

Planning and Rights of Way Panel

Tuesday, 11th September,
2018

at 6.00 pm

PLEASE NOTE TIME OF MEETING

Conference Rooms 3 & 4 - Civic
Centre

This meeting is open to the public

Members

Councillor Savage (Chair)
Councillor Coombs (Vice-Chair)
Councillor Claisse
Councillor L Harris
Councillor Mitchell
Councillor Murphy
Councillor Wilkinson

Contacts

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PUBLIC INFORMATION

ROLE OF THE PLANNING AND RIGHTS OF WAY PANEL

The Panel deals with various planning and rights of way functions. It determines planning applications and is consulted on proposals for the draft development plan.

PUBLIC REPRESENTATIONS

Procedure / Public Representations

At the discretion of the Chair, members of the public may address the meeting on any report included on the agenda in which they have a relevant interest. Any member of the public wishing to address the meeting should advise the Democratic Support Officer (DSO) whose contact details are on the front sheet of the agenda.

The Southampton City Council Strategy (2016-2020) is a key document and sets out the four key outcomes that make up our vision.

- Southampton has strong and sustainable economic growth
- Children and young people get a good start in life
- People in Southampton live safe, healthy, independent lives
- Southampton is an attractive modern City, where people are proud to live and work

SMOKING POLICY – The Council operates a no-smoking policy in all civic buildings

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ACCESS – Access is available for disabled people. Please contact the Democratic Support Officer who will help to make any necessary arrangements.

Dates of Meetings: Municipal Year 2017/18

2018	
29 May	11 September
19 June	9 October
10 July	13 November
31 July	11 December
21 August	

2019	
8 January	12 March
29 January	2 April
26 February	23 April

CONDUCT OF MEETING

TERMS OF REFERENCE

The terms of reference of the Planning and Rights of Way Panel are contained in Part 3 (Schedule 2) of the Council's Constitution

BUSINESS TO BE DISCUSSED

Only those items listed on the attached agenda may be considered at this meeting.

RULES OF PROCEDURE

The meeting is governed by the Council Procedure Rules as set out in Part 4 of the Constitution.

QUORUM

The minimum number of appointed Members required to be in attendance to hold the meeting is 3.

DISCLOSURE OF INTERESTS

Members are required to disclose, in accordance with the Members' Code of Conduct, **both** the existence **and** nature of any "Disclosable Pecuniary Interest" or "Other Interest" they may have in relation to matters for consideration on this Agenda.

DISCLOSABLE PECUNIARY INTERESTS

A Member must regard himself or herself as having a Disclosable Pecuniary Interest in any matter that they or their spouse, partner, a person they are living with as husband or wife, or a person with whom they are living as if they were a civil partner in relation to:

- (i) Any employment, office, trade, profession or vocation carried on for profit or gain.
- (ii) Sponsorship:
Any payment or provision of any other financial benefit (other than from Southampton City Council) made or provided within the relevant period in respect of any expense incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.
- (iii) Any contract which is made between you / your spouse etc (or a body in which the you / your spouse etc has a beneficial interest) and Southampton City Council under which goods or services are to be provided or works are to be executed, and which has not been fully discharged.
- (iv) Any beneficial interest in land which is within the area of Southampton.
- (v) Any license (held alone or jointly with others) to occupy land in the area of Southampton for a month or longer.
- (vi) Any tenancy where (to your knowledge) the landlord is Southampton City Council and the tenant is a body in which you / your spouse etc has a beneficial interests.
- (vii) Any beneficial interest in securities of a body where that body (to your knowledge) has a place of business or land in the area of Southampton, and either:
 - a) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body, or
 - b) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you / your spouse etc has a beneficial interest that exceeds one hundredth of the total issued share capital of that class.

OTHER INTERESTS

A Member must regard himself or herself as having an, 'Other Interest' in any membership of, or occupation of a position of general control or management in:

Any body to which they have been appointed or nominated by Southampton City Council

Any public authority or body exercising functions of a public nature

Any body directed to charitable purposes

Any body whose principal purpose includes the influence of public opinion or policy

PRINCIPLES OF DECISION MAKING

All decisions of the Council will be made in accordance with the following principles:-

- proportionality (i.e. the action must be proportionate to the desired outcome);
- due consultation and the taking of professional advice from officers;
- respect for human rights;
- a presumption in favour of openness, accountability and transparency;
- setting out what options have been considered;
- setting out reasons for the decision; and
- clarity of aims and desired outcomes.

In exercising discretion, the decision maker must:

- understand the law that regulates the decision making power and gives effect to it. The decision-maker must direct itself properly in law;
- take into account all relevant matters (those matters which the law requires the authority as a matter of legal obligation to take into account);
- leave out of account irrelevant considerations;
- act for a proper purpose, exercising its powers for the public good;
- not reach a decision which no authority acting reasonably could reach, (also known as the "rationality" or "taking leave of your senses" principle);
- comply with the rule that local government finance is to be conducted on an annual basis. Save to the extent authorised by Parliament, 'live now, pay later' and forward funding are unlawful; and
- act with procedural propriety in accordance with the rules of fairness.

AGENDA

1 APOLOGIES AND CHANGES IN PANEL MEMBERSHIP (IF ANY)

To note any changes in membership of the Panel made in accordance with Council Procedure Rule 4.3.

2 DISCLOSURE OF PERSONAL AND PECUNIARY INTERESTS

In accordance with the Localism Act 2011, and the Council's Code of Conduct, Members to disclose any personal or pecuniary interests in any matter included on the agenda for this meeting.

3 STATEMENT FROM THE CHAIR

CONSIDERATION OF PLANNING APPLICATIONS

4 PLANNING APPLICATION - 18/00520/FUL - ITCHEN COLLEGE, MIDDLE ROAD (Pages 5 - 22)

Report of the Service Lead, Planning, Infrastructure and Development recommending that the Panel delegate approval in respect of an application for a proposed development at the above address.

