

DELEGATED OFFICER REPORT:**Application Ref:** F/23/96639**Site Address:** EAST HORTON GOLF CENTRE, MORTIMERS LANE, FAIR OAK,
EASTLEIGH, SO50 7EA**Case Officer:** Clare Martin**Description:** Construction of a new plant/ equipment store and workshop, and erection of segregated aggregate bays.

Particular Site Constraints?	Yes ☒	No ☐
• Outside of urban edge – countryside • Adjacent to SINC (to north of site) • Grade II Listed Buildings at East Horton Farm (150m to the south-east)		

Planning History?	Yes ☐	No ☒
<u>Application Site</u> • Z/17314/2 – Extraction of sand with progressive infilling and restoration to agriculture with access from Mortimers Lane – Raise No Objection (June 1987) • Z/17314/3 – Progressive extraction of sand with progressive infilling and restoration to agriculture - Raise No Objection (July 1988) • Z/17314/5 – Siting of waste transfer station - Raise No Objection (July 1992) • Z/17314/6 – Variation of condition to retain ready mixed mortar plant – Raise No Objection (February 2002) <u>East Horton Golf Club</u> • Z/29759/2 – Conversion and extension of barns for golf clubhouse and maintenance store, construction of car park and alterations to access – Permitted (April 1992) • Z/29759/16 - Erection of replacement maintenance building and construction of car parks – Permitted (July 1998)		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☐
Representations:	None		
Landscape Officer:	<u>Background</u> The proposal lies in the Countryside, this is a sensitive site, both in planning and landscape terms. Reducing potential visual and landscape impacts to a minimum should therefore be given particular attention. <u>Recommendations</u> • Would like a constraints/ opportunities plan to be provided in order to consider whether the building is in the best location.		

	• The proposal does not include landscaping information. It is recommended that a landscape strategy drawing is provided. The proposal does not include the height and species mix of the existing vegetation bund. • A visual impact information should be submitted for the proposal as there is some visibility from Knowle Lane. A full visual impact assessment is not necessary but a series of photographs with descriptive text from key viewpoints, including from the former landfill site to the south, would be sufficient. • Suggest a floor plan is submitted showing the equipment to be stored in order to consider whether the building can be reduced in size. The building appears to be 6m high – can this be reduced? • A sectional drawing for the aggregate bays is needed to show their height and construction. <u>Comments</u> The materials and details are generally acceptable, in particular, the dark grey cladding will help reduce any visual impact. Since this is a workshop/store that is apparently well screened, the indicated timber detailing seems a bit unnecessary for such a utilitarian building. Since the site is covered in concrete hardstanding, any areas of enhancement planting will need significant ground improvement works to ensure new planting establishes and thrives long-term. There is a suggestion of solar panels on the roof. Checks need to be made to ensure no over-shading by existing retained vegetation.
Urban Design Officer:	<u>Policy</u> Given the location of the site within the countryside, there is an in-principle objection to this form of development. The site is considered to be exposed to the surrounding countryside and any development is likely to have significant visual intrusion in the surrounding area with limited scope to mitigate the visual impact. <u>Proportions and external appearance</u> No objections in principle to the height and scale of the building. In terms of external appearance, it is essential that the new building appears as a high-quality building in its own right and does not stand out as an unattractive monolithic block. As it stands, the design approach is acceptable in principle as the design explores different detailing treatments to create visual interest to the elevations in a simple and bold way, to enliven the environment and announce the new use of the site. Also, the building addresses the entrance by incorporating a corner feature into the elevation that makes the elevations less austere. Furthermore, it is proposed timber cladding above the entrances to help define them and make them more legible. <u>Recommendations</u> • Application should be accompanied by constraints/ opportunities drawing and landscape strategy plan. • Suggestions given within consultation for increasing the sustainability of the proposal.
Built Heritage Consultant:	<u>No Objection</u> – the position of the proposal will not affect the listed buildings or their setting.

