

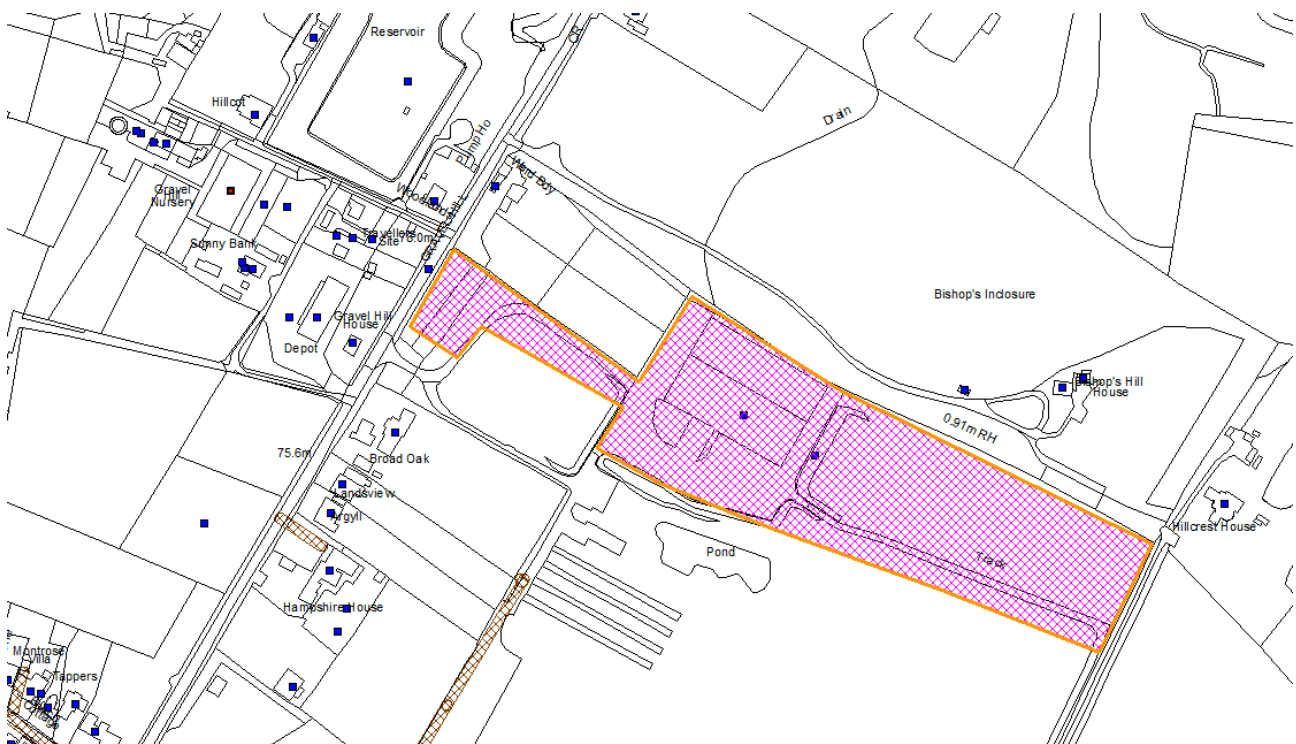
WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

**Case No:** 25/02463/FUL  
**Proposal Description:** Change of use from Use Class B1c/B2/B8 (19/00001/FUL) to Sui Generis bespoke to Turbocam including minor alterations to Rooflights and new external plant enclosure.  
**Address:** Gravel Hill Farm Gravel Hill Shirrell Heath Southampton Hampshire  
**Parish, or Ward if within Winchester City:** Shedfield Parish Council  
**Applicants Name:** Mathew Brussee  
**Case Officer:** Joe Toole  
**Date Valid:** 17 December 2025  
**Recommendation:** Permit  
**Pre Application Advice** Yes

### Link to Planning Documents

[Link to page – enter in reference number 25/02463/FUL](#)

<https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple>



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### Reasons for Recommendation

The application has been recommended for **permission** as it is considered to be in keeping with the character and appearance of the area, would not have an adverse impact on the surrounding residential amenity and is considered acceptable on transport, ecology and drainage grounds.

### General Comments

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The application is reported to Committee due to the number of objections received contrary to the Officer's recommendation.

### **Amendments to Plans Negotiated**

Amended plans received on 04<sup>th</sup> February 2026 which reduced the amount and extent of rooflights within the roof plan.

### **Site Description**

The application site is situated along the Gravel Hill in Shirrell Heath where the site is accessed from. Access to the site involves passing through two gates. The first gate is located directly off Gravel Hill, providing entry to a hardcore driveway that leads to a second gate. This second gate gives access to the hardstanding area that surrounds the industrial building. This single industrial building is set well back from the road with soil bunds to the south, east and southwest of the site. The site currently has permission for a B1c/B2/B8 use with ancillary office space on the first floor of the industrial building. Bishop's Inclosure and Corner Copse (designated SINC and Ancient Woodland) form the site's northern boundary.

### **Proposal**

The application seeks consent for the change of use from Use Classes B1c/B2/B8 to Sui Generis, specifically tailored to meet the operational requirements of the proposed business, Turbocam UK. Turbocam specialise in creating innovative manufacturing solutions for high performance turbomachinery flow path components. Minor external alterations are proposed to the existing building, including the replacement and upgrade to the existing roof with rooflights and the formation of an external plant enclosure on existing hardstanding.

No extension is proposed to the building; the height, scale and mass of the building would remain the same. The gross floor space of the existing building (4,562 square metres) will not change as a result of this application.

