

Application No.: RM/25/100575
Case Officer: Gregg Chapman
Received Date: 03/12/2025
Site Address: One Horton Heath – Upper Acre, Horton Heath, Fair Oak, Eastleigh
Applicant: Eastleigh Borough Council (One Horton Heath Team)
Proposal: Submission of reserved matters relating to Layout, Scale, Appearance, and Landscaping pursuant to Condition 4 (RM Requirements) of Outline Planning Permission O/20/89498 for the erection of 424 dwellings within Phase 10 (The Upper Acre), with associated public open space, landscaping, and cycle and vehicular parking, to include details relevant to the following Outline Planning Permission conditions:

- Condition 16 (Arboriculture Assessment)
- Condition 21 (Design Code Compliance)
- Condition 25 (Refuse Collection Strategy)
- Condition 31 (Higher Access Standards)
- Condition 32 (Internal Space Standards)
- Condition 58 (Flood Mitigation)
- Condition 61 (SUDs)
- Condition 64 (Ecological Mitigation and Management Plan)
- Condition 71 (BNG)
- Condition 72 (New Forest Protected Sites Mitigation)
- Condition 76 (Nutrient Neutrality)

Recommendation: **APPROVAL OF RESERVED MATTERS AND ASSOCIATED LISTED CONDITION MATTERS.**

Subject to the following conditions:

CONDITIONS AND REASONS:

The only conditions which can be imposed at the reserved matters stage are those which directly relate to the reserved matters. Conditions relating to anything other than these could only have been imposed when outline planning permission was granted.

1 Approved plans

The development hereby permitted shall be implemented in accordance with the Stantec Appendix B – Drawing List dated 5th March 2026.

Reason: For the avoidance of doubt and in the interests of proper planning.

2 Materials

No development beyond slab level of each sub-phase shall start until details and samples of the materials to be used in the construction of the external surfaces of that phase have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure a satisfactory visual appearance in the interest of the amenities of the area in accordance with Policy DM1 of the Eastleigh Borough Local Plan 2016 – 2036.

3 Protected species enhancements

No development above slab phase of the development of the reserved matters phase shall occur until full details of species-specific enhancements, including bat roost features, hazel dormouse nest boxes, swift bricks/boxes, hibernacula for great crested newts and reptiles, and domes for hedgehogs shall be submitted to and approved in writing by the Local Planning Authority. This shall include the specification, number, and locations of all species-specific enhancements for the reserved matters phase, timings for works to be completed, and details of how the enhancement measures have been considered on a site wide holistic basis to achieve appropriate outcomes. Development shall be carried out in accordance with the approved details and timings for works.

Reason: To accord with the submitted Ecological Impact Assessment and to ensure that species-based enhancements that are not part of Biodiversity Net Gain calculations/BNG delivery are incorporated within the development in a well-planned manner taking account of the wider development area in accordance with Policy DM11 of the Eastleigh Borough Local Plan 2016 – 2036.

4 Ecological mitigation and BNG

The development hereby permitted shall be carried out in accordance with the recommendations of the Ecological Impact Assessment (Johns Associates, December 2025) and Biodiversity Net Gain Strategy (John's Associates, December 2025) which have been submitted to and approved by the Local Planning Authority in accordance with paragraph 14(2) of Schedule 7A of the Town and Country Planning Act 1990.

Reason: To accord with the submitted Ecological Impact Assessment and to ensure that Biodiversity Net Gain enhancements are delivered in planned manner in accordance with Policy DM11 of the Eastleigh Borough Local Plan 2016 – 2036.

5 Drainage strategy

The development hereby permitted shall be carried out in accordance with the details in the Drainage Strategy (Arch Associates, November 2025)(other than where these relate to condition 59 of the Outline Permission O/20/89498) which has been submitted to and approved by the Local Planning Authority in accordance with paragraph 14(2) of Schedule 7A of the Town and Country Planning Act 1990 and shall be implemented in accordance with the approved details.

Reason: To accord with the submitted Drainage Strategy and ensure that appropriate drainage pathways are formed with suitable flow rates in accordance with Policy DM5 of the Eastleigh Borough Local Plan 2016 – 2036.

6 Landscaping details

Further to the requirements of conditions 66 and 67 of the Outline Permission O/20/89498 full details of landscaping shall be submitted to and approved in writing within six months of development commencing. The details shall be in broad accordance with the Illustrative Landscape Masterplan (1560-HED-XX-ZZ-DR-L-0100), as hereby approved. The details shall include;

- a) planting plans with specification (including cultivation and other operations associated with plant and grass establishment);
- b) a schedule of plants noting species, plant sizes and proposed numbers/densities;

- c) a schedule of tree planting to include the specification of tree planting pits where appropriate with details of any irrigation or drainage infrastructure, tree root barriers (if necessary) to prevent damage or disruption to any proposed hard surfacing or underground services, drains or other infrastructure;
- d) details of measures to soften the impact of bin stores and sub stations.
- e) details of the location of below ground services and lighting columns to ensure that conflicts are not created.
- f) notwithstanding the submitted plans an alternative landscape arrangement in the triangular area to the south of Block 3 (west of Foxwood Road).

The hard and soft landscaping details shall be accompanied by an implementation programme.

All hard and soft landscape works shall be carried out in accordance with the approved details prior to the occupation of any part of the development or in accordance with the timetable agreed with the Local Planning Authority and to the appropriate British Standard.

Any trees or plants which, within a period of ten years after planting, are removed, die or become seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved, to be agreed in writing by the Local Planning Authority.

Reason: In the interests of the visual amenity of the locality and to safeguard the amenities of neighbouring residents and for compliance with Policy DM1 of the Eastleigh Borough Local Plan 2016 – 2036.

7 Highway details

Prior to the first occupation of the development hereby approved, details of measures to address highway matters within the site shall be submitted to and approved in writing by the Local Planning Authority. Such details shall include:

- i. Measures to prevent parking which would obstruct internal access roads, junctions, turning areas and refuse/emergency vehicle routes;
- ii. Any necessary parking controls or signage within the private estate;
- iii. Provision of dropped kerbs where required to facilitate pedestrian movement and refuse collection; and
- iv. Measures to ensure that landscaping and other features do not impede areas required for vehicle manoeuvring, including vehicle overhang.

The approved measures shall be implemented prior to first occupation. The development shall thereafter be retained and maintained in accordance with the approved details.

Reason: To ensure that satisfactory access, manoeuvring, parking management and pedestrian connectivity are provided and maintained in the interests of highway safety and in the interests of the amenity of future residents in accordance with Policies DM1, DM13 and DM14 of the Eastleigh Borough Local Plan 2016 – 2036.

Report

- 1 At its meeting on 24 July 2014, Council approved the creation of a 'Horton Heath Development Management Committee' to deal solely with planning applications

in the area of West End North Ward north of the railway line, and adjacent/within the Fair Oak and Horton Heath Parish.

- 2 This application has been referred to the Committee because the applicant is Eastleigh Borough Council.
- 3 This report should be read in conjunction with the Introduction Report (see Appendix 1 of the Quobleigh Breach report), which provides a summary of the background and policy context to the One Horton Heath development.

Site Characteristics and Character of the Locality

- 4 The application site comprises the third phase to come forward for residential development as part of the One Horton Heath mixed-use allocation, identified under policy HH1 of the Eastleigh Borough Local Plan (EBLP). The wider scheme will deliver up to 2,500 dwellings alongside a local centre, school, business uses and associated open space and infrastructure.
- 5 The site is situated to the south-east of One Horton Heath and will comprise the second phase of development encountered when approaching from the south. The phase extends to approximately 10.3 hectares and, when considered alongside the distributor road (Foxwood Road) submitted under a separate application, which runs through the site, adopts a broadly rectangular form.
- 6 Beyond the site to the north are fields identified for future development as part of One Horton Heath, as shown on the approved Masterplan. These areas are proposed for sports pitches and allotments, with a primary school forming part of the local centre located further to the north.
- 7 The north-eastern corner of the site is adjacent to residents of Barley Fields.
- 8 The eastern boundary with Burnetts Lane is formed of hedgerow, as is the western boundary, with a solar farm (and track to this) beyond. Towards the eastern boundary is an existing watercourse, which collects runoff from Burnetts Lane, this then runs to the south of the site.
- 9 To the southern boundary is an area of future public open space and drainage features (known as Chalcroft Tolls), including existing hedgerow dividing the site from Lower Acre where new homes are under construction.
- 10 Public Rights of Way run beyond the southern boundary and along the western boundary of the site. The western route is subject to a diversion order, which would relocate the footpath onto the existing track (the other side of the hedgerow), although this has not yet been implemented.

The River Itchen Site of Special Scientific Interest is situated approximately 2.1 kilometres to the west.

- 11 The application site comprises moderately sloping land, with ground levels ranging from approximately 29.0 metres AOD at the highest points to around 20.4 metres AOD at the lowest, representing an overall level difference of approximately 8–9 metres across the site.