Monday, 3 September 2018

Director of Legal and Governance

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Agenda Annex

INDEX OF PLANNING APPLICATIONS FOR DECISION

DATE: 11th September 2018 - 6pm Conference Rooms 3 and 4, 1st Floor, Civic Centre

Main Agenda Item Number	Officer	Recommendation	PSA	Application Number / Site Address
	AG	DEL	15	18/00520/FUL Itchen College, Middle Road

PSA – Public Speaking Allowance (mins); CAP - Approve with Conditions: DEL - Delegate to Officers: PER - Approve without Conditions: REF – Refusal: TCON – Temporary Consent: NOBJ – No objection

Case Officers:

AG – Andy Gregory

Southampton City Council - Planning and Rights of Way Panel

Report of Planning & Development Manager

Local Government (Access to Information) Act 1985

Index of Documents referred to in the preparation of reports on Planning

Applications:

Background Papers

1. Documents specifically related to the application
 - (a) Application forms, plans, supporting documents, reports and covering letters
 - (b) Relevant planning history
 - (c) Response to consultation requests
 - (d) Representations made by interested parties

2. Statutory Plans
 - (a) Hampshire, Portsmouth, Southampton and New Forest National Park Minerals and Waste Plan (Adopted 2013)
 - (b) Amended City of Southampton Local Plan Review (Adopted March 2015)
 - (c) Local Transport Plan 2006 – 2011 (June 2006)
 - (d) Amended City of Southampton Local Development Framework – Core Strategy (inc. Partial Review) (adopted March 2015)
 - (e) Adopted City Centre Action Plan (2015)
 - (f) Community Infrastructure Levy Charging Schedule (2013)
 - (g) Bassett Neighbourhood Plan (Adopted 2016)

3. Statutory Plans in Preparation

4. Policies and Briefs published and adopted by Southampton City Council
 - (a) Old Town Development Strategy (2004)
 - (b) Public Art Strategy
 - (c) North South Spine Strategy (2004)
 - (d) Southampton City Centre Development Design Guide (2004)
 - (e) Streetscape Manual (2005)
 - (f) Residential Design Guide (2006)
 - (g) Developer Contributions SPD (September 2013)
 - (h) Greening the City - (Shoreburs; Lordsdale; Weston; Rollesbrook Valley; Bassett Wood and Lordswood Greenways) - 1985-1995.
 - (i) Women in the Planned Environment (1994)
 - (j) Advertisement Control Brief and Strategy (1991)
 - (k) Biodiversity Action Plan (2009)
 - (l) Economic Development Strategy (1996)
 - (m) Test Lane (1984)
 - (n) Itchen Valley Strategy (1993)

- (o) Portswood Residents' Gardens Conservation Area Character Appraisal (1999)
- (p) Land between Aldermoor Road and Worston Road Development Brief Character Appraisal(1997)
- (q) The Bevois Corridor Urban Design Framework (1998)
- (r) Southampton City Centre Urban Design Strategy (2000)
- (s) St Mary's Place Development Brief (2001)
- (t) Ascupart Street Development Brief (2001)
- (u) Woolston Riverside Development Brief (2004)
- (v) West Quay Phase 3 Development Brief (2001)
- (w) Northern Above Bar Development Brief (2002)
- (x) Design Guidance for the Uplands Estate (Highfield) Conservation Area (1993)
- (y) Design Guidance for the Ethelburt Avenue (Bassett Green Estate) Conservation Area (1993)
- (z) Canute Road Conservation Area Character Appraisal (1996)
- (aa) The Avenue Conservation Area Character Appraisal (1997)
- (bb) St James Road Conservation Area Character Appraisal (1996)
- (cc) Banister Park Character Appraisal (1991)*
- (dd) Bassett Avenue Character Appraisal (1982)*
- (ee) Howard Road Character Appraisal (1991) *
- (ff) Lower Freemantle Character Appraisal (1981) *
- (gg) Mid Freemantle Character Appraisal (1982)*
- (hh) Westridge Road Character Appraisal (1989) *
- (ii) Westwood Park Character Appraisal (1981) *
- (jj) Cranbury Place Character Appraisal (1988) *
- (kk) Carlton Crescent Character Appraisal (1988) *
- (ll) Old Town Conservation Area Character Appraisal (1974) *
- (mm) Oxford Street Conservation Area Character Appraisal (1982) *
- (nn) Bassett Green Village Character Appraisal (1987)
- (oo) Old Woolston and St Annes Road Character Appraisal (1988)
- (pp) Northam Road Area Improvement Strategy (1987)*
- (qq) Houses in Multiple Occupation (2012)
- (rr) Vyse Lane/ 58 French Street (1990)*
- (ss) Tauntons College Highfield Road Development Guidelines (1993)*
- (tt) Old Woolston Development Control Brief (1974)*
- (uu) City Centre Characterisation Appraisal (2009)
- (vv) Parking standards (2011)

* NB – Policies in these documents superseded by the Residential Design Guide (September 2006, page 10), albeit character appraisal sections still to be had regard to.