### **Relevant Planning History**

- 21/02897/DIC – Discharge of condition 7 of planning application 19/00001/FUL – Refused 31/01/2024
- 19/00001/FUL - Full planning application for the change of use of the existing B2 Industrial Unit to a flexible B1c/B2/B8 use – Permitted 28/05/2019
- 16/01145/FUL - Full planning application for the change of use of the existing horticultural nursery at AE Roberts, Shirrell Heath from agricultural to B2 General Industrial use – Permitted 07/10/2016
- 11/02799/FUL - Siting of 2 no. Portakabin offices for use by business on site (RETROSPECTIVE) – Permitted 31/01/2012
- 09/00856/FUL - Use of land for storage purposes (B8) and retention of office (RETROSPECTIVE) – Refused 14/08/2009
- 97/00855/FUL – Extension to existing store and packing shed to provide additional storage space and cold store – Granted 19/09/1997
- 93/01116/OLD – New Access – Granted 07/01/1993

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- 92/01127/OLD – New office restroom, workshop and packing shed – Granted 31/01/1992

## Consultations

### Service Lead – Public Protection (Environmental Health) – No objection subject to conditions

- No adverse comments to make regarding predicted noise impacts (subject to recommended conditions).
- Recommend condition on hours of loading and unloading operations.
- Recommend condition securing noise mitigation measures in the roof.
- Recommend condition to secure acoustic fence enclosure for new external plant.
- Recommend condition to secure windows and doors are closed in the evening/night.

### Hampshire County Council (Highway Authority) – No objection

- Proposed change of use is expected to result in a reduction of vehicle movements when compared with the existing use.

### Nature Space – No objection, recommend informative

- Due to limited scale of work, it is unlikely that the proposal would impact great crested newts or their habitat.
- Recommend informative.

## Representations:

### Councillors

Cllr Vivian Achwal -: If the intention is for the company to work 24/7 this is something not supported by myself as Ward Councillor and also local residents.

This would cause undue noise from the unit and unwanted traffic, in what is a quiet area of Shirrell Heath.

Shedfield Parish Council – Objection – see full response in Appendix 1 at the end of this report.

78 Objecting Representations received from different addresses citing the following material planning reasons:

- Noise impact
- Extra traffic generation
- 24-hour industrial operation
- Impact on rural character of the area
- Impact on residential amenity
- Highway safety
- HGV traffic
- Outdoor lighting
- Disturbance to wildlife

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- Infrastructure cannot support this change
- Potential flooding
- Concern use of building could be changed to various other uses
- Conditions to protect surrounding trees and vegetation if approved
- Limited public transport
- Overdevelopment of the site
- Insufficient justification and potential policy conflict
- Flawed Noise Impact Assessment
- Limited jobs provided
- Air pollution – health concerns
- No information on drainage
- Lots of other sites available in urban settings
- Relevant of climate change policy

8 Supporting Representations received from different addresses within the Winchester district, 1 representation received from outside with Winchester district, citing the following material planning reasons:

- Limited impact to neighbouring properties.
- Limited noise impact from proposed machinery.
- Less traffic movements than previous use.
- Retention of Employment Land.

1 Neutral Representation

### **Relevant Government Planning Policy and Guidance**

#### National Planning Policy Framework (NPPF)

2. Achieving sustainable development
4. Decision-making
6. Building a strong, competitive economy
8. Promoting healthy and safe communities
9. Promoting sustainable transport
11. Making effective use of land
12. Achieving well-designed places
14. Meeting the challenge of climate change, flooding and coastal change
15. Conserving and enhancing the natural environment

#### National Planning Practice Guidance (NPPG)

- Appropriate assessment
- Biodiversity net gain
- Climate change
- Community Infrastructure Levy
- Consultation and pre-decision matters
- Determining a planning application
- Effective use of land
- Light pollution
- Natural environment
- Noise
- Transport evidence bases in plan making and decision taking

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- Travel Plans, Transport Assessments and Statements
- Use of planning conditions

Local Plan 2020 – 2040

- SP1 - Vision and Objectives
- SP2 - Spatial Strategy and Development Principles
- SP3 - Development in the Countryside
- D1 - High Quality, well designed and inclusive places
- D4 - Design Principles for Market Towns and Rural Villages
- D6 - Brownfield development and making best use of Land
- D7 - Development Standards
- T1 - Sustainable and Active Transport and Travel
- T2 - Parking for New Developments
- T3 - Promoting sustainable travel modes of transport and the design and layout of parking for new developments
- T4 - Access for New Developments
- NE1 - Protecting and enhancing Biodiversity and the Natural Environment in the district
- NE5 – Biodiversity
- NE6 - Flooding and Flood Risk
- NE7 - Settlement Gaps
- NE9 - Landscape Character
- NE14 - Rural Character
- NE15 - Special Trees, Important Hedgerows and Ancient Woodlands
- E1 - General Vibrant Economy Strategy
- E2 - Spatial Distribution of Economic Growth
- E5 - Enhancing Employment Opportunities
- E6 - Retaining Employment Opportunities
- E9 - Economic Development in the Rural Area
- CN1 – Mitigating and Adapting to Climate Change
- CN2 – Energy Hierarchy
- CN3 – Energy Efficiency Standards to Reduce Carbon Emissions
- CN4 – Water Efficiency Standards in New Developments
- CN8 - Embodied Carbon

**Planning Considerations**

**Principle of development**

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 and paragraph 48 of the National Planning Policy Framework (NPPF) require that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

In December 2025, the Government published proposed reforms to the National Planning Policy Framework. However, as this document is a draft for consultation purposes, it carries little weight in the current application.

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The application site is located within the countryside outside of any defined settlement boundary. Policy SP3 of the Local Plan allows for the reuse of existing rural buildings for employment purposes where they are close to existing settlements. The application site is approximately 1km away from two surrounding settlements – Swanmore and Waltham Chase. Therefore, the site is considered to be appropriately related to these settlements, complying with policy SP3 of the Local Plan. In addition, policy E9 of the Local Plan allows for the re-use of existing rural buildings for employment purposes in the countryside and for the limited expansion of established businesses, provided the development is proportionate to the nature and scale of the site, its setting and countryside location.

The application site comprises an existing building which is currently vacant. Upon review of the planning history, it is evident that the building previously received consent to operate as a commercial site (within a B1c/B2/B8 use). However, permission 19/00001/FUL had a condition on external lighting that required discharging prior to the use commencing. A discharge application 21/02897/DIC was submitted but the details were refused. Whilst it is evident that the use commenced on site, this was technically unlawful. The lawful use of the site therefore is as a B2 general industrial use as approved under application 16/01145/FUL.

The building is of permanent construction and is structurally sound. It would require only minor modifications for the proposed operations at this site. The proposed use would provide full time jobs and part time jobs at this location, retaining its use as employment land, which is supported by policy E6 of the Local Plan.

