park filled to capacity)**

*Comment-* Stephen Booi of Stroma (telephone conversation 19 August 2021) has confirmed that the traffic modelling was performed on 254 internal and 33 external general spaces (giving a total of 287). However, modelling did not include the impact on flows from the 16 dedicated EV spaces. The stated modelling assumptions in paragraph 6.21 is therefore correct i.e. modelled on filling all 287 car spaces. I do not consider excluding the consideration of traffic flow alterations caused by 16 dedicated EV spaces to be an issue in the modelling scenarios chosen. It is a minimal potential traffic flow difference and EV cars are generally quieter.

Service Lead – Public Protection - Contamination (Comments relate to original and updated documents)

No objections, subject to a safeguarding condition regarding unexpected contamination during construction phase (condition 10)

I can confirm that I have no adverse comments regarding this application from a contaminated land perspective and had already liaised with our contaminated land officer James Hucklesby regarding application 21/00219/FUL, which from a contaminated land perspective, is of no material difference.

Service Lead – Community – Natural Environment and Recreation Team: Landscape: (Comments relate to original and updated documents)

No objections raised.

The information previously submitted and reviewed alongside this additional submission is suitably sufficient and thorough for us to understand the extent of the proposals and any impact it has on the surrounding and immediate landscape. We are satisfied that there are adequate mitigation measures proposed through the inclusion of enhanced planting, green wall, cladding and lighting schemes.

We have also reviewed and considered the comments from SDNP in our response.

**SDNP Response 15.7.21:**

*Our concern is that there is a significant landscape risk here due to the visibility of these lights and luminance of the surface itself, which will create a source of sky-glow many metres above the surface of the ground.*

We are satisfied that the addendum assesses the luminance of the proposals and how this may impact the landscape.

Service Lead – Community – Natural Environment and Recreation Team: Ecology:  
(Comments relate to original and updated documents)

No objection - subject to suitably worded conditions securing the mitigation measures (construction and operational) and the biodiversity net gain measures as set out in the submitted ecological reports (conditions 04 and 08)

A suitably worded condition shall be attached to any grant of permission for planning stating that the External Lighting and Energy Report of 03/08/21 shall be adhered to, and there shall be no light spill above 1 lux within any part of the western boundary woodland so as to accord with the basis on which the application has been presented and assessed in supporting documentation (condition 09).

The Middlemarch Shadow HRA is suitable and recommendations should be adhered to. The sHRA concluded that it is highly unlikely that the proposed development will result in a significant impact upon the qualifying habitats of the SAC, the supporting habitats or the delivery of conservation objectives.

WCC has however carried out its own HRA and the conclusions align with the shadow HRA and are set out in detail under the ecology section of this report and published on the Council's website under this application reference.

WCC considered that the operational impacts of the development should be scoped into the appropriate assessment (unlike the shadow HRA) but concluded that adequate mitigation would be secured through the conditioning of the surface water drainage report so that the development would not result in a significant impact on the quality of the qualifying habitats of the SAC.

Service Lead - Built Environment: Historic Environment: (Comments relate to original and updated documents)

No objection

The application site is located on Bar End Road, some distance beyond the south-east boundary of the Winchester Conservation Area. There are no designated or non-designated heritage assets within the site itself, and there are no other designated or non-designated heritage assets within the vicinity of the site, with the potential to be affected via change within setting.

The development is unlikely to be visible in views eastwards across the Water Meadows from Keat's Walk (the boundary of the conservation area), due to the interposing distances and the density of mature vegetation. The water meadows themselves will not be affected, as an important part of the conservation area's setting.

There may be localised, glimpsed views of the car park from Domum Road through the dense vegetation lining the route of the former railway. These glimpsed views would be outside the conservation area and would not affect any element of its setting which currently makes a positive contribution to its significance.

The car park would be visible in views from St Catherine's Hill. Though visible, it is not considered that it would affect an appreciation of the city or conservation area from this location, because it would integrate as part of the large-scale commercial and industrial development that is already well-established along the western side of Bar End Road, as well as the new sports centre beyond. Views northwards and westwards towards the key landmarks and townscape of the city would be unaffected.

On that basis, the application proposals are considered to carry no heritage impacts. The significance of the Winchester Conservation Area would be preserved, in accordance with Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990; NPPF (2019) Chapter 16; and policies CP20, DM27 and WIN3 of the Local Plan.

South Downs National Park Authority:

Comments on original submission - No objection but have the following observations to make:

The SDNPA support the retention of existing trees and enhancement of the site's western and southern boundaries which would go some way to mitigate the impact of the development from the SDNP to the west and St Catherine's Hill to south. We note that the proposed illumination of the woodland strip along the western boundary will not exceed 1 lux primarily due to the sensitive ecological impacts.

The SDNPA previously advised that due to the height of the building, careful consideration be given to the open roofed nature in this sensitive location, the level of lighting, parked cars and solar panels. It is also noted that the parapet and stair core propose different materials and finishes to the cladding. The top storey could potentially be simplified in terms of materials and colours, for example, simpler exterior finishes using the darker colours may help. These comments were considered by WCC during the application process (21/00219/FUL).

Whilst acknowledging that lighting is required in order to provide safe and secure operation of the site, the proposed internal lighting is likely to result in some impact on the SDNP and we advise that the internal spill should be constrained as much as possible or put to the lowest levels possible.

We request that the top deck lighting which is of considerable height is given careful consideration to assess the light overspill taking account of the proposed landscape mitigation in order to assess the impact on the SDNP. Our concern is that there is a significant landscape risk here due to the visibility of these lights and the illuminance of the surface itself, which will create a source of sky-glow many metres above the surface of the ground.

Comments following additional information submitted on 5<sup>th</sup> August

The SDNPA previously commented on this proposal under our reference SDNP/21/03554/ADJAUT, 15 July 2021. It is for WCC to be satisfied that the proposal takes into consideration the setting of the National Park both in terms of intrinsic landscape character as well as visual impact.

We note that further information has been submitted to assess the lighting and landscape implications particularly in respect of the impact on the SDNP and note the comments of

the WCC landscape officer. Taking these comments into consideration, we raise no further concern on the proposal.

Designing out crime officer (comments taken from 21/00219/FUL)

Various suggestions made under Section 17 of the Crime and Disorder Act 1998 (as amended). The comments were taken on board by the applicant and some changes have been made.

Service Lead – Community (Trees): (Comments relate to original and updated documents)

No objections, subject to conditions safeguarding the protection of trees (condition 11)

Natural England: (Comments relate to original and updated documents)

No objection

The proposed amendments to the original application are unlikely to have significantly different impacts on the natural environment than the original proposal.

The Appropriate Assessment carried out by the Council concludes that the proposal will not result in adverse effects on the integrity of any of the sites in question. Having considered the Assessment, and the measures proposed to mitigate for all identified adverse effects that could potentially occur as a result of the proposal, Natural England advises that they concur with the assessment conclusions, providing that all the mitigation measures are appropriately secured in any planning permission given. These include the Construction Environment Management Plan and Surface Water Drainage.

**Representations:**

The City of Winchester Trust – Comments on original submission under this application:  
Objection

The Trust cannot detect which matters raised in the pending Judicial Review are addressed in this application, which seems identical to application 21/00219 approved in April 2021.

The Trust refers to the comments it made of application 21/00219 which continue to be pertinent to this second application 21/01727 for a multi-storey carpark. In addition, we support the objections made on application 21/00219 by Winchester College, that the proposed development will diminish views from the South Downs National Park and other surrounding areas and would detrimentally affect the sensitive area and the public's enjoyment of the surrounding Rights of Way and Open Spaces. We also support the concerns raised by the South Downs National Park Authority.

The Trust's comments on the earlier application 21/00219/FUL are copied below:

*Objection: Such a development significantly transforms the character of the site by its*

*scale and the detrimental impact it may have on the environment, ecology and neighbourhood. In this eastern sector of the city there is already provision for 1757 car parking spaces; that includes parking designated for the new Leisure Centre.*

Comments on additional information submitted on 5<sup>th</sup> August 2021 – Objection maintained

45 letters received objecting to the original submission under this application for the following material planning reasons

**(Full details of all comments can be found at**

**<https://www.winchester.gov.uk/planning>**

- Inappropriate location too close to City Centre leading to traffic congestion and pollution; contrary to the intentions of the Winchester Movement Strategy
- Harms the beauty and tranquillity of the sensitive area
- The structure is too high and should be lowered
- Move away from the Domum Road boundary
- Harm to protected landscape
- Overbearing and overlooking Domum Road
- Previous application had errors and omissions but no changes to current application
- Residents consider changes needed that reduce impact including reduction in height; full screening on west elevation; greater planting on west boundary; only allow EV cars to use multi-storey at night reducing noise and pollution
- Question soundness of the Daylight and Sunlight assessment
- Impact of car headlights should be considered
- Noise assessment unsound and does not consider intermittent noise such as car alarms
- Uncertainty and confusion over height of building
- Results in additional light spill into sensitive areas such as the SDNP and River Itchen with inadequate mitigation
- Lacks a sun/shadow diagram to adequately assess impact
- Increase in pollution and congestion in area
- Concerns over crime and disorder
- If approved should shut other car parks in city centre
- Lack of community engagement
- Lack of information regarding contamination
- Question justification on the basis the statement that existing car parks are full
- Question assumption that the development will lead to a reduction in city centre traffic by 10%
- Question carbon reduction resulting from development
- Adverse impact from noise and vibration of demolition works
- Concerns about more intensive use of Domum Road by pedestrians and cyclists including unsafe shortcuts

10 comments following the additional information submitted on 5<sup>th</sup> August 2021

- Gratifying that with the new information Domum Road gets significant coverage
- Disagree that Domum Road is stated as being lightly trafficked
- Safety risks of increased use of Domum Road

- Concerns over height
- Security and lighting concerns over 24/7 opening and lighting not being dimmed when not in use
- No need for the additional parking especially given changes in working and shopping patterns going forward
- Location too close to City Centre creating traffic and congestion problems
- Additional info does not alter initial objection
- At minimum top floor should be removed; western wall solid and access should be prohibited at night
- Inaccurate and conflicting information submitted

A further objection letter dated 16 July 2021 was received by the City Council on the afternoon of Wednesday 8<sup>th</sup> September 2021 on behalf of a neighbouring resident of Domum Road. The letter was prepared by solicitors on a resident's behalf and is said to have been drafted by leading counsel. A technical noise report was enclosed with this letter (and this report had been sent to the City Council separately a few days earlier). The letter of objection and the technical report were both received outside of the formal publicity period which closed on 28<sup>th</sup> August 2021. No explanation was given for their late submission. The letter and its enclosure raise several matters which the applicant for planning permission has been asked to respond to. Due to the lateness of this submission it is not possible for officers to address the matters raised within it in this report. The points raised will therefore be addressed, alongside any response from the applicant, within an update paper to be published prior to the Committee meeting on the 20<sup>th</sup> September 2021. The letter of objection and the technical report are available on the Council's website for members to consider in advance of the publication of the update paper.

### **Relevant Planning Policy:**

#### Winchester Local Plan Part 1 – Joint Core Strategy

WT1, CP8, CP10, CP11, CP13, CP16, CP17, CP19, CP20, CP21

#### Local Plan Part 2 - Joint Core Strategy: Development Management and Site

##### Allocations:

WIN1, DM15, DM16, DM17, DM18, DM19, DM20, DM21, DM23, DM24

#### National Planning Policy Guidance/Statements:

National Planning Policy Framework (updated July 2021)

#### Supplementary Planning Guidance

Winchester Movement Strategy (WMS)

Air Quality Action Plan 2017

Parking and Access strategy 2020

High Quality Places 2015

#### Other policies of relevance:

South Downs Local Plan (SDLP) Policy SD8 Dark Night Skies

The western boundary of the application site is located approximately 20m from the SDNP boundary at its closest point. There are close views of the western tree lined

boundary from Domum Road, which is located adjacent to the South Downs National Park boundary. It is noted that there are national and recreational trails along the Itchen Navigation located to the west which are sensitive receptors and St Catherine's Hill, located to the south.

Whilst not forming part of the adopted Development Plan the policy is considered relevant guidance informing the assessment of the planning application in that the site is adjacent to the South Downs National Park and the impact of the development in relation to light pollution is an important material planning consideration. This matter is addressed in the report section covering visual impact.

### **Planning Considerations**

The current application is to be considered entirely on its merits based upon the policy context of the site and a detailed assessment of all relevant material planning considerations as set out in the report before you.

#### Principle of development and policy context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that “where in making any determination under the planning Acts, regard is to be had to the Development Plan, and the determination shall be made in accordance with the Development Plan unless material consideration indicates otherwise.”

Paragraph 47 of the NPPF requires that applications for planning permission be determined in accordance with the Development Plan unless material considerations indicate otherwise.

The site is located within the built-up settlement of Winchester as defined in the adopted Local Plan Part 2. The site has a previous employment use but is not designated as an employment site in the current local plan. Policy WIN1 of the LPP2 promotes the provision of sustainable transport options within the settlement of Winchester. In terms of the loss of employment use of the site the planning history indicates that we have accepted the loss of the employment use of the site in the past through the granting of planning permission for car parking related infrastructure. Given the history of the site and the benefits associated with the provision of this development (set out below) it is considered that the loss of the employment use of the site is acceptable in policy terms.

The site therefore lies in a location where the principle of the proposed development is considered acceptable in accordance with policy WIN1 and subject to an assessment of the appropriateness of the detailed proposals.

#### Policy Context

The Local Planning Authority (LPA) has considered this application in respect to the National Planning Policy Framework 2021 (NPPF) and the Local Plan Policy (LPP).

The NPPF has recently been revised (July 2021) and the latest version has been taken into consideration in the assessment of the application. The revisions to the NPPF and the relevant sections for the assessment of this application relate to the sections within the design chapter 16 of the NPPF and generally aim to highlight

design as an important material consideration when assessing planning applications. This application has been assessed against these guidelines and the locally adopted design policies of the Development Plan including the High Quality Places SPD.

Local Plan Policy (LPP):

Winchester District Local Plan Part 1:

Policy WT1 - Development Strategy for Winchester Town. This policy promotes the implementation of the Winchester Access Plan and the Winchester Air Quality Action Plan, which sets out actions to achieve carbon neutrality targets, to ensure that transport provision and access, to and within the Town, provides opportunities for sustainable transport provision and reduces pollution and carbon emissions. It is considered that this proposal for a park and ride outside the city centre will encourage people to park at the city perimeters and then walk or catch the bus into the city centre thereby reducing carbon emissions, which is in compliance with the thrust of this policy and the documents mentioned.

Policy CP8 supports development based on tourism and recreation. Although not a tourist attraction, this will facilitate any tourist activities participated within Winchester by providing parking close by and through a sustainable means of travel into the city centre.

