

Application No.: RM/25/100430
Case Officer: Gregg Chapman
Received Date: 18/11/2025
Site Address: One Horton Heath - Quobleigh Breach, 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 (Reserved Matters Submission) of Outline Planning Permission O/20/89498 for the erection of 269 dwellings within Phase 6 (Quobleigh Breach), with associated public open space, landscaping, and cycle and vehicular parking, to include details relevant to the following Outline Planning Permission conditions:

Condition 4 – Reserved Matters Submission;
Condition 6 – Phasing Plan and Masterplan Compliance;
Condition 16 – Arboricultural Impact Assessment and Tree Survey;
Condition 21 – Design Code Compliance;
Condition 25 – Refuse Collection Strategy;
Condition 31 – Access Standards;
Condition 32 – Internal Space Standards;
Condition 35 – Built Heritage Statement;
Condition 58 – Flood Risk Mitigation;
Condition 61 – Drainage Scheme
Condition 64 – Ecological Mitigation and Management Plan (EMMP);
Condition 71 – Biodiversity Net Gain;
Condition 72 – New Forest Protected Sites mitigation.

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 Clague Architects Drawing Schedule 30071D (issue 12/02/2026)

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 enhancement

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 (Ecosa, November 2025) and Biodiversity Net Gain Strategy (John's Associates, 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 (Motion, 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

broadly in accordance with the Landscape General Arrangement Plans 2293-TFC-XX-XX-DR-L-1000 to TFC-XX-XX-DR-L-1009 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.

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.
- v. A detailed scheme for the provision of the proposed bus stop including any shelters.

The approved measures shall be implemented prior to first occupation, other than the bus stop/shelter, which shall be provided within three months of the operation of a bus route that serves the reserved matters parcel. The development shall thereafter be retained and maintained in accordance with the approved details.

Reason: To ensure that satisfactory access, manoeuvring, parking management, bus stop provision/waiting 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, the 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 this 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 second area to be submitted 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 located to the north of One Horton Heath and will form the first phase experienced when approaching the development from the north via Allington Lane. The phase extends to approximately 7.03 hectares and, when considered alongside the infrastructure works already delivered and the distributor road (submitted under separate cover), is broadly oval. This configuration divides the phase into three distinct parcels.
- 6 The western parcel lies to the west of The Avenue, with SUDS basins positioned to the north and south, and open fields and private property forming the western boundary. Two further parcels are located to the east of The Avenue. The larger of these is situated to the north of the distributor road (to be known as Foxwood Road) and incorporates Fir Tree Lane within its central area. The Grade II listed Fir Tree Farmhouse lies outside the application site to the east. The proposals include a new site access up to the northern boundary of Fir Tree Farmhouse. The smaller parcel is to the south of the distributor road and will be the first part of the site to be experienced when travelling from Lower Acre.
- 7 The northern extent of the site is in close proximity to Quobleigh Stream, with Quobleigh Woods located to the north-east. Beyond this, areas of open space extend northwards to the new roundabout at Allington Lane. The southern parcel is bounded by the distributor road and The Avenue on two sides.
- 8 The eastern boundary of the site is well treed and landscaped, a characteristic that applies to the majority of the boundaries of the Quobleigh Breach phase. To

the east lies the field network that will accommodate subsequent development phases, while the Solar Farm is located to the south-east of the site.

- 9 Public footpaths run along the northern boundary and beyond the southern boundary. Fir Tree Lane has been altered where The Avenue now transects the lane, to prevent motorised user access, and will create a bridleway.

The River Itchen Site of Special Scientific Interest is situated approximately 1.5 kilometres to the west.

- 10 The application site itself comprises gently to moderately sloping land, with ground levels ranging from approximately 22.5 metres AOD at the highest points to 14.0 metres AOD at the lowest.

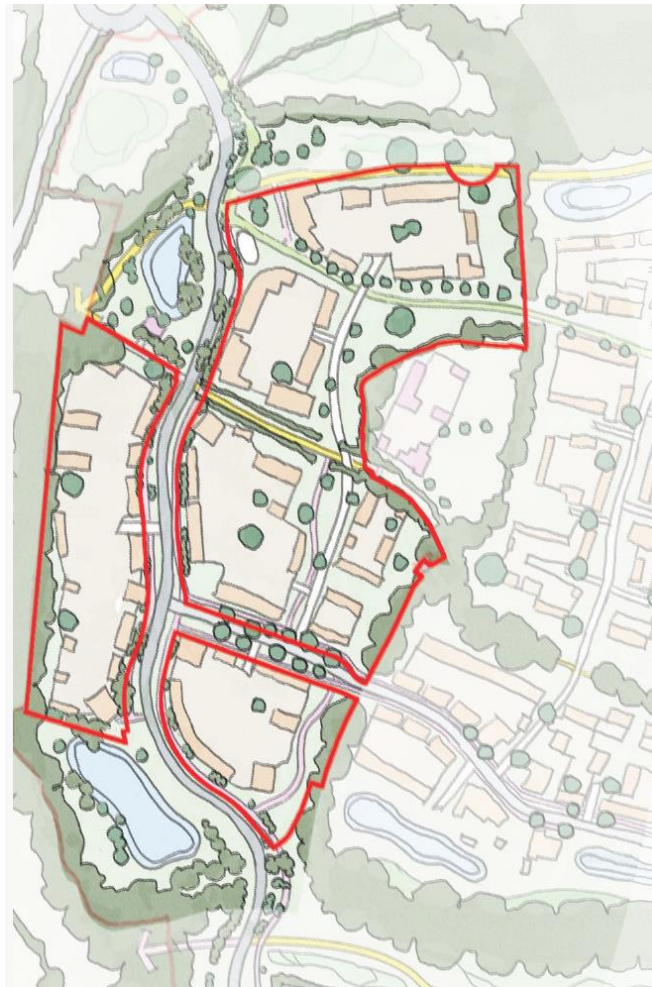


Figure 1 – Quobleigh Breach Application Boundary

Description of Application

- 11 This application relates to Phase 6 of the development (as defined at the outline stage), known as Quobleigh Breach, and seeks approval of reserved matters for a residential phase comprising 269 dwellings. This is formed of 24 1-bedroom properties, 109 2-bedroom properties, 114 3-bedroom properties and 22 4-bedroom properties including three apartment buildings at key points along The Avenue. The majority of properties within the phase are two storey dwellings, with the exceptions being two and a half and three storey dwellings along The Avenue and with the apartment buildings rising to four storeys, as anticipated at the outline stage.

- 12 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.
- 13 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.
- 14 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. The submitted details relate to phasing and masterplan compliance, arboricultural matters, design code compliance, refuse collection arrangements, access and internal space standards, built heritage considerations, noise mitigation, flood risk and drainage, ecological mitigation and management, biodiversity net gain, and mitigation in relation to the New Forest protected sites.
- 15 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
 - Arboricultural Development Statement
 - Archaeological Desk Based Assessment
 - Biodiversity Net Gain Report
 - Design and Access Statement
 - Design Code Compliance Statement
 - Drainage Strategy
 - Ecological Impact Assessment
 - EIA Statement of Conformity
 - Energy and Sustainability Strategy
 - Ground Investigation Report
 - Heritage Impact Assessment
 - 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
 - Shadow Habitats Regulation Assessment
 - Statement of Community Involvement
 - SuDS Maintenance and Management Plan
 - Travel Plan

Representations Received

- 16 1 x letter representation received, raising objection on the following grounds:
- Concerns regarding the closure of Fir Tree Lane until recently and the inconvenience caused. Request that it is retained as open and that street cleaning is undertaken.
 - New Avenue is misused by motorbikes speeding after dark with lighting causing pollution to the countryside.
 - Concern regarding development of “Horton Bog” and past flood events in the area, the quality of One Horton Heath Development, the cost of development, and who will reside in the properties.