As such, the principle of development is acceptable under policies SP3, E6 and E9 of the Local Plan, subject to compliance with the Development Plan as a whole and all other Material Planning Considerations.

**Assessment under 2017 EIA Regulations.**

The development does not fall under Schedule I or Schedule II of the 2017 Environmental Impact Assessment Regulations; therefore, an Environmental Impact Assessment is not required.

**Impact on character and appearance of area**

Gravel Hill comprises a mix of residential properties principally extending along the eastern side of the road. The site is set well back from Gravel Hill and well-screened by roadside hedgerows and trees. Outside of the confines of the site, the land retains a rural/agricultural character. There are no public right of ways running through or near to the application site.

The application building is located approximately 150 metres to the south of Gravel Hill, accessed via a hardstanding track that extends through an agricultural field to the industrial building and its adjoining hardstanding and parking area. The proposal seeks a change of use of the existing building, with no alterations proposed to its height or overall scale. The installation of a replacement roof is included within the scheme, however, the proposed roofing material is typical of agricultural and industrial buildings in the

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countryside and is not considered to result in any adverse impact on the character or appearance of the area.

A small chiller plant enclosure is proposed to the south of the building. Owing to its limited size, together with the intervening bunds, existing landscaping and the building's set-back from the public realm, the enclosure would not be visible from outside the site and is therefore not considered harmful. The removal of existing gas tanks is also proposed and is welcomed. Overall, the building remains well-screened from Gravel Hill by established hedgerows, trees and a belt of woodland to the east, ensuring that the development would not give rise to any harmful impacts upon the landscape and character and appearance of the area.

The application site falls within the Bishops Waltham/Swanmore/Waltham Chase/Shedfield/Shirrell Heath Settlement Gap. Policy NE7 of the Local Plan seeks to retain the generally open and undeveloped nature of settlement gaps and seeks to ensure that development within these areas does not physically or visually diminish the gap. In essence, Local Plan explanatory paragraphs 7.63 and 7.64 set out that the gap is an area of undeveloped land. It helps to retain a sense of separation between settlements and separate identity, so by this designation, defines, shapes and maintains settlement character, amongst other things, by preventing coalescence (in this case with Bishops Waltham, Swanmore, Waltham Chase, Shedfield, and Shirrell Heath). As set out, above, the proposal relates to an existing industrial building and does not involve any increase in its footprint, height or overall scale. The only external addition is a small plant enclosure, which would be positioned in a similar location to the existing gas tanks that are to be removed and would not be visible from the public realm. Given the limited scale of the works and the visual containment of development within the established built envelope of the site, the scheme would not result in an encroachment into the open countryside or undermine the function of the settlement gap. Accordingly, the proposal is not considered to conflict with Policy NE7 of the Local Plan.

Policy NE14 of the Local Plan seeks to ensure that development proposals in the countryside do not have an unacceptable effect on the rural character of the area, by means of visual intrusion, the introduction of incongruous features, the destruction of locally characteristic rural assets, or by impacts on the tranquillity of the environment. This policy identifies the following factors will be assessed when considering proposals that impact on rural character: visual, physical and tranquillity.

As aforementioned, the development would not produce harmful visual or physical impacts, considering the proposal does not alter the scale and size of the existing building. Policy NE14 of the Local Plan requires development to not have an unacceptable effect on the rural tranquillity of the area, including the introduction of lighting or noise occurring as a result of the development, taking account of the relative remoteness and tranquillity of the location. The transport and noise impacts of the development are assessed in the relevant sub-sections of this report. With regards to light pollution, the site is an existing commercial

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site with existing rooflights. Amended plans have been received which reduced the number of rooflights proposed, so that they account for 7% of the total roof space; the same as existing, this would ensure that the level of light pollution would not be exacerbated within the landscape. It would be reasonable and necessary to secure details of any proposed external lighting by condition to ensure that light pollution is controlled. To limit its impact on the rural tranquillity of the area, conditions have been imposed to restrict no business-related operations outside the building. This has been recommended to be controlled via condition.

In conclusion, subject to appropriate conditions, the proposal is not considered to result in any demonstrable harm to the character and appearance of the area. The proposal is considered to be in accordance with policies D1, NE7 and NE14 of the Local Plan.

### **Development affecting the South Downs National Park**

The application site is located 800 metres to southwest of the South Downs National Park.

Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and The National Planning Policy Framework (NPPF) updated 2024. The Circular and NPPF confirm that National Parks have the highest status of protection, and the NPPF states at paragraph 189 that great weight should be given to conserving and enhancing landscape and scenic beauty in national parks and that the conservation and enhancement of wildlife and cultural heritage are also important considerations and should be given great weight in National Parks.

Due to the distance and intervening features, an adverse impact on the National Park and its statutory purposes is not identified.

In conclusion therefore, the development will not affect any land within the National Park and is in accordance with Section 11a of the National Parks and Access to the Countryside Act 1949.

### **Historic Environment**

No impact on the historic environment. The works do not affect a statutory Listed building or structure including setting; Conservation Areas, Archaeology or Non-designated Heritage Assets including setting.

### **Neighbouring amenity**

It is considered that the proposal would not result in overlooking, overbearing or loss of light to the neighbouring properties, as the scale of the building is not being altered and nor are the first-floor windows. However, noise and traffic impacts have been assessed in detail.

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The closest residential properties to the site are located over 100m away from the building, being Broad Oak to the west and Bishops Hill House to east. The access to the site is approximately 20 metres away from the nearest residential property, Gravel Hill House.

Policy D7 of the Local Plan states development which generates noise pollution or is sensitive to it will only be permitted where it accords with the Development Plan and does not have an unacceptable impact on human health or quality of life.

*Noise*

Significant concern has been raised with regards to the extension of the operation hours. This relates to concerns the business will be operational 24 hours a day. Whilst it is noted some of the machinery within the building will operate 24/7, staff will not be on site 24/7. Staffing of the business would be between 06:00 to 23:00 Monday to Thursday, 06:00 to 20:00 Friday, 06:00 to 13:00 Saturday and at no times on Sundays and Bank Holidays. In consultation with the Council's Environmental Protection Team, this level of operation, given its location and distances from neighbouring properties, is not considered to have an adverse impact on surrounding residential amenity of the area. A condition (4) has been recommended to control staffing operations hours.