Policy CP10 seeks to reduce the demands on the transport network. Development is encouraged by this policy that is located and designed to reduce the need to travel. Although this car park doesn't negate the need for cars it does reduce the need for cars to drive into the city centre by allowing parking here and a bus or walk into the city centre. Therefore this proposal is in compliance with the thrust of this policy.

Policy CP11, states that 'development should achieve the lowest level of carbon emissions and water consumption which is practical and viable'. The multi storey car park proposes 800m<sup>2</sup> of photovoltaic panels on the roof and therefore is acceptable in relation to this policy. Water consumption arising from the proposed development will be minimal.

Policy CP13 requires new development to meet the highest standards of design. This is covered in detail further in the report.

Policy CP16 supports development that maintains, protects and enhances biodiversity across the district, this assessment is carried out in the Ecology section of the report.

Policy CP19 is in relation to the South Downs National Park, this is covered further within the report.

Policy CP20, protects and enhances landscape settings of the District, this is assessed further in the visual impact section of this report.

Policy CP21 supports development proposals, which provide or contribute to the infrastructure and services needed to support them. This is providing a further 287



parking spaces, which facilitates the infrastructure of Winchester. Therefore this application is in accordance with the policy.

Winchester District Local Plan Part 2:

Policy WIN1 - This policy encourages sustainable transport options, which this is proposing by encouraging a reduction in car driving into the city centre. Therefore this proposal is in accordance with this policy.

Policies DM15, 16 and 17 look at design aspects of the proposal, especially in relation to local distinctiveness and impact on neighbouring sites. The application is supported with an updated daylight and sunlight assessment. This is covered further in this report.

Policy DM18 - This policy assesses the provision of parking in the district, it is considered that this proposal accords with this policy and the standards set out within it.

Policy DM19 relates to development and pollution. This application was submitted with an Air Quality Assessment report in relation to the emissions from the site as a result of the final use of the development and the likely impact of construction on the air quality of the local environment. The assessment, produced by a professionally qualified consultant, has shown that due to limited traffic generation onto already highly trafficked roads, the impact of new vehicle emissions from the proposed development is considered to be "negligible".

Policy DM20 considers noise from the development in relation to surrounding uses, a noise impact assessment was submitted with this application and it was concluded that the development is acceptable in relation to this policy. This is covered in more detail within the report.

Policy DM21 considered the proposal in relation to contamination, the contamination officer has looked at the proposals previously and raised no objections, subject to a condition safeguarding against unexpected contamination.

Policies DM23 and DM24 specifically look at the impact from the development to the surrounding landscape and trees, this is looked at further within this report.

Other Supplementary documents that are given material planning weight:

Winchester Movement Strategy (WMS):

The City of Winchester Movement Strategy (WMS) is a transport strategy that sets out an agreed vision and long-term priorities for travel and transport improvements in Winchester over the next 20-30 years. The overarching vision of the strategy is to support economic prosperity whilst at the same time enhancing Winchester as a place where people can have an excellent quality of life.

The WMS was adopted by Winchester City Council (WCC) in March 2019 and Hampshire County Council (HCC) in April 2019, following an extensive process of

engagement and public consultation. The public consultation showed strong support for the three WMS priorities of:

- Reducing city centre traffic;
- Supporting healthier lifestyle choices;
- Investing in infrastructure to support sustainable growth.

One of the main WMS work streams has been to consider the feasibility of expanding the capacity of Park and Ride provision serving Winchester. P&R expansion directly aligns with WMS Priority 1 - to reduce City Centre traffic and Priority 3 - invest in infrastructure for sustainable growth. HCC and WCC are progressing five additional WMS work streams in parallel to the work on P&R:

- City Centre Movement and Place Plan (MPP): the creation of high-quality, people-focused places by reconfiguring parts of the existing road network within the City Centre;
- Local Cycling and Walking Infrastructure Plan (LCWIP): involves defining networks of key walking and cycling routes to form the focus for investment and identifying infrastructure improvements that would make the top three walking and cycling routes more comfortable, safe and attractive to pedestrians and cyclists;
- Urban Freight Transport Study: identification of a series of recommended actions which if implemented would facilitate greener and more efficient management of deliveries of goods to the City Centre;
- Bus Provision Study: a review of bus facilities both for current services and for further services that will be required to meet growth of the city and the requirements of WMS (including P&R) that will inform decision-making regarding the relocation of the Bus Station proposed as part of the CWR redevelopment; and
- Winchester Parking and Access Strategy: Deliver further reductions in the total supply of City Centre car parking over time over and above those already in the pipeline and install electric vehicle charging points in car parks, including at P&R sites.

In December 2020, Atkins completed a WMS Park and Ride feasibility study to identify priority locations for Park and Ride expansion in Winchester. This study found that:

- The existing Barfield and St. Catherine's P&R sites in 2019 were operating at or near full capacity (100% at the former and 80% at the latter on weekdays).
- That by 2036, if the complementary WMS measures to improve walking and cycling, to introduce bus priority and reduce the availability of city centre parking are implemented, there would be additional demand for between 250 and 1,205 extra trips a day by P&R into the city centre from the Bar End area.
- That using a sifting process that followed DfT TAG and HM Treasury Green Book guidance, which included land use, environmental, transport and deliverability criteria expansion at the existing sites at Bar End was identified as a priority for delivery.

- The study recommended that expansion of Barfield P&R (using the adjacent former Vaultex site) be pursued in the short-term to provide up to 300 spaces. The justification was that this location provides opportunity for the quickest access to the City Centre via bus, walking and cycling, and would be suitable for a joined up continuous active mode (walking and cycling) route through the site linking the Winchester Sport and Leisure Park to the rest of Winchester.

Therefore, the delivery of 287 additional P&R spaces as proposed in this application is fully consistent with WMS policies.

A joint HCC/WCC assessment has been carried out which includes setting out and restating the importance of future park and ride provision for the City. This has been set out in a summary report which is due to be published.

It should also be acknowledged that there is increasing pressure on the road network around the Christmas period; this development is being brought forward, in conjunction with the existing Park & Rides, in particular to supply additional spaces during busy periods and alleviate pressure on the road network, especially the city centre during Christmas.

This proposal will provide 287 parking spaces to support the delivery of improvements to the transport network in and around Winchester, as identified in the WMS. Due to its proximity to the city centre, this development will encourage more car park users to use public transport, cycle or walk into the city centre. This is supported by the recent WCC Parking and Access Strategy proposals covering the period 2020-2030, which highlights the need for additional Park & Ride, good signage and way finding.

Air Quality Action Plan 2017:

Carbon Neutrality Action Plan 2020 – 2030, December 2019 recommended the addition of a park and ride at this site. The action plan was approved on the 23 December 2019 identifying that ‘the climate crisis is the biggest challenge all of us face in the coming years and decades. Winchester must play its part in tackling the crisis and hand our district to our children and grandchildren in a better state than it is now.’ This development will push forward the requirements of reducing carbon emissions by proposing parking outside of the city centre and providing EV charging points.

In order to determine whether the proposed development would have an adverse impact on the air quality of the surrounding environment, an Air Quality Assessment was undertaken at the site in December 2020 by Hawkins Environmental and supports the planning application (Hawkins Environmental Report Ref H 3 1 6 6 A Q - v 1).

The assessment has been completed in order to determine whether the proposed development achieves compliance with the National Air Quality Objectives, as well as national, regional and local planning policy, and also addresses the effects of air pollutant emissions from traffic using the adjacent roads and emissions associated with the development of the site.

In addition, a risk-based assessment of the likely impact of construction on the air quality of the local environment has also been conducted. The report assesses the overall levels of nitrogen dioxide (NO<sub>2</sub>) and particulates (PM<sub>10</sub> and PM<sub>2.5</sub>) in the vicinity of the site.

The assessment, produced by a professionally qualified consultant, has shown that due to limited traffic generation onto already highly trafficked roads, the impact of new vehicle emissions from the proposed development is considered to be “negligible”.

Regarding Covid-19 and returning to normal, park and ride is part of the WCC Parking and Access Strategy which sets out gradual reductions in city centre parking which can only be delivered if the park and ride is extended. Covid-19 has certainly had an impact on travel patterns, however, it is considered that over time, travel and parking patterns are likely to return to normal levels, although the time and the way in which people travel may alter which will in turn place greater demand on park and ride services. As people may still be anxious about using buses the importance of parking on the outskirts and walking or cycling into the city centre will increase the importance of the Coventry House/Vaultex Park and Ride car park. As such this site is a key part of the longer term recovery plan and a very important component of the Council’s Carbon Neutrality plan.

It is expected that parking demands will in time revert to pre-pandemic levels and therefore it is still expected that this car park is needed in line with the Winchester Movement Strategy 2019.

High Quality Places 2015:

The High Quality Places Supplementary Planning Document has the goal of ‘setting out the principles of good urban design, whilst also encapsulating the design philosophy which has long been at the heart of achieving successful urban design in the Winchester district.’ The design aspects on this proposal are covered in more detail in the next section of this report.

South Downs Local Plan (SDLP) Policy SD8 Dark Night Skies

Whilst not forming part of the adopted Development Plan the policy is relevant guidance informing the assessment of the planning application in that the site is adjacent to the South Downs National Park and the impact of the development in relation to light pollution is an important material planning consideration. This matter is addressed in the section covering visual impact.

This policy seeks to protect the SDNP from light pollution, stating:

1. Development proposals will be permitted where they conserve and enhance the intrinsic quality of dark night skies and the integrity of the Dark Sky Core as shown on the Policies Map.

2. Development proposals must demonstrate that all opportunities to reduce light pollution have been taken, and must ensure that the measured and observed sky quality in the surrounding area is not negatively affected, having due regard to the following hierarchy:

- a) The installation of lighting is avoided; and
- b) If lighting cannot be avoided, it is demonstrated to be necessary and appropriate, for its intended purpose or use:
  - i. any adverse impacts are avoided; or
  - ii. If that is not achievable, then adverse impacts are mitigated to the greatest reasonable extent.

3. Lighting which is proposed to be installed must meet or exceed the level of protection appropriate to the environmental zone, as shown on the Policies Map, as set out in the table below.

In addition, the SDNP Dark Skies Technical Advice Note (April 2018) outlines the key lighting and design considerations for development within the SDNP. The advice notes the key points to be considered for lighting within sports grounds in particular:

- Design scheme in accordance with standards
- Limit hours of use
- Situate closer to urban locations
- Use low reflective surfaces

#### Design/layout

The application is supported with a comprehensive Design and Access Statement (DAS) undertaken by Architects and Town Planners Stride Treglown which demonstrates that the design of the proposed development has developed through a contextual analysis of the immediate and surrounding area. This is an approach advocated in the recently updated NPPF and enshrined in policies CP13 of the LPP1, DM16 of the LPP2 and the WCC High Quality Places SPD.

The analysis pays particular regard to the site's most sensitive boundaries, the southern and western boundaries, due to their relationship with public views from the South Downs National Park and associated trails, as well as the sensitivities of the woodland strip within the western boundary. The DAS also assesses the relationship between the proposed car park building and the dwellings along Domum Road to the west and set down from the site. The DAS confirms the applicant undertook public consultation with residents of Domum Road prior to the submission of the first planning application to discuss this with them in more detail and listen to their views.

The DAS confirms the proposals and associated assessments have taken into consideration the potential impacts arising from the development on residents living along Domum Road which is a requirement of LPP1 policy CP13 and requires that the 'detailed design responds positively to its neighbours and the local context'.

In terms of built form, the proposed car park is subdivided into two sections with staggered levels. The first, and larger section comprises three levels; 0, 1 and 2, with a roof approximately 1062m<sup>2</sup> in area covering this part of the car park. The second, smaller section of the car park is stepped up from the larger section of the car park and comprises levels 0.5, 1.5 and 2.5. The roof does not cover this section of the car

park but a large section is proposed for the solar panels. A 5m high ramp provides access between levels 00 and 0.5, levels 01 and 1.5, and levels 02 and 2.5. A 7.5m high ramp provides access between levels 0.5 and 01, and 1.5 and 02.

The car park at its tallest within the stair cores will stand at a height of 10.225m. This is compared to the previous building at the site, 'Coventry House' (now demolished), which had a ridge height of 13.200m (estimated from pdf drawing) and eaves height of 9.400m. The previous building at the site was taller and of a different shape to the proposed car park building (a photo of the former building is included in the committee presentation material).

The proposed materials for the car park have been carefully chosen and are as follows (secured by condition 02):

- Solid polyester powder coated, non-reflective, flat panel cladding RAL 8019 (dark brown colour) to parts of the South, West and North elevations
- Dark grey concrete stair towers
- Stainless steel tension wires and fittings to provide support for climbing plants
- Vegetation growing up façade
- Galvanized 'weld mesh' style balustrade panels to East and North elevations
- Roof – metals deck largely covered by PV panels

The DAS confirms that a non-reflective cladding solution is proposed to be installed along the western and southern elevations and along sections of the northern elevation. The non-reflective cladding will be provided in RAL 8019 – a dark brown colour that has been specially chosen through the Landscape Visual Appraisal (LVA) review process with Winchester City Council.

The DAS confirms this colour is deemed to create the lowest visual impact throughout the year. The cladding will also assist in reducing light spill from the car park and from vehicle headlamps, which will minimise impacts on local wildlife as well as reducing impact on residential amenities along Domum Road. Further assessment of lighting impact is addressed in subsequent sections of this report.

In terms of landscaping, the application is supported with a comprehensive landscaping scheme (secured by conditions 03 and 04). Planting beds are proposed along the full extent of the southern and western boundaries of the site. Additional proposed planting bed areas are to be implemented along the edge, and in the northeast and south-east corners of the site.

A native hedge consisting of a mix of evergreen and deciduous plants is to be planted along the western boundary behind the existing fence and western façade to assist landscape and visual mitigation, and provide ecological enhancements. It is intended to maintain this hedgerow at a minimum of 3m in height. The mix of species will be approved by the City Council pursuant to planning condition 03.

Existing trees are already located on the site; no trees are to be removed. The proposals are seeking to plant a further 11 no. extra heavy standard trees which are primarily located along the southern and western boundaries of the site. The additional tree planting is intended to improve the external visual appearance of the site, providing natural screening of the car park from external short- and longer-range views.

The landscape proposals have also been incorporated to assist in overall Biodiversity Net Gain (BNG) at the site. This is set out in more detail in the supporting BNG calculation document and submitted landscape scheme and addressed in the ecology section of this report.

A 'green wall' consisting of metal wire system and a mixture of evergreen and deciduous planting climbers is to be installed on the western and part of the eastern elevations to provide screening of the car park structure and soften the massing. The proposed green infrastructure and vertical wire system enable climbers to grow on these two facades of the car park. The application is supported with further information confirming the long term viability and maintenance programme for the green wall systems to be installed, which the Council's landscape officer is satisfied with (maintenance secured by condition 04).

