



Land at Denham's Corner, Horton Heath

Southern
Strategic
Land 

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Introduction



1.1 This Planning Statement has been prepared by Gillings Planning on behalf of Southern Strategic Land (“the Applicants”), and is submitted in support of an application seeking outline planning permission on land at Denham’s Corner, Horton Heath.

1.2 Southern Strategic Land is a partnership between M&G Developments, a residential developer with 30 years’ experience throughout Dorset and beyond, and Logical Land, a company owned by Paul Brocklehurst, former CEO of Catesby Estates PLC, one of the UK’s foremost strategic land promotion companies.

1.3 The description of development for which planning permission is sought is as follows:

“Construction of up to 150 dwellings including 40% affordable housing, sustainable travel hub including parcel lockers, cycle hire and electric vehicle charging points for visitors, with associated vehicular access off Snakemoor Lane, dedicated cycle access off Snakemoor Lane, a shared pedestrian and cycle access off Botley Road, associated infrastructure, public open space and play area, hard and soft landscaping, boundary treatments, sustainable urban drainage systems and provision for biodiversity net gain.”

1.4 This Statement provides planning analysis to demonstrate that the submitted proposals are acceptable in planning terms and accord with relevant planning policy and guidance.

1.5 **Table 1.1** below sets out the documents submitted in support of the planning application which should be read alongside this Planning Statement. The plans and drawings are listed within the covering letter for the planning application submission.

1.6 The remainder of this statement is structured as follows:

- Section 2: Site Location and Description (including Planning History)
- Section 3: Development Proposals
- Section 4: Planning Policy Context
- Section 5: Planning Analysis
- Section 6: The Planning Balance

Table 1.1: Schedule of Supporting Documentation

Document	Technical Consultant
Planning Application Form and ownership certificate	Gillings Planning
Design and Access Statement and Masterplanning	Corstorphine & Wright
LVIA	Deacon Design
Transport Statement and Travel Plan	DTA
Arboricultural Survey and Arboricultural Impact Assessment	Barrell Trees
Ecology Phase 1 Habitat Survey and BNG	EcoSupport
FRA and Drainage Strategy	SLR
Nutrient Neutrality & Mitigation Statement	SLR
Sustainability Statement	Turley
Statement of Community Involvement	Consult Communications
Heritage Assessment/Archaeology	BSA Heritage
Housing Need and Affordability Statement	Tetlow King
Five Year Housing Land Supply	Turley
Noise & Air Quality	Hawkins Environmental
Agricultural Land Classification Report	Kernon
Contamination Report	Advanced Investigation Systems

Site Location and Description



2.1 The application site comprises approximately 9.05 hectares of land and is currently an agricultural field in rotation between pasture and cereal crop with areas of marshy grassland and mature woodland (both designated as SINCs) located beyond the site boundary to the north and east respectively.

2.2 The site is bound by Scorey's Copse on its northern and north-western boundary with the Scorey's Copse Rushes Stream on its eastern edge. Existing dwellings and the B3354 Botley Road are located on its western side and Snakemoor Lane is located to its southern boundary.

2.3 It is located to the south east of the village of Horton Heath which comprises local facilities and amenities including a petrol station, community centre, convenience store, dentist and public house.

2.4 The local context includes a variety of house types and styles. The accompanying Design and Access Statement explores this further but essentially there is a mix of detached, semi-detached and terraced housing in the immediate area. Most dwellings often feature cladded hanging clay tiles or the use of black timber.



Aerial view of site

Image courtesy of Google

2.5 The site is within an area undergoing considerable change, situated between large new developments currently underway (including One Horton Heath) that will significantly increase the population density of the area, as well as the range of services on offer locally.

2.6 Numerous bus routes run adjacent to the site along Botley Road and Snakemoor Lane, offering connections to Eastleigh, Southampton, Botley, Bishops Wordsworth, and Horton Heath. Rail links are also available via these bus routes connecting Hedge End with the rest of the region, including direct trains to Portsmouth and London. In addition, Hedge End railway station is accessible by car via Shamblehurst Lane within 2 minutes from the site and by bike via national cycle route 23 to the west of the site.

2.7 Two B-Roads lie adjacent to the site. Heading north, the B3354 (Botley Road) runs through Horton Heath and continues on to Winchester and the M3. Southwards, the B3354 leads to Botley, whilst the B3342 (Bubb Lane) offers connectivity towards Southampton and the M27.

2.8 A new primary school is proposed as part of One Horton Heath which will be within a 10 min walk of the site. Wyvern campus (infants, juniors, secondary) (Fair Oak), Berrywood (Hedge End) and Durley Schools are also nearby. Boorley Garden Send School is also being delivered nearby, set to open in September 2026.

2.9 The site is not within a Conservation Area and there are no listed buildings within the immediate area.

2.10 The site is at a low risk from flooding being within Flood Zone 1 which has the lowest probability.

2.11 An ancient woodland, woodland with TPO's and a SINC are located to the north and east of the site.

Planning History

2.12 There is no planning history that directly relates to the application site however planning permissions relating to adjacent sites are considered to be relevant as noted below.

