

DELEGATED OFFICER REPORT

Application Ref: F/23/96488

Site Address: Pavilion, Long Lane District Park, Long Lane, Bursledon, Southampton, SO31 8DA

Case Officer: Summer Sharpe

Description: Demolition and Replacement of 2-changing room sports pavilion and groundsman facilities. No change of use proposed.

Particular Site Constraints?	Yes ☒	No ☐
- Countryside - Conservation Area (Old Bursledon) - Great crested newt (green zone) - Solent mitigation & disturbance zone		

Planning History?	Yes ☒	No ☐
Planning App no.	Proposal	Decision
Z/18460/001/00	Provision of change rooms, shower and toilet facilities.	Permitted (October 1978)
Z/18460/002/00	Erection of storage hut.	Permitted (January 1985)
Z/18460/003/00	Construction of single storey front extensions, covered entrance way and extension of roof to cover rear compound.	Permitted (April 2001)
F/06/56537	Side extension to existing pavilion.	Permitted (May 2006)

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☐
Representations:	1no. support comment.		
Parish Council:	None received.		
Hampshire Highways:	No objection. Access in and out of the site onto the local highway network is uncharged, parking is unaffected, and the proposals appear to be for a betterment of existing facilities rather than a creation of a new trip attractor. As such, no additional trips would be anticipated as a result of the proposals.		
EBC Ecology:	<u>Comments 15 January 2024 (following additional drainage information):</u> The existing drainage system within the pitch, the outfall location and that there have been no existing flooding issues. No further surface water drainage concerns. <u>Comments 18 December 2023 (following drainage information):</u> I have reviewed the outline Foul and Surface Water Drainage strategy (P02, December 2023). There appears to be a conflict between the surface water drainage proposal which is for attenuation and infiltration. The SuDS maintenance schedule (7.3) is appropriate). <u>Comments 14 December 2023:</u> I have reviewed the PEA (March 2023), Bat Survey (October 2023) and Biodiversity Net Gain Assessment Monitoring and Management Plan (November 2023) reports by Ecosupport. I am satisfied that the recommendations in these reports are appropriate. A bat brick and swift nest box have been recommended to be installed in the gable ends of the building. the bat brick		

	should be installed in the SE gable and the swift box should be installed in the NW gable end in line with guidelines from the Bat Trust and Swift Conservation. 4no. native trees are also proposed to be planted. The Design and Access Statement mentions the existence of a surface water drainage plan. Since this is a replacement building, the existing system can be used. (unless significant changes are proposed to the surface water drainage system).
EBC Trees:	The recreation ground is obviously very verdant, with multiple trees in and around the proposed development area. Specifically, there are a number of significant trees immediately adjacent that must be considered. In supporting this application, an arboricultural report has been submitted. This report is satisfactory and we are particularly pleased to see a separate demolition tree protection plan. Ultimately, because no trees are proposed to be removed and the protection is satisfactory, we raise no arboricultural objection to the proposal, subject to condition.
EBC Landscape:	None received.
EBC Environmental Health:	None received.
EBC Contaminated Land:	A review of our records indicate that the site is not within an identified contaminative area. However, the existing structure to be demolished appears to be constructed prior 2000s and asbestos could be potentially found within the building's fabric. As such a condition is recommended.
EBC Urban Design:	No objections in Urban Design terms. The design is generally acceptable, and it is considered that bringing the new building further away from the trees and the existing dwellings is welcome. Materials to be conditioned.
Conservation Officer:	No objection. The site forms the northern tip of both the Bursledon Conservation area and Zone 6 of it, in which it lies, which was only included with four other areas in the re-appraisal 2011 receiving approval and adoption in February 2012. The pavilion itself in the north-eastern corner of this tip and the recreation ground. The nearest listed buildings are The Thatched Cottage in Portsmouth Road and The Old Rectory in School Lane, both Grade II with the Grade II* Bursledon Windmill some distance away to the north of the motorway. None of these structures will be affected by this development. Just to the south of the recreation ground lie three unlisted buildings that are regarded as making a positive contribution to the conservation area, but closer still is the locally listed old Edwardian school building, now the Village Hall to the east, almost opposite the site entrance, some 200m away. The existing pavilion is close to the eastern boundary of the recreation ground which is quite elevated from Long Lane and therefore the locally listed building, combined with it being of a relatively low profile form, it does not impinge on the setting of the heritage asset. A replacement of a similar nature in a similar position will not therefore be a problem for the setting of the heritage asset. The existing building is not a thing of great beauty and the space behind appears to be an ad hoc dumping ground that

	will be enclosed by fencing, so a new replacement would be a welcome addition generally and particularly for the nearby overlooking houses. The proposal will not harm the setting of any heritage assets and indeed will be a welcome improvement to the recreation ground and any overlooking properties.
Sports England:	No objection.