The proposed landscaping works are intended to improve the overall visual appearance of the site by incorporating planting beds, native hedgerow along the western boundary and additional tree planting. As well as improving pedestrian accessibility within the site through the provision of a new asphalt footpath.

It is the applicant's intention to retain the green palisade fence that currently encloses the perimeter of the site for security purposes. This is justified by the applicant for the safe and secure operation of the car park. Given the existing presence of the fence, and in conjunction with the proposed planting, it is not considered that the fence will adversely affect the appearance of the site, when developed. As such, there is considered to be no justification for the Council to require the removal of this fence or any part of it.

The overall design, appearance and associated landscaping provided as part of this planning application have been informed by a comprehensive assessment of its context, paying particular attention to its sensitive edges. The resulting building and associated landscaping would lead to a development in keeping with its immediate surroundings and comply with the design objectives set out in LPP1 Policy CP13, the Winchester High Quality Places SPD and the updated NPPF (2021).

#### Visual and landscape impact on area

An important consideration for the development of the car park relates to the visual and landscape impact it may have on the surrounding area. The DAS emphasises the importance of the visual impact of the development in views from the public rights of way along Domum Road, the South Downs National Park (including the adjacent water meadows) and from long range to the south from St Catherine's Hill and Pilgrim Trail.

Landsmith Associates have undertaken a Landscape Visual Appraisal (LVA) which supports the planning application.

The LVA is supplemented with an addendum to the LVA (ALVA) received on August 5<sup>th</sup> to consider the potential night time landscape and visual effects that the development of the Vaultex site would have on the existing landscape and visual environment at night. The assessment addresses the effects of external and internal lighting associated with the development. Both the landscape consultant and WCC landscape officer agreed that the following two viewpoints required nighttime assessment:

- Viewpoint v5: The Itchen Way footpath gate
- Viewpoint v7: Close to the summit of St Catherine's Hill

The visual impact of the development during daylight and nighttime hours is assessed separately below.

It is considered that the LVA and ALVA, when taken together with on-site assessments by officers, are sufficient to allow a comprehensive assessment of the landscape and visual impact of the proposed development. Having regard to those matters and all other relevant material, including comments made by objectors, the landscape and visual impact of the proposal is considered to be acceptable. Further details of the basis of the conclusion are set out below, by reference to daytime impact and nighttime impact.

#### Daytime Impact:

As part of the LVA process a scoping of the appraisal was made and agreed with Winchester City Council officers in terms of, methodology, study area, type of Accurate Visual Representation (AVR) and location and number of viewpoints. An approximate 1km radius and viewpoint locations were agreed with the Local Planning Authority due to the scale of development, site context, location, historical and landscape designations.

The baseline view analysis contained in the LVA found three key aspects requiring careful consideration to bring forward development on the former Vaultex Building / Coventry House site. These three aspects are the public rights of way along Domum Road, the South Down National Park closely situated west of the site: and further afield on high ground to the south, St Catherine's Hill and Pilgrim Trail.

The LVA view analysis of the baseline situation confirms:

- The site is mostly concealed from the areas north-west to the east, bar some glimpsed views.
- There are close views of the site's western tree lined embankment from Domum Road and the South Downs National Park.
- The site's flat ground is hidden from distant southern views, and only the site's tree lined embankments are visible, albeit merges into the broader tree cover.
- The site can be located in many views by identifying the neighbouring Biffa building, which is evident in the view, due to its light-coloured upper facade and roof, contrasting against the dark vegetation.



- The perception of the wider Bar End Industrial Estate is evident in long-distance views, due to the light coloured roofscape against dark foregrounds and backgrounds; this is principally the case when winter vegetation forms the backdrop.
- The strategic buffer of mature trees along the disused railway lines is an essential feature in the landscape and provides a backdrop to the South Downs National Park / Itchen River Valley and separation from the Bar End Industrial Estate.

The LVA advocates *“there should be both landscape and building design mitigation to the proposed development to reduce the impact of effects on the nearby South Down National Park and Public Rights of Way.”*

The report further advises that *“reinforcement and enhancement of the planting to the site’s western and southern boundary would reduce the visibility of development and neighbouring industrial buildings from close and distant viewpoints. Enhancements to the site’s western boundary would strengthen the wider strategic buffer that separates Bar End Industrial Estate from the South Downs National Park.”*

The proposed scheme has been developed in accordance with the findings of the LVA. The LVA recommended a number of measures needed to minimise impact. These are highlighted below and incorporated within the scheme under assessment:

- Tree planting is proposed on the south and western side of the building to reduce the visual impact from both close and distant viewpoints. The trees on the western boundary would also strengthen the buffer that separates Bar End Industrial Estate from the SDNP.
- The building has been moved back from its western and southern boundaries to allow for tree and shrub planting areas.
- The roof has been designed avoiding a mono-pitch roof and locating the main body of solar panels to parts of the roof hidden from important views which helps reduce the building's visibility.
- Part of the building has been cladded to reduce views of the roof and parked cars.
- Green walls that support plant growth have been proposed to soften and enhance specific aspects of the building.
- Dark, matt finishes are proposed for the cladding of the building to avoid the building standing out against immediate surroundings.

The LVA recognises as an adjoining site to the South Downs National Park, the impact of the development from a visual perspective will reduce over time as the mitigation planting establishes. In particular, with regards to the important views along the Itchen Navigation Canal and views from key landmarks from the open access land and historic feature of St Catherine's Hill.

In terms of the three key viewpoints the LVA assessment addresses as follows:

Domum Road (viewpoint 1 in LVA):

The view of the building from this location would not be well-defined, however, a filtered view due to the existing and proposed vegetation will exist. The appraisal of

this view has been made on the basis of the presence of the existing mature trees only, until the additional planning matures. The proposed dark colour recessive matt finish of the cladding to the western façade helps reduce visual awareness of the building in this view. The change to the view would be a more vegetated embankment than currently exists, with some filtered view of the building during the winter months.

South Downs National Park to west of site:

Itchen River Valley Permissive Path (viewpoint 4 in LVA). A close east-facing view, around 45m from the site. Partial sections of the proposed building would be detectible through the trees when looking directly east above the garages and slightly above the residential properties' ridgeline. This is a close view, however not a clear and unobstructed view. It would be a filtered view between and above ridgelines and gables of the residential properties, screened by the existing trees the proposed vegetation.

Itchen Way footpath gate (viewpoint 5 in LVA). The middle and upper parts of the building's western elevation would be discernible through the trees above the ridgelines and gables of Swans Reach and Waterside. This view would be filtered on to the building through trees during the winter months, decreasing as the proposed trees grow beyond a height of beyond 10m.

South Downs National Park, longer distant views (including from St. Catherine's Hill):

The path on the Entrenchments (viewpoint 6 of LVA). Looking towards the site, partial sections of the building would be perceivable, including the upper levels of the southern façade. Also, the upper parts of the eastern stair core, sections of the solar panel and roof, and a small area of the third level deck and car parking on the north-eastern corner. The partial sections of the building that are perceivable are in the distance and would lie in front of the Biffa building and block elements of the Biffa building elevation. The dark matt coloured cladding would make it significantly more recessive than the Biffa building.

The majority of the proposed building is also lower than the Biffa building ridgeline. However, the roofline is not pitched, like the shed-like pitched roof of the pale Biffa building and surrounding buildings. Instead, the roofscape is a varied mix of split-level parapets, stair cores, open deck and solar panels on an inverted pitched roof rather. The top-level of cars would be mostly obscured from view by the solar panel roof, parapet cladding and stair core with only a small section remaining visible; the third level deck and car parking on the northeast corner. The solar panels would be recessive in the view compared to the Emmaus building, due to the dark coloured mounting frame and roofscape and they are further in the distance. The proposed development would be read in the context of the existing urban surroundings. The proposed building would bring about a slight change and improvement to St Catherine's Hill's view by partially obscuring the Biffa building. Although only a minor modification, it does turn the tide in the cumulative effect of the light coloured and large format buildings of the wider Bar End Industrial Estate.

St Catherine's Hill, close to the summit (viewpoint 7 of LVA). The proposed building would be less visible than the previous viewpoint v6. The view's angle emphasises the strategic buffer (along the former railway embankment that leads up to Domum

Road) and conceals the western half of the proposals as well as being filtered by the intervening vegetation in the foreground. Only small and upper sections of the proposals would be visible, the upper levels of the southern façade, the upper parts of the eastern stair core, a small area of the solar panels Park & Ride, Barfield Close, Bar End and roof and almost detectable would be the third level deck and car parking on the northeast corner. Similar to v6, the dark matt coloured cladding and materials play an essential role in reducing the building's visibility. The building would be read as part of the built area with the Biffa building to its left and the darker backdrop of St Johns and St Giles behind.

The LVA confirms the proposals' choice of material and roofscape design are distinctly different from the surrounding buildings, resulting in a recessive building in the landscape from long-distance views. The proposals will not increase the cumulative adverse impact as part of the wider Bar End Industrial Estate. The solar panels have been integrated an inverted pitched roof-profile and hidden from ground level views by façade cladding.

The LVA confirms the building height is set below the treed skyline on Domum Road, protecting ground-level views of the site from Winchester's historic core.

The LVA confirms although the site is situated within the Bar End Industrial Estate, the proposals depart from the more visually prominent, single ridgeline, light-coloured building, routinely found in this area. Instead, the development is sympathetic in material/colour choice and roofscape design-driven and by the visual analysis and understanding of landscape designations, found close to the site's western boundary and the more distant, southern boundary. The cladding along the western boundary minimises the impact of the solar panels on the South Downs National Park, and the mounted frame and roof colour choice reduces visibility from the St Catherine's Hill.

The LVA concludes that the proposed development would be *“visually recessive against the surrounding area and will be read in the context of the wider built environment.”*

This is achieved by the landscape proposals which seek to ‘limit change to close and distant viewpoints in designated landscapes and consideration of building siting, roofscape, design and elevational façade treatment and material finishes.’

The visual impact of the development and supporting documents have been assessed by the WCC landscape officer who agrees with the findings and does not object to the visual or landscape impact of the development provided the proposed landscape mitigation measures are successful in implementation. Additional material has been provided in relation to the green wall construction and maintenance plan and further justification has been provided in relation to the choice of materials and colour and are considered acceptable.

The South Downs National Park Authority have assessed the additional supporting information in relation to the visual impact of the development and agree with the conclusions reached by the Council's landscape officer and raise no further concern on the proposals.

## Nighttime impact

### Lighting strategy and lighting mitigation

It is accepted the proposed building and surrounding site will require external and internal lighting in order to operate during dark periods and this is considered necessary for its operational use to ensure safe night time navigation of the external access routes and car park by vehicles and pedestrians; safety and security of visitors and staff around the site; to aid the operation of the CCTV surveillance system.

The application is supported with an External Lighting & Energy Report (ELER) prepared by DDA Ltd. This report has been updated to include an assessment of the internal lighting impact on its surroundings. The submitted documentation also addresses the impact car headlights will have on light spill in the area.

The updated ELER confirms the external and internal lighting to the car park, roadways and rear pedestrian path has been designed to prevent upward light pollution and light spill to neighbouring areas through utilising lower wattage, more energy efficient LED luminaires. This, combined with optimal mounting heights, localises luminaire light distribution optics and considered luminaire placement, is intended to minimise light spillage into surrounding areas. The ELER also considers the effect on external lighting in relation to the western boundary as a sensitive wildlife corridor.

The following measures have been included in the design and overall choice of the lighting scheme and secured through condition 09:

- Lighting has been positioned to avoid possible sensitive areas. Light levels will not exceed 1 lux within the woodland strip along the western boundary.
- Low UV content sources with narrow wavebands, have least impact on bats. 3000k LED luminaires to the roof level parking external roadway and grade parking areas will be employed.
- Lighting shall be directed to where it is needed and light spill avoided as much as possible to the surrounding areas. This has been achieved by selecting a suitably designed luminaire to direct the light to the intended area only.
- Lighting columns are as short as is possible, since light at a low height reduces the ecological impact, with the height limited to 4 metres around the front of the site at grade level. Building mounted luminaires are proposed to be mounted just below the crash barrier fencing or cladding to maintain visual lines.
- Automatic switching to 10% of luminaires when no presence is detected.

In addition to the above the applicant has sought to minimise the light spill from the inside of building resulting from car headlights shining outside of the building envelope. In terms of vehicle headlights causing light spillage from the internal floors of the building the application is supported with further assessment on the light spillage of vehicle head lights on the surrounding area.

Particular attention has been paid to the impact of potential car light spillage on the western elevation which is considered more sensitive in terms of impact on protected species and residential amenity. It is proposed to use an anti-glare panel system which is a specially designed metal sheet with a corrugated surface for durability and light diffusion from car headlights. The proposals indicate the provision of the full anti-glare cladding on levels 2 and 2.5 of the western elevation. The proposals indicate the provision of partial anti-glare cladding up to 1150mm in height on levels 1.5, 1 and ground levels on the western elevation. The applicant has confirmed that the partial cladding up to 1150mm in height would shield the headlights of the majority of SUVs (Sports Utility Vehicles) and this is demonstrated by the submitted section drawing (as indicated in the committee presentation).

#### Assessment of Nighttime impact

In this section the nighttime impact of the proposed development on the South Downs National Park and surrounding area of the application site is addressed. The impact of lighting on residential amenity, in particular impact on the amenity of the residents of Domum Road is addressed later in the report.

The Addendum to the Landscape Visual Appraisal (ALVA) confirms the visibility of the development was assessed via a series of already agreed representative viewpoints, of which two were selected and approved with the LPA from the original nine views. Of these selected viewpoints, the Winchester City Council landscape officer and the landscape consultant selected viewpoints v5 and v7 as sufficiently representative views of the site at night. Both views are located within the SDNP Dark Skies policy area:

Viewpoint v5 The Itchen Way Footpath Gate: This view is from the SDNP, Itchen Way public right of way.

The findings of the ALVA confirms the existing impact of nighttime illumination on this view. The view is located on the existing Itchen Way National Trail footpath gate approximately 110m from the western boundary at around +31.0m AOD and lies within South Downs National Park. This is a closed view looking towards the west of and southwest corners of the site.

The view is static. The foreground has very low visibility with no artificial lighting, encompassed by vegetation and the Itchen Navigation. The glare of security lights and lighting from windows of the riverside residential properties and garden lighting is intrusive and breaks up the darkness with a glimpse of street lighting from Domum Road. Domum Road has very little traffic with 24-hour access to residential properties; the tennis club has limited opening hours.

The ALVA confirms the wooded embankment provides a dark and dense screen in the summer. In the winter, the lighting is likely to permeate through the tree-lined area from existing buildings and streetlamps, with some glare from Biffa Building on the mid-ground view. The existing Barfield Car Park lighting is likely to have some low visibility through the wooded embankment during winter months.

