

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

**Application Number:** F/20/89418  
**Case Officer:** Kitty Budden  
**Received Date:** 08/12/2020  
**Site Address:** Land West of Woodhouse Lane, Hedge End, SO30 2EZ  
**Applicant:** Eastleigh Borough Council  
**Proposal:** Construction of 1 no. floodlit 3G artificial turf pitch, re-arrangement of 2 no. grass sports pitches and associated development including landscaping and drainage.

**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).

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#### 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: 4517-UBU-ZZ-ZZ-DR-L-1003-P2; 4517-UBU-ZZ-ZZ-DR-L-1002-P5; 4517-UBU-ZZ-ZZ-DR-L-1001-P5; 4517-UBU-ZZ-ZZ-DR-L-2000; 4517-UBU-ZZ-ZZ-DR-L-2001; 517-UBU-ZZ-ZZ-DR-L-2002; 517-UBU-ZZ-ZZ-DR-L-2003; S-50-2; 4517-CWP-00-ZZ-DR-5030-20035-P03; 4517-UBU-ZZ-ZZ-DR-L-3000-P3; 4517-CWP-00-DR-C-ZZZZ-40010-P1.  
Reason: For the avoidance of doubt and in the interests of proper planning.
- (3) No construction work shall start until an updated Construction and Environment Management Plan (to include details of the temporary haul road) 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) a programme of and phasing of demolition (if any) and construction work;
  - b) measures to control the emission of dust and dirt generated by demolition and construction works, including measures to prevent mud on the highway. (Details of on-site wheel wash facilities are required, outlining how mud and dirt will be prevented from reaching the highway. Onwards, details of how the applicants will deal with mud and dirt on the highway should

this method fail should also be supplied (i.e. employment of a mechanical road sweeper));

- c) a scheme for controlling noise and vibration from demolition and construction activities;
- d) the arrangements for deliveries associated with all construction works, loading/ unloading of plant & materials including access and egress for plant and machinery, and restoration of any damage to the highway;
- e) location of temporary site buildings, compounds, construction material, and plant storage areas used during demolition and construction;
- f) arrangements for the routing/ turning of lorries and details for construction traffic access to the site;
- g) the parking of vehicles of site operatives and visitors;
- h) the erection and maintenance of security hoarding;
- i) protection of pedestrian routes during construction;
- j) 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) Development shall commence in accordance with the submitted 'Bird Hazard Management Plan'. 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 development. 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.

- (6) 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 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; to enhance ecology and to avoid endangering the safe movement of aircraft and the operation of Southampton Airport through the attraction of birds and an increase in the bird hazard risk due to trees and shrubs on the application site.

- (7) 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.

- (8) 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.

- (9) Prior to the installation of the access track to the south of the playing fields, details relating to the design, construction and final location shall be submitted to, and approved in writing by, the Local Planning Authority. The development shall accord with these approved details.

Reason: In the interests of amenity and environmental protection.

- (10) The approved floodlights shall not operate after 22:00 hours on weekdays and 18:00 hours on weekends. Curfew timers shall be installed, operated and maintained in accordance with the manufacturers specification and shall reduce the lighting to 20 lux 10 minutes before curfew to allow users to safely leave the pitch. No other lighting shall be installed.

Reason: In the interests of residential amenity and the protection of ecology.

- (11) The light emitted from the approved floodlights shall not exceed the vertical illuminance level of >200 lux for users and shall be of a low temperature colour suitable for foraging bats. Details of the bulb specification shall be submitted to, and approved in writing by, the Local Planning Authority, prior to the floodlights being brought into use. The floodlights shall be maintained to ensure the requirements of this condition are met.

Reason: In the interests of residential amenity and the protection of ecology.

- (12) 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.

- (13) The Artificial Turf Pitch shall be constructed and laid out in accordance with the final scheme and to an agreed timescale, to be submitted and approved in writing by the Local Planning Authority prior to the commencement of the ATP works.

Reason: To ensure the quality of ATP is satisfactory and meets the requirement standards, and that it is delivered at the appropriate time.