- **One Horton Heath - Land at Burnetts Lane, Fir Tree Lane and Allington Lane:** Outline Planning permission **O/20/89498** for a phased mixed-use development of up to 2,500 residential units, local centre, non-residential floorspace, primary school and public open space – we understand that this has not yet been granted.
- **Land south of Snakemoor Lane / East of Winchester Road:** Planning permission was sought in 2019 for the construction of five detached adaptable dwellings for disabled persons/inter-generational families with widened vehicular access from Snakemoor Lane, new pedestrian access from Winchester Road, with land available for strategic Denhams Corner roundabout improvement scheme under reference **F/19/85710**. The application was refused on 24th September 2019. A revised planning application seeking the permission for the construction of five adaptable dwellings for disabled persons/inter-generational families with widened vehicular access from Snakemoor Lane, new pedestrian access from Winchester Road, with land available for strategic Denhams Corner roundabout improvement scheme was submitted under reference **F/20/87925**. This application was also refused, on 22nd March 2021. The proposal was dismissed at a subsequent appeal dated 6th July 2022 under reference **APP/W1715/W/21/3283337**. Paragraph 12 of the appeal decision confirms the thoughts of the Planning Inspector regarding the location of development, citing *"I recognise that Policy S2 of the LP does not say that other areas, outside of the defined main built-up areas, are not sustainable. Moreover, the site is not 'isolated' in the context of paragraph 80 of the National Planning Policy Framework"*.
- **Land Adjacent to the Brigadier Gerard Public House:** Planning permission **F/19/86328** for the construction of four no. three-bedroom dwellings with associated amenity space, parking, landscaping, ecological buffer and new access from Botley Road was permitted on 8th January 2020. In addition, planning permission **F/20/87859** for the construction of one no. three-bedroom house with car parking was permitted on 4th December 2020.
- **Land West of Woodhouse Lane, Hedge End:** Hybrid planning application **O/18/83634** the proposed development of a residential and education led site. Outline: Up to 605 residential dwellings, a local centre, pedestrian and cycle links, public open space. Full: 7 Form Entry secondary school with the potential to expand to 9 Form Entry and associated sports provision. This was approved in 2019

- **Boorley Gardens, Land at Hedge End North, Winchester:** Outline planning permission **O/15/75953** for up to 680 residential units, mixed use comprising of retail and/or community/healthcare use, land for two-form entry primary school, formal and informal open space and sports pitches. This was approved in 2015. We understand that the school will be a dedicated send school and will be open in September 2026.
- **Winchester Road, Botley, Southampton:** Outline planning permission **O/12/71514** for 1400 homes, new local centre, retail and employment floorspace, primary school, community centre, sports facilities, open space was approved in 2013.



Overall Concept

3.1 As set out above, the proposed development comprises an outline scheme for the whole site with all matters reserved except for access.

3.2 The description of development for which planning permission is sought is as follows:

“Construction of up to 150 dwellings including 40% affordable housing, sustainable travel hub including parcel lockers, cycle hire and electric vehicle charging points for visitors, with associated vehicular access off Snakemoor Lane, dedicated cycle access off Snakemoor Lane, a shared pedestrian and cycle access off Botley Road, associated infrastructure, public open space and play area, hard and soft landscaping, boundary treatments, sustainable urban drainage systems and provision for biodiversity net gain”

3.3 The proposal seeks to transform the existing site by introducing high quality homes and generous amenity spaces that positively respond to the local vernacular and are sensitive to the surroundings.



3.4 The scheme is designed to highlight and complement its key existing features and create an environment that is appropriate for its setting. The proposed development is landscape led and designed with careful consideration, informed by the site's local context but also the constraints of the site which in this case have been utilised and viewed as opportunities.

3.5 The proposed development is described in full in the Design and Access Statement, which accompanies the planning application.

3.6 The following application plans control the outline application and are discussed in turn below. Details of the access are included for determination (as access is not a reserved matter).

- Site Location Plan
- Parameter Plan: Built Framework
- Parameter Plan: Building Heights
- Parameter Plan: Access and Movement
- Illustrative site Layout and Masterplan

Proposed Residential Use and Layout

3.7 The proposed development has been designed to serve the needs of its residents and visitors, and seeks to achieve a legible, safe and comfortable layout throughout; ensuring that the site feels well connected and readily understood and navigated by all users, irrespective of mobility or the mode of transport.



Illustrative Masterplan

3.8 The scheme provides for up to 150no. residential dwellings which are to be provided via a mixture of detached, semi-detached, terraced and bungalow units to reflect the character of the area. The unit types are generally interspersed across the site, but density is generally higher towards the west of the site where mature woodland provides screening from Botley Road.

3.9 Access into the site is proposed from Snakemoor Lane and the proposed layout will include tree lined streets that are orientated with key views in mind. When turning into the site, there are views to a central green space with a backdrop of the ancient woodland. To the east is a large area of public open space that will lie adjacent to a buffer to the adjoining SINC, located outside of the site.

3.10 A network of pedestrian routes ensures the site has strong walkability, with an emphasis on connectivity with the open green space on the eastern side. Establishing a route that loops around the site is key to this. Importantly, these routes connect with those beyond the site, allowing ease of access to bus stops and surrounding settlements.

3.11 The layout of the site seeks to form a central avenue forming the spine of the site, connecting the central green space and public open space areas. Much of the layout is landscape driven, incorporating numerous landscape features across the site that serve to soften the development and create a pleasant streetscape. An abundance of open green space provides plenty of amenity space whilst also easing the site's relationship with its context.

3.12 The scheme proposes to ensure at least 40% of the units will be provided as affordable housing, this being 5% above and beyond compliance with policy set out in the Eastleigh Borough Council Local Plan.

3.13 The affordable housing tenure split is policy compliant (65:35 in favour of Affordable Rent), with the additional 5% to be provided as Low Cost Ownership.



Scale and External Appearance

3.14 A variety of unit sizes would be provided, including bungalows, to cater for a range of demographics. Larger units are likely to be located out of view of Snakemoor Lane, to reduce the visual impact. The spatial distribution of unit sizes is intended to encourage a cohesive community.

