

Application Number: F/17/80958
Case Officer: Gary Osmond
Received Date: Friday 30th June 2017
Site Address: HILTINGBURY RECREATION GROUND, HILTINGBURY ROAD, CHANDLER'S FORD
Applicant: Chandler's Ford Parish Council
Proposal: Partial demolition, refurbishment and extension to existing sports pavilion including provision of additional car parking facilities and construction of temporary car park.

Recommendation: PERMIT

CONDITIONS AND REASONS

- 1 The development hereby permitted shall be implemented in accordance with the following plans numbered: 161124-001-P01, 161124-002-P01, 161124-003-P01, 161124-004-P01, 161124-010-P01, 161124-011-P02, 161124-012-P02, 161124-013-P01, 161124-014-P01, 161124-015-P02, 161124-016-P02, 161124-017-P01 & 161124-018-P01. Reason: For the avoidance of doubt and in the interests of proper planning.
- 2 The development hereby permitted shall start no later than three years from the date of this decision. Reason: To comply with Section 91 of the Town and Country Planning Act 1990.
- 3 Notwithstanding the approved plans and details provided no development shall start until details of the materials and finishes to be used in the construction of the external surfaces of the development hereby permitted, including window frames and rainwater goods, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. Reason: To ensure a satisfactory visual appearance in the interest of the amenities of the area.
- 4 No work shall commence on site until the following has been submitted to, and approved in writing by the Local Planning Authority:
 - a) a Report of Preliminary Investigation comprising a Desk Study, Conceptual Site Model, and Preliminary Risk Assessment documenting previous and existing land uses of the site and adjacent land in accordance with national guidance and as set out in Contaminated Land Report Nos. 11, CLR11, and BS10175:2011 Investigation of potentially contaminated sites - Code of Practice, and, unless otherwise agreed with the Local Planning Authority;
 - b) a Report of a site investigation documenting the ground conditions of the site and incorporating chemical and gas analysis identified as appropriate by the Preliminary Investigation and in accordance with BS10175:2011, and BS 8576:2013 and unless otherwise agreed with the Local Planning Authority; and

c) a detailed site specific scheme for remedial works and measures to be undertaken to avoid the risk from contaminants and/or gases when the site is developed and proposals for future maintenance and monitoring. Such a scheme shall include nomination of a competent person to oversee the implementation of the works.

Reason: The site may be impacted by ground contamination.

- 5 The development hereby permitted shall not be occupied / brought into use until there has been submitted to the Local Planning Authority verification by the competent person approved under the provisions of condition 4(c) that any remediation scheme required and approved under the provisions of condition 4(c) has been implemented fully in accordance with the approved details (unless varied with the written permission of the Local Planning Authority in advance of implementation). Unless agreed in writing with the Local Planning Authority such verification shall comply with the guidance contained in CLR11 and EA Guidance for the Safe Development of Housing on Land Affected by Contamination - R&D Publication 66: 2008. Typically such a report would comprise:

- a) A description of the site and its background, and summary of relevant site information;
- b) a description of the remediation objectives and remedial works carried out;
- c) verification data, including - data (sample locations/analytical results, as built drawings of the implemented scheme ,photographs of the remediation works in progress, etc; and
- d) Certificates demonstrating that imported and / or material left in situ is free from contamination, gas / vapour membranes have been installed correctly.

Reason: To ensure any ground contamination is suitably dealt with.

- 6 If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until a remediation strategy detailing how this contamination will be dealt with has been submitted to and approved in writing by the Local Planning Authority. The remediation strategy shall be implemented as approved. Reason: To ensure that the development is not put at unacceptable risk from, or adversely affected by, unacceptable levels water pollution from previously unidentified contamination sources at the development site in line with paragraph 109 of the National Planning Policy Framework.

Note to Applicant: The Environment Agency recommend that developers should: Follow the risk management framework provided in CLR11, Model Procedures for the Management of Land Contamination, when dealing with land affected by contamination; Refer to the Environment Agency Guiding principles for land contamination for the type of information that we required in order to assess risks to controlled waters from the site. The Local Authority can advise on risk to other receptors, such as human health; Consider using the National Quality Mark Scheme for Land Contamination Management which involves the use of competent persons to ensure that land contamination risks are appropriately managed; Refer to the contaminated land pages on GOV.UK for more information.