Figure 1 – Upper Acre Application Boundary

Description of Application

- 12 This application relates to Phase 10 of the development (as defined at the outline stage), known as Upper Acre, and seeks approval of reserved matters for a residential phase comprising 424 dwellings. This is formed of 85 1-bedroom properties, 128 2-bedroom properties, 163 3-bedroom properties and 48 4-bedroom (+) properties and includes five apartment buildings at key points along the distributor road (Foxwood Road). The majority of properties within the phase are two storey dwellings, with the exceptions being small groups of two and a half storey homes, three storey dwellings along Foxwood Road, and the apartment buildings rising to four storeys.
- 13 The application is submitted pursuant to Condition 4 (reserved matters submission) of the outline planning permission and seeks approval of layout, scale, appearance and landscaping (the reserved matters).
- 14 The reserved matters submission provides detailed proposals for the arrangement of development across the site, including the layout of residential plots, streets, parking areas, pedestrian and cycle routes, and areas of public open space. Details of scale and appearance are set out through house type plans, elevations and materials information, while the landscaping proposals illustrate structural planting, boundary treatments, street trees and open space areas to be delivered as part of the phase.
- 15 The application also includes information to address a number of conditions attached to the outline planning permission which require details to be submitted at the reserved matters stage. These relate to phasing and masterplan compliance, arboricultural matters, design code compliance, refuse collection arrangements, access and internal space standards, flood risk and drainage, ecological mitigation and management, biodiversity net gain, and mitigation in relation to the New Forest protected sites.
- 16 The application is accompanied by a range of supporting plans and technical documents (available here - <https://planning.eastleigh.gov.uk/s/public-register>)

submitted in accordance with the requirements of the outline permission and the Council Local Validation Checklist, namely;

- Air Quality Assessment
- Biodiversity Net Gain Report
- Design and Access Statement incorporating a Design Code Compliance Statement.
- Ecological Mitigation and Management Plan
- Ecological Impact Assessment
- Environmental Statement - Statement of Conformity
- Energy and Sustainability Strategy
- Flood Risk and Drainage Strategy
- Ground Investigation Report
- Landscape and Visual Impact Assessment
- Lighting Impact Assessment
- New Forest Protected Sites Statement
- Noise Impact Assessment
- Nutrient Neutrality Assessment
- Planning Statement
- Public Art Statement
- Reserved matters Transport Assessment
- Statement of Community Involvement
- Travel Plan
- Tree Survey

Representations Received

17 4 letters – Objection

Matters Relating to reserved matters (Layout, Scale, Appearance, Landscaping, Amenity);

- Over-intensive layout and excessive density within the Upper Acre parcel.
- Inadequate separation distances resulting in overbearing impact and loss of outlook to neighbouring properties (notably Flower Cottage).
- Overlooking from upper floor windows leading to loss of privacy.
- Height, bulk and massing create sense of enclosure and dominance.
- Potential reduction in daylight to adjoining dwellings.
- Use of dark external materials increases perceived visual impact.
- Insufficient robust landscaping/screening to mitigate amenity impacts.
- Loss of informal green space within the parcel.
- Ecological concerns relating to habitat loss and wildlife displacement.
- Construction noise, dust and disturbance adversely affecting residential amenity.
- Inaccuracies in submitted plans affecting assessment of relationships with neighbouring property.

Outline/Principle Matters;

- Objection to cumulative scale of development within One Horton Heath (overdevelopment concerns).
- Additional 424 dwellings considered to exacerbate existing infrastructure pressures.
- Increased traffic congestion and highway capacity concerns.
- Insufficient healthcare, education and service provision to support growth.

- Surface water drainage and flood risk concerns.
- Cumulative ecological and landscape impact across the wider allocation.
- Concerns regarding housing market demand and build-out risk.
- Concerns regarding public funding exposure and scheme viability.

[Officer Note – the above Outline/Principle Matters raised by objectors, whilst noted, are not matters for consideration of a reserved matters scheme, and go back to the Outline Permission, which has already been considered and granted]

1 letter – Support

- We welcome the development on Upper Acre as it will allow us to bring our land forward for development.

Consultation Responses

18	Botley Parish Council	No response received
19	Bishopstoke Parish Council	No response received
20	Durley Parish Council	No response received
21	Fair Oak and Horton Heath Parish Council	No response received
22	Hedge End Town Council	No objection
23	Barley Fields Residents Association	No response received
24	Burnetts Lane Residents Association	No response received
25	Trees	No objection
26	Ecology	No objection
27	Urban Design	No objection
28	Environmental Health	Noise – No objection.
		Contamination – Further information required for the purposes of the outline condition.
		Air Quality – No objection
29	HCC Highways	• No objection to the discharge of Conditions 4 (layout), 25 (refuse strategy), and 67 (landscaping) from a highway perspective, subject to minor matters being addressed as part of implementation. • Any remaining detailed design matters, such as vehicle manoeuvrability in tighter areas, dropped kerb provision and parking management, are considered capable of

being addressed through detailed design and secured via an on-site management plan, including measures to control on-site parking, maintain access and turning areas for service and emergency vehicles, prevent obstruction of key routes, and ensure appropriate treatment of areas required for vehicle overhang and pedestrian connectivity.

30	HCC LLFA	Final response awaited
31	Environment Agency	No objection. Whilst not observed, the potential for Otters to be present (or become present) must be considered in the submission of outline condition information.
32	Natural England	No comment
33	Southern Water	No objection
34	Hampshire Constabulary – Crime Prevention Design Advisor	No response received
35	HCC Planning	No response received
36	Eastleigh Ramblers	Objection; - Public Right of Way (Footpath 702): The route falls within the application site and is subject to a confirmed diversion order, which has not yet been brought into effect. Request that the diverted route is fully constructed and certified prior to the commencement of development. - Pedestrian Safety / Connectivity (Burnetts Lane): Concern regarding the narrow nature of Burnetts Lane and increased traffic, creating hazards for pedestrians. The proposed footpath provision is considered incomplete, as it does not connect back to Burnetts Lane at the northern end. Request delivery of a continuous pedestrian link, potentially including a tarmacked surface and traffic calming measures, to provide a safe and usable route.
37	British Horse Society	No response received
38	Cycling UK	No response received
39	Active Travel England	Refer to Standing Advice

40	Southampton Airport	No response received
41	HCC Archaeology	Conditions of outline Permission can be relied upon.
42	Public Art Steering Group	No objection
43	Waste Services	No response received
44	Hampshire Swifts	Comment - Request that there should be at least 1 swift brick per home on average across this development.

Planning Assessment

Principle

- 45 The principle of development is not relevant to a reserved matters application and was established at the outline stage (ref. O/20/89498).

Reserved Matters

- 46 The reserved matters are the four main matters that are for consideration, namely the proposed layout, the scale of the buildings, the appearance of the buildings, and the landscaping.
- 47 Section 12 (Achieving well-designed places) of the National Planning Policy Framework (NPPF) is of relevance to the assessment of the reserved matters. Paragraph 131 confirms that achieving high quality, beautiful and sustainable buildings and places is fundamental to the planning process and that good design is a key aspect of sustainable development. Paragraphs 133–134 emphasise the role of design guides and design codes (informed by the National Design Guide and National Model Design Code) in providing clarity about design expectations and carrying weight in decision-making. Paragraph 135 sets out that planning policies and decisions should ensure that development functions well, is visually attractive, is sympathetic to local character and history (including landscape setting), establishes or maintains a strong sense of place, optimises the potential of the site (including green/public space), and creates places that are safe, inclusive and accessible with a high standard of amenity. Paragraph 139 is clear that development which is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design.

At the local level, the statutory development plan is the Eastleigh Borough Local Plan 2016–2036 (EBLP). The reserved matters are assessed against the site allocation policy HH1 (Land west of Horton Heath), which requires development to be brought forward in accordance with approved design principles and a high-level design code/masterplan, and includes specific requirements relating to integration with Horton Heath, green infrastructure/open space provision, movement connections. The proposal is also considered against Policy DM1 (General criteria for new development) which includes protection of residential amenities of both new and existing residents alongside character and appearance considerations.

Relevant supporting policies include policy DM11 (Nature conservation) and the Plan's strategic approach to Green Infrastructure (Strategic Policy S9), as well as policy DM33 where on-site recreation/open space provision is a key component of place quality. In respect to heritage considerations Strategic Policy S8 and the detailed criteria in DM12 (Heritage Assets) are relevant. The Council Quality Places SPD is also a material consideration.

In addition, the transport and movement requirements in policy DM13 (General development criteria – transport) and the parking provision set out within the outline scheme, and the housing standards policies including policy DM29 (higher access standards) and policy DM30 (internal space standards) are relevant to the reserved matters.

- 48 At the outline stage, the Officer Report explained that considerable importance was placed on achieving a high standard and distinctive design approach across the site, with development to be structured as a series of placemaking character areas, each responding to its context but unified through a robust Design Code. This resulted in the inclusion of a condition at the outline stage requiring the submission of a comprehensive Design Code, to ensure design quality, consistency and legibility across all phases of development.

That Design Code has subsequently been submitted and has informed the reserved matters scheme.

- 49 The Design Code divides One Horton Heath into distinct character areas to reflect their differing landscape settings, gateways, and roles within the wider movement and placemaking hierarchy, while maintaining a coherent identity across the site.

For Upper Acre the Design Code identifies the development parcel as a key transition between the Local Centre and the southern residential neighbourhoods of the site. This residential area includes Foxwood Road, the Upper Acre green space, and prominent frontages onto Chalcroft Tolls, Burnetts Lane, and the sports pitches.

Within Upper Acre, the reserved matters scheme is structured around four interrelated landscape character areas, derived from the Design Code and refined through the Design and Access Statement and six architectural character areas.

