

Application Number: F/18/83908
Case Officer: Craig Morrison
Received Date: Friday 24 August 2018
Site Address: THORNEYDOWN FARM, MOORHILL ROAD, WEST END, SOUTHAMPTON, SO30 3AY
Applicant: James Cole
Proposal: Construction of golf course extension and its dual use for temporary, occasional car parking for major events (more than 15,000 capacity) for the Ageas Bowl between April and October for up to 1300 cars on approximately 12 occasions per annum. Associated landscaping, drainage, ecological enhancement, tree works and earthworks.

Recommendation: Delegate to the Lead Specialist, Housing and Development to secure a revised layout to overcome ecology and landscape objections and to complete a Section 106 legal agreement (to secure a construction lorry routing agreement and construction management plan and public access).

CONDITIONS AND REASONS

- 1 The development hereby permitted shall be implemented in accordance with the following plans numbered: 1695.01, 1695.02, 1695.03, 1695.04, 1695.05, 1695.06, 1695.07, 1695.08, 1695.09, 1695.10, 1695.11.

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 Plans and particulars showing the proposals for all the following aspects of the development must be submitted to and approved in writing by the Local Planning Authority before the development is commenced. The development must then accord with these approved details. Reason: In order that these matters may be considered by the Local Planning Authority.
 - a: The full details and design and layout of surface water drainage, which shall include a sustainable drainage system
 - b: The full details of the manner of treatment of existing water courses and ditches.
 - c: Proposed ground levels and relationship to existing levels both within the site and on immediately adjoining land.
 - d. Details of all hard surfacing including temporary surfacing for major event days

- 4 The uses hereby permitted as a golf course and temporary parking shall be used only in conjunction and ancillary to The Ageas Bowl and existing golf course to the north of the site. For the avoidance of doubt the site must not be used for any other purpose including parking for other venues, events or premises.
- 5 The use of the development as a temporary car park for major events hereby permitted shall comply with the submitted details in respect of the provision of Visitor Management Plans as set out in section 4 of the submitted Transport Assessment reference 70020725TR1 .

Reason: In the interests of residential amenity and highway safety.

- 6 Details of Contractor's site hut location and any areas designated for the storage of building materials must be submitted to and approved in writing by the Local Planning Authority before development commences. The development must then accord with these approved details. Notwithstanding the provisions of the Town and Country Planning General Permitted Development Order 1995 site huts and building 10 materials must not be stored elsewhere on the site without the prior written permission of the Local Planning Authority.

Reason: To ensure that natural features are not damaged.

- 7 The existing access and egress route from Charles Watts Way shall not be brought into use for the movement of construction vehicles and deliveries until a scheme for access and surface improvement that has first been submitted to and approved in writing by the Local Planning Authority has been implemented. Following the construction works ceasing this access shall not be used except in emergencies unless otherwise approved in writing by the Local Planning Authority.

Reason: To safeguard the free flow of traffic on the Local and Strategic Highway Network

- 8 No construction or demolition work shall take place other than between 08:00 hours and 18:00 hours Monday to Friday, 08:00 hours to 13:00 hours on Saturdays. No work shall take place on a Sunday or Public Holidays.

Reason: In the interests of residential amenity.

- 9 Prior to the commencement of works, a detailed noise management plan shall be submitted to, and agreed in writing, by the LPA. The noise management plans must include:

- a. Details of the proposed monitoring locations in relation to noise-sensitive properties/areas, the proposed noise limits at these locations, and of the wider compliance noise monitoring programme to be carried out;

b. Details of the plant and equipment to be used which shall be designed to minimise noise emissions at source;

c. Details of the methods/systems of work to be followed which shall minimise noise emissions at source;

d. Arrangements for ensuring the maintenance of plant and equipment so as to minimise noise emissions at source;

e. Details of the noise mitigation measures to be implemented, including details of proposed acoustic barriers/screens, enclosures, and similar measures;

f. Details of the location of contractors compounds in relation to noise sensitive properties/areas;

g. Full details of the measures to be taken to ensure that all plant and equipment (including generators, pumps, compressors etc.) will be sited and/or acoustically screened/enclosed so as to achieve the set noise limits.