In terms of the impact of the proposed development on nighttime illumination from this view the ALVA confirms during the winter period of minimal leaf coverage, the

tree-lined embankment will reveal glimpses between the tree trunks of the building's western façade's upper deck cladding area.

However, there would be a negligible impact from artificial light spill from the development as the columns are shielded on the upper deck by the cladding on the western facade, stair core and solar panelled roof; the head lighting screens would limit light spill from the car headlights (refer to committee slides - Illustrative section of the western building and car park layout with headlights).

The proposed non-reflective dark materials reduce any reflective lighting, and the green walls would also reduce and disperse any additional lighting spill.

The existing wooded embankment reinforced with proposed woodland planting and residential properties on Domum Road screen the lower levels of the proposed building.

The proposed landscape planting, building's screens, green walls provide additional screening of the lower building levels with low-level bollards that align the footpath to the southwest, have negligible impact on the nighttime view.

Any residual lighting spill would be reduced further when the lighting is reduced to 10% as per the lighting proposals when the car park is not in use.

In conclusion the ALVA states the impact from the building and external lighting from the western area of the site on the SDNP is negligible.

Viewpoint v7 Close to the summit of St Catherine's Hill. This viewpoint is located on Catherine's Hill Scheduled Monument, within the SDNP, on open access land. The frame includes the site within the broader context of its surrounding area and city.

The findings of the ALVA confirm the existing impact of nighttime illumination from this view. The ALVA confirms St Catherine's Hill is a distant, static, and wide view, 800m from the site's southern boundary at +94.0m AOD on open access land. The view's location is within South Down National Park and St Catherine Hill Scheduled Monument.

From this view there is low visibility of the site in the foreground; lighting from the existing urban area of Winchester, St Giles Hill, is in the medium distant view. The lighting of the Biffa Building and immediate surrounding area street lighting is partially visible and forms part of the more extensive urban area lighting. Barfield Car Park and street lighting are visually obscured in the summer. In the winter, some low-level lighting glare from the Bar End industrial units and street lighting is likely to puncture through the mid-ground view and form part of the more expansive urban area lighting.

From this view Domum Road is primarily in darkness except for glare from two streetlights and a small amount of glow from the tennis courts floodlights (operational hours are unknown).

Winchester Sports Leisure Centre building lighting to the northeast is evident, and

lighting glare from part of the Bar End Industrial estate to the south dominates the centre of the view.

In terms of the impact of the proposed development on nighttime illumination from this view the ALVA confirms whilst the site lighting will be visible from this view, specifically the upper deck area lighting to the northeast corner and southeast area; this would have negligible visibility and form part of the existing lighting of the urban area.

The building would also partially conceal the existing lighting from Biffa Building.

The impact from the development would be further reduced when the lighting is reduced to 10% when the car park is not in use, as per the lighting proposals. In time, as part of the proposals, the new tree planting would offer additional screening from lighting on the south of the site and screening the wider surrounding area lighting.

In conclusion the ALVA confirms, the impact from the building and external lighting from the development on views from St Catherine's Hill is negligible.

The AVLA has been assessed by the council's landscape officer who notes the following.

- the ALVA was produced in summer due to timings of response required therefore accepts that the worst case scenario cannot be shown
- the ALVA has been prepared at a level appropriate and proportionate to the scheme scale, location and nature
- the methodology used would be based on guidance from the Landscape Institute however this is still being developed so best practice has been applied based on recommendations from other published resources.
- the ALVA assesses viewpoints 5 and 7 only, as agreed with LPA.
- the Landscape Character at nighttime has been assessed in addition to the landscape character detailed in the LVA.
- visual appraisal undertaken of viewpoints 5 and 7 deems the lighting proposed for the site and building would have a negligible impact on the surrounding and wider areas.

The landscape officer confirms the information previously submitted and reviewed alongside this additional submission is thorough and is sufficient to understand the extent of the proposals and any impact it has on the surrounding and immediate landscape and views, including at nighttime. The landscape officer is satisfied that there are adequate mitigation measures proposed through the inclusion of enhanced planting, green wall, cladding and lighting schemes. With regard to the recently submitted information, the landscape officer is satisfied that the impact of the proposal, including its lighting, at nighttime is acceptable.

The AVLA has also been assessed by the South Downs National Park team who agree with the Council's landscape officer's conclusions.

In addition to the above, consideration has been given to the nighttime impact of lighting on the existing environment along Domum Road. It is recognised that the road is lit by existing street lights and the properties emit external light during nighttime periods through existing windows and external domestic lighting (The submitted AVLA indicates the nighttime environment and is included in the presentation material).

Given the measures proposed to limit light spill from the development, particularly from its western elevation, as set out above, and in combination with the existing and supplementary tree planting on the embankment slope, the level of light emitted from the development site affecting Domum Road is considered to be minimal. Additional light intrusion may be more apparent in winter months when the trees are without leaf but this is not considered significant and overall the increase in light spill on Domum Road is considered limited and acceptable.

Equally, given the nature and context of adjoining land uses to the north, east and west and having regard to the lighting strategy and mitigation, impact of lighting from the proposals on that adjoining land is considered to be unobjectionable.

Based upon the detailed assessment, supporting and additional documentation and measures proposed to minimise the visual and landscape impact of the building it is considered that the proposed development would not give rise to adverse visual or landscape harm to the immediate and wider landscape and townscape setting during both daytime and night time periods. Therefore it is considered that the proposal accords with landscape and light pollution policies CP19, CP20 of the LPP1 and DM19, DM23 of the LPP2.

It has been recognised that policy SD8 (nighttime skies) of the South Downs National Park Local Plan does not form part of the Development Plan for the determination of this planning application. The policy is however very relevant to assess the development against, given the nature of development and its location adjacent to the South Downs National Park boundary and the sensitive sites within. It is noted that the South Downs National Park Authority have no objections to the proposed development and this is supported by the Council's landscape officer

Based upon the detailed assessment, supporting and additional documentation and measures proposed to minimise the visual and landscape impact, the building and its lighting proposals would not give rise to adverse visual or landscape harm to the setting of the South Downs National Park during both daytime and nighttime periods. Therefore it is considered that the proposal meet the requirements of policy SD8

#### Impact on neighbouring amenities

It is noted that the closest residential properties are located to the west of the site, Domum Road (closest dwelling approx.15m from the site) and to the south east of the site, St Catherine's Court (closest apartment approx. 18m from the site).

Policy DM17 of the Local Plan Part 2 criteria vii confirms that new development will be permitted if it does not have an unacceptable adverse impact on adjoining land, uses or property by reason of overlooking, overshadowing or by being overbearing.



Impact on Daylight and Sunlight: The supporting daylight and sunlight report undertakes a detailed assessment of the shading impacts of the proposed development upon immediate surrounding buildings in accordance with BRE good practice. The report has been updated to take account of the demolition of the previous building on site and also considers the level difference between the site and Domum Road. The impact assessment does not include the intervening high trees (up to 20m in height) located on the steep bank but notes their presence and the effect this would have on the impact.

The applicant has clarified that the daylight and sunlight report is modelling the shadow caused by a new structure during different times of the day. As the sun rises in the East the new car park will create shadow behind it towards Domum Road. The report accepts the existing substantial tree screen is between the building and Domum Road and hence this will cause a much greater shadow than the car park building would. The revised material assesses the impact of the development on adjacent properties based upon the site having no building within it.

The updated assessment concluded that the proposed car park building has minimal effect on the surrounding buildings in terms of effects on daylight and sunlight levels reaching relevant windows compared to the existing situation. The detailed analysis of daylight and sunlight impact is addressed below:

**Daylight:** The findings of the report conclude the proposed building has a minimal effect on the surrounding buildings. The required daylight criteria are achieved in the majority of windows with only a small reduction in daylight shown in several windows. The majority of affected windows indicate a marginal reduction below the BR209 recommendation. Only one first floor window (W3) in 4 Domum Road goes from a passing result to a result below the recommendation, however the variation is only marginally below. The second floor window (W4) shows the largest variation factor of 0.62% however this window did not achieve the daylight prior to the proposed building being in place.

**Sunlight:** The findings of the updated report conclude the majority of surrounding buildings meet the requirements for annual and winter sunlight with the proposed building in place. Although a number of windows do not achieve the variation factor, the windows affected did not meet the sunlight levels prior to the proposed building in place. Due to the poor performance prior to the proposed development, it is unlikely that the change in sunlight will be noticed by occupants. Windows referred to in appendix C of the report showing failing results are mostly all north facing and as such could be excluded from assessment as existing north facing elevations will struggle to achieve adequate sunlight.

The report notes the sloped woodland area (trees of up to 20m in height) separating the proposed site from the neighbouring properties will also influence the amount of daylight & sunlight received by 2, 3, and 4 Domum Road. The woodland has not been modelled as per the guidance document but is likely to have impact on the daylight and sunlight and officers have had regard to this within this assessment.

The updated report is considered an industry compliant assessment of the situation and now takes into account the existing site circumstances following the demolition

of the former building. The report provides a useful tool to assess the impact of the development on neighbouring properties in relation to loss of daylight and sunlight and, when taken together with an understanding of the site and its relationship with its neighbours following site visits (as referred to below), the conclusions in the report that the impacts are acceptable is agreed.

Concern has been expressed by third parties that the methodology used to measure the extent of buildings impacted by the development has not taken into consideration the raised height of the site on top of the 5m high embankment. If it had been then the extent of impact to be measured would be much greater.

The applicant has sought advice on this matter and has modelled the area of influence at a 45m distance at the corners of the building (10m building + 5m bank x 3 = 45m). The area of influence at 45m includes the property further north along Domum Road, Willow Cottage but not no. 6 Domum Road further south. However the modelling includes both properties and indicates both properties would not experience reductions in levels of daylight and sunlight that would be significantly worse than the existing situation. The current situation is shaded further by the existing tall trees located on the embankment adjacent to Domum Road.

Notwithstanding the technical assessment and the questions raised with regard to its background methodology, a visual assessment of impact has also been made by the planning officer taking into account the physical relationship of the proposals and adjacent properties.

The 15m gap between the closest dwelling along Domum Road and the relationship with the site; the 5.3m high bank separating the site and Domum Road and the tall trees (up to 20m in height) located on the bank are all material factors that have an existing significant shading effect on the road and its immediate neighbours to the west. This is because the significant level difference and tall trees would reduce the amount of morning sun and daylight reaching the Domum Road area.

The additional impact of the proposed building with regard to daylight and sunlight levels received by the facing elevations of the properties along Domum Road should be assessed against the existing context of the site and their physical relationship. Based upon this relationship it is considered that the additional effect which the building would have on existing daylight and sunlight levels on the affected properties along Domum Road is minimal and not sufficient to have a significant or unacceptable adverse affect on the residential amenities of the residents and occupiers.

Given the conclusions of the revised daylight and sunlight report and the physical factors set out above it is considered that the proposed development would not have a significant or unacceptable adverse impact on the amenities of the adjacent properties through the loss of day light or sunlight and in this respect it complies with policy DM17 of the Local Plan.

Overbearing and outlook: The nearest house on Domum Road is approx. 15m away from the application site and there is a level difference of approx. 5.3m from the ground floor of the proposed car park to the ground floor level of Domum Road. As

noted there are a significant amount of trees (up to 20m in height) and vegetation along the boundary embankment, which is proposed to be kept. In addition to the existing trees, the applicant proposes to plant more trees and a mixed hedgerow (minimum height 3m) along the boundary and the western elevation has a green wall proposed on the side elevation of the car park. The existing tree belt is estimated to be up to 20m in height and the submitted information indicates that the building would sit comfortably below this height. It is also noted that the site is located adjacent to existing active industrial/commercial buildings and car parking infrastructure that will be partially visible from the adjacent residential areas, especially during winter months, and this forms the existing context of the site and its relationship with adjacent land uses.

It is recognised that the introduction of the building in this location would alter the outlook currently experienced by the residents and users of Domum Road and St Catherine's Court. However taken into consideration the above factors the alteration in outlook is not considered to lead to an unacceptable overbearing or intrusive impact on neighbouring amenity and therefore complies with policy DM17 of the Local Plan.

Lighting: Policy DM19 of the LPP2 requires development to achieve an acceptable standard of environmental quality and at a minimum not result in unacceptable impacts on health or wellbeing. The conclusions of the lighting assessment confirm that the level of light spill on the western boundary would be below 1 Lux and this will be secured by a planning condition. As addressed above, the lighting strategy clarifies the sensitive approach to the lighting of the building and surrounding land and the application clarifies that car headlights will not penetrate to any material extent the exterior of the building due to the screening effect of the cladding areas.

Taking into consideration the lighting strategy, the relationship of the site and adjacent properties and the intervening topography and landscaping the overall effect of the light spillage on the amenities of the residents and users of Domum Road and St Catherine's Court is not considered to harm health or quality of life and is acceptable from an amenity perspective. It is therefore compliant with policies DM17 and DM19 of the LPP2.

Privacy: Given the relationship of the development and adjacent residential areas, the intervening vegetation and the proposed planting and topography it is not considered that the development would lead to an adverse impact on the privacy of neighbouring properties through overlooking and therefore complies with policy DM17 of the Local Plan.

Based upon the submitted details and following the above assessment it is considered that the development would not result in any material planning harm to neighbouring residential amenities or quality of life and is therefore acceptable in planning terms in accordance with policies DM17 and DM19 of the LPP2

### Trees

This application was submitted with a Preliminary Arboricultural Assessment of trees and hedgerows at the site which was undertaken by Middlemarch Environmental Ltd in October 2020. There are no Tree Preservation Orders or Conservation Areas that

would apply to trees present on, or in close proximity to the site and therefore no statutory constraints apply to the development in respect of trees. Condition 10 is proposed to secure the protection and retention of existing trees during the construction period.

A well-established tree line currently forms the western boundary of the site, which backs onto Domum Road. No hard works are proposed to the trees in this location. The proposed landscape and ecology plan indicated additional planting to be provided along the woodland bank adjacent to Domum Road. Further tree and hedge planting is also proposed along the site's western boundary including a mix of evergreen and deciduous species. It is considered that, for large parts of the year, the car park will be substantially screened by the existing and proposed tree cover in this location. With the addition of the further tree and hedge planting along the western edge of the site the development would be enhanced further.

The installation of the green wall involves a metal wire system to enable climbers to grow on the eastern and western facades of the car park structure and will assist in softening the exterior of the car park from these locations. It will also strengthen the relationship between the appearance of the car park and the existing and proposed green infrastructure on-site, including current and proposed tree cover, and planting. Further information has been provided to clarify the future maintenance of the green wall and the Council's landscape officer is confident that with the correct management set out and secured through condition 04 the green wall will be successful over time in softening the appearance of the building from surrounding views.

This is consistent with LPP2 policy DM16– Site Design Criteria.