Landscape Character Areas;

- Upper Acre Green Corridor (green coloured) - A linear green space structured around the existing watercourse, including a central social space, wildlife corner and wetland corridor. It incorporates footpaths, cycle routes, informal play and strengthened boundary planting to Barley Fields.
- Southern Parkland (blue coloured) - A meadow landscape with a meandering footpath and riparian planting forming a link between Upper and Lower Acre. It provides seating, art and play-on-the-way features with connections to adjacent areas.
- Streetscapes (dotted lines) - Residential streets with a varied tree planting palette and shrub/perennial understorey. Planting is used to break up street linearity and provide seasonal interest and shade.
- Residential Parking Courtyards (darker orange) - Parking courts incorporating trees and planting to soften parking bays. Block paving is used to demarcate spaces, with linear block paving used for carriageways where feasible.

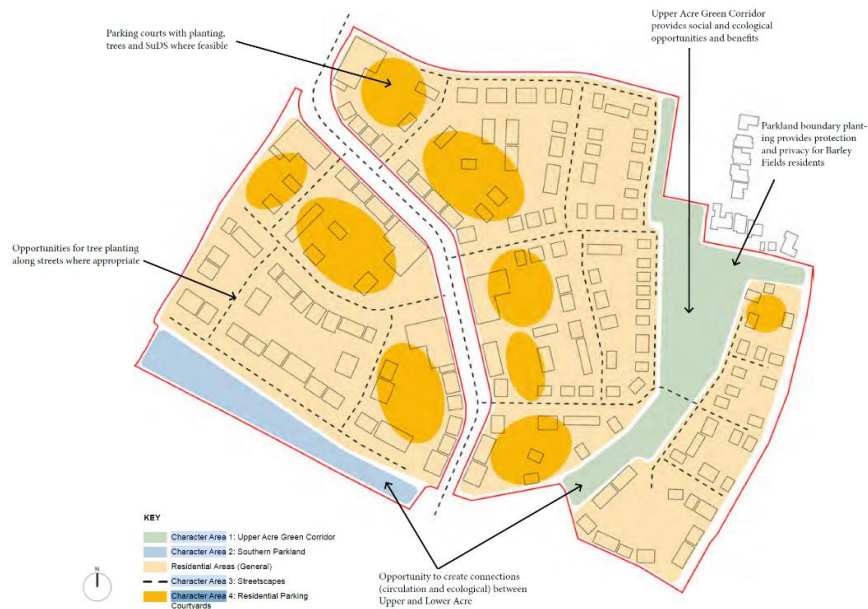


Figure 2a – Landscape Character Areas Plan

Architectural Character Areas;

- Foxwood Road (yellow) - High density homes, mostly narrow fronted town houses and apartments providing a strong street frontage with balconies.
- Recreation Road (orange) - A variety of homes providing a clear edge overlooking the Sport Provision and Allotments.
- Chalcroft Tolls (light green) - Generally formally set semidetached and terraced homes fronting Chalcroft Tolls.
- The Village (brown) - Modest density with semi-detached and detached homes set back from and supporting the rural character of Burnetts Lane.
- Mews (pink) - Informal network of shared streets and a variety of homes to complement wider settings.
- Greenway - Mostly linked houses providing a defined edge to the Upper Acre Green Corridor.



Figure 2b – Upper Acre Character Areas



Figure 3 – Upper Acre Proposed Layout

– *Form*

- 50 The proposed layout accords with the approved Parameter Plans and reflects the spatial framework established through the outline consent and shown within the Design Code. The development is structured around a clear and legible hierarchy of streets, spaces and character areas, with built form arranged to respond positively to movement routes, green infrastructure, and areas of public open space.

The scheme is organised around Foxwood Road and the Greenway, which together provide strong north–south connectivity and reinforce sustainable movement patterns across the site. Built form consistently addresses these key routes, with perimeter block arrangements and active frontages contributing to enclosure, legibility and natural surveillance, particularly in relation to Chalcroft Tolls, the Upper Acre Green Corridor, and the sports and allotment provision to the north.

The layout demonstrates a well-considered response to its edges and interfaces. Development along Chalcroft Tolls successfully defines a gateway condition and provides an overlooked and active frontage to adjacent open space, while the northern edge positively addresses community uses through outward-facing built form. Along Burnetts Lane, the scheme adopts a more sensitive approach, with increased setbacks and retention of existing landscape features to reflect the semi-rural character and relationship with existing residential areas at Barley Fields.

The integration of green infrastructure is a key strength of the layout. The retention and enhancement of hedgerows, incorporation of SuDS features, and provision of a continuous network of open spaces and green corridors—including the Upper Acre Green Corridor—create a strong landscape framework that supports biodiversity, recreation and connectivity. The layout also ensures that these spaces are positively addressed by surrounding development, promoting natural surveillance and usability.

Parking is generally well integrated within the layout through a combination of on-plot provision and grouped parking areas, which help to minimise visual dominance within the street scene. These areas are typically overlooked and positioned to support a safe and legible residential environment, although detailed landscape design will be important to ensure that tree planting and softening measures are successfully delivered.

Overall, the layout delivers a coherent, permeable and well-structured form of development that responds positively to its context and integrates effectively with the wider One Horton Heath framework. It is therefore considered to comply with Policies DM1 and HH1 of the EBLP and the principles set out within the approved Parameter Plans and Design Code.

– *Residential Amenity*

- 51 Policy DM1 of the EBLP requires that development avoids having an unacceptable impact on the residential amenities of both new and existing residents with the Quality Places SPD providing guidance as to the acceptability of relationships.

The nearest existing neighbouring properties to the Upper Acre phase are those situated to the east and north-east, along Burnetts Lane and within Barley Fields. Flower Cottage, located on Burnetts Lane, lies adjacent to the site but is separated from it by the intervening road and established hedgerow, and its principal elevation faces towards the site. The nearest Barley Fields properties to the north-east back onto the site, with boundaries that vary in openness.

- 52 A resident of Flower Cottage, Burnetts Lane, has objected to the proposal, raising concerns relating to overbearing impact, overlooking, loss of privacy and amenity, and inaccuracies within the submitted plans.

The identified inaccuracy relates to the position of a relocated garage at Flower Cottage, where the off-site building is not updated on the submitted OS base. The correct siting of the garage, further to the south, is acknowledged. However, as this structure does not comprise primary habitable accommodation, its position does not materially affect the assessment of residential amenity.

Flower Cottage is a bungalow that fronts Burnetts Lane. The resident's primary concern relates to the relationship between the property and proposed plots 229 and 230. Plot 229 is a two-storey dwelling facing towards Burnetts Lane, while plot 230 presents a side elevation. The separation distance between the front elevation of Flower Cottage and plot 229 is approximately 20.8 metres. Whilst this falls marginally below the 22-metre back-to-back distance referenced within the Quality Places SPD, this standard relates to directly facing rear elevations. In this case, the relationship is front-to-front, with an intervening public road and hedgerow.

The SPD does not prescribe a specific separation distance for front-to-front relationships, instead advising that these should be considered in the context of privacy, outlook, daylight and local character. Although the proposed dwellings will be visible from Flower Cottage, the separation distance, together with the intervening road and vegetation, ensures that there would be no significant overbearing impact, loss of outlook, or material overshadowing.

In terms of privacy, the eastern-facing windows of plot 229 serve a bedroom, ensuite and bathroom. Given the separation distance and intervening features, these would not result in a significant loss of privacy. Furthermore, the front elevation of Flower Cottage already faces a public realm, which, although not heavily trafficked, does not represent a private outlook. The proposal would not therefore introduce a materially harmful relationship, particularly as the more private rear/side amenity space remains unaffected. The separation distance to the side garden area exceeds 22 metres across the majority of its extent.



Figure 4 – Upper Acre relationship with Flower Cottage, Burnetts Lane

- 53 The residents in the southern part of Barley Fields that abut the application site are, in part, defined by open boundary treatments. Properties that face west are separated from the site by a parcel of land in separate ownership, belonging to a Barley Fields resident who has submitted representations in support of the application, citing their own development aspirations. One resident facing west towards this parcel has raised an objection.

The closest relationship between the proposed development and Barley Fields occurs between the easternmost property on the southern boundary of Barley Fields and Plot 244. This relationship is side-to-side and is separated by a distance of approximately 22 metres. The nearest back-to-back relationship is 35.8 metres.

The Quality Places SPD advises that privacy is typically achieved through remoteness at distances beyond 35 metres. In this case, the separation distance accords with that guidance. Furthermore, this area will benefit from additional structural planting as part of the proposed landscape character area, which will further reinforce visual screening and residential amenity.

Properties within Barley Fields that face west towards the proposed development are separated by distances exceeding 60 metres, ensuring a high degree of separation and limited intervisibility.



Figure 5 – Upper Acre relationship with Barley Fields Homes

- 54 As a result of the separation distance between the proposed dwellings and the nearest existing neighbouring residential properties it is considered that the proposed development would not cause significant harm to residential amenity from overlooking, overshadowing or overbearing impact sufficient to warrant refusal of the application. The proposal therefore complies with policy DM1 of the EBLP and the Quality Places SPD.
- 55 For internal relationships within the development, the Quality Places SPD sets a target of 20 metres for back-to-back relationships between first floor rooms for new build development. Whilst the closest relationship is approximately 20 metres between Plots 53 and 63, the overall layout demonstrates that the majority of relationships either meet or exceed this standard, or do not form direct back-to-back arrangements. There are other closer relationships that are not back-to-back arrangements, such as front-to-front relationships across the public realm, which are typical and expected within residential developments, and back-to-side relationships where window positions have been carefully considered to avoid direct overlooking between first floor habitable rooms.