Thereafter, the construction phase work shall be monitored and maintained in accordance with the approved management plan

Reason: In the interests of residential amenity.

- 10 Prior to the commencement of works, a detailed dust management plan shall be submitted to, and agreed in writing, by the LPA. The dust management plan must include:
- a. Details on the baseline conditions of the existing dust climate around the site;
 - b. Details of a dust monitoring scheme;
 - c. Details of the measures to minimise dust generating activities;
 - d. Details of the site layout in order to ensure that machinery and dust causing activities are located away from sensitive receptors;
 - e. Hard surfacing of site haul routes and the arrangements for sweeping;
 - f. Details on damping down systems;
 - g. Use of a site speed limit and enforcement of this;
 - h. No idling vehicles;
 - i. Details of vehicle cleaning and fixed wheel washing on leaving site;
 - j. Procedures to minimise movement of construction traffic around site;
 - k. The use of cutting equipment fitted with water suppressant or suitable local exhaust ventilation
 - l. Use of enclosed chutes, covered skips, sheeting of HGVs;
 - m. Details on the location of stockpiles and the use of covering to prevent wind whipping;
 - n. Re-vegetation of exposed areas;
 - o. Details on the circumstances and arrangements for the suspension of dust-emitting activities in the event of adverse weather conditions.

Thereafter the construction phase work shall be monitored and maintained in accordance with the management plan .

Reason: In the interests of amenity.

- 11 The burning of materials obtained by site clearance or from any other source must not take place on this site.

Reason: In the interests of residential amenity.

- 12 Prior to the commencement of works on any part of the site, the following must be submitted to, and approved in writing by the Local Planning Authority :
- a. A Desk Study documenting all the previous and existing land uses of the site and adjacent land in accordance with national guidance as set out in Contaminated Land Reports Nos. 1 and 2, and BS10175:2001 Investigation of potentially contaminated sites Code of Practice, and, unless otherwise agreed with the Local Planning Authority;
 - b. A site investigation report documenting the ground conditions of the site and incorporating chemical and gas analysis identified as appropriate by the desk study in accordance with BS10175:2001, and, unless otherwise agreed with the Local Planning Authority;
 - c. A detailed 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: In the interests of amenity.

- 13 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 that any remediation scheme required and approved under the provisions of the above condition 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 comprise:
- a. photographs of the remediation works in progress,
 - b. certificates demonstrating that imported and / or material left in situ is free from contamination.

Thereafter the scheme shall be monitored and maintained in accordance with the scheme approved under condition 20. Reason: In the interests of amenity.

- 14 Prior to the commencement of development, soil testing protocols and certification procedures and on-site storage proposals for all imported materials for use in the remodelling, extension, redesign and landscaping of the golf course shall be submitted to and approved in writing by the Local Planning Authority and shall be fully complied with.

Reason: In the interests of amenity.

- 15 Prior to the commencement of development, a detailed artificial lighting plan for the development must be submitted to, and agreed in writing, by the LPA. The plans shall include:
- a. Full details of the location of artificial lighting (including temporary lighting both during construction and operation of the development) the areas to be lit (relative to surrounding area), luminance levels, height and spacing of lighting columns, and the frequency and length of use (in terms of hours of illumination);

b. Full details of the measures taken to mitigate the impacts of the proposed lighting from nearby visual receptors, highway safety and protected species.

Reason: in the interests of visual and residential amenity.

- 16 Other than those which are identified for removal on the approved plans the existing trees, hedges and woodland shown to be retained on the approved plans shall not be removed without the prior written consent of the Local Planning Authority.

Reason: In the interests of visual amenity and biodiversity.

- 17 No excavation, demolition or development related works shall take place on site until an arboricultural monitoring statement proposal, detailing supervision activity of arboriculturally sensitive operations and inspections of tree protection measures, has been submitted and approved by the LPA. The approved arboricultural monitoring statement proposal must be adhered to in full, and may only be modified subject to written agreement from the LPA. This condition may only be fully discharged upon completion of the proposed development, subject to submission of monitoring reports.