5. Documents relating to Highways and Traffic

- (a) Hampshire C.C. - Movement and Access in Residential Areas
- (b) Hampshire C.C. - Safety Audit Handbook
- (c) Southampton C.C. - Cycling Plan (June 2000)
- (d) Southampton C.C. - Access for All (March 1995)

- (e) Institute of Highways and Transportation - Transport in the Urban Environment
- (f) I.H.T. - Traffic Impact Assessment Guidelines
- (g) Freight Transport Association - Design for deliveries
- (h) DETR Traffic Advisory Leaflets (various)

6. Government Policy Planning Advice

- (a) National Planning Policy Framework (27.3.2012)
- (b) National Planning Policy Guidance Suite

7. Other Published Documents

- (a) Planning for Daylight and Sunlight - DOE
- (b) Coast and Countryside Conservation Policy - HCC
- (c) The influence of trees on house foundations in clay soils - BREDK
- (d) Survey and Analysis - Landscape and Development HCC
- (e) Root Damage to Trees - siting of dwellings and special precautions – Practice Note 3 NHDC
- (f) Shopping Policies in South Hampshire - HCC
- (g) Buildings at Risk Register SCC (1998)
- (h) Southampton City Safety Audit (1998)
- (i) Urban Capacity Study 2005 – 2011 (March 2006)
- (j) Strategic Housing Land Availability Assessment (March 2013)

Planning and Rights of Way Panel 31st July 2018
Planning Application Report of the Service Lead – Infrastructure, Planning and Development

Application address: Itchen College, Southampton			
Proposed development: Proposed installation of a 3G football turf pitch with associated fencing, 6 x flood lights and 2 x storage containers.			
Application number	18/00520/FUL	Application type	Full
Case officer	Andrew Gregory	Public speaking time	15 minutes
Last date for determination:	Over time	Ward	Sholing
Reason for Panel Referral:	More than 5 letters of objections have been received, including objection from Cllr Baillie	Ward Councillors (at the time of Panel considerations)	Cllr Baillie Cllr Guthrie Cllr Wilkinson

Applicant: Itchen College	Agent: PCH Associates Ltd
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Recommendation Summary	Conditionally Approve
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Community Infrastructure Levy Liable	No
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Reason for granting Planning Permission

The artificial sports pitch will provide an improved sports facility for education and community use and on balance, the merits of the scheme are considered to outweigh its impacts. It has been demonstrated that the facility will not give rise to significant adverse noise and lighting impact. The nature of the structure is appropriate for a school or College and the facility and the development will not have an adverse visual impact having regard to the separation distances from neighbouring properties, set back from Middle Road and the presence of mature landscaping and trees to filter views. The proposed hours of use, including evening and weekend use, are necessary in the interests of viability and to satisfy policy CS11 and Sport England requirements for Community use. Furthermore, the development will not lead to a harmful increase on street car parking pressures outside of daytime College hours.

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. Other material considerations have been considered and are not judged to have sufficient weight to justify a refusal of the application, and where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and

Compulsory Purchase Act 2004 and thus planning permission should therefore be granted. In reaching this decision the Local Planning Authority offered a pre-application planning service and has sought to work with the applicant in a positive and proactive manner as required by paragraphs 39 – 42 and 46 of the National Planning Policy Framework (2018).

Saved Policies - SDP1, SDP5, SDP7, SDP9, SDP10, SDP16, SDP17 and CLT3 of the City of Southampton Local Plan Review (Amended 2015) and CS11, CS13, CS19, CS22 and CS23 of the Local Development Framework Core Strategy Development Plan Document (Amended 2015).

Appendix attached			
1	Development Plan Policies	2	Sport England Comments

Recommendation in Full

Conditionally Approve

1 The site and its context

- 1.1 The application relates to Itchen College playing fields located within the southern part of the college grounds. The playing fields gently slope from north to south. The main college buildings are grouped together within the northern part of the site. Site access is provided from Middle Road and White's Road. An existing gymnasium and sports hall is located on the western side of the main campus which is available for community use. The playing fields are also used by the neighbouring junior school and other local schools and also available for community use.
- 1.2 A children's nursery is located to the west of the playing fields with residential properties in Spring Road abutting the western site boundary. Sholing Junior School is located to the south. Middle Road bounds the site to the east with residential properties located on the adjacent side of Middle Road. Mature trees, hedgerow and railings enclose the site to Middle Road.
- 1.3 Unrestricted on-street parking is available within Middle Road and adjoining streets with parking restrictions in place at the college and school entrances and adjacent to road junctions.

2 Proposal

- 2.1 The application proposes an artificial grass football pitch (3G FTP) to be located on the existing College playing field. The proposed artificial pitch has an area of 94m x 60m and would be enclosed with 4.5m height twin bar fencing and served by 8 no. flood lights. The proposal seeks to provide a level playing surface and will require the new pitch to be cut into the existing slope with some fill and a retaining wall at the southern end of the proposed pitch. The proposed floodlights would be 15m in height

- 2.2 The artificial pitch would incorporate a main football pitch (91m x 55m) suitable for Under 15/Under 16 football matches. The area can also incorporate 4 no. 5-a-side pitches and also a 73m x 53m rugby pitch (suitable for junior and veteran matches and senior training). A new hardstanding pathway is proposed around the eastern and northern sides of the pitch and ramped disabled access to the front of the main College building. The main entrance to the pitch is from the west side and emergency vehicle access would be provided from the east side of the pitch. Small single-storey storage units are proposed either side of the pitch.
- 2.3 The 3G artificial carpet will be green to mimic grass and the fencing will be powder coated green. The proposed (amended) hours of use are as follows:
- Monday to Thursday - 9am to 9pm
 - Friday to Sunday - 10am to 6pm
 - Bank Holidays - Closed

3 Relevant Planning Policy

3.1 The Development Plan for Southampton currently comprises the “saved” policies of the City of Southampton Local Plan Review (as amended 2015) and the City of Southampton Core Strategy (as amended 2015). The most relevant policies to these proposals are set out at **Appendix 1**.

3.2 The updated National Planning Policy Framework (NPPF) came into force on 24th July 2018 and replaces the previous set of national planning policy guidance notes and statements. The Council has reviewed the Core Strategy to ensure that it is in compliance with the NPPF and are satisfied that the vast majority of policies accord with the aims of the NPPF and therefore retain their full material weight for decision making purposes, unless otherwise indicated.

3.3 Paragraph 96 of the NPPF indicates:

“Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities...”

3.4 Paragraph 180 of the NPPF indicates:

“Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should:

- a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life.
- b) identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and

- c) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.”

3.5 The National Planning Practice Guidance sets out, at paragraph 003, that in considering noise-generating developments, regard should be had to the Noise Policy Statement for England (2010). It also confirms that noise should be considered in the round with other planning issues including the economic, social and other environmental dimensions of the proposals.