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](mailto: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 application site forms part of the wider development on 'Land West of Woodhouse Lane, Hedge End' as approved under the hybrid planning permission (O/18/83634) which granted consent for a 7-form entry secondary school (now known as Deer Park Secondary School) and outline permission for up to 605 dwellings with associated infrastructure.
3. Deer Park School will be located at the centre of the main development site with the associated sports pitches directly to the south of the school buildings, separated from the buildings by Bushy Copse SINC which runs through the centre of the wider site. When the outline element of the hybrid planning permission for residential development proceeds to construction (once reserved matters and discharge of conditions associated with these development phases are approved by the Local Planning Authority), Deer Park School will be bound by residential properties to the north, south and east and community grass sports pitches (subject to planning permission) and public open space to the west on the Community Sports Provision Land.
4. The application site for the current full planning application is located to the south of the Bushy Copse SINC, and to the south of the main school buildings, predominately within the school sports playing fields and partly within the Community Sports Provision Land.
5. The application site's immediate boundaries are formed by the Bushy Copse/Middle Copse SINC, the Community Sports Provision Land (the subject of the associated planning application also on the agenda for this evening (RM/20/89363)), public open space and Stag Drive (existing residential development). Further east is Woodhouse Lane beyond the existing woodland belt.
6. Under the hybrid planning permission, full planning permission was granted for primary access roads into the main site to both serve Deer Park School and the wider residential development. In time, access to the floodlit artificial pitch and associated additional sports facilities will therefore be gained via the primary access road arrangements, school car park and the pedestrian SINC bridge crossing within the school site. Maintenance and emergency access will be achieved via the existing (improved) field access off Woodhouse Lane to the south and west of the school sports fields.
7. Construction is progressing in relation to the school and preliminary works to set out the grass sports pitches have commenced, with the ground having been levelled under the hybrid permission.

### **Description of Application**

8. 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), as mentioned above.

9. The S106 legal agreement associated with this application contained a requirement within Schedule Nineteen which covenanted HCC to extend the approved sports facilities at Deer Park School to incorporate (subject to planning permission being granted) the provision of:

- Community changing rooms;
- A multi-purpose room; and
- A floodlit 3G artificial sports pitch.

10. Schedule Eighteen of the S106 further requires a Community Use Agreement (CUA), to be entered into between Eastleigh Borough Council and the Owners of the Secondary School (Wildern Multi Academy Trust) for community use of the indoor and outdoor facilities at Deer Park School. This is to include the consented school sports facilities currently being built, the proposed additional sports facilities the subject of this application, and the expanded school sports hall.

11. This full application currently under consideration seeks consent for:

- 1no. fenced floodlit 3G artificial sports pitch, 2no. artificial pitch grounds maintenance storage containers, 1no. free standing 50-seater capacity covered spectator shelter and 2no. 8-seater capacity team shelters, located at the north west corner of the school sports pitches;
- 2no. rearranged grass sports pitches and an associated long jump area and cricket pitch, located at the north east corner of the school sports pitches area; 1no. temporary construction access road located to the south and west of the school sports pitches, extending from Woodhouse Lane to the school sports pitches and the Community Sports Provision Land; and
- Landscaping including biodiversity and landscape mitigation and enhancement located to the west of the school sports pitches and to the south of the community sports pitches within an area of public open space on the Community Sports Provision Land.

12. The community changing rooms and multi-purpose room have been secured separately through a Non-material Amendment application pursuant to the hybrid planning permission O/18/83634.

13. This application has been prepared and submitted to the Local Planning Authority by HCC on behalf of Eastleigh Borough Council.

14. The application is accompanied by the following reports and technical assessments:

- Planning, Design & Access Statement (this Statement);

- Environmental Appraisal Report;
- Statement of Community Involvement;
- Lighting Assessment;
- Landscape Management Plan;
- Construction Management Plan; and
- Flood Risk Assessment and Drainage Strategy.

15. The proposal has been screened out under the Town and Country Planning (Environmental Impact Assessment) (England) Regulations 2011 due to the nature and scale of the proposed development.

16. Screening under the Habitats Directive was not required due to the nature and scale of development in relation to that already approved.

### **Relevant Planning History**

17. 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.’

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

RM/20/89363: 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.

### **Representations Received**

19. 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.)

20. 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**

21. Hedge End Town Council: No objection.

22. Hampshire Minerals and Waste: The County Council as the MPA take this opportunity to request further exploratory work to be undertaken on site and submitted to the MPA in the form of a minerals safeguarding report or assessment. This report should include empirical data of underlying geological stratigraphy captured by borehole or trial pit sampling, as well as recommendations on how the use of any minerals present could be maximised (ideally established through discussions with a local mineral operator).

23. Hampshire Highways: No objection in principle.

24. Vehicle access will be to the school car parking area and will utilise the school access routes which are fit for purpose.