Reason - To retain and protect the existing trees which form an important part of the amenity of the locality.

- 18 Before the development commences, or by such later date as the Local Planning Authority may determine, a landscape scheme comprising planting, details of hard surfacing and means of enclosure must be submitted to, and approved in writing by the Local Planning Authority. Such a scheme must include a planting specification and schedule, and shall indicate the position, size, number, planting density and species of shrubs and trees. A seed or turf specification must be provided for areas to be grassed. The planting scheme must include details of phasing, timing and provision for management and maintenance during the first ten years from the date of planting.

Reason: To ensure that the appearance of the development is satisfactory.

- 19 The landscape scheme must be completed within 12 months from the completion of the golf course or by such later date as the Local Planning Authority may determine. Any trees or plants which die, are removed or become seriously damaged or diseased during the first five years must be replaced during the next planting season with others of similar size and species unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure that the appearance of the development is satisfactory

- 20 Details of the type of construction proposed for the roads and footways including all relevant horizontal cross sections and longitudinal sections showing the existing and proposed levels together and the method of disposing of surface water and details of the programme for the making up of the roads

and footways must be submitted to and approved by the Local Planning Authority in writing before development commences.

Reason: To ensure that the roads are constructed to an appropriate standard.

- 21 Development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include details of:
- a. monitoring of any standing water within the site temporary or permanent
 - b. sustainable urban drainage schemes (SUDS). Such schemes shall comply with Advice Note 6 'Potential Bird Hazards from Sustainable 19 Urban Drainage schemes (SUDS) (available at www.caa.co.uk/srg/aerodrome).
 - c. management of any flat/shallow pitched/green roofs on buildings within the site which may be attractive to nesting, roosting and loafing birds. The management plan shall comply with Advice Note 8 'Potential Bird Hazards from Building Design'
 - d. maintenance of planted and landscaped areas, particularly in terms of height and species of plants that are allowed to grow
 - e. physical arrangements for the collection (including litter bins) and storage of putrescible waste, arrangements for and frequency of the removal of putrescible waste
- The Bird Hazard Management Plan shall be implemented as approved, on completion of the development and shall remain in force for the life of the building.

No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Local Planning Authority.

Reason: It is necessary to manage the development in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Southampton Airport.

Report:

This application has been referred to Committee because it is a major development and Eastleigh Borough Council has an ownership interest in the site.

Introduction /background

1. The proposal is for the extension of the existing golf course to the north and east of the application site. The land levels on site would be re-profiled to achieve the required topography. The existing golf course has 18 holes, following the approval of the previous extension under permission F/07/61830. The proposal would not add additional holes to

the course but would result in the holes being more spread out across the area.

2. The extended golf course, once completed, would be used as for parking cars during major events at the Ageas Bowl. A permanent walk way through the north eastern boundary of the site would be constructed as well as a partial access road through the north-western boundary of the site for vehicles.

Site and surroundings

3. The Ageas Bowl is located within an area designated as countryside and Strategic Gap between Southampton and West End and Hedge End. The overall site extends to 150 acres and incorporates the cricket stadium and stands, a practice pitch, a hotel, a golf course and physiotherapy centre, as well as the main pavilion building providing support facilities including meeting rooms, restaurants etc and provision for other sports. The site is bound by the Hampshire Tennis Club, the Express Holiday Inn Hotel, Botley Road to the north, the M27 to the east, Charles Watts Way to the south and Telegraph Woods and residential properties on Moorhill Road, Kenilworth Gardens and Westgate Mews to the west and north.