Consultation Responses

17	Botley Parish Council	No objection
18	Bishopstoke Parish Council	No response received
19	Durley Parish Council	No response received
20	Fair Oak and Horton Heath Parish Council	No response received
21	Hedge End Town Council	No objection
22	Barley Fields Residents Association	No response received
23	Burnetts Lane Residents Association	No response received
24	Trees	No objection
25	Ecology	No objection
26	Urban Design	No objection
27	Environmental Health	Noise – No objection. Contamination – Further investigation is required at existing site compound area [Officer Note – this is a condition matter of the outline Planning Permission and not a reserved matter]. Air Quality – No objection.
28	HCC Highways	No objection. The updated plans and supporting information address the matters previously raised, including amendments to junction widths, pedestrian connections and vehicle turning arrangements.

Any remaining detailed design matters, such as parking management, localised visibility considerations and ensuring adequate vehicle manoeuvring within the private road layout, are considered capable of being addressed through detailed design and site management arrangements.

The internal roads will remain private and outside the Highway Authority's adoption process; however, access junctions onto The Avenue (Link Road) may be required to meet highway standards should they come forward for adoption in the future.

29	HCC LLFA	No objection
30	Environment Agency	No objection
31	Natural England	No comment
32	Southern Water	No objection
33	Hampshire Constabulary – Crime Prevention Design Advisor	Comments – Gates should be the same height as fences (1.8m) and fitted with locks. Secured by Design guidance advises caution in the use of rear parking courtyards due to potential crime and anti-social behaviour risks. However, in this case it is noted that the parking areas will be appropriately lit in accordance with the submitted Lighting Assessment and that robust rear boundary treatments are proposed, which will reduce risk.
34	HCC Planning	No response received
35	Eastleigh Ramblers	Comments; An Order will be required to downgrade Fir Tree Lane from a road to the status of bridleway where that is to be the case. Footpath No 11 Fair Oak and Horton Heath is shown as retained east of The Avenue which is what we have been seeking. West of The Avenue there remains the issue of the Certificate to bring the agreed and constructed diversion into effect. [Case Officer note - this is outside of the reserved matters parcel].

36	British Horse Society	No response received
37	Cycling UK	No response received
38	Active Travel England	Refer to Standing Advice
39	Southampton Airport	No response received
40	HCC Archaeology	Conditions of outline Permission can be relied upon.
41	Public Art Steering Group	No objection
42	Heritage Consultant	No objection to reserved matters parcel/proposal Road into Fir Tree Farmhouse should not be shown as it is outside of the current site and would be for separate consideration.
43	Waste Services	No response received
44	Historic England	No comment
45	Hampshire Swifts	Comment - Request that there should be at least 1 swift brick per home on average across this development.

Planning Assessment

Principle

- 46 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

- 47 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.
- 48 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, and the retention and enhancement of heritage and landscape features (including around Fir Tree Farmhouse). 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 of 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.

- 49 At the outline stage, the Committee 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.

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

For Quobleigh Breach the Design Code identifies the development parcel as a Northern Gateway residential neighbourhood, forming a transition between the countryside edge and the urban core of One Horton Heath, with The Avenue acting as a defining movement and placemaking spine. Quobleigh Breach also incorporates the internal distributor road (Foxwood Road) and two watercourse crossings. It benefits from substantial green edges and has the grade II listed Fir Tree Farmhouse beyond its northeastern extent.

Within Quobleigh Breach, the reserved matters scheme is structured around seven interrelated character areas, derived from the Design Code and refined through the Design and Access Statement. These include:

- Northern Gateway – A key arrival point marking the transition from the wider landscape into the residential environment. Characterised by increased building height and strong enclosure to create a landmark presence/sense of arrival, and aid legibility.
- The Avenue – The primary movement corridor through the site, characterised by continuous frontage and a stronger architectural presence. Increased building height at key points to reinforce gateways and wayfinding.
- Quobleigh Stream – Dwellings arranged to respond to the adjacent stream, green space and Public Right of Way.
- Courtyards – Comprises smaller residential groupings arranged around shared internal spaces. The architectural approach is intentionally varied, within a hard-landscaped setting softened by deliberate pockets of landscaping, with parking located to the rear or within car ports.
- Fir Tree Lane – Designed to respond to the alignment and character of the existing lane. Built form and landscape treatment create a softer streetscape with a clear residential scale.
- Spruce Lane - Responds to the mature Norway spruce trees at the site boundary, using varied spacing, massing and orientation to create a “gappy” edge. Functions as a quieter residential street within the internal hierarchy.
- Foxwood Road – Characterised by semi-detached and terraced dwellings forming a strong, linear frontage and consistent backdrop to newly planted street trees that will be delivered as part of the distributor road.

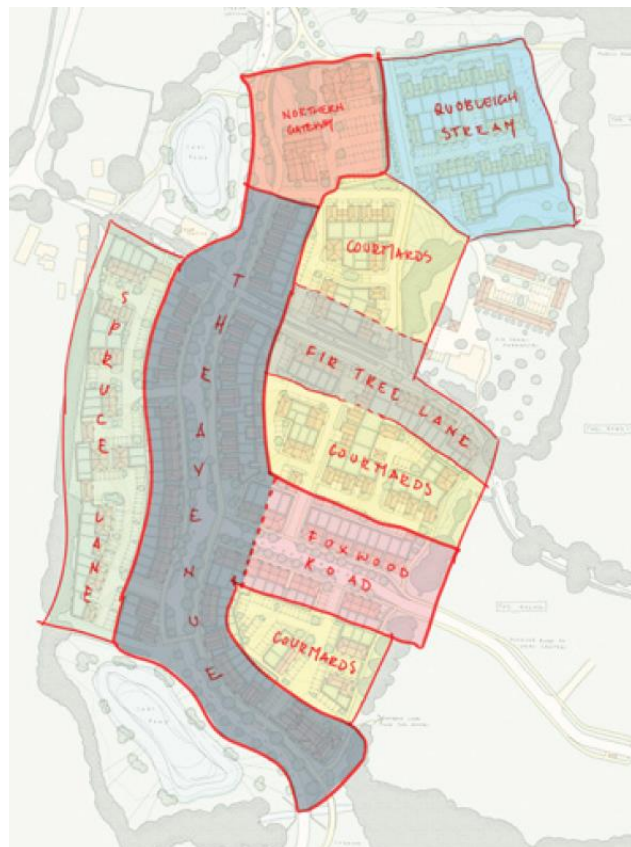


Figure 2 – Quobleigh Breach Character Areas

Reserved Matter 1: Layout



Figure 3 – Quobleigh Breach Proposed Layout

– *Form*

- 51 The proposed layout reflects the approved Parameter Plans and the spatial structure established by the outline consent and the submitted Design Code. The development is clearly structured around a legible hierarchy of streets, spaces and character areas, with built form arranged to respond appropriately to movement routes, landscape features and public spaces.

The scheme successfully reinforces The Avenue as the primary movement spine through Quobleigh Breach, with continuous frontage and increased enclosure at key points to support legibility, wayfinding and a strong sense of place. The Northern Gateway functions effectively as a point of arrival, with built form framing a defined square (and location for public art) and establishing a clear transition between the wider landscape edge and the residential neighbourhood beyond.

The perimeter arrangement along Quobleigh Stream is particularly successful, with dwellings positively addressing the green corridor and Public Right of Way, providing active frontage and natural surveillance while maintaining an appropriate interface with the landscape. Internal streets, including Fir Tree Lane and Spruce Lane, respond well to their intended character roles, with softer layouts and varied spacing where required to reflect boundary conditions and existing landscape features.

Parking is integrated into the layout, with on-plot provision, rear parking courts and car ports positioned to minimise visual dominance within the street scene. While parking courts remain a necessary component of the layout, revisions have improved overlooking and passive surveillance, ensuring they function safely and appropriately within the residential environment. Further landscape detailing is to be secured through conditions and is addressed in the landscaping section below.

Overall, the layout demonstrates compliance with policies DM1 and HH1 of the EBLP and the Design Code, delivering a coherent and permeable neighbourhood structure that will integrate successfully with the wider One Horton Heath framework.

– *Residential Amenity*

- 52 Policy DM1 of the EBLP requires that all new development should avoid having an unacceptable impact on the residential amenities of both new and existing residents.

