
APPLICATION NO.	20/01583/RESS
APPLICATION TYPE	RESERVED MATTERS - SOUTH
REGISTERED	13.07.2020
APPLICANT	Prime (UK) Developments Ltd and University Hospital South
SITE	Land at Bargain Farm, Adanac Drive, Nursling, NURSLING AND ROWNHAMS
PROPOSAL	Application for the approval of Reserved Matters (appearance, landscaping, layout and scale) pursuant to outline planning permission 19/00374/OUTS for Phase 1 of the development comprising a multi storey Park and Ride car park, access road, landscaping, drainage and associated infrastructure
AMENDMENTS	Amended Plans 21.08.20, 14.09.20, 08.10.20, 30.10.20 & 02.11.20.
CASE OFFICER	Mr Paul Goodman

Background paper (Local Government Act 1972 Section 100D)

1.0 INTRODUCTION

1.1 The application is presented to Southern Area Planning Committee at the request of a Member for the reason that it raises issues of more than local public interest.

2.0 SITE LOCATION AND DESCRIPTION

2.1 The application site lies in the countryside and comprises of undeveloped agricultural land towards the Southern edge of the Borough of Test Valley and within the Parish of Nursling. The site is partially located within the administrative area of Southampton City Council.

2.2 The site is bordered to the east by the development of a supermarket within SCC and to the northeast by open fields (south of the residential development at Bargain Farm) which now benefit from planning permission for the erection of a care home. The care home site and the application site, combine to form the allocated employment site referred to in Policy LE5: Land at Bargain Farm, Nursling of the RLP. This employment allocation is specifically allocated for B1 and B2 employment uses. A small southern section of the application site is also included in the allocated site referred to in policy T3 in the RLP. This allocation is for a Park and Ride Facility.

3.0 PROPOSAL

3.1 The application is made for the approval of Reserved Matters (appearance, landscaping, layout and scale) pursuant to outline planning permission 19/00374/OUTS for Phase 1 of the development comprising a multi storey Park and Ride car park, access road, landscaping, drainage and associated infrastructure.

4.0 **HISTORY**

4.1 19/00374/OUTS - Development of a park and ride car park (maximum 1,000 spaces) with associated infrastructure (sui generis). Development of Health Campus (maximum 12,000 sq m GIA) comprising B1 (business) and B2 (general industrial) uses; hospital, nursing home and residential education and training centre uses (C2); clinic, health centre, consulting room, day centre and non-residential education and training centre uses (D1); up to 500 sq m GIA of retail and restaurant and cafe (A1 and A3) uses; storage and distribution (B8) uses where directly related to the health and medical sectors. Access, landscaping, car parking and associated works. Outline (all matters reserved save for primary means of vehicular access). Outline Permission 09.07.2020.

4.2 18/01484/FULLS - Creation of a new access from Frogmore Lane and access spur road into Bargain Farm. Refused 07.08.2018. Appeal Allowed 06.08.2019.

4.3 17/01600/FULLS - Creation of a new access from Frogmore Lane and access spur road into Bargain Farm. Refused 19.02.2018. Appeal Allowed 10.07.2019.

5.0 **CONSULTATIONS**

5.1 **Planning & Building (Landscape) – Comment (original submission);**

- The proposed landscape masterplan shows for a narrow, approximately 5m wide strip of native shrub planting with heavy standard trees to the south, up to the existing hedge which will be retained.
- Bargain Farm was previously an area of open greenfield space; the construction here will remove this open character and it is important that planting is sufficient and robust enough to provide some mitigation. The majority of the existing hedge along Redbridge Lane is shown for removal and yet almost nothing is shown to replace this.
- It is recommended that the entire strip of land intended to be used for road widening purposes is planted up with a native shrub mix with extra heavy standards as shown for the other landscape strips. This will allow for some temporary mitigation of the visual impacts of the new buildings and is likely to have some impact from the initial day of planting with the effect growing with maturity. This area can be felled at a later date if the road widening proceeds, and if it does not, should mature into a wide and more effective landscape buffer
- The north of the car park building is almost exclusively hard paved, with three trees set into hard paving plus a central strip of planting in the bus hub. This northerly aspect of the building will be shaded and overshadowed by four storeys of building and does not present a welcoming or attractive place for people to wait for the buses. If at all possible, the inclusion of more trees or shrubs, used in an imaginative matter could improve this space.
- Planting around the balancing pond and ditch is shown to be a wildflower meadow mix with small areas of wetland planting. This will not provide mitigation in terms of visual screening for any of the land uses in the area. It is recommended that these are planted with a wider selection of species in a more imaginative way; if the area is expected to flood then the species can be selected accordingly.