Detailed Proposals

4. The main elements of the scheme comprise landscaping/re-modelling works which would involve the importation of 56,958 cubic metres of fill which would be used to re-contour the site to provide a flatter landscape to provide the fairways, the space would also be used during the months of April and October for temporary car parking for approximately 1300 cars; this would be for approximately 12 occasions per year. The total land area affected would be 8 ha. The land levels would be increased by a maximum of 4.0m with the majority of land level changes being approximately 2.0m.
5. Construction timing-duration: these proposals would require 6,328 total lorry movements to accomplish. The importation element of the project would therefore be completed in 36 weeks with 60 vehicles per day. The application proposes the use of the existing entrance and exit route from Charles Watts Way for lorries bringing spoil to the site. Following the construction of the golf course this access would remain open but used for emergency use only.

Supporting information

6. The application is supported by the following information :
 - Planning and Design and Access Statement

- Landscape and Visual Impact Assessment
 - Ecological Impact Assessment
 - Flood Risk Assessment and Surface Water Drainage Report
 - Cultural, Heritage and Archaeological Assessment
 - Water Framework Directive Assessment.
 - Arboricultural Impact Assessment and Tree Survey.
 - Transport Assessment
7. The proposal has been screened under the Town and Country Planning (Environmental Impact Assessment) (England) Regulations 2017 due to its scale as it is above the thresholds set out in Schedule 2. Part 12 (criterion f), sets out that developments above 1 hectare are EIA development if it is deemed that they are likely to have significant effects on the environment. It has been determined, that subject to the use of appropriate conditions that the proposal would not have likely significant effects on the environment and therefore would not be development requiring an Environmental Statement.
8. Without appropriate mitigation it is likely that the development would have a likely significant impact on a European Designated Site; however it is likely to be concluded that, with mitigation and conditions to control impacts, no significant likely impacts on any European Designated sites would occur as a result of the development; habitats regulation assessment and appropriate assessment have been sent and are awaiting the opinion of Natural England.

Relevant planning history

9. In summary:

X/15/75888 - Relief of Conditions 13 & 17 of planning permission Z/30368/022 to allow for the staging of a maximum of three concerts per annum with a maximum audience at each of up to 35,000 spectators. - Permit 2015

F/07/61830 - Construction of 4-storey, 175-bedroom hotel to include dual media & hospitality uses, media centre, restaurant & bar, golf clubhouse facility conference rooms & spa leisure facility with car parking & access from Marshall Drive; construction of new covered stands to include permanent & temporary seating (total site capacity 25,000 spectators), catering facilities, executive boxes, retail units, screens & scoreboard, match control room, outside broadcast compound & perimeter fencing; redesign, re-contouring & extension of existing golf course to provide 18-hole golf course to include re-routing of footpaths, a feature lake & landscaping; & provision of temporary construction access off Botley Road.(Application includes Environmental Statement and is subject to Environmental Impact Assessment) - Permit 2009

Consultation responses

10. **Borough Ecologist** – Holding Objection
 - No objection to the principle of development
 - The access road at the current proposed location will result in the removal of a large amount of scrub/ trees. This loss is considerable and the route should be relocated
 - Further clarity on footpath and bridge in relation to woodland
 - Phase I survey does not cover western part of site and identifies north-south hedge row intact – does not correspond with plans
 - Revision of layout to allow restoration of acid grassland – areas used for parking will have limited biodiversity value
 - Parking too close to southern boundary – impact on slowworms and lizards – buffers required
 - Further details required of swales, watercourses, wetland enhancement, culverts and de-culverting and footbridges required
 - Further detail of surface solutions required – location and specification
11. **Borough Health and Wellbeing Specialist** – Final Comments awaited
12. **Borough Landscape Specialist** – Holding Objection.
 - New road access would result in tree loss, require out of character landscape changes and adopt a highly artificial route

 - Temporary parking would be acceptable if limited to 12 days per year and adequate screened, however with the current proposal insufficient landscaping is achievable

 - New fairways would dramatically change the character of the existing landscape. This would be acceptable if designed in a sensitive way with sufficient native screen planting that mimicked a natural landscape.
13. **Borough Trees Consultant** - Holding Objection – Satisfied with tree protection for the east of the site, Confirmation on level of tree loss required, Tree group G7 needs further assessment to determine impact of the provision of the footpath
14. **Borough Environmental Health Specialist** – final comments awaited
15. **HCC Countryside Team** – Comment - Any works should not affect the Right of Way through the site. If there is likely to be an effect on the Right of Way its temporary closure should be discussed directly with the Countryside Planning Service.
16. **HCC Highways** No Objection – Subject to conditions limiting the number of events to 12 per year, approval of an event management plan, restriction of the gate access on Charles Watts Way to emergency vehicles only, pre-booked car parking only.