The nearest existing neighbours to the development parcel are the properties located to the northwest in the vicinity of the Allington Lane and Fir Tree Lane access. In this location, to the west of The Avenue, and to the north of Fir Tree Lane which is to become a bridleway, a pumping station and SUDS basin have been delivered, as an infrastructure first approach and no houses are proposed at this juncture. To the south of Fir Tree Lane and west of The Avenue, within the Spruce Lane character area, plots are arranged side on to the existing buildings, with the nearest building proposed to be set off the vegetated boundary by approximately 7.6 metres at the nearest point. The neighbouring off site buildings at this point are part of a light industrial estate. This land and the open land immediately to the south (adjacent still to the Spruce Lane character area) is shown as part of option B1a within the Issues and Options consultation paper (2024).

As a result of the separation distance between the proposed dwellings and the nearest existing neighbouring residential property 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.

- 53 The Quality Places SPD sets a target of 20 metres for back-to-back relationships between first floor rooms for new build development. There are two instances within the proposed development where this is not achieved including the relationship between units 239 and 240 and that between unit 5 and 9. For units 239 and 240, this is not a direct back-to-back relationship with properties being angled away from one another (minimising direct overlooking) and therefore some relaxation from the 20-metre interpretation can be accepted. The distance between properties (at the midpoint of the buildings) is 16.5 metres. Given the angled relationship, this would not create unacceptable living conditions that would be significantly more impactful than the 20-metre distance. For plots 5 and 9 the separation distance is approximately 19.5 metres which, it is considered, will be imperceptible in terms of the difference from 20 metres.

It is also material that future occupiers of the development will be buying into the development and will be able to review layouts and relationships between properties before deciding to do so.

Permitted development rights were withdrawn at the outline stage in respect of the insertion of new windows, extensions, alterations, and outbuildings. As a result, no additional/property specific restrictions are necessary for the reserved matters scheme.

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

– *Housing Mix*

- 54 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% four bedroomed plus dwellings

The housing mix for the Quobleigh Breach phase is proposed to be;

9% one-bedroom dwellings
41% two bedroomed dwellings
42% three bedroomed dwellings
8% 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*

- 55 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*

- 56 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.

124 dwellings (approximately 63% of the houses with private gardens) meet this guideline. A further 16 dwellings (approximately 8%) fall only marginally below the standard, achieving between 57–59% of the NDSS requirement. 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 have private amenity areas.

Most of the dwellings that do not attain 60% are those located along The Avenue, where the deliberate design approach is for taller town house dwellings, with a resultant higher density. There are, however, no gardens that are notably small, with the smallest area for a 2-bed property being 37.7 sqm.

The Quobleigh Breach phase is bound by two substantial areas of green infrastructure, namely Quobleigh Woods and the adjoining Allington Lane Open Space to the north and Foxholes Wood to the south. In addition, other areas of public open space are distributed throughout the parcel, and the wider development is planned to deliver significant open space. As a result, all dwellings are located within reasonable walking distance of usable green space.

It is also material that the Quality Places SPD was adopted in 2011, prior to the publication of the National Planning Policy Framework, which places greater emphasis on the efficient use and optimisation of land. The SPD is currently under review to reflect the Council's evolving approach to higher-density development. The principle of increased density, and the resulting move towards more compact forms of living, was established and accepted at the outline planning permission stage.

While not all dwellings fully meet the garden size guidance set out in the Quality Places SPD, the level of compliance achieved, the availability of nearby public open space, and the policy context established at outline stage are considered to justify a reasonable degree of flexibility. The proposed private amenity provision is therefore considered acceptable and would not result in an unacceptable level of harm to the living conditions of future occupiers.

In addition, as above, 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*

- 57 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. The Crime Prevention Design Advisor has reviewed the proposals and raises no objection. Comments have been provided in respect of gates matching adjacent 1.8m boundary treatments and being fitted with suitable locking mechanisms are noted (and are agreed by the Applicant). These matters are technical details of specification and are appropriately 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.

- *Heritage Impact Assessment*

- 58 The proposal has been assessed against local and national policy and legislation, with regard to section 16 of the NPPF, the Planning (Listed Buildings and Conservation Areas) Act 1990, and policy DM12 of the EBLP relating to the historic environment. These policies seek to ensure that development preserves or enhances the significance of heritage assets and their settings, achieves a high standard of design, and responds positively to its context, whilst also supporting the delivery of sustainable development.

In respect of this phase, the development would not result in any physical alteration to the grade II listed building Fir Tree Farmhouse itself, and its immediate curtilage and private garden setting would be retained. The proposal has been designed to limit scale and height in the vicinity of the heritage asset, with predominantly two-storey development and separation distances that reduce the potential for dominance or overbearing impact. The retention of boundary planting and the treatment of Fir Tree Lane as a bridleway with additional landscaping would help to maintain a degree of enclosure and mitigate changes to the experience of the asset, preserving its immediate setting and allowing its architectural interest to remain appreciable.

However, it is acknowledged that the wider development would alter the surrounding character from a rural environment to a more suburban context, which

would impact elements of the historic setting that contribute to the asset's significance as a former farmhouse within an agricultural landscape. This change would result in a degree of less than substantial harm to the significance of the listed building, arising primarily from the loss of its wider agrarian context and changes to longer-range views and sensory experience. In accordance with paragraph 215 of the NPPF, this harm must be weighed against the public benefits of the proposal, including the delivery of new housing and associated infrastructure within an allocated and sustainable location.

Overall, having regard to the statutory duty under section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and policy DM12 of the EBLP, it is recognised that the principle of development in the vicinity of the listed building, and its associated effects on the wider setting, were expressly considered and accepted at the outline stage. The submitted reserved matters proposals accord with the parameters and design principles established by that consent and do not give rise to impacts beyond those already anticipated. The proposal would preserve the significance of the listed building insofar as its fabric and immediate setting are concerned, whilst resulting in less than substantial harm to its wider setting. On balance, and subject to appropriate conditions and mitigation, it is concluded that this harm is outweighed by the public benefits of the development and that the proposal accords with the relevant heritage and design policies of the Development Plan and national guidance.

- Sustainable Travel and Parking Provision

- 59 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 405 allocated parking spaces. The application proposes 459 parking spaces with 405 allocated spaces and 54 visitor spaces (achieving the standard of 0.2 per dwelling), with the dimensions of spaces at in accordance with SPD guidance.

- 60 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 sets out a comprehensive package of measures to encourage walking, cycling and public transport as an alternative to the use of the private car. The site is integrated with the wider One Horton Heath pedestrian and cycle network, including shared footway/cycleways along The Avenue and in the future Foxwood Road and to the north of Fir Tree Farmhouse (to link through to the Homestal), Fir Tree Lane through the site, and existing public footpaths to the northern boundary (which are to be surfaced) and outside of the phase to the south. In addition, the scheme provides for high levels of secure cycle parking in

accordance with the Council's standards with 538 long stay and 293 short stay spaces. New and enhanced bus infrastructure is secured through the outline permission, with a commitment to a frequent bus service linking the development with Hedge End, Eastleigh and Southampton. Within the phase a bus stop is proposed to be located to the south of plot 186. These measures, supported by resident travel information, monitoring and review, are intended to reduce reliance on the private car and promote more sustainable travel choices in line with policy DM13 of the EBLP and paragraph 110 of the NPPF.

Outside of planning, separate legal/certification processes are required in respect to the works to surface the existing right of way to the north of the site (as anticipated within the legal agreement for the outline planning permission) and to finalise the formation of the Fir Tree Lane bridleway.

- *Manoeuvrability*

- 61 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. Hampshire County Council has confirmed that the layout and supporting information satisfactorily demonstrate that safe movement can occur throughout the development by a range of vehicles, and for pedestrians and cycles.

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 has also advised that parking management within the private road network may be required to ensure that access and turning areas remain unobstructed. A condition is included to secure details of parking management. In addition, the potential for the Council to introduce parking restrictions, if required, would further ensure the free flow and safe passage of vehicles.

It is also noted that the internal roads will remain private and outside the Highway Authority's adoption process, although access junctions onto The Avenue (Link Road) may need technical revision should they come forward for adoption in the future.