Significant concern has been raised regarding the potential noise emanating from the machinery associated with the running of the site. It is worth noting that all industrial activity would occur within the building, condition 8 has been recommended to control this. A Noise Impact Assessment was provided with application which confirmed with mitigation measures, the resultant noise level to the nearest residential properties would be very low and therefore acceptable. These measures involve all doors and windows to the building being kept closed during the hours of 19:00 and 07:00. As to the external plant, a solid barrier around the plant area with chiller units operating in 'low noise' mode during evenings and night-time periods would be put in place. These measures have been recommended to be control via planning conditions 6 and 7.

As would be expected of a site such as this, the primary contributor to the overall sound impact levels is vehicular movements to and from the site, including HGV deliveries. A Transport Statement was provided with the application outlining the expected number of vehicle trips per day, including deliveries. It is stated deliveries would be between the hours of 07:30 to 18:00 Monday to Friday with no weekend deliveries. Given the proposed vehicular movements, the existing consent on site allowing sufficient vehicular traffic and its location on a main road with its own access to the site, it is not considered to have an adverse noise and disturbance impact on the surrounding residential properties to warrant a reason for refusal. Condition 5 has been recommended to the decision to control the time deliveries can be made to the site to limit its impact on residential amenity.

The proposal is therefore in accordance with policies D1 and D7 of the Local Plan.

**Sustainable Transport**

The application comprises an industrial unit accessed via a bellmouth junction onto Gravel Hill. Gravel Hill is a classified road subject to a 40mph speed limit without streetlighting, and with a footway on the western side of the carriageway. The access was approved under historic application 93/01116/OLD. The Highway Authority has been consulted on the application, and it raises no concerns regarding the access.

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Numerous objections have been received raising concerns regarding the proposal's potential to result in increased trip generation and increase in heavy good vehicles.

Paragraph 116 of the National Planning Policy Framework (2024) states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.

Based on TRICS data, it is estimated that the existing use of the building could generate approximately 41 vehicle movements during the AM network peak hour (08:00 to 09:00), 31 movements during the PM network peak hour (17:00 to 18:00), and around 238 over a typical day (07:00 to 19:00). To estimate the likely trip generation with the proposed use, a traffic survey of the business's existing premises was undertaken. This recorded 9 vehicle movements in both the AM and PM network peak hours, and a total of 85 daily vehicle movements (07:00 to 19:00). It is anticipated that a similar level of vehicle activity would occur following relocation to the application site. On this basis, the proposed change of use is expected to result in a reduction of vehicle movements when compared with the existing use. The Highway Authority is satisfied that the proposal would not have an adverse effect on highway safety or the operation of the local highway network.

There are no parking standards for non-residential use within the Local Plan or supporting documents. Therefore, the guidance suggests utilising the Hampshire Parking Strategy and Standards 2002. As the proposed use is sui generis, the use is not listed as a specific land-use type, and in this instance, it is considered appropriate that the figures for a B2 (General Industrial) use area applicable in this assessment. Based on the calculated floor area of 4,562sqms with 1 space per 45sqms, 101 car parking spaces would be needed on site. This is not achieved, with 54 car parking spaces shown within the Parking Plan. There is an area of land to the north-west of the building and along the southern side of the building, which provides additional car-parking for up to 20 vehicles. The proposed change of use would utilise this area. The proposed operation is stated to employ 38 staff, with the majority in attendance throughout the day.

Given this approach was considered acceptable under the previous permission, the expected number of staff per car parking spaces, and on the basis that this scheme is deemed to have a reduced trip generation, it is considered, on balance, that the parking arrangements are acceptable. It is also worth noting that there is sufficient space with the site's available hardstanding to accommodate a significant number of vehicles, so as not to have an adverse impact on the public highway network.

The standards also suggest a cycle parking requirement of 13 long stay and 9 short stay spaces for staff. These would be provided via a secure cycle storage within an existing building outside of the warehouse. Condition 13 has been recommended to ensure these cycle storage spaces will be provided and retained.

There are appropriate passing places along the access track to ensure a two-way flow of traffic, therefore it is considered appropriate from a highway safety perspective.

In summary, considering the existing permitted use, the information submitted within the Transport Assessment, comments from the Highway Authority and the advice contained  
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with the NPPF, it is not considered that the proposal would result in harm to the Highway Network and therefore, the proposals are acceptable.

At present, the application site is vacant, but does have a fallback position, in that it could be used for B2 purposes, and vehicular movements associated with that use could recommence. The building is lawfully established as a commercial business therefore it is considered to be appropriately located. It is worth noting its location as a commercial premise has already been established by its previous permissions.

The proposal is therefore in accordance with policies T1, T2, T3 and T4 of the Local Plan.

### **Ecology and Biodiversity**

The proposal will have no impact as it is not development within, bordering or in close proximity to a European Protected Site (i.e. River Itchen SAC, The Solent SAC, SPAs, Ramsar Sites) and is not overnight accommodation, affecting Nitrates.

Due to the nature of the development and the distance between the application site and the Nationally Protected Sites of the Solent SAC and SPA and the River Itchen SAC, an Appropriate Assessment under the Conservation of Habitats & Species (Amendment) Regulations 2011 is not required.

### *Protected Species*

With regards to protected species, Government Circular 06/2005 advises that the presence of a protected species is a material consideration when a planning authority is considering a development proposal that, if carried out, would be likely to result in harm to the species or its habitat. It also states that it is essential that the presence or otherwise of protected species, and the extent that they may be affected by the proposed development, is established before the planning permission is granted, otherwise all relevant material considerations may not have been addressed in making the decision. Planning Practice Guidance states that planning authorities need to consider the potential impacts of development on protected and priority species, and the scope to avoid or mitigate any impacts when considering site allocations or planning applications.

The application site lies within a red impact risk zone for great crested newts, a European protected species and a material consideration in the determination of planning applications. Nature Space have been consulted on the application. It is noted that due to the limited scale of the proposed work, it is unlikely that the proposed work will impact great crested newts and or their habitat. The works are to an existing building as well as on areas of existing hardstanding. It is not considered that the development would pose a risk to this species.