3.6 Policy CS21 of the Local Development Framework Core Strategy (LDF) indicates the Council will retain the quantity and improve the quality and accessibility of the city’s diverse and multi-functional open space (used by a diverse community and for a variety of different uses). Supporting text 5.4.11 indicates:
“The LDF will seek to protect and improve the quality of open spaces and ensure adequate provision in a way which delivers the best outcome for the community, promotes participation in sports and active recreation, health and wellbeing and has regard for the city’s rich natural environment.

4. Relevant Planning History

4.1 Pre-application advice regarding the proposed artificial pitch and flood lighting was provided by the Local Planning Authority in 2016. The following advice was provided:

Before submitting a formal planning application, the following issues will need to be addressed:

- (a) Sport England objection. This will need to be overcome before a favourable recommendation can be made. The suitability for a pitch which would accommodate a wider range of sports should be explored.*
- (b) Further information should be provided to assess the impact of the pitch on the remaining playing field.*
- (c) Information to demonstrate the benefits of the proposed pitch needs to be provided.*
- (d) An assessment of noise associated with the pitch needs to be undertaken.*
- (e) With regards to the floodlighting, the preferred option would be the Metal Halide floodlights. An assessment of the impact of the proposed lighting needs to be undertaken. This should be site specific and include both lighting diagrams and explanatory text.*
- (f) Further information on car parking facilities should be provided alongside a parking survey which accurately assesses the parking demand and supply on surrounding residential roads.*
- (g) A Drainage Strategy is required to demonstrate that the proposed surface would not increase the risk of flooding downstream.*

5 Consultation Responses and Notification Representations

5.1 Following the receipt of the planning application, a publicity exercise in line with department procedures was undertaken which included notifying adjoining and nearby landowners and erecting a site notice (11.05.18). A further 14 day public re-consultation was undertaken following receipt of amendments to the proposed hours of use and additional information regarding flood risk, parking, noise impact and litter management. At the time of writing the report **151 representations**

have been received from surrounding residents (132 against and 19 in support). The following is a summary of the points raised:

5.2 Against

- Impact of Noise
- Impact of Light Pollution from flood lighting
- Impact on Traffic
- Poor Design
- Late Night Disturbance
- Overdevelopment
- Overlooking
- Effect on Wildlife
- Road Safety
- Shortage/loss of Car Parking
- Too near/affecting Boundary
- Litter Impact

5.3 The above points of concerns are addressed in the consultation responses and considerations sections below.

5.4 In Favour

- Head of Sholing Junior School – Supportive of the proposal. Existing drainage and flooding problems will be alleviated with the levelling of the playing field and installation of drainage. The junior school regularly access the playing fields and welcome the opportunity to share the proposed sports pitch with the community and local schools.
- England Rugby
- Southampton Athletics Club
- Bursledon Football Club
- Hedge End Rangers Football Club
- Head of PE – Sholing Technology College
- AFC Stoneham
- AFC Hiltingbury
- Hamble FC
- Solent University

5.5 The above groups and organisations have indicated they would welcome the proposed 3G pitch for training and/or matches because all too often training and matches are cancelled due to poor ground conditions.

Consultation Responses

5.6 **SCC Highways** – No objection

The proposal for a 3G football pitch is situated within an existing grassed field which already serves as a playing field for the College. Therefore, the additional impact would likely be generated in the evening or outside term times. There is a sports centre and social club which currently operates in the evenings and weekends and the pitch is considered to be ancillary to those uses. Therefore, in principle, the proposal is in keeping with the existing uses and the main consideration would be down to the additional trips generated by the 3G pitch outside term times.

- 5.6.1 The Transport statement (TS) includes a parking survey of the 83 spaces currently used for the sports facilities (out of the overall 118 spaces on site) throughout the evenings and weekends. The survey showed that occupancy level is quite low – with a highest demand of 41 spaces. Therefore, during the peak demand, there would be 42 spaces available on site.
- 5.6.2 The TS has also confirmed that the 3G pitch will not be made available to the public during term times and, therefore, the pitch will serve as an ancillary use to the college meaning impacts during term times are not considered to be harmful.
- 5.6.3 The likely trips generated by the 3G pitch is outlined in the TS with the data being sourced from TRIC surveys of other '5-a-side' pitches. The data shows that the peak hour (19:00-20:00) would generate 20 trips (10 arrivals and 10 departures). Therefore, in terms of on-site parking, there should be sufficient capacity to accommodate the additional demand.
- 5.6.4 In transport terms, the addition of 20 trips during the peak hour on an established access, which already serves existing similar uses, is not considered to generate significant harm.
- 5.7 **Environmental Health Officer** – No objection
Following a perusal of the associated documents under our purview, notably the noise and light reports, we do not anticipate any statutory noise or light nuisances being caused from the proposals and, as such, we are supportive of this planning application.
- 5.7.1 I have no information which leads me to believe that the proposed sports facilities/activities will give rise to "significant adverse impacts on health and quality of life", as set out in the Noise Policy Statement for England, and with the revised proposed hours of use I cannot envisage this occurring.
- 5.7.2 I've also noted the attached response from PCH and their Acoustic Consultants dated 7th August 2018, and I would be supportive of any planning condition to restrict the use of the pitches accordingly to the intended uses (football and rugby training/ junior rugby). Note also that noise issues relating to "shouting, clapping, ball impacts and referee whistles" was considered as an integral part of their acoustic assessment.
- 5.8 **Sport England** - No objection subject to conditions to secure a community use agreement and to ensure the pitch design meets with the relevant industry technical design guidance, including guidance published by Sport England, National Governing Bodies for Sport. Particular attention is drawn to: RFU guidance note 7: Artificial Rugby Turf and FA Guide to Football Turf Pitch Design Principles and Layouts. A copy of the Sport England consultation response in full is attached to this report as **Appendix 2**.
- 5.9 **SCC Flood:** No objection subject to a condition to secure implementation, maintenance and management of the submitted drainage scheme. Pleased to see the inclusion of a drainage scheme within the proposed development that includes attenuation within the sub-base of the pitch and restrictions to the discharge rate to 3.5l/s.