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 4 – Quobleigh Breach Storey Heights

- 62 The scale of development is appropriate to the site's location, context and role within the wider One Horton Heath site and accords with the principles established at outline stage. Building heights for the proposed housing units range between two, two and a half and three storeys, with increased height used deliberately and selectively to reinforce gateways, key routes and focal points, particularly along The Avenue and within the Northern Gateway character area with apartments being four storeys.

The application has been designed such that dwellings would appear acceptable both in isolation, and when viewed in a group context responding appropriately to the site levels and adjoining streets and spaces, maintaining a human scale and protecting residential amenity.

The four storey apartment blocks at the Northern Gateway are of a scale (height and span) that is commensurate with their landmark role and are successfully framed by surrounding development and landscape, ensuring they do not appear overly dominant within longer views. The flatted block to the south of the Quobleigh Breach phase will define the entrance to the phase, after travelling through part of the wider One Horton Heath scheme. The four storey heights are as set within the outline stage parameter plans.

The development therefore achieves an appropriate balance between variety and consistency of scale, reinforcing legibility and character while remaining sympathetic to its context and compliant with policy DM1 of the EBLP and Section 12 of the NPPF, and is as anticipated by the outline permission.

Reserved Matter 3: Appearance



Character Area: Northern Gateway (prior to amendment)



Character Area: The Avenue



Character Area: Quobleigh Stream



Character Area: Courtyards



Character Area: Spruce Lane





Character Area: Fir Tree Lane



Character Area: Foxwood Road

Figure 5 – Quobleigh Breach Proposed Flats and Houses Examples

- 63 The appearance of the buildings is required to accord with the architectural principles; parameter plans and material palette established through the approved Design Code and outline permission. 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. Architectural quality, variation and strong streetscape definition are evident throughout, consistent with the expectations set at the outline stage and expanded upon within the Design and Access Statement.

Individual plots have been designed in direct response to the relevant “Character Areas” identified in 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 use of character-specific detailing across both houses and flats, ensuring the development reads as coherent whilst avoiding unnecessary repetition.

Key house types are appropriately located at prominent corners, gateways, primary routes and focal plots, where enhanced architectural treatment is provided through changes in scale, massing, roof form and materials. Standard house types are confined to less prominent or anticipated locations.

The proposed apartment blocks reflect the principles set out within the Design Code and are consistent with the approach described in the Design and Access Statement. Their scale, massing and siting respond to locations where flatted development was anticipated at the outline stage, and their architectural treatment draws from the same material palette, detailing and proportions as the surrounding

housing. This ensures the apartment blocks integrate successfully into the wider streetscape, contribute positively to enclosure and legibility, and read as a coherent component of the overall development rather than as standalone elements.

Architectural detailing is integral to the scheme and is applied consistently across all character areas. Elevations incorporate projecting brick courses, defined window surrounds, varied fenestration proportions and controlled material changes to provide depth, rhythm and articulation. The material palette is appropriately limited to high-quality facing brick, complementary cladding and coordinated roof finishes, ensuring that flatted buildings sit comfortably within the overall architectural language. Final details of materials are to be secured through condition to ensure appropriate quality.

Taken as a whole, the appearance of the scheme is defined by 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.

Reserved Matter 4: Landscaping



Figure 6 – Landscape Masterplan

- 64 The landscaping strategy plays a key role in the overall design quality of the scheme to reinforce character, soften built form and enhance amenity and biodiversity across the site.

A Landscape Masterplan was submitted with the application. Discussions have been held with the Urban Design and the Landscape Officer regarding the Masterplan, with a further detailed Northern Gateway planting scheme, and more planting within parking courts, and street trees generally sought.

The Northern Gateway is now supported by a coordinated landscape proposal that strengthens its role as a key arrival space. The inclusion of feature planting, retained mature trees and opportunities for public art contributes to a strong sense of place and identity, with details secured through condition to ensure high-quality delivery.

Parking courts and streets have been revised to include further tree planting and improved landscape structure, helping to further break up hard surfaces where appropriate, reduce visual dominance and enhance environmental performance. A total of 67 trees have been added following discussion, taking the total of new tree planting within the phase to 243.

The Quobleigh Breach phase is strongly defined by well-treed and hedged boundaries, with existing green infrastructure providing a consistent and visible presence across the site. The landscaping strategy reinforces the wider green infrastructure network, particularly along Quobleigh Stream, where planting, open space and built form work together to create a high-quality interface between development and landscape.

The landscaping proposals accord with Policies S9, DM11 and DM33 of the EBLP and make a positive contribution to the quality, legibility and sustainability of the development.

- *Trees*

- 65 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. This correctly identifies that the principal arboriculture features are located around the periphery of the site and in the vicinity of Fir Tree Farmhouse, where a number of veteran trees are present.

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*

- 66 A Lighting Impact Assessment has been submitted to consider the potential effects of external lighting associated with the development, having regard to national guidance and EBLP policies DM8 (Pollution) and DM11 (Protected Species and Biodiversity). The assessment concludes that, as anticipated at the outline stage, the proposed development would not give rise to unacceptable lighting impacts, with effects on nearby residential properties and ecological receptors assessed as neutral. Potential impacts are proposed to be appropriately mitigated through a combination of low-level, directional and warm-white lighting, dimming and curfew controls, and the retention of dark corridors and green infrastructure buffers to protect bat movement and habitats. 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

- 67 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 right, and if considered to be unacceptable, would fall back to the outline conditions for determination.

- *Outline Conditions 4, 6, 16, 21, 32 and 35*

- 68 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), homes to meet internal space standards (condition 32), and the provision of a Built Heritage Statement (condition 35). These requirements either relate to condition triggers requiring submission of details or are compliance requirements that are met. In addition, where relevant, the submission of this information is relevant to the material considerations outlined in this report and is considered above.

- *Outline Condition 25 – Refuse Strategy*

- 69 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 a proposed 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 within accepted parameters.

Hampshire County Council Highways raise no objection to the principle of the strategy and confirm that a refuse vehicle can traverse the site, 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.

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

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.

- *Outline Condition 31 – Accessible Dwellings*

- 70 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).
- 98% of the 269 units meet Part M4(2), exceeding the 80% target. The five non-compliant units comprise flats over garages.
- One apartment meets Part M4(3). The previously identified 7% M4(3) requirement was demonstrated to be unviable at outline stage, and there is therefore no requirement to provide that level of M4(3) units. The One Horton Heath site overall is required to provide 26 M4(3) units, secured through legal agreement at the Outline stage.

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*

- 71 Condition 58 requires the submission of detailed flood risk mitigation at reserved matters stage. A Drainage Strategy has been submitted which includes an assessment of flood risk. This confirms that the Quobleigh phase lies within Flood Zone 1, that finished floor levels will be significantly above the 1:100 year plus climate change level, and that development is directed away from watercourses. The Environment Agency has no objection to the flood risk strategy.

The areas shown in dark blue in the figure above are the areas at increased flood risk. These relate to Quobleigh Stream and Hearts Stream and are outside of the Quobleigh Breach phase. The lighter blue is the already constructed SUDS basins.



Figure7 – Flood Risk and Drainage

- 72 Condition 61 requires the submission and approval of a detailed surface water drainage scheme prior to commencement of development. The submitted Drainage Strategy and the Maintenance and Management Plan demonstrate that surface water will drain to the constructed strategic SuDS basins, supported by hydraulic modelling and exceedance routing. The Lead Local Flood Authority has reviewed the submitted strategy and has confirmed no objection. It is, therefore, considered that the proposal accords with condition 61.

- Outline Condition 64 - Ecological Mitigation and Management Plan

- 73 Condition 64 of the outline permission requires 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. It does not relate to new habitat creation.

The site baseline comprises hedgerows with more common and widespread habitats such as amenity grassland, improved grassland, marshy grassland and running water. It lies within the 5.6-kilometre buffer of the Solent designated sites. The site also supports foraging and commuting bats, hazel dormouse, a low

population of slow-worm and a small population of great crested newt. In addition, the site has suitability for roosting bats, badger, breeding birds and European hedgehog.