3.15 The illustrative layout plan indicates one way in which the site may be developed. The crescent and associated green space forms the focal point of the site, establishing a strong sense of identity. Further, the central avenue acts as the spine of the development, lined with trees and swales and connecting the crescent with the public open space and SuDS features in the eastern part of the site. Upon entry to the site, the ancient woodland

is instantly visible, acting as an attractive natural backdrop for the development. A high quality public realm is provided throughout, and is importantly well addressed by the frontages of the new homes. The parking strategy for the site aims to reduce the visual impact of parked vehicles on the streetscape, through the primary use of in-curtilage parking courts with abundant greening.





Landscaping and Trees

3.16 Landscaping forms an integral part of the design for the site, albeit that full details will be submitted and secured at reserved matters stage.

3.17 An illustrative landscape masterplan and strategy has been submitted as part of this application submission and confirms that a comprehensive and attractive landscaping scheme will be incorporated into the proposals, ensuring a high quality and vibrant place for future residents as well as creating a high quality public realm for the enjoyment of surrounding residents.

3.18 In relation to how the proposals impacts upon trees, this proposal will result in the loss of three small sections of existing hedgerow on the southern and western site boundaries. All the significant boundary tree cover will remain intact, with no loss of moderate or high-quality trees. There is space for tree planting across the site and therefore a landscaping scheme that incorporates 80.no new trees is proposed as set out above.

KEY	
	Application Site boundary
Soft Landscape	
	Proposed wetland / wildflower meadow to woodland edge and public open space
	Proposed species rich turf to private front gardens
	Rear gardens
	Proposed native / ornamental planting to public spaces and parking courts
	Proposed ornamental planting to private front gardens with hedge planting
	Proposed defensive shrub planting to front gardens
	Proposed SuDS appropriate planting to SuDS and swales
	Proposed formal hedgerow to define private front gardens
	Proposed species-rich native hedgerow to soften built form and provide ecological enhancements
	Proposed scrub planting to southern boundary
	Proposed tree planting
	Existing tree planting
Hard Landscape	
	Proposed tarmac surfacing to highways
	Proposed tarmac surfacing to pathways
	Proposed block paving to raised table shared surface
	Proposed block paving to parking courts
	Proposed block paving to private driveways
	Proposed resin-bound gravel to private roads and associated driveways
	Proposed slab paving to plot entrances
	Proposed pathway through public open space

Access, Servicing, Parking and Refuse

3.19 A network of connected paths and streets create a pedestrian friendly and walkable streetscape/environment. The primary pedestrian route will be through the new connection provided with Botley Road to the west of the site. Moreover, the new cycle and pedestrian network connects with the existing pedestrian network around the site, providing routes towards Hedge End, Horton Heath and Fair Oak respectively. A new signalised crossing is proposed along with the provision of a new footway to the southbound bus stop on Botley Road, which at present is unconnected by foot.



3.20 The new vehicular access is provided via Snakemoor Lane, approximately 100m east of the Denham's Corner roundabout, which itself is the subject of a committed enlargement and enhancement scheme.

3.21 To encourage the use of sustainable modes of transport, a new sustainable transport hub is proposed and will assist in ensuring that the site is well integrated with the existing surrounding transport network. In summary, the hub will include an area for shared transport services such as bike hire, car share and EV charging points, cycle parking, periodic bike maintenance workshops, shelter, local information on bus times, walking maps, notice boards and parcel delivery lockers.

3.22 In terms of parking, as noted above the strategy aims to reduce the visual impact of parked vehicles in the streetscape. Therefore, in-curtilage parking and parking courts are proposed screened with landscaping/vegetation. Each unit is allocated two spaces, with designated visitor spaces available for additional demand. Detached units will have their own garages or car barns. A total of 362 spaces are provided, including 55 garages. A parking strategy plan is included within the accompanying Design and Access Statement for specific detail.

3.23 Streets have been appropriately designed and laid out to ensure that refuse vehicles and fire tenders are able to traverse the site with ease.

Planning Policy Context



4.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that the determination of planning application be made with regard to the Development Plan, unless material considerations indicate otherwise.

4.2 This is reiterated at paragraph 48 of the National Planning Policy Framework (NPPF), which also makes it clear that the NPPF is a material consideration in decision making.

4.3 The main planning policy considerations pertinent to the proposed development are considered below.

The Development Plan

4.4 The site is situated within the administrative area of Eastleigh Borough Council. The Development Plan for the Borough of Eastleigh comprises:

- Hampshire Minerals and Waste Plan (2013)
- Eastleigh Borough Local Plan (2016 – 2036) adopted April 2022

4.5 The Council are also in the process of preparing a Local Plan Review. Currently, this is at issues and options stage and so very limited weight can be attached to it.

Hampshire Minerals and Waste Plan (2013)

4.6 The adopted policies map of the Hampshire Minerals and Waste Plan confirms that the site is not a reserved site, nor is it underlain with any identified mineral. It is considered to be of little relevance to this proposal.

4.7 The main planning policy considerations pertinent to the proposed development are considered and set out within Appendix 1.



Planning Analysis



5.1 This section analyses the suitability of the proposed development in the context of local and national planning policy. This analysis is provided to confirm that:

- A presumption in favour of sustainable development applies and permission should be granted and there are no material considerations that indicate the proposal should be determined otherwise;
- The Tilted Balance applies, where the Council acknowledge that it cannot demonstrate a five-year housing land supply and the most important policies for determining the application are out of date; and
- When weighed in the planning balance overall, the adverse impacts of the proposal do not significantly and demonstrably outweigh the benefits.

