

(HEWEB, Hedge End, West End and Botley Local Area Committee, 8th March 2021)

Application Number: RM/20/89363
Case Officer: Kitty Budden
Received Date: 01/12/2020
Site Address: Land West of Woodhouse Lane, Near Stag Drive, Hedge End, SO30 2QN
Applicant: Mr Ian Austin
Proposal: Reserved matters application pursuant to hybrid planning permission O/18/83634, for formal community sports provision, alongside public open space, associated landscaping and provision of 2 no. public rights of way.

Recommendation: PERMIT, subject to any necessary amendments to the proposed conditions as a result of the outstanding consultation responses (delegated to Head of Housing and Development in consultation with Chair and Vice Chair).

CONDITIONS AND REASONS:

- (1) 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.
- (2) The development hereby permitted shall be implemented in accordance with the following plans numbered: 200456-1100 Rev P1; TGMS1111.5-4 Rev 3; TGMS1111.5-6 Rev 1.
Reason: For the avoidance of doubt and in the interests of proper planning.
- (3) No construction work shall start until a Method Statement has been submitted to, and approved in writing by, the Local Planning Authority. Construction work shall only take place in accordance with the approved method statement which shall include:
 - a) measures to control the emission of dust and dirt generated by demolition and construction works, including measures to prevent mud on the highway;
 - b) a scheme for controlling noise and vibration from demolition and construction activities;
 - c) the arrangements for deliveries associated with all construction works, loading/ unloading of plant & materials and restoration of any damage to the highway;

- d) location of temporary site buildings, compounds, construction material, and plant storage areas used during demolition and construction;
- e) arrangements for the routing/ turning of lorries and details for construction traffic access to the site;
- f) the parking of vehicles of site operatives and visitors;
- g) the erection and maintenance of security hoarding;
- h) measures to protect ecology including temporary protective fencing for trees, soils and any other retained habitat; temporary lighting; temporary drainage measures; timing of works to minimise impacts on ecology.

Reason: To limit the impact the development has on the amenity of the locality

- (4) 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 Bank Holidays.

Reason: To protect the amenities of the occupiers of nearby dwellings.

- (5) No development shall start until final details in relation to the proposed levels and drainage scheme have been submitted to and approved in writing by the Local Planning Authority. Within 2 months of the development commencing, final details in relation to street furniture, including cycle parking; path specification and street lighting shall be submitted to and approved in writing by the Local Planning Authority. The development shall not be brought into use until the approved details have been fully implemented [unless agreed in writing by the Local Planning Authority].

Reason: To limit the impact the development has on the locality.

- (6) No development shall take place unless and until:

- a) A detailed assessment of ground conditions of the land proposed for the new playing field land as shown on drawing number TGMS1111.5-6 Rev 1 shall be undertaken (including drainage and topography) to identify constraints which could affect playing field quality; and
- b) Based on the results of this assessment to be carried out pursuant to (a) above of this condition, a detailed scheme to ensure that the playing fields will be provided to an acceptable quality (including appropriate drainage where necessary) shall be submitted to and approved in writing by the Local Planning Authority after consultation with Sport England.

The works shall be carried out in accordance with the approved scheme within a timescale to be first approved in writing by the Local Planning Authority after consultation with Sport England.

Reason: To ensure that site surveys are undertaken for new or replacement playing fields and that any ground condition constraints

can be and are mitigated to ensure provision of an adequate quality playing field.

- (7) Within 2 months of the commencement of development, a final landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall cover all hard and soft landscaping [including trees and boundary treatment] and shall provide details of timings for all landscaping and any future maintenance and management, taking account of the different habitats within the site. The works shall be carried out in accordance with the approved plans and to the appropriate British Standard. The landscape and open space shall be managed in accordance with the approved management plan and maintenance schedule.
Reason: In the interests of the visual amenity of the locality and to enhance ecology.
- (8) 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 and to enhance ecology.
- (9) Prior to the import of soils onto the site, if required, approval shall be secured in writing from the Local Planning Authority in relation to the level of contaminants in the soil.
Reason: To minimise the risk from land contamination for the safety of the site users.
- (10) In the event that previously unidentified contamination is found when carrying out the approved development it must be immediately reported to the Environmental Health Unit. Work shall then cease until an investigation and risk assessment, and where required a remediation scheme, has been submitted to and approved in writing by the Local Planning Authority. Where a remediation scheme is required, the development shall not be brought into use until a completion certificate for the remediation work has been submitted to and approved in writing by the Local Planning Authority.
Reason: To minimise the risk from land contamination for the safety of the site users.
- (11) The playing field shall be used for Outdoor Sport and for no other purpose (including without limitation any other purpose in Class D2 Use Classes Order 2005, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).
Reason: To protect the playing field from loss and/or damage, to maintain the quality of and secure the safe use of sports pitches.

- (12) Prior to the bringing into use of the playing pitches a Management and Maintenance Scheme for the facility including management responsibilities, a maintenance schedule and a mechanism for review shall be submitted to and approved in writing by the Local Planning Authority after consultation with Sport England. The measures will include details in relation to the use of fertilizers and herbicides. The measures set out in the approved scheme shall be complied with in full, with effect from commencement of use of the playing field/pitches.

Reason: To ensure that new facilities are capable of being managed and maintained to deliver a facility which is fit for purpose, sustainable and to ensure sufficient benefit of the development to sport (National Planning Policy Framework (NPPF) para 97).

