

Planning Statement

Land south of Mortimers Lane, Fair Oak

November 2024

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1. Introduction

1.1 This Planning Statement has been prepared by Turley on behalf of Bloor Homes in support of an outline planning application for the development of up to 245 new dwellings and up to 350 sqm of multi-functional hub, mobility infrastructure, with access from Mortimer's Lane, and associated open space, landscaping, and engineering works, at Land south of Mortimers Lane, Fair Oak (hereafter referred to as 'the site').

1.2 The proposed description of development is as follows:

"Outline application for up to 245 dwellings (Use Class C3), up to 350sqm multi-functional space, mobility infrastructure (Use Class Sui Generis), with associated open space, landscaping, infrastructure, and vehicular access off Mortimers Lane, Fair Oak; All matters reserved except for vehicular access off Mortimers Lane and potential pedestrian / cycle connections to the site boundary."

1.3 This Statement explains the nature of the planning application and considers its compliance with planning policy at a national and local level, as well as in relation to other material considerations. It should be read in conjunction with the suite of technical documentation and drawings submitted in support of this application.

1.4 Additional details in relation to, and in support of, the description of the proposed development can be found within the Design and Access Statement, prepared by Pegasus, which also accompanies the application submission.

1.5 This Statement should be read together with the other documents which accompany the application, comprising:

Plan / Report	Reference
Application Forms	
CIL Forms	
Cover Letter	
Planning Statement	Planning Statement Final v2
Statement of Community Engagement	Fair Oak - Statement of Community Engagement v2 002
Design and Access Statement	P23-2261 DAS_REVB
Location Plan	P23-2261_DE_002_01 Site Location Plan_REVC
Framework Plan	P23-2261_DE_007_01_DFP_REVC
Agricultural Land Classification Report	10214 Mortimers Lane Fair Oak ALC 112024
Arboricultural Impact Assessment	edp7852_r001-D-Arboriculture Baseline Note edp7852_r014-B-Arboricultural Impact Assessment
Air Quality Assessment	Mortimers Lane Eastleigh J10-15952A-10 F1

Ecological Impact Assessment (including Surveys)	edp7852_r011-B-Ecological Appraisal
Economic and Public Health Benefits Infographic	Mortimers Lane- Economic and Public Health Impacts Infographic
Biodiversity Net Gain Report	edp7852 BNG
Heritage and Archaeology Statement	edp7852_r006-E-Archaeology and Heritage Baseline
Landscape and Visual Appraisal	edp7852_r007-F-LVA edp7852_d038-A-Landscape Strategy
Transport Assessment	024_8230679_AJ_Transport_Assessment_(Issue_2)
Travel Plan	025_8230679_AD_Travel_Plan
Walking, Cycling Horse-Riding Assessment and Review (WCHAR)	026_8230679_AJ_Fair Oak_Eastleigh_WCHAR_(Issue_5)
Energy and Sustainability Statement	BLOZ3016_SUST_Mortimers Lane Sustainability Statement_Draft_071124 Rev A
Mineral Resource Assessment	ST20664 Mortimers Lane Nov Update MINERAL MANAGEMENT PLAN (ref. ST20664)
Odour Assessment	784-B059926 Fair Oak Eastleigh Odour Assessment 1Nov24zymcs
Noise Assessment	28BE.RP.01.01 noise assessment
Flood Risk Assessment	022_8230679_SI_FR_Assessment_(Issue_3)
Foul Drainage and Utilities	023_8230679_SI_Foul_Drainage_&_Utilities_(Issue 3)
Land Contamination Assessment	GE21215 - DSRv1.1 - NOV24 GE21215 - GIRv2.1 - NOV24

Structure of Planning Statement

- 1.6 This Planning Statement describes the proposals, key material considerations in determining the application, and the economic, social and environmental benefits which will be delivered. Furthermore, it reviews and demonstrates compliance with the approved relevant development plan policies and the policy context advocated in the National Planning Policy Framework (December 2023) (the 'Framework').
- 1.7 The remainder of this Planning Statement is structured as follows:
- Section 2 – Fair Oak Settlement
 - Section 3 – Site and Surroundings

- Section 4 – The Proposed Development
- Section 5 – Pre-Application and Stakeholder Engagement
- Section 6 – Relevant Planning Policy
- Section 7 – Planning Assessment
- Section 8 – The Planning Balance
- Section 9 – Draft Planning Obligations
- Section 10 – Conclusions

2. Fair Oak Settlement

- 2.1 Fair Oak benefits from being strategically located between the M27 and M3, offering access to the wider motorway network. Lying in between the South Downs National Park and New Forest National Park, Fair Oak benefits from a diverse and attractive landscape setting, whilst being strategically well placed in the region to benefit from the extensive public transport connections across the South Hampshire conurbation and the employment, educational and recreational opportunities available.
- 2.2 Fair Oak is a Category 3 settlement within Eastleigh Borough. As one of a few 'larger villages' within the Borough, it has been identified in the Adopted Local Plan (April 2022) as a settlement capable of principally serving the day to day needs of their local catchment, and employment centres.
- 2.3 Fair Oak has a range of community facilities including community halls. Infant, junior and secondary schools are located at the Wyvern College site. A youth facility has been built at Blackberry Drive, on a site that is accessible to residents of both Fair Oak and Horton Heath parish and Bishopstoke Parish. There is a shared GP surgery (paragraph 6.1.23 of the Local Plan, April 2022).
- 2.4 The village centre includes 27 shops and a further 7 at Sandy Lane, of which includes small supermarkets and convenience stores. Other services include a post office, pharmacy, dentist and library¹. There is a reasonable level of local sport and recreational facilities (some shared with neighbouring Bishopstoke Parish).
- 2.5 Fair Oak has been considered since 2018 as a reasonable prospect to deliver a Strategic Growth Option (SGO) based on a range of land ownership, viability, transport, other infrastructure, ecological and other environmental considerations that formed part of the evidence base in the recently adopted Local Plan.
- 2.6 The Council considered whether SGO (in totality) could deliver approximately 5,300 new homes and 30,000 sqm of employment floorspace across two new settlements to the north and east of the existing communities of Bishopstoke and Fair Oak, through a landscape led approach.
- 2.7 The masterplan proposed the creation of two new settlements. A community of approximately 900 new homes situated to the north of Bishopstoke, and a larger settlement of approximately 4,400 new homes to the north and east of Fair Oak. These new communities would be served by dedicated new facilities including appropriate levels of retail and community amenities.
- 2.8 The Inspector examining the submission version of this Local Plan recommended a series of Main Modifications² (April 2020) be made to render the plan sound, the most fundamental modification requested being the deletion of EBC's proposed SGO north of Bishopstoke and north and east of Fair Oak.

¹ [sgo-001-part-1-sgo-paper.pdf](#)

² <https://www.eastleigh.gov.uk/media/7309/ed71-eastleigh-post-hearings-final.pdf>

- 2.9 This comprised a 5,300 dwelling mixed used site, with associated infrastructure that included a significant new link road around these settlements. Approximately 3,350 dwellings were anticipated to be delivered from these sites with the plan period to 2036.
- 2.10 Whilst the Inspector examining the Local Plan concluded the overall housing requirement proposed by EBC was justified, including the contribution proposed to help address unmet housing needs from adjoining LPAs, the Inspector raised concerns with the spatial distribution options proposed by EBC to meet such requirements.
- 2.11 Specifically, the sustainability appraisal work undertaken by EBC to conclude the SGO was the most appropriate strategy out of the reasonable alternatives assessed (not that the merits of the SGO was unacceptable). The Inspector concluded EBC's approach was insufficiently robust to support the allocation of the SGO, and accordingly recommended it be deleted.
- 2.12 The Site itself was promoted for residential use through the current adopted plan and formed part of the draft SGO in the Submission version of the Local Plan. As detailed, the SGO was deleted from the Local Plan at the examining Inspectors request. However, of relevance are the EBC assessments of this Site alone and as part of the SGO itself.
- 2.13 Notwithstanding the removal of the strategic growth options in the recently adopted Local Plan, it demonstrates that through a rigorous process of Examination, that Fair Oak (and Bishopstoke) can sustainably accommodate a strategic level of growth which has been supported by the Council.
- 2.14 To this end, the Council have long considered that Fair Oak is a sustainable location for housing that will aid the Council in delivering their housing need. Fair Oak is an established Tier 3 settlement capable of principally serving the day to day needs of their local catchment, and employment centres. This is exemplified by the identification of a Strategic Development Option in the Local Plan Review Issues and Options consultation (December 2024) at Fair Oak, identifying its capability to accommodate strategic scale development in the Borough. Further detail on this, and the implications for the Site are set out in later sections of this Statement.

3. The Application Site

The Site and Surroundings

- 3.1 The site is located at the east of the built-up area of Fair Oak, and currently comprises two pastured fields extending across 11.06ha (combined) which are divided and bounded by mature hedgerows, scattered trees, and post and wire fencing.



Figure 1: Site Location

- 3.2 The site has a slightly undulating topography, with the highest point of the site approximately 60m above Ordnance Datum (aOD), at the north-west corner abutting Mortimers Lane. The land falls gently to the south within the northernmost field parcel to a height of approximately 58m aOD at the hedgerow dividing the two fields. This hedgerow forms a minor valley between the two fields.
- 3.3 In the southern field the upper, north western area sits on a localised plateau at approximately 58m aOD, falling on a generally uniform gradient of 1 in 24 to the low point of approximately 41m aOD in the south-east corner.
- 3.4 The site is bound to the north by Mortimers Lane, beyond which lies the recently completed development known as 'Pembers Hill Park' (app ref. O/15/77190 /

RM/18/83278). The outline and subsequent reserved matters application sought consent for the construction of 242 new homes comprising 1 and 2 bed apartments and 2, 3, 4, 5 bed family sized homes ranging between 2 – 3 storeys on the edge of Fair Oak.

- 3.5 To the west, the site abuts residential development known as ‘Knowle Lane’ (app. ref. O/13/72490 / R/15/77751) for 73 new homes and southwest at ‘East Knowle’ (F/17/80640 / RM/18/83737) for 34 new 2, 3 and 4 bed homes. These developments extend the built up edge of Fair Oak further east and up to the boundary of the proposed application site.
- 3.6 The land adjacent to the southwest corner of the site was granted planning permission for the development of five general industrial buildings (Use Class B2) in July 2023 (ref. F/20/87889) and is largely completed. Approved plans associated with this development indicates building heights of 2.5 storeys (11m to full height), as well as extending built form eastward, beyond the residential building line set out through the Knowle Lane development.
- 3.7 East Horton Golf Club abuts the east of the site and has been sculpted, heavily managed, and landscaping maintained in accordance with its current use.
- 3.8 The site remains visually well contained by mature tree and hedgerow vegetation on all sides, particularly the southern area.
- 3.9 A group of Grade II Listed Buildings forming Mortimer Farmstead are located beyond the northeastern boundary of the site. Historic England’s records these assets as:
- Mortimers Farmhouse
 - Granary to the west of Mortimer Farmhouse
 - Barn to south west of Mortimers Farmhouse.
- 3.10 The above heritage assets and their setting have been subject to recent planning application ref. F/22/94435 (and associated listed building consent ref. L/23/94460) that sought alterations and extensions and conversion of 4 existing barns including Grade II listed Threshing Barn and Granary to create 4 dwellings, as well as the construction of 5 new dwellings approved in December 2023. At the time of writing, works on site have not started, however the Applicant is aware of recent submission of details to discharge pre-commencement conditions associated with this application, namely:
- DC/24/98260 - Discharge of Condition 7 (Materials) from planning application F/22/94435. Approved November 2024
 - DC/24/97075 - Discharge of Conditions 3 (CEMP), 4 (Contaminated Land), 6 (SuDs) and 18 (Landscaping Scheme) of planning permission F/22/9443. Approved 27 June 2024.
- 3.11 As part of these works, the above development ref. F/22/94435 makes provision for a 1.8m footpath connection from Mortimer’s Farm development westward to link with the existing footpath on Pembers Hill Drive. The proposed development on the application site therefore has the opportunity to connect into this extended footpath

network, providing safe, convenient and direct access to the centre of Fair Oak as well as adjoining developments to the east and west.

Statutory Designations

- 3.12 The site sits outside of, but adjacent to the settlement boundary of Fair Oak that runs adjacent to the site's western and southwestern boundary.
- 3.13 A review of the Government's Flood Risk Map for planning confirms that site is in Flood Zone 1, the lowest category of flooding from rivers and the sea.
- 3.14 The site is located within the Solent Catchment that requires new housing developments to must demonstrate 'nutrient neutrality'. The development site will need to achieve neutrality via an off-site mitigation scheme which would be located within the fluvial catchment zone of the River Itchen.
- 3.15 The site does not contain any Listed Buildings within its boundary and the site is not located within a Conservation Area. Five Grade II listed buildings are located in the site's wider surroundings, including those at Mortimers farm (identified at Paragraph 3.9), as well as East Horton Farmhouse and Barn south of East Horton Farmhouse (circa 650m south of the site).
- 3.16 There are no Tree Preservation Orders (TPO) on site. There are no Public Rights of Way running across the site.
- 3.17 There is no Ancient Woodland within or adjacent to the site boundaries or study area.
- 3.18 There are no designated sites of nature conservation interest located within the site. Land at Knowle Lane, Fair Oak Local Wildlife Site (LWS) is located immediately adjacent the southern boundary of the site and is designated on account of the woodland and grassland it supports.
- 3.19 The site is located within a Minerals and Waste Consultation Area (MWCA), a geographic region based on a Mineral Safeguarding Area (MSA) for Soft Sand, identified on the Hampshire Minerals and Waste Plan.
- 3.20 The site is not subject to any further landscape-based designations nor any environmental designations pertaining to landscape, or ecological constraints which might otherwise constrain development in this location.

Accessibility and Sustainability

- 3.21 The site is considered to be in a sustainable location by virtue of being on the eastern edge of Fair Oak with strong links via road, bus and train, to Eastleigh, Southampton, Winchester and the South Downs National Park.
- 3.22 Mortimers Lane provides direct connection to the centre of Fair Oak to the west of the site, and Lower Upham to the east, with onward connections via the highways network to the centres of Bishop's Waltham, Winchester, Eastleigh and Southampton.