Permitted development rights were withdrawn at the outline stage in respect of the insertion of new windows, extensions, alterations, and outbuildings. Accordingly, there is no requirement to impose additional property-specific restrictions at the reserved matters stage.

In addition, future occupiers would acquire dwellings with prior knowledge of the approved layout and the resulting relationships between properties within the development.

Overall, it is considered that the proposed relationships within the development would not result in unacceptable impacts on living conditions and, as such, the development complies with policy DM1 of the EBLP and the Quality Places SPD.

– Housing Mix

- 56 Policy DM23 of the EBLP seeks to ensure that an appropriate mix of housing is delivered, with the Housing SPG (2003) stating that the precise mix of housing will be determined in discussion between an applicant and the Council. In this respect the legal agreement for the outline planning permission sets a broad Housing Mix (for the development as a whole) as;

17% one-bedroom dwellings
47% two bedroomed dwellings
28% three bedroomed dwellings
8% at least four bedroomed dwellings

The housing mix for the Upper Acre phase is proposed to be;

20.5% one-bedroom dwellings
30% two bedroomed dwellings
38.5 % three bedroomed dwellings
11% four bedroomed plus dwellings

The variation at this phase is considered acceptable and will allow the overall housing mix anticipated at outline stage to be delivered through this and future reserved matters applications. The reserved matters submission therefore complies with policy DM23 of the EBLP and the Housing SPG.

– *Space Standards*

- 57 To ensure adequate internal living standards policy DM30 of the EBLP requires all new dwellings to meet the Nationally Described Space Standards (NDSS) as a minimum. Based on the submitted plans, the proposed dwellings provide sufficient internal floor space and are therefore compliant with the NDSS and therefore policy DM30 of the EBLP.

– *Garden Sizes*

- 58 The quality of private amenity space requires assessment against the design standards set out in the EBLP and the Quality Places SPD, which provides guidance on expected garden sizes and dimensions for new residential development.

The SPD indicates that private garden space should normally equate to at least 60% of the Nationally Described Space Standard (NDSS) internal floor area for the relevant dwelling type. This can be reduced where homes are near to (within 100m) of Open Space.

Of the proposed dwellings, 183 (66%) meet the 60% guideline. A further 17 dwellings (circa 6%) fall marginally below the standard, achieving between 57–59% of the NDSS requirement. These dwellings would not meet the SPD guidelines, with the majority of these located along Foxwood Road and Chalcroft Tolls. In these areas, the scheme has deliberately adopted a higher-density form of development, including taller townhouse typologies with increased internal floor areas, resulting in proportionally smaller garden sizes.

Notwithstanding this, all houses are provided with functional and usable private amenity space, with gardens generally at least 7m in depth and no gardens of a notably constrained size (the smallest being approximately 37.4sqm). In addition, all apartments are provided with at least 5sqm of private amenity space in the form of balconies or ground floor patios, consistent with, and in some cases exceeding, the SPD expectations. Flats over garages (FOGs), of which there are five, are the exception to this, and by their nature do not ordinarily have private amenity areas.

However, three of the FOGs in this instance do have amenity areas, with these being in excess of 5sqm.

The Upper Acre phase incorporates green infrastructure and play provision, with significant additional open space provision being part of the wider One Horton Heath development. The majority of dwellings are located within 100m of an area of public open space, and all homes are within 200m of more than one area of open space and within 300m of a play area. This provides future occupiers with a choice of accessible and usable outdoor environments, supplementing private amenity provision.

It is also material that the Quality Places SPD was adopted in 2011, prior to the publication of the NPPF, which places increased emphasis on the efficient use of land and the optimisation of site capacity. The SPD is currently under review to reflect evolving approaches to higher-density development. Furthermore, the principle of increased density across the wider site, and the associated move towards more compact forms of development, was established and accepted at the outline planning permission stage.

While a proportion of dwellings do not fully accord with the garden size guidance set out in the SPD this is largely a consequence of the intentional design approach in certain character areas. Having regard to the overall level of compliance, the provision of usable private amenity space for all dwellings, the accessibility of a wide range of public open spaces, and the policy context established at outline stage, it is considered that a reasonable degree of flexibility can be applied. Accordingly, the proposed private amenity provision is considered acceptable and would not result in an unacceptable level of harm to the living conditions of future occupiers.

In addition, any resident would have a choice of property to purchase and would be buying into a plot. Not all residents require larger sized gardens, which by their nature have more maintenance requirements.

- *Crime Prevention*

- 59 Crime prevention and community safety have been appropriately considered in the design and layout of the development. The strong use of perimeter blocks and the positioning of windows to provide active frontages and clear sightlines over streets and parking areas will result in good levels of natural surveillance. Further technical details/specifications are secured through outline condition 38, which requires full details of crime and anti-social behaviour prevention measures to be submitted to and approved in writing by the Local Planning Authority prior to above-ground works, with implementation required prior to first occupation and retention thereafter. Subject to compliance with this condition, the proposal is considered to provide a safe and secure form of development in accordance with policy DM1 of the EBLP, the Quality Places SPD and the NPPF.

- *Sustainable Travel and Parking Provision*

- 60 Policy DM14 of the EBLP and paragraph 109b of the NPPF require that an appropriate level of car parking be provided in accordance with the Council's adopted standards.

The parking strategy as agreed at the time of the outline permission, and subsequently approved for the Lower Acre phase, is for each 1 and 2-bed dwelling to have at least 1 allocated space and for each 3 and 4-bed dwelling to have at least 2 allocated spaces, with this parking supplemented with additional visitor/unallocated spaces.

Given the proposed mix of dwellings, this would equate to 635 allocated parking spaces. The application proposes 762 parking spaces with 635 allocated spaces and 127 visitor spaces (exceeding the standard of 0.2 per dwelling), with the dimensions of spaces being in accordance with SPD guidance.

- 61 Policy DM13 of the EBLP requires that development is or could be well served by public transport, cycling and walking and it includes measures which minimise its impact on the existing highway network. This is reinforced by paragraph 110 of the NPPF.

The submitted Travel Plan outlines a robust and comprehensive package of measures aimed at promoting walking, cycling, and public transport as attractive alternatives to private car use.

The site is well integrated into the wider One Horton Heath pedestrian and cycle network, with connections provided via the proposed north–south shared footway/cycleways along the green link and Foxwood Road, as well as links to the public right of way to the west. This route is to be diverted around the site, as secured through the outline permission. The parcel occupies a highly accessible position between Lower Acre - offering onward connectivity—and the Local Centre and school, resulting in a well-connected phase. An additional public right of way is also present in close proximity to the south of the site outside of the phase boundary.

The scheme delivers a high level of secure cycle parking, significantly exceeding the Council's adopted standards. Each dwelling is provided with a shed capable of accommodating more than the required cycle provision, while apartment provision meets required standards, delivering approximately 200 cycle parking spaces overall.

Enhanced bus infrastructure is secured through the outline permission, including a commitment to a frequent bus service connecting the development with Hedge End, Eastleigh, and Southampton. Within this phase, new bus stops are proposed to the east of Plot 283 (northbound) and to the west of Plot 179 (southbound), ensuring convenient access to public transport.

Taken together, these measures—supported by resident travel information, monitoring, and review—are intended to reduce reliance on the private car and encourage more sustainable travel behaviours, in accordance with Policy DM13 of the EBLP and paragraph 110 of the NPPF.

- *Manoeuvrability*

- 62 Policy DM13 of the EBLP requires that all development is safe and provides appropriate access in accordance with national guidance and to a standard required by the Highway Authority. The requirement to ensure safe and suitable access is also set out in paragraphs 115 and 116 of the NPPF.

Tracking diagrams for cars, refuse vehicles and fire tenders have been submitted and reviewed by Hampshire County Council as the Highway Authority. These demonstrate that the proposed layout can safely accommodate vehicle movements, including adequate space for manoeuvring and appropriate visibility splays. The Highway Authority notes that in some locations the layout gives rise to localised pinch points for two-way vehicle movements, together with limited instances of vehicle overhang into landscaped areas; however, these observations are made in the context of detailed tracking analysis and do not result in an objection to the scheme.

The ability to maintain the free flow of vehicles is further supported by the overall design approach, including the provision of turning heads, suitable junction widths, and a layout that has evolved in response to consultee feedback. In addition, the predominance of off-street parking reduces the likelihood of obstruction within the carriageway, ensuring that emergency and service vehicles, including refuse and fire tenders, can safely and efficiently access all parts of the site.

This is further supported by the proposed parking strategy, which provides for off-street parking within driveways and parking courts, alongside hard and soft landscaping measures designed to discourage on-street parking. The Highway Authority advises that some localised parking controls may be beneficial to ensure access is maintained at these pinch points. However, given that the development will remain in private ownership and managed by the Council, such measures can be addressed through ongoing estate management, and a separate planning condition requiring a formal management plan is not considered necessary in this instance.

Taken together, the proposal is considered to provide safe and suitable access, in compliance with Policy DM13 of the EBLP and paragraphs 115 and 116 of the NPPF.