5.10 **SCC Ecologist:** I have no concerns about installation of an artificial pitch. I also have no objection to the principle of the flood lights however, I would like the proposed luminaires to be LEDs emitting 'warm' light (2600-3700 CCT) which has a higher infra-red component and is therefore less damaging ecologically, than the standard 'cool' light versions. The reason for this is that lights will be in use for at least part of the bat foraging season and lighting can influence insect levels around the hedgerow, i.e. insects are likely to be attracted away from the hedgerow reducing the quantity of food available to the bats.
Officer response – A condition is recommended to ensure the proposed luminaires have LEDs emitting 'warm' light (2600-3700 CCT). The Council's Environmental Health Officer has confirmed that LEDs emitting 'warm' light will not have any adverse lighting impact.

5.11 **Archaeology:** No objection
The proposed development involves the installation of a 3G football turf pitch with associated fencing, flood lights and storage containers. The existing grass pitch is on sloping land. It is proposed that the new pitch will be constructed partly by cutting into the existing slope on the north-east side of the site, and partly by building up the land behind new retaining walls elsewhere. There will also be new flood lights, storage units and possibly drains. The total area of the main part of the site (excluding the access road but including the full extent of the area to be cut away) is some 8500 square metres or 0.85 hectares, so this is a large site.

5.11.1 Development here threatens to damage archaeological deposits, and an archaeological investigation will be needed to mitigate this. Given the large size of the site, and the possibility that archaeological remains will be present, it is appropriate that an archaeological evaluation excavation be carried out in advance of pitch construction. The evaluation trenches should be located in the part of the site that is to be reduced in level, and along the proposed lines of the new retaining walls. Depending on the results of the evaluation, further archaeological work may be required, perhaps including further excavation work.

5.12 **SCC Trees:** No objection, subject to conditions to secure a BS5837 tree survey details of the number of trees to be planted, along with size, species and location.

6. **Planning Consideration Key Issues**

6.1 The key issues for consideration during the determination of this planning application are:

- The principle of the development;
- Impact on the character and appearance of the area;
- The impact on the amenities of neighbouring and surrounding residents and;
- Highway matters.

6.2 **Principle of Development**

The proposal is in accordance with paragraph 97 of the of the National Planning Policy Framework (the Framework) which indicates that existing open space, sports and recreational land should not be built on unless, amongst other factors, the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

- 6.3 Furthermore, the proposal would also meet the requirements of Policy CS11 of the Core Strategy which supports the development of new inspirational, high quality education and related facilities which encourage community use of their facilities.
- 6.4 Itchen College have been awarded £350,000 of funding towards the project from the government 'Healthy Pupils Capital Fund' (commonly known as the Sugar tax fund). The bid was made to address a shortfall in physical education space across the site as well as the last Ofsted report (January 2017) which rated the school as 'Requiring Improvement' overall and in all areas. The submission indicates the facility could benefit more than 12,000 young people over an 8 year period by providing an improved playing surface with greater usability during winter months in order to engage activity. It is understood that the existing playing fields have drainage issues which impacts on usage during winter months. The College have indicated that, during academic term time, the playing fields cannot be used for lessons between November and February because the football pitch is often waterlogged and they try and conserve the surface for matches. During the last football season, 12 out of 32 weeks were lost due to waterlogging.
- 6.5 The pitch has been designed primarily for football and rugby usage, following Sport England guidance which indicated demand for 3G rugby facilities in the area. Other additional sports have been reviewed but are not considered suitable for the site/and are not currently played (for example cricket). The proposed hours of use are sought to satisfy the Sport England and planning policy requirements for community use and also to ensure income generation to assist in the cost of upkeep over the lifetime (8 years) of this artificial pitch, which is circa £30-50,000 per annum.
- 6.6 The Council is developing a Playing Pitch Strategy (PPS) for its area. Although, not finalised or adopted by the Council as yet, the emerging strategy identifies issues in relation to meeting the needs for youth/junior 11x11 football and rugby needs (including training needs) both now and in the future. The emerging strategy identifies that Itchen College is used by the local community on the weekends on an unsecured basis, but overall the pitch is overplayed due to combined college and community use.
- 6.7 Sport England are satisfied that the proposal broadly satisfies exception 5 of its Playing Fields and Policy Guidance (March 2018) which indicates:
- 'The proposed development is for an indoor or outdoor facility for sport, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss, or prejudice to the use, of the area of playing field.'*
- 6.8 Sport England have indicated that, whilst the proposed the proposed development will have a significant impact on the playing field and its ability to accommodate the range of sports it currently provides for, the opportunity to provide improved football facilities for football and rugby use for both education and community use is considered to outweigh the impact. As such, the principle of development is considered to be acceptable.