- 3.23 The site has strong links to national public transport, with Southampton Airport located within 5 miles (less than a 20minute drive; 23 minute cycle), Eastleigh Railway Station within 3.5 miles (13 minute drive; 17 minute cycle).
- 3.24 Eastleigh Railway Station provides onward direct connections to the economic and social centres of Winchester (10 minute journey), Salisbury (55 minute journey), Southampton Central (13 minute journey), Portsmouth Harbour (48 minute journey) and London Waterloo (1hour 15minute journey).
- 3.25 Bradshaw Close bus stop currently lies in close proximity to the site (approximately 5 minute walk) with direct connections to the centre of Fair Oak (3 minute journey), Bishops Waltham (10minute journey), Fareham Station (50minute journey).
- 3.26 The Applicant is aware of the adjacent development at Pembers Hill (located to the north of the site). The Pembers Hill development is described in the Committee Report³ (January 2017; ref. O/15/77190) at Paragraph 152 as being:
- “sited in a location that is sustainable in transport terms and could be made more sustainable with the off-site highway improvements and financial contributions required by HCC for improving connectivity and sustainable transport opportunities. Indeed, this was the view given by the Planning Inspector when allowing the Knowle Lane site opposite. The site is reasonably well served by public transport with bus stops on Mortimers Lane with current hourly services to Southampton, Eastleigh and Bishop Waltham, but this would need improvement through transport contributions. Thus the site’s location is sufficiently sustainable in transport terms in relation to its proximity to local facilities and transport infrastructure, with the site’s over all sustainability increasing further if it becomes part of any strategic development site.*
- 3.27 The aforementioned off-site highway improvements include pedestrian and cycle improvements along Mortimers Lane westward towards the social and economic centre of Fair Oak, as well an extension eastwards of the 30mph zone to create a more attractive and well-lit walking and cycling environment east of Fair Oak. This is alongside a range of junction improvements around Fair Oak and beyond along the highways network, including improvements to bus shelters in the vicinity of the Pembers Hill as well as pedestrian/cycle signage and crossing points.
- 3.28 It is considered that the development proposals sought through this application can connect with the implemented measures identified above and provide bespoke mitigation measures where required to offset any impacts associated with the development, increasing the sustainability of the local area to accommodate development.
- 3.29 Furthermore, within the appeal decision for Knowle Lane (February 2015; application ref. O/13/72490 / appeal ref. 2219953⁴), the Inspector stated at paragraph 25 *“the centre of Fair Oak is about a mile away, the walk from the appeal site would be along a straight, continuous and well lit pavement. The new dwellings would not be significantly further from the village than the existing residential development in “High Trees” and*

³ <https://meetings.eastleigh.gov.uk/documents/s50016455/Pembers%20Hill.pdf>

⁴ <https://planning.eastleigh.gov.uk/s/contentdocument/0690Y000000RWpcQAG>

parts of “Mimosa Drive” for example, and there is also a bus stop in close proximity to the Knowle Lane junction. I therefore consider that access to services would be reasonable for those who may not have a private car”.

- 3.30 It is considered that the above assessments apply to the application site, located adjacent to Pembers Hill development to the north, and abutting Knowle Lane to the west. In this context, the site benefits from strong and linear connections within reasonable walking distance of several local facilities as outlined below and detailed within the supporting Transport Statement prepared by Glanville. Local bus services connect the site with Bishops Waltham, Southampton and Eastleigh.

Table 1 Assessment of nearby facilities and amenities from the site

Facility / Service	Distance (m) From the Centre of the Site	Approximate Walking Time (minutes)	Approximate Cycle Time (minutes)
Bus stop	730	9	3
Stokewood Surgery	2400	30	9
Deer Park Farm Industrial Estate	850	11	3
East Horton Business Park	850	11	3
Tesco Express and Esso Petrol Station	1300	16	6
Knowle Hill Park open area and skate park	1500	19	6
Fair Oak Village Centre on Fair Oak Road (includes bus stops, takeaways, a pub, restaurant, butchers, hairdressers, pharmacy, Post Office and retail units)	1600	20	6
Fair Oak Infant and Junior School	1900	24	7

- 3.31 There are a wide range local facilities within Fair Oak village centre, which is 1.4km (approximately 15-minutes on foot or a 2-minute bus ride) from the site. Facilities include convenience shops, restaurants, pubs, post office, pharmacy, schools, gym, village hall, library, places of worship and playing fields.

Planning History

- 3.32 A review of Eastleigh’s online planning portal indicates that the site has no previous applications for development.
- 3.33 We are aware of several sites in close proximity to the site which have been granted planning permission and are of relevance to the surrounding planning context, and character of the area.

Surrounding Context Planning Applications

- 3.34 On the land to the north east of the site (i.e. Mortimer's Farm), there are planning application for alterations, extensions, and conversion of 4 existing barns (including Grade 2 listed Threshing Barn and Granary) to create 4 dwellings and the construction of 5 new dwellings with associated parking was approved by the Council, in September 2023 (ref. F/22/94435).
- 3.35 A number of the pre-commencement planning conditions have recently been discharged through ref. DC/24/97075 relating to SuDS, CEMP, Landscaping and Contamination and ref. DC/24/97096 relating to Materials. The implications of this consent, and the impact on heritage assets in the context of this application is discussed in detail within the accompanying Heritage and Archaeology Statement prepared by the EDP.
- 3.36 The land adjacent to the south west corner of the site was granted planning permission for the development off five general industrial buildings (Use Class B2) and associated landscaping and car parking in July 2023 (ref. F/23/94668). This development is largely complete and pre-commencement conditions have been discharged.
- 3.37 The above permissions, alongside those at Knowle Lane (ref. O/13/72490; 78 dwellings) and East Knowle (F/17/80640; 34 dwellings) to west and Pembers Hill to the north (ref. O/15/77190) for 250 residential dwellings are reflective of the sustainability credentials east of Fair Oak and its capacity to accommodate additional residential development commensurate with its recognition as a Tier 3 settlement in the hierarchy and the availability and accessibility.

Eastleigh Local Plan

- 3.38 The site has undergone extensive assessment and engagement with the local community as part of the examination of the Local Plan for Eastleigh.
- 3.39 The site formed part of the proposed allocation at 'land north and east of Fair Oak' in the submitted Eastleigh Local Plan (2016-2036)⁵ under then Policy S5 as one of two strategic growth options⁶ to support the then proposed housing strategy for Eastleigh. Land north and east of Fair Oak was allocated for 4,300 homes with approximately 3,350 dwellings anticipated to be delivered within the Plan Period between the two sites, along with a new link road.
- 3.40 The Inspector removed the two strategic growth options proposed through the submission Local Plan, citing a flawed approach in the evidence base in the Local Plan that was considered to not justify the selection of the strategic growth option and requirement for a strategic link road. Paragraph 48 of the Inspector's Report acknowledged that there will be a shortfall over the Plan period housing requirement of some 2614 dwellings towards the end of the Plan period, with this shortfall requiring an immediate review "within one year from the adoption of this Plan".

⁵ <https://www.eastleigh.gov.uk/media/3484/final-local-plan-document-june-2018-print.pdf>

⁶ <https://www.eastleigh.gov.uk/media/4142/sgo-001-part-1-sgo-paper.pdf>

- 3.41 Notwithstanding the removal of the strategic growth options, the site represents part of a former strategic allocation within the submitted Local Plan that was endorsed by the Council.
- 3.42 As demonstrated through this Statement and accompanying technical information, the site at Land south of Mortimers Lane is able to come forward without significant infrastructure and address an identified shortfall of housing within the Plan period. Fair Oak has been demonstrated to accommodate additional levels of growth commensurate with its identification as a Tier 3 settlement in the Borough behind the town of Eastleigh, and settlements of Chandler's Ford and Hedge End. This is exemplified by the continued identification of Fair Oak in successive Local Plans as being an appropriate location to accommodate strategic levels of growth without significant detrimental impacts on environmental or landscape constraints that are present elsewhere in the Borough.
- 3.43 The application Site forms part of a Strategic Development Option A for the Issues and Options (SDO A - North east of Fair Oak) in the Eastleigh Local Plan Review Issues and Options Consultation Document (December 2024). The entirety of the SDO-A is considered to deliver circa 4,600 new homes. The Site, grouped alongside land to the north of Mortimers Lane (SDO Sub Area A3) is identified as being able to bring forward approximately 800 new homes.
- 3.44 As exemplified throughout this Statement and supporting material that accompanies the submission, it is considered that the proposed development aligns with the vision for the Fair Oak Local Plan Review, in locating development in areas which are (or can be made) sustainable through appropriate mitigation where required. The development proposals have been designed in manner that safeguards strategic connections into Fair Oak, and other elements in the immediate vicinity to ensure that development can come forward in an appropriate and timely manner, without prejudicing the wider delivery of the SDO.

4. The Proposed Development

4.1 The proposal seeks outline planning permission for up to 245 dwellings and provision of public open space, landscaping, natural greenspace and associated infrastructure and earthworks. Access arrangements are sought in detail off Mortimers Lane, with potential further pedestrian and cycle connections up to the site boundary but full details of appearance, landscaping, layout, and scale reserved for future determination. The application also makes provision for a multi-functional space, including a mobility hub in the northernmost parcel of the site. Whilst the exact form and nature of this space is to be determined at reserved matters and subject to future local engagement, the Applicant is committed to delivering a mobility hub (Sui Generis use) that will make provision for electric vehicle charging points and respective parking bays that raises the sustainability credentials of eastern Fair Oak, beyond what is available at Pembers Hill and Knowle Land developments.

4.2 The proposed description of development is as follows:

“Outline application for up to 245 dwellings (Use Class C3), up to 350sqm multi-functional space, mobility infrastructure (Use Class Sui Generis), with associated open space, landscaping, infrastructure, and vehicular access off Mortimers Lane, Fair Oak; All matters reserved except for vehicular access off Mortimers Lane and potential pedestrian / cycle connections to the site boundary.”

4.3 The application is in outline form with all matters reserved for future consideration except means access of access via Mortimers Lane. As such full planning permission is only sought for *“accessibility to the Site, for vehicles in terms of the positioning and treatment of the vehicular access to the Site”* but excluding *“accessibility within the Site, in terms of positioning and treatment of access and circulation routes within the Site and how these fit into the surrounding access network”*, which will remain reserved matters.

4.4 In summary, the following elements are proposed:

- A mixed residential development scheme comprising up to 245 dwellings with a mix of house sizes and types, that could include apartments and 2, 3, and 4+ bed houses;
- Provision of 35% affordable housing to be delivered on site, fully in accordance with Policy DM28 (Affordable Housing).
- All dwellings compliant with the Nationally Described Space Standards and designed in line with the interim Future Homes Standard and current Building Regulations standard, Part L 2021.
- The Homes for Nature commitment will see a bird-nesting brick or box installed for every new home built, as well as hedgehog highways created as standard⁷.

⁷ [Homes for Nature](#)

- Provision of a multi-functional space at the north of the site, including a mobility hub (Use Class Sui Generis).
 - Vehicular and pedestrian access via Mortimer's Lane, to the north of the site.
 - Provision of 3m wide shared footway and cycleway along the northern boundary of the site, providing connectivity into the centre of Fair Oak.
 - Provision of circa 40% of the site as public open space, to benefit both future and existing residents.
 - Retention of mature trees and hedgerow networks, wherever possible.
 - Additional tree planting and enhanced landscaping across the whole site and along its boundaries to create a soft edge to the development.
 - Ecological enhancements thorough the landscaping scheme, which will help secure on-site biodiversity net gain.
- 4.5 Full details can be found within the submitted drawings and Design and Access Statement. This section seeks to provide a summary to assist in assessing the planning considerations. The application is supported by plans which establish the principles that would be applied that demonstrate how a high-quality and sustainably designed development can be accommodated across the site and for which approval is sought
- Design and Access Statement
 - P23-2261_DE_002_01 Site Location Plan_REVC
 - P23-2261_DE_007_01_DFP_REVC
- 4.6 It is these plans that planning permission is sought pursuant to and that have informed the assessment contained in this application. Full details of the detailed proposals would subsequently be provided through subsequent reserved matters.

Housing

- 4.7 The application proposes a mixed type and tenure as demonstrated in the Design and Access Statement ('DAS'). The proposed development could comprise a mix of apartments and 2, 3, 4, and 5 bed houses, with up to 245 dwellings proposed overall.
- 4.8 Further detail on the exact housing mix (including affordable housing mix) will be sought through discussions with Housing Officers and the Local Planning Authority to ensure the development, including subsequent Reserved Matters Approvals, account for the most-up-to-date assessment of housing need for Eastleigh and Fair Oak.
- 4.9 The submitted Design and Access Statement shows how the development has been informed by the relevant constraints and opportunities. In particular the proposals enable the delivery of a range of housing tenures and types. Properties will vary in size, likely taking the form of one bedroom apartments to five bedroom detached houses. It is proposed that development will subsequently reduce in density towards the fringes of

the Site (already an established character principle of the aforementioned adjacent developments), allowing for greater respect to the adjoining landscape character in this area. As identified within the DAS, submitted in support of this application, the density will achieve an average density of 40dph, with this varying across the site to assist in providing different areas of recognisable character.

Accessibility and Movement

- 4.10 The outline strategy for accessibility and movement around the site has focussed around creating safe, permeable and enjoyable pedestrian environment that is clearly defined with public and private spaces, cycleways, and footpaths whilst acknowledging the inevitable demands of the private car.
- 4.11 Detailed approval is sought in respect of vehicular access into the site only. Vehicle access to the site is proposed via Mortimers Lane to the north through a priority junction with off-site pedestrian and cycle connections to enhance the connectivity of the site to the wider highways network.
- 4.12 The location of the site in relation to the existing residential area means that residents would be able to use the existing footways, cycleways and crossing points provided in the local area for access to local facilities and services within walking distance.
- 4.13 The internal layout of the site will be designed to prioritise active travel users ahead of the private car. The internal layout will therefore be designed so as to be consistent with Manual for Streets (MfS). Where possible, connections to adjoining developments to facilitate pedestrian and cycle movements to the existing community in Fari Oak will be provided. The final design of the internal layout will be agreed as part of subsequent reserved matters applications.
- 4.14 The proposed development also makes provision for a 'mobility hub' at the northern end of the site to provide bespoke electric vehicle charging and car club facilities to further the sustainability credentials of the development. Whilst the exact form and detail of multi-functional space and mobility hub, including matters of form, layout and scale are subject to reserved matters and future engagement with the local community, the Applicant remains committed to provide this critical infrastructure and enable further sustainable connections to and from the site.