- 7 No development shall start until details for the disposal of foul sewerage from the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. The development shall then accord with the approved details. Reason: To ensure satisfactory provision of foul water drainage.
- 8 No development shall start until details of a sustainable drainage system have been submitted to and approved in writing by the local planning authority. The details shall include a timetable for its implementation and a management/maintenance plan for the lifetime of the development [including the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the effective operation of the sustainable drainage system throughout its lifetime]. The system shall be implemented and thereafter managed and maintained in accordance with the approved details. Reason: To ensure satisfactory drainage for the development.
- 9 No infiltration of surface water drainage into the ground is permitted other than with the written consent of the Local Planning Authority. The development shall be carried out in accordance with the approved details. Reason: As this site is underlain by a historic landfill this condition is required to ensure that the development is not put at unacceptable risk from, or adversely affected by, unacceptable levels water pollution caused by mobilised contaminants in line with paragraph 109 of the National Planning Policy Framework.
- 10 No excavation, demolition or development related works shall take place on site until an Arboricultural Method Statement and a Tree Protection Plan, as per British Standard 5837:2012 (Trees in Relation to Design, Demolition and Construction – Recommendations), are submitted and approved by the Local Planning Authority. The approved Arboricultural Method Statement and Tree Protection Plan must be adhered to in full, and may only be modified subject to written agreement from the Local Planning Authority. This condition may only be fully discharged upon completion of the proposed development. Reason: To retain and protect the existing trees which form an important part of the amenity of the locality.
- 11 The approved replacement tree planting as shown in the Site Plan ref. 161124-011-P03 (T1, T2, T3 & T4) shall be 4no. Silver Birch (or similar as agreed by the Local Planning Authority), be a minimum of 16- 18cm girth and planted and maintained in accordance with the specification within email 'RE: F/17/80959 - Hiltingbury Pavilion - Tree mitigation'. For a period of 10 years commencing on the date of planting any trees which die, become diseased or are removed shall be replaced in the first subsequent planting season (October to March) with others of a similar size and species. Reason: To ensure the replacement tree planting is undertaken within a reasonable time scale, to an suitable standard and to protect the character and amenity of the area.
- 12 No excavation, demolition or development related works shall commence until evidence of tree protection measures, as detailed in the approved Arboricultural Method Statement and Tree Protection Plan, has been submitted and approved

by the Local Planning Authority. Once approved, no access by vehicles or placement of goods, chemicals, fuels, soil or other materials shall take place within the fenced area. Tree protection measures shall be retained in their approved form for the duration of the work. This condition may only be fully discharged upon completion of the proposed development, subject to submission of suitable evidence of compliance. Reason: To retain and protect the existing trees which form an important part of the amenity of the locality.

- 13 No development shall start until a landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall cover all hard & soft landscaping [including trees and boundary treatment] and shall provide details of timings for all landscaping and any future maintenance. The works shall be carried out in accordance with the approved plans and to the appropriate British Standard. Reason: In the interests of the visual amenity of the locality and to safeguard the amenities of neighbouring residents.
- 14 For a period of no less than 5 years after planting, any trees or plants which are removed, die or become seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of the same species, size and number as originally approved in the landscaping scheme. Reason: In the interests of the visual amenities of the locality.
- 15 No development shall start until details for the on site provision of secure cycle parking facilities have been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the cycle parking has been provided in accordance with the approved details and thereafter retained and kept available. Reason: To ensure the adequate provision of on site facilities.
- 16 No construction or demolition work to the approved pavilion or temporary car park shall start until a Construction Site Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. Demolition and construction work shall only take place in accordance with the approved management plan which shall include:
 - a) a programme and phasing of the demolition and construction work, including roads, landscaping and open space;
 - b) the location of temporary site buildings, compounds, construction material and plant storage areas used during demolition and construction;
 - c) the arrangements for the routing/turning of lorries and details for construction traffic access to the site;
 - d) the arrangements for deliveries associated with all construction works, loading/unloading of plant & materials and restoration of any damage to the highway [including vehicle crossovers and grass verges];
 - e) the parking of vehicles of site operatives and visitors and their route between the contractor's car park and site;
 - f) measures to control the emission of dust and dirt generated by demolition and construction;
 - g) a scheme for controlling noise and vibration from demolition and construction activities (to include piling);
 - h) provision for storage, collection, and disposal of rubbish from the

development during construction period;

i) measures to prevent mud and dust on the highway during demolition and construction;

j) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;

k) temporary lighting; and

l) protection of pedestrian routes during construction.

Reason: To limit the impact the development has on the amenity of the locality and neighbouring uses.

- 17 Prior to commencement of any demolition or construction works a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority detailing: safeguards for fuel and chemical storage and use, to ensure no pollution of the surface water leaving the site; and diagrammatic and written details of construction drainage containing three forms of temporary filtration. The agreed measures shall then be implemented in full throughout the course of demolition and construction works. Reason: To ensure no impact on the River Itchen SAC/ Solent SAC from pollution within the construction process.
- 18 No construction, demolition or deliveries to the site shall take place during the construction period except between the hours of 0800 to 1800 Mondays to Fridays or 0900 to 1300 on Saturdays and not at all on Sundays or Public Holidays. Reason: To protect the amenities of the occupiers of nearby dwellings.
- 19 The existing public car park shall not be used for material/equipment storage or contractor parking at any time, except for delivery and collection of equipment and materials. Reason: To ensure adequate public parking provision is maintained.
- 20 No deliveries or collection of plant, equipment or materials shall take place during the demolition or construction period between 08:15 and 09:30 hours, or 14:45 to 16:00 hours Monday to Friday during Hiltingbury Infants School and Hiltingbury Junior School term times. Reason: In the reason of pedestrian and highway safety.
- 21 No driven piling shall take place on the development hereby permitted. Reason: To protect the amenity of the occupiers of the nearby dwellings.
- 22 No burning of materials obtained by site clearance or any other source shall take place during the demolition, construction and fitting out process. Reason: To protect the amenities of the occupiers of nearby properties.
- 23 The temporary car park hereby permitted shall be provided prior to the commencement of construction works and shall only be retained for the duration of construction works to the pavilion building hereby permitted. Once works have been completed the temporarily permitted car park use shall cease and the land shall revert back to its former use and be reinstated to its original condition. Reason: The development is of a type not considered suitable for

permanent retention.