25. 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.
26. Onsite parking is provided on site through the co-existing school parking provision, given that pitches will only be made available for use outside of school timetable hours. With a minimum of 105 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.
27. 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.
28. In terms of the cycle parking, it is noted that this is provided for via the school pupil parking provision to the north of the pitches, with space for 115 cycles. Whilst this is likely to be acceptable, it is recommended that a provision is also provided for pitch side, given some users will arrive from the south and therefore not wish to pass the pitches just to lock their bikes.
29. A Construction Site Management Plan has been submitted as part of the application pack and has been reviewed accordingly. Whilst this is generally acceptable, it is lacking in certain elements such as methodology for clearing the highway of dirt or mud, should on-site wheel wash facilities fail, and may need to be updated for various reasons depending on the exact timing of the development proposals. As such, it is requested that the CSMP be covered via a suitably worded condition.
30. Environment Agency: No objection.
31. 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.
32. Sport England: Sport England welcomes the proposal to provide the new full size floodlit 3G Artificial Grass Pitch (AGP) and new grass playing pitches. Sport England notes and supports the identified need for the new facilities as set out in the Eastleigh BC PPS and referred to in the planning statement.

33. Sport England has consulted the Football Foundation (FF) on behalf of the FA and we have received the following comments. The Football Foundation comments that the design is compliant with the FA's technical design standards.
34. The FF also comment that the grass football pitches should be sized and marked out in accordance with FA recommended pitch size dimensions. The FF also requests that the athletics track markings are not burnt onto the playing field to avoid creating ruts.
35. The FF is supportive of the proposals which will contribute to meeting community needs for sport, and in particular Hedge End Rangers FC.
36. Sport England notes the Football Foundation's comments, and considers that the proposed new facilities and pitches will help address playing pitch needs, the proposal would meet objective 3, and therefore Sport England supports this application in principle.
37. 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 compliance with the approved scheme should be imposed.
38. Southampton Airport Safeguarding: No objection subject to conditions regarding bird hazard management and landscape management.
39. Planning Policy: No comment.
40. Urban Design: Further clarification needed regarding links from the school grounds to the sports pitches and how this relates to planning application RM/20/89363; and further information on how the landscape scheme for this application relates to planning application RM/20/89363 is required.
41. No objections in principle, the choice of charcoal fencing is supported. The sports stands are acceptable. Floodlights should be telescopic to reduce the visual impact of these features when not in use.
42. No objections to the proposed changes to the layout of the grass pitches and the long jump area.
43. Tree Consultant: No arboricultural objection.
44. Environmental Health: The development may give rise to impacts in terms of noise and light emission during the operational phase and noise and dust emissions in particular during the construction phase. Contamination issues may also be relevant for the proposed uses.

Operational Light emission from floodlights

45. I have reviewed the Arup lighting assessment 277621-00 and note that this concludes that both vertical illumination levels and glare would be below the criteria established in the ILP Guidance Note 1 for the reduction of obtrusive light at residential receptors. This based upon the proposed luminaires considered in the report and the pole heights and positions proposed. Provided these remain unchanged, there are no grounds to consider that light emission would significantly impact upon amenity. I would recommend that you condition any consent to preserve the proposed weekday 22:00 hour curfew and ensure that luminaires continue to operate within the predicted parameters.

#### Operational Noise

46. The use of the proposed floodlit pitch with a 50 seat spectator shelter will create noise from the participants and any audience. It is understood that the floodlit pitch is a new proposal and the provision of grass pitches is a re-arrangement of proposals granted consent under O/18/83634.

47. This application is supported by an Environmental Appraisal produced by Arup dated 27/11/20 to assess the likely cumulative impact of noise from the use of the floodlit pitch, the grass pitches at Deer Park school and also community pitches which do not form part of this application, but are subject of a separate application RM/20/89363. The key assumptions in respect of the sports use subject to this application are set out in the report; assumptions are also made regarding the use of the adjacent community pitches outside of the planning area.

48. On the basis of the predictions within the report, the consultant concludes that noise generated from the use of the pitches would be *perceptible* at residential properties. I expect if these conditions were realised, noise from the sports use would be the dominant acoustic character at residential properties.

49. 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.

50. The consultant goes on to explore how noise levels in this environment might compare to broad guidance issued by the WHO in respect of garden areas and concludes that the uses of the pitches in all scenarios is unlikely to change the position in respect of this criterion. However, this is not surprising given this guidance uses a criterion averaged over 16 hours and matches are not expected to occur for much of this period. I think this type of comparison underplays the impact that might be felt from the changes in noise levels that occur during times when well supported matches on the artificial pitch take place.

51. However, if on balance the principle of use is supported by the local planning authority, I agree with the general implications of the argument, that the key controls should be around frequency and times of use of the artificial pitch with high supporter levels. I have not suggested any particular conditions in this regard as I expect you will need to consider the right balance between the community benefits of the proposal and the amenity of residents.

#### Contaminated Land

52. The standard contaminated land condition should be applied in this case.

#### Construction Phase

53. I would recommend that any consent should be conditional to control the construction and associated delivery hours and require such activities to be conducted in accordance with the submitted CEMP.

54. Ecology: I have no objection in principle to the development. I have provided detailed comments which will need addressing either at this stage or via conditions.