5.2 **Planning & Building (Trees) – Comment;**

- The Arboricultural Officer has raised no objection to the works the subject of the reserved matters application but has raised a number of potential issues with the illustrative layout of the wider site.
- These concerns have been relayed to the applicants to inform any subsequent reserved matters applications.

5.3 **HCC Highways – No objection.**

5.4 **HCC Flood Authority – Comment;**

- The information submitted by the applicant has addressed most of our concerns regarding surface water management and local flood risk for phase 1. However, our response also requested ownership confirmation for the proposed outfall (existing ditch) and agreement in principle from the asset owner for the proposed discharge rate and connection.
- The information available on the planning website indicates that surface water runoff from the application site will be discharged to an existing highways ditch. Additionally, the drawings on the website indicate that the ditch outside of public highway will be offered for adoption, and that part of the existing ditch will be regraded.
- While this is acceptable in principle subject to Ordinary Watercourse Consent, we need to see evidence which demonstrate that the relevant highways authority has accepted the propose connection discharge rate and alterations.

6.0 **REPRESENTATIONS** Expired 30.10.2020

6.1 **Nursling & Rownhams PC –**

Original Submission - Objection;

- It was brought to our attention that the height of the multi-storey car park is beyond the agreed 15m. Although it was accepted that stairs, lift systems could go above this height there are still some walls and canopies that are above that limit.

Amended submission – Objection;

- The Park and Ride was originally promoted as a single level "Cars in a Park" with the open area containing trees to soften the harshness of the open car park area as required by Policy T3 "The park and ride should be designed to be visually attractive and be internally landscaped to soften its appearance". The proposed multi-storey falls well short of that vision.
- In addition, Policy T3 requires a minimum of 20m landscaping along Brownhill Way and a minimum of 5m landscaping along Adanac Drive. This application will reduce the 20m down to 5m if the Brownhill Way widening goes ahead. More importantly it will not be in any way hidden from view. It will tower over the properties on the other side of Brownhill Way and be clearly visible from all the area around.

- The design requires much more vertical landscaping to hide an object of this size so close to the road. A better solution is to change the design to move it further away from Brownhill Way and to use vertical landscaping such as that used on the Millbrook Roundabout, which does not have to be attached to the building.
- The Adanac Drive landscaping falls well short of that required. In particular the area next to the Adanac Drive roundabout has been specifically excluded so will have no landscaping covered in this application. The minimum under Policy T3 is 5m. As it stands, motorists driving round the roundabout will be able to look across to the multi-story car park and the bus station without interruption. The area next to the roundabout needs to be included in this application.
- By the admission of the applicant's agent, the height exceeds that set in the conditions at 15m specified in the outline approval 19/00374/OUTS. The height should be reduced. Ideally there should be one or two less floors to reduce overlooking and reduce the visual impact. Visual impact being a key policy within T3.
- Policy T3 requires: "a detailed transport assessment has been completed having taken account of the Strategic and Local Highway Network" This is not shown in the documents related to this application, so cannot be validated.
- Therefore this application fails to address policy T3 in many areas included within this policy.

7.0 **POLICY**

7.1 **National Planning Policy Framework 2019** National Planning Policy Framework.

7.2 **Test Valley Borough Local Plan 2016** COM2 (Settlement Hierarchy), E1 (High Quality Development in the Borough), E2 (Protect, Conserve and Enhance the Landscape Character of the Borough), E5 (Biodiversity), E9 (Heritage), LHW4 (Amenity), T1 (Managing Movement), T2 (Parking Standard), T3 (Park and Ride at Bargain Farm, Nursling), LE5 (Land at Bargain Farm).

8.0 **PLANNING CONSIDERATIONS**

The main planning considerations are whether the details proposed for approval are acceptable and in accordance with both the terms of the outline planning permission and the policies of the development plan.

8.1 **Principle of Development**

The principle of development was established by the decision on the outline application (19/00374/OUTS). The outline permission also extended to the details of access to the site. As a result consideration is limited to the reserved matters of layout, scale, and appearance and landscaping.

8.2 **Consideration of the reserved matters**

8.3 **Layout**

Policy LE5 does not contain specific requirements in relation to the design characteristics of the site. The permitted outline application was made with all matters, other than access, reserved. The TVBRLP identifies the site for employment and so some degree of change in the character of the site must be anticipated and acceptable.