An Ecological Appraisal has been submitted, providing required details including results of updated survey work, and has been reviewed by the Council Ecologist who has confirmed that the adverse impacts on these ecological features have been identified and appropriate mitigation measures such as protection and new planting proposed. The condition information submitted for condition 64 can therefore be agreed.

Ecological enhancement measures (provision of roosting, nesting and hibernacula features) are set out within the submitted Ecological Impact Assessment report, although not required through condition 64. These are considered under condition 71 below.

- *Outline Condition 71 – Ecological Net Gains*

- 74 Condition 71 of the outline planning permission requires the One Horton Heath site as a whole to provide Biodiversity Net Gain (BNG). This is not the statutory requirement for 10% net gain which now exists as the outline application predated this. For each reserved matters phase the condition requirement, beyond the details of habitat creation, is also 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 is not an upfront requirement for the reserved matters parcel.

This phase will deliver on-site ecological enhancements including new areas of grassland, mixed native scrub and a traditional orchard, alongside the enhancement and extension of existing hedgerows. Species-poor and non-native hedgerows will be improved or replaced with species-rich planting, and 243 new native trees will be introduced within streets and public spaces. Green buffers and sustainable drainage features further contribute to habitat diversity and connectivity, forming part of the wider site-wide biodiversity strategy.

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.

- 75 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.

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, a number of new bat roosting units, hazel dormouse nest boxes, pairs of swift boxes on a number of new buildings (to be determined through condition), hibernacula for great crested newts and reptiles, and two domes for hedgehogs within open space.

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 the legal agreement relating to the outline permission. 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 Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Policies S1, DM2 and DM3 of the Local Plan and energy and water elements of the adopted Environmentally Sustainable Development SPD require development to be sustainable in terms of resource use, climate change and energy use. When considering the impact of climate change, the proposed development is expected to be resilient to the potential effects of climate change and is expected to 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, incorporating a fabric-first design aligned with Part L 2021 standards, a targeted 19% reduction in carbon emissions beyond Building Regulations for residential development, a domestic water consumption target of 95 litres per person per day (condition 74 of the outline permission requires post construction verification), and BREEAM 'Excellent' for relevant non-residential buildings (as required through condition 33 of the outline planning permission). The strategy also references passive design measures, natural ventilation, sustainable drainage, green infrastructure, biodiversity enhancement, responsible material sourcing, and provision for active travel and electric vehicle charging.

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 set out the background and conclusions of the July 2025 Appropriate Assessment prepared at outline stage.

For the purposes of this reserved matters application for the Quobleigh Breach phase, a Shadow Habitats Regulation 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 phase-specific Nutrient Neutrality Study has been prepared to support this reserved matters submission. The study demonstrates that, taking account of secured mitigation, the Quobleigh Breach phase achieves better than nutrient neutrality 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. 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, although no significant adverse impacts are predicted for human health or the operational phase. 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. 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 only to ensure that the appropriate mitigation can be effectively delivered on site for the new dwellings. This does not go to the heart of the scheme, or impact the decision making on any of the four reserved matters. 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 contamination report has been submitted at this stage to inform the layout. The findings do not identify any areas of significant or overriding concern across the site. However, an area to the west of Fir Tree Farmhouse has not yet been investigated. This area currently comprises a compound with an area of

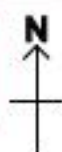
hardstanding, and the surface will need to be broken up to enable appropriate testing to be undertaken.

Further investigative work is therefore necessary to establish the extent of any contamination in this location, if any, and to determine whether mitigation measures are required. This matter will need to be fully addressed in accordance with the requirements of condition 42 of the outline permission.

Conclusion

- 82 The principle of development has been established by the outline permission (O/20/89498) and the current application is therefore assessed on the reserved matters of layout, scale, appearance and landscaping, together with the reserved-matters-related conditions. The proposals accord with the approved Parameter Plans, masterplan and Design Code secured through the outline permission, providing a legible and well-structured phase with an appropriate hierarchy of streets and spaces, a coherent character-led design response and a landscaping framework that reinforces the green edges and public routes. The development has been brought forward in a manner consistent with the approved development framework and does not give rise to impacts beyond those anticipated and assessed at outline stage.
- 83 The scale and appearance are acceptable and consistent with the outline approach, including the gateway flatted buildings, and the development would provide satisfactory living conditions for future occupiers without causing unacceptable impacts on neighbouring amenity. Where limited departures from guidance within the Quality Places SPD arise — for example in respect of certain garden sizes and separation distances — these have been fully assessed and are considered acceptable having regard to the design rationale, proximity to significant areas of public open space and green infrastructure, and the optimisation of land within this allocated and sustainable location. In this context, 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 within a site that has already been found suitable in principle and is supported by an approved masterplan and infrastructure framework.
- 84 Any outstanding technical matters are either secured through the outline conditions or addressed through the recommended reserved matters conditions. Taken as a whole, the reserved matters comply with relevant policies of the Eastleigh Borough Local Plan, the Quality Places SPD and the NPPF, and represent an appropriate and policy-compliant form of development. Approval is therefore recommended.

RM/25/100430



Address: One Horton Heath - Quobleigh Breach
Horton Heath, Fair Oak, Eastleigh

Date: 27/02/2026

Scale: 1:2500

APPENDIX 1

HHDMC - Horton Heath Development Management Committee
17 March 2026

ONE HORTON HEATH RESERVED MATTERS APPLICATIONS

INTRODUCTION REPORT

Outline permission reference: O/20/89498

Reserved Matters application references:

- RM/25/100430 – Quobleigh Breach
- RM/25/100575 – Upper Acre
- RM/25/100614 – The Folds
- RM/25/100615 – The Holme and Homestal

Purpose of this report

1. Reserved matters applications have been submitted for five residential parcels of land within the mixed use development known as One Horton Heath, for which outline planning permission was granted on 27th October 2025 (ref. O/20/89498). The purpose of this report is to set out the planning policy background and context to the One Horton Heath development, and the details of each of the reserved matters submissions will be subject to separate reports.