Parking

- 4.15 Car parking will be provided in private garages driveways and small parking courtyards and be served by EV charging points. On-street visitor parking will be designed to ensure vehicles can enter and exit spaces efficiently in accordance with guidance contained within Manual for Streets whilst garages will be designed with reference to appropriate local guidance.
- 4.16 The final level of car parking provided across the site will be calculated on the basis of the final development quantum and mix and the EBC parking standards in place at the time of the reserved matters process. The same also applies to cycle parking, which will be provided in garages, and individual cycle storage boxes or sheds in the rear gardens of those dwellings that do not benefit from a garage.

Green Infrastructure and Landscaping

- 4.17 Multiple areas of public open space and landscaping will be incorporated into the proposed scheme and a safe network of connected paths will be delivered to facilitate pedestrian and cycle movement across the site and beyond. In addition to this, it is proposed that the site include a LEAP and LAP for use by future residents and sustain an active and inclusive development.
- 4.18 The developable area has been configured to ensure that the majority of existing trees and hedgerows will be retained and enhanced as part of the wider landscape strategy. The application is supported by a Landscape Strategy which demonstrates how the design of the site has been informed by a landscape led approach through green provision and existing vegetation along the site boundaries being retained and enhanced to maintain the visual amenity.
- 4.19 At present, the existing tree and hedgerow vegetation creates a strong definition and screening to site from the south, east, and west. This will be reinforced by further new hedging and landscaping, with additional planting providing an opportunity for enhancing and increasing biodiversity within the site. The supplemental planting within the site will enhance the sense of place from the development, whilst also aiding wayfinding and identifying different spatial uses.
- 4.20 It is proposed that green links provided throughout the development to both connect to and provide organised and legible visual corridors between the green open spaces. All woodland, tree and mature hedgerow and vegetation features will be retained unless their removal is required to facilitate access across the Site. The loss of sensitive habitats will be avoided as far as possible, and where not possible, suitable mitigation measures will be implemented and agreed with the Local Planning Authority.
- 4.21 The proposed landscape strategy for the Site is to provide and retain a strong pattern of structural landscape elements to integrate the Proposed Development and provide a positive settlement character and transition to the adjoining rural character provided by the heavily landscaped East Horton Golf Club. The landscape strategy seeks to reflect and integrate new built development with the contextual landscape character, located on the sub-urban fringe of Fair Oak, whilst providing positive amenity for new residents and the wider community and be of significant biodiversity value.
- 4.22 The Applicants are committed to delivering a minimum of 10% biodiversity net-gain through mitigation measures to be detailed in discussions with the Local Planning Authority at respective stages of the application and subsequent reserved matters applications. It is anticipated that the BNG Strategy will include on and off site mitigation.

Scheme Delivery

- 4.23 The Applicant is fully committed to bringing forward the Proposed Development as soon as planning permission is granted. The Site is located within a key gateway to Fair Oak and forms a sustainable extension to the town, providing modern and bespoke facilities. There are no identified impediments to delivery.

- 4.24 The Applicant has a strong record of delivery and engagement within Eastleigh Borough, having delivered high quality residential communities at Boorley Park, Botley (app. ref. R/15/77595), and Crowd Hill Green, Fair Oak (outline app ref. O/13/73707; and subsequent reserved matters R/14/75539; R/15/76118; R/15/77067; R/15/77100; R/16/78543) being fully complete with public open spaces, local areas of play.
- 4.25 As such, in line with paragraph 38 of the Framework, the Proposed Development will deliver economic, social and environmental benefits on and/or surrounding the Site, with commitment from the Applicants to bring forward a high quality development.

5. Pre-Application and Stakeholder Engagement

- 5.1 Eastleigh Borough Council's Statement of Community Involvement (May 2024) states that the Council expects developers undergo pre-application engagement:

Applicants are encouraged to approach the council for pre-application advice, particularly in more complex cases, which will provide an opinion on the likely acceptability of proposal. This allows schemes to be amended and relevant matters addressed before a planning application is made ... it is highly advisable for their own benefit that developers undertake pre-application involvement with key consultees and the local community in line with this statement

- 5.2 The Applicants have sought to engage with relevant parties, including Eastleigh Borough Council and Hampshire County Council, in the preapplication process, recognising the benefits this can provide to the application process for all parties, and to contribute towards the evolution of the proposals by resolving issues at the pre-application stage (in accordance with paragraph 41 of the NPPF).
- 5.3 This section of the Planning Statement outlines the pre-application consultation undertaken with the local community and stakeholders as well as the pre-application discussions held with the Local Planning Authority and Hampshire County Council.

Community Engagement

- 5.4 The Applicants have engaged with the local community in order to seek the views of local residents on the proposals. A number of methods of community consultation have been used to engage and understand the views of local residents on the Proposed Development including a consultation website and consultation flyer.
- 5.5 Information regarding the proposals and the community consultation process was shared with key stakeholders and a summary of the stakeholder engagement is outlined below. Further details are provided within the Statement of Community Engagement submitted alongside the respective application. Prior to the opening of the public consultation, Fair Oak & Horton Heath Parish Council and the Fair Oak & Horton Heath ward members (Cllr Couldrey, Cllr Marsh, and Cllr Broomfield) and the Leader, were contacted to make them aware of the upcoming consultation.

Consultation Website

- 5.6 A digital consultation website (www.mortimerslaneconsultation.co.uk) was created to provide information regarding the project team, planning context, and overview of the proposals, a feedback page, and information on how to contact the project team. The website had a total of approximately 2,300 views.
- 5.7 An online consultation took place on 18th July 2024 and ran for 3 weeks (ended on 8th August 2024).

Consultation Flyer

- 5.8 A flyer was posted to a total of 1,500 addresses located close to the Site. The area was chosen to capture the existing residents of Fair Oak, to ensure they were informed of

and could comment on the proposals. This contained information about the consultation and the ways residents could view the proposals, provide their feedback, and get in touch with the project team.

- 5.9 A total of 182 feedback forms were received via the website feedback form and emails. All the feedback has been reviewed and analysed by the project team and have informed the subsequent development proposals sought through this application. Further details are available within the Statement of Community Engagement prepared by Turley Strategic Communications that supports this submission.
- 5.10 Local residents can continue to comment on the planning application through the consultation process guided on the Council's online planning portal.

Pre-Application Advice

- 5.11 The Applicants have had regular engagement and dialogue with Eastleigh Borough Council. The Applicants have, and continue to show, their commitment in ensuring that land south of Mortimers Lane remains suitable, deliverable, and achievable site in the Borough, that broadly aligns with the Vision identified within the adopted Eastleigh Local Plan, and subsequently the emerging Issues and Options Consultation.
- 5.12 The Applicants have engaged with Eastleigh Borough Council through the form of pre-application service, which commenced in December 2023. This includes detail of the proposed development, the vision for the site, and material needed to accompany the application.
- 5.13 Specific pre-application advice has also been sought from HCC Highways; HCC (LLFA) and Southern Water. The scope of the Transport Assessment is based on the scoping technical report which was issued to HCC and has been informed by their feedback set out below.
- 5.14 On 26th April 2024 a site visit and in-person meeting took place on the site with the Case Officer and Landscape Officer and the Applicant. Key points raised on the site visit include:
- Provision of formal play areas on-site in addition to any informal naturalistic play.
 - Architectural design of recent developments in Fair Oak and where these have been successful with key points to consider to best assimilate this development
 - Proposed Access into the site and connectivity between the northern and southern parcels in respect of existing trees / vegetation present on site.
 - Sloping landform north to south across the site. The provision of high density and taller buildings at the southern part of the site was discussed.
 - Exploring the options to provide a pedestrian connection/link to the Knowle Lane development at the west of the site as this will likely be a desire line for pedestrians.
 - Consideration to a dedicated green landscape corridor through the site.

- 5.15 Formal written pre-application advice was received in May 2024 (ref. Q/23/96485) and constructive discussions regarding the development proposals have been ongoing following this date. This includes further site visit and engagement in November 2024 with arboricultural and ecology officers respectively to gain a further understanding of the characteristics present on-site and the broader design of the proposals.

Lead Local Flood Authority

- 5.16 In November 2023 a pre-application advice request was issued to Hampshire County Council as the Lead Local Flood Authority (LLFA). The pre-application request comprised of a Pre-application Technical Note which gave a brief overview of the flood risk to the site and the applicant's proposals with regard to drainage.
- 5.17 A virtual pre-application meeting with Hampshire County Council LLFA took place on 11th January 2024. The Flood Map for Planning and other published flood mapping was reviewed, and it was agreed that the site is within Flood Zone 1 and is considered at low risk of other sources of flooding.
- 5.18 The LLFA issued written pre-application advice on 15th January 2024 confirming that restricted discharge to the local ditches and watercourses surrounding the site is the most sensible strategy to pursue for this site.

Hampshire County Council Highways

- 5.19 A 'Transport Scoping Note' prepared accompanied a pre-application submission to Hampshire County Council (HCC) Highways (ref. 6/3.9/320). The HCC provided a pre-app response letter dated 14th September 2023. The Pre-Application response addressed the following points:
- Walking and Cycling – Accessibility to local shops and services, as well as the local schools. The quality of active travel provision connecting the site to the village centre and local schools will be important in determining the sustainability of the site and noted that there is a scheme planned by HCC which will widen the southern footway on Mortimers Lane to at least 3m in width to provide a Shared Use Path.
 - Buses – HCC considered that the level of bus provision from the site and any future application will need to consider how this can be improved to reduce the reliance on the private car from any future development; and
 - Scope of Assessment – The overarching scope and methodology of Transport Assessment to address matters of
 - a) Walking, Cycling and Public Transport Networks in Fair Oak;
 - b) Personal Injury Collisions;
 - c) Trip Rates;
 - d) Trip Assignment and Distribution;
 - e) Committed Developments / Growth Rates; and
 - f) Junction capacity assessments.

- Mitigation - Given the scale of the proposed development, the Highway Authority would likely require sustainable modes mitigation to improve the credentials of the site.

Southern Water

- 5.20 In 2023 a pre-application advice request was issued to Southern Water (ref. 12292) to request whether their local public sewer network had sufficient capacity at the current time to accommodate the site.
- 5.21 Southern Water issued written advice on 13th October 2023 which noted that they do not currently have sufficient capacity in the local sewerage network, but that they have a duty to provide such capacity, and they would aim to have this in place within 24 months following the date that planning has been granted.

Environmental Impact Assessment

- 5.22 In addition, the application has been the subject of screening opinion under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. A formal screening request was made to the Council under V/24/98389 the Regulations and an opinion was given on 15 November 2024. The Council confirms that, in their opinion, the proposed development would not be likely to have significant effect on the environment by virtue of factors such as its nature, size, or location. Accordingly, in the Council's opinion, the proposed development is not 'EIA development' within the meaning of the 2017 Regulations (as amended).
- 5.23 A copy of the EIA Screening Opinion is enclosed in Appendix 1.

Summary

- 5.24 Further commentary on the evolution of the design of the site is provided within the supporting Design and Access Statement.
- 5.25 The written Pre-Application advice note also identifies potential heads of terms for discussion and negotiation at the requisite time in the application process.

6. Relevant Planning Policy

- 6.1 This section of the Planning Statement outlines the statutory Development Plan and other material considerations relevant to the determination of this planning application.
- 6.2 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 6.3 At a national level, relevant planning policy and guidance is set out within the National Planning Policy Framework ('the Framework') published in December 2023 and the associated Planning Practice Guidance ('the PPG') updated as an online resource.
- 6.4 The adopted Development Plan for Eastleigh Borough Council comprises the following:
- Eastleigh Borough Local Plan 2016 – 2036 (adopted April 2022).
 - Hampshire Minerals and Waste plan (2013)
- 6.5 In addition, there are also a number of Supplementary Planning Documents (SPDs) that are considered to be of relevance to the application:
- Affordable Housing (December 2023)
 - Residential Parking Standards SPD (2009)
 - Housing Mix SPD (2003)
 - Trees and Development SPD (2022)
 - Quality Places (November 2011)
- 6.6 The site is not located within a Neighbourhood Plan area.

Adopted Local Plan

- 6.7 The Eastleigh Borough Local Plan 2016 – 2036 was adopted in April 2022 and covers the strategy for the delivery of new homes, jobs and infrastructure in Eastleigh to 2036.
- 6.8 The Vision for the Local Plan seeks to ensure development “*delivers a strong and sustainable economy with an adequate supply of housing and infrastructure that supports improved standards of living for residents while protecting the distinct identity of towns and village ... promoting thriving and healthy communities*” (emphasis added).
- 6.9 Paragraph 2.10 identifies a major challenge for the Borough is accommodating a significant increase in new housing to meet housing needs. New housing is needed to serve the Borough's population and also to assist in meeting the wider needs of the sub-region of which the Borough forms a part (Partnership for South Hampshire).

- 6.10 In this context, Paragraph 2.11 of the Local Plan recognises there is a “significant need for affordable dwellings in the Borough”, with house prices approximately 9.3 x annual earnings. Indeed, figures from 2016 demonstrate that there was 1,890 households registered who could not afford to buy or rent a property.
- 6.11 The Local Plan identifies a range ‘Prosperous Place issues’ to be addressed through the Local Plan, of which three of the top four issues relate to the Delivery of enough Homes (P1); Delivering affordable homes to buy or rent (P2) and; Ensuring a mix of homes and high quality housing (P4).
- 6.12 In respect of Green Infrastructure and ‘Green Borough Issues’, the Local Plan identifies the following: Maintaining the identity of, and separation between, settlements (G1); Protecting and enhancing biodiversity (G3) and; Ensuring adequate access to new development sites (G12) amongst other matters.
- 6.13 The Local Plan also recognises ‘Healthy Community Issues’, that seeks to Encourage healthy lifestyles (C1) and Delivering a high quality of life (C6).
- 6.14 The specific policies found within the Local Plan that are of relevance to the consideration of this development are summarised below:
- **Strategic Policy S1 – Delivering Sustainable Development:** To be sustainable, new development in the Borough should meet community needs without compromising the identity of the Borough, minimise the need to travel longer distances and, where travel is necessary, prioritise more sustainable forms of transport, such as active travel, and seek opportunities to optimise density of new development and redevelopment
 - **Strategic Policy S2 – Approach to New Development:** The Council will promote the delivery, over the plan period 2016-2036, of a minimum of 14,580 new dwellings, ensuring a minimum 5 year supply (plus appropriate buffer) of deliverable sites across Eastleigh Borough. The Council will support the provision of an average of 200 (net) new affordable homes per annum.
 - **Strategic Policy S5 – New development in countryside:** Planning permission will be granted for new development in the countryside provided it is related to residential extensions, community, tourist, or visitor uses, outdoor recreation, allotments, cemeteries and essential public utilities. In permitting new development in the countryside the Borough Council will seek to the intrinsic character of the landscape; avoid sterilisation of mineral resources; and safeguard the best and most versatile agricultural land.
 - **Strategic Policy S8 – Historic Environment:** The Borough Council will continue to conserve and/or enhance the Boroughs heritage assets in a manner appropriate to their significance.
 - **Strategic Policy S9 – Green Infrastructure:** the Council will seek to achieve the provision, retention and/or enhancement of the following forms of multi-functional green infrastructure.