55. I particularly have outstanding concerns regarding the construction period, specifically the installation and proximity of the haul road to the adjacent woodland (part of which is SINC) and has not been identified within the CEMP and therefore has not been afforded sufficient protection.

#### Lighting

56. In relation to lighting, additional mitigation measures specified in Arup's lighting Assessment Oct 2020 in the Environmental Appraisal Report (Arup, Nov 2020), including 4000K colour temperature, specified curfew controls and rotation of the floodlights to reduce reflective light spill into Bushy Copse, must be adhered to. The curfew time must be specified.

57. The lighting assessment concludes that even with these additional measures there will be residual impacts on the SINC and adjacent hedgerow predominantly arising from reflected light. This however does not consider the vegetation which is to be planted in the buffer zone. This may reduce impacts further on the SINC. Management of the buffer has not been included within this application but appropriate management of the buffer to reduce reflected light spill into both the SINC and as much of the buffer as possible should be included in the landscape management plan of the adjacent site.

58. The adjacent proposed hedgerow is included in this application and therefore should be managed in such a way to intercept reflected light spill (see landscape comments below).

### Drainage

59. The drainage proposals for the artificial pitch are good. Disinfectant use for maintenance is not proposed and a clause is to be included in the school and pitch management plan to prevent disinfectant use.
60. At this stage the applicant does not know if a channel will need to be dug downstream of the gabion to enable water to dissipate from the site's SuDS. This digging however may encroach into the RPA of the woodland, but not into the woodland itself. It is stated on the plan that any excavation will be minor (<250mm deep and <1.5m wide) and will be hand dug only if the creation of a channel is necessary. This approach to any digging is required to minimise damage to any tree roots present.
61. Drainage has not been proposed for the two non-artificial pitches, however these details may have been agreed as part of the outline application for the wider site. As this is for full permission, these details may need to be submitted and agreed.

### Landscape

62. The Landscape Management Plan provides prescriptions for the establishment period of the first five years and not for ongoing management. It states in section 7.6.3 that prescriptions for long term management beyond this period will be reviewed and agreed with EBC. A suitably worded condition placed on any permission would ensure this occurs.
63. Minor suggestions have been made in relation to amendments to the landscape scheme.
64. The submitted Environment Management Plan has been reviewed and amendments are required to ensure ecology is fully protected.

## **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**

65. 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**

66. 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 mid to late 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**

67. 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.

68. 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**

69. 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**

70. 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:**

71. The principle of sports pitches at the application site has been established through the hybrid planning permission. Furthermore, the S106 requires the provision of a floodlit 3G artificial sports pitch at the site (subject to planning) and therefore this application meets the obligations of the legal agreement.
72. The enhanced sports facilities would address a current deficiency within the borough and would be made available for community use outside of school hours subject to the CUA with Wildern Academy Trust in accordance with emerging policy HE1.
73. It is considered therefore that the principle of the proposed development is acceptable, and the development would meet the requirements of the Land West of Woodhouse Lane S106 alongside the Council's adopted and emerging planning policy.

**Sustainable Development:**

74. 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.
75. 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.
76. 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.
77. Each of the three dimensions of sustainable development is considered below.

**Economic Sustainability:**

78. 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’.

79. The addition of an ATP provides the ability for extended use of the pitch by the school and the community (outside of school hours). This allows the pitch and associated facilities to be hired by local clubs throughout the week and therefore provides an opportunity for revenue generation for the school. In addition, the availability of a good quality ATP in the local area may contribute to increased engagement with local clubs, which may provide additional revenue for these organisations through increased subscriptions.
80. It is considered that there may be an economic benefit to the proposed scheme and therefore it may be considered economically sustainable.

### **Social Sustainability:**

81. 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.
82. This scheme provides improved local sports facilities for which there is a recognised need. 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.
83. As part of the development of the wider community sports package, the needs of the local football club, Hedge End Rangers, have been taken into account.
84. 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.
85. 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:**

86. 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:**

87. 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.

88. Policy 150.OS supports the provision of additional public open space in this location.

89. Emerging Policy HE1 supports the delivery of sports facilities available to the public and the use of facilities within the secondary school by the community outside of school hours.

90. The proposed development has been designed to respond to the context of the site. The specific location of the floodlit artificial pitch has been chosen so it is located as far as possible from the SINC and existing residential properties surrounding the site, to prevent unacceptable light spill into the dark corridors within the SINC and reduce lighting impacts on residential amenity.

91. The proposed 3G artificial sports pitch would measure approximately 70m in width by 106m in length. It would be bound by 4.5m high mesh panel sports fencing which would be charcoal in colour and utilitarian in appearance.

92. The fencing and other site features e.g. storage containers have been designed to minimise visual impact and create a coherent and integrated design in terms of colour and finish. The Council's Urban Design Officer supports the approach that has been taken.