Note to Applicant: Note to Applicant: In accordance with paragraph 38 of the National Planning Policy Framework (February 2019), 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: Please note that this development and the associated works on the site may require a permit under the Environmental Permitting (England and Wales) Regulations 2016 from the Environment Agency for any proposed works or structures, in, under, over or within 8 metres of the top of the bank of the Shamblehurst Stream, designated as a main river. This was formerly known as a Flood Defence Consent. Some activities may be excluded or exempt.

For further guidance please visit <https://www.gov.uk/guidance/flood-risk-activities-environmental-permits> or contact the National Customer Contact Centre on 03708 506 506 (Monday to Friday, 8am to 6pm) or by emailing SSDEnquiries@environment-agency.gov.uk

A permit is separate to and in addition to any planning permission granted. The granting of planning permission does not necessarily lead to the granting of a permit.

Report:

1. This application has been referred to Committee because it is an Eastleigh Borough Council project.

Site Characteristics and Character of the Locality

2. The site comprises formerly agricultural land which forms part of the wider complex of fields currently under development for Deer Park Secondary School and the approved (outline) residential development.

3. The land is grass covered and there are no structures within the site boundary. The topography is undulating, falling predominantly from the south east of the site to the north west. There has been ad hoc use of the land by members of the public using the perimeters of the site (and the adjacent woodland Site of Importance for Nature Conservation (SINC)) for walking and dog walking.
4. Deer Park School is located north east of the site, on the northern side of the Bushy Copse SINC which runs through the centre of the wider development site; and the associated school playing fields are directly east, adjacent to the boundary of the application site. The boundary to the approved playing fields will be defined permanently by a 1.8m high mesh fence. Access between these two facilities will be possible via a gate in this fencing (controlled from the school playing fields). The application site lies between Bushy Copse to the north, and the residential properties in Stag Drive/Fawn Crescent and Berrywood Primary School to the south and west. The land opposite the site on the northern side of the SINC is currently fields. In time, the future residential development will occupy this land and surround the school complex. To the east of the wider site runs Woodhouse Lane, which is to be altered as part of the Botley Bypass project granted consent by Hampshire County Council (works for which have recently commenced).

Description of Application

5. In 2019, the committee resolved to grant consent for a hybrid planning application to deliver up to 605 residential dwellings, a local centre and associated infrastructure (outline permission) including public open space; and a 7-form entry secondary school with associated sports provision, access roads and supporting infrastructure (full permission).
6. As part of that consent, this parcel of land was identified for community sports provision, to meet the long-term aspirations of the Council to deliver improved sports provision in the local area. The S106 legal agreement associated with this application contained a requirement for Eastleigh Borough Council to submit a planning application within a specified period, to seek permission for sports pitches on this site. This application fulfils that requirement.
7. As part of this aspiration to improve local community sports provision, and required within the S106 agreement mentioned above, a separate application has been submitted to deliver a floodlit artificial turf pitch (ATP) within the school playing fields. The local community will be able to use this as part of a Community Use Agreement between Eastleigh Borough Council and Wildern Academy Trust as operators of Deer Park School (should planning permission be granted). The application for the ATP is also for consideration this evening (F/20/89418).

8. Two public footpaths are to be provided (as part of the hybrid planning permission), to enable safe access through the site to the secondary school and future residential development, one of which designed to allow shared cycle access; and landscaping to enhance the appearance and biodiversity value of the site is to be incorporated.
9. The application is accompanied by the following reports and technical assessments which have been updated as necessary through the application process:
 - Design and Access Statement;
 - Environmental Report;
 - Feasibility Report, including Ground Investigation and Flood Risk;
 - Transport Statement;
 - Public Consultation Report;
 - Noise Report;
 - Design Principles Supporting Statement;
 - Natural Turf Pitch Specification;
 - Agricultural Report;
 - Geoenvironmental Desk Study.
10. The proposal itself would not constitute EIA development, however the application is a reserved matters application to development which did comprise EIA development under the Town and Country Planning (Environmental Impact Assessment) (England) Regulations 2011 for which an Environmental Statement was submitted. The proposed works were considered as part of the hybrid application and the submitted Environmental Statement and EIA remains applicable. A brief report has been submitted to demonstrate how the application follows the principles of, and accords with, the Environmental Statement and EIA.
11. Further screening under the Habitats Directive was not required due to the nature of the proposed works and the Appropriate Assessment undertaken as part of the hybrid application which considered the principle of playing fields in this location.

Relevant Planning History

12. As discussed above, planning permission was granted in September 2019 for the hybrid application to which this application is related:

'Hybrid planning application for the proposed development of a residential and education led site with access off Woodhouse Lane.

Outline: Up to 605 residential dwellings, a local centre, pedestrian and cycle links, a pedestrian SINC crossing, drainage, public open space, landscaping, other supporting infrastructure and mitigation measures (including noise attenuation) associated with the development.

Full: 7 Form Entry secondary school with the potential to expand to 9 Form Entry and associated sports provision, primary access roads and points of access, pedestrian and cycle links (including the diversion of route number 6c), an underpass, a pedestrian SINC crossing, drainage, landscaping, utilities, other supporting permanent and temporary infrastructure and mitigation measures associated with the development.'

13. Also of relevance is the associated application for consideration this evening:

F/20/89418: Construction of 1 no. floodlit 3G artificial turf pitch, re-arrangement of 2 no. grass sports pitches and associated development including landscaping and drainage.