- **Policy DM1 – General Criteria for New Development:** All new development should, inter alia, make efficient use of the site, where possible enhance residential amenities of both new and existing resident, biodiversity and significance of heritage assets or at least not have an unacceptable impact on the above.
- **Policy DM2 – Environmentally Sustainable Development:** all new build residential development (C3 Use Class only) must achieve at the time a Reserved Matters or Full Planning Application is submitted, a 19% improvement in predicted carbon emissions, compared with the building regulations standard current at the time, and a predicted mains water consumption of no more than 110 litres/person/day
- **Policy DM3 – Adaption to Climate Change:** All development should be designed to adapt to the predicted climate change impacts for the Borough, including reducing the potential impacts of surface water flooding, sustainable drainage systems need to be implemented as part of an integrated SuDS strategy for the site in accordance with policy DM6 (Sustainable surface water management and watercourse management)
- **Policy DM5 – Managing Flood Risk:** Development should not increase flooding elsewhere and Sustainable Drainage Systems (SuDS) must be designed in accordance with policy DM6.
- **Policy DM6 – Sustainable Surface Water Management and Watercourse Management:** New development will only be permitted if it incorporates Sustainable Drainage Systems (SuDS). On sites of 1 hectare or more, SuDS schemes should include at least three forms of naturalised filtration
- **Policy DM8 – Pollution:** Development will not be permitted if it is likely to cause loss of amenity or impact on public health or other unacceptable environmental impacts through air pollution; noise or vibration; land contamination.
- **Policy DM9 – Public Utilities and Communications:** New development will only be permitted if the essential utilities infrastructure including communications infrastructure required to serve it is available. Where off-site utilities infrastructure is not adequate to serve a development site, developers will be required to contribute to the costs of new off-site provision in consultation with the utilities providers.
- **Policy DM10 – Water and Wastewater:** Where new water supply or waste water infrastructure is required or proposed in support of new development the development will be phased alongside the provision of the infrastructure to ensure compliance with the Habitats Regulations and the avoidance or mitigation of any other adverse impacts
- **Policy DM11 – Nature Conservation:** The Council will determine planning applications to protect, conserve and enhance all international, national and local nature conservation designations; and networks of natural habitats and features and facilitate their adaptation to climate change wherever possible
- **Policy DM12 – Heritage Assets:** Development of a heritage asset or within its setting will be permitted provided it does not harm or detract from the significance or special interest of the asset, and sustains and enhances its special character and qualities.

- **Policy DM13 – General Development Criteria – Transport:** All new development must have safe and convenient access to the highway network and make provision for access to, and by, other transport modes including public transport and cycle and pedestrian routes as appropriate.
- **Policy DM14 – Parking:** New residential development will be required to provide off-highway parking which is adequate in terms of highway safety/traffic management. Provision will take account of the adopted Eastleigh Borough Council's Residential Parking Standards SPD which sets out minimum requirements for parking provision
- **Policy DM24 – Creating a Mix of Housing:** Applicants for market residential and mixed-use schemes will be required to demonstrate how the proposal contributes to the overall mix of housing in the Housing Market Area, informed by the current need, current demand and existing housing stock
- **Policy DM28 – Delivering Affordable Housing:** 35% affordable housing will be required as part of new housing developments, where the proposal comprises sites of 0.5 ha or more and on sites with, or capable of accommodating, 10 dwellings or more
- **Policy DM29 – Dwellings with Higher Access Standards:** 100% of dwellings meet at least Part M4(1) standard (Visitable dwellings); including a target of 80% of dwellings on each site meet Part M4(2) standard. For major new-build development of 40 residential units and above:
 - at least 2 dwellings or 7% (if higher number) of all market housing meeting the Part M4(3) (2)(a) standard for wheelchair adaptable dwellings;
 - at least 1 dwelling or 8% (if higher number) of all affordable housing meeting Part M4(3) (2)(b) standard for wheelchair accessible dwellings; and
- **Policy DM32 – Provision of recreation and open space facilities with new development:** All new residential development shall contribute to the achievement of the quantitative, qualitative and accessibility standards for recreation and open space facilities in the Open Space Needs Assessment 2017. The level of provision and contribution will vary depending on the existing areas of open space located within the distance set by the accessibility standard and the size of the proposed development.
- **Policy DM34 - New and Enhanced Recreation and Open Space Facilities:** The provision, extension or enhancement of public and private recreation and open space facilities will be permitted provided in the countryside if new buildings will be limited to those ancillary to and essential for the use of the land for outdoor sport and recreation
- **Policy DM36 – Community, Leisure, and Cultural Facilities:** In the countryside the development of new community, leisure or cultural facilities (other than cemeteries addressed at DM37) will not be permitted other than by re-use of existing building. The developers of new housing that is likely to increase use of local community, leisure or cultural facilities will be required to contribute to or provide any enhancement of existing facilities or new facilities necessitated by their schemes.

- **Policy DM38 - Funding infrastructure:** Development will be permitted provided that the developer has made arrangements for the provision of, or for contributions to the improvement of, any infrastructure, services, facilities or amenities necessitated by the development proposed, by means of either S106 or, should it be introduced in the Borough in the future, the Community Infrastructure Levy.

Hampshire Minerals and Waste plan

- 6.15 The Hampshire Minerals and Waste plan (adopted 2013), aims to secure a sufficient supply of minerals to support economic growth and enough waste management sites until 2030, whilst preserving the landscape of Hampshire.
- Policy 7: Conserving the historic environment and heritage assets: Minerals and waste development should protect and, wherever possible, enhance Hampshire's historic environment and heritage assets, both designated and non-designated, including the settings of these site
 - **Policy 15: Safeguarding** - mineral resources: Hampshire's sand and gravel (sharp sand and gravel and soft sand), silica sand and brick-making clay resources are safeguarded against needless sterilisation by non-minerals development, unless 'prior extraction' takes place. Development without the prior extraction of mineral resources in the Mineral Safeguarding Area may be permitted subject to set criteria.

Emerging Local Plan

- 6.16 Eastleigh Borough Council has started work on a review of the Eastleigh Local Plan 2016-2036 (adopted April 2022). This will set out the policies and plans to guide future development in the Borough.
- 6.17 A Call for Sites process took place and ended in September 2023. The Mortimer's Lane site was submitted to the Call for Sites process for consideration. The site is considered suitable, available and achievable for development noting its previous allocation in the submitted Eastleigh Local Plan and the intention of the Applicant to bring forward the site for residential development on the edge of Fair Oak.
- 6.18 The latest Local Development Scheme was published in June 2023 and outlines the following key stages:
- **Issues and Options consultation (regulation 18)** – Autumn 2024 – Spring 2025
 - **Decision on the overall scale of growth which can be accommodated and the preferred sites and approach for development** – Summer 2026
 - **Pre-Submission Plan consultation (regulation 19)** – Autumn 2027
 - **Local Plan submission** – Spring 2028
 - **Examination and Hearing Sessions** – Spring 2028 – Spring 2029
 - **Adoption** – Spring 2029

- 6.19 We are aware that the Council intends to undergo Regulation 18 consultation on its Local Plan Issues and Options between 4th December and Wednesday 29th January 2025.
- 6.20 As part of this process, it is recognised that the Government are consulting on proposals that assess the housing need in Eastleigh to equate to 902 homes per annum. At present house prices in the Borough are 9.6 times higher than earnings.
- 6.21 Based on the need for new homes per annum relating specifically to Eastleigh Borough alone, there is therefore a need to accommodate 18,040 homes between the period 2024 – 2044. We note that this does not account for the potential unmet needs from neighbouring authorities that may not be able to address their own needs in full.
- 6.22 Through the Issues and Options consultation, the Council have identified four different Strategic Development Options (SDO) in chosen locations around the Borough which avoid extensive areas of the most important (international and national) designations, and may have the ability to create and deliver new communities which respect the Borough's other important characteristics.
- 6.23 The application site forms part of SDO A – North east of Fair Oak, identified as delivering up to 4,600 new homes in Eastleigh. The site forms sub-parcel A3 with an adjoining parcel north of Mortimers Lane capable of delivering up to 800 new homes in combination between the two parcels.
- 6.24 Due to the very early stages of the emerging Local Plan preparation, and in accordance with Paragraph 48 of the Framework (2023) it is acknowledged that Regulation 18 Consultation document carries limited weight. The Applicant will continue to engage with the Local Plan Review process and submit representations as part of the Issues and Options Consultation.

Supplementary Planning Documents

- 6.25 The **Residential Parking Standards SPD** was adopted in 2009 and outlines the details of the parking requirements for new residential development proposals. The adopted SPD includes a car and cycle parking requirements tables based on property size. The SPD also notes that a minimum of 20% unallocated car parking is required, and that garages of 6m x 3m count towards the car parking provision.
- 6.26 The Council are in the process of preparing a new Parking Standards SPD, with consultation on a draft SPD ending in September 2023. When adopted, this SPD will replace the existing guidance on how the Council will apply cycle and vehicle parking standards for residential and non-residential development in the Borough.
- 6.27 The **Housing Mix SPD** was adopted in February 2003. This SPD is considered to be very dated and key details within this SPD have been superseded by relevant policies in the Local Plan, such as Policy DM24 (Creating a Mix of Housing).
- 6.28 The **Trees and Development SPD** was adopted in 2022 and provides 'key points' which should be addressed within development proposals.

- 6.29 The **Affordable Housing SPD** provides guidance on the implementation of policy DM28 in the adopted Eastleigh Borough Local Plan 2016-2036. This relates to the provision of affordable housing as a proportion of the total number of new dwellings on appropriate development sites.
- 6.30 The **Quality Places SPD** was adopted in November 2011 provides guidance for all those involved in creating new buildings and spaces in the Borough of Eastleigh. Good urban design is an essential part of our plans for delivering high quality sustainable development. New development should respect, enhance and create places which are attractive and of real quality

National Planning Policy Framework

- 6.31 At a national level, relevant planning policy and guidance is set out within the National Planning Policy Framework (December 2023) that covers a range of land issues including, transport, infrastructure, the economy, climate change and the natural and historic environments. The following paragraphs of the NPPF are considered of particular relevance to the determination of this application.
- **Paragraph 7** of the Framework sets out that the purpose of the planning system is to contribute to the achievement of sustainable development.
 - **Paragraph 8** of the Framework states that the planning system has three overarching objectives
 - *an economic objective* – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth;
 - *a social objective* – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, and
 - *an environmental objective* – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, and mitigating and adapting to climate change, including moving to a low carbon economy.
 - **Paragraph 10** of the National Planning Policy Framework outlines that at the heart of the Framework is a '**presumption in favour of sustainable development**'.
 - **Paragraph 11** Plans and decisions should apply a presumption in favour of sustainable development.

For decision-taking this means:

- c. approving development proposals that accord with an up-to-date development plan without delay; or

d. where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

(i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

(ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole

Decision Taking

- **Paragraph 38** Local planning authorities should approach decisions on proposed development in a positive and creative way. Decision-makers at every level should seek to approve applications for sustainable development where possible.
- **Paragraph 41:** Statutory planning consultees will need to take the same early, pro-active approach, and provide advice in a timely manner throughout the development process. This assists local planning authorities in issuing timely decisions, helping to ensure that applicants do not experience unnecessary delays and costs.
- **Paragraph 47** Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible, and within statutory timescales.
- **Paragraph 48** states that local planning authorities may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given)
- **Paragraph 50:** Planning conditions should be kept to a minimum and only imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects.
- **Paragraph 57:** Planning obligations must only be sought where they meet all of the following tests:
 - (i) necessary to make the development acceptable in planning terms;
 - (ii) directly related to the development; and
 - (iii) fairly and reasonably related in scale and kind to the development

Delivering a sufficient supply of homes

- **Paragraph 60** of the Framework emphasises the need to support the “Government’s objective of significantly boosting the supply of homes”, by making sure that “a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed”.

- **Paragraph 62** of the Framework seeks the delivery of a wide choice of high quality homes, increased opportunities for home ownership and sustainable, inclusive and mixed communities.
- **Paragraph 74** The supply of large numbers of new homes can often be best achieved through planning for larger scale development, such as new settlements or significant extensions to existing villages and towns, provided they are well located and designed, and supported by the necessary infrastructure and facilities (including a genuine choice of transport modes).

Promoting healthy and safe communities

- Chapter 8 of the Framework outlines how planning policies and decisions should aim to achieve healthy, inclusive and safe places.
- **Paragraph 96** states that planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other.
- **Paragraph 97** states To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision and use of shared spaces, community facilities and other local services to enhance the sustainability of communities and residential environments.
- **Paragraph 99** Access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities.
- **Paragraph 102** notes that access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities.

Promoting Sustainable Transport

- Chapter 9 of the Framework guides the important role transport plays in achieving sustainable development, seeking to maximise sustainable transport solutions.
- **Paragraph 109:** Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health.
- **Paragraph 114:** It should be ensured that appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location. This includes safe and suitable access to the Site can be achieved for all users; any significant impacts from the development on the transport network (in terms of capacity and congestion), can be cost effectively mitigated to an acceptable degree.
- **Paragraph 115:** Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

- **Paragraph 116:** Development should give priority first to pedestrian and cycle movement and facilitate access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use.
- **Paragraph 117:** All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment.