93. The 3G Pitch would comprise a Third Generation (3G) synthetic surface consisting of three elements: synthetic turf, sand infill and rubber crumb infill. The synthetic surface is laid on top of a permeable tarmac surface with a porous sub-base (installed by a specialist contractor) to allow for natural drainage. The pitch would be constructed in accordance with FIFA Quality Concept for Football turf.

94. The pitch would be primarily used for football and as such there would be football line markings across the main surface. It would have the facility to be subdivided by a 4.5m high net to facilitate smaller practice games and training sessions.

95. It is considered that the pitch has been designed to take account of the needs of both the school and the community users.

96. Around the 3G pitch, eight no. floodlighting columns are proposed to light the pitch for community use outside school hours. The proposed floodlight columns would be 15m height and would be positioned at the eastern and western boundaries of the pitch, directionally pointed inwards towards the pitch surface. The floodlights would be installed with back shields in order to limit light spill and would utilise an appropriate colour temperature.
97. A spectator shelter to accommodate 50 no. spectators is proposed at the centre of the pitch, running parallel with the eastern site boundary. This shelter would be permanently covered. The shelter would provide a designated covered seating area not only for school sports use but for players, coaches and parents during training sessions, as well as for spectators during matches played by Hedge End Rangers Football Club (FC) and other community hirers of the facility outside of school hours.
98. At the opposite side of the pitch (along the western boundary) would be two further 8-seater proprietary smaller team shelters for use by the home and visiting team managers and reserve players. Two 20ft long storage containers to accommodate pitch maintenance equipment are proposed as part of the floodlit artificial pitch. The containers would be located in a separately fenced area measuring approximately 122m<sup>2</sup> to the south of the proposed pitch. The fence would be 2m in height and consist of a mesh panel, charcoal in colour to match the seamless appearance of the main pitch fencing.
99. The application would also alter elements of the grass sports pitches approved under the hybrid planning permission. Due to the proposals for the floodlit artificial sports pitch and the need to locate this as far as possible from the SINC to limit light spill, the school grass sports pitches have been rearranged through this application. Most notably, the originally proposed full size grass football pitch is proposed to be replaced by the floodlit artificial pitch with associated maintenance storage and shelters. In addition to the introduction of the floodlit artificial pitch, the grass rugby pitch and the small grass football pitch would be swapped in terms of location. It is now proposed that the grass football pitch would run parallel to the site's eastern boundary. Similarly, the location of the long jump area would be relocated to run in an east/west orientation to the south of the football pitch. The relocation of the pitches does not affect the levels at the site which have already been completed under the hybrid planning permission in accordance with the Agronomist Report. The school hockey pitch and athletics track are unaffected by the proposed development.
100. Natural landscaping would ensure that the site remains in keeping with the important SINC designation. To the west of the site, within land which forms part of the Community Sports Provision Land parcel, an area of mitigation and enhancement planting has been proposed creating a high-quality landscape interface between the application site and the adjacent public open space and community

playing fields. Minor amendments to the landscape scheme have been requested by the Council's Ecologist and it is recognised that amendments are also required in relation to the associated reserved matters application for the community playing pitches being considered this evening. In light of the need for a cohesive combined landscape approach, it is considered appropriate to impose a condition requiring a final landscape scheme and management plan to be submitted. The request by Southampton Airport Safeguarding for a landscape management plan to ensure the landscaping does not create a hazard for aviation can be incorporated in this condition.

101. Overall, it is considered that the proposed development has carefully considered the context of the site and the nearby sensitive receptors in terms of its layout and appearance. The scheme is therefore compliant with saved policies 59.BE, 150.OS and emerging policy HE1 in this regard.
102. It is noted that Sport England have requested conditions regarding provision of a ground condition report and construction of the playing field in accordance with the approved details.
103. Ground works at the site to form the school sports pitches are complete, in accordance with the agronomist report approved under discharge of conditions for the hybrid application. The relocation of the pitches does not impact the ground levels for these pitches and therefore further ground works, beyond those required for the ATP, are not required.
104. A condition has been recommended in relation to securing final details for the ATP, which would cover any related works; and the condition requiring compliance with the approved plans will address the relocation of the white lines for the relocated grass pitches. In light of this, it is considered the matters raised by Sport England are addressed.