#### Highways/Parking

The applicants submitted Transport Statement (TS) develops the previous submissions for the car park and also has regard to the work undertaken to support the development proposal for the new Winchester Sport and Leisure Park (east of Bar End Road) including the provision of a roundabout at the junction with the Winchester Sport and Leisure Park access and Barfield Close with associated pedestrian facilities on Bar End Road (B3330).

The Barfield P&R site is served by buses which operate up to 9 times an hour during peak periods and 5 times an hour at other periods. The first bus leaves the site at 06:29 weekdays, 07:04 on Saturdays and the last returning buses being at 19:48 weekdays and 18:37 on Saturdays.

New bus stops for the P&R facilities have been provided recently on Barfield Close with a footway connection on the northern side of Barfield Close from the proposed site entrance. A further footway is available on the southern side.

The site is located approx. 1km from the city centre which provides the opportunity for walking and cycling to complete the journey as an alternative to the P&R bus services. The main purpose of the provision of the additional P&R spaces is to reduce the levels of traffic on Bar End Road seeking to gain access/egress to the

City Centre, in line with the overall movement strategy as outlined in the Policy Background set out previously in this report.

Traffic using the proposed increased P&R provisions will largely therefore already be using the highway network, in particular Bar End Road and this principle is adopted in the assessment of vehicle movements associated with the development and this provides the base case. The TS also assesses a sensitivity case based upon 50% of users being new P&R users and 50% having transferred from the St Catherine's P&R site.

The traffic generations associated with the development of the Winchester Sports and Leisure Park, which will be fully operational by 2025 have been included based on the traffic work supporting the current planning application. The highway authority therefore considers the assessment and associated modelling to be robust.

The modelling of the base case shows that there is minimal impact upon the operation of the highway network including the recently constructed Bar End Road roundabout during the AM and PM peak hours. In the sensitivity case the impacts on the roundabout, Bar End Road Signal junction to the south and the M3 off-slip have been modelled during the AM and PM peak hours. The modelling results also show that as anticipated there is no material impact upon the M3 off-slip or the Bar End Road Signal junction during both the AM and PM peak hours. During the PM peak there is no material impact on the operation of the roundabout but during the AM peak hour there is a material impact on the southern approach on Bar End Road where queue lengths increase from 19 to 32 when this arm to the roundabout operates over capacity. It is noted that this arm operates close to capacity in the AM peak hour in 2025 without the development.

The sensitivity test does represent a worst-case examination of the development impact as it takes no account of the impact that the City of Winchester Movement Strategy, or national transport policy will have on the reduction of traffic growth particularly in reducing traffic accessing the city centre. The assumption of 50% of vehicles transferring from the St Catherine's P&R site with no compensatory transfer (not replaced with additional vehicles) is also considered likely to lead to an over-estimate of traffic on that approach. The TS is supported by a Technical Note (TN) which considers further the impact on the operation of the Bar End Road/Barfield Close roundabout based upon a further sensitivity test of 25% (1 in 4 vehicles) transferring from the St Catherine's P&R site and discusses how this assessment is considered to be a realistic and robust assessment. The outcome results in an increase in the base queue (2025) on the southern approach to the roundabout of 5 vehicles during the AM Peak hour. The highway authority are of the view that the increase would not result in an unacceptable impact on journey times.

Having regard to the above, the highway authority confirms that the proposal is in accord with the City of Winchester Movement Strategy (WMS) and that the creation of a further 287 P&R car parking spaces would not have a material impact upon other road users in terms of overall journey time.

## Ecology

The main ecological constraints relating to the site and its surrounding area are the designations of the River Itchen Special Area of Conservation (SAC) 190m to the west and the River Itchen Site of Special Scientific Interest (SSSI) 20m west of the site, as well as the deciduous woodland strip on the western boundary of the site. In addition there are three European sites (Solent Maritime SAC, the Solent and Southampton Water Special Protection Area (SPA) and the Solent and Southampton Water Ramsar (wetland of international importance) that have been identified as being beyond the 5 km buffer but with a possible ecological link to the development site due to The Itchen Navigation and River Itchen forming part of their fluvial catchments.

The River Itchen SAC is designated for its nationally and internationally important areas of habitat. The site sits within a SSSI Risk Zone, which covers a large part of the region.

Due to the (relatively) short distance between the site of proposed development and the River Itchen SAC there is the potential that work during the construction phase of the development could result in indirect impacts (water pollution), which has the potential to significantly impact upon the River Itchen SAC's qualifying habitats and habitats upon which qualifying species are reliant if left unmitigated

Additionally, during the operational phase of the scheme, the increase in sealed surface that has occurred due to the development could lead to additional surface water run-off entering the River Itchen SAC which may be contaminated with environmentally hazardous substances. If the surface water-run off is not managed via an appropriate drainage and attenuation scheme it could result in an increase in water pollution to the SAC as well as other water bodies where the River Itchen forms part of the fluvial catchment of the Solent and Southampton Water SPA.

Due to the ecological linkage between the River Itchen and the Solent and Southampton Water SPA, it is considered that the proposed development has the potential to result in a significant indirect impact upon the SPA during its operational phase, due to increased water pollution if left unmitigated.

In terms of mitigating the significant impacts highlighted above a Construction Ecological Management Plan (CEcMP, ref: Report RT-MME-153944-01) has been submitted in support of the proposed development to minimise any risk to protected sites.

The CEcMP includes methods of reducing the risk of water pollution occurring, including:

- Use of debris netting to catch debris blown during the works;
- Plant and wheel washing to be carried out in a designated area of hardstanding at least 20 metres from any watercourse or surface water drain;
- Spill kits are to be placed in strategic areas and be clearly visible. Operatives working close to the watercourses are to be trained to use the spill kits;
- All storage areas and site offices are to be 20m from the western boundary of the site;

- Storage of fuel, oils and any chemicals are to be in double-skinned containers, locked, clearly labelled as to contents, in a secure compound, stood in an impervious bund that is 110% of the volume of the tank and that all static plant should have a drip tray under it;
- Re-fuelling should be carried out only at designated points with an absorb spill kit adjacent, at least 20 m from the western boundary of the site;
- Vehicles, equipment and materials to be stored in designated areas, indicated on the site management plan having been agreed by the Environmental Clerk of Works and/or site manager; These designated areas are to be located away from any ditches or watercourse frontages; and,
- All substances to have full COSHH assessment. Operatives using these substances will be experienced in their use and fully briefed on the COSHH assessment.

The incorporation of all methods of working detailed within the CEcMP and implementation during the construction phase have been approved through condition 06 on the earlier permission. It is necessary that the construction works taking place continue to accord with the approved CEcMP and a further condition is recommended to secure the continuation of best practice.

In terms of the significant impacts of the development at the operational phase there are a number of mitigation measures set out in the accompanying Flood Risk Assessment and Drainage Strategy, Dec 2020 (FRADS) that can be secured via an appropriately worded condition to address the impact (condition 07). The FRADS has been prepared as part of the proposed development scheme. It considers potential impacts of increased surface water run-off as a result of the proposed development and details appropriate remediation against the potential for harmful environmental effects.

As such, based upon the evidence available in the form of the FRADS it is considered that the proposed development will not result in any adverse impact upon the River Itchen SAC, the Solent Maritime SAC, the Solent and Southampton Water SPA and the Solent and Southampton Water Ramsar due to water pollution via surface water run-off during its operational phase.

The approved mitigation measures are considered sufficient for Winchester City Council to conclude that the proposed development will not give rise to any adverse effects on any European Protected Sites, including to the qualifying habitats of the European site; or impact upon habitats which support the qualifying species of the European sites; or would result in an impact which would otherwise prevent or impede the delivery of the conservation objective of a site which forms part of the National Sites Network. This is an acceptable method of mitigation accepted by both Ecology and Natural England. The Council's Appropriate Assessment confirming the above has been completed and awaits Natural England's final approval.

The planning application has also been supported by the Middlemarch Preliminary Ecological Appraisal of November 2020 which contains recommendations in section 7, and the Middlemarch Biodiversity Net Gain Assessment of January 2021 which

contains recommendations which shall be adhered to and secured via a planning condition 08.

The strip of priority habitat broadleaved woodland along the western boundary of the site continues north and south and provides connectivity with the wider landscape. This woodland is to be retained and protected as well as the scattered trees on site. The woodland strip offers potential habitat for roosting, foraging and commuting bats, as well as for nesting birds.

Within the Ecological Appraisal, information was submitted regarding the surveys carried out in terms of the potential for bats, which concluded that 'Records of at least seven bat species were provided with the desk study, the closest of these were of soprano pipistrelle 80m north. The scattered trees were noted as having no roosting bat potential due to their age, however, the ivy growth on trees within the broadleaved woodland provides roosting opportunities for bats.' The trees that the report refers to are to be retained so no further survey work is required in this instance.

Ephemeral vegetation, tall ruderal and introduced shrubs on site also offer some limited foraging opportunities. The broadleaved woodland along the western boundary of the site also provides suitable foraging and commuting habitat for bats.

The proposals provide further planting on the western boundary of the site that will assist in minimising external light spill into the adjacent area. The conclusions of the lighting assessment confirm that the level of light spill into the sensitive ecological area would be below 1 Lux and will be secured by planning condition 09. This level is considered acceptable from an ecological perspective and the Council's Ecologist has no objection to the impact subject to this condition. Based upon this assessment and with the condition secured the development will not adversely affect biodiversity in accordance with policy CP16 of the LPP1.

A Biodiversity Net Gain (BNG) Assessment was undertaken and concluded that a 6.93 % net gain in habitat units would be achieved. The Middlemarch BNG report also includes Biodiversity Enhancement recommendations for 5 bat boxes and 3 bird boxes to be included in the woodland, and details of these are included in the Biodiversity Mitigation and Enhancement Plan (BMEP), which is conditioned (08). With the BNG of nearly 7% and the addition of bat and bird boxes proposed it is considered that this is acceptable in relation to the ecology requirements and accords with policy CP16 of the LPP1.

#### Drainage

The site is in flood zone 1 and is not at risk from any flooding source. There is no foul drainage to consider.

The existing soakaways from the old Vaultex building are to be reused with an attenuated feed to remove any risk of peak flows overwhelming their capacity, this is a sustainable and acceptable solution. The updated design by SDP VTX-SDP-ZZ-XX-DR-C-0001-P02.pdf has two soakaways with two by-pass separators to keep 5 metres away from the proposed foundations. By splitting the site into two catchments it is less likely to overwhelm the by-pass separators and catchpit manholes.



Also within the submitted drainage report is the maintenance schedule, which proposes to treat the surface water run-off with the use of by-pass separators and catchpit manholes prior to discharging into the proposed cellular soakaways.

The proposed drainage strategy is considered acceptable by the WCC Drainage Officer and is conditioned accordingly (06). On the above basis it is considered that the drainage strategy provided is acceptable and accords with policy DM17 of the LPP2 and it meets the requirements of the NPPF.

### Noise

From a noise perspective the Council's environmental protection officer (EPO) has fully reviewed the Stroma Built Environment – Noise Impact Assessment, Park and Ride (Vaultex Site) Coventry House Barfield Close, Winchester SO23 9SQ SBE Ref 09-20-84548-NC01 Rev C. It is noted that this report is similar to the revision A version submitted with planning application 21/00219/FUL. There are a few minor alterations, including the addition of one additional Sensitive Noise Receptor and the correction of a calculation error present in Version A (which was not significant). The EPO is of the opinion that this report provides a solid and comprehensive report to assess the noise impacts from the proposal.

In considering the evidence in its entirety, the EPO remains satisfied that there would be no adverse noise impacts from the proposed development. The EPO considers the Stroma Noise Report is a robust worst-case assessment, particularly when referencing the following additional considerations.

- The BS4142 assessment included an additional +3 dB for impulsivity in the noise figures for the proposed development, which was unnecessary as the noise from the proposed development and the background noise (road traffic) would be very similar, such that an adjustment for impulsivity was not required.
- The background noise assessment was undertaken when the site was not in active use and partly during a period impacted by Covid-19, when surrounding traffic flows and commercial/industrial activity were likely to be lower than normal
- Background noise readings were taken or corrected for dry roads, which for a noise environment dominated by road traffic noise gives a worst case assessment (many days are not dry).

Based the submitted information and the advice received the development is considered acceptable from a noise impact perspective and therefore accords with policy DM20 of the LPP2.

### Asserted fall back position and other Matters:

Fall back position: The applicant has provided a statement addressing the fall-back position in respect of the extant planning history for a surface level car park at the site relating to planning permission ref. 20/00622/FUL granted planning permission on 21<sup>st</sup> May 2020. The approved surface level car park would provide 135 parking

spaces (including 'blue badge' spaces) and proposed landscaping and new tree planting. (Note. 9 of these spaces are proposed to be set aside for local residents).

The statement contends the permission established the principle of use of the site to provide car parking and states that this represents the 'fallback position' in the event the current planning application ref. 21/01727/FUL for a multi-storey car park is unsuccessful.

The statement goes on to compare the fall-back position to the current proposal and highlights the following. In particular, the approved surface level car park could be implemented with lighting columns emitting a light spill of between 5 and 15 lux, which would produce some night-time glow. These would also not dim in the way proposed for the lighting of the decked car park. The proposed decked car park scheme however proposes lighting designed sympathetically to protect the woodland corridor for commuting bats. This keeps lighting within the woodland area below 1 lux consistent with professional input from Ecologists, and keeps lighting levels within the western boundary lying between the proposed car park building and woodland strip of below 5 lux (see External Lighting and Energy Report Version 9 by DDA para. 8.17). The proposed decked car park scheme comprises a more comprehensive landscaping strategy than the approved scheme for the surface car park and the nature of the surface car park will also be such that glare from headlamps will not be contained in the same way as it will within the decked car park scheme, by the car park structure, proposed cladding and landscaping.

The fall-back position as set out by the applicant is noted and the differences between the schemes are clear and beneficial. However, and importantly, officers do not consider that it has been shown that there is a likelihood of the fall back position being implemented if the current application is refused. In particular, given the works that are already in place on site through the implementation of permission ref. 21/00219/FUL, albeit subject to a legal challenge, it is not considered likely that the landowner would revert to the consented surface car parking scheme. Therefore the applicant's asserted fall-back position is not considered a material consideration to which weight should be attached in assessing the current application.

Suggested changes by third parties: Over the course of the application several parties have suggested changes to the current proposals to address various concerns including reducing the height of the building by a storey to reduce its visual impact; cladding the entire western elevation to eliminate light spill and limiting the use of the car park at night-time.

The suggestions have been addressed by the applicant including through further assessments but the applicant, as it is entitled to do, has not made any material changes to the development in response to these comments. The impact of the proposed development must therefore be considered by the Council on the basis of the scheme as submitted by the applicant. For the reasons set out in this report, officers consider that the proposed development should be granted planning permission subject to condition. Officers do not consider it necessary for any changes to the scheme to be made for the scheme to be acceptable in planning terms.