Due to the proposed works to the roof, a Preliminary Roost Assessment was provided with the application. This concluded that the building has negligible potential for roosting bats. Mitigation measures have been suggested including the need for a Construction Environment Management Plan (CEMP), limiting construction hours and provided sensitive lighting in line with Guidance Note 08/23 Bats and Artificial Lighting at night (ILP / BCT, 2023). These have been recommended to be conditioned to the decision (3 and 12). Furthermore, condition 11 has been recommended to the decision for the works to be in

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accordance with the biodiversity enhancement measures set out within the Preliminary Roost Assessment which include the provision of two bat boxes.

*Ancient Woodland*

The site lies within the countryside and there is ancient woodland to the north of the site. Given the site's positioning in close proximity to ecologically sensitive areas, a condition has been attached requiring details of any external lighting to be submitted to the Authority prior to their installation. Furthermore, the condition (3) would require that the external lighting is in accordance with Institute of Lighting Professionals (ILP) and the Bat Conservation Trust (BCT) 'bats and artificial lighting guidance note 08/23'. Subject to this condition, it is considered that external lighting can be suitably controlled and its impact upon landscape and protected species sufficiently mitigated.

Whilst the building is directly adjacent to the ancient woodland, it is already in situ, and the works would not involve built development any closer to the ancient woodland. To ensure construction works do not impact the ancient woodland, a pre-commencement condition requiring a construction management plan to be submitted, has been attached (condition 12).

*Biodiversity Net Gain*

Biodiversity net gain is required under the statutory framework introduced by Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021). As such, planning applications (unless exempt) received on or after 2 April 2024, are required to provide a 10% Biodiversity Net Gain. Based on the information available, one of the statutory exemptions set out under the Biodiversity Gain Requirements (Exemptions) Regulations 2024 applies. Regulation 4 sets out that de minimis development is exempt, which is defined as a development proposal that impacts less than 25 square metres of onsite habitat that has a biodiversity value greater than zero. The proposal seeks the change of use of the existing building and whilst a new external plant would be installed, it would be sited on existing hardstanding. The existing hardstanding has a biodiversity value of zero and therefore the development would be considered to be de minimis.

Whilst it is recognised that the proposal meets one of the regulation exemptions from having to provide mandatory Biodiversity Net Gain, local planning policy NE5 of the Local Plan requires any development proposal to provide gains for biodiversity. Therefore, a condition has been attached requiring a biodiversity enhancement plan to ensure that local ecology and biodiversity is improved as a result of this development. The enhancements should be proportionate to the development i.e. provision of bat box and bird boxes, etc. Subject to this condition (11), the proposal would comply with the requirements of this policy and the NPPF.

**Sustainable Drainage**

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The application site lies within Flood Zone 1, an area with a low probability of flooding, defined as having less than a 1 in 1,000 (0.1%) annual chance of river or sea flooding.

There are no alterations proposed to the existing drainage arrangements on the site. Foul drainage capacity would remain unchanged, the building is already connected to the mains, and the building would continue to be served by the mains system. Surface water drainage would also remain as existing, discharging to the adjacent watercourse. The proposed external plant is to be installed on existing hardstanding, and as no additional hard surfacing is required, the development is not expected to give rise to any impact on surface water drainage.

Therefore, the proposal is considered to comply with Policy NE6 of the Local Plan.

### **Sustainability**

The Local Plan intends to reduce the district's carbon footprint by imposing carbon policies to apply to all forms of development. A Sustainability Statement was provided with the application to justify how the proposal would help mitigate and adapt to climate change. This section will outline the relevance of the CN policies to the proposed development.

Policy CN1 outlines support for the re-use and refurbishment of existing buildings where possible. As this proposal relates to the re-use of an existing building, it would result in a sufficient reduction of embodied carbon in comparison to the erection of a new building. As such, it would have a reduced impact on the carbon footprint of the district. The principle of this proposal is supported from a sustainability perspective.

Policy CN1 (mitigating against climate change) and CN3 are not relevant as they refer to new non-residential development with the exclusion of change of uses. As this is an established warehouse building and not a new-build, these measures cannot be achieved and would not be reasonable to request.

Policy CN8 relates to embodied carbon and the importance of reducing carbon emissions. As the proposed development is not the erection of a new building which would involve the creation of carbon emissions and instead is a change of use, it would have a much better impact on the environment. Therefore, the proposal is considered to comply with the spirit of policy CN8 of the Local Plan.

The proposed development has been designed to align with the objectives of the Winchester City Council Local Plan 2020–2040, particularly Policies CN2 (Energy) and CN4 (Water Efficiency). The scheme demonstrates a proactive approach to sustainability through energy efficiency improvements, adoption of low carbon technologies, and water conservation measures.

A baseline Energy Performance Certificate (EPC) assessment undertaken in October 2025 identified the building as having a G rating, indicating very poor energy performance. A comprehensive upgrade strategy is proposed, including:

- Removal of legacy oil-fired heating systems and LPG infrastructure
- Installation of a closed-loop heat recovery system using waste heat from manufacturing processes
- Full replacement of existing lighting with high-efficiency LED systems

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- Fabric and system upgrades to improve overall building performance

These measures are predicted to improve the building's EPC rating to A (18), representing a significant reduction in energy demand and carbon emissions.

The development will operate on a zero-carbon electricity supply, sourced from a combination of nuclear and renewable generation, resulting in zero operational carbon emissions (0 g/kWh) for electricity use.

In addition, the following measures are intended to be carried out:

- Installation of a roof-mounted solar photovoltaic (PV) array (targeting approximately 224 panels)
- Potential expansion of PV capacity subject to structural capability
- Load shifting to off-peak energy periods where feasible

It is worth noting the installation of the solar panels on the building would require prior approval consent. However, there is a clear intent to erect solar panels confirmed by the carrying out of a structural survey. The reason why the solar panels have not been included in this application is because the results of the structural survey have not been finalised, confirming the loading capacity of the roof.

These measures will further reduce reliance on grid energy and contribute to on-site renewable energy generation.

To comply with BREEAM Refurbishment and Fit-Out (RFO) standards and Policy CN4, the development includes upgrades aimed at reducing potable water consumption and improving monitoring.