**Landscape:**

105. 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, with the exception of the boundary to the west, which is currently open and adjacent to the Community Sports Provision Land.
106. Planning permission for use of this land for school playing fields has previously been granted and landscaping has been approved as part of that consent.
107. In order to mitigate the impacts of the proposed development and demonstrate a net biodiversity gain for the planning application, an area of land to the west of the school sports pitches and south to the Community Sports Pitches, has been identified for biodiversity and landscape mitigation and enhancement. This would comprise a

mixture of wildflower meadows and native woodland planting. A new hedgerow to the west of the school playing pitches was consented as part of the hybrid planning application. This would be retained and enhanced as part of the landscape proposals as part of this application. Additionally, new planting proposals include mixed deciduous native woodland planting, species rich grassland seeding and parkland trees surrounded by naturalised grassland with mown paths, a natural wildflower meadow and increased area for natural regeneration around boundaries.

108. It is considered that the proposals would both enhance the consented hedgerow to the west of the school playing pitches and an area of land to the south of the proposed footpaths and sports pitches within the Community Sports Provision Land to the west of the application site. As discussed above, following receipt of comments from the Council's Ecologist and in light of the relationship with the associated application for consideration this evening, a final landscape scheme and management strategy is recommended to be conditioned.
109. It is therefore considered that the proposed scheme accords with Policies 25.NC and 59.BE in this regard.

#### **Lighting:**

110. The proposed development would include the installation of eight no. 15m high Phillips lighting columns fitted with OptiVision LED luminaires around the proposed 3G artificial pitch. Given the potential sensitive receptors surrounding the site, namely the existing residential properties to the west and south west, the proposed residential properties to the north and east and the SINC to the north, south and east, a Lighting Assessment has been submitted in support of this planning application.
111. This assessment found that there would be no impact on the neighbouring residential development by way of light intrusion, however there would be a breach of illuminance levels on vegetation to the west of the site and small parts of SINC. This mainly comprises a new hedgerow being implemented as part of the hybrid planning permission and a small section of the SINC to the north of the floodlit artificial pitch. The Lighting Assessment concludes that the illuminance on the vegetation would be caused by reflected light rather than direct light.
112. In order to mitigate this reflection as far as possible, it is proposed to rotate the floodlights toward the artificial pitch as far as possible, while still achieving the required light levels to the artificial pitch. In addition, a suitable bulb for the floodlights is proposed, which would both achieve the required illuminance level of >200 lux for users and a low colour temperature suitable for foraging bats. The specification of this bulb can be secured via condition. Curfew timers are also proposed which would reduce the lighting to 20 lux 10 minutes before curfew to allow users to safely leave the pitch,

with the lights switched off at the pre-determined curfew time (10pm weekdays and 6pm weekends). This can similarly be conditioned.

113. The Council's Ecologist has noted that the lighting assessment does not consider the additional buffer planting which may further assist in reducing this light reflection. It should also be noted that the majority of the vegetation in question affected by the floodlights would be new green infrastructure introduced as part of the development of the main site. As such it is considered that this vegetation would be less sensitive than matured, native hedgerow or the mature woodland within the SINC. Overall it is considered that with suitable mitigation in place the proposed development would not have a negative impact on surrounding receptors by reason of light pollution and therefore accords with saved policies 25.NC, 32.ES and 59.BE in this matter.

#### **Access, Parking and Transport Matters:**

114. Access to the secondary school (which would include the facilities that are the subject of this planning application) has been consented under the hybrid planning permission.
115. Access to the sports pitches within the school site is limited to a single pedestrian SINC bridge crossing which will provide access between the school sports hall and the floodlit artificial pitch. A second pedestrian access point is proposed through this application and would provide informal access between the floodlit artificial pitch and the proposed Community Sports Provision Land. This access point would only be utilised by players, coaches etc. using the floodlit artificial pitch and would not provide general public access to the site. Community access to the floodlit artificial pitch would be via the school sports hall reception and through the dedicated pedestrian routes within the school grounds. This arrangement is considered appropriate.
116. Vehicle access during the construction phase would be via an existing farmers access track and SINC crossing to the south of the school site and accessed from Woodhouse Lane. This is proposed to be upgraded and utilised as a temporary construction access for the purposes of this application and to facilitate access to construct the community playing fields.
117. Under Condition 17 of the hybrid planning permission, this track is to be upgraded and subsequently will provide emergency and grounds maintenance access into the floodlit artificial pitch and grass school pitches and to the edge of the Community Sports Provision Land. The material specification for the permanent emergency and maintenance access would be secured via Condition 17 of the hybrid planning permission, however in light of this application seeking full planning permission, it is appropriate to impose a similar condition here.
118. Construction of the temporary haul road has been raised as a concern by the Council's Ecologist and details associated with this

road are secured through the Construction and Environment Management Plan condition.