Representations Received

14. A letter of support has been received from Hedge End Rangers (HER) containing 69 submissions from players, coaches, parents and supporters all supporting the proposed facilities. (Comments in relation to both applications are combined.)

15. The following comments have been made (summarised):

- Facilities desperately needed for the local community;
- Very limited local options in Hedge End;
- Beneficial impact on environment, given the current need for most teams to travel outside of the immediate area to use existing facilities;
- Improved local facilities would allow the club to continue to progress;
- Increases opportunities for local children to be able to join the club;
- Benefits to mental and physical health through provision of improved facilities increasing opportunities for regular fixtures;
- Improved facilities will provide more opportunities for meeting up and playing football which will boost players confidence, overcome anxieties and provide a safe place for them to train and play;
- Provides proper facilities for HER to train and develop teams;
- 3G/4G pitch allows sport to be played all year round;
- Current facilities at Botley below required football standards, Wildern School facilities consistently booked and in need of increased upkeep;
- Would allow a large number of residents to access facilities by foot and bike, minimising congestion;
- Would contribute to stronger sense of community and respect, potentially reducing vandalism and anti-social behaviour;
- Increased residential development in area will increase pressure on existing facilities;
- Continued support of all sports for our children and community is a must;

- Development will bring a plethora of advantages – economic input, environmental benefits, community engagement and sustainability;
- Fantastic opportunity.

Consultation Responses (Summarised)

16. Hedge End Town Council: No objection.
17. Environment Agency: No objection. A permit may be required for any works or structures in, under over or within 8m of the top of the bank of Shamblehurst Stream.
18. Sport England: Support proposals, subject to conditions.
19. Sport England welcomes the reference to Eastleigh Borough Council's 2017 Playing Pitch Strategy (PPS) in supporting the type of playing pitches proposed. Sport England notes that the pitches are correctly sized for those age groups and identify suitable run/off distances. It should be noted however that the layout is tight and will not provide flexibility to reconfigure and relocate pitches within the playing field area. This may give rise to issues of wear and tear in those areas of the pitch which are most intensively used. This increases the importance of ensuring that an appropriate maintenance and management regime is put in place.
20. Sport England acknowledges that while a specification has been provided for the preparation of the natural turf pitches, it is not clear whether the consultant/contractor has undertaken a proper ground conditions assessment of the site. Sport England recommends that with any new playing field, such an assessment is carried out by a suitably qualified agronomist or sports turf specialist. This in turn should inform the scheme of works for the preparation of the pitches/playing field taking account of any constraints on the land and ensuring these are addressed. Sport England would ordinarily secure this via condition.
21. Sport England asks for clarification on whether a ground conditions assessment by an agronomist/sports turf specialist has been carried out which has then gone on to inform the proposed natural turf pitch specification. If not, Sport England considers that a related condition should be imposed on any planning permission.
22. Sport England also notes that no ancillary provision is proposed – ie. parking; changing/toilet/catering facilities. It would be helpful to understand how this has been considered and does it link with the development of the Deer Park school?
23. Sport England has consulted the Football Foundation on behalf of the FA and we have received the following comments.

24. The Football Foundation is supportive of the proposal which it considers should provide excellent facilities for community football and in particular Hedge End Rangers FC.
25. Sport England comments regarding the nature of the pitch space and the layout being tightly constrained which won't allow for rotation and movement of pitches to alleviate wear and tear. The Football Foundation would prefer to see a larger even plateau. Any banks created should not be steeper than 1:3 (per SE guidance).
26. The Football Foundation notes that a 4m gap can be achieved between the adult pitch and the youth pitches, to enable spectators to watch matches along the sidelines. The Football Foundation does not recommend that spectators watch matches from behind the goals. Furthermore the Football Foundation note that 1.1m railing is proposed for the adult pitch. It is requested that this is moved to 3m from the touchline rather than 1.83m as identified in the pitch specification.
27. The Football Foundation comments that the pitches themselves should be designed to meet the Performance Quality Standard (PQS) of 'Good' for Football as determined by the Grounds Management Association (GMA).
28. The Football Foundation comments on the importance of access to ancillary facilities such as changing rooms especially for the adult pitch; as well as toilets for both spectators and players (although separated) and parking. It would also be beneficial if a small kitchen area was made available, so the club could generate some income from the sale of refreshments to supporters and parents. The FF would wish to see that affordable community use is available at the site by the Council and School signing up to a Community Use Agreement as agreed by Sport England which would also include access to ancillary facilities as outlined above.
29. Football Foundation also recommend that as the site is to also be used for public open space, consideration is given to measures to prevent and control dog fouling and littering eg through the provision of litter bins, suitable signage etc.
30. Based on the above, Sport England offers its support for this application, as it is considered to meet Objective 3 to provide new opportunities to meet the needs of current and future generations,
31. Sport England recommends, based on our assessment, that if the Council is minded to approve the application, planning conditions related to ground condition and playing field design, land use, and provision and compliance with a management and maintenance scheme should be imposed.

(Additional information has been submitted to provide clarification to Sport England and a response is awaited. Councillors will be updated during the committee meeting.)