Reserved matter 2: Scale



Figure 6 – Upper Acre Storey Heights

- 63 The scale of development is appropriate to the site's location, context and role within the wider One Horton Heath masterplan and is consistent with the principles established through the outline permission O/20/89498 and associated parameter plans. The proposals respond positively to the spatial hierarchy set out at outline stage and reinforce the role of Phase 10 (Upper Acre) within the broader framework.

Dwelling heights range between two and three storeys, with increased height used deliberately and selectively to reinforce gateways, key routes and focal points. In particular, height variation along Foxwood Road — the principal distributor through the phase and approach to the Local Centre — is considered appropriate and effective. Taller elements are positioned at junctions, nodal spaces and transition points, assisting wayfinding and reinforcing legibility, while remaining proportionate and well-integrated within the surrounding townscape.

Four-storey apartment blocks are located centrally within the parcel and at key entrance points, in positions anticipated at outline stage and reflected within the approved parameter plans. Their scale — in terms of both height and footprint — is appropriate to their role as landmark elements within the layout, providing visual markers and contributing positively to the overall urban structure without appearing unduly dominant.

Building heights are sensitively graduated across the site, stepping down towards Burnetts Lane and the existing residential properties at Barley Fields. This ensures a respectful transition in scale, maintaining the amenity of neighbouring residents and responding appropriately to the semi-rural edge.

The application has been designed such that the dwellings are considered acceptable both in isolation and as part of a cohesive group. The massing responds effectively to site levels, adjoining streets and public spaces, maintaining a consistent human scale at street level and ensuring the development integrates successfully within its surroundings.

Overall, the development achieves an appropriate balance between variety and consistency of scale. Height is used purposefully to reinforce legibility, key routes and important spaces, while remaining sympathetic to its context. The proposal is therefore compliant with Policy DM1 of the EBLP and Section 12 of the NPPF, and accords with the scale parameters established at outline stage.

Reserved matter 3: Appearance





Character Area: Foxwood Road



Character Area: Recreation Road



Character Area: Chalcroft Tolls



Character Area: The Village



Character Area: Mews



Character Area: Greenway

Figure 7 – Upper Acre Proposed Apartment Blocks and Houses Examples

- 64 The appearance of the buildings is required to accord with the architectural principles; parameter plans and material palette established through the submitted Design Code and outline consent. In this regard, the submitted scheme demonstrates compliance with those requirements, with the built form across the site expressing a clear and legible hierarchy that reinforces the structure of the layout. A high level of architectural quality, appropriate variation and strong streetscape definition are evident throughout, consistent with the expectations established at outline stage and as further detailed within the Design and Access Statement.

Individual plots have been designed in direct response to the relevant “Character Areas” identified within the Design Code, with those principles carried through and refined at reserved matters stage. This is reflected in the articulation of façades, variation in roof forms, and the consistent application of character-specific detailing across both houses and apartments. The approach ensures the development reads as cohesive whilst avoiding unnecessary repetition, with sufficient variation to reinforce identity and legibility across the site.

Key house types are appropriately positioned at prominent corners, gateways, primary routes and focal plots, where enhanced architectural treatment is achieved through variation in scale, massing, roof form and materials. Standard house types are generally limited to less prominent or more contained parts of the site, where a simpler architectural approach is appropriate and does not detract from the overall townscape quality.

The proposed apartment blocks reflect the principles set out within the Design Code and align with the approach described in the Design and Access Statement. Their scale, massing and siting respond appropriately to locations where apartments were anticipated at outline stage. The elevational treatment of these buildings has been carefully developed during the application stage to ensure a more articulated and visually balanced composition, incorporating variation in roofline, modulation of façades and a clearer expression of vertical and horizontal elements. This approach reduces perceived bulk, introduces depth and shadow, and ensures that the buildings sit comfortably within the wider streetscape.

The material strategy across the apartment blocks has also been refined to introduce a stronger hierarchy and visual richness, with the use of complementary brick tones, secondary materials and increased detailing to break up larger elevations and reinforce legibility. All elevations, including side and rear aspects, are treated consistently to ensure a high-quality appearance from all public vantage points, avoiding blank or weakly articulated façades.

Architectural detailing is a key component of the scheme and is applied consistently across all character areas. Elevations incorporate projecting brick courses, defined window surrounds, varied fenestration proportions and carefully controlled material changes to provide depth, rhythm and visual interest. The material palette is appropriately restrained, comprising high-quality facing brick, complementary cladding and coordinated roof finishes, ensuring a cohesive architectural language across the development.

The relationship between built form and the public realm has also been carefully considered, with active ground floor frontages, appropriate levels of articulation at lower storeys and well-defined entrances contributing to a positive and engaging street environment. This ensures that buildings maintain a strong visual connection with the street, supporting natural surveillance and reinforcing the overall quality of the townscape.

Overall, the scheme presents a coordinated and well-resolved architectural approach, delivering a distinctive, cohesive and high-quality residential environment that accords with the approved Design Code, outline parameters and the expectations of adopted design guidance.



Figure 8 – Illustrative Landscape Masterplan

- 65 A Landscape Masterplan was submitted with the application. Discussions have been held with the Urban Design Officer and Landscape Officer regarding the Masterplan, with a limited number of additional trees sought within parking courts and along streets. Amendments have been submitted in response to these discussions, resulting in a stronger and more comprehensive landscape structure across the site. A total of 22 additional trees have been incorporated, bringing the total number of new trees within the phase to 582.

Parking courts and streets incorporate tree planting and integrated landscape features, which assist in breaking up areas of hard surfacing, reducing the visual dominance of parked vehicles, and reinforcing the street hierarchy. This approach contributes to a coherent and well-integrated landscape framework across the site. Existing hedgerows along the eastern and western boundaries are retained and enhanced, providing strong green edges and assisting in integrating the development into its wider context. To the north, the relationship with the (future phase) sports pitches and allotments is supported by additional planting, ensuring this edge is outward-facing, well-defined and overlooked. To the south, the open space at Chalcroft Tolls forms a key landscaped frontage, with development oriented to provide natural surveillance and a positive interface with this important area of public open space.

Through the centre and eastern part of the site, the planted ditch/watercourse and associated SuDS features form part of a wider green corridor, contributing to both drainage and amenity. This aligns with the landscape-led principles of the scheme, ensuring that green infrastructure is multifunctional and integral to the spatial structure rather than residual space. The Upper Acre Green Corridor in particular

strengthens east–west connectivity and provides a well-overlooked and usable linear space.

Additional planting is proposed to the north-east corner around the existing dwellings at Barley Fields, providing an appropriate transition to existing residential development and reinforcing the softer, semi-rural edge in this location.

The landscaping strategy successfully responds to the varying edge conditions across the site and mediates effectively between built form and surrounding landscape features.

Overall, the landscaping proposals accord with Policies S9, DM11 and DM33 and make a positive contribution to the quality, legibility and sustainability of the development. Further detailed design matters will be secured by condition, including details of plant species, sizes, numbers, spacing and planting densities, as well as enhanced articulation of the triangular space between the central apartment blocks.

- *Trees*

- 66 Policies S5, DM1 and DM11 of the EBLP relate to the protection and retention of existing trees where they make a positive contribution to visual amenity and the local environment.

A tree survey was submitted with the reserved matters parcel. The tree survey exercise identified six individual trees, one group of trees and five hedges on or adjacent to the red line boundary of this phase of works. Management is proposed to these, and one tree is proposed to be removed given Ash Dieback.

The Tree Officer has reviewed the submitted arboricultural information and proposed location of protective fencing and advises that the proposals appropriately respond to the constraints and sensitivities of the site. The submitted Arboricultural Method Statement is considered acceptable and demonstrates that the retained trees can be adequately protected during construction and thereafter. The proposal therefore accords with policies S5, DM1 and DM11 of the EBLP and would not result in unacceptable harm to existing trees. Compliance with the submitted report is secured through condition on the outline permission and does not require replication.

- *Lighting*

- 67 A Lighting Impact Assessment has been submitted to consider the potential effects of external lighting associated with the development, having regard to national guidance, relevant professional lighting guidance, and EBLP policies DM8 (Pollution) and DM11 (Protected Species and Biodiversity). The assessment concludes that, whilst there is potential for minor adverse effects in the absence of mitigation, these can be addressed through the embedded lighting strategy, and the proposed development would not give rise to unacceptable lighting impacts when implemented in accordance with that strategy. Effects on nearby residential properties and ecological receptors are identified as capable of being reduced to neutral through appropriate design measures. Potential impacts are proposed to be mitigated through a combination of low-level, directional and warm-white lighting, dimming profiles and curfew controls, and the retention of dark corridors and green infrastructure buffers to protect bat movement and habitats. The strategy also

includes maintaining very low light levels within key ecological corridors and retaining unlit sections of road where necessary to support bat commuting routes. No objections have been raised by Environmental Health or the Council's Ecologist in respect of lighting impacts. The Reserved Matters submission demonstrates that an appropriate lighting strategy can be delivered, with final detailed design to be secured pursuant to Condition 24 of the outline permission. The proposal is therefore considered to satisfactorily address lighting impacts and to accord with policies DM8 and DM11 of the EBLP relating to amenity, dark skies and biodiversity.

Assessment of information relevant to outline planning conditions

- 68 Information has been submitted alongside the application which has informed the reserved matters. This technical information is required by the outline planning permission through condition but did not need to be provided for consideration at this stage. As it has been submitted, the condition information is discussed below. It could not form a reason for refusal of the four reserved matters in its own respect, and if considered to be unacceptable, would fall back to the outline conditions for determination.