17. **Hampshire County Council (Waste Management)** – Comment – The site is a minerals safeguarding zone and should not be sterilised by the development. The development should consider the re-use of material on site from cutting and therefore further information should be supplied.
18. **Hampshire County Council (Flood and Water)** – No Objection - The proposals for surface water drainage meet the current standards/best practice in relation to surface water drainage.
19. **Highways England** - Holding Comments – Clarification on the use of Botley Road and Moorhill Road and how this will be enforced. A defined attendance threshold is required for the implementation of a Traffic Management Plan, marshalling and a cap on the number of events per year.

Further information on junction capacities and the methods of controlling vehicles were recommended but it was acknowledged that some of these issues could be resolved by the use of a Traffic Management Plan.
20. **Southampton Airport Safeguarding** – No Objection - No Objection subject to a bird hazard management plan and control of tree species and numbers.
21. **West End Parish Council** – no objection
22. **Neighbours** – 6 letters of objection in relation to traffic impacts, noise and dust from construction and traffic (including in combination with other developments), highway safety, impact of car lights, ecological impacts on bats and deer as well as non material planning considerations including loss of property value and future developments for housing

Development Plan Policies

23. 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”. The development plan in this instance consists of the Eastleigh Borough Local Plan Review (2001-2011) and the Hampshire Minerals and Waste Plan 2013. Other material considerations include the National Planning Policy Framework (NPPF) and supporting Guidance (NPPG), the Submitted Eastleigh Borough Local Plan 2011-2029 and the Council’s adopted Supplementary Planning Documents where relevant.

National Planning Policy Framework/Guidance

24. The NPPF states that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Para 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.
25. Three dimensions of sustainability given in paragraph 7 are to be sought jointly: economic (supporting economy and ensuring land availability); social (providing housing, creating high quality environment with accessible local services); and environmental (contributing to, protecting and enhancing natural, built and historic environment) whilst paragraph 10 advises that plans and decisions need to take local circumstances into account, so they respond to the different opportunities for achieving sustainable development in different areas. The NPPF also seeks to ensure that flood risk is not increased and to minimise impacts on biodiversity/encourage improvements and prevent unacceptable levels of soil, air, water or noise pollution and provide mitigation where needed.
26. Planning Authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations.

Saved Policies of the Adopted Eastleigh Borough Local Plan Review (EBLP 2001-2011)

Relevant “saved policies” in the adopted EBLP Review include the following:-

158.OS – designates a special policy for the Rose Bowl (Ageas) site. Accepts the principle of outdoor sport and recreational development subject to meeting detailed criteria including: development must be for outdoor sport/recreation purposes or ancillary to those uses; high quality design and layout; any areas to be used for occasional or short-term car parking must be provided with an appropriate soft surface, be well landscaped and be retained for car parking only; no increase to flood risk downstream and within the river corridor.

- 1.CO – restricts development in the countryside
- 2.CO – prevents development in gaps which would visually or physically diminish the
- 18.CO – protects high quality landscapes
- 25.NC – promotion of biodiversity
- 45.ES – Sustainable Drainage requirements
- 59.BE – seeks high quality development and to control impacts on neighbouring uses
- 100.T – seeks to ensure use of public transport where possible and ensure that measures are put in place to minimise impact on the highway network
- 102.T – Ensuring highways safety and environmental standards of New accesses

Hampshire Minerals and Waste Plan 2013 - The application site lies within a mineral consultation area.

Emerging Eastleigh Borough Local Plan 2016-2036

The Local Plan was submitted to the Planning Inspectorate on 31st October 2018 and the Council is awaiting confirmation of the date for examination. The adoption of the Local Plan is anticipated in Summer 2019. Given the status of the emerging Plan, it is considered that limited weight can be attributed to it.