32. Hampshire Highways: No objection in principle.
33. Vehicle access will be to the school car parking area and will utilise the school access routes which are fit for purpose.
34. Pedestrian and cycle only access is provided to the sports pitches from the school, via proposed footpath links 2a (which leads out onto Stag Drive) and footpath 2b which links out onto Woodhouse Lane. The Case Officer should confirm that the school to pitch links are to be constructed as per plan 251898-UD-105 Rev 16 of outline application O/18/83634; and given the potential for accidents and injuries on the sports pitches, with no vehicle access achievable, the ambulance service should be consulted so that they can comment on the distances required for manually handling patients to waiting ambulances if ever required.
35. Onsite parking is provided through the co-existing school parking provision, given that pitches will only be made available for use outside of school timetable hours. With up to 130 vehicle parking spaces available on the school site, this provision is likely to be acceptable, though it will be for EBC to officially assess as Local Parking Authority.
36. One area of potential concern however would be if users started to park in Stag Drive instead of the official school parking, given this is closer to the pitches. As such, users should be fully informed of on-site parking facilities when booking in an effort to reduce this potential issue.
37. In terms of the cycle parking, it is noted that this is provided to the south of the pitches, with space for 12 cycle storage stands (24 spaces). Whilst this is likely to be acceptable, it is recommended that the applicant regularly reviews this provision and adds to it as required over time (if required).
38. Countryside Access Services: The application provides the addition of two new public rights of way. According to National Planning Policy Framework (paragraph 98) public rights of way and access should be protected and enhanced with opportunities sought to provide better facilities for users, including by adding links to existing networks. We would support the application subject to the specification of Footpath 2B has a minimum width of 3 metres and be surfaced to a bridleway specification without timber edging. Footpath 2A should also have a minimum width of 3 metres and a Type 1A surface which is to be adopted by Hampshire Highways.
39. Public Health: No comments received.

40. Ecology:

Landscape and Planting:

41. Inconsistency between landscape plans which should be addressed.
42. Many of the tree and shrub species proposed in the planting scheme are non-native or cultivars. To maximise this site for biodiversity, a variety of native tree and shrub species which collectively provide flowers and berries throughout the year must be used instead of the non-natives and cultivars.
43. Trees should be planted in locations where they will not need frequent tree works for safety or access purposes i.e. the canopies of the trees when mature should not overhang paths or grounds maintenance access routes.
44. Amendments to plant species and location recommended to maximise biodiversity of the area. The bund adjacent to Path 2A could be ecologically enhanced.

Drainage and Water Quality:

45. The proposed drainage from the playing fields, as shown on the drainage plan, is to run through two separate pipes through the SINC with two associated outfalls at the watercourse. The installation of this infrastructure will have a negative impact on the ancient woodland of the SINC and any disturbance to this habitat must be avoided. An alternative option must be found which does not impact on the woodland.
46. This leads onto the ongoing use of fertiliser and herbicide on the ryegrass turf of the playing fields. Recommendations for the frequency of fertiliser use have been made but it is not clear of quantities or which type will be used. Excessive use of these could pass into the drainage system and into the surrounding environment. A less mobile fertiliser would therefore be favourable and for it to be used sparingly (but enough to maintain acceptable quality of the turf) to avoid surplus nutrients entering the wider environment. The quantities used, and impacts on adjacent habitats, may need to be monitored and adjustments made accordingly. Details of an appropriate approach must be submitted.

Paths:

47. Whilst I understand that the more formal Path 2A should be 3m wide, I question the need for the more informal Path 2B to also be 3m wide.
48. Paths should be kept from under tree canopies of existing and proposed trees wherever possible to remove health and safety concerns and therefore reduce the requirement for tree works.

Lighting:

49. Lighting columns are proposed along Path 2A. Colour temperature of the luminaires is 4000K. Details will need to be provided to demonstrate that lighting levels on surrounding habitats is minimal. Lighting falling on adjacent habitats must not exceed 1 lux. Lower levels of light spill may be required around Bushy Copse SINC. This could be conditioned.

LEMP:

50. A LEMP will have to be provided for the site which specifies the management prescriptions for the different habitats (trees, shrubs, scattered scrub, bulb planting and grassland) during establishment and beyond. Any monitoring details will also need to be specified. This could be conditioned.

CEMP:

51. There will be significant earthworks during construction of the pitches so a CEMP will need to be provided to ensure protection to ecology and water environment during construction. This will include details of location of storage materials; temporary protective fencing for trees, soils and any other retained habitat; temporary lighting; temporary drainage measures; timing of works to minimise impacts on ecology. This could be conditioned.

(Updated landscape plans have been provided and comments are awaited. Councillors will be updated during the committee meeting.)

52. Landscape Design: *(Updated comments in response to amended landscape plans)*

53. The Woodhouse Lane Planting Brief usefully provides a more detailed specification for the planting proposals, including some detail as to design intent.

54. Additional information on tree and shrub planting and landscape management and maintenance is required and planting schedule updated to ensure quality control when delivering the landscaping.

55. Revised tree species and hedge species selection acceptable.
Substitute shrub and bulb planting revisions acceptable.

56. Note the sketch design for the inset seating provided on the revised plan.

57. Before these are implemented a full technical drawing including drainage for the retaining structure, foundations and method of construction and specification for the bench and fixings as well as for the longevity of the timbers should be provided to ensure the work is a high quality bespoke design.