119. With regards to parking, the 105 space accessible school car park located to the west of the main school building will be available to members of the public using the floodlit artificial pitch. The car park was approved under the full element of the hybrid planning permission and is considered adequate to meet the needs of users of the ATP.
120. Further, the 115 cycle parking spaces approved under the hybrid planning permission within the main school site would also be available for users of the floodlit artificial pitch. Given cycle parking is to be provided as part of the community playing pitches, it is not necessary for further cycle parking to be provided at this time.
121. It is considered that the changes proposed under this application compared to the previous hybrid planning permission, would not result in significant increased trip generation to warrant any changes to the proposed primary access routes or the quantum of car parking approved under the hybrid planning permission. The previously approved hybrid planning permission ensured that the vehicular and pedestrian accesses would meet standards set by saved policy 104.T as well as the HCC's On-Site School Parking Guidelines. Under application O/18/83634 a Travel Plan for the school was approved and the measures detailed within this document remain applicable to this current application.

#### **Noise and Land Contamination:**

122. Due to the nature of the proposed use, there is the potential for noise to result in disturbance for nearby residents.
123. The application has been accompanied by a Noise Assessment and the Council's Environmental Health Officer has confirmed that, if the conditions predicted in the noise assessment were realised, noise from the sports use would be likely to be the dominant acoustic character at residential properties. This therefore has the potential to result in disturbance for nearby residents.
124. The hours of public use would be agreed within the CUA with Wildern Academy Trust, but it is anticipated the floodlit artificial pitch would be available to the community between 4.00pm to 10.00pm weekdays; and 9.00am to 6.00pm weekends. In light of the potential for disturbance to residents, it is appropriate for a condition restricting hours of operation to be imposed. The use of the curfew timers would assist in managing compliance with these hours.
125. As recognised by the Council's Environmental Health Officer, the potential impact on residents must be balanced against the community and social benefits that would be achieved if planning permission was to be granted.

126. 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.
127. In relation to land contamination, the desk study undertaken for the hybrid planning application and limited intrusive ground investigations did not identify a risk to human health. No land contamination condition was imposed in relation to the school playing fields under the hybrid consent. This is further supported by the more recent desk study undertaken to support the associated application for the community sports playing pitches.
128. In light of this, it is considered no further land contamination investigation is necessary. However, it is recommended that a condition describing the mechanism for managing any previously unidentified contamination be imposed.

#### **Minerals and Waste:**

129. 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.

#### **Drainage and Flood Risk:**

130. A new surface water drainage system has been designed to allow runoff from the floodlit artificial pitch to be intercepted and attenuated before being discharged to the local watercourse north of the site (within Bushy Copse SINC) via a new surface water outfall connected swale. For the floodlit artificial pitch, a permeable surface would be installed with a 300mm thick porous sub-base to provide a means of capturing surface runoff and providing attenuation volume. The sub-base would include a perforated pipe that would direct the runoff to the nearest drains. As well as the attenuation volume, the combination of permeable surfacing and porous subbase would provide an element of treatment and filtration to the runoff.
131. The drainage proposals have been designed with sustainability in mind. The floodlit artificial pitch itself would be permeable to allow for natural drainage and the drainage design includes a flow control device to limit the rate of runoff and reduce impact on the SINC. The Council's Ecologist has confirmed they are satisfied with the drainage proposals for the ATP.
132. Drainage for the revised grass pitch layout has already been installed under the hybrid permission and therefore does not require further consideration.

#### **Ecology and Trees:**

133. As discussed previously, the site has formerly been in operation as farmers' fields and so the interior of the site has little ecological value. In addition, consent has previously been granted for the site to be used for school playing pitches. While the site has limited existing ecological value, the surrounding woodland and SINC do have ecological value and may support rare or notable invertebrate species.

134. The key element of the proposed scheme that may impact ecology is the installation of eight no. floodlighting columns. This has been discussed above and it is considered that subject to appropriate pitch and landscape management, there would be no significant adverse impacts on ecology.

135. The scheme has sought to ensure the site delivers a biodiversity net gain and an area of ecological mitigation and enhancement planting has therefore been included as part of the proposed development. This would be located to the west of the School sports pitches and south of the community sports pitches and would comprise, species specimen tree planting in the western boundary hedge; a swathe mixed deciduous native woodland planting in the area to the west of the proposed floodlit artificial pitch, species rich grassland seeding and interspersed parkland trees planting surrounded by naturalised grassland with mown paths, natural wildflower meadow and increased area for natural regeneration around boundaries.

136. It is considered that the proposed development would be acceptable in terms of its impact on biodiversity.

#### **Residential Amenity:**

137. As discussed above, it is considered that the proposed ATP would not have a detrimental impact on residents in relation to light spill, however there is the potential for disturbance as a result of noise from the use of the pitch.

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

139. The potential impact on residents must be balanced against the community and social benefits that would be achieved if planning permission was to be granted. On balance in this instance, with the recommended conditions it is considered that the benefits of the scheme would outweigh the potential detrimental impact on nearby residents.