### Equality

Due regard should be given to the Equality Act 2010: Public Sector Equality Duty. Public bodies need to consciously think about the three aims of the Equality Duty as part of the process of decision-making. The weight given to the Equality Duty, compared to the other factors, will depend on how much that function affects discrimination, equality of opportunity and good relations and the extent of any disadvantage that needs to be addressed. The Local Planning Authority has given due regard to this duty and the considerations do not outweigh any matters in the exercise of our duty as statutory planning authority for the council.

### Conclusion

There is a strong justification for P&R expansion in Winchester as set out in the Winchester Movement Strategy. The demand forecast and assessments suggest that there is likely to be sufficient future demand to justify investment in expansion of Winchester's P&R capacity.

The principle of the proposed development is acceptable and accords with Development Plan policy.

From the evidence provided it is concluded that the additional traffic movements and car parking spaces are acceptable in relation to the relevant Development Plan policies.

The overall visual and landscape impact of the building and its operation (including nighttime impact from sensitive locations) has been thoroughly assessed including through a number of updated reports submitted by the applicant that have been scrutinised by the council's specialist officers and other statutory consultees concluding that the visual and landscape impact would be acceptable.

The impact of the internal and external lighting of the building have also been thoroughly assessed, given the sensitive location of the site and its wider area. It has been concluded, through the sensitive approach to lighting, the methods to control light spill from the immediate confines of the site and the package of mitigating measures, the development would not lead to adverse light pollution to the surrounding area and thereby protecting residential amenity and protected species.

The design, layout, scale and mass and landscape treatment is considered acceptable in relation to the impact on the surrounding areas and in relation to neighbouring uses.

There are no heritage assets on or near the site and the building would not result in any detrimental harm on the wider setting of Winchester.

Subject to the imposition of conditions, the proposed development will not result in any adverse impact on the natural environment including European and nationally designated sites of ecological importance.

Overall, sufficient information is available to allow officers and members to thoroughly and comprehensively assess and understand the impact of the proposed development.

Subject to recommended planning conditions, the development is considered to accord with the Development Plan, considered as a whole. There are no material planning considerations which are such that the presumption in favour of the grant of planning permission which thereby follows should be rebutted.

The fall-back position created by the extant permission 20/00622/FUL for a surface car park and its comparisons with the proposed development is noted. However it has been concluded that no weight should be given to this factor as there is doubt over the likelihood of its implementation.

Based upon the above planning assessment against the relevant policies of the Development Plan this development is therefore recommended for approval in relation to policies, WT1, CP8, CP10, CP11, CP13, CP16, CP19, CP20 and CP21 of the LPP1 and policies WIN1, DM15, DM16, DM17, DM18, DM19, DM20, DM21, DM23, and DM24 of the LPP2.

### **Recommendation**

Application Permitted: Subject to the following conditions (see revised conditions below the addendum report) and provision for the Service Lead for the Built Environment to amend any condition where the amendment is not material.

## **APPENDIX 2**

### **Committee Update Sheet for Planning Committee 20<sup>th</sup> September 2021**

# Planning Committee

## Update Sheet

20/09/21

**The information set out in this Update Sheet includes details relating to public speaking and any change in circumstances and/or additional information received after the agenda was published.**

Item No	Ref No	Address	Recommendation
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**Winchester**  
City Council

Working in Partnership



**South Downs**  
National Park Authority

	21/01727/FUL	Coventry House, Barfield Close, Winchester	Permit
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**Officer Presenting:** Nicholas Parker

**Public Speaking**

**Objector:** Richard Harwood QC, Patrick Davies, Fiona Mather

**Parish Council representative:** None

**Ward Councillor:** Cllr Charles Radcliffe

**Cabinet Member:** Cllr Martin Tod

**Supporter:** Catherine Bartlett-Agent, Andy Hickman-WCC Head of Programme, Jon Charlton-Contractor Wilmot Dixon, Sarah Jones-Morris-Landscape Architect, Paul Roebuck-Ecologist, Paul Ingram-Lighting Advisor, Stephen Booi-Acoustics Advisor, Malek Thomas-Daylight/Sunlight assessor, Andrew Fraser-Urquhart QC

**Update**

To note:

Levels: Clarification on ground level height (Above Ordnance Datum) contained in submitted DAS and Committee Report:

Detailed measurements undertaken by the applicant in relation to the established construction levels on the western elevation clarifying the ground level at **38.95 AOD** (not 38.60 AOD as reported in the DAS at para 6.2). The original figure was taken from a dip in the ground level further away from the footprint of the proposed building.

As a result the measurements contained in the report and presentation at the following sections: Site Description Proposal and Design/layout and the slide showing the erected stairwell, should be corrected to the following:

Site description: The site is a relatively flat area within the fence line, around 38.95 AOD (reported as 38.600 AOD), falling marginally from east to west.

Proposals and design/layout: The car park at its tallest within the stair cores will stand at a height of **9.875m** (reported as 10.225m) above the established ground level.

The top of the parapet/cladding of the car park is set at **48.825 AOD** (reported as 48.010 AOD)

The corrected figures do not alter the height and dimensions of the building or its representation shown on the submitted plans and drawings and used for the purposes of the assessment reports but provide a more accurate calculation in respect of established ground levels (AOD). As such the correction is not considered to materially affect the assessment of the scheme. As this does not change any of the submitted plans and drawings or assessment report, which were consulted upon, it is not considered that any member of the public or consultee would be prejudiced by the need to make this correction. Furthermore the Council's internal consultees have confirmed that this correction does not affect their assessment of the scheme.

Plans: An updated version of the Landscape and Ecology Plan was submitted on 14<sup>th</sup> September clarifying the detail of the proposed hedgerow along the western boundary. The following amended plan ref. Proposed landscape and ecology plan - VTX-STL-XX-00-DR-L-XXXX-0910 P08 should replace rev 07 as referenced in conditions 01 and 03 in order to secure compliance. The additional detail, although helpful, is minimal and it is not considered that any prejudice will be caused by the Council now having regard to this updated plan.

### **Objection letter**

As reported in the committee report a further letter of objection was received on 8<sup>th</sup> September after the deadline for publicity expired on 28<sup>th</sup> August. The letter was prepared by solicitors on a resident's behalf and is said to have been drafted by leading counsel. The letter was dated 16<sup>th</sup> July 2021 but has since been amended to the date the letter was received by the Council, the 8<sup>th</sup> September 2021.

A technical noise report was enclosed with this letter (and this report had been sent to the City Council separately a few days earlier). The matters raised in the letter have been assessed by the applicant and where appropriate the relevant officers of the Council have also provided a response.

A summary of the letter and responses are provided in this update paper and conclusions are drawn on the effect of the issues raised in relation to the determination of the planning application.

### **Issue raised**

Site plan: The letter states there is no site plan in this application and it is not possible to understand the ground layout outside the building without it.

### **Response**

The following plans were submitted with the planning application and published to the web site on 23<sup>rd</sup> June 2021.

- Existing Site Plan VTX-STL-XX-00-DR-L-XXXX-0901 PL01
- Proposed Site Plan VTX-STL-XX-00-DR-L-XXXX-0910

Officers are satisfied that sufficient information has been provided through these plans and generally for a full understanding of the proposed site layout including the ground layout outside the building.

**NOISE – The applicant and planning consultees have provided the responses to the matters raised as set out separately below:**

### **The applicant's response:**

#### **Issue raised**

The objector's letter refers to the 24 Acoustic noise report (which including at para 3.3 (a)) considers that it provides the correct background noise level in Domum Road.

#### **Response**

The level that 24 Acoustics have taken their reading at is lower than the ground floor of the proposed development. At the ground floor of Domum Road, Stroma have calculated the background noise to be 48dBA. The 55dBA is an average of the actual measured figure on site taken from position LT. Concurrent to the LT measurements, measurements were taken at ST4 on Domun Road at the bottom of the bank. This showed a 7dBA reduction in background noise which was used to create the correction in the baseline figure used by Stroma. 55dBA measurement is used as the baseline background noise measurement as it corresponds with both the ground floor of the car park and the 2<sup>nd</sup> floor windows of the adjacent properties on Domun Road. Where 24 Acoustics have taken their reading, is lower down the bank and closer to Domun road itself, which will always produce a lower background noise level. In addition, the effect of noise being generated by the development would also be lower but 24 Acoustics have not factored this reduction into their results.

BS4142 is one of the British Standards used for the assessment and details the equipment that should be used and the accuracy of it. The equipment used for the noise survey conforms to this Standard and has traceable calibration certificates. Calibration checks using a calibrated reference signal were also undertaken just before and after the surveys which confirmed the equipment was performing as intended and the data was accurate.

The plan below, taken from Stroma's report, shows the monitoring positions used for their assessment. With respect to Domum Road, position LT was used as it was the closest point that could be used to securely fix equipment in a long term setting.

The LT noise level measurements were undertaken at an absolute height of 39 – 40 meter above datum. Ordnance Survey data shows the ridges of the roofs of the dwellings in Domum Road to be in the region of 42 meter above datum, with the 2<sup>nd</sup> floor windows not far below the ridge. Data collected at the LT measurement position is therefore considered representative of the 2<sup>nd</sup> floor of dwellings in Domum Road.

The correction factor derived from the concurrent LT and ST4 measurements is also considered adequate for determining noise levels at ground floor levels.

I have reviewed again the methodology and process that were adopted for the noise impact assessment and I am entirely satisfied as to its correctness and the reliability of the results derived. I remain entirely confident in our assessment.





Figure 2. Approximate noise measurement positions overlaid onto a Google Earth satellite image

#### Issue raised

The Council's figures are based on noise monitoring on the proposed car park site (LT1) which are used to produce a calculated figure at the Domum Road houses. The calculation is based on noise measurements taken on Domum Road (ST4) for 1 hour at 9.30 (so after the peak hour) on 9th November [Noise Assessment, table 5]. No noise measurements should have been taken on that day because it was raining (Noise Assessment, para 5.11). The rain would have generated extraneous noise. Since the ST4 measurements were not taken in the peak hour, Stroma then make an adjustment to the figure to try to replicate peak hour.

The 24 Acoustic measurements were also taken at a time which better reflected normal conditions. Unlike Stroma's November 2020 measurements, there was no lockdown, Winchester, M3 traffic and aircraft movements were coming out of the Covid impacts, and the leisure centre and its roundabout were complete. Background noise levels would be more likely to be higher in July 2021 rather than November 2020. That Stroma's figures claim the reverse, shows the effect of an inadequate amount of noise monitoring, conducted under the wrong conditions.

#### Response

As discussed in the *Noise Impact Assessment* report (ref. 09-20-84548 – NC 01 Rev C, dated 08/06/2021), the ST4 measurements were not used directly for the

assessment but rather to derive a correction factor between position LT (representative of 2<sup>nd</sup> floor level receptors) and ground floor level for receptors in Domum Road, as long term measurements in Domum Road were not feasible.

Rain did not cause extraneous noise as there was no precipitation during the ST4 and concurrent LT noise survey periods. As noted in the report, roads were damp (no standing water) which may have resulted in some additional tyre noise but this would have been consistent between both ST4 and LT in terms of the LA90 background levels. Given that the main source of background noise was observed to be traffic induced noise (M3 motorway) during both dry and damp conditions, the difference in background noise between LT and ST4 is considered to be due to geographic screening. Therefore, even if there was additional tyre noise due to damp conditions, it would not have affected the correction factor.

Noise monitoring was undertaken over a 5-6 day period which is considered of sufficient duration to attain a robust data set for determining the prevailing noise conditions.

The main leisure centre structure was complete at the time of the survey. Also, the new roundabout was mostly complete at the time of the survey, with traffic flowing across the junction, so would not have affected materially the noise survey results.

Stroma's noise assessment has analysed worst-case noise egress from the proposed car park based on conditions at the time of the proposal. To claim that the baseline noise levels are inadequate based on an assumption as to how the 7 to 8 am post-Covid noise environment has been affected is not factually correct.

It is acknowledged that the 24 Acoustics background noise levels are lower than those used for Stroma's noise assessment. It is unclear why there is such a large difference. It may be (partly) due to Covid-related change in highway use, some seasonal variance maybe. Also, we don't know the exact position of the 24 Acoustics measurements, plus the veracity and suitability of the 24 Acoustics measurements has not been verified. Nevertheless, Stroma's noise monitoring and assessment are considered robust, so I am confident in the outcome of our assessment.

#### Issue raised

The 24 Acoustic figures show background levels in the morning peak 7-8 am of 40 dB LA90, 1 hr. Their report then takes the Applicant's own projected noise from the scheme. The Council are correct to make an adjustment for impulsive noises since car parks involve doors being opened and closed, turning movements and persons moving and talking in the open. Even on the Council's adjustment and the Stroma rating levels of between 45 and 49 dB LAr, 1hr the background noise level would be exceeded by between 5 and 9 dB.

#### Response

As previously stated, the predicted car park noise levels in the Noise Impact Assessment report (ref. 09-20-84548 – NC 01 Rev C, dated 08/06/2021) are not considered representative of the measurement position used by 24 Acoustics as

car park noise would be lower at this position. The car park noise levels presented in the report can, therefore, not be used for such comparison. In addition to this, there is no evidence, such as photographs of the equipment in its stated location.

#### Issue Raised

The 24 Acoustic measurements were taken at first floor level. Stroma proceed on the basis that there is a 7 dB difference between background noise levels at the ground floor of the Domum Road houses and their second floors, because Domum Road is so much lower than Barfield Road and Bar End. The rating level would also be 1 dB lower at the ground floor. On Stroma's analysis this would suggest that the ground floor background level would be even lower than the 24 Acoustic first floor measurements. The ground floor impact would therefore be worse.

#### Response

The 7 dB difference is only considered to be applicable when noise from the M3 motorway is the main contributor to the background sound levels. Therefore, extrapolating this 7 dB correction to all background sound data would most likely not result in representative data. Nevertheless, the noise assessment is in agreement with the comment that the potential for disturbance is higher at ground floor level, which is reflected in the noise assessment undertaken, as per Table 11 to 13 in the *Noise Impact Assessment* report (ref. 09-20-84548 – NC 01 Rev C, dated 08/06/2021).

To summarise, we believe that our Background noise assessment has been undertaken in line with current British standards (BS4142) and industry best practice and Stoma stand by the information in our report. The readings taken by 24 Acoustics are unverified and not representative of the proposed development. 24 Acoustics assessment does not take into full account the screening differences between their assessment position and the development as it does not apply a reduction to predicted noise generated by the car park relative to the location where they undertook their readings. The 24 Acoustics assessment also fails to take into account the context of the proposed site, i.e. an industrial area with existing car park next to the proposed car park.

Furthermore, the 24 Acoustics assessment does not consider comparison of car park noise against the 50 dBA threshold, on the basis that car park traffic noise is not comparable to road traffic noise. In Stroma's view the two noise sources are very similar in nature, thus a comparison of car park noise against the 50 dBA threshold is perfectly valid.