8.4 An illustrative site layout was provided at the outline planning stage to demonstrate that the quantum of development permitted could be achieved in a suitable layout. The submitted reserved matters details the layout of a first phase of development comprised of the park & Ride facility and main spine road between the previously permitted accesses. The park & ride facility is comprised of a single building within the outline area and straddling the border with the SCC administrative area. This layout broadly replicates that illustrated in the outline application with the details of the access having been permitted at that stage. The relative position of the building next to the development under construction to the east, and permitted development to the north, and natural features on site is considered acceptable and would not compromise the remainder of the development provided for by the outline permission.

8.5 **Scale and Appearance**

The scale of the park & ride facility was an area of substantial debate at Southern Area Planning Committee when considering the outline application. Whilst the reserved matter was not approved at that stage Condition 22 of the outline permission required;

“The scale of the park and ride facility shall be provided in substantial accordance with plans ADAN-ONE-ZZ-XX-DR-A-0012 (P06). The park and ride facility shall be limited to a maximum of five floors of parking provided by a ground floor and no more than four upper storeys above, and in any case no higher than 15m when measured from adjacent ground level (excluding any lift shaft and stair well).”

8.6 The detailed plans submitted provide for parking in accordance with the number of floors specified in the condition. The building is also (when assessed on the cross –section drawings) set at 15m high when measured from ground level to the top of the parapet surrounding the top floor of the car deck. The original submission proposed a central canopy area, with PV panels, on the top floor of the building. Whilst it is unlikely that the canopy area would have been visible from public vantage points this element did not comply with Condition 22 has been removed from the scheme.

8.7 As was considered at the outline stage the 2014 permission for industrial uses included a parameter plan which envisaged building(s) of 1-4 storeys to a maximum height of 18.7m creating a landmark entrance to Adanac Park. A reserved matters application was not received and therefore no detailed designs were approved.

8.8 The Parish Council comments suggest that the proposed development would be out of proportion with the surrounding development with specific reference to the eastern side of Brownhill Way. Whilst the eastern side of Brownhill Way directly adjacent the site is characterised by residential properties they are comprised of flats over four stories. In addition the table below shows the overall heights of some of the surrounding development within the borough. In addition there are some further significant buildings (Leisure Centre, Lidl supermarket, and four storey residential development on Brownhill Way) within the SCC for which accurate heights are not available.

Site	Height (m)
Lidl distribution centre	18.33
Land north of OS	11.8
Public House	9.5
Bargain Close	9.3
14/00147/OUTS parameters	4.9 – 18.7
Ordnance Survey	14.9 (roof) & 19.8 (light tower)

8.9 The design of the park and ride facility has been developed in conjunction with SCC as the south and eastern elevations are situated within Southampton. In broad terms the development has a relatively consistent character to the west, south and east elevations which face the adjacent highway and neighbouring development. The character of the northern elevation is somewhat different to reflect the entrance to the carpark and more pedestrian scale of the northern elevation which is adjacent the bus stop and access to cycle storage.

8.10 The building is predominantly enclosed with a weaved mesh cladding system which is considered to provide for a more visually interesting finish than a solid system and has allowed for more flexibility in its application. The original submission proposed a flat surface in a variety of colours which would generally become lighter at the higher stories. However the design has evolved to include an alternating concave/convex arrangement of the mesh to create more textured and dynamic appearance. The colour has been amended to a predominantly greyscale finish but retains the lighter colouring at the higher levels.

8.11 The proposed building, whilst still a substantial size, is commensurate with the development in the locality. Whilst the footprint and overall shape of the car park is somewhat dictated by its function the design remains to be of a high quality for this type of development with the mesh materials utilized to break up the massing and adding interest to the buildings as a whole. The design of the building, in combination with the proposed landscape works considered in detail below are considered to compliment the adjacent development and ensure a high quality finish to the site and an appropriate relationship to the existing and permitted schemes. The appearance and scale of the development is therefore considered to comply with Policy E1 of the adopted Local Plan.

8.12 Landscape

Consideration of landscape impact, in particular landscape buffers to adjacent highways formed a significant part of the consideration of the outline application. The policy requirements with regard to landscape buffers have been significantly complicated by the extant permissions and the inclusion of land within the SCC boundary. Policy LE5 requires the provision of a 5m landscape buffer along Frogmore Lane, Adanac Drive and Yew Tree Lane. As the original LE5 allocation was to the north of the site no requirement is made in reference to Brownhill Way. In addition, as a result of the residential and pub permissions and the re-orientation of the site, the proposals are now physically separated from Frogmore Lane and Yew Tree Lane. The illustrative plan has shown the required buffers at the boundary of the application site adjacent the existing/proposed development which was considered to be the correct approach and is replicated in the reserved matters application.