#### **Human Health:**

140. Human health relating to noise has been considered and no significant adverse effects are likely, although it is recognised that there will be perceptible noise arising from the use of this proposed development. 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:**

141. 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**

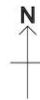
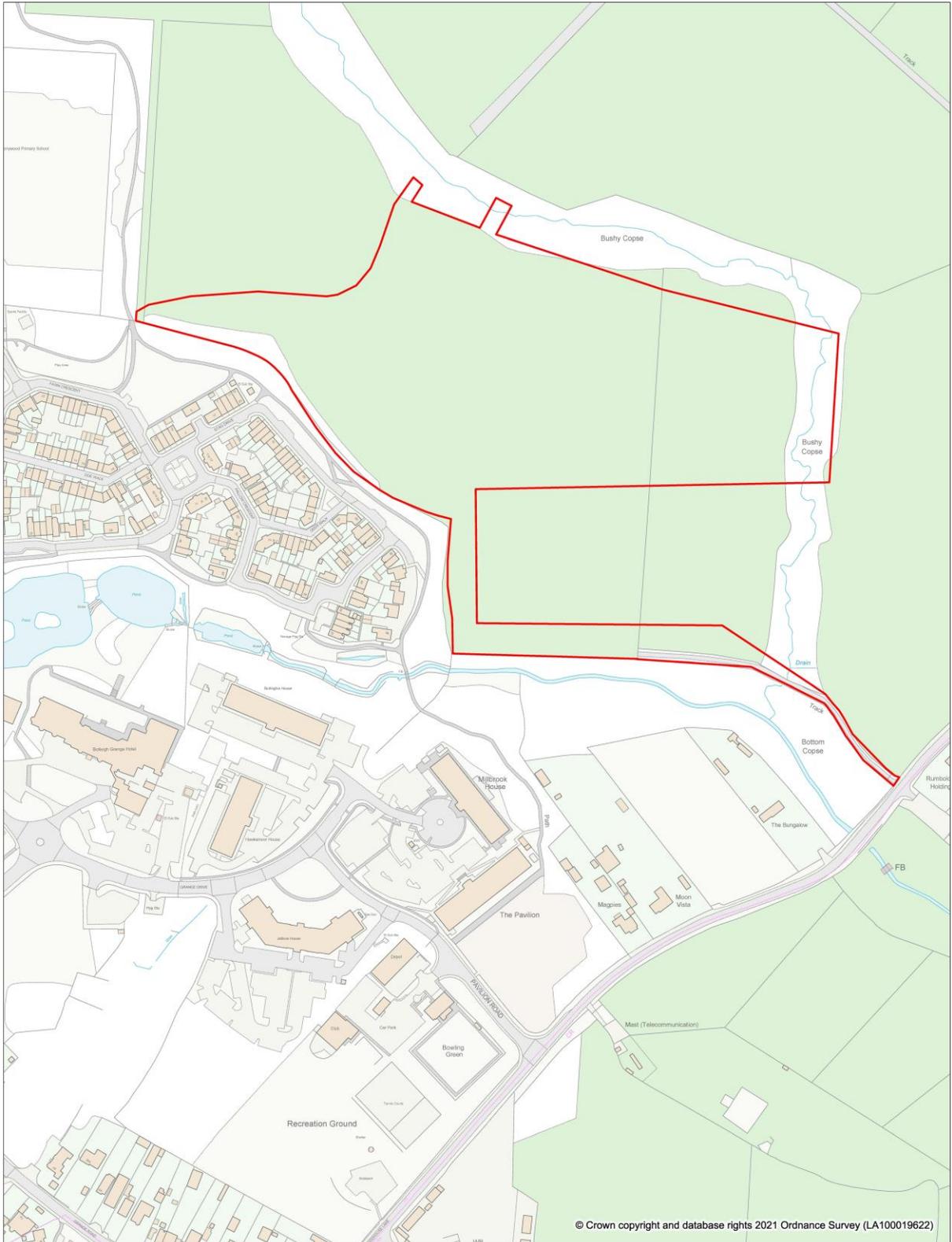
#### **Equalities Implications:**

142. Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-
- A public authority must, in the exercise of its functions, have due regard to the need to:
    - a. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
    - b. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
    - c. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
143. 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**

144. 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. A potential adverse impact on nearby residents in relation to noise has been identified and this must be weighed against the identified benefits.
145. On balance, and as discussed above, the scheme is considered to be economically, socially and environmentally sustainable; and, subject to conditions, accords with local and national policy.
146. The recommendation is therefore to grant planning permission, subject to conditions.

# Land West of Woodhouse Lane, SO30 2EZ



Department:	F/20/89418
Date: 25/02/2021	Scale: 1:2499