- 6.9 **Impact on the character and appearance of the area**
Undoubtedly the proposed grading works, erection of 4.5m height fencing and 8 no. 15m height floodlights will change the character and appearance of the existing playing fields. However, enclosed sports pitches are now commonplace within school and college grounds and policy CS11 of the Core Strategy indicates that high quality education and related facilities, which encourage community use of their facilities, will be promoted. Therefore, the proposed sports pitch is not considered to adversely harm the appearance of the college grounds.
- 6.10 Furthermore, the proposed development is not considered to adversely harm the character and appearance of the area having regard to the proposed separation distances from the eastern and western boundaries; the pitch will be set 40m from the western boundary and 30m from the boundary with Middle Road at its closest point and 75m at its furthest point. The proposed artificial pitch and powder coated fencing will be green in colour to blend into the existing landscaped setting. The presence of mature trees and landscaping along the Middle Road boundary will also assist in filtering views.
- 6.11 **Impact on the residential amenities of neighbouring occupiers**
The playing fields are currently used for sports during college hours and by the community during daylight hours on evenings and weekends and, therefore, the impacts from the new playing pitch surface during these hours are considered to be negligible. It is, however, acknowledged that the introduction of flood lighting during hours of darkness until 9pm and the increased usage during evenings and weekends will have an impact on the residential amenities of neighbouring occupiers. The introduction of the illumination from the floodlighting will change the outlook from neighbouring properties when compared with the darker backdrop of the night sky which currently exists. Furthermore, the new sports pitch may introduce new noise impacts arising from intensified evening and weekend usage (including noise from shouting, clapping, ball impacts and referee whistles). However, these new impacts are not considered to have significantly adverse impacts on health and quality of life having regard to policies SDP16 and SDP17 of the Local Plan Review and paragraph 180 of the National Planning Policy Framework.
- 6.12 The application is supported by a Noise Impact Assessment by PCH Associates Ltd which has followed guidance given in Sport England's Design Guidance Note 'Artificial Grass Pitch (AGP) Acoustics – Planning Implications' (2015) and the Institute of Acoustics' Bulletin Article 'The assessment of noise from all-weather sports pitches' (Vol 43 No 1 January/February 2018). The findings of this report indicate that the proposed pitch will have a negligible adverse impact on the nearest noise-sensitive residential receptors. The methodology and findings of the noise report are supported by the Council's Environmental Health Officer who is satisfied that the proposed sports facilities/activities will not give rise to "significant adverse impacts on health and quality of life" with the impact further reduced with the revised hours of use (finishing time reduced from 10pm to 9pm Monday – Thursday). The applicants have confirmed that the facility will not include spectator seating. It is also important to note that the existing gym/Indoor Sports Hall is available for community use until 11pm.
- 6.13 The proposed flood lighting comprises metal halide floodlights with the lighting focused on the playing surface. The application is supported by a lighting assessment which demonstrates there will be no adverse lighting overspill and

the Council's Environmental Health Officer is satisfied that the proposal will not cause any statutory light nuisance. Policy SDP17 of the Local Plan Review indicates that in development proposals where external lighting is required, planning permission will only be granted where light spill and potential glare is minimised through the control of light direction, particularly in residential areas and areas of wildlife interest.

- 6.14 It should be noted that the proposed sports pitch would be located a distance of circa 80m from the nearest residential windows in Spring Road to the west and 40m from the nearest residential windows in Middle Road. Furthermore, Middle Road, Deacon Road, White's Road and Spring Road are all served by street lighting. The applicants have confirmed that the flood lighting will not be necessary during the summer months and at times when there are no bookings. On this basis, and having regard to the Ecology comments set out above, the proposal is considered to meet the requirements of Policy SDP17.
- 6.15 The applicants have prepared a draft litter management plan which includes information on the importance of reduced littering for staff and students, provision of additional litter bins around the sports centre and walkways. It is recommended that these measures, including a litter patrol are secured and retained by condition.
- 6.16 **Highway Matters**
As set out above, no objections to the proposal have been raised by Highways Development Management. The Sport Pitch will be used by the College during term time hours and any impacts on the existing daytime parking situation will be negligible.
- 6.17 The submitted Transport statement (TS) includes a parking survey of the 83 spaces across the west car park, south upper car park and south lower car parks which are primarily used by the sports centre and social club users throughout the evenings and weekends. The survey shows that occupancy level is quite low – with the highest demand of 41 spaces and, therefore, in the peak demand, there would be 42 spaces available. A total of 118 on-site spaces are available across the site and 30 spaces would be required when the proposed sports pitch is operating at capacity. Therefore, the proposed development will not lead to a harmful increase in parking overspill into surrounding streets.

7.0 Summary

- 7.1 The artificial sports pitch will provide an improved sports facility for education and community use and, on balance, the merits of the scheme are considered to outweigh its impacts. It has been demonstrated that the facility will not give rise to significant adverse noise and lighting impact. The nature of the development is appropriate for a school or College and the facility and the development will not have an adverse visual impact, having regard to: the separation distances from neighbouring properties; the setback from Middle Road and; the presence of mature landscaping and trees to filter views. The proposed hours of use, including evening and weekend use, are necessary in the interests of viability and to satisfy policy CS11 and Sport England requirements for Community use. Furthermore, the development will not lead to a harmful increase on street car parking pressures outside of daytime College hours.

8 Conclusion

- 8.1 The positive aspects of the scheme are not judged to be outweighed by the negative, despite the significant local objection and as such the scheme is recommended for conditional approval.

Local Government (Access to Information) Act 1985

Documents used in the preparation of this report Background Papers

1 (a) (b) (c) (d), 2 (b) (c) (d), 4 (f) (g), 6 (a) (c), 7 (a), 9 (a) (b)

AG for 11/009/2018 PROW Panel

PLANNING CONDITIONS

01. Full Permission Timing Condition (Performance Condition)

The development hereby permitted shall begin no later than three years from the date on which this planning permission was granted.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended).

02. Materials (Performance Condition)

The 4.5m height twin bar panel system fence and 1.2m height spectator pitch enclosing the sports pitch hereby approved shall be colour powder coated green before the development first comes into use and thereafter retained in this manner.

Reason: To enable the Local Planning Authority to control the development in detail in the interest of the visual amenities of the locality.

03. Hours of Use (Performance Condition)

The sport pitch and flood lighting approved shall not operate outside the following hours:

Monday to Thursday - 9:00 to 21:00

Friday to Sunday - 10:00 to 18:00

Recognised public holidays - Closed

The sports pitch shall not be used for community use during daytime college hours within term times. The flood lighting shall be switched off when there are no evening bookings during the above operating hours

Reason: To protect the amenities of the occupiers of existing nearby residential properties.