- 24 No development shall start until details of the the surface dressing for the temporary car park and how it will be secured have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. Reason: In the interests of highway and public safety.
- 25 Any fixed plant or machinery upon the building shall be provided with suitable acoustic attenuation, or sited at agreed locations, to mitigate the effects of noise as approved in writing by the local planning authority. Reason: To protect the amenities from noise.
- 26 The siting and installation of plant and equipment which gives rise, or is likely to give rise, to emissions to air of either ash, dust, fume, gases, grit, odours or soot shall be approved in writing by the Local Planning Authority. Reason: To protect the amenities from air pollution.
- 27 The development hereby permitted shall not be brought into use until the car park has been constructed, surfaced and marked out in accordance with the approved plans. The approved parking area shall not thereafter be used for any purpose other than the turning, parking, loading and unloading of vehicles. Reason: To make provision for off street parking for the purpose of highway safety.

Note to Applicant: In accordance with paragraphs 186 and 187 of the National Planning Policy Framework, Eastleigh Borough Council takes a positive approach to the handling of development proposals so as to achieve, whenever possible, a positive outcome and to ensure all proposals are dealt with in a timely manner.

Note to Applicant: It is requested that the building works are carried out considerately to minimise disruption to the users of neighbouring facilities and occupiers of the neighbouring properties. The council operates a code of best practice, which is available on the council's website www.eastleigh.gov.uk by following the links to Planning, Guidance on the process, scroll down to Guidance on Aspects of the Planning & Construction Process and select considerate builders advice note.

Note to Applicant: The applicant's attention to the requirement within the British Standard 'Code of practice for safe use of cranes' for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4, 'Cranes and Other Construction Issues', available at <http://www.aoa.org.uk/wpcontent/uploads/2016/09/Advice-Note-4-Cranes-2016.pdf>

Note to Applicant: It is recommended that any lighting scheme implemented on site complies with the advice and guidance of the Institute of Lighting Professional, ILP, publication 'Guidance Notes for the Reduction of Obtrusive Light GN01:2011', so as to minimise the potential for light intrusion to residential

dwellings.

Report:

This application has been referred to Chandler's Ford and Hiltingbury Local Area Committee by the Head of Development Management due to its importance locally and the level of public interest shown.

Description of Application

1. This application seeks full planning permission for the proposed extension and refurbishment of the existing Hiltingbury Sports Pavilion. This would comprise of the partial demolition of the current pavilion, construction of a new sports hall, provision of new changing facilities, as well as the provision of additional car parking facilities adjacent to the pavilion, and construction of temporary car park to be used during construction period adjacent to the existing skate park and MUGA along the northern boundary with Hiltingbury Road.

Site Characteristics & Character of Locality

2. Hiltingbury Recreation Ground occupies 6.63 hectares of land and includes a number of community facilities ranging from football pitches and informal play areas to community buildings and sports facilities. It is bounded to the north by the rear gardens of properties addressing Hiltingbury Road and to the western half of the recreation ground, directly onto Hiltingbury Road. The eastern boundary is with Hiltingbury Primary School. To the western side of the recreation ground are further domestic gardens and a stream which is a tributary of Monks Brook. To the south a ditch separates the site from the rear domestic gardens of dwellings off Pine Road.
3. The vehicular access arrangements are from Hiltingbury Road leading to a hard surfaced car parking area which is shared between the surrounding community buildings. The eastern portion of the recreation ground contains 'The Hilt', a community centre building, together with the sports pavilion – the subject of this application – and a Scout Hut addressing the car parking area.
4. The original Pavilion building was constructed circa 1950 and was subsequently refurbished in 2008/09 benefitting from new showers. The pavilion currently serves the football community by providing changing rooms that have been were upgraded with improved shower facilities. The remainder of the building contains one small community room to accommodate other sporting and social activities. While it has served its purpose well, the current pavilion has become outdated in terms of the activities it can accommodate and represents an unattractive feature within this playing field setting.

Relevant Planning History

5. The following planning applications are pertinent to Hiltingbury Recreation Ground:
 - Z/39718/000/00 – Proposed skate park with teen shelter, footpaths and security lighting – Permitted Subject to Conditions 9th June 2003
 - F/04/50282 – Erection of new community building and provision of 18No. additional parking spaces – Permitted Subject to Conditions 28th February 2005
 - F/04/50283 – Single storey side extension and refurbishment of existing sports pavilion with provision of 30No. additional parking spaces from Hiltingbury Road – Permitted Subject to Conditions 17th May 2004
 - F/07/60270 – Provision of first floor accommodation within community centre approved under planning permission F/04/50282 including installation of two dormer windows on east elevation and revisions to fenestration and openings – Permitted Subject to Conditions 2nd August 2007
 - F/12/71675 – Construction of multi-use games area – Permitted Subject to Conditions 31st January 2013