Proposed measures include:

- Installation of dual-flush WCs (4.5/3L)
- Low-flow taps ( $\leq 5$  litres/minute)
- Introduction of waterless urinals
- Installation of a pulsed water meter linked to the Building Management System (BMS) for leak detection and monitoring
- A programme of ongoing maintenance and potential future greywater recycling is also proposed.

A condition (14) to require these details to be submitted and approved prior to the occupation of the building has been added to the decision.

The proposed development delivers a comprehensive sustainability strategy through:

- Significant improvement in energy efficiency (EPC G to A)
- Full transition to low-carbon and renewable energy sources
- Reduction in water consumption and improved monitoring

Overall, the scheme represents a substantial enhancement in environmental performance and demonstrates compliance with policies CN2 and CN4 of the Local Plan.

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**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.

**Planning Balance and Conclusion**

The application seeks the change of use of an existing industrial building located within the countryside, outside any defined settlement boundary. The site contains a permanent and structurally sound building with an established lawful B2 (General Industrial) use, and the proposal represents the continued use of this building for employment purposes within an appropriate location, in accordance with policies SP3 and E9 of the Local Plan.

The principle of development is acceptable, given the established commercial use of the building and the absence of any increase in footprint, height or overall scale. The proposal would retain employment land, generate full-time and part-time jobs, and is supported by Policy E6 of the Local Plan.

The development has been carefully assessed against its countryside and settlement gap location. Owing to the re-use of the existing built form, the limited nature of physical works, the high degree of visual screening, and the containment of activity within the established envelope of the site, the proposal would not result in visual or physical harm to the rural character of the area, nor would it undermine the function or openness of the Bishops Waltham / Swanmore / Waltham Chase / Shedfield / Shirrell Heath Settlement Gap. The proposal is therefore compliant with Policies D1, NE7 and NE14 of the Local Plan.

No adverse impacts are identified in relation to the South Downs National Park, the historic environment, or flood risk/drainage. Ecological impacts have been robustly considered, including protected species, ancient woodland and biodiversity. The proposal qualifies as de minimis development for the purposes of Biodiversity Net Gain; however, proportionate biodiversity enhancements have been secured by condition to ensure compliance with Policy NE5 and the NPPF.

In terms of residential amenity, it is acknowledged that concern has been raised regarding noise, hours of operation and traffic. These matters have been fully assessed in consultation with the Council's Environmental Protection Team and, subject to appropriate and enforceable planning conditions controlling hours of operation, delivery times, external

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plant, lighting and noise mitigation measures, the proposal would not result in unacceptable harm to neighbouring amenity. The submitted Transport Statement demonstrates that the proposed use would generate fewer vehicle movements than the existing permitted use, and the access arrangements and parking provision are considered acceptable, having regard to the site's lawful fallback position and the advice within the NPPF. The proposal would therefore not give rise to an unacceptable impact on highway safety or the operation of the local highway network and is in accordance with Policies T1, T2, T3 and T4 of the Local Plan.

The proposed development delivers a comprehensive sustainability strategy through significant improvement in energy efficiency (EPC G to A), full transition to low-carbon and renewable energy sources and reduction in water consumption and improved monitoring. Overall, the scheme represents a substantial enhancement in environmental performance and demonstrates compliance with policies CN2 and CN4 of the Local Plan.

Taking all matters into account, it is concluded that the proposal complies with the Development Plan when read as a whole and that there are no material considerations which indicate that permission should be withheld. Any limited impacts identified can be satisfactorily mitigated through the imposition of planning conditions.

Accordingly, the application is recommended for approval, subject to conditions.

### **Recommendation**

Permit subject to the following conditions:

### **Conditions**

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with the provisions of Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

2. The development hereby approved shall be constructed in accordance with the following plans received: -

Location Plan  
Block Plan  
Proposed Elevations  
Floor Plans  
Proposed Roof Plan  
Climate Emergency Statement  
Noise Impact Assessment  
Letter of Clarification on Noise Impact Assessment

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Planning Statement  
Transport Statement  
Preliminary Roost Assessment  
Sustainability Statement

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.

3. The development shall not be occupied until full details of any additional lighting for the site, including positioning on the building, level of luminance, direction of lighting and details of any motion sensors or timers have been submitted to and agreed in writing by the Local Planning Authority. All external lighting must strictly be in accordance with Guidance Note 08/23 Bats and Artificial Lighting at night (ILP / BCT, 2023).

The development shall thereafter be carried out in accordance with the approved details.

Reason: To ensure that bats and other nocturnal species as well as neighbouring properties are not adversely impacted by the lighting.

4. The use hereby permitted shall not be operated by staff other than between the hours of 06:00 to 23:00 Monday to Thursday, 06:00 to 20:00 Friday, 06:00 to 13:00 Saturday and at no times on Sundays or Bank Holidays unless there is an emergency.

Reason: To ensure acceptable noise levels within noise sensitive premises are maintained and to limit the impact on residential amenity.

5. All deliveries and loading operations shall only take place between the hours of 07:00 to 18:00 Monday to Friday only.

Reason: To ensure acceptable noise levels within noise sensitive premises are maintained and to limit the impact on residential amenity.

6. Prior to the commencement of the works hereby permitted all acoustic mitigation measures identified in the 24 Acoustic Report (R11162-1 REV 0) dated 14 August 2025 and the letter of clarification dated 28<sup>th</sup> January 2026 shall be implemented. This shall include the recommended sound reduction index for the replacement roof and the acoustic fence surrounding the identified external plant. All such measures shall be maintained thereafter.

Reason: To ensure acceptable noise levels within noise sensitive premises are maintained and to limit the impact on residential amenity.

7. All doors and windows to the building shall be kept closed between the hours of 19:00 and 07:00 except for ingress and egress purposes.

Reason: To ensure acceptable noise levels within noise sensitive premises are maintained and to limit the impact on residential amenity.

8. No business operations shall be carried out outside the building.

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Reason: To ensure acceptable noise levels within noise sensitive premises are maintained and to limit the impact on residential amenity.