For larger sites/sites specifically identified in the LP, we may need to refer to the LP submission to confirm whether any objections have been received and if so, what the Council's response has been, as this may affect the weight given to these site-specific policies (ie. if no objections have been received, more weight may be given to the policy).

Supplementary Planning Guidance

- 27. Supplementary Planning document : Biodiversity (December 2009)

Planning Considerations

Principle of development

- 28. The application site lies within the countryside as set out in the adopted Eastleigh Borough Local Plan Review 2011. Saved Policy 1.CO applies

which allows for new development in the countryside subject to at least one of the criteria. Criterion ii of that policy allows for development that “it is for an outdoor recreational use or is genuinely required ancillary to such a use and does not require the provision of buildings, hardstanding or structures which, are of a form, scale or design which would demonstrably harm the character of the locality”

29. Whilst the site lies outside of the Rose Bowl Special Policy Area, Saved Policy 158.OS does provide a useful method of assessing the impacts. Policy 158.OS states that “Proposals for further development in the Rose Bowl and Tennis Centre Special Policy Area will only be permitted if they conform to all the following criteria:
- development, other than the proposed hotel, must be for outdoor sport or recreational purposes or for buildings strictly ancillary to such uses;
 - any buildings or structures must be appropriate in scale, form and location to the predominantly green and open character of the area and should only be visible from the surrounding area in the context of the wider landscape setting;
 - development must be of a high quality layout and design, with careful attention to detailing, hard landscaping and planting;
 - proposals for floodlighting on any part of the site must be of a scale, form, location and luminosity that would not affect the predominantly open character of the area.
30. The primary usage of the site would be as a golf course which is considered to meet the requirements of an outdoor recreational use. The amount of hardstanding is limited to a paved path through the north east corner of the site and an extension to the existing road that runs through the golf course to the north of the site. Accordingly, given the size of the site, subject to an acceptable detailed design the road is not considered to harm the character of the locality.
31. The use of the site as a car park for match days is considered to be genuinely required ancillary to the Ageas Bowl itself. It is therefore considered that on balance the proposal for this development within the countryside is in accordance with Policy 1.CO and would not harm this policy’s objective of preventing inappropriate development in the countryside.
32. The landscape officer has raised concern about lighting on the site. The site would not contain any new buildings and lighting with the exception of temporary lighting during match days. The details of this can be secured by condition to ensure that the impacts on the countryside and protected species is acceptable. Landscaping can be controlled by the proposed conditions, although there are concerns around the proposed layout of the site in relation to landscaping as explored in the next section of this recommendation.

33. It is considered that with the proposed conditions the development of the golf course would be acceptable in relation to maintaining the special function of the Ageas Bowl as a sporting venue and the use of the land as a golf course as well as allowing for additional parking for larger events. The proposal would therefore meet the requirements of Policy 1.CO and 158.OS.
34. Saved Policy 2.CO requires that development proposed in a strategic gap does not physically or visually diminish that strategic gap. The proposals would be visible from the A334, Charles Watts Way. The development would change the character of the site by virtue of the more managed landscape that it would create rather than the current open field that maintains a more natural agrarian feel. The purpose of the policy is to prevent the coalescence of settlements both visually and physically. The Council's Landscape Design Specialist has raised a holding objection on the basis that the proposal would harm the character of the gap. Particular issues highlighted are the artificial route of the road to the west of the site, the loss of trees to provide the road and the landform changes that are proposed which would remove some of the undulating features of the site.
35. The use of the golf course would not require much in the way of built form and would maintain the open appearance of the site and therefore would maintain the separation between Southampton and Hedge End and West End. Notwithstanding the Landscape Design Specialist's comments it is considered that the site would not physically or visually reduce the gap and therefore would be in accordance with the requirements and objectives of Policy 2.CO.
36. When in use as a car park the site would take on a more urban form and would visually diminish the gap between Hedge End, West End and Southampton. This use is proposed only for major event days, and does not require permanent car park surfacing or lighting, and therefore this harm is limited and is not considered to harm the objective of the policy. The Ageas has recently lost the use of other park and ride/stride facilities at Windhover Roundabout and Peacehaven to the north of Botley Road. These facilities are therefore not an alien feature in this area or within local gap.
37. It is material to this consideration that the use of the land for temporary parking is granted by Part 4 Class B of the General Permitted Development Order. An objection on this basis alone is not considered appropriate to refuse the application.
38. The use of the land as a golf course and temporary car park is not considered to harm the objectives or criteria of Policies 1.CO, 2.CO or 158.OS and the proposal is therefore considered to be acceptable in principle subject to detailed consideration of the other relevant policies and material considerations.