- *Outline Conditions 4, 6, 16, 21 and 32*

- 69 The above conditions relate to the requirement for a reserved matters Submission (condition 4) and the development to broadly comply with phasing anticipation and the Masterplan (condition 6), the submission of tree information (condition 16), the submission of a Design Code (condition 21) and homes to meet internal space standards (condition 32). These requirements either relate to condition triggers requiring details or are compliance requirements that are met. In addition, where relevant, the submission of this information is relevant to the material considerations above and is considered above.

- *Outline Condition 25 – Refuse Strategy*

- 70 Condition 25 of the outline permission requires the submission and approval of a refuse collection strategy for each reserved matters phase prior to the commencement of development, to ensure adequate refuse collection arrangements.

Whilst not required at this stage, in support of this application, the applicant has submitted an Upper Acre Refuse Strategy drawing, which sets out refuse vehicle tracking, collection routes, and bin drag distances. The accompanying Planning Statement confirms that refuse vehicles of up to 11.2m in length can manoeuvre throughout the site in accordance with Highway Authority guidance, and that collection distances accord with Manual for Streets standards, with vehicles able to get within 25m of dwellings and drag distances provided predominantly within accepted parameters, with a few minor exceptions that residents would be aware of when purchasing properties.

Hampshire County Council Highways raise no objection and confirm that a refuse vehicle can traverse the Upper Acre phase, albeit noting potential conflict points where parked vehicles could impede movement and lead to missed collections. This concern relates to the operational management of on-street parking rather than the adequacy of the layout itself.

Any future issues arising from indiscriminate parking could, if necessary, be addressed using Traffic Regulation Orders, for which the Committee has previously resolved to grant the Council appropriate powers. Accordingly, the submitted details are considered acceptable.

The strategy demonstrates that appropriate provision has been made at the design stage to facilitate refuse collection within the Upper Acre phase, thereby satisfying the requirements of Condition 25.

- *Outline Condition 31 – Accessible Dwellings*

- 71 Condition 31 of the outline permission requires that applications for the approval of reserved matters relating to residential development include a scheme demonstrating how the development will comply with Part M4(1) and Part M4(2) of the Building Regulations in accordance with policy DM29 of the EBLP.

Policy DM29 requires 100% of dwellings to meet Part M4(1) (Visitable Dwellings) and sets a target of 80% of dwellings on each site to meet Part M4(2) (Accessible and Adaptable Dwellings), with provision for Part M4(3) wheelchair user dwellings subject to viability considerations.

The applicant confirms that:

- 100% of dwellings meet Part M4(1).
- 99% of the 424 units meet Part M4(2), exceeding the 80% target. The five non-compliant units comprise flats over garages.
- There are no wheelchair dwellings for this phase. The previously identified 7% M4(3) requirement was demonstrated to be unviable at outline stage, and there is therefore no requirement to provide M4(3) units.

The submitted details demonstrate compliance with the Part M4(1) and Part M4(2) requirements of policy DM29 of the EBLP and reflect the agreed approach at the outline stage for M4(3). The submission therefore demonstrably complies with the requirements of condition 31.

- *Outline Conditions 58 and 61 - Flood Risk Mitigation/Drainage Scheme*

- 72 Condition 58 requires the submission of detailed flood risk mitigation at reserved matters stage. A Flood Risk Assessment and Drainage Strategy has been submitted which includes an assessment of flood risk. This confirms that the Upper Acre phase lies wholly within Flood Zone 1 and is at low risk of flooding from all sources, including fluvial, surface water and groundwater. The assessment confirms that finished floor levels will be set a minimum of 600mm above the 1:100 year plus climate change level associated with the adjacent watercourse, and that development is directed away from watercourses with appropriate buffer zones maintained.

The submitted information also confirms that there are no recorded historic flood events within the site and that the risk from reservoirs is very low. Surface water flood mapping indicates limited risk across the site, with any flow paths managed through the site layout and drainage strategy. Groundwater flood risk is also identified as low, with development set away from areas of potential influence near watercourses.

The Environment Agency has no objection to the flood risk strategy. On this basis, the proposed development is considered to comply with Condition 58 and would be safe for its lifetime without increasing flood risk elsewhere.

Subject to implementation in accordance with the submitted Flood Risk Assessment and approved plans, the requirements of Condition 58 are satisfied.

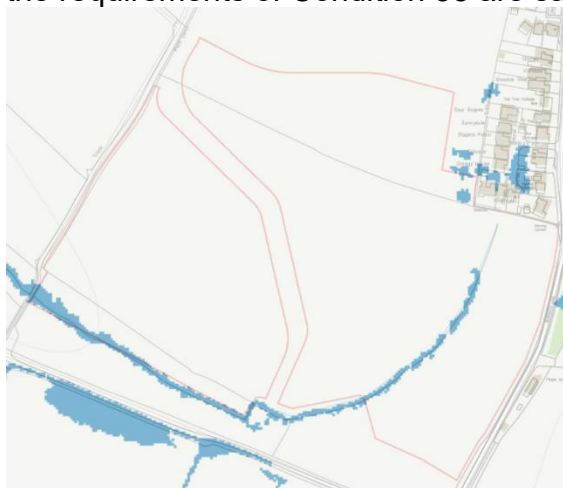


Figure 9 – Flood Risk Plan

- 73 Condition 61 requires the submission and approval of a detailed surface water drainage scheme prior to commencement of development. The submitted Drainage Strategy and Maintenance and Management Plan demonstrate that surface water will drain to the strategic SuDS network serving the wider One Horton Heath development, including existing basins within Lower Acre and the approved Basin H to the west, supported by hydraulic modelling and exceedance routing. The watercourse will continue to operate as a collector for runoff from Burnetts Lane and will remain separate from the drainage strategy from the proposed development.

The drainage strategy incorporates a SuDS management train including permeable paving, attenuation features, flow control devices and downstream treatment measures, with runoff attenuated to greenfield rates prior to discharge. The strategy also includes measures to improve water quality, including treatment stages in accordance with the CIRIA SuDS Manual, and incorporates features to assist in reducing nutrient loading to receiving waters.

The submitted details confirm that the wider strategic basins (including Basins I, J and K) are already constructed and have capacity to accommodate flows from this phase, with modelling demonstrating that no exceedance of capacity would occur.

The Lead Local Flood Authority (LLFA) sought further technical clarification with regard to the material initially submitted. These comments related to matters including confirmation of basin delivery, discharge rates, catchment modelling (including urban creep), clarification of drainage features, exceedance routing, and maintenance requirements.

The applicant has provided a detailed technical response addressing each of these points, including updated hydraulic modelling, revised catchment plans, confirmation of basin provision (including delivery of Basin H and the construction of Basin J), and amendments to the maintenance regime.

The submitted information demonstrates that the drainage strategy has been reviewed and updated where necessary, with no fundamental changes to the overall approach or strategy.

The LLFA are yet to provide their final comments on the additional information. An update will be provided to Members prior to Committee. Subject to receipt of the LLFA's final comments, and the resolution of any remaining minor technical matters, the submitted surface water drainage details are considered to satisfy the requirements of Condition 61.

- *Outline Condition 64 - Ecological Mitigation and Management Plan*

- 74 Condition 64 of the outline permission required that an ecological mitigation and management plan is submitted, and that details of the extent and location of ecological features, protection zones, and updated survey work is produced for each phase of development. This relates to the impact (or potential impact) to existing habitats to be considered. The condition primarily relates to the assessment and mitigation of impacts to existing ecological features. Habitat creation and biodiversity net gain are addressed separately under Condition 71.

The Upper Acre site comprises predominantly arable and modified grassland fields, with hedgerows, scattered edge trees and a watercourse crossing the site, forming part of a wider network of agricultural land and green infrastructure. The site lies within the influence of the River Itchen Special Area of Conservation and within 5.6km of the Solent designated sites. The site also supports foraging and commuting bats, hazel dormouse associated with hedgerows, reptiles including slow-worm, and has potential to support badger, breeding birds and hedgehog. The Environment Agency advise that there is also the potential to support Otters.

An Ecological Mitigation and Management Plan has been submitted, providing the required details including a risk assessment of construction activities, identification of biodiversity protection zones, updated ecological surveys (including bats, dormouse, reptiles and badger), and detailed avoidance and mitigation measures with an implementation timetable. The submission has been reviewed by the Council's Ecologist who has confirmed that the potential impacts on ecological features have been appropriately assessed and that suitable mitigation and protection measures are secured, including buffers to hedgerows and the watercourse, supervised vegetation clearance, and ecological clerk of works oversight. The condition information submitted for condition 64 can therefore be agreed.

Ecological enhancement measures including biodiversity net gain, habitat creation and provision of roosting, nesting and hibernacula features are set out within the submitted Ecological Impact Assessment report, however these do not form part of the discharge requirements of Condition 64 and are instead considered under Condition 71 below.

- *Outline Condition 71 – Ecological Net Gains*

- 75 Condition 71 of the outline planning permission requires the site to provide Biodiversity Net Gain (BNG). This is not the statutory requirement which now exists. For each reserved matters phase the condition requirement is for a 'BNG tracker' to be approved prior to the commencement of development for each phase to "capture the realised outcomes as each phase is built out."