Conclusions:

58. The revised scheme now contains a range of planting proposals I considered suitable for the site, both in terms of species selection and arrangement.
59. Given this is a reserved matters application, I find the detail in terms of full specification for planting, management and maintenance quite light and this should certainly be addressed prior to the scheme being implemented to ensure that proper quality control can be carried out. The same applies to the construction details for the benches as set out above. My conclusion is that the details submitted are acceptable as far as their limitations, and further conditions could usefully be required for full details to be submitted and approved as set out above, prior to works commencing on site.
60. Urban Design: *(Updated comments in response to the submission of further information.)*
61. The design of shared use facilities needs to be considered further in accordance with current best practice contained in LTN 1/20 and Gear Change. Question whether 3m is wide enough to avoid conflicts between pedestrians and cyclists. Assuming a 3m route is found to be appropriate, it is recommended that the routes are widened where Routes 2A and 2B converge to create a more attractive node.
62. There are no objections to Sheffield type stands being used, but a higher quality product than that shown on the Footpath and Lighting Detail plan should be used e.g. with brushed stainless steel finish. The cycle stands should be from the same street furniture “family” as the seating discussed below to maintain visual consistency, similarly, bins.
63. In order to create a visually cohesive scheme, both footpaths should be surfaced in the same material to reduce visual clutter. We are trying to move away from default asphalt finishes in order to enhance the place function of schemes and encourage active travel.
64. Lighting specification as advised by lighting engineers at Hampshire Highways is noted. Additional seating along footpath routes and tree planting along Route 2B noted and supported, together with overarching landscape plan.
65. Environmental Health: I note the application proposes minimal lighting associated with a footpath 2A and I doubt this will be pose a risk to amenity. However, you will no doubt wish to require details for approval by condition, so that this can be confirmed.
66. The traffic assessment suggests modest daily traffic generation associated with weekend use and if correct, this is unlikely to have a significant impact upon annual average air quality objectives and so I do not consider that this matter needs further exploration. I expect the

cumulative impacts upon air quality for the outline scheme O/18/83634 were reviewed at the time of that application.

67. With regard to the construction phase, impacts are possible from ground works in terms of noise and dust. I note that condition 4 of O/18/83634 required the Construction Management Plan submitted as part of that application to be reviewed and updated as necessary. I assume this has application to this reserved matters application and would advise that the CEMP should be reviewed at the appropriate time to the extent it does not already anticipate the risks associated with this development or the methods to be adopted. I also note condition 6 limits construction hours to minimise impact.

Noise

68. The use of the three community sports fields will create noise from the participants and any audience. It is notable that floodlighting is not provided and this is suggestive of lower intensity use. Further, the proposed use was anticipated in the outline application and so I assume that overall the relationship was considered acceptable to the local planning authority. This application is supported by an Arup Technical Note dated 4/11/20 to assess the likely cumulative impact of noise from the use proposed in this application and also grass pitches at Deer Park school and a floodlit pitch which do not form part of this application but are subject of a separate application assumed to be F/20/89418. The key assumptions in respect of the community sports use are set out in the report.
69. The report references the WHO Guidelines for Community Use and advises that the 16 hour average noise levels in residential gardens are unlikely to be significantly impacted. This is accepted and not surprising given the relatively infrequent use assumed. Whilst games are in progress, the report concludes that noise from the games may be discernible at the closest residential gardens in Stag Drive above the existing average baseline noise levels in these locations. The worst case scenario modelled (Scenario 3) applies when the three community pitches are being used by seniors and the floodlit pitch (not part of this application) is in use with 50 spectators. In this scenario, cumulative noise is predicted to be about 5dBA above existing average daytime noise levels. However, most contribution arises from the artificial pitch not forming part of this application. Changes in traffic flow in the area resulting from the wider outline development may change existing traffic noise levels at residential receptors, which may influence the degree to which noise from the sports use is noticeable or masked at residential receptors, but I have not researched this. Overall, I do not consider it likely that the impact would amount to a significant adverse impact to justify refusal.

Contamination Land (Comments following receipt of Phase 1 Geoenvironmental Desk Study)

70. The Preliminary Qualitative Risk Assessment, PQRA, in Appendix E of the report classifies potential risks to identified receptors as 'very low risk'.

71. In section 10.5 Conclusions and Recommendations, it is stated that, *'Based on the findings of the desk study and PRA it is considered that intrusive investigation of the site is not necessary as there is no evidence to suggest that contamination would be present at concentrations which would pose an unacceptable risk to the proposed future site users, controlled waters or adjacent ecological receptors.'*

72. It goes on to state, *'...At this stage it is understood that no material will be imported on to site as part of the development ... However, should any material need to be imported to site during the groundworks, ... this will require testing and certification...'*

73. On the basis of the comments in the report we do not object.

74. If however, soil is to be imported onto site then then this will need to meet with the approval of the LPA with respect to levels of contaminants in the imported soil.

75. We also recommend that the applicant be advised to report any unexpected contamination that is encountered to the LPA / Pollution Team as soon as is practical, along with steps proposed to be taken to deal with it.

76. Planning Policy: No comment.

77. Wildern Secondary School: No comments received.

Policy Context and Designations Applicable to Site

- Within Local Gap
- Within Countryside
- Adjacent SINC
- Adjacent Ancient Woodland Monument
- Future Open Space Land

Development Plan Saved Policies and Emerging Local Plan Policies

Eastleigh Borough Local Plan Review (2001-2011)

Saved Policies:

- 1.CO (Countryside Protection);
- 3.CO (Local Gap);
- 18.CO (Protection of landscape);
- 25.NC (Promotion of biodiversity);

- 32.ES (Pollution control);
- 36.ES (Lighting design);
- 41.ES (Protection of water courses);
- 45.ES (Sustainable drainage);
- 59.BE (Design criteria);
- 62.BE (Access for people with disabilities);
- 63.BE (Car park design);
- 66.BE (Information and communications technology);
- 100.T (Transport criteria);
- 104.T (Off-highway parking);
- 149.OS (Provision of new and enhanced playing fields);
- 152.OS (Extension to cycle/pedestrian links).