Representations Received

6. At the time of writing a total of 120 representations have been received: 13 in support; 85 objecting; and 22 making various comments.
7. Those in support have highlighted the increased need for additional sporting facilities for the area and welcome the proposals which will remove an 'eyesore' from the recreation ground, as well as provide much needed additional parking.
8. Representatives of the local football team, highlight the local need for a multi-purpose sports hall allowing more people to participate in sport, ease traffic congestion by providing local facilities and take the pressure off other recreational centres.
9. Representatives of Fleming Park Leisure Centre and the Council's Lead for Strategic Health and Well Being, explaining the health benefits of sport and these new facilities will give local community groups within the area and opportunity to access indoor sports provision at peak times.
10. Those who have objected to the proposals or raised concerns have highlighted the following point:
 - Loss of open space
 - Location of temporary car park

- Parking
 - Traffic
 - Highway safety
 - Facility not required
 - Insufficient consultation
 - How will the project be funded?
 - Money better spent on other projects
 - Noise and disturbance
 - Antisocial behaviour
 - Impact on wildlife
 - Size and bulk
 - Unattractive design
 - Out of keeping with the area
 - Loss of Silver Birch
 - School facilities should be used instead
11. Of particular note is a representation on behalf of the 4th Chandler's Ford Scout Group who object to the location of the area of proposed additional car parking to the north-west of the Scout Hut. Principally on the loss of this space that is used by the group for outside informal recreational purposes. Other reasons for objection revolve around the matters of under provision of car parking, inadequate access arrangements within the car parking area and questions correct location for temporary car park. Additionally the issues of meeting the relevant building standards, loss of public toilets and question if is there a local need for this further recreational provision are raised.
12. Whereas those who are neither for nor against the proposals have made the following comments and views:
- Is the temporary car park best located where proposed?
 - Has sufficient public consultation been undertaken?
 - Are the proposed car parks sufficiently large enough?
 - How will temporary car park be secured?
 - Additional parking is not required.
 - Should a more comprehensive multi-purpose development not be considered instead?
 - Building should be more eco-friendly.

Consultation Responses

13. **Sport England** – No objection. The amended scheme represents an improvement on the original design and layout of the facility, although Sport England is not in position to fully support it given the compliance issues with our guidance relating to the size of the sports hall and storage provision. However, taking account of the individual factors, minimal impact on playing field/pitches and no Sport England funding being involved, we would not wish to raise an objection and consider that it broadly meets our E5 exception policy relating to loss of playing fields.

14. **EBC Parks & Open Space** – No objection. The current building is old and unsightly and is not meeting its full potential for use by the community. Therefore, any works which look to enhance and modernise it can only be welcomed and are fully supported.
15. It is acknowledged that in doing so will mean an extension out on to the recreation ground but the existing grass pitches can be relocated / realigned and therefore no loss of any outdoor sport provision would result. In addition, the benefits of an indoor sports hall catering for both football and badminton far outweigh the small loss of some of the grassed area.
16. Car parking for the recreation ground, especially at peak times can often be problematic. Therefore, if this development is permitted the extra parking spaces would be required to accommodate any increased demand. The scheme should also include a well thought out landscape design which will help enhance the building as well as the new car park.
17. This development would certainly go a long way to meet some of the increased need in the locality for further community and indoor sports provision.
18. **HCC Highway Engineers** – No Objection on highways grounds, subject to; conditions requiring a Construction Site Management Plan being submitted and agreed prior to works commencing; use of the temporary car park being limited to only the period of construction works; and prior agreement as to the surface treatment of the temporary car park to ensure that debris is not deposited on the highway.
19. The pavilion has a shared access with Hiltingbury Infant School and Hiltingbury Junior, which accommodates over 500 pupils and staff. As such, as mentioned in the Design and Access Statement, the access road and recreation ground car park can become severely congested.
20. Due to this shared access, as well as the site's proximity to the schools, it is requested that a Construction Site Management Plan (CSMP) is submitted (via condition) prior to the start of works. This is required to ensure the adjacent school is taken in to account for delivery schedules, as well as covering elements such as delivery vehicle turning areas, material storage points, wheel washing facilities, etc.
21. Given the understanding that the proposed works are to improve existing facilities for users in the local area, rather than provide a new aimed at becoming a wider attraction, it is unlikely that the proposed development will generate an increase in additional traffic. In this case there will be no requirement for developer contributions to Hampshire County Council at this time.
22. In regard to parking, the Design and Access Statement references parking standards in line with Hampshire County Council guidelines. It should be noted that these were withdrawn in April 2013, and is now down to local

planning authorities (Eastleigh Borough Council) to set the parking standards for their specific Districts and Boroughs. It is understood from the Case Officer that EBC are in acceptance of the parking quantum proposed, with a reported shortfall in the existing parking being covered through an extension to the existing car parking area to the side of the development site. Given this information, along with the relative distance from the highway, it is not perceived that a parking issue will result that would have an impact on the local highway network.