04. Sustainable Drainage (Pre Commencement Condition).

No development shall take place until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:

- i. a timetable for its implementation and;
- ii. a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason: To seek suitable information on the future maintenance and management arrangements of the Sustainable urban Drainage Systems as required by government policy and Policy CS20 of the Southampton Core Strategy (Amended 2015)

05. No storage under tree canopy (Performance Condition)

No storage of goods including building materials, machinery and soil, shall take place within the root protection areas of the trees to be retained on the site. There will be no change in soil levels or routing of services through root protection zones. There will be no fires on site within any distance that may affect retained trees. There will be no discharge of chemical substances including petrol, diesel and cement mixings within or near the root protection areas.

Reason: To preserve the said trees in the interests of the visual amenities and character of the locality.

06. Replacement trees (Pre-commencement Condition)
Any trees to be felled pursuant to this decision notice will be replaced with species of trees to be agreed in writing with the Local Planning Authority prior to the commencement of development at a ratio of two replacement trees for every single tree removed. The trees will be planted within the site or at a place agreed in writing with the Local Planning Authority. The Developer shall be responsible for any replacements for a period of 5 years from the date of planting. The replacement planting shall be carried out within the next planting season (between November and March) following the completion of construction. If the trees, within a period of 5 years from the date of planting die, fail to establish, are removed or become damaged or diseased, they will be replaced by the site owner / site developer or person responsible for the upkeep of the land in the next planting season with others of a similar size and species unless the Local Planning Authority gives written consent to any variation.

Reason: To improve the appearance of the site and enhance the character of the development in the interests of visual amenity, to ensure that the development makes a positive contribution to the local environment and, in accordance with the duty required of the Local Planning Authority by Section 197 of the Town and Country Planning Act 1990

07. Hours of work for Demolition / Clearance / Construction (Performance Condition)
All works relating to the demolition, clearance and construction of the development hereby granted shall only take place between the hours of:
Monday to Friday 08:00 to 18:00 hours
Saturdays 09:00 to 13:00 hours
And at no time on Sundays and recognised public holidays.
Any works outside the permitted hours shall be confined to the internal preparations of the buildings without audible noise from outside the building, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To protect the amenities of the occupiers of existing nearby residential properties.

08. Construction Management Plan (Pre-Commencement Condition)
Before any development or demolition works are commenced details shall be submitted to and approved in writing by the Local Planning Authority making provision for a Construction Method Plan for the development. The Construction Management Plan shall include details of:
(a) parking of vehicles of site personnel, operatives and visitors;
(b) loading and unloading of plant and materials; and
(c) storage of plant and materials;

Reason: In the interest of health and safety, protecting the amenity of local land uses, neighbouring residents, the character of the area and highway safety.

09. Community Use Agreement (Pre-commencement Condition)
The use of the development shall not commence until a community use agreement, prepared in consultation with Sport England, has been submitted to and approved in writing by the Local Planning Authority, and a copy of the completed approved agreement has been provided to the Local Planning Authority. The agreement shall apply to the 3G pitch facility and changing accommodation and include details of pricing policy, hours of use, access by non-educational establishment users, management responsibilities and a mechanism for review. The development shall not be used otherwise than in strict compliance with the approved agreement.

Reason: To secure well managed safe community access to the sports facility/facilities, to ensure sufficient benefit to the development of sport and to accord with Development Plan Policy CS11 of the Core Strategy.

Informative: Guidance on preparing Community Use Agreements is available from Sport England. <http://www.sportengland.org/planningapplications/> For artificial grass pitches it is recommended that you seek guidance from the Football Association/England Hockey/Rugby Football Union on pitch construction when determining the community use hours the artificial pitch can accommodate.

10. Pitch Design and Specification (Pre-Commencement Condition)

No development shall commence until the detailed design and layout of the 3G pitch facility has been submitted to and approved in writing by the Local Planning Authority after consultation with Sport England. The design and layout shall comply with the relevant industry technical design guidance, including guidance published by Sport England, National Governing Bodies for Sport. Particular attention is drawn to: RFU guidance note 7: Artificial Rugby Turf and FA Guide to Football Turf Pitch Design Principles and Layouts. The development shall be provided in accordance with the agreed details.

Reason: To ensure the development is fit for purpose and sustainable and to accord with Development Plan Policy CS11 of the Core Strategy.

Informative: The applicant is advised that the design and layout of the 3G football and rugby facility should comply Informative (artificial grass pitches - rugby only). The applicant is advised that the pitch should be built in accordance with RFU guidance note 7: Artificial Rugby Turf and tested bi-annually by an accredited testing laboratory in order to achieve and maintain World Rugby Regulation 22.

Informative: The applicant is advised that the artificial grass football pitch should be tested in accordance with The FA standard code of rules and be registered on the FA Register for 3G Football Turf Pitches.

Informative - The applicant is advised that for any football match play to take place the artificial grass football pitch should be built in accordance with FIFA Quality Concept for Football Turf - FIFA Quality or International Match Standard (IMS) as a minimum.

Informative (artificial grass pitches for Steps 1 to 6 of the FA's National League System) - The applicant is advised that pitches to be used for Step 1 and Step 2 level football matches should be built in accordance with FIFA Quality Concept for Football Turf - FIFA Quality Pro and Steps 3 to 6 should be built in accordance with FIFA Quality as a minimum and tested annually as per league rules.

11. Flood Lighting (Performance Condition)

The development shall be carried out in accordance with the flood lighting design details by SJB Floodlighting Ltd dated 05.04.18 and the luminaires to be LEDs emitting 'warm' light (2600-3700 CCT).

Reason: In the interest of residential amenity/to minimise the impact on protected species.

12. Archaeological evaluation investigation (Pre-Commencement Condition)

No development shall take place within the site until the implementation of a programme of archaeological work has been secured in accordance with a written scheme of investigation which has been submitted to and approved by the Local planning Authority.

Reason: To ensure that the archaeological investigation is initiated at an appropriate point in development procedure.