Policy:

National Planning Policy Framework

National Planning Practice Guidance

Development Plan:

Eastleigh Borough Local Plan 2016-2036

Policies: S1 (Delivering sustainable development), S5 (Countryside), S8 (Historic Environment), S10 (Community facilities), DM1 (General development), DM2 (Environmentally sustainable development), DM3 (Adaption to climate change), DM4 (Zero or low carbon energy), DM6 (Sustainable surface water management), DM8 (Pollution), DM11 (Nature Conservation), DM12 (Heritage assets), DM13 (Transport), DM14 (Parking), DM18 (Extension and replacement of non-residential buildings in the countryside), DM32 (Protection of recreation and open space facilities), DM33 (Provision of new recreation and open space facilities with new development), DM36 (Community, leisure and cultural facilities), and BU7 (Residential extensions within Old Bursledon Special Policy Area).

Supplementary Planning Documents:

Quality Places; Residential Parking Standards; Bursledon, Hamble-le-Rice and Hound Character Area Appraisal.

Site Visit	Yes ☒	No ☐
11 January 2024.		

Assessment:

Site & Surroundings

The application site currently comprises a single storey building situated to the north of Bursledon Recreation Ground and to the east of Long Lane. The existing building is located on higher ground than Long Lane, but is screened by vegetation, therefore limited views of the site can be obtained from this vantage point. To the immediate south are open views and the recreation ground. To the east are rear gardens of properties off of Bursledon Heights.

The site falls within designated countryside and is also protected open space, as well as being within the Old Bursledon Conservation Area.

Proposal

The application proposes the demolition and replacement of 2-changing room sports pavilion and groundsman facilities.

The proposed 'pavilion' would have an external footprint of approx. 182m² (23.9m x 7.6m). The proposed building would comprise 2 adjoining elements. An area comprising 6.6m by 7.6m would be used as a workshop for the storage of vehicles/ equipment associated with the community building and maintenance of the recreation ground. This element would have a pitched roof with a maximum height of approx. 4.9m and an eaves height of

approx. 3.3m. The remaining part of the building would be used for storage, changing facilities and a small kitchen/ rest room. This would also have a pitched roof, of a reduced maximum height (approx. 4.1m and eaves which would measure approx. 2.4m). The building would be finished in a combination of materials; composite timber effect cladding, render, tile effect metal roof covering, metal shutter doors, and brick plinth.

There would also be an area to the north of the building which would be bound by a fence. The enclosed area would measure 3m by 23.9m, whereby the fencing would measure approx. 1.8m in height.

It is also noted on the proposed plans (Elevations As Proposed S021481 RDG XX XX D B 0010 Rev B) that there would be signage on the southern elevation. This application solely relates to the building. Any signage would need to be considered as part of a separate application for advertisement consent.

Principle

The application site falls within designated countryside and, as such Policy S5 of the Eastleigh Borough Local Plan (2016-2036) is of relevance. This policy sets out that there are specific criteria which development must comply with in order for it to be acceptable within the countryside.

Section 1 of Policy S5 notes that limited development may be acceptable in the countryside to support the needs arising from rural activities and communities. The policy defines the types of development which would be compatible within the countryside (including community uses through the re-use of buildings) also ensuring compliance with Policy DM12 (heritage assets). Section 2 stipulates such development should also meet a number of criteria to avoid harm to the environment.

Criteria (c) of section 1 allows for community, tourist or visitor uses through the re-use of building. Whilst it is acknowledged that the proposals would not be in strict compliance with this strand of the Policy, the proposals would provide a community use, where there is currently a community use. The replacement building is sought to improve the existing buildings facilities and improve the relationship with the neighbouring properties. Therefore, and subject to these other considerations, set out within this report, the proposals are considered to be acceptable in principle.

Policies S8 and DM12 stipulate that development of/ to a heritage asset would only be permitted where the proposals do not harm or detract from the significance or special interest of the asset. This is of relevance as the application site falls within the Old Bursledon Conservation Area.

Policy S10 specifically relates to the provision of community facilities, 1(d), including new and enhanced community infrastructure...which could include *new multi-purpose community halls, improvements to existing halls*. Policy DM36 also supports this Policy, and sets out further criteria for development. Section 1 relates to the scale, which must be appropriate. Section 4 relates to community facilities within the countryside. The proposals would result in the replacement of an existing community facility, which is considered to be in accordance with the objectives of these 2 abovementioned Policies.