This phase will deliver on-site ecological enhancements including areas of public open space, sustainable drainage features, new tree and shrub planting, and strengthening of site boundary vegetation to provide connectivity with the wider Green Infrastructure network. The proposals include the retention and buffering of key hedgerows and the watercourse, alongside new planting within streets and open spaces to contribute to habitat diversity including 582 new native trees. The majority of measurable biodiversity net gains for the wider development will be delivered through the strategic Green Infrastructure parcels rather than within this development parcel itself.

The Council Ecologist has reviewed the submitted Biodiversity Net Gain works and has confirmed that the outcomes for this residential phase are as anticipated and noting that the main net gains for the wider development will come at the Green Infrastructure stage. The Environment Agency have no objection to the approach. The approach is therefore acceptable. However, a site wide BNG tracker document is in abeyance given the early stage and parallel processing of three other phases of development and the need to “*capture the realised outcomes*”. It is only required to be provided prior to the commencement of development and can be calculated when final landscape details are known. Approval of the condition details for condition 71 would reflect this outstanding requirement.

Under the statutory Biodiversity Net Gain (BNG) framework in England, bird boxes, bat boxes, and other similar "species-based" enhancements do not count towards the BNG calculations. As such, species-based enhancements are not subject to an outline condition requirement. However, such features remain material ecological enhancement measures and are secured through the outline Environmental Statement commitments and the wider ecological strategy for the site.

The Environmental Statement submitted with the outline planning application includes a commitment that:

“Where areas of suitable nesting habitat for valued bird species is lost, suitable alternative nesting habitat will be provided on site through a network of bird boxes, features incorporated to buildings, new tree and shrub planting and enhanced grassland, woodland, wetlands.”

The Ecological Impact Assessment submitted with the reserved matters phase confirms that the intention is for the provision of bat roosting features, bird nesting features (including swift boxes), reptile and amphibian hibernacula, and measures to support species such as hedgehog and dormouse within the wider site.

As the reserved matters layout and landscape masterplan have now been finalised, together with the associated elevation details, it is considered that a strategy for species-based enhancements showing the numbers and locations of these enhancements can be developed. This would sit in addition to the tree and shrub planting and the areas of enhanced grassland, woodland and wetlands already provided within this parcel, or to be secured through the wider Green Infrastructure phase/s. Given the scale of the overall site and the interrelationships between this parcel and other phases of development, it is both necessary and advantageous for such enhancements to be considered in a holistic manner. A condition is therefore imposed to secure this approach.

- *Outline Condition 72 – New Forest Recreation Disturbance Mitigation*

- 76 The submitted Mitigation to New Forest Protected Sites Statement has been provided in response to Condition 72 of the outline planning permission, which requires later phases of development to demonstrate how impacts on the New Forest protected sites will be mitigated. The document explains that a bespoke, site-wide mitigation strategy has been developed for the One Horton Heath development following detailed engagement with Natural England. This is secured through legal agreement. The agreed strategy combines financial contributions towards Stoke Common Park SANG, on-site mitigation, and a supplemental payment towards SANG provision elsewhere within the Borough, providing a comprehensive approach to mitigating recreational impacts arising from the development as a whole. The strategy incorporates the development phase and there have been no material changes in circumstances that impact the anticipated mitigation. Natural England has confirmed that it has no objection to the Council's agreed mitigation strategy and, on this basis, has raised no objection to the reserved matters proposals. It is therefore concluded that the requirements of Condition 72, insofar as they relate to this phase of development, are addressed.

Sustainability measures and climate change

- 77 In July 2019 the Council declared a Climate Change and Environmental Emergency, committing to achieving carbon neutrality in its own operations and working towards borough-wide carbon neutrality, and to ensuring that climate change mitigation and adaptation are integral to decision-making. Whilst neither the NPPF nor the EBLP sets a specific net zero requirement for individual developments, addressing climate change remains a core objective of national policy and a material planning consideration.

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.

The NPPF aims for the need for housing to be met, and policy S2 of the EBLP sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Policies S1, DM2 and DM3 of the EBLP 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 because of the development or its use.

In this case, the applicant's Planning Statement and supporting Overarching Energy and Sustainability Strategy set out an all-electric, heat pump-led approach, with no reliance on fossil fuels for heating or hot water, incorporating a fabric-first design aligned with Part L 2021 standards. The strategy confirms a target of at least 19% reduction in carbon emissions beyond Building Regulations for residential development, with detailed energy calculations to be provided at reserved matters stage for each parcel. A domestic water consumption target of 95 litres per person

per day is proposed (condition 74 of the outline permission requires post construction verification), and BREEAM 'Excellent' is to be achieved for relevant non-residential buildings (as required through condition 33 of the outline planning permission).

The strategy also references a clear energy hierarchy approach, prioritising demand reduction, energy efficiency and renewable generation, alongside passive design measures, natural ventilation, sustainable drainage, green infrastructure, biodiversity enhancement, and responsible material sourcing. It further confirms provision for solar photovoltaic panels where feasible (with further detail required through condition 20 of the outline permission), sustainable urban drainage systems following a management train approach, and measures to address climate change resilience including overheating, water efficiency and landscape-led cooling. Provision is also made for active travel and electric vehicle charging (condition 28 of the outline permission).

Taken together, the submitted information demonstrates that the proposal has been designed with regard to the requirements of policies DM2 and DM3 of the EBLP.

Other Matters

- *Habitats Regulations Assessment (HRA) and Impacts of development on European Protected Sites*

78 Paragraphs 32-34 of the Committee Report introduction (Appendix 1 of the Quobleigh Breach Report) set out the background and conclusions of the July 2025 Appropriate Assessment prepared at outline stage.

The Ecological Impact Assessment confirms that the impacts of this phase have been assessed in the context of the outline permission and that the pathways of impact previously identified remain unchanged. The assessment concludes that, subject to the mitigation measures secured through the outline planning conditions and Section 106 Agreement (including the CEMP, surface water drainage strategy, ecological management measures, recreational mitigation contributions and bespoke New Forest mitigation), there would be no adverse effect on the integrity of the River Itchen SAC, Solent and Southampton Water SPA/Ramsar, Solent Maritime SAC, or New Forest European sites, either alone or in combination.

In respect of nutrient impacts to the River Itchen and downstream Solent European sites, a Nutrient Neutrality Study has been submitted in support of this reserved matters application. The study demonstrates that, taking account of secured mitigation, including strategic mitigation secured through the outline permission and phase-specific measures, the Upper Acre phase achieves nutrient neutrality (or better) for both nitrogen and phosphorus in pre- and post-2030 scenarios.

On this basis, and having reviewed the updated technical evidence, the Local Planning Authority is satisfied that the mitigation secured at outline stage remains effective and that no new likely significant effects or adverse effects on the integrity of European sites arise from this phase. Accordingly, the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended) continue to be met.

- *Air Quality*

- 79 The Environmental Health Officer has reviewed the submitted Air Quality Assessment and has no objection. The assessment identifies a high risk of dust soiling during earthworks and construction, with a medium risk of mud and dust being tracked onto the adjacent highway, however, with the implementation of appropriate mitigation measures, the residual effects can be reduced to negligible and not significant. These impacts would be temporary, short-term and limited to the construction phase.

The assessment confirms that baseline air quality conditions are good, with pollutant concentrations well below relevant objectives and predicted to decline over time. Local monitoring data indicate no recent exceedances within the wider area. No significant adverse impacts are predicted for human health or the operational phase, with effects from operational traffic previously assessed as negligible and remaining valid for this phase of development.

Any dust soiling impacts would be temporary and localised, with the greatest potential to affect nearby residential receptors close to the site boundary and along construction access routes. The assessment concludes that, with the recommended mitigation secured, the development would not give rise to unacceptable impacts on residential amenity or public health and is acceptable in air quality terms. To ensure appropriate mitigation of construction-phase impacts, these matters will need to be addressed as part of the Construction Environmental Management Plan, the details of which are required to be submitted and agreed prior to construction occurring within the phase (condition 13 of the outline permission).

- *Noise*

- 80 A Noise Assessment is required, through condition 45 of the outline permission, to be submitted and approved prior to the commencement of development within the phase. A Noise Impact Assessment was submitted in support of the application and has informed the proposed layout. However, following review of the report, the Environmental Health Officer has advised that further clarification is required in respect of the acoustic calculations, glazing and ventilation specifications and consistency of façade treatments. This additional detail is necessary to ensure that appropriate mitigation can be effectively delivered on site. The outline condition detail therefore remains necessary to secure a detailed and robust Noise Mitigation Strategy.

- *Contaminated Land*

- 81 Details relating to land contamination are required to be submitted pursuant to Condition 42 of the outline permission, including the results of a Phase 2 site investigation (incorporating appropriate testing) and, where necessary, a scheme of remedial works. A Preliminary Ground Investigation Report has been submitted at this stage to inform the proposed layout.

This identifies that the site has been subject to previous phases of investigation and additional intrusive works and confirms that the ground conditions are broadly consistent with the known geology, with no evidence of widespread or significant contamination identified.

However, the report also identifies limitations in the current dataset. In particular, parts of the site, most notably areas affected by ongoing construction activity and stockpiling associated with adjacent phases, have not yet been fully investigated, and further monitoring (including groundwater and gas monitoring over an extended period) is ongoing. The Environmental Health Officer has reviewed the submitted information and raises no objection at this stage, subject to the requirements of Condition 42 being adhered to.