9. The area shown shaded yellow on the Location Plan shall be used solely as an ancillary outdoor amenity area for employees of the permitted business, comprising informal seating, picnic benches and informal walking routes only, and shall not be used for:

- storage of materials or equipment
- parking of vehicles
- siting of structures (other than benches)
- operational business activities
- events open to the public

Reason: To safeguard the rural character and visual amenity of the area, and to clearly define the extent of permissible non-agricultural use in accordance with the development plan.

10. No materials, including products, parts, crates, packing or waste shall be stored in the open at the site.

Reason: In the interests of the visual amenities of the area.

11. Prior to occupation of the development hereby permitted, the works must be in accordance with the biodiversity enhancement measures set out within the Preliminary Roost Assessment dated March 2026 submitted with the planning application and retained thereafter.

Reason: To enhance the ecological value of the site and increase its contribution to the local environment.

12. No development shall take place, including any works of demolition, until a Construction Environmental Management Plan (CEMP) has been submitted to, and approved in writing by the local planning authority. The CEMP shall provide for:

- Programme for construction works – construction works must be limited to daylight hours and should not be undertaken 30 minutes prior to dusk through to dawn
- A programme of methods and phasing of construction work (including soil strip, importation, implementation of level changes and restoration across each part of the site)
- (b) Clearly defined construction zones including access routes (including details of access to F4) ensuring no machinery or construction works can be undertaken within F2 to ensure the retention of the neutral grassland and protection of reptiles.
- Construction working hours and days
- The provision of facilities for contractor parking

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- The arrangements for deliveries associated with all construction works
- Protection of pedestrian routes during construction
- Location of temporary site buildings, compounds, construction material, and plant storage areas
- Details of the methodology for ensuring dirt is not transferred onto the highway from the site (i.e. wheel washers), and onwards mitigation should this fail, such as the employment of mechanical road sweepers, and the subsequent refresh of street lining (as and when required) should this be damaged during the process.
- Materials Management Plan to inform soil management and monitoring (including storage of soil and verification that the material being deposited must be clean fill, free from any contaminants)
- A system of regular monitoring informed by the Materials Management Plan to ensure that the deposition of spoil adheres to the approved plans and does not exceed the agreed quantities (including regular inspections of the site, tracking of material, deliveries, and verification of compliance with haul routes and schedules and monitoring of the quality of the material being deposited)
- Measures to avoid or mitigate impacts on species and habitats
- Use of fences and barriers to protect adjacent land, footpaths and protected habitats
- Measures to mitigate chemical and/or fuel run-off
- Waste management plan
- Toolbox talks to staff
- Details of the location, specification and operation of temporary lighting
- (Measures to control noise and dust pollution
- The provision to be made for contractor's vehicle parking and plant, storage of building materials and any excavated materials, huts and all working areas. No materials, heavy machinery or vehicles and light sources to be stationed adjacent to Gravel Hill SINC and Ancient Woodland during operation of the development to avoid impacts on this protected and irreplaceable habitat

The approved CEMP shall be adhered to throughout the construction period for the development.

Reason: To ensure that all demolition and construction work in relation to the application does not cause materially harmful effects on nearby land, properties, businesses, ecology or highway safety.

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13. Prior to occupation of the development hereby permitted, cycle storage of a minimum of 22 spaces shall be provided within the building labelled on the Block Plan and thereafter retained.

Reason: To offer sustainable modes of transport to and from the site.

14. Prior to the first occupation of the development, details of water efficiency measures to be implemented within the building shall be submitted to and approved in writing by the Local Planning Authority. The approved measures shall be implemented in full prior to occupation and thereafter retained.

The submitted details shall demonstrate how the development will minimise potable water consumption and shall include (but not be limited to):

- Installation of dual flush WCs (maximum 4.5/3 litres);
- Use of flow restricted taps achieving a maximum flow rate of 5 litres per minute or less;
- incorporation of waterless urinals where applicable;
- Installation of a pulsed-output water meter linked to a Building Management System (BMS) to enable monitoring and leak detection;
- Arrangements for ongoing maintenance and monitoring of water efficiency systems.

Reason: To ensure the efficient use of water resources, reduce potable water consumption, and accord with Policy CN4 of the Winchester Local Plan and the principles of sustainable development

**Informatives:**

1. In accordance with paragraph 39 of the NPPF (December 2024), Winchester City Council (WCC) takes 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

- a site meeting was carried out with the applicant
- the applicant/agent was advised of minor changes required to the application and these were agreed.

2. All building works including demolition, construction and machinery or plant operation should only be carried out between the hours of 0800 and 1800 hrs Monday to Friday and 0800 and 1300 hrs Saturday and at no time on Sundays or recognised public holidays. Where allegations of noise from such works are substantiated by the Environmental Protection Team, a Notice limiting the hours of operation under The Control of Pollution

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Act 1974 may be served. Where construction site working hours are limited by a planning condition you can apply under Section 74B of the Town and Country Planning Act 1990 which provides a temporary fast track to vary existing conditions. <https://www.winchester.gov.uk/environment/pollution/construction-sites>

3. During Construction, no materials should be burnt on site. Where allegations of statutory nuisance are substantiated by the Environmental Protection Team, an Abatement Notice may be served under The Environmental Protection Act 1990. The applicant is reminded that the emission of dark smoke through the burning of materials is a direct offence under The Clean Air Act 1993.

4. Based on the information available this permission is considered to be one which will not require the approval of a biodiversity gain plan before development is begun because one or more of the statutory exemptions or transitional arrangements (as set out in paragraph 17 of Schedule 7A of the Town and Country Planning Act 1990 and the Biodiversity Gain Requirements (Exemptions) Regulations 2024) are considered to apply as follows:

- The Development is below the de minimis threshold.

5. The applicant is reminded that, under the Conservation of Habitats and Species Regulations 2017 (as amended) and the Wildlife and Countryside Act 1981 (as amended), it is an offence to (amongst other things): deliberately capture, disturb, injure, or kill great crested newts; damage or destroy a breeding or resting place; intentionally or recklessly obstruct access to a resting or sheltering place. Planning permission for a development does not provide a defence against prosecution under this legislation. Should great crested newts be found at any stage of the development works, then all works should cease, and a professional and/or suitably qualified and experienced ecologist (or Natural England) should be contacted for advice on any special precautions before continuing, including the need for a licence.

