

DELEGATED OFFICER REPORT

Application Ref: F/24/98391

Site Address: MACKOY STADIUM, VT SPORTS GROUND, PORTSMOUTH ROAD, BURSLEDON, SO19 9PW

Case Officer: Rachael Morris

Description: Retrospective application for a Swale, Gravel Car Park and Semi Permanent Marque.

Particular Site Constraints?	Yes ☒	No ☐
- Settlement Gap - Countryside		

Planning History?	Yes ☒	No ☐
- Z/24706/000/00 - Erection of sports pavilion to include changing rooms, bar, squash courts and steward's accommodation – Permit – Nov 1980 - Z/24706/001/00 - Siting of Mobile Home – Temporarily approve – Apr 1987 - F/12/71754 - Construction of sports pavilion and cricket pavilion, all weather sports pitch with flood lighting and 3m high mesh fencing, 112 space car park with altered and widened vehicular access and drive, following demolition of existing buildings – Permit – Feb 2013 - F/16/79528 - Construction of new pavilion & changing rooms – Permit – Feb 2017 - F/24/96739 - Extension to the existing cricket pavilion to provide changing facilities – Permit – May 2024 - A/24/98558 - 3.no freestanding externally illuminated advertisement boards to the vehicular access – Not yet determined		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	None		
Bursledon Parish Council:	No Comment		
Hound Parish Council:	Objection - a proposal was received, seconded and four voted in favour, with three against and three abstentions of objecting to the semi-permanent marquee becoming a permanent marquee as it's in the Countryside and in an area of environmental special interest.		
Ecology:	<u>Update (Dec '24):</u> I have now discussed the application with the project ecologist and have no further concerns. The locations of the on-site habitat for enhancement are shown on plans which were inserted onto the Start tab of the Statutory Metric. No trees were recorded on site and no trees were proposed to be removed. A Habitat Management and Monitoring Plan (HMMP) can be conditioned for the areas proposed to be enhanced. This will include planting schemes and a maintenance schedule for the swale and two grassland parcels. <u>Nov' 24:</u> The applicant's architect has provided the following information along with a statutory biodiversity metric for the site. As noted in item 8 on the Local Validation List (February 2024) the metric is not a stand-alone document but meant to be provided as part of a Biodiversity Net Gain Strategy document, including plans of the site pre and post development (and of any areas on which off-site mitigation or compensation is proposed). This application is for		

	• An area of land that has historically been used for car parking which has now had a change of surface material to make the space more useable, • A new swale to deal with the water run-off from the football pitch, • A new concrete base to house the semi—permanent marque. According to the metric, this application involves a loss of 0.59 on site habitat units. An off-site area of 0.79 habitat units is proposed to be enhanced to provide 0.95 units which represents an uplift of 21.02%. The on-site habitat which was lost and requires compensation consisted of two areas of modified grassland, and one area of mixed scrub with a total area of 0.4378 ha. Statutory Metric Condition Assessment Sheets (5 A and 20 A) have been submitted to describe the species composition in adjacent areas which can be assumed to be in similar condition due to similar management and usage as sports pitches. Historic satellite imagery has been used for evidence. Post development the new bioswale is expected to achieve moderate condition and deliver 0.02 habitat units. Metric tab D-1 Off-Site Habitat Baseline proposes to enhance two parcels of modified grassland adjacent to this site and under the same ownership into other neutral grassland and mixed scrub. The two areas of grassland currently have had topsoil dumped on top of them (metric user comments) but their original condition was assumed to be the same as the adjacent field under the same management. The locations of these parcels must be shown on a plan before determination. It is not clear from the information provided whether any trees are proposed to be removed to facilitate this development. There are trees on the aerial photo which are not shown on the location and block plan. As a habitat map has not been submitted it is not clear whether these trees are still in situ or have already been removed. Saplings have been described within the area of scrub proposed to be removed. If trees have been removed, this must be explained. The location and species of replacement trees must be submitted to and approved by the LPA. User comments in the metric state that an S106 and Habitat Management and Monitoring Plan (HMMP) will be required, however this can be dealt with by condition rather than S106 due to the small habitat size and low to medium distinctiveness. The HMMP must show the locations of the areas proposed to be enhanced, planting schemes and a maintenance schedule for the swale and two grassland parcels. Surface water drainage will be managed by the swale and infiltration basin. The Infiltration basin calculations for grandstand and hardstanding report by Cowan Consultancy (October 2024) demonstrates that infiltration is workable at this location. The Drainage Layout and Details implies that the surface water collected in the swale will flow through a silt trap and then into the infiltration basin. A surface water drainage maintenance schedule is required and can be conditioned.
Leisure Services Manager:	No objections from a Leisure Services perspective.
Sport England:	Sport England raises no objection to this application as it is considered to meet a combination of exception 2 and 3 of our Playing Fields Policy and to accord with Paragraph 103 of the National Planning Policy Framework (NPPF).