	This application is for a barn to contain the maintenance kit for the golf course tucked into the north-east corner of a field to the west of the golf club buildings with mature hedgerow and copse on the east and north sides which will shield it from sight. The dark colour proposed will help to 'loose' the building, while the timber cladding to the office corner will help to humanise it for personnel use. Getting all the maintenance machinery inside makes complete sense and reducing waste of the surprising quantity of various aggregates is also logical without causing any problems.
Ecology Officer:	<u>Protected Species and Biodiversity Enhancements</u> The site has been assessed as having low suitability for foraging and commuting bats, moderate potential for commuting badgers, moderate potential for hedgehogs, low potential for reptiles, low potential for commuting great crested newts and low potential for breeding birds. The application is supported by an extended phase 1 ecological assessment, which confirms the main habitats which will be directly impacted by the proposed development are hardstanding, bare ground and short perennial. As such, very little vegetation will be impacted by the works and any that is to be removed is easily replicable and of little botanical value. It is considered that there will be no impact to habitats of ecological importance such as priority habitats as a result of its loss. However, the uncompensated removal of any of the surrounding scrub or trees would result in a net loss of biodiversity at the site which would be contrary to policy. No further surveys are required. Please condition that the mitigation measures and biodiversity enhancements outlined with section 14 of the report are implemented. <u>Sustainable Drainage</u> The proposed surface water drainage arrangements are shown on the External Works Plan by Exdell Management (December 2023). Storm drainage from the roof is shown emptying into an infiltration/attenuation tank. There is also a small surface water channel shown across the site entrance with a petrol interceptor on the pipe between the channel and the infiltration/attenuation tank. Further surface water drainage information is required by condition. Exceedance flow routes must be shown on a plan. The pollution hazard and mitigation indices must be calculated using the simple index approach (as shown in the Ciria SuDS manual p 568 and 569) to ensure that there is no pollution risk to the surrounding environment. Large tipper lorries would be used to deliver aggregates, sand and other materials, golf course maintenance plant and machinery is stored outdoors and in the building, and fuel, fertilisers and chemicals could spill in this area. The planning statement estimates that up to 970 tonnes of aggregates are stored and used on site every year. The impact of dust on the nearby ecological receptors must also be addressed. The Highway Technical Note by Nick Culhane (no date) states that if the building were leased at any time in the future the likely traffic impact could be up to a daily total of 50 two-way vehicle movements which could generate a greater pollution hazard than normal golf course

	operations. This will need to be accounted for in the simple index calculations.
Nature Space: (great crested newts)	I am satisfied with the ecological report and no further information regarding great crested newts is required. I recommend that a compliance condition is used to secure the precautionary measures stated in section 14 of the report and informative regarding the legal framework.
Environmental Health:	Due to the site proximity to Fair Oak landfill we strongly recommend a condition requiring a contaminated land study to assess any potential impacts on the proposed development, specially ground gas. Also, by checking the UK radon map it seems that the site is within a radon risk area, which should also be properly addressed.
Transport Officer (HCC):	<u>No Objection</u> <u>Access</u> Access in and out of the overall East Horton Golf Centre would be unchanged by the proposals, and this is acceptable with adequately dimensioned access junction and visibility onto Mortimers Road. <u>Vehicular Trips</u> In terms of additional trips, this would vary depending on the end user (i.e. golf club or independent business), however as outlined in the supporting Highways Technical Note, it would be envisaged that a maximum of 7 movements would be anticipated in the AM peak (6 in / 1 out) and 6 in the PM peak (1 in / 5 out). This would have negligible impact on the local highway network, when compared with existing vehicle flow levels. <u>Internal Layout</u> Internally, whilst the site will not be eligible for highway adoption, a review of the layout has been undertaken regardless. This shows that adequate space is afforded for the turning of HGV's within the site, though it should be noted by the applicant that this would likely be dependant on whether any other vehicles are already parked up on site. However, this is not a highway concern, given the extensive lead in area that the private access road gives from the highway (Mortimers Lane). Any potential queuing of vehicles would be an internal issue. <u>Parking</u> In terms of parking, again this would be unlikely to result in any highway issue given the extent of the private access road.
Minerals and Waste (HCC):	No response
Parish Council:	No response

Site Visit:	Yes ☒	No ☐
Details: Site visit carried out 10/1/24		

Pre-commencement Conditions:	Yes ☐	No ☐
Details: Agreed by agent (Lloyd Exley 26/2/24)		

Legislation:

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

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

Policy:**National Planning Policy Framework
Planning Practice Guidance****Development Plan:**

The Eastleigh Borough Local Plan 2016-2036 The most relevant policies are Strategic policies S1 (sustainable development), S2 (approach to new development), S5 (new development in the countryside), S8 (historic environment); Development Management policies DM1(general development), DM3 (adaptation to climate change), DM6 (sustainable drainage), DM8 (pollution), DM11(nature conservation), DM12 (heritage assets) & DM18 (non-residential buildings in the countryside).