Sustainable Development

39. The proposals would meet NPPF economic and social sustainability objectives through its support for the functional needs of a major employer and recreational facility in the Borough and beyond. The assessment of environmental sustainability includes matters of landscape impact, ecology, drainage, amenity and transport.

Landscape Impact

40. Policy 18.CO seeks to ensure that development respects and does not have an adverse impact on the intrinsic character of the landscape. The site is visible from vehicles travelling in both directions along Charles Watts Way. The existing golf course is largely screened by trees on the northern boundary on this site and does not have a material impact on the landscape when viewed from Charles Watts Way.
41. The existing site has a rural appearance with its last use being as paddock land associated with Thorneydown Farm. The golf course proposed would take the appearance of a managed leisure landscape and would therefore change the character of the site and create a more urban appearance. No structural landscaping is proposed in the submitted scheme and the layout proposed does not allow for a landscape scheme that would successfully mitigate the landscape harm from the more urban appearance.
42. However, it is considered that the potential to secure an appropriate design and layout of a golf course extension on the site exists, but this may result in a reduction in space available for temporary parking of vehicles.
43. It is recommended that the committee delegate this matter to the Lead Specialist, Housing and Development, to secure a revised layout and landscaping scheme to ensure that the proposed golf course would not have an adverse impact on the intrinsic character of the landscape and thereby ensure that the proposal accords with the requirements of Policy 18.CO.

Trees

44. The site is predominantly tree free, however the proposal does at present result in the loss of trees to provide an extended road to the north-west boundary of the site. Further detail is being sought for the location of the path through the tree group G7 in the north-east of the site.

45. At present there is conflict with the location of parking to the southern boundary of the site and the impact on retained trees on the boundary of the site. Given that these trees provide screening of the site the impact of compaction from vehicles on the ground within the root protection area is likely to be unacceptable and any revised scheme needs to provide sufficient buffers between parking to accommodate the tree root protection areas. The recommendation to permit is predicated on the basis that such revised plans are submitted.

Highways

46. The proposal is supported by a Transport Assessment. Hampshire County Council (HCC) and Highways England have agreed that notwithstanding some technical points that would benefit from additional consideration, the basis under which the traffic impacts have been assessed is appropriate.

47. It acknowledges that major events, where the golf course would be brought into use as a temporary car park, would have an impact on neighbouring roads. In mitigation, the site currently utilises a major event management plan, which has to be submitted to and agreed by the relevant highway authorities, which controls road closures, ticket issuing directions and entrance and exit arrangements/times.

48. This is considered, in the main, to have worked well in the past and has, where issues have arisen, identified these which then feed back to the following year's event management. It is considered that this method, notwithstanding some minor points of traffic assessment, is sufficient to mitigate the traffic impacts where these result in temporary pressure on the surrounding road network.

Ecology and Hydrology

49. The application site itself does not form part of a site with a statutory designation, however there are a number of parts of the site that are of biodiversity value.