23. A temporary car park to the north-west of the site is also proposed whilst works are ongoing, and this will make use of the existing double width vehicle crossover utilised for maintenance vehicles accessing Hilingbury Recreation Ground for grass cutting, etc. will use the existing maintenance access onto Hilingbury Road. It is understood that the primary purpose of this is for contractor parking and so turnover of movements would not be anticipated to be overly frequent as they remain in place for the duration of the day's work. However, the location is acceptable for such a temporary use, being approximately 25.0m from the nearest junction (Ashdown Road) and also having adequate visibility well in excess of the required 2.4 x 43.0m in line with Manual for Streets.
24. As such, on the basis that this is a 'temporary' use, which should be covered by condition accordingly with a limit for the construction period only, there would be no objection. Additionally, it is requested that a condition is put in place regarding an agreement of the temporary surface prior to use of the temporary car park. The surface should be fit for purpose, and not consist of materials that could be tracked onto the highway through vehicle movements.
25. Finally, as a note to applicants, whilst it is noted that the primary use of the temporary car park will be for contractor use, the suitability of this is questioned, given that access to the site is achieved through either a walk in the order of 300 metres along public highway, or via crossing playing fields that will be muddy in wet weather. Considering contractors will likely have heavy tools and materials. As such, they may wish to review this area, and provide comment within the CSMP to be submitted.
26. **EBC Tree Officer** – No objection provided suitable mitigation is provided and conditions applied.
27. The mature birch tree in close proximity to the proposed build is a significant specimen providing a valuable amenity; this will require removal to facilitate the build however reasonable mitigation has been proposed as well as additional landscaping, meaning long term there will be an increase in canopy cover and a demonstrable benefit to the community. Birch is a short lived tree so under the circumstances this will safeguard the tree cover on the site.
28. **EBC Environmental Health Officer** – No objection subject to conditions relating to land contamination investigations, noise and air pollution, lighting and construction.

29. Part of the recreation ground has been quarried and infilled with waste therefore there are risks from land contamination present particularly where works take place which may disturb the infilled materials. Noise sensitive uses are located close to the development site and these are likely to be impacted by noise during demolition and construction works. The installation of heating or ventilation plant has the potential to give rise to noise and emissions to air. Any lighting scheme also has the potential to affect the amenities of nearby dwellings.
30. **EBC Biodiversity Officer** – No objection provided a Construction Environment Management Plan is submitted and agreed prior to works commencing. This site is within the locality of Monks Brook which is a major tributary of the River Itchen designated for its habitats and species under European Law. Such a plan should ensure that the nearby watercourse is safeguarded during the course of construction works.
31. **Environment Agency** – No objection provided conditions are applied relating to contamination investigations and details of surface water drainage being agreed prior to works commencing.
32. The site lies on the Whitecliff Sand Member which is designated a Secondary aquifer. These are strata which are permeable and capable of supporting water supplies at a local rather than strategic scale and therefore sensitive to contamination.
33. The site is underlain by the Hiltingbury Playing Fields historic landfill and therefore contaminated land is likely to be present beneath this site.
34. The Design and Access Statement prepared for this site by TKL Architects (June 2017) provides information on the current drainage system on site but does not give specific information on the proposed drainage design following redevelopment.
35. The previous use of the proposed development site as the Hiltingbury Playing fields historic landfill site presents a medium risk of contamination that could be mobilised by surface water infiltration from the proposed sustainable drainage system (SuDS) leading to pollution of controlled waters. Controlled waters are particularly sensitive in this location because the proposed development site is located on a Secondary aquifer A.
36. In light of the above, we do not believe that the use of infiltration SuDS is appropriate in this location. We therefore request that planning conditions are included in any permission granted requiring details of drainage to ensure the development will not be put at unacceptable risk from, or be adversely affected by, unacceptable levels of water pollution.
37. **Natural England** – No objection. The proposals are unlikely to have any impact upon designated nature conservation sites or protected species.

38. **Southampton Airport Air Safeguarding** – No objection. The application has been examined from an aerodrome safeguarding perspective and does not conflict with safeguarding criteria. If cranes are required during construction the applicant's attention is drawn to the requirements within British Standard "Code of practice for safe use of cranes" for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome.

39. **Esso** – No comments received.

40. **Gas Network** – No comments received.

Policy Context: Designation Applicable to Site

- Within Built-up Area Boundary
- Within Established Area of Recreational Use

Development Plan Saved Policies and Emerging Local Plan Policies

- Eastleigh Borough Local Plan Review 2001-2011 saved Policies 25.NC (Nature Conservation), 34.ES (Sustainable Development), 59.BE (New development criteria), 104.T (Parking), 145.OS (Protection of existing open space) & 186.IN (Community facilities)
- Submitted Eastleigh Borough Local Plan 2011-2029, July 2014 Policies: DM1 (General criteria for new development), DM2 (Environmentally sustainable development), DM9 (Nature Conservation), DM23 (General development criteria transport), DM24 (Parking), DM31 (Protection of recreation and open space facilities) & DM35 (Community, leisure and cultural facilities)

41. The Submitted Local Plan comprises: the Revised Pre-submission Eastleigh Borough Local Plan 2011 - 2029, published February 2014; and the Schedule of Proposed Minor Changes, submitted to the Secretary of State in July 2014.

Supplementary Planning Documents

- Supplementary Planning Document: Quality Places (November 2011)
- Supplementary Planning Document: Environmentally Sustainable Development (March 2009)
- Supplementary Planning Document: Biodiversity (December 2009)

National Planning Policy Framework

42. The National Planning Policy Framework (NPPF) states that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Paragraph 14 sets out a general presumption in favour of sustainable development and states that development proposals which accord with the development plan should be approved without delay. Where the development plan is absent, silent, or relevant policies are out-of-date planning permission should be granted

unless the adverse impacts of the development would outweigh the benefits; or specific policies in the Framework indicate development should be restricted (paragraph 14). Local plan policies that do not accord with the NPPF are now deemed to be “out-of-date”. The NPPF requires that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. In other words the closer the policies in the plan accord to the policies in the Framework, the greater the weight that may be given.