#### **WCC Service Lead Public Protection response:**

The noise report prepared by 24 Acoustics (Reference 64239-1 Rev 0 -2<sup>nd</sup> September 2021) has been assessed by the Council's Environment Protection Officers who have been assessing the noise impact of the proposed development. The noise report questions the validity and reliability of the Stroma report. (Ref 09-20-84548-NC 01 Rev C)

The conclusions reached by the EPOs confirms that their position remains

unchanged i.e. they do not object to this application on noise grounds. The following comments have been provided to justify this position:  
Both the Stroma report (reference 09-20-84548 – NC 01 Rev C) and 24 Acoustics report (reference 6439-1 Rev 0) discuss what methodology should be used to assess the noise impacts from this development.

We consider that, in the absence of a specific standard to assess car park noise, it is appropriate to use BS4142:2014+A1:2019. Essentially, BS4142 compares the background noise level ( $L_{A90}$ ) with the expected noise level to establish the difference and therefore the 'noise impact' over the background. Where the rating level is less than the background level, it is suggested that the noise has a low impact, where the rating level is up to +5dB over the background level, there is an indication of an adverse impact and where the rating level is over +10dB, there is an indication of a significant adverse impact.

A key difference between the Stroma report and the 24 Acoustics report is in the assessed level of the background noise. 24 Acoustics has measured the background noise level on a patio at first floor level of a property called 'Kingfishers' on Domum Road and has concluded the background noise level as being 40dB  $L_{A90,1 \text{ hr}}$  and have compared this with the sound rating level predicted by Stroma (50dB  $L_{Ar}$ ) calculated for a different location/height (Second floor Willow Tree House). They have concluded that with a difference of +10dB, there is likely to be a significant adverse noise impact from this development.

We cannot accept this conclusion for the following reasons:

i. Meteorology

The report from 24 Acoustics (para 3.6) does not present sufficient information about weather conditions when the assessment of background noise was made.

Weather conditions, including rain and wind speed/direction have a significant impact on the results.

BS4142 –Section 12 paragraph H (p18) details the weather conditions that should be reported and this includes wind speed and direction.

Wind direction is especially important when considering the potential noise impact from backgrounds dominated from directional noise sources such as the M3 and the existing park and ride car park. Using historical meteorological data available on the internet, the weather for the week of 24 Acoustics monitoring period, was very dry with Northerly and Easterly wind directions dominating.

Wind from the North is likely to reduce the effect of noise from the M3 at the 24 Acoustics monitoring location and this is not the prevailing wind direction for this location.

ii. Location of background assessment

24 Acoustics have measured background noise levels from the first floor patio of a

residential property - 'Kingfishers' on Domum Road. They have then used data to directly compare this with specific noise levels predicted in the Stroma report for the 2<sup>nd</sup> floor of a different residential premises. As this predicted level is for a different height and location this is in our view an incorrect comparison.

In addition, the patio chosen for the background monitoring is acoustically sheltered by surrounding structures (i.e. with a garage roof next to the patio that would have shielded the patio from Northerly winds) and therefore is likely to generate a lowest possible background level for the area and we do not consider that this is truly representative of background noise levels or therefore impact on properties on Domum Road, including at first floor level.

### iii. Extent of background noise monitoring

The Stroma report assessed background noise levels from a variety of locations, (i.e. NSR 2 -St Catherines Court on Barfield Close, NSR 3 -69 Bar End Road, NSR 4- Domum House in addition to the nearest residential receptor NSR 1- Willow Tree House) to be more representative of the whole area, whereas 24 Acoustics has focused on one property.

BS 4142 states *"in using the background sound level in the method for rating and assessing industrial and commercial sound it is important to ensure that values are reliable and suitably represent both the particular circumstances and periods of interest. For this purpose, the objective is not simply to ascertain a lowest measured background sound level, but rather to quantify what is typical during particular time periods."* It is considered that the 24 Acoustics report has not followed this principle. For reasons set out elsewhere in this response, we do not consider 24 Acoustic's measurements and assessments to be representative or reliable, even for Domum Road, in isolation.

### iv. Assessment of the impacts

The 24 Acoustics report, having taken the background readings at the first floor patio at "Kingfishers' has then compared this measurement to the 'absolute worst case' Sound rating level provided by Stroma. This absolute 'worst case' sound rating level that 24 Acoustics have taken to compare from the Stroma report, represents an assessment of the whole car park filling up within an hour, but we do not believe that this will regularly, if ever, be the case.

### v. Acoustic Feature correction

24 Acoustics have suggested that the acoustic feature correction of +3dB proposed by Stroma is an under representation of the impact. As BS4142 states, an acoustic feature can, in terms of human response, increase the significance of impact and an assessment of this can be made with the addition of decibels to the final calculated noise rating level. "Acoustic features' are something which makes the noise impact more discernible/ audible against the existing background soundscape at the receptor and can be intermittent, impulsive or tonal.

Although Stroma have added a +3dB acoustic correction, as we have advised

previously, we do not believe that the proposed park and ride will result in additional intermittent/ impulsive or tonal noise as perceived at the receptor location. Park and Rides are not generally known for lots of idling/ revving engines and door slams as most users will be simply wishing to park and leave their vehicle once parked. Similarly these sites do not operate like taxi ranks with engines idling where people are picked up or are the source of lots of anti-social vehicle noise etc. The general noise climate includes noise from the adjacent refuse depot site with associated large vehicle movement and noise from moving vehicles on one of the main roads into Winchester. It also is near to an existing park and ride site and there will be some noise from the M3 (depending on wind direction). We do not think that the park and ride will create additional impulsive/tonal or intermittent noise that warrants any more than +3dB as a maximum. In fact, we would have accepted a zero rating correction in this instance.

Comment on Harrison Grant covering letter (ref HEA0011/SR)

It has been suggested in this letter that the 24 Acoustic data is more representative and therefore takes precedence over that provided in the Stroma report. We have already covered above our technical consideration as to why we do not consider this is the case. Further this letter makes general comment regarding the prevailing noise climate in July 2021 compared to that present in November 2020 when the Stroma data was collected. Suggestion that the prevailing noise environment is now very different due to easing of lockdown/Covid restrictions, completion of the leisure centre and changes in traffic and aircraft flows are not accepted as a reason why the 24 Acoustics results should be considered to be more reliable than those in the Stroma report.

Aircraft traffic flow affecting this location is still minimal, as it was when Stroma conducted their assessment. As regards the construction of the leisure centre and roundabout, we believe that this was almost complete at the time of Stroma's assessment and in any case they report (para 4.3) that these impacts were minimised during the monitoring.

As regards impacts during the Covid pandemic, the park and ride was not being used as much as normal as identified in para 4.4 of the Stroma report. This could have resulted in a lower background level than would be typical. As reported this would have led to a worse case assessment.

As discussed in para 5.20 of the Stroma report, the lockdown did not appear to significantly alter general road traffic levels and therefore background noise levels were considered representative.

It is still considered the monitoring data from November 2020 provides a robust database to perform an assessment.

It has further been suggested that data has been extrapolated in the Stroma report and therefore is inferior to that measured in the 24 Acoustics report. We do not accept this conclusion as the Stroma report assesses a wider range of monitoring locations and in such circumstances it is very common and accepted

that access to noise sensitive properties may not be possible, such that representative locations can be chosen, but justified and corrected for various acoustic factors. This is common practice and we therefore have no issue with such an approach.

Data when it is raining should not be used – this is true. High winds or heavy rain which would directly impact on the microphone of the noise meter can cause incorrect readings. Taking readings in wet conditions is likely to result in higher background noise levels and when compared to the rating level reduce the potential significance of the impacts

Stroma did not use the results from monitoring when it was raining on 9<sup>th</sup> November. They did however, get some results when the ground was wet, but recognised that these would not be representative of the peak times. These values with wet ground (not raining) were merely used to calculate a representative background level at location ST4 as detailed in paragraph 5.21. We are satisfied with this approach.

3. Additional information submitted by applicant relating to the stoma report (email Stephan Booi of Stroma dated 09 September 2021 19:24)

These comments have been noted and assisted in making the assessment provided above. We have no technical issues with the clarification provided which simply confirmed our previous understanding of such matters.

#### 4. Conclusion and Recommendation

Whilst the 24 Acoustics background noise level is different to that of Stroma, it does not in our view introduce reasonable doubt as to the reliability of the Stroma report. We remain satisfied that the approach and methodology used by Stroma to collect background noise levels and to assess the impact of the proposal is correct, reliable and robust.

Aside from the reports, we have to recognise the context of this application. Abigail and I have visited the site and the surrounding area, including Domum Road, on numerous occasions during our time working at Winchester. The site is part of an established commercial and business location, it is located close to the BIFFA waste collection site with associated large vehicle movements and machinery/equipment, it is close to an existing operational park and ride site and a main road into Winchester and is also impacted by the M3 motorway. The site already has planning permission for an open air park and ride (although we understand that it is doubtful that this planning permission will now be implemented).

Considering the above, together with the technical assessments, we do not envisage that the number of vehicle movements which would arise as a result of this proposed development will give rise to any significant or unacceptable amenity impact from noise. **We therefore maintain the position that we have no adverse comment to make regarding this application on a noise basis.**

**DAYLIGHT AND SUNLIGHT ASSESSMENT - The applicant has provided the following response to the matters raised:**

Issue raised

It is now accepted that the initial screening exercise failed to take into account that the building site was much higher than the Domum Road properties (compare 25th August email and Assessment, figure 6). The range of potential consideration was applied as 3 times 10 metres (30 m) when it should have been 3 times 15 metres (45 metres) for the lower Domum Road properties.

Response

Contrary to the objector's suggestion, it has never been accepted that the screening exercise failed to take into account that the building site was much higher than the Domun Road properties. On the contrary, the difference in height has always been included in the model. Although figure has changed the difference in height has always been included. Please see latest issue of report 09-20-84548 DLSL – V4 Coventry House removed, produced on 24/08/21, which covers all buildings that could possibly be affected. Buildings B7 & B8 meet BRE guidance.

Issue raised

The assessment produced shows numerous breaches, in particular with the former building excluded. A failure under BRE is a combination of low daylight or sunlight levels, made significantly worse by the development proposed. It is therefore a tough test to fail outside very high-density locations, but this scheme does so repeatedly.

Response

The BRE document is a guidance only document there are no mandatory requirements to pass. It is not uncommon to see windows which do not meet the guidance fully.

For the most part the windows which don't meet the BR 209 guidance are only just outside the guidance. It is also noted that the BR209 guide does not account for window size and it is possible that the actual effect is less than the modelling suggests. Therefore a small difference may be noticed but it will be minimal. Due to the very shady nature of Domum Road due to the high embankment and the large trees some of the residential property windows do not meet BRE standards regardless of the impact of the proposed car park. BRE have been consulted and have confirmed that Stroma are correct to include the previous building in their report. Please see emails BRE-389 Br209 and BRE-389 New Customer Enquiry, which provides the confirmation from Paul Littlefair of BRE that Stroma were correct to include Coventry House in their assessment.

Issue Raised

The Daylight and Sunlight calculations have been taken from incorrect drawings



which are not the application scheme drawings. Appendix D of the assessment contains the drawings used. These show on the west elevation a height at the top of the level 2.5 screen and west stair core of 48.495 m AOD. The relevant application drawing is VTX-STL-X-ZZ-DR-A-XXXX-0201 Revision PL01. That shows this staircase and screen at 48.825 m AOD. The level 2 screen is similarly higher in the application drawing: 48.010 m AOD compared to 47.680 m AOD in the Daylight and Sunlight Assessment.

### Response

The drawings referenced in the daylight/ sunlight report were used by Stroma to construct the building in the model and therefore the AOD values were not taken into account. The drawing Stroma used was produced during the first application. In short they used an outdated drawing with the wrong AOD values but the correct building size. The model therefore does not use or rely on the AOD values for the proposed building. The model itself is a relative representation of the site, including Domum road. Survey data was used to build a 3D model of the area to produce the level differences between the development and Domum Road. The scheme does not propose any substantial change in levels on the development site.

The drawing included in Stroma's report shows that the North West corner of the building is 9.060m from ground level (See image 1). Drawing number VTX-STL-X-ZZ-DR-A-XXXX-0201 Revision PL01 included as part of the application shows the same value (See image 2).

Image 1: Extracted from Stroma's report: North West Corner of the building.

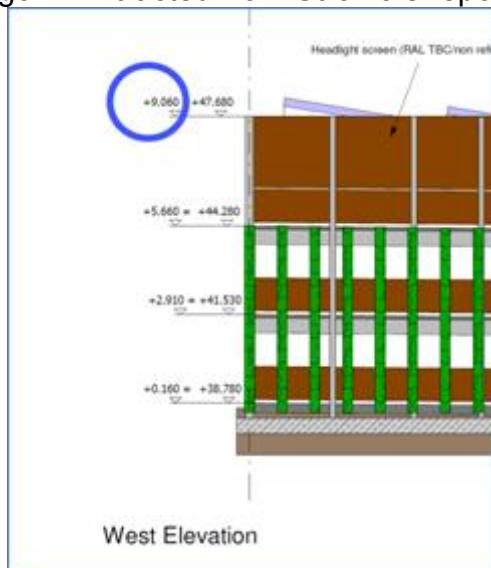
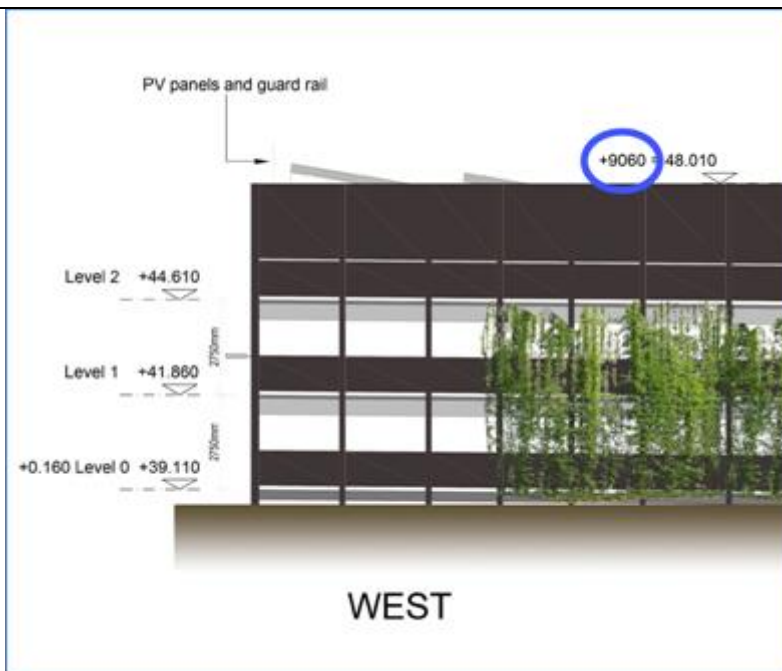
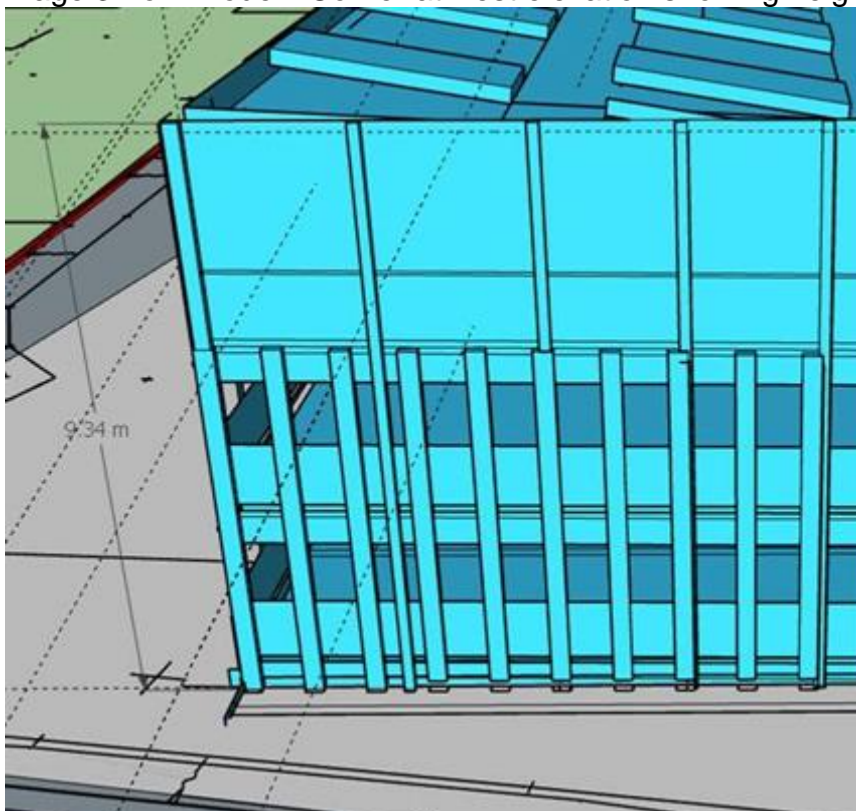