5.2 It concludes that planning permission should be granted.

5.3 Reference is made within this section to assessments within technical reports that have been

submitted in support of the planning application (as noted in section 1 of this Planning Statement). Those should however be referenced in full as part of the assessment of the planning application.

Principle of Development

The Adopted Development Plan (Eastleigh Borough Local Plan 2016 – 2036)

5.4 Strategic policy S3 (Location of new housing) states that the Borough Council will focus as much new housing development as possible within the existing urban areas, with the remainder on greenfield sites in the form of a number of larger strategic sites, urban extensions and a number of smaller sites to meet more local needs. In response to this, the adopted local plan proposed the following:

- a The development of approximately 5,960 dwellings on strategic sites with planning permission at:
 - i. South of Chestnut Avenue, Eastleigh at Stoneham Park (1,150 dwellings);
 - ii. West of Horton Heath (1,500 dwellings) (HH1);

- iii. West of Woodhouse Lane, Hedge End (605 dwellings) (HE1);

- iv. Land north and east of Boorley Green and Botley (1,400 dwellings);

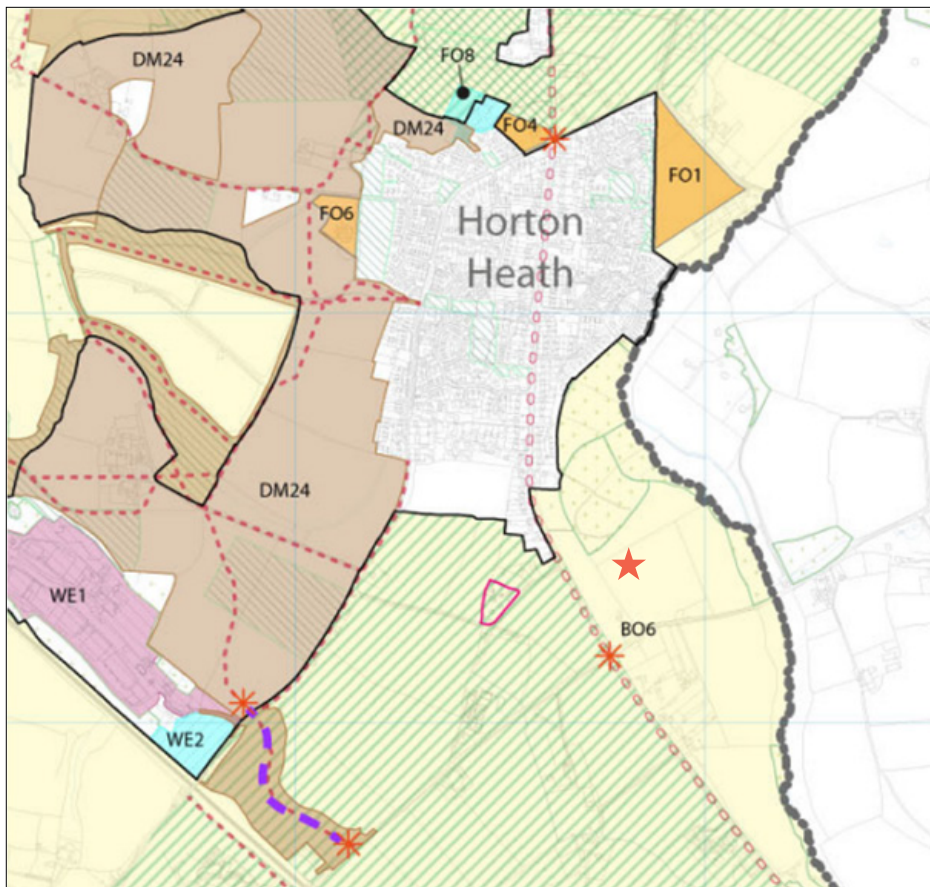
- v. Land north-east of Hedge End Station (680 dwellings);

- vi. Land at Pembers Hill Farm (250 dwellings); and

- vii. Land north east of Winchester Street (Uplands Farm) (375 dwellings) (BO2);

- b The development of approximately 2,702 dwellings on other large sites which already have planning permission or a Council resolution to grant permission, or will come forward as unidentified windfalls;
- c Provision for approximately 732 dwellings on new smaller greenfield and urban sites within and adjoining the settlements of Allbrook, Bishopstoke, Botley, Bursledon, Chandler's Ford, Eastleigh, Fair Oak & Horton Heath, Hedge End, Netley and West End.

5.5 The application site is an un-allocated greenfield site, and is confirmed by the adopted policy map to be located within the designated countryside under Policy S5, located just outside of but adjacent to the urban edge of Horton Heath, however, it is important to note that the site is located outside of any settlement gap as allocated via policy S8. The site can be seen on the following image taken from the adopted local plan policy map (confirmed not to be within a settlement gap) (site marked with a star).



5.6 Due to the sites location within the designated countryside, it could be considered that the proposal is contrary to strategic policy S3; in addition, the proposal does not form a type of development that is permitted under strategic policy S5 (New Development in the Countryside).

5.7 Notwithstanding this, it is however argued that the application site is a highly suitable windfall site in a sustainable location, thereby making a positive

contribution towards the provision of 732 dwellings adjoining the named existing settlements under strategic policy S3.

5.8 Despite the potential conflict with the Borough Council's spatial strategy, it is considered that the policies most important for determining the application are out of date, and the Tilted Balance applies because the Borough Council cannot demonstrate a 5-year housing land supply. This is discussed in further detail within the following sections of this Planning Statement.

Application of the Tilted Balance

5.9 In accordance with paragraph 11(d) of the NPPF, the tilted balance should be applied here, as set out below – where it is argued that the policies of most importance to determining the application (in this case policies S3 and S5) are out of date.