Specific to the site:

- 150.OS – Provision of additional public open space to the east of Berrywood Primary School, Hedge End.

Submitted Eastleigh Borough Local Plan 2011 - 2029, July 2014

78. The Eastleigh Borough Local Plan 2011-2029 was submitted for examination in July 2014 but the Inspector concluded that insufficient housing was being provided for in the Plan and that it was unsound. While this has not been withdrawn and remains a material consideration, it can therefore be considered to have extremely limited weight in the determination of this application.

Submitted Eastleigh Borough Local Plan 2016-2036

79. The 2016-2036 Local Plan was submitted to the Planning Inspectorate on 31st October 2018 and the examination hearings concluded in January 2020. The Council received the Inspector's post-Hearing advice on 1 April 2020. The Council is progressing with modifications to the Local Plan to enable its adoption, anticipated in late 2020/early 2021. Given the status of the Emerging Plan, it is considered that overall considerable weight can be attributed to it. The most relevant policies are:

Strategic policies:

- S1 (Sustainable Development);
- S2 (Promotion of New Development).

Development Management policies:

- DM1 (General Development Criteria);
- DM2 (Environmentally Sustainable Development);
- DM6 (Sustainable Surface Water Management and Watercourse Management);
- DM8 (Pollution);
- DM11 (Nature Conservation);

- DM14 (Car Parking).

Specific to this site:

- HE1 - Approximately 650 dwellings and community facilities including a new secondary school, a local centre, sports facilities available to the public within a Sports Hub and public open space – Land West of Woodhouse Lane.

Hampshire Minerals and Waste Plan

Policy 15 – Safeguarding of Mineral Resources.

Supplementary Planning Documents

- Quality Places (November 2011);
- Biodiversity (December 2009).

National Planning Policy Framework

80. At national level, the National Planning Policy Framework (the 'NPPF' or the 'Framework') is a material consideration of significant weight in the determination of planning applications. The National Planning Policy Framework (the 'NPPF' or the 'Framework') states that (as required by statute) applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise and sets out a general presumption in favour of sustainable development unless material considerations indicate otherwise.

81. Three dimensions of sustainability 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 local circumstances should also be taken into account, so that development responds to the different opportunities for achieving sustainable development in different areas.

National Planning Practice Guidance

82. Where material, the Planning Practice Guidance which supports the provisions and policies of the NPPF should be afforded weight in the consideration and determination of planning applications.

Assessment of Proposal: Development Plan and / or Legislative Background

83. Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require a Local Planning Authority determining an application to do so in

accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises the Saved Policies of the Eastleigh Borough Local Plan Review 2001-2011 and the Hampshire Minerals and Waste Plan 2013. The NPPF and the Planning Practice Guidance constitute material considerations of significant weight.

Principle:

84. The application comprises a Reserved Matters application for the provision of formal community sports provision, in the form of three natural turf playing pitches within an area of public open space, with associated landscaping and the provision of two public rights of way (one shared footway/cycleway and one footway). The principle of the use of this land for public open space and community sports provision was established under the hybrid planning application (O/18/83634), together with the provision of the two public rights of way.

Sustainable Development:

85. Section 2 of the NPPF (February 2019) states that the purpose of the planning system is to contribute to the achievement of sustainable development, which can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
86. Achieving sustainable development means that the planning system has three overarching objectives – economic, social and environmental (which are interdependent and need to be pursued in mutually supportive ways) that should be delivered through the preparation and implementation of plans and the application of the policies in the Framework.
87. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.
88. Each of the three dimensions of sustainable development is considered below.

Economic Sustainability:

89. Section 2 of the NPPF, when discussing economic sustainability, seeks to ‘help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure’...
90. The proposal is principally for the provision of community sports playing pitches, to meet an identified local need. It is anticipated that the pitches could be hired by local clubs for football matches, primarily

during the weekend. There is therefore the potential for some revenue from use of this site. In addition, the availability of good quality playing pitches in the local area may contribute to increased engagement with local clubs, which may provide additional revenue for these organisations through increased subscriptions.

91. It is considered that there may be a small economic benefit to the proposed scheme and therefore it may be considered economically sustainable.

Social Sustainability:

92. Chapter 8 of the 2019 NPPF 'Promoting healthy and safe communities' states that decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible, and enable and support healthy lifestyles, including through the provision of sports facilities. In para. 96, it recognises that access to a network of high-quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities.

93. This scheme provides improved local sports facilities for which there is a recognised need as identified by Saved Policy 150.OS. This will benefit the local community, provide opportunity for positive social interaction, and enhance the physical and mental health of residents, as reflected in a number of the third-party representations received.

94. While the pitches are well enclosed by trees and planting, the main pedestrian and cycle way through the open space will be lit and forms part of the safe routes to school strategy for Deer Park School. The route will therefore be well-used, providing a degree of surveillance during normal hours of access. The development of the site therefore provides surveilled open space and sports provision to create a safe and accessible community facility.

95. As part of the development of the wider community sports package, the needs of the local football club, Hedge End Rangers, has been taken into account.