One Horton Heath – site and surroundings

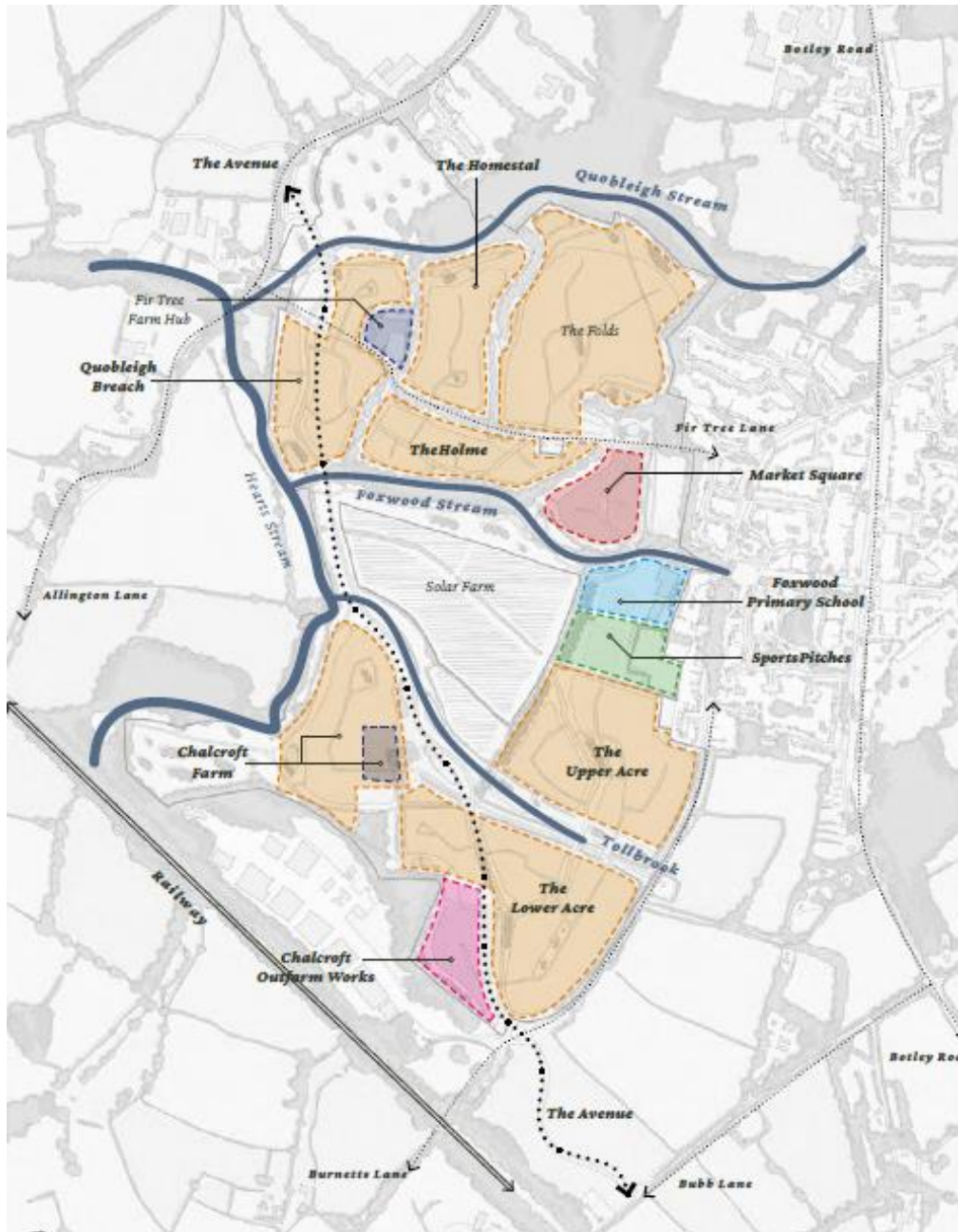
2. The One Horton Heath development site comprises approximately 125ha of predominantly agricultural land, which lies to the west of the village of Horton Heath. The site borders Allington Lane to the north-west, part of Burnetts Lane to the east and Bubb Lane in the southern corner. Fir Tree Lane intersects the site east/west from Allington Lane to Horton Heath, and a new link road known as The Avenue has recently been completed providing a north-west/south-east link from Allington Lane to Burnetts Lane. Chalcroft Solar Park is located towards the centre of the site, but lies outside of the site boundary, and Chalcroft Business Park is located to the south, beyond which is the main railway line running between Hedge End and Eastleigh stations. Fir Tree Farmhouse and its grounds, which lies towards the northern side of the site, is a Grade II listed building and is proposed to be retained as part of the development.
3. The village of Horton Heath is characterised predominantly by dwellings in a suburban form and layout extending either side of the B3354 Botley Road. There are also scattered dwellings located further south along Burnetts Lane and along the section of Allington Lane adjacent to the north-western corner of the site.
4. To the northeast of the site is Quobleigh Woods, which is a Site of Importance for Nature Conservation (SINC) and a habitat for protected

species within Quobleigh Pond. Three watercourses, which are tributaries of the River Itchen, flow through the site and there are ponds at Chalcroft Farm and to the south west of Foxholes Cottage. There is also a SINC located to the west of the site (Field North of Hearts Row), and SINC and ancient woodland located to the south at Chalcroft Business Park. The closest Site of Special Scientific Interest (SSSI) is the River Itchen, approximately 1.1km to the west.

5. The site is also crossed by a number of public rights of way, the main ones being:
 - Fair Oak and Horton Heath Footpath (FOHHFP) 701, which runs east/west between Allington Lane and Horton Heath village;
 - FOHHFP 702, which provides a north/south link between Footpath 701 and Footpath 703;
 - FOHHFP 703, which runs east/west towards the southern side of the site, connecting Allington Lane and Burnetts Lane;
 - FOHHFP 10, located towards the eastern boundary linking between Footpaths 11 and 701;
 - FOHHFP 11, which runs north-east from Fir Tree Lane connecting to other rights of way beyond the site boundary.

Outline planning permission summary

6. Outline planning permission was granted on 27 October 2025 (permission ref. O/20/89498), for a mixed use development comprising up to 2,500 dwellings along with a new local centre, school, employment land and associated infrastructure, open space and sports facilities. Further information on the various elements of the scheme are summarised below:
 - Up to 2,500 dwellings across eight residential land parcels;
 - Local centre comprising a mix of residential, retail, leisure and community uses, a day nursery, employment and food establishments, on land up to 3.5ha;
 - Non residential floorspace on land up to 5ha comprising office, commercial and industrial uses;
 - A three form entry primary school;
 - Public open space including formal sports facilities;
 - Allotments;
 - Provision of new roads, footpaths bridleways and cycle paths.
7. The residential land parcels within the development site are known as the following and are shown on the map below:
 - Quobleigh Breach;
 - The Homestal;
 - The Holme;
 - The Folds;
 - The Upper Acre;
 - The Lower Acre;
 - Chalcroft Farm;
 - Round Copse.



Plan 1: Outline planning permission development parcels

8. The submitted reserved matters applications relate to Quobleigh Breach, Upper Acre, The Homestal & The Holme (combined application), and The Folds.
9. The Lower Acre parcel is already under construction for 381 dwellings following the grant of a separate full planning permission on 5 December 2022, ref. F/20/89500. Resolution to grant planning permission for an amended design of two of the apartment blocks on the southern side of the site has also been given, application ref. X/25/99588.
10. A separate planning application was also granted for the main link road through the site, which has been completed and is known as The Avenue (permission ref. F/21/91185). SuDS works permitted through the link road application have also been completed.

11. Along with the new on-site infrastructure, the outline planning permission also secured various improvements to the wider road network along with improvements and enhancements to other off-site infrastructure and facilities as detailed under the planning obligations section of this report.

Summary of relevant planning permissions and applications

12. A summary of the most relevant planning permissions relating to One Horton Heath are set out below. Where works have been implemented in accordance with these permissions, this has been noted.

- **Distributor Road / Secondary Road – F/23/96631** – Construction of an internal distributor road and associated footways, cycleways, lighting, landscaping and SuDS basins, and diversion of Public Right of Way footpaths FOHHF 701 and 702 – under consideration
- **Lower Acre – X/25/99588** – Variation of condition to amend the design and layout of apartment Blocks A2 and A3 – resolution to grant permission given on 11 December 2025 subject to completion of S106 Deed of Variation.
- **Lower Acre - F/20/89500** – Erection of 381 residential units with public open space, hard and soft landscape works, internal roads, footway/cycleways, associated parking spaces, substation, SuDS and associated infrastructure – permission 5 December 2022
- **Outline application – O/20/89498** – phased mixed-use development comprising severable and separate phases of development consisting of up to 2,500 residential units, local centre, non-residential floorspace, primary school, open space, allotments, infrastructure and utilities, and vehicular access from Allington Lane, Fir Tree Lane and Burnetts Lane – outline permission 27 October 2025

13. Plans and documents from the outline planning application can be viewed via the following link: [Planning Application: O/20/89498](#)

- **Previous outline permissions:**
 - X/19/86303 – Variation of conditions of outline planning permission O/16/79354 – granted 22 October 2019 – Allington Lane roundabout works implemented under this permission.
 - X/19/86475 – Variation of conditions of outline planning permission X/18/4413 – granted 22 October 2019 – Burnetts Lane/ Bubb Lane link implemented under this permission.
 - X/18/84413 – Variation of conditions of outline planning permission O/14/75735 – granted 11 December 2018
 - O/14/75735 – Outline application for up to 950 dwellings and associated roads and infrastructure – outline permission 22 December 2017

- O/16/79354 – Outline application for up to 450 dwellings with new road access and associated infrastructure – outline permission 17 November 2019
- **Link Road - F/21/91185** – Construction of road between Allington Lane and Burnetts Lane with associated footway, cycle paths, water crossings, drainage and landscaping – permission 29 September 2022 and Link Road complete; SuDS work also completed.
- **Chalcroft Farm Photovoltaic Installation** – Relocation of solar panels from west side of solar farm to southern side – granted November 2021 and implemented.
- **Victoria Farm House** – F/21/90865 – Demolition of Victoria Farm House – granted November 2021
- **Chalcroft Farm** – F/20/88950 – Demolition of buildings, dwellings and structures at Chalcroft Farm – granted 18 January 2021 (implemented)
- **Fir Tree Farm** – F/20/88879 – Demolition of buildings at Fir Tree Farm, Foxholes Cottage and garages at Foxholes Farm Cottage – granted 13 January 2021 (implemented)

Reserved Matters (RM) submissions

14. Reserved matters applications have been submitted for five of the residential parcels of the outline scheme. Each application is submitted with details relating to layout, scale, appearance and landscaping, as required by Condition 4 of the outline planning permission. In addition, each application includes some technical information to address other condition requirements from the outline permission. A brief summary of the applications is set out in the table below and each one will be subject to its own detailed report.