5.10 The following section sets out why the tilted balance, and therefore the presumption in favour of sustainable development applies.

Five-Year Housing Land Supply Results in the Development Plan Being Out of Date

Concerns with the adopted local plan

5.11 The Council's housing supply issues originate from the adoption of the Eastleigh Borough Local Plan 2016–2036, which significantly underdelivers on housing needs, providing for only 11,966 homes, or 82% of the required 14,580.

5.12 A key element of the original strategy was the Strategic Growth Option (SGO) for over 5,000 homes, but this was removed following the Inspector's concerns over sustainability, traffic, and environmental impacts. Its removal created a shortfall of 2,614 homes in the latter part of the plan period.

5.13 While the plan remains technically sound under the National Planning Policy Framework, both Officers and the Inspector emphasised the urgent need for an early review at the time of adoption, within one year of the plans adoption to address these gaps and plan for longer-term housing delivery.

5.14 A full detailed review of the issues arising from the adoption of the Eastleigh Borough Local Plan 2016-2036 is contained within appendix 2.

5.15 In relation to the above, we have a number of substantial and key concerns, and these are summarised below:

- We are concerned with the fact that the Local Plan was adopted with an identified shortfall in the provision of new homes;
- We consider that the identified shortfall does not simply occur towards the end of the plan period, and in fact the supply is already affected; due to a lack of completions on key sites that have fallen far behind their commitments.
- We note that Eastleigh Borough Council cannot demonstrate a five-year housing land supply (most recently confirmed on 20th December 2024 in the appeal decision at Land off Cobbett

Way, Botley, Hampshire S030 2ET – appeal reference APP/W1715/W/24/3350858 – discussed further below);

- We are concerned that the 'Early Review' is already behind schedule (a full chronological review of which is provided within appendix 2;
- We are concerned that the large allocations in the Local Plan at One Horton Heath, Uplands Farm and Woodhouse Lane have not delivered a single new home yet; and
- We note that EBC's Housing Delivery Test scores show a decline in completions, a worrying trend.

Housing Shortfall

5.16 We note that the Local Plan Inspector adopted "a proportionate and pragmatic" approach and presumably did so because of the "acute need for Eastleigh to have a Plan", but we consider that it was not best practice for a Local Plan to be adopted with an identified shortfall and furthermore, we note that the Local Plan Inspector reached those conclusions based on evidence before her at that time including many assumptions on the deliverability of the large key development sites, including One Horton Heath which was predicted to have had a large number of completions taken place by now, whereas in fact, to date there have been no completions.

5.17 In addition to the above, and at the time of writing, the Council cannot demonstrate a five-year supply of housing as confirmed by recent appeal decisions in the Borough.

5.18 The most recent confirmation on the extent of the Boroughs shortfall in housing land supply came in the Inspectors decision on the appeal at Land off Cobbett Way, Botley, Hampshire S030 2ET – appeal reference APP/W1715/W/24/3350858 dated 20th December 2024. Paragraph 31 of the Inspectors report confirms that in the Council's own admission, they are currently only able to demonstrate a total of 4.42 years housing land supply (although this was heavily disputed by the appellant in this case, who argued that only a total housing land supply of 2.67 years was demonstrable).

5.19 Notwithstanding the above, accompanying this application is a Stage 1 Five Year Supply Assessment prepared by Turley and this should be referred to in full. It confirms that based on the Council's November 2024 housing land supply statement, the Council claim to have a supply of only 4.3 years with sites projected to deliver a total claimed deliverable supply of 3,143 homes. This is a shortfall of 502 homes. However, this calculation does not include a 5% buffer to the calculation, which is now required under the December 2024 Framework. If this is included, which we consider it should be in line with paragraph 78 of the NPPF, the Council's own actual supply position would reduce to only 4.1 years, a shortfall of 684 homes.

5.20 Based on Turley's assessment of the Council's latest position statement and in our view, it is clear that there are several elements of the Council's supply which do not meet the definition of deliverable, or where unrealistic deliverability assumptions have been applied.

5.21 We consider that the actual deliverable supply is 992 homes less than that claimed by the Council. These reductions are based on sites without detailed consent, a reduction where delivery rates appear unrealistic, a reduced windfall allowance, and the potential to apply a 10% non-implementation rate to small sites.

5.22 Based on our calculations the supply is significantly reduced to **2.81 years**, with a deliverable supply of 2,251 homes. This is a shortfall of **1,676 homes**.

5.23 Therefore in our view there is a serious and significant shortfall in supply within the Borough and the Council should therefore be taking positive action to address this.

5.24 As a result, the Council cannot demonstrate a five-year housing land supply, as it is required to under paragraph 78 of the Framework. Consequently, the policies which are most important for determining the application, are out of date (in this case those relating to housing, as set out below). The tilted balance therefore applies in favour of granting planning permission for sustainable development.

Defining the Policies Most Important for Determining the Application

5.25 It is considered that the policies most important in this case are defined by the Eastleigh Borough Local plan 2016 – 2036 and relate to the quantum and distribution of Housing:

- Strategic Policy S3 – Location of new housing; and
- Strategic Policy S5 – New development in the countryside.

5.26 Other policies are of course relevant but are not considered to be the most important. Where a five-year housing land supply cannot be demonstrated, as set out above, those policies are considered to be out of date. It is however considered that the policies that are adopted in respect of development design etc, continue to apply and are attributed full weight.

The Tilted Balance is Not Disapplied

5.27 In this scenario, the NPPF (at paragraph 11d) confirms that planning permission should be granted, 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.