96. Hedge End Rangers was established in 1974 and have grown to currently have 31 teams and close to 400 players. Due to the size of the club, the organisation has to utilise multiple facilities, often outside of the local area. (This also applies to other local teams in the area.) Provision of local facilities would enable Hedge End Rangers to bring all, or the majority of their teams, back into the local area. It would provide opportunity for the club (and other local teams) to expand and offer more local children, youths and adults the chance to benefit from the associated social and health benefits and encourage a sense of pride and ownership in the facilities and the wider community.

97. It is considered that there are a number of social benefits to the proposed scheme and therefore it may be considered socially sustainable.

Environmental Sustainability:

98. There are a range of different components to Environmental Sustainability, including consideration of site-specific planning matters and the impacts of the development on its surroundings, which are considered below under the relevant subheadings.

Design, Scale and Appearance:

99. Saved policy 59.BE of the Local Plan requires development to take full and proper account of the context of the site including the character and appearance of the locality and be appropriate in mass, scale, materials, layout, design and siting. It also requires a high standard of landscape design, a satisfactory means of access and layout; and that the development avoids unduly disturbing or conflicting with neighbouring uses.

100. Saved policy 150.OS supports the provision of additional public open space in this location. Emerging policy HE1 supports the delivery of sports facilities available to the public.

101. The site is well contained within existing tree screening and will link into the existing and future path network in the vicinity. The scheme has been designed to provide for three natural turf pitches to meet the need identified in the Council's 2017 Playing Pitch Strategy, as acknowledged by Sport England and has sought to balance the need to meet the Sport England guidelines, the need to ensure public open space is available for other users, and the need to enhance the ecological and biodiversity value of the site (both for this scheme and the associated scheme to provide an ATP). A container is proposed to sit adjacent to the pitches in a discrete location, to provide the ability to store items such as goals.

102. A ground investigation was undertaken as part of the feasibility phase of the project, which has informed the design of the pitches. As a result, there is a degree of 'cut and fill' that will be required within the site to create a suitable plateau for the pitches. This will change the existing topography of the site, however this is not a significant landscape feature and the changes to levels would not impact nearby residents.

103. A landscape scheme has been developed to enhance the appearance of the public open space, to the benefit of both residents and ecology.

104. It is considered that the scheme has carefully considered the context of the site and the community public open space needs in this location and is therefore compliant with saved policies 59.BE and 150.OS, and emerging policy HE1.

105. Sport England and the Football Foundation have made reference to the need for ancillary facilities such as changing rooms and have asked for clarification regarding the arrangements. These facilities will be available through use of the Deer Park School sports hall which contains changing rooms, toilets and catering facilities and

is to be secured through the Community Use Agreement. Clarification has been provided to Sport England and further comments are awaited. It is noted that Sport England and the Football Foundation confirm their support for the scheme, including the provision of the ATP.

106. Conditions have been requested by Sport England, which can be imposed should consent be granted. It is likely that the request for a ground condition survey and related detailed pitch design will be removed in light of confirmation to Sport England that this work has been carried out and Councillors will be updated in relation to this matter during the committee meeting.

Landscaping, Trees and Ecology:

107. The site itself was formerly an agricultural field used for crops and so has no defining landscape features within its interior. The boundaries to the site are however well defined with tree screening, hedging and the Bushy Copse SINC with ancient woodland and watercourse.

108. The proposed works are located away from the boundary trees and SINC and will not interfere with the root protection areas or tree canopies. The landscape scheme has been developed to make the site more interesting and attractive for users and to enhance the ecological value of the land, achieving biodiversity net gain. The scheme proposes the planting of new trees, hedgerows, grassland and wildflower meadow, and a range of planting is to be used to encourage residents and visitors away from the more ecologically sensitive areas and to support the movement of wildlife through the site.

109. Following initial comments from the Council's Landscape Officer and Ecologist, the scheme has been amended. The Council's Landscape Officer has confirmed that the revised scheme is acceptable, subject to the receipt of further detail. This can be covered by condition. Additional comments are awaited from the Council's Ecologist. In light of the amendments to the landscape scheme, it is not anticipated that a material objection will be raised by the Ecologist. It is possible that amendments may be required to proposed landscape/ecology-related conditions and Councillors will be updated during the committee meeting.

110. It is therefore considered that the proposed scheme accords with Policies 25.NC and 59.BE.

111. There is the potential for the construction works to impact the existing ecology and water environment. A condition requiring a Construction and Environment Management Plan (CEMP) to ensure adequate protection is considered appropriate.

Access, Parking and Transport Matters:

112. Due to the location of the site and the surrounding natural and built environment, it is not possible for a vehicle access for users to

be provided in very close proximity to the pitches. As part of the Community Use Agreement required under the S106 legal agreement associated with the hybrid application, it will be possible for users of this facility who are hiring the pitches to use the car park at Deer Park School. The site can then be accessed via the connecting footpath linking to path 2A when this is delivered or, if using the school facility, through the gate from the school playing fields.

113. While this is not ideal, it is considered that there is sufficient parking provision within the school site, within an acceptable distance, to meet the needs of the teams using the pitches on match days when demand will be highest.
114. As recognized by Hampshire Highways, there is the potential for visitors to the site to park in nearby residential streets and it is important that it is made clear to hirers of the pitches as part of the operating procedures in order to encourage use of the designated parking. In light of the intention for this site to be managed by Hedge End Town Council following the transfer of a lease from Eastleigh Borough Council, confidence can be had that this will be achieved.
115. An emergency and maintenance access is to be provided in the southwest corner of the site which will provide access to both the school playing fields and this site (route 2B). The route will be sufficiently wide and designed to accommodate an ambulance to serve either site if required. In addition, an alternative access for emergency vehicles could be utilized from Stag Drive which would bring an emergency vehicle within approx. 60m of the pitches. Depending on ground/weather conditions on a specific occasion, it would be possible for an emergency vehicle to drive across the site from the maintenance access which is approx. 200m from the pitches. It is considered that appropriate access is therefore available for emergency use.
116. There is the potential for construction works to impact the surrounding development through contractor parking and construction vehicle movements. A condition for a CEMP can be imposed to ensure this is appropriately managed.