Making efficient use of land

- **Paragraph 123** emphasises that planning policies and decisions should “*promote an effective use of land in meeting the need for homes and other uses*”. This includes accommodating objectively assessed needs.
- **Paragraph 124** asks that policies and decisions should support development that makes efficient use of land, taking into account: – *“the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;*
 - *local market conditions and viability;*
 - *the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;*
 - *the desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change; and*
 - *the importance of securing well-designed, attractive and healthy places”.*
- **Paragraph 128:** Planning policies and decisions should support development that makes efficient use of land, taking into account the identified need for different types of housing and other forms of development and the desirability of maintaining an area’s prevailing character and setting.

Well-Designed Places

6.32 Chapter 12 sets out the importance of the design within the built environment

- **Paragraph 131** highlights that the “beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities”.
- **Paragraph 135** Planning policies and decisions should ensure that developments will function well and add to the overall quality of the area; are sympathetic to local character and history; establish or maintain a strong sense of place; optimise the potential of the Site to accommodate and sustain an appropriate amount and mix of development; and create places that are safe, inclusive and accessible and which promote health and well-being.

- **Paragraph 136** emphasises that trees make an important contribution to the character and quality of urban environments, and can also help mitigate and adapt to climate change.
- **Paragraph 137:** Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.

Meeting the challenge of climate change, flooding and coastal change

6.33 Chapter 14 of the NPPF focusses on the delivery of renewable and low carbon energy and associated infrastructure through new development. Opportunities relate to the landform, layout, building orientation, massing and landscaping of proposed development.

- **Paragraph 157** of the Framework sets out that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change.
- **Paragraph 165:** Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.
- **Paragraph 173:** When determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere.
- **Paragraph 175:** Major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate.

Conserving and enhancing the natural environment

- **Paragraph 180** Planning policies and decisions should contribute to and enhance the natural and local environment by, amongst other things, minimising impacts on and providing net gains for biodiversity;
- **Paragraph 191:** Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment.

Conserving and enhancing the historic environment

- **Paragraph 195:** Historic assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.
- **Paragraph 200:** In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

- **Paragraph 205:** When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be).
- **Paragraph 208:** Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

Planning Practice Guidance

- 6.34 The Planning Practice Guidance (PPG) provides direction on the consideration and determination of planning applications, alongside various other technical and procedural matters, supporting the overall implementation of the policies contained within the Framework.

Consultation Draft National Planning Policy Framework (July 2024)

- 6.35 The draft NPPF was published for consultation in late July 2024 alongside a number of letters to bodies such as local planning authorities and the Planning Inspectorate which stress the importance attached to planning for new homes.
- 6.36 It is acknowledged that the draft NPPF is still liable to change, and thus, the weight attached to the consultation draft is limited. However the Written Ministerial Statement⁸ that accompanied the draft Framework is considered a material consideration in indicating the direction of travel of national planning policy.
- 6.37 For the purposes of this this Statement, a summary of the key changes set out to housing supply and requirement matters considered relevant the development proposals is provided below, should revised national legislation be adopted during the determination process of this application.
- 6.38 Paragraph 24 has been updated to include the following text:

“Effective strategic planning across local planning authority boundaries will play a vital and increasing role in how sustainable growth is delivered and key spatial issues, including meeting housing needs, delivering strategic infrastructure, and building economic and climate resilience, are addressed.”

- 6.39 It is understood that Eastleigh Borough Council are one of seven Local Authority members of the Partnership for South Hampshire (PfSH) to guide future local plans and housebuilding and development in the sub-region, addressing areas of unmet need and areas of significant environmental and landscape constraints across the PfSH regions.
- 6.40 In addition. references in paragraph 61 of the Framework have been revised through the consultation draft NPPF, with overall aim to “meet an area’s identified housing needs” in full with references to exceptional circumstances justifying an alternative approach being used being removed. There remains a commitment that any needs that cannot be

⁸ <https://questions-statements.parliament.uk/written-statements/detail/2024-07-30/hcws48>

met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.

- 6.41 Paragraph 226, which only required a 4-year supply of housing to be demonstrated where Regulation 18 plans had been published identifying allocations on a Proposals Map, is also proposed for deletion. All LPA's will be required to demonstrate a 5-year housing land supply.
- 6.42 The most recent appeal decision ref. 3292580 regarding Land at Satchell Lane, Hamble-Le-Rice (F/20/89488) dated December 2022 that identified a 4.7 years supply of deliverable sites. Paragraph 76 of the Framework notes that LPA's are not required to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing. Eastleigh Borough Council's Local Plan is less than five years old.
- 6.43 There are important transitional arrangements set out in new paragraph 226. If the language as drafted is taken forward, it is confirmed that:

"After one month from formal publication of the revised Framework, it's provisions will apply for the purpose of preparing local plans unless one or more of the following apply:

- a) the emerging annual housing requirement in a local plan that reaches or has reached Regulation 19 (pre-submission stage) on or before this date and is no more than 200 dwellings below the published relevant Local Housing Need figure;*
- b) the local plan is a Part 2 plan that does not introduce new strategic policies setting the housing requirement unless the relevant Local Plan Part 1 has been prepared applying the policies in this version of the Framework; or*
- c) the local plan is or has been submitted for examination under Regulation 22 on or before this date*

Where a, b or c applies, the plan will be examined under the relevant previous version of the Framework"

- 6.44 The proposed new Standard Method has significant implications for many LPA's, including Eastleigh Borough Council. For Eastleigh Borough Council the annual requirement based on the Standard Method would increase from 645 dwellings per annum at present to 902 dwellings per annum⁹.
- 6.45 This is particularly significant in the context of Eastleigh, whereby the Inspector, following the removal of strategic growth options in the submission version of the Eastleigh Local Plan, acknowledged at Paragraph 42 of post-hearing note that this would "introduce a degree of uncertainty to housing supply which would be evident during the

⁹ <https://www.gov.uk/government/consultations/proposed-reforms-to-the-national-planning-policy-framework-and-other-changes-to-the-planning-system>

last 4 or 5 years of the plan period” noting that the shortfall be addressed within an early review of the adopted Local Plan.

- 6.46 We are aware of Eastleigh Borough Council’s response to the draft Framework Consultation (July 2024)¹⁰ and its general support for the use of a standard method for assessing housing need. Their response also identifies a preference to apply an uplift in density should be encouraged on major new greenfield sites as a means to meet housing needs whilst protecting important green spaces.

¹⁰ <https://meetings.eastleigh.gov.uk/documents/s50039004/Appendix.%203%20EBC%20NPPF%20response.pdf>

7. Planning Assessment

- 7.1 This section considers the principal planning issues associated with the proposed development against the relevant policy framework identified within Section Six.
- 7.2 Where relevant, this section also summarises the findings of other documentation submitted in support of the application in the context of relevant planning policy, and as such this Statement should be read alongside the suite of other application documents.
- 7.3 This application is to be determined in accordance with Section 38(6) of the 2004 Planning and Compulsory Purchase Act. This requires, in the first instance, regard to the Development Plan and then also material considerations.

Principle of Development

- 7.4 The Vision for Eastleigh Local asks that development “*delivers a strong and sustainable economy with an adequate supply of housing and infrastructure that supports improved standards of living ... protecting the distinct identity of towns and villages and preventing urban sprawl; promoting thriving and healthy communities*”.
- 7.5 Policy S1 (Delivering sustainable development) of the adopted Local Plan adopted in 2022 reiterates that, to be sustainable, new development in the Borough meet community needs without compromising the identity of the Borough or its individual settlements. Supporting Paragraph 4.6 sets out that the Council’s settlement hierarchy is:

“main consideration when considering the overall spatial distribution of new development and the appropriate scale of development. The settlement hierarchy is based on the facilities that already exist in local communities. It identifies both the most sustainable locations i.e. those which have the most employment, local services and amenities and where the need to travel is therefore reduced”
- 7.6 Policy S2 (Approach to new development) sets out the Council will promote the delivery **of a minimum of 14,580 new dwellings** (our emphasis). Supporting Paragraph 4.11 recognises that the proposed pattern of delivery set out in Strategic Policy S2 results in a shortfall of 2,614 dwellings against the target of 14,580.
- 7.7 The site would be outside of, but adjacent to the defined settlement boundary of Fair Oak, a Tier 3 Settlement, as defined on the Council’s Policies Map. Tier 3 settlements or ‘Larger Villages’ are defined in the adopted Local Plan as “*principally serving the day to day needs of their local catchment, and employment centres*”. The Council recognise and understand that the services and facilities change over time, reflective of existing and planned developments that increase availability of services to existing and prospective residents. Behind the main town of Eastleigh, on Chandler’s Ford and Hedge End were identified as more sustainable settlements than Fair Oak at the time of the adoption of the Local Plan.
- 7.8 For Fair Oak, these services and amenities include, but are not limited to, a golf club, employment hubs, pharmacy, restaurants, public houses, open spaces (including parks

and equipped areas of play), allotments, village hall, squash courts, nurse, infant school, junior school and Wyvern College, convenience stores, and GP surgery.

- 7.9 Policy S5 notes that development will not be permitted outside the limits of development, as defined on the policies map, other than for uses that meet set exception criteria. The Applicant recognises that the proposed development does not meet the identified exception criteria identified in this policy that only permits new dwellings in the countryside, outside of boundaries, unless it is in connection with the essential needs of agriculture or forestry or other rural based enterprise or comprises a replacement for an existing dwelling.
- 7.10 The development proposals are considered to be in accordance with Policy S1 and S2 as Fair Oak is a Tier 3 settlement, therefore one of the most sustainable settlements in the Borough. The development proposals comprise of a residential led scheme that responds positively to the vision set out in Policy CP1.
- 7.11 The application site sits adjacent to residential development along its northern, north eastern and western border, with commercial development also present beyond the southern parcel boundary and to the north of Mortimers Lane at Pembers Hill.
- 7.12 It is acknowledged that the development proposals would be in conflict in Policy S5 of the Local Plan, insofar as the site is located outside of the defined settlement limits set out in adopted Proposals Maps and do not adhere the exception criteria identified in these policies.
- 7.13 It is recognised through supporting Paragraph 4.30, that Policy S5 seeks to restrict *“development in the countryside principally in order to maintain its rural character and to limit urbanisation”*.
- 7.14 There is, however, an identified shortfall of housing to be delivered across the Local Plan period. As detailed in the Inspectors Report¹¹, at Paragraph 48, the Inspector identified a shortfall of some 2,614 homes towards the end of the Plan period¹², specifically from 2032 onwards.
- 7.15 As a consequence, this has triggered an ‘immediate’ review of the Local Plan. The Council’s latest Local Development Scheme (LDS) does not anticipate adoption of the Local Plan review until 2029, some seven years post-adoption of the current Plan.
- 7.16 The Government’s recent consultation on proposed changes to the standard methodology suggest that Eastleigh’s housing requirement could rise from 645 dwellings per annum (as present) to 902dpa, an increase of over 250dpa. Thus, any shortfall in housing across the Plan Period will only increase across the Plan period, unless positive and pro-active action is taken to remedy this shortage.
- 7.17 It is our view that the timing of the LDS in combination with the shortfall in housing numbers within the adopted Local Plan concludes that sites should be considered which

¹¹ [eastleigh-local-plan-final-report.pdf](#)

¹² <https://www.eastleigh.gov.uk/media/9295/ed90-actions-matter-4-housing-numbers.pdf>

are in accordance with S1 and S2, that are sites in a sustainable location and can support the Council in achieving a minimum of 14,580 new dwellings within this Plan period.

- 7.18 We are aware of emerging changes with the consultation draft National Planning Policy Framework (July 2024) that are anticipated to be published in full during the determination period of the application. To ensure clarity for the LPA, it is the intention of the Applicant to review what, if any, changes in national legislation will have on the site and respective application and submit further information regarding the implications the appropriate time.
- 7.19 The site comprises agricultural field parcels, enclosed by mature tree and hedgerow vegetation, with the heavily landscaped and managed East Horton Golf Club to the east of the site. The development proposals seek to respond to this, and adjoining residential development to the north, northeast, and west, in providing up to 245 new residential homes, multi-functional space, including a mobility hub, and swathes of public open space and additional landscape planting. It is considered that the mix of uses are commensurate with the levels of growth and self-containment envisaged by Policy S1 and S2.
- 7.20 We understand the Committee Report for the adjoining planning application to the north of the application site at Pembers Hill (ref. O/15/77190) that considered the site as follows:

It is considered that the proposed development would be sited in a location that is sustainable in transport terms and could be made more sustainable with the off-site highway improvements and financial contributions required by HCC for improving connectivity and sustainable transport opportunities ... The site is reasonably well served by public transport with bus stops on Mortimers Lane with current hourly services to Southampton, Eastleigh and Bishop Waltham, but this would need improvement through transport contributions. Thus the site's location is sufficiently sustainable in transport terms in relation to its proximity to local facilities and transport infrastructure, with the site's overall sustainability increasing further if it becomes part of any strategic development site"

- 7.21 There has been no material change in the conditions of the application site, or its surrounds, beyond the implementation of off-site highways measures that have enhanced the accessibility of the site that this application looks connect with.
- 7.22 The site therefore represents a suitable and sustainable location for additional growth, at one of the most sustainable settlements in the Borough, beyond the centre of Eastleigh and settlements of Chandler's Ford and Hedge End. As detailed throughout this Statement and supporting documentation, it is considered that the proposed development accords with the adopted Development Plan when read as a whole, and thus should be granted planning permission without delay.

Design and Layout

- 7.23 Chapter 12 of the NPPF 2023 focusses on the importance achieving well-designed places within the built environment. There is a particular focus on responding to local character and history with designs that are visually attractive as a result of good architecture and appropriate landscaping.