43. Paragraph 14 of the NPPF sets out the “presumption in favour of sustainable development” in both plan-making and decision-taking.
44. Paragraph 56 of the National Planning Policy Framework states that “The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.”
45. Paragraph 73 states, “Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.”

National Planning Practice Guidance

46. Where material, this guidance should be afforded weight in the consideration of planning applications.

Policy Commentary

47. The above policies combine to form the criteria on which this application will be assessed with particular regard to the relevant planning policies and the principle of that proposed, the need for such a facility and loss of public open space, its layout and design, together with issues of parking and highway safety, impact upon the amenity of neighbouring uses and occupiers, as well as the amenity and character of the surrounding area.

Assessment of Proposal: Development Plan and / or Legislative Background

48. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:-

"If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."

49. In this instance the main issues for consideration are:

Planning Policy & Principle

50. The application site lies within the urban edge where the basic principle of development is considered to be acceptable, provided the development proposed accords with the relevant saved policies of the Eastleigh Borough Local Plan Review (2001-2011) and supplementary planning documents. The three most relevant policies in this instance are 59.BE, 145.OS and 186.IN.
51. Saved Policy 59.BE is a general design and amenity policy which ensures that any new development is of a good quality acceptable design and takes appropriate account of the site's own and surrounding context. It also ensures that proposals do not result in any unacceptable harm or impact upon neighbouring uses.
52. Saved Policy 145.OS relates to the protection of existing open space and resists the development of these areas unless the proposal is ancillary to the principle use of the existing open space, it affects lands that cannot be used for sports pitches, any space lost would be replaced in a more suitable location, or the benefit to the local community outweighs the loss of the open space.
53. Saved Policy 186.IN supports the provision, replacement or extension of existing community facilities provided they are within the urban edge and will not adversely affect the residential amenity of occupiers of neighbouring properties by reason of noise, disturbance, smells, floodlighting or other factors.
54. In addition saved Policy 34.ES requires that development makes an appropriate contribution towards the Government's target to reduce levels of carbon dioxide and other greenhouse gases in the atmosphere, and saved Policy 104.T requires that adequate parking is provided to serve new development.
55. In principle therefore, the proposed development is acceptable. It is within the urban edge being part of the existing Hiltingbury Recreation Ground and will provide a new community facility with associated car parking provision. The issue therefore is whether the loss of public open space is outweighed by the benefits gained, and whether the proposed design is acceptable and appropriate for the site context and character of the surrounding area.

Need & Loss of Open Space

56. Hiltingbury Recreation Ground serves a large and quite diverse population with various recreational needs from dog walkers and informal use through to more formal activities such as local football leagues. While external sports provision is reasonably well catered for by the recreation ground, there are limited facilities for indoor sports such as badminton and five-a-side football. It is acknowledged that The Hilt does provide some indoor

provision, however, this is of a relatively modest scale and cannot easily accommodate a wide range of sporting activities. Some of those commenting against the proposal have highlighted that the redeveloped Fleming Park Leisure Centre is soon to open and that this would be more than sufficient to cater for local demand, meaning that there is no need for any further indoor facilities for Chandler's Ford. Although the new Fleming Park will provide valuable new facilities, it is designed to serve the whole of the Borough and is already booked to capacity during peak periods even before it has opened, as has been testified by the centre manager who is supportive of additional local facilities being provided in order to allow more opportunity for the local community to access such facilities during peak times.

57. Public consultation by Chandler's Ford Parish and the other surveys by the Borough Council have shown that there is need for additional sporting facilities within the area, both to serve those who already undertake activities but also for those new or coming back to sport as a way of becoming more active and healthy. It is therefore considered that there is a reasonable local demand for increased provision of such a facility, which will complement other existing facilities such as Fleming Park and help to promote more healthy and active lifestyles for local residents.

58. Notwithstanding this, the concerns raised with regards to loss of public open space to accommodate the proposed pavilion extension are acknowledged. However, it should be noted that the area to be lost is modest, on sloping ground unsuitable for use as a playing pitch, and that the existing football pitches can be repositioned/realigned to ensure there is no loss of playing area. That being the case, while accepting that some open space will be lost, it is considered that the gains to the local community in terms of better all year round facilities suitable for a wider range of sporting activities clearly outweighs any dis-benefit associated with the loss of open space. As such the proposal is considered to accord with the requirements of saved Policy 145.OS of the adopted Local Plan.

Layout & Design

59. The application consists of three parts: extension and refurbishment of the current pavilion; the creation of additional parking to the south of the building; and the provision of a temporary car park for use during the construction works.

60. The existing, outdated pavilion, offers a limited range of facilities and poor quality environment. Moreover, significant portions of the existing building are now superfluous and in poor condition. Subsequently, some demolition is to take place whilst retaining certain core elements. The majority of the proposed extension is located to the north-west of the existing pavilion and will form a new sports hall. The proposals retain some of the current structure whilst extending on three sides of the remaining core elements, replacing the majority of the first floor and over-cladding the fourth elevation onto the car park, all to ensure the entire development is a cohesive whole. The major

addition to the Pavilion on its north-west elevation has been determined by the requirements to accommodate up to four indoor badminton courts. This space will also allow the building to be utilised for indoor five-a-side football, as well as other activities.