Noise and Land Contamination:

117. Due to the nature of the proposed use, there is the potential for noise to result in disturbance for nearby residents.
118. The application has been accompanied by a Noise Assessment and the Council's Environmental Health Officer has confirmed that, due to the level of use of the pitches and the other nearby uses, it is not considered that the change to the noise environment as a result of this proposal would be significant.
119. The scheme is therefore considered to accord with Policies 59.BE and 32.ES.

120. There is the potential for construction works to generate noise disturbance for existing residents and measures to control noise can be required as part of the CEMP.
121. A Phase 1 Geoenvironmental Desk Study has been submitted in light of the need for cut and fill ground works to be undertaken. The Council's Environmental Health Officer has confirmed that there is no objection to the proposed works on the grounds of land contamination and has recommended conditions related to imported soils, if required, and the mechanism for managing any previously unidentified contamination. These can reasonably be imposed.

Minerals:

122. The site is situated within the Eastleigh District (B) Mineral Conservation Area (MCA) for superficial sand and gravel, however, previous investigations at the site at the time of the hybrid planning application submission concluded that the material in this location is not economically viable based on the likely volumes present and high percentage of cohesive bound material and this was confirmed in consultation with The County Council Minerals Team. In light of this, it is considered unreasonable to impose a condition requiring further investigation.

Lighting:

123. While the pitches are not proposed to be lit, thereby removing any potential impact on residents and wildlife during the hours of darkness, the main footway/cycleway through the site is to be lit. This is required due to the use of this path as part of the Safe Routes to School provision and will therefore need to meet HCC standards as the path is to be adopted. Due to the nature of this route however, the proposed lighting design reflects the low lighting class for rural environments to protect ecology while keeping users safe. The final details are to be secure through condition.

Drainage:

124. Due to the proximity of the watercourse in Bushy Copse and the need for the pitches to be well draining so they can function efficiently, a drainage system is required. The Council's Ecologist has raised concerns regarding the mechanism currently proposed (two separate pipes through the SINC with two associated outfalls at the watercourse). The installation of this infrastructure would have a negative impact on the ancient woodland of the SINC and any disturbance to this habitat must be avoided. However, there is sufficient space within the site to accommodate an alternative solution which would be acceptable. It is considered that this can be appropriately resolved through the use of a pre-commencement condition to require the detailed design of the drainage system to be approved. While existing and final levels information has been provided, in light of the potential for change as a result of amendments to the drainage scheme, final levels are also conditioned.

125. In addition, there is the potential for surface water run off into the watercourse. As a result, the use of fertilisers and herbicides must be carefully managed to ensure water quality is maintained. Recommendations for the frequency of fertiliser use have been made but quantities and type has not be specified. Excessive use could result in these passing into the drainage system and into the surrounding environment. As commented by the Council's Ecologist, the quantities used, and impacts on adjacent habitats, may need to be monitored and adjustments made accordingly. Details of an appropriate approach must be submitted and can be required through a pitch management condition.

Residential Amenity:

126. Saved policy 59.BE requires proposed development to avoid unduly impacting on neighbouring uses.

127. As discussed above, the site is well contained and will not have a visual impact on existing residents. It is considered that the noise resulting from the proposed use will not result in a significant change to the noise environment.

128. There is the potential for disruption from inconsiderate parking within residential areas and this will be managed by ensuring clear guidance is given to hirers of the facility to encourage use of the designated parking.

129. It is considered that the scheme would have limited impact on existing residents, which must be weighed against the significant social benefits that the scheme will deliver.

Human Health:

130. Human health relating to noise has been considered and no significant adverse effects are likely. Health benefits in relation to physical fitness, mental health and social interaction have been identified. While no comments have been received from HCC Public Health, it is considered the proposed scheme would deliver human health benefits.

Sustainability Measures and Climate Change:

131. National legislation and guidance, together with local policy ensure that all planning applications are tested for their resilience to and impact on the environment. Details elsewhere in this report set out the Climate Change and Environmental implications of this application and their proposed mitigations.

Other material considerations

Equalities Implications:

132. Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-

- a. A public authority must, in the exercise of its functions, have due regard to the need to:
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

133. When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. It is considered that this application does not raise any equality implications.

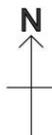
Conclusion

134. The proposed scheme is considered to provide needed local community sports facilities, supporting improved physical and mental health for local residents, encouraging social interaction and improving the ecological value of the site. The scheme is considered to be economically, socially and environmentally sustainable; and, subject to conditions, accords with local and national policy.

135. Outstanding consultation responses are awaited from Sport England and Ecology following the receipt of further information, and there is the potential for amendments to be required to conditions as a result.

136. The recommendation, therefore, is to permit, subject to any necessary amendments to the proposed conditions as a result of the outstanding consultation responses, delegated to the Head of Housing and Development in consultation with the Chair and Vice Chair.

Land west of Woodhouse lane, SO30 2QN



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