13. Archaeological evaluation work programme (Performance Condition)

The developer will secure the completion of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted to and approved by the Local planning Authority.

Reason: To ensure that the archaeological investigation is completed.

14. Archaeological investigation (further works) (Performance Condition)
The Developer will secure the implementation of a programme of archaeological works in accordance with a written scheme of investigation which will be submitted to and approved by the Local Planning Authority.

Reason: To ensure that the additional archaeological investigation is initiated at an appropriate point in development procedure.

15. Archaeological work programme (further works) (Performance Condition)
The developer will secure the completion of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted to and approved by the Local Planning Authority.

Reason: To ensure that the archaeological investigation is completed.

16. Litter Management (Pre-commencement Condition)
Prior to commencement of use of the sports pitch hereby approved a litter management plan shall be submitted to the Local Planning Authority and agreed in writing. The agreed measures within the litter management plan shall be implemented prior to commencement of use and thereafter retained.

Reason: In the interests of the visual amenities of the locality and to protect the amenities of nearby residential occupiers.

POLICY CONTEXT

Core Strategy - (as amended 2015)

CS11	Educated City
CS13	Design
CS19	Car & Cycle Parking
CS20	Tackling and Adapting to Climate Change
CS21	Protecting and Enhancing Open space
CS22	Promoting Biodiversity

City of Southampton Local Plan Review – (as amended 2015)

SDP1	Quality of Development
SDP5	Parking
SDP7	Context
SDP9	Scale, Massing and Appearance
SDP10	Safety and Security
SDP16	Noise
SDP17	Lighting
CLT3	Protection of open spaces

Supplementary Planning Guidance

Parking Standards SPD (September 2011)

Other Relevant Guidance

The National Planning Policy Framework (2018)

National Planning Practice Guidance

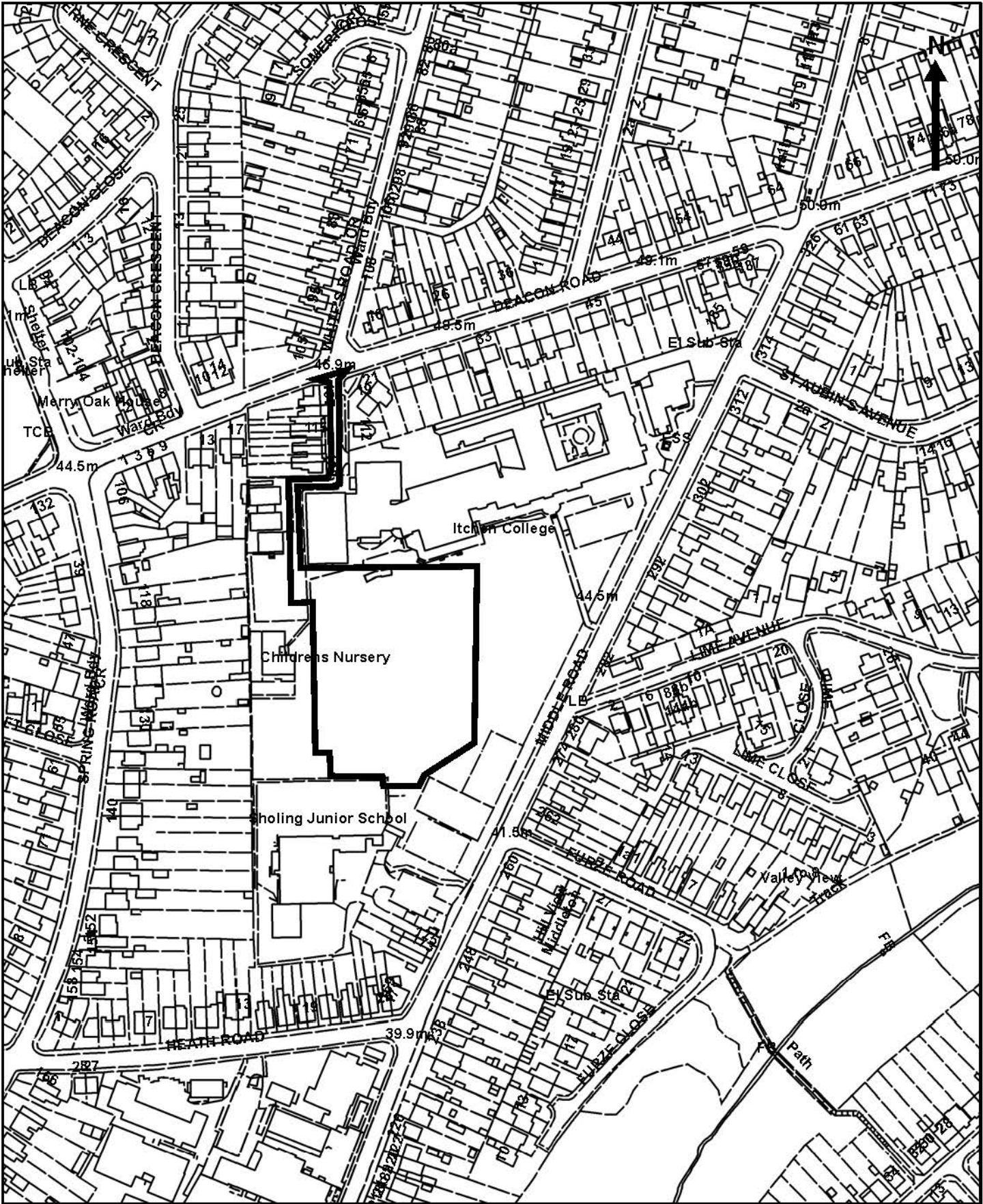
Noise Policy Statement for England (2010)

Sport England Playing Fields Policy Guidance (August 2018)

Explanatory Note to the Noise Policy Statement for England (Department for Environment, Food & Rural Affairs, 2010)

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Appendix 1



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