5.28 In respect of 11(d)(i), the site does not fall under the following 'areas or assets' of particular importance:

- Habitats site;
- Sites of Special Scientific Interest;
- Green Belt;
- Local Green Space;
- National Landscape (formally AONB);
- National Park (or within the Broads Authority);
- Heritage Coast;
- Irreplaceable Habitats;
- Risk of Flooding or Coastal Change; or
- Heritage Assets.

5.29 In In respect of 11 (d) (ii) all other material planning considerations have been assessed and where necessary, have been considered against the technical policies contained within Eastleigh Borough Council Local Plan and confirms that no adverse impacts are demonstrated. This is considered in detail under 'compliance with the wider development plan' below.

The Planning Balance



6.1 The tilted balance is applied, and planning permission should therefore be granted for this sustainable development.

6.2 Notwithstanding this, and where there is some harm identified (albeit that this would not, in itself, provide a clear reason for refusal), it is necessary to weigh that harm against the benefits of the proposed development, a full assessment of which is carried out below.

'Harm'

A degree of landscape and visual harm – very 'limited' weight

6.3 As noted, the LVIA concludes *"the limited geographical area of Site's visibility, natural screening factors and the proposed design of the development which takes account of Site constraints and opportunities, and key local sensitivities (landscape, ecological and other), will result in a very limited level of landscape and visual effects due to the proposed development."*

6.4 It is acknowledged that the site will experience some moderate adverse (temporary, very short-term) effects on the LCA 9: Horton Heath Undulating Farmland and minor adverse (temporary, very short-term) effects on the LCA23 Durley Claylands during construction.

6.5 Once the proposed development is operational and landscaping has established and begun to mature, the overall significance of effect on the character of the LCA 9: Horton Heath Undulating Farmland is assessed as minor adverse (permanent, long-term) and the significance of effect on the character of the LCA23 Durley Claylands is assessed as negligible adverse (permanent, long-term).

6.6 In visual amenity terms, whilst the proposed development will replace undeveloped countryside with a residential scheme, it will also sit well within the surrounding landscape and its visibility will be limited by landform and vegetation. Overall and in terms of visual effects of the development, users of the nearby PRoW network will experience a moderate/minor adverse (temporary, very short-term) effect during the construction phase, which will

lower to minor adverse (permanent, long-term), once the development is operational and the proposed vegetation has established and begun to mature.

6.7 Motorists and cyclists on local roads, who have low sensitivity to the proposed development, will experience minor/negligible adverse (temporary, very short-term) effects during construction, and negligible adverse (permanent, long-term) once the development is operational. Pedestrians on local roads will experience negligible adverse effects both during the construction and operation of the proposed development and finally, local residents will experience minor adverse (temporary, very short-term) effects during the construction phase and minor/negligible adverse (permanent, long-term) effects, once the development is operational and the proposed vegetation has established and begun to mature.

6.8 Given the very limited harm identified upon the surrounding landscape, it is considered that only very limited weight can be applied to this low level of identified harm when weighed in the planning balance.

Neutral elements

Residential amenity

6.9 As the current application is for outline consent only, a confirmed detailed layout is not available for assessment and in this respect the majority of the detailed assessment would be undertaken at reserved matters stage. However, the illustrative masterplan sets out at least one way in which the 150 dwellings could be reasonably accommodated without adverse impact on the residential amenity of surrounding residents. This demonstrates that sufficient separation distances could be achieved to prevent any adverse impact on the light, outlook or privacy of surrounding properties.

6.10 The detailed elements, and adherence with detailed policies can be secured through reserved matters and detailed conditions. The proposal is therefore acceptable in this regard.

Technical Matters

6.11 As set out in appendix 3, the proposal is assessed as having no adverse impacts in relation to the following technical matters: Flood Risk and Drainage; Traffic, Highways and Access; Air and Noise pollution; Trees, Ecology and Biodiversity, Heritage and Archaeology.

Benefits

Contribution, and delivery of, market housing – substantial weight

6.12 There is an ongoing and acute need for housing in the Borough, which the Council recognise in its own admission that there is no five-year housing land supply for the Borough.

6.13 Given this position, there should be no dispute that the delivery of housing would represent a significant benefit of the proposal, and that this benefit should attract substantial weight in the planning balance.

6.14 It should also be noted that delivery of the proposed scheme would be timely, such that it should be deliverable within 5 years, therefore making an immediate and positive impact upon the number of homes available within the Borough and indeed the five-year housing land supply deficit.

Provision of affordable housing – substantial weight

6.15 There is a genuine and acute need for more affordable homes within the Borough, as set out in detail within the accompanying affordable housing statement prepared by Tetlow King Planning. The statement confirms that market signals indicate a worsening trend in affordability across the Borough and, by any measure of affordability, Eastleigh Borough Council is an Authority amid an affordable housing emergency and therefore urgent action must be taken to deliver more affordable homes.

6.16 For context, The 2017 AHA identifies a need for 3,300 new affordable housing, equivalent to 165 dpa covering the 20-year period between 2016 to 2036. An updated AHA was then produced in 2020, which concluded that an additional 35 affordable homes are required annually; this equates to a net need of 200dpa and totals 4,000 homes between 2016-2036.

6.17 It is important to acknowledge that this figure has been calculated on the basis that some households in receipt of housing benefit within the private rented sector (PRS) are not in need of affordable housing. It is commonly accepted that the PRS should not be regarded as a form of affordable housing and is not set out under the definition of affordable housing in the NPPF. The Councils' own previous local plan examination Inspector's report confirms this.