Application number	Development parcel	Description
RM/25/100430	Quobleigh Breach	Reserved Matters for erection of 269 dwellings with associated open space, landscaping, cycle and vehicular parking.
RM/25/100575	Upper Acre	Reserved Matters for erection of 424 dwellings with associated open space, landscaping, cycle and vehicular parking.
RM/25/100614	The Folds	Reserved Matters for erection of 629 dwellings with associated open space, landscaping, cycle and vehicular parking.
RM/25/100615	The Holme and Homestall	Reserved Matters for erection of 357 dwellings with

		associated open space, landscaping, cycle and vehicular parking.
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Policy Context and Designations applicable to the One Horton Heath site

- Allocated for mixed use development in Adopted Local Plan Policy HH1
- Solent mitigation and disturbance zone
- New Forest mitigation zone
- Flood Zones 1, 2 and 3
- Public Rights of Way crossing the site
- Quobleigh Pond & Woods Site of Importance for Nature Conservation (SINC)
- Field North of Hearts Row SINC (partially within, partially adjacent)
- Adjacent to Hearts Copse and Chalcroft Distribution Park SINC and ancient woodland
- Hampshire Historic Garden Register (north side of site)
- Minerals safeguarding area (part east side of site)

Development Plan

15. Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require a Local Planning Authority determining an application to do so in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises the Eastleigh Borough Local Plan (2016-2036) and the Hampshire Minerals and Waste Plan 2013. The NPPF and the Planning Practice Guidance constitute material considerations of significant weight.

Development Plan Policies – Eastleigh Borough Local Plan (2016-2036)

16. The One Horton Heath site is allocated for a mixed use development under Policy HH1 of the Local Plan, which sets out the following requirements:
- Provision of a link road from Burnetts Lane to Allington Lane
 - Provision of approximately 1,500 dwellings
 - Provision of approximately 6ha of employment land;
 - Provision of a three form entry primary school and associated facilities;
 - Provision of community facilities including new local centre, community building, early years provision and health facilities;
 - Layout to maximise links and connections to the existing settlement of Horton Heath;
 - Layout to retain and enhance the heritage and architectural value of Chalcroft Farm and Firtree Farmhouse;
 - Provision of vehicular access from Burnetts Lane, Allington Lane, Fir Tree Lane and Anson Road;
 - Provision of footpath, cycle and bridle routes through the site and linking to the wider network and contribution towards implementation of strategic footpath/cycleway route alongside railway;
 - Provision of public open space, sports pitch and green infrastructure;

- Ensuring no adverse impacts on SINCs;
- Provision of a comprehensive landscape framework retaining as many of the existing trees and hedgerows as possible and enhancing biodiversity;
- Provide a sustainable urban drainage scheme to preserve water quality and flows;
- Occupation to be phased to align with delivery of any necessary wastewater network reinforcement.

17. The other Local Plan policies most relevant to the consideration of the submitted reserved matters, include:

- S1 – Delivering sustainable development
- S8 – Historic environment
- S9 – Green infrastructure
- S11 – Transport infrastructure
- S12 – Strategic footpath, cycleway, bridleway links
- DM1 – Criteria for new development
- DM2 – Environmentally sustainable development
- DM3 – Adaptation to climate change
- DM5 – Managing flood risk
- DM6 – Sustainable surface water management and watercourse management
- DM8 – Pollution
- DM10 – Water and waste water
- DM11 – Nature conservation
- DM12 – Heritage assets
- DM13 – General development criteria – transport
- DM14 – Parking
- DM23 – Residential development in urban areas;
- DM24 – Creating a mix of housing
- DM25 – Delivering older peoples housing
- DM28 – Delivering affordable housing
- DM29 – Dwellings with higher access standards
- DM30 – Internal space standards
- DM33 – Provision of recreation and open space facilities with new development
- HH1 – Land west of Horton Heath

Hampshire Minerals and Waste Plan (2013)

18. A small part of the site on the eastern side lies within a minerals safeguarding area, where Policy 15 (Safeguarding - minerals resources) of the Hampshire Minerals and Waste Plan is relevant. The potential for mineral extraction was considered during the outline application process and conditions were imposed to secure the recovery of minerals where feasible.

Supplementary Planning Documents

19. Relevant supplementary planning documents include:

- Quality Places (November 2011), and draft update
- Residential Parking Standards (September 2025)

- Trees and Development (April 2022)
- Accommodation for elderly people and those in need of care (May 2011)
- Planning Obligations (July 2008)

National Planning Policy Framework - Sustainable Development

20. At national level, the National Planning Policy Framework (the 'NPPF' or the 'Framework') is a material consideration of significant weight in the determination of planning applications. The National Planning Policy Framework (the 'NPPF' or the 'Framework') states that (as required by statute) applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise and sets out a general presumption in favour of sustainable development unless material considerations indicate otherwise. A deliverable 5 year supply of housing within each local authority area is required, and if this is not demonstrated a tilted balance in favour of the development applies. Agent of Change principles protect existing businesses.
21. Three dimensions of sustainability are to be sought jointly: economic (supporting economy and ensuring land availability); social (providing housing, creating high quality environment with accessible local services); and environmental (contributing to, protecting and enhancing natural, built and historic environment) whilst local circumstances should also be taken into account, so that development responds to the different opportunities for achieving sustainable development in different areas.
22. Through the outline planning application process, the One Horton Heath development as a whole was assessed in detail in accordance with the three sustainable development objectives. In relation to economic sustainability, the development would provide benefits to the local economy through the provision of a range of new employment opportunities on site during both construction and operation, and through increased spend from new residents.
23. In relation to social sustainability, the development would make a significant contribution towards the Council's housing land supply, providing a range of housing types and sizes to support the housing needs of the Borough. It would also provide new recreation, community and education facilities benefiting both new and existing residents of the area.
24. With regard to environmental sustainability, the environmental impacts of the development were assessed in detail through the outline application process, including ecological impacts, impacts on watercourses, landscape visual impacts, pollution, climate change and energy efficiency. A range of measures were secured as part of the outline planning permission to both protect and enhance the environment and ensure that environmental objectives of local and national policy would be met.
25. The One Horton Heath development as a whole has therefore been determined to meet the sustainable development objectives of the National Planning Policy Framework. The reserved matters submissions provide

further detail of the layout of development, landscaping and housing design to demonstrate how the sustainability objectives will be met through the final design. These matters will be discussed in the detailed reports relevant to each of the reserved matters applications.

National Planning Practice Guidance

26. Where material, the Planning Practice Guidance which supports the provisions and policies of the NPPF should be afforded weight in the consideration and determination of planning applications.