- 7.24 The application is submitted in outline with design and layout comprising reserved matters. As such the detailed design and layout are not for approval at this stage. Notwithstanding this, the accompanying Design and Access Statement submitted in support of the application provides an assessment of the site, its context and the constraints and opportunities and illustrates one design solution as to how the residential development could be accommodated on the site.
- 7.25 The Design and Access Statement sets out how the proposed development is considered to respond to the opportunities and constraints of the Site and has evolved through comments received through pre-application engagement with the local community, incorporating a variety of types and sizes of both market and affordable dwellings and balancing this against green infrastructure provision, including open space and landscaping.
- 7.26 As part of this process, the design has integrated suitable landscape and green infrastructure throughout the layout as a means to assimilate the built form with the built up area of Fair Oak, whilst preserving and respecting the character and identity of the area. It is understood that the wider surrounds of the Site are considered as part of the emerging Strategic Development Option through the Local Plan Review and that the framework layout of the site achieves suitable flexibility for further connectivity to wider land parcels if required to enable comprehensive development. The exact form and nature of the proposals can be detailed with the LPA at the reserved matters process. The development would comply with the design and open space requirements of Local Plan policies DM1 and DM32.
- 7.27 The approach taken has sought to maximise the site's inherent opportunities for development and mitigate as far as practicably possible any perceived 'constraints' through the design evolution process. This includes creating linear habitats and green corridors for people and wildlife, with accessibility and movement following the guidance as set out within the Manual For Streets.
- 7.28 It is considered that any subsequent reserved matters application will be able to ensure clear definition between public and private realm to ensure that streets and spaces are well overlooked, with proposed scheme enhancing the local character and provides a high quality development in a sustainable location, which is easily accessible by a variety of sustainable transport methods.
- 7.29 The potential appearance of the new buildings across the Site can be split into differing character areas. These would utilise materials and detailing common to the area in a building form that is a cohesive manner, with elements of the design distinctiveness and variety throughout the scheme. These details are reserved for future consideration and will be achieved through the reserved matters process in liaison with the Local Planning Authority, and other stakeholders to ensure a high-quality scheme is delivered,
- 7.30 It is felt that differing building types and their location lend themselves to six no. of these areas:
- Mortimers Lane
 - Entrance Gateway

- Linear Park
 - Settlement Edge
- 7.31 This approach helps establish and integrate built form across the Site within its immediate context and surrounding landscape. The full assessment of character areas is provided in the supporting Design and Access Statement; however it is important to emphasise that a comprehensive approach to geometry, height, material choice and relationship to the street will closely relate to the existing character of Fair Oak.
- 7.32 The scale and density of buildings is deliberately varied in accordance with its location and identified character areas to ensure that appropriate typologies and urban grain can be achieved across the Site and align with the proposed landscaping strategy for the Site. In this regard, the philosophy of the landscape strategy is based upon the creation of harmony between the landscape and environment with careful consideration of the existing character of the Site.
- 7.33 For the reasons set out above, the Proposed Development is considered to accord with policies DM1 in the Development Plan and the Framework and will be able to accord with the aforementioned policies through subsequent reserved matters.

Housing Mix

- 7.34 Whilst the development proposals are in outline form, it is expected that a mix of homes and tenures will be provided in discussion with the Local Planning Authority in order to ascertain the most appropriate mix of housing required in Fair Oak as well as reflecting local character.
- 7.35 Any subsequent reserved matters applications will be informed by and address the current and demonstrable needs for the community in accordance with Policy DM29 providing a percentage of new homes as accessible and adaptable housing designed to meet Building Regulations Requirement M4(2) and M4(3).
- 7.36 Furthermore, the Applicants are willing to commit to the provision of 35% affordable housing on site to comply with target levels of affordable housing required in Policy DM28 (Affordable Homes). It is noted that this is to be secured by way of Legal Agreement attached to the granting of planning permission.

Access and Highways

- 7.37 This application is supported by a Transport Assessment prepared by Glanville which demonstrates how the site benefits from good connectivity to the local area and access to local public transport networks providing connections to surrounding towns, cities and other major transport nodes. Policy DM13 (General development criteria – transport) requires development proposals to demonstrate how opportunities for sustainable transport methods have been maximised and that any negative impact on the highway network in terms of congestion and/or safety be mitigated appropriately through highway improvements and/or financial improvements.
- 7.38 The Transport Assessment identifies that the site is approximately 20 minute walk / 10 minute from the centre of Fair Oak. Within this distance there are a range of services and facilities, including Deer Park farm Industrial Estate, East Horton Business Park,

Tesco Express, Knowle Hill Park open area and skate park, as well as a plethora of takeaways, restaurants, pubs, pharmacy, post office and other retail units within Fair Oak. This demonstrates that there exists a range of facilities and services within Fair Oak that are easily accessible via sustainable transport modes in accordance with Policy S1 of the Local Plan, which seeks to minimise the need to travel longer distances and, where travel is necessary, prioritise more sustainable forms of transport, such as active travel, and DM13 respectively.

- 7.39 Policy DM13 seeks to site and design development to reduce the need to travel particularly by private car and should provide mitigating measures to offset any adverse impacts on the transport network at both the construction and operational stages, including through financial contributions, if appropriate. The development seeks to provide a new access junction off Mortimers Lane to the north, creating a single point of pedestrian and vehicular access into the site and the wider highways network.
- 7.40 The accompanying Transport Assessment has sought to identify a representative trip generation scenario, and calculates that the proposed development is expected to generate circa 142 two-way vehicle trips during the morning peak hour and 105 two-way vehicle trips during the evening peak hour. Junction capacity assessments on the wider network have been undertaken and that development trips will have a non-material impact on the local highway network.
- 7.41 In accordance with Paragraph 115 of the Framework, development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. In this regard, it has been demonstrated that the proposals would not have a material impact upon the adjoining highway network, and that this does not constitute 'severe' as per the guidance stipulated in Paragraph 115 of the Framework.
- 7.42 The proposals also seek to provide a multi-functional space, including mobility hub. Whilst the exact use and form of development is subject to reserved matters and discussions with the local community, this space could provide additional vehicle charging points, an Automated Teller Machine (ATM) or other facilities to serve the residents of the development and to reduce the reliance on a private car.
- 7.43 In support of the proposed development, the Transport Assessment proposes several potential off-site highway works primarily to improve pedestrian, cycle and public transport connectivity between the site, Winchester Road, Fair Oak village centre and Wyvern College and Fair Oak Junior and Infants School located on Botley Road. This includes the provision of a new 1.8m wide footway to the eastbound bus stop on the northern side of the Mortimers Lane carriageway to the west of the existing footway that is in place provided by the Pembers Hill scheme, and the provision of additional cycle parking spaces are shown near the bus stop on the southern side of the Mortimers Lane carriageway.
- 7.44 The extent of off-site highways works is to be agreed with Hampshire County Council Highways, in agreement with the LPA to ensure compliance with Community Infrastructure Levy Regulation 122 tests. The Applicant would welcome constructive dialogue with HCC Highways during the determination process of the application to establish and agree the scope of off-site highways work, alongside the committed

delivery of wider improvements sought through adjoining developments in the vicinity of the site.

- 7.45 It is considered that potential off-site mitigation will offer future and existing residents' alternative routes from the site to facilities located to the south and west, via a continuous footway / cycleway along Mortimers Lane or along residential streets between Stubbington Way and Mortimers Lane to access amenities within appropriate walking and cycling distance.
- 7.46 Future residents at the proposed development will therefore have the opportunity to access a range of destinations by a choice of sustainable transport modes. The proposed development is located where the need to travel will be minimised and, in combination with the Travel Plan, the use of sustainable transport modes can be maximised. In line with the NPPF requirements set out in paragraph 108, it is therefore demonstrated that the opportunities for sustainable travel will be appropriately taken up and the proposals are satisfactory in this regard.
- 7.47 The application is submitted in outline form and as such, the quantum of development proposed is expected to be confirmed through the reserved matters process. It is at this stage that the proposals can then be suitably assessed against DM14 (Parking of the adopted Local Plan.

Landscape and Visual Impact

- 7.48 The application is accompanied by a Landscape and Visual Assessment prepared by EDP. The Landscape and Visual Impact Assessment submitted with this application provides full details of the landscape context and visual analysis.
- 7.49 The LVIA confirms that the Site is not covered by any qualitative landscape designations at a national or local level. Furthermore, it is not considered that the Site represents a "valued landscape" with reference to paragraph 164(a) of the NPPF.
- 7.50 It has been accepted and assessed that the proposals would result in permanent change of use from agricultural land to built form on the Site, but that this should not be seen as a detriment to the enjoyment and appreciation of the wider landscape.
- 7.51 Thus it is considered that the Proposed Development can be successfully integrated within this context and would not give rise to significant long term adverse effects upon the localised or wider visual environment. It is acknowledged that the proposals would change the visual environment within the immediate and localised context of the Site. However, this will not affect the wider landscape.
- 7.52 The type of development proposed is not unusual in this landscape context, with residential built form present immediately north, northeast, west, and commercial development to the south extending the character of Fair Oak eastward along Mortimers Lane. The landscape led approach will ensure the development is not prominent over medium or long distances and would not harm the public's visual enjoyment of the countryside, or the local and wider PRow network. The proposals can be integrated without significant long term adverse effects to the receiving visual environment.

- 7.53 The landscape proposals will support the different residential character areas within the site and adjoining residential areas, and provide positive routes through the site for those using the open spaces, play, areas, and mobility hub with connections to the wider footpath network. Structural planting will be of native species and support biodiversity net gain, whilst smaller scale planting areas and plot boundary treatments will reflect elements of the established settlement character.
- 7.54 Overall, it is concluded that the Site and receiving environment have the capacity to accommodate the proposals, with it being considered that the development proposals can be successfully integrated in this location and is supportable from a landscape and visual perspective.
- 7.55 The development proposals therefore satisfy the requirements of Policy S9(Green Infrastructure) in preserving where possible, existing hedgerows and landscape features, whilst simultaneously supporting economic growth and social prosperity through the development scheme.

Ecology

- 7.56 In accordance with Policy DM11 the application is supported by an Ecological Appraisal prepared by EDP.
- 7.57 The Ecological Appraisal confirms that no part of the site is covered by any statutory or non-statutory designations and there are no county important designations within 2km of the site. It is recognised that Land at Knowle Lane, Fair Oak, a Local Wildlife Site lies adjacent to the southern site boundary, with the site also located within the impact risk zone of the River Itchen SSSI.
- 7.58 Whilst the majority of opportunities will be retained, some losses of suitable habitat will occur as a consequence of development, including a risk of damaging, destroying or disturbing active bird's nests if these works take place during the peak nesting bird season. In addition, it is recognised that all of the trees identified as having suitability to support roosting bats are to be retained as part of the proposed development, with potential impacts during the operation construction phase on other mammals such as badgers and hedgerows.
- 7.59 Appropriate mitigation measures secured through an Ecological Construction Method Statement, Landscape and Ecology Management Plan, and Construction Environmental Management Plan can be secured via condition, that centre on the sensitive removal of vegetation and careful timing of works, to be implemented to safeguard faunal species during relevant site clearance works, whilst a sensitive lighting scheme will be implemented to minimise adverse effects on bats. Long-term opportunities will be maintained, if not enhanced, under the proposals through new landscape planting, and provision of nest/roost boxes.
- 7.60 In summary, the proposals have sought to minimise impacts on biodiversity and subject to the implementation of appropriate avoidance, mitigation and compensation measures, with the accompany Biodiversity Net Gain Assessment concluding that the Site is capable of achieving a minimum 10% net gain in biodiversity across Habitat, Hedgerow, and Watercourse units, it is considered that the proposals can demonstrate accordance with Policy S1 and DM11 of the Eastleigh Local Plan.

Arboriculture

- 7.61 A Tree Survey Report and Arboricultural Impact Assessment has been prepared by EDP and accompanies this application. Policy S9 highlights that proposals that would or are likely to result in the loss of important green infrastructure features that could be incorporated into the design of a development will not be granted permission. The supporting Tree Survey Report includes details of a full tree survey of all trees within the proposed site area which have the potential to be affected by the proposed development, which finds:
- The total loss of one category C item of low quality, and
 - A further three category C items negatively affected by the proposed development (partial removal, crown lift or crown reduce, or encroachment into the RPA).
- 7.62 The proposals have been designed to keep the loss of existing trees and hedgerow to a minimum. mitigate for the loss of these items and to ensure succession to the existing tree stock new planting is recommended with details to be provided at reserved matters stage to ensure new planting has potential for longevity within the landscape and will enhance the species diversity for the site, whilst also contributing to the green infrastructure for the area.
- 7.63 Appropriate mitigation measures, centred on the sensitive removal of vegetation and careful timing of works, including use of ground protection, no-dig technologies, hand-digging and access facilitation pruning, where applicable can further mitigate any impact on trees during the detailed design process.
- 7.64 Since this application seeks outline planning permission, the appropriate stage to consider the actual impact of development on arboricultural matters is through reserved matters applications. It is confirmed through the arboricultural impact assessment that the proposals will fall outside the root protection areas of retained trees, with the exception of the items identified above, resulting in the retainment and potential for enhancement of green infrastructure features in accordance with Policy S9.

Heritage

- 7.65 This application is supported by an Archaeological and Heritage Assessment (AHA) produced by EDP. The AHA considers the impact of the proposal on heritage assets including Conservation Areas, Listed Buildings and archaeological assets.
- 7.66 The AHA confirms that the Site does not contain any designated heritage assets such as world heritage sites, scheduled monuments, registered parks and gardens, registered battlefields and listed buildings, where there would be a presumption in favour of their physical preservation in situ. The AHA considers it highly unlikely that the site contains archaeological deposits that are of national importance and worthy of physical conservation, anomalies of potential archaeological interest have been identified. Any buried remains could most appropriately be mitigated through a programme of archaeological investigation secured by a suitably worded planning condition.
- 7.67 It is acknowledged that there is the potential for the development to affect the setting of the Grade II listed assets at Mortimers Farm. It is considered that the site makes a small contribution to the setting and significance of these designated assets with that

contribution focused on the northern field, with the proposed development resulting in a very small loss of significance from the Mortimer's Farm complex. The AHA considers that any impact on heritage assets would be tempered on the premise that:

- (a) the generally small contribution which is made by this aspect to the assets' significance seen as a whole and
- (b) focused on the northern field to the west of the farm because this is where much of the contribution comes from, whereas the larger field to the south is well separated and also well screened from the farm by a mixture of intervening built form, trees and the natural slope away from the buildings

7.68 The AHA also considers the implications of the recent planning permission ref. F/22/94435 for the conversion of the existing barns in the farmyard for residential uses, and the addition of five new residential houses. As such, the development of additional built form to the south of the existing listed barns effectively severs its relationships with the agricultural land which runs further the south, making it clear that the listed heritage assets at Mortimers Farm are unlikely to lose significance as a result of proposed development within the larger southern field.

7.69 The assessment confirms that there would be no impact, or harm on the East Horton Farm complex of historic buildings south-east of the Site.

7.70 Overall, the level of impact will remain at the lower end of less than substantial harm and has been reduced through the approach to the design of the scheme including sensitive landscaping. In accordance with paragraph 202 of the NPPF, and Policy S8, the impact of the development proposals are considered acceptable when balanced against the public benefits of the development, including the delivery of housing (including affordable housing) and potential new community facilities on this allocated site.