6.18 Therefore, the annual need figure of 200 dwellings per annum across the Borough is very much considered as a minimum and in practice, in fact, is an underestimate of affordable housing need.

6.19 In terms of delivery, there has been a notable decline in the rate of affordable housing delivery in recent years. This slowdown raises concerns over the Borough Council's ability to consistently meet long-term affordable housing needs, particularly as the demand for affordable homes continues to grow.

6.20 Furthermore, the Borough is facing an escalating housing affordability crisis, evidenced by a persistent shortfall in affordable housing delivery and a range of worsening indicators.

6.21 As of 31 March 2024, there were 2,545 households on the Housing Register—an 18% increase from the previous year's figure of 2,162. Demand for affordable homes in specific areas is also evident, with 79 households expressing a preference for Botley, and 74 for Fair Oak and Horton Heath.

6.22 Wait times for affordable housing are also significant; applicants in Band 2 face waiting periods ranging from 365 days (approximately one year) to 1,035 days (nearly two years and 10 months), while those in Band 3 wait even longer, between 700 days (almost two years) and 1,887 days (over five years).

6.23 Temporary accommodation use is also high. As of March 2024, 33 households have been placed in such accommodation, 94% of which were placed in bed and breakfast hotels. This creates a significant financial burden for the Borough Council, having spent £233,298 on temporary accommodation in the borough and £355,611 on placements outside.

6.24 Moreover homelessness continues to rise with 246 households receiving a relief duty (a 36% increase from the previous year) with a further 141 households receiving relief duty (74% up on the previous year).

6.25 Lower quartile house prices have surged 32% from £199,950 in 2016 to £264,000 in 2024. In Eastleigh 010 MSOA, prices rose even more steeply by 54%, reaching £320,000.

6.26 Based upon the above it is clear that there are serious and persistent affordability challenges across the Borough. The proposed development represents significant benefits towards affordable housing in the Borough, through:

- Exceeding policy requirements, making provision for 40% (60 dwellings) of the scheme provided as affordable housing;
- Importantly, the scheme is deliverable, providing certainty on the delivery of much needed affordable homes;
- Provision of affordable homes that are managed by a Registered Provider, with a greater degree of security over the tenure of the units than that of the private rented sector.

6.27 Evidently, there can be no doubt that the provision of 60 affordable dwellings on this site to help those in acute need in EBC should be afforded substantial weight in the determination of this application.



Open space provision – *substantial weight*

6.28 As noted within the parameters, the proposal includes for a substantial amount of space on the site for Green Infrastructure, which will include public open space, incorporating areas of equipped and natural play space, as well as landscape planting and biodiversity improvement areas, as shown on the plans that accompany the planning application.

6.29 The amenity greenspace (to include open space and gardens) is also generous, with additional space afforded to the equipped play provision in the form of a local area for play (LAP).

6.30 These substantial areas of Green Infrastructure, incorporating multifunctional open space, and extensive landscaping, complement the residential areas of the development to enhance both the amenity of future residents and the surrounding environment. In addition, a variety of natural greenspace incorporating SuDS features and ecological enhancement areas are also to be provided.

6.31 Where access to these elements of public open space is available to both residents of the proposed development and the immediate locality, there is clearly a public benefit of the same. This should be afforded substantial weight in the planning balance.

Ecological enhancement and Biodiversity Net Gain – *substantial weight*

6.32 Ecological enhancement areas will be provided for within the proposals, largely incorporated into the Green Infrastructure across the site.

6.33 Improvement in biodiversity across the site is demonstrated as set out within the accompanying BNG assessment prepared by Eco support. The assessment confirms that there is a net gain of 41.12% for habitats and a 31.75% for linear habitats.

6.34 This net gain follows the retention, enhancements and creations of habitats on site, which provide further foraging, commuting and nesting habitats for wildlife, increasing the site's ecological value. Lowland mixed deciduous woodland, purple moor grass and rush pasture and individual trees within the redline boundary have been retained. Other neutral grassland, modified grassland and individual trees have been created. Bramble scrub has been enhanced into mixed scrub.



6.35 Based upon the above, the proposed scheme demonstrates that a net gain in BNG on-site, which is significantly beyond the statutory requirement of 10% can be achieved. This is a significant benefit resulting from the proposals and it is suggested that substantial weight should be attributed to this benefit when weighed in the planning balance.

Support the local services through increased custom at local shops and pubs – *moderate weight*

6.36 The proposed development will bring new residents into the local area. This will inevitably result in increased custom at local shops and nearby public houses which will be to the benefit of both the local community and economy. It is considered that this should be afforded moderate weight when weighed in the planning balance.

Off-site contributions to infrastructure – *moderate weight*

6.37 The development will attract off-site contributions to local infrastructure such as additional school places, resulting in positive improvements to various infrastructure within the local community.

6.38 In relation to school places specifically, it is widely reported that new homes will automatically increase the need for school places, and this is not true. However it is well known that the local primary schools in the vicinity of the planning application site are operating at capacity.

6.39 Such improvements will be discussed with the relevant parties during the consideration of the application and the specific details of which to be agreed with Officers.

6.40 The applicant is willing to accept an appropriately worded planning condition / obligation to secure these.

6.41 Where those improvements will be for the public benefit, they should be afforded moderate weight in the planning balance.

Social and Economic benefits – *moderate weight*

6.42 The proposed development will provide many positive economic impacts both during its construction phases and operational lifetime, as well as having broader social value for the local community.

6.43 During construction, the scheme will see a significant investment in construction, along with the generation of a large number of direct jobs over the duration of the construction period, along with the inevitable creation of in-direct employment opportunities for potentially, existing residents within the Borough.