50. Saved Policy 25.NC of the Eastleigh Local Plan requires that Development which will adversely affect a habitat or feature of importance for wild fauna and flora to demonstrate that

- The benefits of the development outweigh the adverse impacts
- The adverse impacts are unavoidable

- Appropriate measures are taken which would mitigate or compensate for any adverse impact.
51. The borough local plan pre-dates the 2019 NPPF which introduces a requirement in paragraph 170 d) to minimise impacts and secure biodiversity net-gain. There is concern about the extent of tree and shrubbery loss of to provide the footpath and the access road.
52. As set out previously in the landscape section, the site needs an alteration to the layout in order to secure satisfactory relationship with existing natural features and to achieve the required biodiversity enhancements for the site, including the restoration of the acid grassland on site and secure buffers around the proposed
53. There are some aspects of the scheme that are not sufficiently clear to assess the impacts including the details of the surface water swales as well as the restoration, culverting and the removal of existing culverts, which would re-open the existing water course that runs through the site.
54. The Borough Ecologist is satisfied that a satisfactory layout can be provided it is therefore recommended that the application is delegated to the Lead Specialist, Housing and Development, to secure additional details in relation to ecology.
55. The proposal is not considered to result in a likely significant impact on a European Protected site (SPA, SAC or Ramsar). HRA (Habitat Regulations Assessment) screening was required for this development as it falls inside the designated zone of impact. With adequate provision of buffers around sensitive water courses this would adequately ensure that water leaving the site would be acceptable such that it would not have a detrimental impact on the water quality or water flow entering the River Hamble, the Horton Heath Stream or Southampton Water.
56. The application has been subject to Habitats Regulation and Appropriate Assessments that are awaiting the opinion of Natural England.

Importation of fill – impact on Residential amenity /highways

57. A number of issues have been raised in relation to noise and dust as well as lights shining through windows when leaving the site.

58. Dust issues can be adequately addressed via a construction management plan. Construction traffic is due to enter and exit the site via Charles Watts Way and therefore would not result in significant noise impact on neighbouring residential properties. The traffic movements during major events may would likely result in some noise impact on neighbouring occupiers however given the limited number of dates that can be controlled by condition the impact is considered to be acceptable. The impact of lights from cars leaving the site is considered to be acceptable given the distance and intervening vegetation between the site exit and neighbouring properties.

59. It is recommended that the same hours of work restrictions are placed on this development, as per the new hotel/stand/golf course development permitted under F/07/61830 to minimise noise and disturbance to residents, particularly those in Westgate Mews and possibly new Dog Kennel Farm properties who would be closest to this part of the site. Comments of the Head of Environmental Health are awaited.

60. All fill material would be inert spoil, which is monitored by the Environment Agency.

Drainage / Flood risk

61. Policy 158.OS (viii) requires that any proposal must ensure that surface water drainage will not increase flood risks downstream and within the river corridor.

62. The Environment Agency Flood Zone map shows the application site lying within Flood Zone 1 which is considered as an area least likely to flood. The NPPF requires that new development within zone 1 is designed so that it does not increase floor risk elsewhere within the catchment. The Hydrological/Flood Risk Assessment concludes that the proposals will present a low risk of flooding downstream and the raised levels will also raise the water table. HCC Flood and Water Management team, have confirmed that the surface water management proposals set out in the surface water drainage strategy meet existing standards and best practice.

Minerals Safeguarding

63. The county waste authority has requested details of how minerals will be used on this site and raises concerns that the development would sterilise the site for future extraction. The principle earthworks associated with the site are to raise the land rather than reduce it therefore it is not considered that sufficient material would be created

by the site such that a plan for mineral extraction is proportionate in this case.

64. Given that the site is a golf course it is considered that this would not remove the ability to extract minerals from the site in the future were the use to cease. It is therefore considered that the site would be in accordance with the Hampshire Minerals and Waste Plan.

Conclusion

65. The proposed sustainable development will complement and support other major development works for the rest of the Ageas site and in general terms complies with adopted Development Plan policy and the NPPF. The proposal is acceptable in principle and subject to sufficient management of event day traffic, via an event management plan, would appropriately deal with the movement of traffic on the highway. The impact on the landscape and the ecological value are not currently resolved it is therefore recommended that the application is delegated to the Lead Specialist, Housing and Development to resolve the matters relating to landscape and ecology subject to further consultation with the Landscape Design Specialist and Ecology Specialist and subject to any further conditions or obligations that are recommended.