Given these uncertainties, further site investigation, risk assessment and, where necessary, remediation will be required to fully characterise the site and ensure it is suitable for its proposed use. These matters are appropriately secured through the discharge of Condition 42 of the outline permission and are not for determination as part of the current reserved matters application.

- *Additional External Footpath Connection*

- 82 Eastleigh Ramblers have raised concern with regard to the lack of an additional footpath connection to the east of the parcel, to the south of the homes at Barley Fields out onto Burnetts Lane. The external connection points from the development to the surrounding road network, together with any associated/necessary highways works, were considered and then determined at the outline application stage. The advice of the Highway Authority in respect to the connection point raised by the Eastleigh Ramblers was that it was unsafe. A connection point was not therefore required and is, as a consequence, not part of the reserved matters submission.

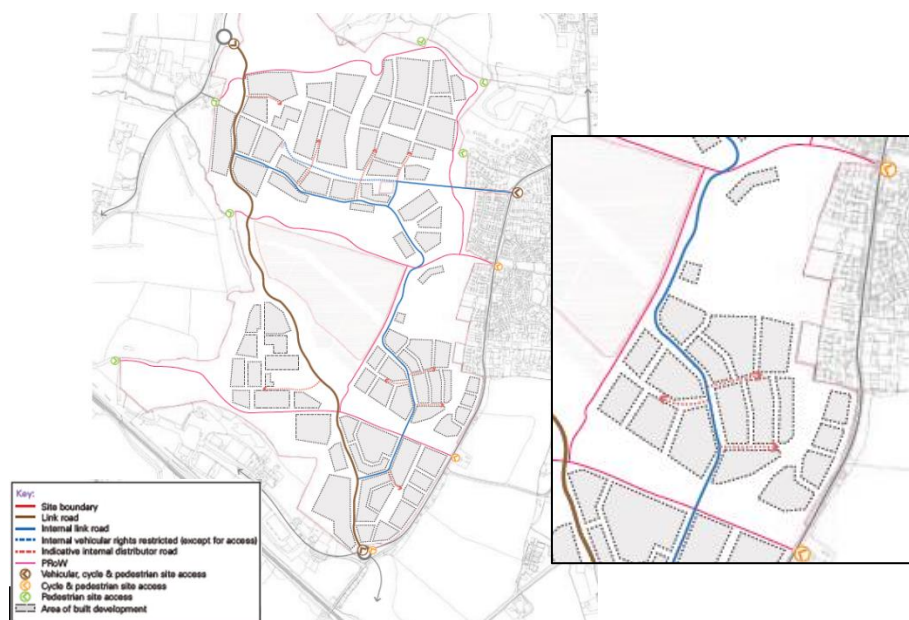


Figure 10 – Approved Outline Application Access Parameter Plan (for information) with enlarged inset of the Upper Acre phase

- *Footpath Diversion Works/Certification*

- 83 Eastleigh Ramblers raise concerns that Footpath 702 has not yet been formally diverted, noting that although a Diversion Order was confirmed in January 2023, the required certification has not been issued, and the legal line of the path therefore remains unchanged.

The site includes part of Footpath 702; however, the principle of diversion has already been secured through the outline planning permission and associated Section 106 Agreement. The reserved matters submission reflects this approved realignment to outside of the parcel. Although the diversion has not yet been brought into legal effect pending completion of works and certification under the relevant Highways Act procedures, this is a separate legal process outside the scope of the current application. As such, no additional planning condition is considered necessary, and the details submitted are acceptable in this regard.

Conclusion

84 The principle of development has been established by outline permission (O/20/89498) and the current application is therefore assessed solely in respect of the reserved matters of layout, scale, appearance and landscaping. The proposals have been considered against the approved Parameter Plans, the One Horton Heath masterplan and the Design Code secured through the outline permission. The scheme delivers a legible and well-structured phase that reflects the role of Upper Acre as a transition between the Local Centre to the north and Lower Acre to the south, with a clear hierarchy of streets and spaces and a landscape-led framework structured around Foxwood Road and the Upper Acre Green Corridor internally.

85 The layout ensures outward-facing development to key edges and integrates SuDS, structural planting and open space as defining components of the design. The scale and massing of all buildings are appropriately varied and carefully located, with taller elements and apartment buildings reinforcing gateways, junctions and principal routes, and with heights stepping down towards Burnetts Lane and adjoining residential areas to secure a sensitive interface. The architectural approach accords with the approved Design Code character areas, achieving a coherent and high-quality design across the phase whilst providing sufficient variation. The development would provide satisfactory living conditions for future occupiers and, having regard to separation distances, orientation and boundary treatments, would not result in unacceptable impacts on neighbouring amenity.

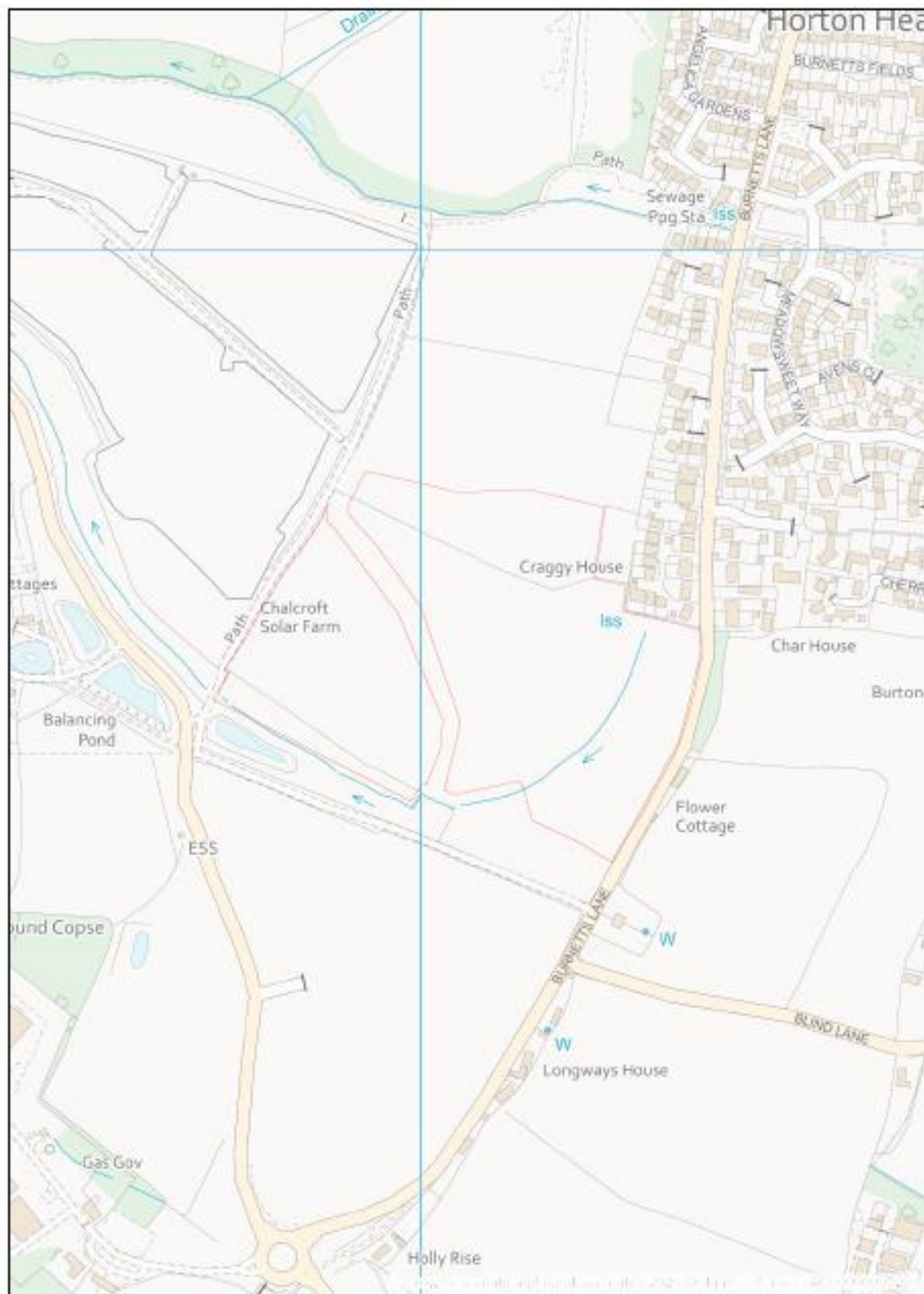
In addition, and noting that the Council is presently unable to demonstrate a five-year housing land supply, significant weight is afforded to the delivery of housing on a site that has already been found suitable in principle and is supported by an approved masterplan and infrastructure framework.

86 Where limited departures from the guidance within the Quality Places SPD occur, including in relation to certain private garden sizes, these have been fully assessed and are considered acceptable in the context of the overall design approach, the proximity of significant areas of public open space and green infrastructure within the Upper Acre Green Corridor, and the efficient use of land on this allocated site.

87 Matters raised through representations, including those relating to public rights of way and connectivity, have been carefully considered. Where relevant to the reserved matters, these issues are addressed through the detailed design; other matters are secured through the outline permission and associated legal obligations. Any remaining technical requirements are appropriately controlled through the outline conditions and the recommended reserved matters conditions.

Taken as a whole, the reserved matters accord with the relevant policies of the Eastleigh Borough Local Plan, the Quality Places SPD and the NPPF. Approval is therefore recommended.

RM/25/100575



EASTLEIGH
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Date: 27/02/2026

Scale: 1:5000