Site Visit:	Yes ☒	No ☐
Details: 01/11/2024		

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 and S2; and Development Management policies DM1, DM3, DM6, DM11, DM32 and DM34.

Supplementary Planning Documents:

Quality Places; Residential Parking Standards; Character Area Appraisals.

Assessment:

The development is considered acceptable and complies with policies DM1, DM3, DM6, DM11, DM32 and DM34 from the 2016-2036 local plan, in that:

Principle

- The proposal is within the countryside and settlement gap where policies S5 and S6 from the Local Plan (2016-2036) apply.
- Policy S5 states planning permission will be granted for new development in the countryside provided it is related to... outdoor recreation and open space.
- Policy S6 states development within a Settlement Gap will be permitted provided that: it would not undermine the physical extent and/or visual separation of settlements; and it would not have an urbanising effect detrimental to the character of the countryside; or the separate identity of the adjoining settlements.
- Policy DM34 states the provision, extension or enhancement of public and private recreation and open space facilities or uses including those identified in policy DM32 will be permitted provided that: they accord with the general development criteria and the biodiversity, and heritage policies of this Local Plan; in the countryside new buildings will be limited to those ancillary to and essential for the use of the land for outdoor sport and recreation and development should not involve structures, floodlighting or activities that cause urbanisation or detract from rural character.
- The proposal is assessed against these policies below, but it is considered in principle that the proposed development would accord with policies S5, S6 and DM34 from the 2016-2036 Local Plan.

Proposals

- The proposals include the retention of a swale, gravel car park and semi-permanent marque.
- The swale is accompanied by a French drain which is within the main football pitch of Sholing FC. The semi-permanent marque sits adjacent to this same pitch and accommodates sheltered hospitality space. In addition, the gravel car park sits behind the marque to serve additional parking which the site struggled with before.
- The proposed marque measures approx. 6.9m tall at its highest point. Nonetheless due to the location set to the centre of the site, 100m from the road, it is not expected that this would be widely seen from outside the site. The marquee is semi-permanent in nature with the concrete base in which it sits being the only permanent feature.
- The site sits within relative isolation with 4.no neighbours to the east side, however these are more directly adjacent to the Old Netley Bowls Club. It is not expected that these proposals will impact neighbours directly as their character is not dissimilar from its current use.
- These proposals are designed to enhance this recreational space used by the local community for a variety of purposes. The proposals are considered to accord

with the general development criteria policies of the Local Plan and specifically policy DM34.

Impact on countryside and settlement gap

- The proposals are ancillary to the primary recreational use of the site. The marque is semi-permanent in nature and as such is not an urbanising feature. Moreover, the car parking and swale are essential for the use of the land to accommodate the recreational purpose and does not detract from the rural character. Therefore, these are in accordance with policies S5 and DM34.
- In accordance with policy S6, the proposals would not undermine the physical extent or visual separation of settlements. In addition, the character of the countryside would not be detrimentally impacted nor the separate identity of settlements. Therefore, these proposals would accord with policy S6 of the Local Plan.

Ecology

- The application is subject to achieving at least 10% Biodiversity Net Gain (BNG) in accordance with the Environment Act 2021. A metric has been provided which demonstrates a net gain can be achieved. A Biodiversity Gain Plan will be conditioned in accordance with legislation.
- A Habitat Management and Monitoring Plan (HMMP) will be conditioned for the areas proposed to be enhanced which will include planting schemes and a maintenance schedule for the swale and two grassland parcels.

Other material considerations

- Sport England is satisfied that the proposal benefits from a combination of the E2 and E3 exceptions in our playing fields policy such that the proposed development is acceptable. These state:
 - Exception 2 - The proposed development is for ancillary facilities supporting the principal use of the site as a playing field and does not affect the quantity or quality of playing pitches or otherwise adversely affect their use.
 - Exception 3 - The proposed development affects only land incapable of forming part of a playing pitch and does not:
 - reduce the size of any playing pitch;
 - result in the inability to use any playing pitch (including the maintenance of adequate safety margins and run-off areas);
 - reduce the sporting capacity of the playing field to accommodate playing pitches or the capability to rotate or reposition playing pitches to maintain their quality;
 - result in the loss of other sporting provision or ancillary facilities on the site; or
 - prejudice the use of any remaining areas of playing field on the site.

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 Environment 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 adopted local 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 local plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the adopted local plan, as is an assessment of climate impacts.

Equalities Implications:

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.

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:

Recommendation:

PERMIT ☒

REFUSE ☐

Comments ...