Supplementary Planning Documents:

Quality Places

Proposal:

The site consists of an area of concrete hardstanding formerly associated with mineral extraction and landfill works along Knowle Lane. That use ceased many years ago and the application site has been used as a general yard associated with plant, machinery and aggregates for use by East Horton Golf Course.

The proposal is for the construction of a detached building, measuring 24m(l) by 10m(d) by 7.4m(h). The building is to be used as a plant and equipment store/ workshop for the ground's maintenance team at East Horton Golf Centre. The building will accommodate a 140m² store/ workshop, 40m² of welfare and admin space, 18m² grinding/ sharpening room and 17m² of secure storage.

The building is located at the eastern side of the site with its longest elevation next to the landscaping bund, which separates the site from the adjoining golf club and is accessed off the existing private road.

The proposal also includes 4no. aggregate bays, which are enclosed on three sides by 2.5m high timber sleepers. Aggregate storage is needed to replace those lost from the golf course each year through spreading by wind and rain.

Assessment:**Principle**

The site is located within the countryside where the principle of development is not acceptable except for those recognised countryside uses (as set out within Policy S5). One such use is for outdoor recreation. The proposed building is to provide equipment storage and maintenance facilities for East Horton Golf Club, which is an established outdoor recreational use.

The existing ground keepers store was constructed in 1998. Since then, the size of the golf facility has increased (now encompassing two 18 hole and one 9 hole golf courses) and there has been an increase in demand for the events facilities at the site. A second

larger building (and aggregate storage) is now required for the ground maintenance team to carry out their work and maintain/ store associated equipment. The need for the development has been fully set out within the supporting statement within the planning submission.

In conclusion, it has been demonstrated that the proposed development is required to support an established outdoor recreational use and as such the principle of development is considered acceptable. A condition will be imposed limiting the use of the building to the golf club.

Character and Appearance

As part of Policy DM1 development is required to take full and proper account of the context of the site including the character, appearance and land uses of the locality, and be well integrated with these in terms of mass, scale, materials, layout, density, design and siting, both in itself and in relation to adjoining buildings, spaces and views.

There is a clear need for more storage space with much of the machinery currently being stored in the open and within various shipping containers. The open storage looks untidy within the countryside setting and a purpose-built workshop/ storage facility would be an improvement on the current situation.

The proposed building is an appropriate size for the intended use and an indicative floor plan has been provided to show how the workshop/ storage space could be utilised. The building's height is dictated by the size of the roller shutter doors (allowing taller machinery to be brought into the building) and additional roof clearance is needed for the raising of articulated arms/ buckets while the machinery is being maintained.

The building is of a simple pitched roof design and is clad in dark grey metal typical of buildings found within countryside locations. A brickwork is positioned around the base of the building and a wraparound timber cladding feature defines the buildings entrance and admin space. These features help to add some visual interest to the building.

While it would be helpful to have a constraints/ opportunities plan, the building is considered to be in the best position with its longest elevation behind the existing landscaping bund that helps to screen it from the adjacent golf course and listed buildings at East Horton Farm House. The proposal also includes a row of four aggregate bays enclosed by 2.5m high timber sleepers on the far western side of the site. While the siting of the aggregate bays is more exposed than the building, the use of natural wooden materials would help it blend in with its countryside surroundings.

The applicant has provided photos from key viewpoints within the vicinity demonstrating that the development would be reasonably well screened to the east by the landscape bund and to the north by the site of nature conservation. There are longer range views from Pembers Hill Drive and glimpses from Knowle Lane. However, the simple grey building should blend into the background and its impact could be further lessened through an appropriate landscaping scheme. Although it is preferable to set out a landscape strategy during the planning application (as requested by the Landscape Officer), given the scale of the development it would be reasonable to secure landscaping details via condition.