8.13 Policy T3 in relation to the park and ride sought provision of 20m landscaping along Brownhill Way and 5m landscaping along Adanac Drive. The extent of the local plan allocation did not include the area of the site adjacent Brownhill Way within SCC which contains the proposed park and ride facility. The outline application also secured an area to the south of the site for an additional lane for the carriageway in the future.

8.14 In order to resolve the issues relating to the planning history, potential road widening and cross boundary development the outline permission was subject to a condition (14) that required;

“Landscape and highways improvement buffers zones shall be provided in substantial accordance with plans ADAN-ONE-ZZ-XX-DR-A-0012 (P06) and P0856-ADAN-ONE-XX-ZZ-SK-A-0014 (P01). A minimum of 15m landscape buffer adjacent Brownhill Way shall be provided beyond the area of land required for widening of the carriageway. A minimum of 5m of landscape buffer shall be provided adjacent Adanac Drive and the boundaries of the application site with adjoining sites”

8.15 The submitted plans show a buffer zone between the carpark and the edge of the application site of 20m at the nearest point. However including the adjacent highways verge building is separated from the footway of Brownhill Way by 25m. To the west of the carpark the buffer, which includes the protected tree and attenuation pond is 30m (35 including highway verge) at its widest point. The buffer adjacent the roundabout and Adanac Drive is a minimum of 5m width within the site but with deeper (approx. 25m) areas adjacent protected trees and new landscape either side of the access. There is also areas of highways verge outside the application site adjacent Adanac Drive which are not required for any future highways improvements. As a result the proposed buffer areas comply with the requirements of the outline permission.

8.16 With regard to the details of the landscape planting the Landscape Officer made a number of comments in response to the initial submission. These included recommendations of alternative tree species and the extension of the planting into the area potentially required for highways improvements. Whilst this area may be lost in the future it is considered a suitable approach to ensure it contributes to the landscape setting as long as possible. The Landscape Officers advice has been incorporated into the revised landscape masterplan and detailed planting plans which are considered to be acceptable. A condition has been applied to require development to be undertaken in accordance with the details.

8.17 Arboriculture

The site is predominantly clear of tree cover but there are two existing mature Oak trees on the western and southern boundaries subject to a preservation order. In addition there is a large tree situated centrally which, whilst not subject to TPO, is significant and worthy of retention as shown in the submitted layout. The revised protection drawings are considered sufficient to demonstrate that adequate separation from existing significant trees could be provided so as to represent no arboricultural conflict with this phase of the reserved matters. However the Arboricultural Officer has highlighted some areas of potential conflict with the illustrative masterplan. The applicants have been advised of these concerns which will need to inform any future reserved matters submissions. As a result the outlined application is considered to have no detrimental impact on tree and complies with Policy E2.

8.18 On the basis of the submitted landscape schedule and planting around the building the development would complement the wider landscape, complies with the requirements of the outline permission and is therefore considered to be in accordance with Policy E2 of the TVBRLP.

8.19 **Residential Amenity**

Policy LHW4 of the RLP sets a number of criteria against which development proposals will be assessed in order to safeguard the amenity of existing and future residents, particularly in terms of overlooking, loss of privacy and any adverse impact in terms of loss of daylight/sunlight.

8.20 The application site benefits from a relatively isolated location in relation to neighbouring residential properties which are situated to the east on the other side of the woodland. The layout and design of the building would not result in any adverse impact on the amenities of neighbouring properties by virtue of overlooking, overshadowing or overbearing. In addition the cladding has been designed to reduce light spill from headlights. The details of the development are not considered to have any adverse impact on amenity by virtue of noise and comply with Policy LHW4.

8.21 Highways

Policy LE5 requires that the development provides appropriate improvements to the transport network which were secured as part of the outline application alongside detailed permission for the accesses from Frogmore Lane and Adanac Drive. Details and restrictions on those matters are secured by the s106 agreement and outline conditions. Reserved matters consideration is limited to the function of the carpark to which the Highways Officer has raised no objection. The layout of the propose carpark is considered to have no significant adverse impact on highways or pedestrian safety and complies with the relevant policies of the TVBRLP.

8.22 Surface Water and Drainage

The outline permission includes a condition (15) which requires details of the surface water management. These details are informed by the reserved matters proposals. Following the submission of additional information HCC as the Local Lead Flood Authority have agreed the details of the works but have advised that permission is required from both (HCC and SCC) highways authorities. Those permissions for works on highways land are to be secured by the relevant s278 agreements with the highways authorities and do not further affect the development within the application site.

9.0 CONCLUSION

9.1 Outline planning permission has been granted at this site for development of the park and ride facility, with this reserved matters submission seeking to provide a development of a layout scale and appearance in accordance with the outline permission and appropriate to the character of the area. The proposal is therefore deemed acceptable for reserved matters approval.