Image 2: North West corner of the building taken from VTX-STL-X-ZZ-DR-A-XXXX-0201 Revision PL01



The model used in the Daylight/ Sunlight report is actually slightly bigger which has an effect greater than that of the proposed development. Instead of modelling a building that is 9.060m on this corner, they have in fact modelled it at 9.340m (See image 3). It is Stroma's standard practice to model the building slightly larger so that if there are any future changes or issues, the model and report does not need to be regenerated. It also compensates for construction tolerances so that the effect of the finished building will always be less than the modelled structure.

Image 3 from model: Corner at west elevation showing height of 9.34m



When looking at the highest point of the west elevation (the staircase), the same process has been applied. Image 4 shows the value used in Stroma's report being 9.875m. Image 5 shows the same value included on drawing VTX-STL-X-ZZ-DR-A-XXXX-0201 Revision PL01 used in the application. Image 6 shows the actual height used in the model, which again is slightly higher, thereby representing an effect greater than that of the proposed development. In this instance the model is 285mm higher.

Image 4 Extracted from Stroma's report: Staircase on west elevation of the building.



Image 5: Staircase on the west elevation of the building taken from VTX-STL-X-ZZ-DR-A-XXXX-0201 Revision PL01



Image 6 taken from the model: Showing the stair case on the west elevation at a height of 10.16m



As stated, the differences in AOD between the drawings used in the application plan and the Daylight and Sunlight report do not affect the model or the assessment. Indeed, by modelling the building slightly higher than that shown on the application plans, Stroma have calculated the building as having a greater effect on the surrounding properties with respect to daylight/ sunlight.

#### Issue raised

Some modelling has been produced with respect to 1 Domum Road (B7) and Willow Cottage (B8) both of which were omitted previously. The limited information provided (Vertical Sky Component at B7 and Annual Probable Sunlight at B8) show adverse impacts, some of which may be breaches of standards (within the limits of rounding). The other figures for those properties have not been provided.

#### Response

Both buildings B7 & B8 have been fully assessed please refer to report version 09-20-84548 DLSL – V4 Coventry House removed, dated 24/08/21. All windows assessed are within the BRE tolerance.

#### Issue Raised

The assessment excludes the effect of trees, in accordance with usual practice, but the trees simply mean that the light levels are poorer than modelled and so impacts are liable to be more serious.

#### Response

BR 209 guidance is that trees are excluded from the assessment, which is what has been done in the report.

By excluding the impact of the existing trees from the assessment has the opposite effect as stated above. The trees if modelled would significantly reduce daylight and sunlight levels thus making the impacts of the proposed car park much reduced.

### **LIGHTING - The applicant has provided the following response to the matters raised:**

#### Issue raised

The side grade car park lights (which are the primary cause of the spill) would be fixed 'just below the vertical crash barrier fencing on level 1' [para 5.02]. However the west elevation drawing in the application shows the lights 4.3 metres above ground level (towards the top of the fencing, but even the bottom of the fencing is over 3.5 metres);

#### Response

The lighting report is correct. The side grade lights will be fixed at the level described in the lighting report. The West elevation drawing has been produced by the architect to identify colours and materials that will be visible and does not explicitly note any projections coming from the structure as lighting. Any unannotated projections of this nature should be taken as illustrative as the formal design will be based on the results of the lighting report and any subsequent conditions imposed on the project by the LPA.

#### Issue raised

the Lighting Plan fails to take account of the steep slope in the woodland – its 3D model shows the surrounding land as flat [see for the woodland strip, , figure 2;, figure 5, para 8.02].

#### Response

Figure 2 and Figure 5 in para 8.02 in the Lighting report does not show the slope, due to the difficulty for this to be modelled in Relux (the lighting software). These plans are representations showing light spill emanating from the building from both internal and external light fittings. The 3D element relates to the building only.

The report acknowledges the difference in height between the site and Domum Road in para 1.02. It should be noted that the calculations show worst case for lighting spill. For example, the lux levels are at their highest at the lamp. As the light moves away from its source it diminishes in intensity/ lux. The lighting report shows that the light spill entering the woodland boundary between 1-0 lux.

Therefore, as the slope progressively gets lower the further it moves away from the light source, the lux levels reduce also. As it is currently less than 1 lux at the top of the slope, the height difference is irrelevant as neither the houses or the slope are affected by the light spill.

#### Issue raised

There is also a mismatch with the drawings used in the Daylight and Sunlight Assessment. That assessment uses elevation drawings which show lights on the western and southern elevations of level 2.5 set 1 metre above the screen. The Lighting Plan works on the basis that the lights are at the top of the screen.

#### Response

The lighting report takes precedence in this instance as it governs the lighting strategy for the building. The daylight/ sunlight report uses drawings included in their report to build their model to assess daylight and sunlight impacts of the project. The lighting report governs the lighting design and therefore drawings in other reports should be treated as illustrative when comparing it to the lighting report. The lighting report indicates that the lighting will be mounted between 2.95 and 3 meters on level 2.5 (para 5.01) which is correct and this is the basis in which the assessment was carried out.

#### Issue raised

Some new drawings are produced, but it is not explained in the report what they are assessing, given that luminance is expressed as minimum, maximum and average levels. No basis for those differences is given, nor explanation of the assumptions underpinning the average figure. The figures given are often different to those in the earlier application, without any explanation being given. There may be a change in the position of the luminaires on the side of the building, but that is not clear from the report and it is not shown on the application drawings.

#### Response

There is an issue/ revision record on page 2 of the report, which explains any changes. The drawings are showing the maximum illuminance produced by the building. Page 19 of the report explains the method behind the lighting calculations including how the average illuminance figure is calculated. With respect to differing values and additional drawings, the updated report includes the combined effect of both internal and external lighting in two scenarios. 1) When all of the internal and external lights are on and 2) during periods of inactivity where by the internal lights dim down to 10% illuminance. The original lighting report submitted with the first application only assessed the light spill from external lighting. One fitting has moved since the first application, which was situated on the north elevation close to the north west corner of the building. This was moved to ensure that no more than 1 lux of light spill was dissipated into the woodland strip.

**TRANSPORT - The applicant has provided the following response to the matters raised:**

#### Issue raised

The scheme assumes that there will be a diversion of cars to the new car park who would otherwise have driven into the city centre to park. However, no measures have been put in place, or are secured to this planning application which would reduce cars in the city centre. Since the existing park and ride car parks were not full pre-Covid, the opening of another car park is not likely to divert cars from the centre.

#### Response

Current data shows exponential growth in the amount of car park traffic with two Park and Ride car parks have already been reaching full capacity. Even at this stage of recovery it is anticipated that parking will fully return to pre-pandemic levels.

There are measures included in the wider Winchester Movement Strategy and the Parking and Access Strategy which will affect the wider changes in parking and travel behaviour. The proposed park and ride car park is part of these wider strategies.

#### Issue raised

The likelihood instead is that the car park will divert drivers from other park and ride car parks at this side of Winchester. That goes beyond being pointless to being harmful, with the impact of building the new car park, including in carbon generation, and adding more congestion to the Barfield/Leisure Centre roundabout. If there is a need for more park and ride car parking, there is of course then a risk that it encourages car journeys to Winchester that would otherwise have been undertaken by public transport.

#### Response

The transport impact assessment submitted with the application, which has been verified by Hampshire County Council as transport authority, demonstrates that the assessment is sound and that there are no detrimental effects on the transport network. The car park is part of the Winchester Movement Strategy and its objectives of removing car trips from the City Centre and thereby reducing impacts from car fumes and carbon emissions.

#### Issue raised

The assessment also fails to take into account the opening of the new leisure centre car park. That will be an alternative parking place for those users of local sports facilities (the remainder of the Garrison Ground, the University Sports Centre and the King George V playing fields who would previously have used the park and ride car parks.

#### Response

There is a charging system in place which provides cheaper car parking at the park and ride sites for users of the Garrison Ground, the University Sports Centre



and the King George V playing fields and this has been established for many years. The University and Clubs work with the Council to inform users to park at the park and ride sites and to benefit from free after 4pm parking and a cheaper Saturday rate at these sites. The Winchester Sport and Leisure Park car park has a charging regime in place which would mean that other users i.e. those using the Garrison Ground, the University Sports Centre and the King George V playing fields would have to pay full price. The Council monitors and enforces this approach through use of its Civil Enforcement Officers.

**NATIONAL PARK - WCC Service Lead for Community (Landscape) has provided the following response to the matters raised:**

By way of general response to Dr.Heard's further comments in so far as those refer to landscape and visual impact, I remain entirely satisfied that the LVA and ALVA, together with my familiarity of the area, are sufficient for me to assess the landscape and visual effects of the proposals and for me to reach conclusions, and advise the Committee members accordingly. My professional view remains as set out in my earlier responses, namely that the proposed development is acceptable in terms of its visual and landscape impact. In response to the letter from Dr Heard dated 16 July 2021 we therefore have the following comments:

The letter states there is no site plan in this application. However, the following were submitted for planning and demonstrate to an acceptable level of detail the proposals at ground level outside the structure.

- Proposed Site Plan VTX-STL-XX-00-DR-L-XXXX-0910
- Landscape and Ecology Plan VTX-STL-XX-00-DR-A-XXXX-0902

Reference is made to the fact the LVA has not been updated since January 2021, which is correct but an addendum for the lighting impact was submitted – ALVA which we reviewed when providing our latest response. An updated LVA would have reproduced the same information but with photos taken in the summer months providing greater screening than those shown in the January LVA where they were taken in the winter with no leaf cover (current LVA is therefore showing viewpoints in the worse-case scenario). The LVA is, I consider, to be sufficient to allow an assessment to be made of the development, including during the summer months.

The LVA assesses landscape and visual impact and concluded a negligible but not no impact. I am satisfied that the LVA was produced in accordance with the methodology laid out in the GLIVIA, any departure from this was noted e.g. at viewpoint v1 where a 50mm fixed lens photo (as per GLIVIA guidance) would not have shown a representative view a 24mm focal lens was used. I consider that the information provided by the Applicant in the LVA and LVIA is to be fit for purposes and reliable. I do not consider any further information is required for an assessment of the scheme to be carried out.

Impact on the National Park: The LVA and ALVA are, I consider, entirely sufficient to inform an assessment on impact from the National Park. As both the LVA and ALVA have confirmed, the development will be visible in places and at varying times of year however it is not considered that this gives rise to an unacceptable

impact.

Representative views from Wharf Bridge (v3) and from the west side of the Itchen (v4 & v5), along the publicly accessible footpaths, are included and provide sufficient information to allow an assessment to be carried out and demonstrate the impact of the proposal from those and surrounding area.

I am satisfied that the landscape and visual effects of the proposed development, including from the SDNP, are appropriately assessed and addressed in both the LVA and ALVA. That assessment together with other material (including SDNP response) and my knowledge of the area and professional experience allows me to assess and conclude that the landscape and visual effects of the development on the SDNP are acceptable with proposed mitigation measures and do not consider that the proposals provide more than a negligible impact. This has been demonstrated in the previously submitted LVA and the subsequent addendum (ALVA).

**Conclusions in relation to the matters raised in the objection letter:**

The detailed responses by both the applicant and the relevant planning consultees to the issues raised by the 8<sup>th</sup> September objection letter and third party noise report by 24 Acoustics have been fully considered and the responses are set out in detail above.

The responses address the issues raised in the objection letter and assist in providing further clarification on some of the technical assessments and detailed plans submitted to support the planning application. The objectors' criticisms of the submitted assessments have been considered and addressed. The submitted assessments are considered to be accurate and reliable and overall there is sufficient information available to the council to allow it to confidently assess the impact of the proposed development.

For the avoidance of doubt as to the details of the lighting scheme which is to be approved and implemented, condition 10, as contained in the officer's recommendation, will ensure that the approved lighting details as set out in the External Lighting and Energy Report and associated plans are implemented. It is not considered that any prejudice would arise by requiring the lighting scheme to be implemented in accordance with the External Lighting and Energy Report and associated plans as it is considered it is this report that any consultee would have regard to when seeking to understand the proposed lighting arrangement and it is to this Report that the technical assessment of the proposed development has been directed

Based upon the responses received it is considered that the conclusions reached in the officer's assessment as set out in the main committee report in relation to noise, visual and landscape impact, lighting, daylight and sunlight and transport are unchanged.

**Based upon the full and detailed assessment of the comments it is considered that the development remains acceptable for the reasons set out**

**in the main committee report and clarified in this update paper and the development is in accordance with the relevant policies of the Development Plan.**

**End of Updates**