Policy DM32 relates to the protection of recreation and open space facilities, and Policy DM33 relates to the provision of recreation and open space facilities, therefore Policy DM32 is of most relevance. Policy DM32 Section (1) sets out that the loss of existing or allocated recreation and open space facilities are only likely to be permitted in exceptional circumstances (laid out within points a-c). Section (2) sets out that ancillary development may be permitted on recreation sites provided that it does not adversely affect land forming part of, or capable of forming part of a playing pitch/ court/ green.

The application site falls within the Old Bursledon Special Policy Area, which is covered by Policy BU7. This specifically relates to residential extensions and replacement dwellings. As the proposals are not related to residential development this Policy would not apply.

Further to this Policy background, and as highlighted by Sports England, Paragraph 103 of the NPPF sets out:

Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- a) An assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements;*
- b) The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- c) The development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.*

The proposals would result in the replacement and slight relocation of an existing building, thus would not erode/ reduce the existing open space. Given the nature of the proposed development, this could be seen as an enhancement to the existing provisions, and therefore would be acceptable.

To conclude, the proposals are, on balance, considered to be in accordance with the abovementioned Policies and would therefore be acceptable in principle, subject to the following considerations.

Design

Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) stipulates that all new development should respect the character and appearance of urban areas, take full and proper account of the context of the site including the character, appearance and land uses of the locality or neighbouring, and be compatible in terms of mass, scale, layout density, design and siting. Policy DM12 stipulates that development of a heritage asset would only be permitted where the proposals do not harm or detract from the significance or special interest of the asset.

The application site also falls within the “Old Bursledon” Conservation Area. Thus, triggering Section 72 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended), which requires the local planning authority, or as the case may be, the Secretary of State, pay special attention to the desirability of preserving or enhancing the character or appearance of a Conservation Area.

Further to this, the application site also falls within “BHH23” of the Bursledon, Hamble-le-Rice and Hound Character Area Appraisal. This sets out that proposals should “*Preserve the loose-knit character of the area by avoiding significant increases in floor space and the obstruction of open public views, maintain the character of the built environment in the use of form and materials.*” The general character of this area is described as pre-Victorian to present day cottages/ villas/ bungalows. There is a variety of regular facades/ dormer/ gable/ hipped roofs, and material palette which comprise: brick/ stone render walls/ tile / slate roofs.

This application relates to the demolition and erection of a replacement pavilion to serve the community. Internally this would provide a workshop for the storage of vehicles/ equipment associated with the community building and maintenance of the recreation ground, storage, changing facilities and a small kitchen/ rest room. The building would be single storey in nature, with a couple of height variances, creating some visual interest. There would also be a combination of materials used which could further enhance the visual interest. Whilst materials have been stated on the submitted plans, as per the Urban Design Officer’s comments, it is recommended that a materials condition be imposed to ensure these would be of a high quality.

As a result of the single storey nature, the building is considered modest. It is noted that this would be slightly relocated when compared to the existing building, bringing the building away from the north/ eastern boundaries with the rear gardens of Bursledon Heights. It should be noted that this siting would not erode any of the existing open space, and would sit comfortably in this position.

As such, and to conclude, the proposals are considered to conserve the surrounding Conservation Area thus would be acceptable, subject to conditions.

Impact upon Neighbouring Amenities

Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) amongst other matters, stipulates that all new development should not have an unacceptable impact upon residential amenities of both new and existing residents.

The proposals would result in the demolition of the existing building, and construction of new pavilion. As a result, it is highly likely that the construction phase would have an impact upon the amenities of the surrounding neighbouring properties. However, to mitigate these impacts, it is recommended that a 'Construction Environmental Management Plan' be conditioned. This would set out operating hours, and location of materials etc, to ensure that the construction phase would not have a harmful impact upon the surrounding amenities.

Turning to the built form, due to the angled nature of the siting of the proposed building, this would be set in between 10m-20m from the northern boundary and 4.3m-9.7m from the eastern boundary. As a result of this separation distance, combined with the eaves and overall height dimensions of the proposed building it is not considered that this would have an adverse impact upon the adjoining neighbouring amenities. It is also worth noting that there is an existing building in situ closer to the existing boundaries, therefore the current proposals could be seen to improve the existing relationship with the adjoining neighbouring amenities.

As set out above, it is noted that there would be a small kitchen/ rest room area. The submitted plans do not show any type of extraction systems, as a result, the nature/ capacity of this room is considered to be limited. It should, however, be noted that should the kitchen require extraction systems/ air condensing units, planning permission would be required in its own right. As such, from the submitted plans, this element of the proposal is not considered to result in an adverse impact upon the amenities of the neighbouring properties.