In conclusion, the mass, scale, materials, layout, design and siting of the building and associated aggregate storage is considered suitable for its setting and the proposal will fit in with its countryside location.

Highways and Car Parking

Policy DM13 requires that all new development has a safe and convenient access to the highway network and a transport assessment should be provided if development proposal

would generate vehicle movements likely to have an adverse impact upon the highway network.

The proposal will utilise the existing private road serving East Horton Golf Club, which has adequately dimensioned access junction and visibility onto Mortimers Lane. A highways technical note has been provided with the submission and the small additional trips generated by the proposal would have a negligible impact upon the local highway network when compared with existing vehicle flow levels. No objection has been raised by the Transport Officer.

Internally, the site's existing hard surfacing provides car parking and providing the space is used efficiently there should be adequate room for the turning of HGV's and other vehicles within the site.

Heritage

Policy DM12 stipulates that development of a heritage asset, or within its setting, will be permitted provided it does not harm or detract from the significance or special interest of the asset, and sustains and enhances its special character and qualities.

There are two listed buildings on site, The East Horton Farmhouse and Greenside Barn dating from the 16th & 17th centuries, which are located 150m to the south east. There is also Mortimers Farm (a farmstead that consists of a farmhouse and complete yard of traditional farm buildings three of which are listed) located some 700m to the north. However, the proposal will not impact upon the setting of these listed building given the distances involved and the landscape bund and copse on the site's eastern and northern boundaries. No objection has been raised by the Built Heritage Consultant.

Ecology and Biodiversity Net Gain

Policy DM11 states that development will not be permitted if it is likely to have a direct or indirect adverse effect on priority habitats, protected or priority species. Policy DM11 goes on to state that the Council 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.

The development is unlikely to further impact upon the SINC (site of nature conservation), which is located 25m to the north of the proposed building and the aggregate store sited at the far side of the site. The site is already being used for the storage of aggregate and machinery and so the proposed building will have no greater impact than the existing use. Furthermore, the introduction of a petrol interceptor as part of the sustainable drainage system will reduce the risk of fuel spills from maintenance vehicles.

The application is supported by an extended phase 1 ecological assessment, which confirms that the site of the building and aggregate store has very limited vegetation, mainly consisting of hard standing with some bare ground and short perennial. The proposal is therefore not considered to have an impact on habitats of ecological importance and no objection has been raised by the Ecology Officer or Naturespace.

The ecological assessment also sets out mitigation to avoid harm to bats, badgers, hedgehogs, reptiles and breeding birds during the construction period and ecological enhancements in the way of bat and bird boxes.

Sustainable Drainage

Policies DM3 and DM6 stipulate that new development must provide sustainable drainage systems (SuDs) with naturalised filtration wherever feasible. An external works plan has been provided with surface water from the buildings roof draining into an underground tank with a petrol interceptor on the pipe between the tank before discharging into a watercourse.

While this is acceptable in principle, further detailed drainage information is required via condition to ensure that the system is sufficient for the end user (which would include large tipper lorries to deliver aggregates, other plant and machinery) and in relation to exceedance flows.

Pollution

Policy DM8 of the Eastleigh Borough Local Plan (2016-2036) states that development will not be permitted where it is likely to be affected by unacceptable environmental impacts (such as ground contamination). The proposed building provides a workspace for grounds maintenance staff and its construction would include ground works. The site is near Fair Oak landfill and so a contaminated land study (and potential remediation works) would need to be secured via condition.

Equalities Act:

Section 149 of the Equalities Act 2010 created the public sector equality duty.

Section 149 (1) 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, development plan and emerging plan policy 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 emerging plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the Emerging 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 Adopted Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Saved, Policies S1, DM2 and DM3 of the Adopted 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 reduce/limit impacts on climate emissions as a result of the development or its use.

Conclusion:		
Recommendation:	PERMIT ☒	REFUSE ☐
Comments ...		

Conditions

Use

Ground contamination

Landscaping

Biodiversity mitigation and enhancements

Wildlife sensitive lighting plan

Surface water drainage – exceedance flows

Dust impacts of receptors

Nature space informative