Environmental Impact Assessment (EIA)

27. The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 sets out the procedures for determining whether an Environmental Impact Assessment (EIA) is needed for a development. In accordance with the EIA Regulations, the outline application was determined to be of a type and scale that could result in significant environmental effects and therefore the outline planning application was accompanied by an Environmental Statement (ES). The original ES was prepared in 2020 and subsequently updated by Addendums prepared in 2021 and 2024, the latest being Environmental Statement Addendum 3 (ESA3).
28. The ES covered both the construction and operation phases of the One Horton Heath development and contained the following chapters to assess the potential environmental effects:
- Socio-Economics
 - Air Quality
 - Transport and Access
 - Built Heritage
 - Ecology
 - Water Environment
 - Noise and Vibration
 - Landscape and Visual
29. In relation to the above matters, the ES concluded the following:
- Socio-Economics – Significant addition to housing supply; new primary school to address school capacity; negative impact on GP availability to be mitigated by financial contribution; provision of new open space and green infrastructure resulting in moderate beneficial impact on users of open space and play space over the long term.
 - Air Quality – High risk of dust impacts from construction but mitigated by appropriate measures; low risk of human health and ecological impacts; negligible impact on air quality from nitrogen dioxide and particulate matter.
 - Transport and Access – Construction traffic impacts negligible to slight adverse and temporary in nature (residual effects negligible); long term traffic impacts to be mitigated through junction highway capacity improvements; pedestrian and cycle facility improvements; a public transport strategy; electric vehicle charging provision; and dedicated car club.

- Built Heritage – Potential impacts on listed Firtree Farmhouse but impacts could be reduced through appropriate design.
- Ecology – Design guided by ecological best practice; no likely significant negative effects on biodiversity subject to mitigation measures, including: mitigation for internationally designated sites; hedgerow retention/protection; buffer zones to protect ancient woodland; implementation of Construction Environmental Management Plan; and ecologically designed SuDS to mitigate impacts on watercourses.
- Water Environment – Very low risk of flooding; impacts on surface water flows and water quality to be mitigated through SuDS scheme and measures to ensure sediment and nutrient neutrality; effects assessed are not significant with mitigation in place.
- Noise and vibration – Neutral effects with mitigation in place, to include Construction Environmental Management Plan and appropriate glazing, ventilation and fencing for new units.
- Landscape and visual – Effects would be localised and limited, impacting adjacent residents, recreational users of footpaths and the local road network; scheme to include landscape design measures to protect amenity and meet climate change objectives; concludes some significant visual amenity effects at a local level but needs to be balanced against the benefits of developing an allocated site.

30. The Planning Practice Guidance confirms that for ‘multi-stage’ consents (i.e. outline applications followed by reserved matters), the environmental impacts should be identified and assessed under the principle application (i.e. the outline scheme), as has been the case for One Horton Heath. In accordance with regulation 9 of the Environmental Impact Assessment Regulations (2017), where a Local Planning Authority is satisfied that the information already before them is adequate to assess the significant effects on the environment, there is no requirement to request further environmental information under a reserved matters submission.

31. In this case, the information set out within the ES associated with the outline planning permission is considered to sufficiently identify and assess potential environmental impacts associated with the One Horton Heath development as a whole, and no further assessment is required with the reserved matters submissions.

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

32. One Horton Heath lies within the zone of influence for a number internationally important nature conservation sites and has the potential to impact on the special features for which they are protected. The relevant protected sites include the Solent and Southampton Water Special Protection Area (SPA), Portsmouth Harbours SPA and Ramsar, Chichester and Langstone Harbours SPA and Ramsar, Solent Maritime Special Area of Conservation (SAC), New Forest SPA and River Itchen SAC. The development also has the potential to impact on Sites of Special Scientific Interest (SSSI). In accordance with the Conservation of Habitats and Species Regulations 2017 (as amended), the Local Planning Authority has

a legal duty to ensure that any development would not have an adverse impact on the integrity of these protected sites.

33. As part of the outline application process, the potential impacts of the development on protected sites was assessed in significant detail and an Appropriate Assessment (AA) was prepared setting out the nature of the potential impacts and the mitigation measures required to ensure no adverse impacts would occur. The AA was prepared in July 2025 and addressed potential impacts relating to: atmospheric pollution; recreational disturbance; hydrological impacts; impact on land used by species such as Brent Geese; noise and vibration; non-native species; water abstraction and water pollution. A suite of mitigation measures were outlined in the AA and agreed by Natural England, which included:

- Implementation of a Construction Environmental Management Plan (CEMP);
- Drainage scheme to include naturalised filtration and securing of long term management and monitoring;
- Implementation of sediment control measures;
- Offsetting of nutrient impacts through purchase of nutrient credits from Eastleigh Borough Council;
- Construction of wetlands;
- Provision of Ecological Mitigation and Management Plans;
- Contributions towards the Solent Recreation Mitigation Strategy;
- Bespoke mitigation of recreational impacts on the New Forest, comprising financial contributions to Stoke Common Park Suitable Alternative Natural Greenspace (SANG), creation of on-site mitigation and supplementary payments towards SANG provision in the Borough.

34. The above mitigation measures are secured through either conditions on the outline permission or in the S106 Agreement. As part of the determination of the reserved matters applications, it is necessary to consider whether the potential impacts are fully mitigated by the measures already secured or if there have been any changes in circumstance or new environmental impact not previously identified. This will be discussed within the detailed reports relating to each of the reserved matters applications.

Affordable housing and housing mix

35. Policy HH1 of the Local Plan requires the One Horton Heath development to provide dwellings of a variety of sizes and tenures to meet affordable and specific housing needs, and Policy DM28 sets the required level of affordable housing for major developments at 35%.

36. However, during the outline application process, a detailed viability appraisal was prepared and independently reviewed, which concluded that the development would not be financially viable if affordable housing was provided. Significant contributing factors to the site's development costs were the proposed new and enhanced infrastructure provisions (including roads) and biodiversity mitigation costs. It was therefore determined that the development was not able to provide affordable housing through the

planning process, and this was given careful consideration in the planning balance.

37. The One Horton Heath development will therefore not provide affordable housing through the planning process although the Local Authority is intending to apply to Homes England for funding to allow affordable housing to be delivered on the site through this alternative process. For the reserved matters submissions, it can be confirmed that all housing is proposed as market housing.

38. In relation to housing mix, the S106 Agreement for the outline planning permission (Schedule 5), requires the proposed housing in any phase to broadly align with the following mix:

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

39. The housing mix for each development phase will be set out and assessed in the reserved matters application reports.

S106 Agreement, planning obligations and off site works

40. The outline planning permission is subject to a S106 Legal Agreement (dated 24 October 2025), which secures on and off-site facilities along with financial contributions towards a variety of infrastructure improvements as summarised below:

- Community infrastructure including new community building
- Community development worker
- On-site provision of primary school with community use agreement and special educational needs provision
- Secondary school contributions
- Early years on-site provision
- Contribution towards off-site health facilities;
- On-site sports provision
- On-site allotment provision
- Off-site sports pitch contributions for Lapstone Farm cricket
- On-site public open space and play provision and maintenance
- On and off-site provision for public right of way enhancements
- Off-site footway/cycleway links or improvements
- Off-site highway junction and other highway improvements;
- Public transport provisions
- Older persons accommodation provision
- Public art provision
- Travel Plan including car club, bond and monitoring
- Road traffic order funding (including Burnetts Lane HGV restrictions)
- Electric vehicle charging provision
- Education transport provision
- Solent recreation mitigation contribution
- New Forest mitigation (on-site works and off-site SANG contributions)
- Land management strategy

- Air quality monitoring management contribution
- Employment and Skills Plan
- Commercial and retail floorspace delivery and phasing
- Monitoring requirements

41. Some of the notable on and off-site highway and pedestrian infrastructure improvements would include:

- Enhancements/upgrades to various rights of way across the site and off-site;
- Local road and junction improvements including works to: A27/Allington Lane/Townhill Way; Allington Lane Railway Bridge; Bubb Lane/Tollbar Way; Fair Oak Road/Allington Lane/Sandy Lane/Blackberry Drive signalisation improvements; Fir Tree Lane improvements; Sandy Lane/Winchester Road;
- Financial contributions towards other local road improvements including: Bubb Lane Toucan crossing; Burnetts Lane/Botley Road/Knowle Lane works; and M27 Junction 7 works.
- Delivery/improvement of a foot and cycle link between the site and Hedge End Station and Deer Park Secondary School.

42. The S106 Agreement is legally binding for the One Horton Heath site as a whole and there is no requirement for further legal agreements as part of the reserved matters submissions.

Equalities Implications

43. Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-

- A public authority must, in the exercise of its functions, have due regard to the need to:
 - a. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

44. When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. It is considered that the reserved matters applications for consideration do not raise any equality implications.