Overall and to conclude, the proposals, subject to conditions, are not considered to result in any adverse harm upon the amenities of the neighbouring properties.

Highway Safety & Parking

Policy DM13 of the Eastleigh Borough Local Plan (2016-2036) requires that development is or could be well served by public transport, cycling and walking and it includes measures which minimise its impact on the existing highway network. Policy DM14 of the same Plan requires that an appropriate level of car parking be provided in accordance with the Council's adopted standards. The policy provisions are consistent with the requirements of the NPPF and in particular those of paragraphs 108 and 109.

Due to the nature of the proposals, the Local Highways Authority were consulted, whereby they raised no objection. Access in and out of the site would remain unchanged. The proposals would result in the betterment of the existing facilities, and as such is not considered to result in an increased trip rate, when compared to the existing.

Turning to parking, the application site benefits from an informal car park to the west, which would remain unchanged as a result of the proposals. Furthermore, it is noted that Long Lane benefits from on street parking provisions. The proposals, whilst improving the facilities, would be served by these existing parking arrangements. As such, the proposals would be acceptable in this regard.

Ecology

Policy DM11 of the Eastleigh Borough Local Plan (2016-2036) stipulates that the Borough Council will work with statutory and voluntary agencies and developers to; protect, conserve and enhance areas subject to international, national and local nature conservation designations, and promote the net gain of biodiversity on all sites through the protection, enhancement and connection of existing provisions and new habitats and features compatible with the native biodiversity characteristics of the Borough.

Due to the nature of the proposals, the Council's Arboriculturalist and Ecologist have been consulted.

The Council's Arboriculturalist noted that the application site is very verdant with multiple trees in and around the proposed development. An arboricultural report was submitted as part of this application which included a separate demolition tree protection plan. As such, the Council's Arboriculturalist concluded that as no trees are proposed to be removed and the protection measures are satisfactory they raise no objection. To conclude, and subject to securing the relevant information via condition the proposals are considered to be acceptable.

The Council's Ecologist reviewed the submitted information and confirmed they were satisfied with the measures proposed. Subject to condition, the proposals are considered to be acceptable.

Drainage

Policies DM3 and DM6 of the Eastleigh Borough Local Plan (2016-2036) stipulate that new development must provide sustainable drainage systems (SuDs) wherever feasible, naturalised filtration should also be included.

Originally, the Council's Ecologist noted that the proposals would result in the replacement of a building and therefore the existing drainage system can be used. The agent, however, then provided drainage information. Following this, there were some concerns. The agent then provided further information (12 January 2024), which the Council's Ecologist reviewed and confirmed that they were agreeable to this. Therefore, and subject to securing this information via condition, the proposals are considered to be acceptable in this regard.

Contaminated Land:

Policy DM8 of the Eastleigh Borough Local Plan (2016-2036) stipulates that development will not be permitted if it is likely to cause loss of amenity of impact upon public health or other unacceptable environmental impacts; including land contamination.

Due to the nature of development, resulting in a sensitive end use, the Council's Contaminated Land Team were consulted. They advised that the existing structure due to be demolished could contain asbestos, and therefore a condition was recommended. Subject to this condition, the proposals are considered to be acceptable in this regard.

Other Matters

In accordance with The Town and Country Planning (Pre-commencement Conditions) Regulations 2018, the Local Planning Authority informed the agent of the pre-commencement conditions to which they confirmed they were agreeable (email dated 12 February 2024).

Equalities Act:

Section 149 of the Equalities Act 2021 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

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.

Climate Change:

In July 2019, the Council declared a Climate Change and Environmental Emergency. In doing so it agreed, among other things, to: (a) put in place measures to ensure the Council's own operations and functions achieve carbon neutrality by 2025; (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality by 2030; (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020-2030 and the supporting Climate and Environmental Emergency Action Plan – Update June 2020.

The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. The NPPF and development plan do not set this as a specific target, but it is a material consideration to be considered alongside all other material considerations. In any case addressing climate change is a core part of the NPPF and Local Plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the Local Plan, as is an assessment of climate impacts.

The NPPF aims for the need for housing to be met, and Policy S2 of the Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF and Policies, S1, DM2, and DM3 of the Local Plan and energy and water elements of the adopted Environmentally Sustainable Development SPD require development to be sustainable in terms of resource use, climate change and energy use. When considering the impact of climate change, the proposed development is expected to be resilient to the potential effects of climate change and is expected to limit impacts on climate emissions as a result of the development or its use.

Conclusion:

The application is recommended for approval, subject to conditions.

Recommendation:

PERMIT ☒

REFUSE ☐