61. Externally, the appearance of the existing building has little merit. Accordingly, it is intended to either over-clad or rebuild the retained exterior elements with brickwork and timber cladding. In terms of the proposed addition the external materials comprise a combination of vertical cladding and horizontal composite boarding above a plinth of facing brickwork to maintain a human scale at entrances to the building whilst offering a simple but robust envelope.
62. The second element of the application comprises the construction of a 17 space permanent car parking situated to the south of the pavilion building and to the west of the current Scout Hall. This together with the area around the extended pavilion will be enhanced with new landscaping and tree planting to both improve its appearance when viewed from the recreation ground and to mitigate the loss of the mature Silver Birch to the south of the current building which will need to be removed in order to accommodate the extensions.
63. Finally, a further area of temporary car park is proposed to the northern edge of the recreation ground adjacent to the skate park and MUGA, accommodating up to 40 spaces. Vehicular access would be directly from Hiltingbury Road and make use of an existing gate used by grounds maintenance vehicles. The principle purpose of this car park is intended for the use of contractors employed in constructing the new facility.
64. Overall, that proposed is considered to be an acceptable and good quality design. While more could perhaps be made of the relationship with and views out to the adjoining recreation ground, it is accepted that this is somewhat compromised by having to utilise the existing pavilion building. The large and relatively blank north-western elevation of the sports hall onto the recreation ground does not present the building's best side, but some attempt has been made to enliven this elevation through the use of coloured cladding in a random pattern. The elevation will also be softened when viewed from the recreation ground through new tree and landscape planting. As such the proposal is considered to accord with the requirements of saved Policy 59.BE of the adopted Local Plan.

Parking & Highway Matters

65. Parking is one of the main concerns raised by those commenting on the application, with comments ranging from there not be enough, to too much is now proposed. As has been highlighted within the Hampshire Highways consultation response, while the proposed new pavilion is not intended to cater for any increased demand or population, parking provision to serve the pavilion and its neighbouring facilities has long been a local issue. In order to help relieve existing pressure, the pavilion proposals also include the provision of 17 extra parking spaces in a car park extension to the south-west of the new pavilion. Concern has been raised that this results in

the loss of further public open space, including an area often used by the Scouts as it is close to their building. However, as has been highlighted above, the open space lost is not used for any formal sporting purpose and the overall gains that the pavilion proposal would bring will more than make up for that lost.

66. With regards to the Scouts' specific concerns, while sympathetic the land to be used for the car park extension is not within their control and there are other areas within the recreation ground which would be suitable for outdoor activities.
67. Concerns have also been expressed regarding the impact upon the existing car park during construction, i.e. where will contractors park and how will deliveries be made without the loss of existing parking provision? These are valid concerns, the details of which would usually be left to a later stage in the application process and which could be controlled via suitable planning conditions. However, considering how busy the existing car park can be, particularly at school drop-off and pick-up times, it is considered that this is an issue which needs some consideration at this stage.
68. That being the case, it is recommended that a condition requiring the submission and approval of a Construction Site Management Plan be submitted prior to works commencing which covers many of these and other aspects of the construction process. Additional conditions could also be imposed requiring the car park extension to be constructed prior to commencement so that it can be used as an area for storage of materials and equipment during the construction process. Conditions could also be applied to prevent the parking of contractor's vehicles within the public car park except for the purposes of dropping off and picking up equipment and materials, and to ensure that deliveries are undertaken outside of the school drop-off and pick-up periods.
69. This still leaves the issue of where will contractors park? It is therefore proposed to construct a temporary car park next to the existing skate park and MUGA accessed via a maintenance gate directly from Hiltingbury Road to the north of the recreation ground. While this would again result in the loss of more currently open green space, it is not used for any formal sporting activities and would only be for a temporary period during construction works. The position of the access has been agreed by Hampshire Highways and their recommended conditions with regards to the temporary surface treatment are included within the recommendation. In addition to this details of how the car park will be secured are also required.
70. It has been highlighted that the location of this proposed temporary car park is some distance from the pavilion site and concerns have been raised that it will either not be properly used or that it would result in contractors having to carry tools and equipment along Hiltingbury Road, sharing an access used by school children, or across the recreation ground which

would not be practical during wet weather. These are valid points but it should be noted that it is hoped work on a permanent tarmac footpath from the existing Hiltingbury Road maintenance access and along the back of Nos.115 to 157 Hiltingbury Road will have been completed by the time construction works on the pavilion commence. This will provide an appropriate all weather route for contractors to access the site, although it is suggested that they be allowed to access the main public car park for the purposes of loading and unloading tools and equipment.

71. In terms of highway safety the pavilion proposal itself causes no concern, particularly with the provision of additional car parking. However, the potential conflict between the public and contractor/delivery vehicles during construction is a relevant concern but it is considered that this can be suitably controlled through an agreed Construction Site Management Plan and relevant conditions.