10.0 RECOMMENDATION

APPROVAL subject to:

1. The development is to be carried out in accordance with the approved plans as follows:

6101556 MLM ZZ XX DR C 1002 P02
6101556 MLM ZZ XX DR C 1005 P02
6101556 MLM ZZ XX DR C 1006 P02
6101556 MLM ZZ XX DR C 1026 P02
6101556 MLM ZZ XX DR C 1027 P02
6101556 MLM ZZ XX DR C 1021 P02
6101556 MLM ZZ XX DR C 1022 P02
6101556 MLM ZZ XX DR C 1023 P02
6101556 MLM ZZ XX DR C 1024 P02
6101556 MLM ZZ XX DR C 1025 P02
ADAN-HYD-XX-XX-DR-C-2401 P02
ADAN-HYD-XX-XX-DR-D-0001 P07
ADAN-HYD-XX-XX-DR-D-0002 P04
ADAN-HYD-XX-XX-DR-D-0003 P03
ADAN-HYD-XX-XX-DR-D-0003.1 P03
13508-HYD-XX-XX-DR-D-0006 P03
ADAN-ONE-XX-ZZ-DR-L-1002 P10
ADAN-ONE-XX-ZZ-DR-L-1002 P06

ADAN-ONE-XX-ZZ-DR-L-1003 P05
ADAN-ONE-XX-ZZ-DR-L-1004 P06
ADAN-ONE-XX-ZZ-DR-L-1005 P02
ADAN-ONE-XX-ZZ-DR-L-1006 P07
7009-FATKIN-00-00-PL-AX-30100 P5
7009-FATKIN-00-00-PL-AX-30101 P4
7009-FATKIN-00-01-PL-AX-30102 P4
7009-FATKIN-00-02-PL-AX-30103 P4
7009-FATKIN-00-03-PL-AX-30104 P4
7009-FATKIN-00-04-PL-AX-30105 P4
7009-FATKIN-00-XX-PL-AX-30501 P3
7009-FATKIN-00-XX-PL-AX-30502 P3
7009-FATKIN-00-XX-PL-AX-30601 P3
7009-FATKIN-00-XX-PL-AX-30602 P3
ADAN-ONE-XX-ZZ-DR-L-1101 P07
7009-FATKIN-00-RL-PL-AX-30000 P4

Reason: For the avoidance of doubt and in the interests of proper planning.

2. Landscape implementation, management and maintenance for a minimum period of 5 years shall be undertaken in accordance with the specifications on the approved Landscape Master Plan ref ADAN-ONE-XX-ZZ-DR-L-1002 (P10) and Detailed Planting Plans ref ADAN-ONE-XX-ZZ-DR-L-1003 (P06), ADAN-ONE-XX-ZZ-DR-L-1004 (P05) and ADAN-ONE-XX-ZZ-DR-L-1005 (P06). Any plants which die within the first 5 years shall be replaced.

Reason: To ensure the provision of amenity afforded by proper maintenance of existing and new landscape features as an improvement of the appearance of the site and to enhance the character of the development in the interest of visual amenity and contribute to the character of the local area in accordance with Test Valley Borough Revised Local Plan (2016) Policy E1 and E2.

3. No development (including site clearance and any other preparatory works) shall take place until the protective fencing in accordance with Plan ADAN-ONE-XX-ZZ-DR-L-1001 (P07) has been erected on site. The specification of the protective fencing, ground protection or other precautionary measures shall comply with British Standard 5837:2012. Such protection measures shall be installed prior to any other site operations and at least 2 working days' notice shall be given to the Local Planning Authority. Tree protection installed in discharge of this condition shall be retained and maintained for the full duration of works or until such time as agreed in writing with the Local Planning Authority. No activities whatsoever shall take place within the protected areas without the prior written agreement of the Local Planning Authority.

Reason: To ensure the enhancement of the development by the retention of existing trees and natural features during the construction phase in accordance with Test Valley Borough Local Plan policy DES08.

Notes to applicant:

- 1. The development hereby permitted shall be carried out and completed strictly in accordance with the submitted plans, specifications and written particulars for which permission is hereby granted or which are subsequently submitted to, and approved in writing by, the Local Planning Authority and in compliance with any conditions imposed by the Local Planning Authority.**
 - 2. In reaching this decision Test Valley Borough Council (TVBC) has had regard to the National Planning Policy Framework and takes a positive and proactive approach to development proposals focused on solutions. TVBC work with applicants and their agents in a positive and proactive manner offering a pre-application advice service and updating applicants/agents of issues that may arise in dealing with the application and where possible suggesting solutions.**
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