Flood Risk and Drainage

7.71 Policy DM5 (Flood Risk) seeks to ensure development proposals account for all sources of flood risk, including historic flooding, so as to avoid inappropriate development in areas at risk of flooding.

7.72 This application is supported by a Flood Risk Assessment (FRA) produced by Glanville. The FRA sets out that the majority of the site is located in Flood Zone 1 and as such is assessed as having a less than 1 in 1,000 annual probability of river or sea flooding (<0.1%). In such locations all types of development are considered appropriate for Flood Zone 1 and that an Exception Test is not required.

7.73 Policy DM5 recognises that development be directed to areas at low risk of flooding, and requires all new development to include measures to reduce the rate of rainwater run-off and improve rainwater infiltration to soil and ground (sustainable urban drainage) unless site or environmental conditions make these measures unsuitable.

7.74 The FRA identifies that due to underlying ground conditions, infiltration is not a feasible option to manage surface water run-off from the site. All surface water drainage systems will be designed to restrict drainage discharge rates to greenfield runoff rates (using an

existing ditch along the site boundary) and store the balance of water for all events up to and including the 1 in 100 year event plus a 45% increase in rainfall intensities as a result of climate change. Any increase in surface water run-off can be managed using SuDS source control techniques as well as attenuation features to provide storage in extreme storm events.

- 7.75 In respect of foul water, the Applicant has engaged Southern Water to assess and confirm the availability of offsite sewer connections. Due to the topography of the site and location of the existing foul sewer point of connection, it is proposed that a new pump station will be required to lift foul drainage from the lowest area of the site to the existing public sewer wastewater. Precise location of this will be determined through the Reserved Matters.
- 7.76 In light of the position of development in Flood Zone 1 and the conclusions of Glanville in the FRA, it is considered that the proposed development complies with Policy DM05 of the adopted Local Plan.

Odour

- 7.77 Policy DM8 (Pollution) identifies that Development will not be permitted if it is likely to cause loss of amenity or impact on public health or other unacceptable environmental impacts through air quality, including odours.
- 7.78 To support and inform the development proposals, an Odours Survey and Assessment has been prepared by Tetra Tech and is submitted in support of this application. The Odour Survey and Assessment identifies potential pollution points in close proximity to the site, including Fair Oak Household Waste Recycling Centre and form Fair Oak landfill site. Three odour surveys were undertaken between 30th January 2024 and 26th March 2024 to assess any potential impact of the above sources on receptors at the application site.
- 7.79 The Odours Survey and Assessment confirms that the closest point of the proposed development is located approximately 170 meters away from Fair Oak Household Waste Recycling Centre. As a result, the potential odour impact from the Fair Oak Household Waste Recycling Centre operations is negligible, and that no landfill odour was detected at downwind locations to the closed Fair Oak landfill site.
- 7.80 The development of this site can demonstrate accordance with Policy DM8 (Pollution) in respect of potential impacts of odour pollution.

Noise

- 7.81 Policy DM8 (Pollution) of the Local Plan requires that development proposals demonstrate how they have addressed noise impacts to protect noise sensitive receptors.
- 7.82 A Noise Assessment has been prepared by Suono Ltd to review the acoustic and vibration suitability of proposed new residential development on the site and is included with this planning submission.
- 7.83 Following this assessment, it is considered that the Proposed Development would have no significant effects on either existing or proposed residential receptors, with the

Proposed Development demonstrating accordance Policy DM8 of the Local Plan as well as the Framework in avoiding excessive noise pollution that might otherwise be a detriment to the amenity and appreciation of local character.

Air Quality

- 7.84 In a similar manner, Policy DM8 (Pollution) of the Local Plan requires that development proposals will assess any potential loss of amenity or impact on public health or other unacceptable environmental impacts through means of air pollution. This is furthered by Paragraph 191 of the Framework that seeks to ensure that developments contribute to and enhance the natural and local environment by preventing new and existing development from contributing to or being adversely affected by unacceptable levels air pollution.
- 7.85 The development has been informed by an Air Quality Assessment prepared by Air Quality Consultants. The Air Quality Assessment confirms that the air quality conditions for future residents of the proposed development will be acceptable, with concentrations well below the air quality objectives throughout the site. It is acknowledged that implementation of the appropriate measures (via a Dust Management Plan and/or Construction Environment Management Plan), no significant impacts are anticipated during the construction phase and such measures can be and usually are controlled via a suitably worded planning condition.
- 7.86 The proposed development can therefore demonstrate accordance with Policy DM8 and Paragraph 191 of the Framework in this regard.

Energy and Sustainability

- 7.87 In accordance with Policy DM2 (Environmentally Sustainable Development), the application is supported by a Sustainability Statement and Energy Performance Statement prepared by Turley Sustainability.
- 7.88 Whilst the proposals are in outline form, with the scale, massing and detail of individual dwellings and buildings reserved for future determination, the supporting Sustainability Statement confirms that the fabric insulation standards and the construction specification of the new homes will exceed the minimum required by the Building Regulations. In addition, it is proposed that residential dwellings meet the requirements of 2025 Future Homes Standard through a range of fabric and energy efficiency measures, as well as low carbon renewable energy technology as a means to deliver all-electric homes. The development proposals therefore achieve the reduction in emissions required by Part L of the Building Regulations (2021) and satisfies the requirements of DM2 (Environmentally Sustainable Development).
- 7.89 These measures range from potential inclusion of adopting passive low energy design techniques; utilising air source heat pumps to provide low carbon heating; a range of energy efficiency measures including low energy lighting and enhanced building u-values and air tightness to offset otherwise grid-supplied electricity in accordance with the Energy Hierarchy of 'Be Lean, Be Clean, and Be Green'.
- 7.90 The Proposed Development therefore accords with the requirements of Policy DM2 of the Eastleigh Local Plan.

Ground Investigations

- 7.91 Policy DM8 (Pollution) of the Local Plan requires development proposals be appropriate to their location and should be designed to ensure that the occupiers of a new development will not be subject to individual and/or cumulative adverse effect(s) of pollution. Matters in relation to noise and air quality have been considered separately above.
- 7.92 The application is accompanied by a Ground Investigation Report prepared by Geo-Environmental Services Ltd. The Report assesses the ground conditions and potential for contamination on the existing Site. The Report confirms that any potential ground gases from the nearby former landfill sites are not migrating and thus not likely to have an impact on the proposed development. The Report confirms that sources of bulk gases are present on the site, due to the biological respiration within the underlying natural geology.
- 7.93 The Ground Investigation Report recommends that a discovery strategy should be undertaken during the construction phase, such that any abnormal conditions (geotechnical or potential contamination) are identified management should be immediately informed and inspection by a suitably qualified person should be undertaken.
- 7.94 The Applicant is agreeable in principle to a suitably worded planning condition to mitigate any potential impacts and it is therefore considered that development proposals comply with Policy DM8 in this regard with there being no known or identified potential contamination to the proposed development that cannot be suitably mitigated.

Minerals

- 7.95 It is acknowledged that a small part site is located within a Minerals and Waste Consultation Area (MWCA), a geographic region based on a Mineral Safeguarding Area (MSA) for Soft Sand, identified on the Hampshire Minerals and Waste Plan. This area of the site primarily centres on the extending hedgerow that demarcates the northwestern extent of the site from the majority of the Site. An extract is provided below with a full extent map enclosed in Appendix 2 of the accompanying Minerals Resource Assessment (MRA) prepared by Wardell Armstrong. Policy 15 of the Hampshire Minerals and Waste plan seeks to safeguard deposits against sterilisation by non-minerals development.

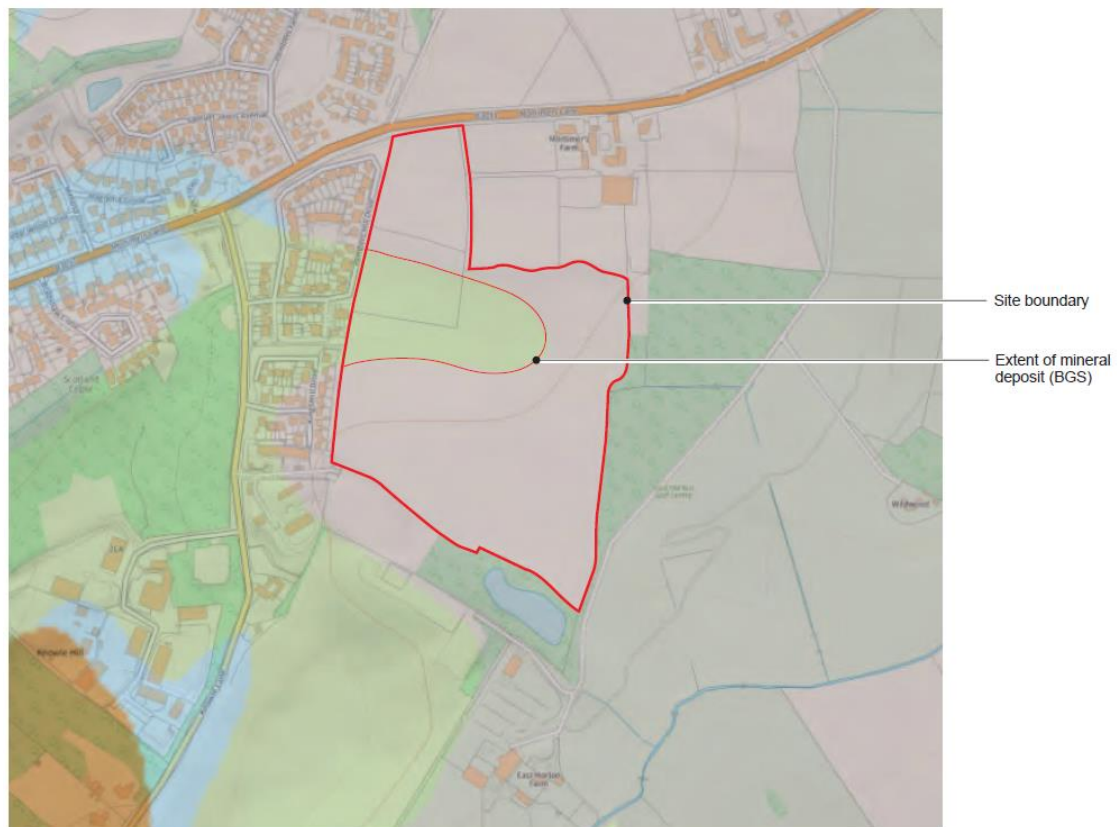


Figure 2: Mineral deposit extents - Mortimer's Lane site boundary with BGS mapping of Whitecliff Sand Member

- 7.96 Policy 15 acknowledges that without the prior extraction of mineral resources in the Mineral Safeguarding area may be permitted in circumstances where the merits of the development outweigh the safeguarding of the minerals or where it would be inappropriate to extract mineral resources at that location.
- 7.97 The MRA identifies that the prior extraction of minerals at the site would result in significant visual impact for the surrounding residential area (namely the adjoining development to the north, northeast, and west).
- 7.98 It is standard practice in Hampshire for mineral extraction sites to have a buffer zone of 100m from the nearest human sensitive receptors, to prevent mineral extraction impacting public health and safety. By applying this buffer from the adjacent residential site, it is clear that the remaining quantity of sand is too small to be a commercially viable mineral resource.
- 7.99 THE MRA concludes that it would not be practicable to prior extract the sand deposit on the proposed development site due to the quantity of mineral present, and its location to residential development.
- 7.100 The proposed development therefore satisfies the exemption criteria set out within Policy 15 of the Hampshire Minerals and Waste Plan. The Applicant is acceptable in principle to a suitably worded planning condition establishing a Minerals Management Plan be submitted and approved as part of any approval of consent. At the time of writing, further intrusive ground surveys are being undertaken and results modelled.

These results will be shared with HCC as the Mineral and Waste Authority in due course to ensure that the presence of minerals, if any, are not unduly sterilised through the application process.

Agricultural Land

- 7.101 Policy S5 (New development in the countryside) of the Local Plan asks that development avoid areas of best and most versatile agricultural land. Paragraph 5.25 of the Local Plan defines the best and most valuable agricultural land as agricultural Land Classification grades 1, 2 and 3A).
- 7.102 The majority of the site comprises agricultural land and is currently used for pastureland. The Agricultural Land Classification report from Reading Agricultural Consultants demonstrates that the majority of site (72%) should be considered as sub-grade 3b quality land and as such would not be classed as the Best and Most Versatile (BMV) agricultural land.
- 7.103 The development of this site would therefore not result in the loss of BMV agricultural and subsequently be in accordance with this aspect of Policy S5, recognising that the site forms a logical extension to the built-up area of Fair Oak that would facilitate sustainable development and proportionate growth.

Other Matters

- 7.104 The Applicant would like to take this opportunity to reiterate that application is submitted in outline form, with matters of appearance, scale, landscape, and layout reserved for future determination. At the appropriate time in the planning process, there may be additional technical matters and requirements of policies found within the Development Plan that are to be acknowledged through the detailed design.
- 7.105 However, the Applicant is committed to ensure such matters inform the detailed design stages including:
- matters of detailed design, including architectural style, housing mix and tenures and detailed design principles;
 - the detailed impacts of noise through the delivery of off-site employment uses and road traffic noise of adjacent developments in tandem with residential development;
 - The detailed impacts of the proposed development, if any, on air quality receptors and future and existing residents of Fair Oak;
 - The proposed sustainability measures to be incorporated throughout the proposed development to ensure proposals make a contribution to energy conservation in accordance with the adopted Development Plan.