6. Bats and their roosts receive strict legal protection under the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitats and Species Regulations 2017 (as amended). All work must stop immediately if bats, or evidence of bat presence (e.g. droppings, bat carcasses or insect remains), are encountered at any point during this development. Should this occur further advice should be sought from Natural England and/or a professional ecologist.

7. The applicant is advised that one or more of the Conditions attached to this permission need to be formally discharged by the Local Planning Authority before works can commence on site. Details, plans or samples required by Conditions should be submitted to the Council at least 8 weeks in advance of the start date of works to give adequate time for these to be dealt with. If works commence on site before all of the pre-commencement Conditions are discharged, then this would constitute commencement of development without the benefit of planning permission 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

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- 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 – Shedifeld Parish Council Comments**

Shedfield Parish Council (SPC) wishes to object to the above planning application

### **Objection Summary**

The principal grounds for objection are:

- The proposed red line planning boundary approximately doubles the size of the currently approved site
- Proposed 24/7 operation of the site
- Noise impact
- Traffic impact
- Change of Use and consequential intensification of the site within the countryside
- Impact on the Bishops Waltham/Shirrell Heath Local Gap

### **Engagement and Community Consultation**

Our council was not contacted by the applicant prior to the application and at the time of the validation, there was limited engagement with neighbouring residents. The earlier application attracted significant public concern, with objections from 33 members of the public. This application has surprised residents, resulting in objections to the officer and concerns delivered to our parish council.

### **Planning History and context**

SPC considers that any assessment of this application must be made by direct comparison between the existing approved application red line boundary and the expanded boundary proposed in this Change of Use application. The land forms part of a larger parcel that was in agricultural use until 2016.

### **Application 16/01145/FUL**

Planning application 16/01145/FUL was approved for a B2 change of use, following which a building was erected on the northern part of the site. A number of conditions were attached in order to safeguard residential amenity and the character of the area. Key conditions included:

- Condition 2: Restriction of use solely to the production and customisation of commercial vehicles and the manufacture of custom-built agricultural and vehicular trailers, with no other B2 use permitted without further planning permission.
- Reason: To safeguard the amenity of adjoining and future residents.

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- Condition 3: Operating hours limited to 07:00–18:00 Monday to Friday and 07:00–13:00 on Saturdays, with no operation on Sundays, Bank or Public Holidays.
  - Reason: To protect the amenities of nearby occupiers.
- Condition 4: Deliveries restricted to the same hours as Condition 3.
  - Reason: To protect the amenities of nearby occupiers.
- Condition 5: All land outside the building, immediate hardstanding, and access road (as shown on drawing P16-010 02-020001A outlined in red) to remain in agricultural use.
  - Reason: To avoid encroachment of B2 use onto surrounding land, protect visual amenity, and comply with policy CE17.
- Condition 6: External lighting details to be approved by the Local Planning Authority, with lighting not to be operated between 22:00 and 07:00.
  - Reason: To protect the appearance of the area, the environment, and local residents from light pollution.

SPC considers that the reasons for imposing these conditions remain relevant to determining this current application.

**Application 19/00001/FUL**

A subsequent application (19/00001/FUL) sought a change of use from B2 to a flexible B1/B2/B8 use. This permission was also subject to conditions, including:

- Condition 04: Operating hours limited to 07:00–20:00 Monday to Friday and 07:00–13:00 on Saturdays, with no operation on Sundays, Bank or Public Holidays.
  - Reason: To protect residential amenity.
- Condition 05: Delivery hours limited to 07:00–18:00 Monday to Friday and 07:00–13:00 on Saturdays, with no deliveries on Sundays, Bank or Public Holidays.
  - Reason: To protect residential amenity.
- Condition 06: Land outside the building, hardstanding, and access road (as shown on plan P16-010 02-02-001C outlined in red) to remain in agricultural use.
  - Reason: To ensure the character of the surrounding land is not subsumed into industrial use and to protect visual amenity.
- Condition 07: External lighting to be approved by the Local Planning Authority and not operated between 22:00 and 07:00.

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- Reason: To protect the appearance of the area, the environment, and local residents from light pollution.
- Condition 08: No open storage of materials, products, parts, crates, packing, or waste.
- Reason: In the interests of visual amenity.
- Condition 09: Restriction of use to the specified vehicle production and trailer manufacture activities only, with no alternative B2 use without further permission.
- Reason: To safeguard the amenity of adjoining and future residents.

A later application was submitted to discharge the lighting condition.

#### Scope of the current application

Previous permissions relate solely to the factory site, with explicit requirements that all remaining land be retained in agricultural use. The current application seeks to extend the planning boundary and does not adequately justify this expansion.

Furthermore, the application is lacking in key supporting information:

The change of use justification is to facilitate business expansion and whilst bespoke, does not detail the type or limitation of this expansion save the 24/7 operation and external plant enclosure. Mention is made of 'evolving industrial processes' but no detail is provided.

The NIA has measured the noise created at Turbocam's current premises. There appears no reassurance that the noise will not increase at this new site and impact on the nearest neighbours or the environment

Road accident data and details of the types and frequency of vehicles accessing the site

The planning statement refers to a bus and bus stop. There is no public transport in Shirrell Heath for employers or employees to use

Parish concerns about the further commercial development and expansion in the countryside and the impact on the Bishops Waltham/Shirrell Heath Local Gap should this site operate 24/7 and extend outside of its current planning boundary. There appears no justification within the current Winchester Policy Plan or the proposed adopted plan of why in this case, further development in the countryside should be permitted.

SPC is concerned that the proposed Change of Use application would expand the existing operational site and allow 24/7 manufacturing. with the potential of further development in the countryside and within an important Local Gap. This intensification may create more noise and traffic with an absence of public transport for workers. Historically, a range of planning conditions has protected the local community and road users, and these conditions have generally been effective. There is no justification for these safeguards to be removed or weakened.

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SPC therefore requests that:

- The planning boundary is restricted to the original approved red line area
- Change of Use is refused and the site operates with the current planning class of use
- The previously imposed operating, delivery, lighting, land use, and amenity protection conditions are applied.
- The application is referred to the Planning Committee for determination