Amenity & Area Character

72. Concerns have been expressed that the extended pavilion will bring increased noise, disturbance and antisocial behaviour which would impact upon the amenity of the area and neighbouring residents. It is accepted that the improved sports provision may well result in the pavilion becoming a more popular venue. However, it should also be accepted that the pavilion has been in-situ for many years and sits within a long established recreation ground, together with a number of other community facilities. It would therefore be hard to argue that any increased activity associated with the pavilion would be likely to result in substantial increased harm to neighbouring residents or the wider local area. Use of the pavilion will be controlled and monitored by staff, meaning that the likelihood of unacceptable disturbance or antisocial behaviour is minimal. The building has also been designed so as to ensure it is robust and will not be a target for vandalism.
73. The resulting sports pavilion will be a valuable local asset which will greatly improve the local community's access to sports and physical activity, something encouraged by the NPPF, the Borough Council and Central Government. It will also remove/refurbish an existing building which has served its purposes for many years but which can no longer be considered to enhance the recreation ground. It is therefore considered that the proposal will be a much needed improvement of the existing good quality local facilities available at the recreation ground and will improve the overall character of the area both visually and in terms of the facilities available for the local community.

Planning Obligations/Considerations

74. The only planning obligations which could be required for a development such as that proposed would be towards sustainable transport measures to mitigate any increase in vehicles movements to and from the site which might have an impact upon the local highway network. However, in this instance

they are not considered necessary to make the proposal acceptable as the improved facility is intended to serve the existing local population rather than bring in visitors from elsewhere. As such it is not expected that there would be any noticeable increase in traffic movements, meaning that no mitigation works to the local highway network would be required and therefore no planning obligations required.

Other Material Considerations

Trees

75. The proposed pavilion extension will result in the removal of a mature silver birch to the south of the existing building. While this tree is not protected, it nonetheless provides an important amenity feature for the recreation ground, the loss of which will have a negative impact. However, it is considered that the overall gains in terms of much improved facilities for the local community, which will be of benefit for many years to come, is sufficient justification for its loss. Notwithstanding this, it is proposed to provide mitigation by way of new tree and landscape planting which will both help provide an attractive setting for the new pavilion as well as soften its impact when viewed from the recreation ground. Conditions requiring details of this mitigation to be submitted and agreed are recommended.

Land Contamination

76. It is known that the adjacent recreation ground was previously used as a landfill site and that soil from this area was used to level the recreation ground when the existing sports pitches were formed. As such there is the potential for contaminated soil to be present on or very close to the application site. As such it is recommended that conditions are imposed for a preliminary contamination investigation and details of remediation measure is required be submitted to and agreed in writing by the Local Planning Authority prior to works commencing on site. It is also recommended that a condition requiring these remediation measures to be implemented should they be necessary.

Drainage

77. Some concern has been raised by the Environment Agency that if conventional ground infiltration drainage is used, i.e. soakaways, then there is the potential for contamination of controlled waters within the secondary aquifer which runs under the recreation ground. While it is not expected that this is a major risk, it is nonetheless recommended that a condition be imposed requiring details of the proposed surface water drainage solution be submitted and agreed following investigations into the potential for contamination.

Nature Conservation

78. The existing sports pavilion is not immediately adjacent to any designated nature conservation site, with Hocombe Mead being further to the north-west.

It is however, within relatively close proximity to a watercourse to the south of the recreation ground which is a tributary of the Monks Brook, which in turn is a tributary of the River Itchen, a highly protected stretch of water. As such, measures will need to be put in place to ensure that water quality is not affected, particularly during demolition and construction works. In order to address this, a condition requiring a Construction Environmental Management Plan to be submitted and approved prior to any works commencing is recommended. This should demonstrate how the watercourse will be protected from pollutants and silt.

Submitted Eastleigh Borough Local Plan 2011 – 2029

79. Also of relevance is the Submitted Eastleigh Borough Local Plan 2011 - 2029, July 2014. However, very little weight can be given to this as, although the Submitted Local Plan has not been formally withdrawn, the Council has confirmed that it has decided to prepare a new local plan which will cover the period up to 2036. With regards to this application, the new policies essentially echo those of the current plan and are not considered to affect the recommendation put forward.

Conclusion

80. The degree of objections and concerns raised by those who have commented upon the application are noted. However, it is considered that any negative impact resulting from the proposed development will be more than outweighed by the gains in sports provision and facilities for the local community. It is accepted that there will be some disruption and disturbance during the construction process but this will only be for a temporary period and can be mitigated through appropriate site management and planning conditions.
81. The comments made with regards to the need for the development and how it will be funded are noted. However, it has been established that there is a need and demand for improved sports provision in the area, and matters of how the development is to be funded or whether it is a good use of local resources are not material planning considerations.
82. It is considered that the proposed extension and redevelopment of the existing sports pavilion is a good quality scheme which will provide much enhanced facilities for the use of the local community. As such it is considered to comply with the relevant policies of the adopted Eastleigh Borough Local Plan Review (2001-2011), namely saved Policies 59.BE, 145.OS & 186.IN, as well as the Council's Supplementary Planning Document 'Quality Places' and is recommended for approval subject to the conditions set out above.



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**Development
Management**

Title:

F/17/80958

Hiltingbury Sports Pavilion

Scale:

1:2500

Map Ref:

SU4322SW

Date:

07/11/2017