8. Planning Balance

- 8.1 This Section of the Planning Statement considers the ‘planning balance’ and its role in assessing the Proposed Development in favour or against the granting of consent on this site.
- 8.2 Paragraph 60 of the Framework confirms that the Government is seeking to significantly boost the supply of housing and the scheme would immediately contribute to addressing the shortfall in supply of deliverable housing sites across the Local Plan period. In this context, the benefits of the housing, including a mixture of family sized properties and locally needed affordable housing should attract substantial weight in favour of the scheme.
- 8.3 The provision of additional housing, alongside a multi-functional space, including mobility hub infrastructure and contributions to local services and amenities would facilitate self-containment within Fair Oak, working towards the maintaining and enhancement of the vitality of the Fair Oak Community as reflected in Paragraph 70 of the Framework. The economic benefits of sustaining facilities and expenditure of prospective residents of the scheme should therefore attract significant weight in the planning balance.
- 8.4 The Applicant is aware that the scope and detail of the multi-functional space are subject to the reserved matters process. This is alongside the need for market interest to invest in such a space (to support the delivery of a farm shop or convenience store, for example), as well as commitment to maintain such a space from owner/occupier/stakeholders. As shown on the supporting Development Framework Plan (ref. P23-2261_DE_007_01_C), the proposed multi-functional space within the gross development area, allows for the potential for residential development. In the event no final use and/or occupier is found, it is proposed that the application be severable insofar as enabling residential uses to occupy this area on the proposed Development Framework Plan, provided the quantum of development sought for through this development is not exceeded. The ‘severability’ of this element of the application is proposed to be controlled through a suitably worded S106 Agreement alongside any formal decision notice.
- 8.5 The application site is considered to be a logical location for development as it is well-related to the existing settlement boundaries and built-up area of Fair Oak. This is evidenced by the site forming part of a draft site allocation for development within the submission Local Plan.
- 8.6 Whilst it is recognised that Policy 5 does not permit development outside limits of development except in defined circumstances, it is emphasised that housing requirements for the plan period are established as minimums through Policy S2 (Approach to Development). Policy S1 identifies a desire to optimise densities of new development, whilst also directing development away from locations that may impact on the River Hamble and Itchen catchments.
- 8.7 The Applicant recognises that the proposed development does not accord with Policy 5, however as this Planning Statement establishes, the weight to be afforded to that

conflict should be reduced and that the benefits to approving this development, identified through this Statement and supporting documentation, including the significant weight to be attributed to the on-site delivery of affordable housing, outweigh through the presumption in favour of sustainable development.

Housing Land Supply

- 8.8 We are aware of an ongoing appeal at Land off Cobbett Way, Botley, SO30 2ET (Application ref. O/23/96432; PINS ref. 3350858) whereby the Council claim that it can demonstrate 4.4 years worth of supply against the housing target set out in the adopted Local Plan, with the LPA acknowledging there is *“shortfall against the 5 year housing land supply requirement ... [and] it is acknowledged that on this basis, paragraph 11 of the National Planning Policy Framework is engaged for the purposes of the appeal”*.
- 8.9 Important to note is the Council’s expected supply for the period 1st July 2022 – 30th June 2027 has dropped from 3,943 (November 2022)¹³ to 3,227 (November 2024)¹⁴, equating to a difference in over 700 dwellings across the five year period in shortfall.
- 8.10 The existing Local Plan was adopted by Eastleigh in the knowledge that there would be a shortfall of housing supply towards the end of the Plan period, as identified earlier in this Statement. Consequently, the LPA is having to undergo an early review to ensure an up-to-date Local Plan is in place that can accommodate for the requisite amount of growth expected across the Borough.
- 8.11 The identified shortfall in deliverable housing sites identified through appeal at Land off Cobbett Way demonstrates a need to identify a range of different sites, at different stages in the development process, to ensure that any emerging plan can deliver appropriate levels of housing across the entirety of the Plan period. This is of fundamental importance to ensure the success of the adopted and emerging Local Plan, so development is planned for, and developed in the most sustainable locations.
- 8.12 Through effectively bolstering its housing supply in this way, the Council would help safeguard and counter the ongoing uncertainty around housing delivery, which would directly support the Government’s objective of significantly boosting the supply of homes, consistent with the approach as set out within Paragraph 60 of the Framework.
- 8.13 The Applicant would like to reiterate that the Council should be taking opportunity to support sustainable housing proposals, including that proposed through this planning application. In this case, the proposals not only delivers a remedy to the Borough wide housing supply shortfall across the Plan Period, whilst presenting an opportunity to address local housing issues at on the most sustainable settlements in Eastleigh.

Sustainable Development

- 8.14 Paragraph 7 of the NPPF states that “the purpose of the planning system is to contribute to the achievement of sustainable development”. The proposals will result in a scheme

¹³ [calculation-of-five-year-housing-land-supply-july-2022-final.pdf](#)

¹⁴ [Planning Application: O/23/96432](#)

that responds positively to the core objectives for sustainable development, set out in Paragraph 8 of the NPPF: Economic, Social and Environmental.

- 8.15 Table 2 below identifies the economic, social, and environmental benefits resulting from the development in this context.

Table 2 Assessment of Site against Sustainable Development Goals

Sustainable Dimension	Development	Turley Comment
Economic		- House building is recognised as an important driver of economic growth - The proposals will provide for the creation of circa 40 direct and indirect FTE jobs and approx. £15.2m expenditure associated with construction. Addition 45 jobs to be created and supported through resident expenditure. - In the longer term, equivalent of £6.6m level of disposable income in the local area commensurate growth in the demand for goods and services enhancing the vitality and viability of Fair Oak. - The delivery of additional working age, economically active population in Fair Oak and Eastleigh Borough. - On-site provision of potential mobility hub supporting inclusive growth and self-containment within Fair Oak - As a consequence of the Proposed Development, the Council will receive additional £495,000 Council Tax revenues and payments towards local infrastructure.
Social		- The development of the Site will bring benefits in terms of additional housing to meet the Borough's overall housing requirement - The development will provide a mix of 1, 2, 3, 4 bed accommodation and M4(2) and M4(3) provision in accordance with the Council's standards. - Fair Oak is identified as an area capable of accommodating strategic levels of growth through

	the Local Plan process and is a suitable and appropriate area for growth. • The development will also contribute towards the availability of affordable housing to meet the needs of present and future generations • The provision of a well-designed scheme responding to the local character of Fair Oak • Positively responds to the established identity of Fair Oak as detailed in the Local Plan Vision • Highways Improvements including – Active Travel Measures that facilitate sustainable transport methods to and from the Site to Fair Oak town centre – Provision of a new Mobility Hub within the site – Allowance of introduction of and street hierarchy that eases wayfinding and promotes walking • Facilities and infrastructure will be supported in the local area S106 contributions which will have social benefits for the local community
Environmental	• The provision of housing within walking and cycling distance of key local facilities and public transport services, in particular those from Fair Oak town centre • Commitment to securing 10% biodiversity net-gain • Biodiversity enhancements through: – The potential for habitat creation and enhancement – The creation of linear habitats – The use of native plant species, with minimised light to avoid negative impacts on foraging habitats On the basis of landscape matters:

-
- Is of a scale and type that compliments the existing residential development
 - Provision of public open space and connection of green infrastructure providing space for ecological enhancements, and recreation.
-

- 8.16 As demonstrated in the table above, the proposals will deliver a range of benefits of substantial, significant and modest weight, including economic and environmental benefits as well as importantly addressing the ongoing need for market and affordable housing in the Borough in the context of shortfall of housing across the adopted Local Plan period.
- 8.17 The adverse impacts of the proposals are limited to a change of character of the site itself and a minimal impact upon a wider landscape setting which has no statutory designation and is not identified as a valued landscape.
- 8.18 The proposal will result in a sustainable development that achieves the three sustainability dimensions set out in the Framework. There are a number of benefits of this proposal which outweigh the limited adverse impacts arising from the development.
- 8.19 There are no policies in the Framework (2023) that protect areas or assets of particular importance which provide a clear reason for refusing the development proposed. As the Applicant has identified through this Statement and supporting material, it is also clear that there will not be any other adverse impacts which would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole.
- 8.20 In conclusion, the proposed development accords with, and delivers benefits that reflect the three interconnected components of sustainable development as defined within the Framework. In light of all of the above considerations, and those discussed elsewhere, as well as the lack of policy conflict arising from this proposal identified throughout this statement and accompanying material, the proposals are commended to the LPA and planning permission should be granted without delay.

9. Draft Planning Obligations

- 9.1 The Applicants are committed to agreeing appropriate and proportionate Heads of Terms with Eastleigh Borough Council and HCC at the appropriate time once the contributions required associated with the application proposals are understood.
- 9.2 The Proposed Development will deliver market homes and up to 35% affordable dwellings. The potential mix and tenure split of the affordable provision will be discussed during the application determination period and secured through the Section 106 Agreement but will ultimately be for the reserved matters stage.
- 9.3 At this stage it is anticipated that the following Heads of Terms will be secured within a Section 106 Agreement:
- SuDs and Open Space
 - Affordable Housing Provision up to 35%
 - Management and maintenance of public open space;
 - On-site play areas including maintenance sum (or management company)
 - Management of Biodiversity Net Gain
 - Nitrate mitigation
 - Highways Contributions/Measures
 - Implementation of a Residential Travel Plan (monitoring).
- 9.4 Discussions with officers on the above will continue during the application determination process such that an agreement can be reached by the time this application is reported to Planning Committee. Contributions / obligations will all be required to meet the relevant tests.
- 9.5 The Applicant is committed to agreeing Heads of Terms with the LPA at the appropriate time once the obligations associated with the application proposals are understood.
- 9.6 It is understood that Eastleigh Borough Council has chosen not to introduce a Community Infrastructure Levy, but will keep this under review in light of any national planning policy changes

10. Conclusion

- 10.1 This proposal is for a high quality, well designed and sustainable residential development of up to 245 dwellings. This scheme has evolved in response to the characteristics of the Site and seeks to deliver a residential proposal which makes efficient use of land at an appropriate density, in an accessible location and which can make provision for a mix of housing types, tenures and sizes. The proposal also makes provision for a multi-functional space, the exact form and nature be determined through the reserved matters process with engagement with the local community, as well as the commitment to the delivery of mobility infrastructure to provide for, and facilitate sustainable transport modes to and from the site to surrounding areas.
- 10.2 The proposals seek to integrate built form into the surrounding landscape, with a form and density that reflects its edge-of-settlement location, and the desire to make efficient use of land. The site is located adjacent to the town of Fair Oak, one of the most sustainable settlements in Eastleigh Borough, highlighted by its range of services and facilities and access to employment opportunities both within the town and the nearby areas. The proposed development, including residential and mobility hub elements, will be ideally located to provide the opportunities for travel by public transport services to central Fair Oak, Eastleigh, Southampton, and further employment and service hubs across the south.
- 10.3 Full consultation has been undertaken with the local community and key stakeholders in respect of the planning application. Details of the engagement activities undertaken are provided in the accompanying Statement of Community Engagement.
- 10.4 As demonstrated within this Planning Statement and the accompanying suite of application documentation submitted to the Council, the development will deliver high quality mixed use development comprising much needed housing and affordable housing in this highly sustainable location and provides a mix of dwellings which sensitively responds to the surrounding context of the Site.
- 10.5 It is recognised that the Borough has a shortfall of housing supply across the Plan period, and, in the context of an increased standard method as set out within the consultation changes to national legislation, it is considered that the LPA should be pro-actively looking for developments that can readily deliver residential developments in sustainable locations.
- 10.6 Through the careful consideration of constraints and opportunities, including the site's previous allocation as part of a Strategic Growth Option within the submitted Local Plan, and recent context of surrounding developments extending the built-up edge of Fair Oak eastward, it is considered that any adverse impacts associated with the proposals are considered to be limited and can in no way be considered to significantly and demonstrable outweigh the benefits, as outlined in Table 2 above, which are significant and contribute to the planning systems objective of securing sustainable development.
- 10.7 This is of particular importance whereby, at the time of writing, Eastleigh Borough Council has an acknowledged shortfall in deliverable housing sites to meet its local housing need, and whereby the presumption of favour is engaged at the ongoing appeal

at Land off Cobbett Way, Botley. This shortfall which equates to over 700 homes in the next 5 years (untested by an Inspector) reiterates the paramount importance of sustainable sites coming forward which are available now for delivery. It is considered that housing delivery should be reviewed across the entire plan period and additional sustainable sites should be welcomed by the Council which can delivery much needed new homes.

- 10.8 This scheme should therefore be determined in accordance with the presumption in favour of sustainable development. Planning permission should be granted unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

**Appendix 1: Environmental Impact Assessment
Screening Opinion (November
2024; V/24/98389)**

KYLE WELBURN
TURLEY
6TH FLOOR NORTH
2 CHARLOTTE PLACE
SOUTHAMPTON
SO14 0TB

Application	V/24/98389
Please ask for	Clare Martin
Direct dial	023 8068 8256
Working hours	Tues-Fri 8.30 - 14.30
Email	clare.martin@eastleigh. gov.uk

Friday 15 November 2024

Dear Mr Welburn

Town and Country Planning Act 1990
The Town and Country Planning (Development Management Procedure)
(England) Order 2015

Application No:	V/24/98389
Description:	Request for an EIA Screening Opinion for the development of up to 250 new dwellings with access from Mortimer's Lane, and associated open space, landscaping, and engineering works (pre-application enquiry Q/23/96485)
Site:	Land south of Mortimer's Lane, Fair Oak, SO50 7DZ
Applicant:	Bloor Homes
Date Valid:	16 th October 2024

As set out in the attached EIA Screening Matrix, it is considered that by virtue of its nature, size and location, and subject to mitigation, the proposed development would not be likely to have any significant effects on the application site or its immediate surroundings, nor do the characteristics and location of development indicate that the development is likely to give rise to significant environment effects.

The site is not located in a sensitive area as defined by the EIA Regulations and it is considered that the potential for significant effects on the environment is low. Mitigation measures, which are typical for a development of this type and nature, would be necessary and these are able to be appropriately provided and controlled through the planning application process, including through the use of planning conditions and a legal agreement.

Mitigation measures would include securing:

- A Construction Environment Management Plan (including management plans for soil, waste, construction vehicles, dust),
- Levels Details,
- A Sustainable Drainage System,
- Flood Risk Assessment,
- Transport Assessment,
- Travel Plan,
- Minerals Management Plan,
- Archaeological Assessment,
- Heritage Assessment,
- Preliminary Ecological Appraisal,
- Further Ground contamination assessments and installation of remedial methods, where required.
- A contribution/ works towards Sustainable Transport Initiatives,
- Schemes to mitigate for the development's impact upon the Special Protection Area in terms of Nutrients and Recreational Disturbance.
- Provision made for electric car charging.

Accordingly, the screening assessment has identified that significant effects on the environment are not considered likely either alone or in combination with other development and, therefore, it is the opinion of Eastleigh Borough Council as the Local Planning Authority that the proposed development does not constitute EIA development as defined by the Regulations.

Yours faithfully

A handwritten signature in black ink, appearing to read "N Parker", written over a horizontal line.

Nicholas Parker
Planning Manager