6.44 In addition to the construction phase, the proposed scheme will see a large net increase in the number of economically active residents being able to obtain their own home, which will be to the benefit of local businesses located close to the site. It is also considered likely that the additional residents moving into the area, are highly likely to spend a proportion

of their income within the local area such as through local household retail expenditure, leisure goods and services. Moreover, the residents moving into the local area will bring obvious economic benefits to the Borough Council such as through additional Council Tax payments.

6.45 Health and well-being benefits are also derived from the proposals, including through the provision of Green Infrastructure (as discussed above), and the provision of 150 new homes that represent safe, secure and high-quality accommodation which is built to a standard that averts cold, damp and overcrowding.

6.46 Overall, these social and economic benefits can be afforded moderate weight in the planning balance.

Sustainability benefits – *moderate weight*

6.47 The proposed development will provide highly energy efficient, climate adaptable homes all designed in accordance with the latest building regulation standards in relation to sustainability, within a well designed place.

6.48 All new homes with associated allocated parking spaces will be provided with a dedicated EV charging point, and in addition, there is sufficient provision of secure and weatherproof cycle storage across all the new homes provided.

6.49 The site is in a sustainable and walkable location where residents will be able to utilise cycle and pedestrian links to Hedge End train station, bus stops, amenities, services and facilities.

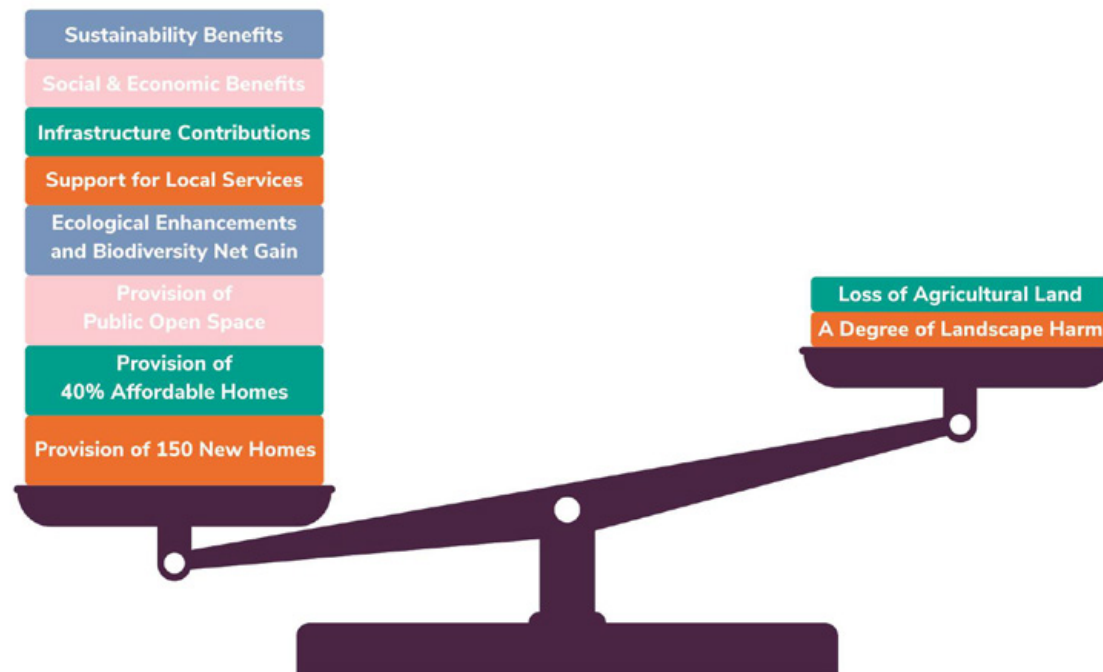
6.50 A new footway is provided, along with signalised crossing, to create a safe means of accessing the southbound bus stop on Botley Road; this will ensure a safe connection for future residents, but also provides wider public benefits to those residents already living locally, and at present cannot walk to this bus stop safely on foot.

6.51 In conclusion, the sustainable approach set out demonstrates that the proposals align with the policies of the Development Plan, creating a low carbon development which is adapted to future changes in the climate. These sustainability benefits are afforded moderate weight in the planning balance.

Summary of Planning Balance and Conclusions

6.52 On the basis of the analysis set out in the above section, it is considered that the proposed development comprises sustainable development in the context of the policies set out within the NPPF and accords with the Development Plan. In summary, the proposal is considered:

- Environmentally Sustainable – the site is located within a sustainable location and makes effective use of the site. There is a clear and demonstrable need for the type of accommodation provided and the location is suitable.



- Economically Sustainable – the proposal will generate a significant economic benefit in terms of employment and other increases in GVA, expenditure, etc.
- Socially Sustainable – the proposal will help meet a very significant need for affordable and market homes, and a positive contribution to overall housing land supply in providing 150 deliverable new homes.

6.53 It is accepted that the policies most important for determining the application are out of date and the tilted balance therefore applies.

6.54 A full assessment of benefits and harm has been undertaken and concludes that the benefits of the scheme demonstrably and significantly outweigh the very limited harms, as noted above and there are no other material considerations which indicate otherwise.

6.55 On this basis, and taking into account the significant benefits arising from the scheme, it is respectfully considered that planning permission should be granted subject to the appropriate s106 Agreement and conditions.



Planning Policy Context



Appendix 1 – Planning Policy Context

Eastleigh Borough Local Plan (2016 – 2036)

1.1 Strategic Policy S1 – Delivering Sustainable Development: This policy sets out the Council's approach to achieving sustainable development, providing ten key criteria, including: community needs, settlement identity, social equality, economy, climate change, density, flooding, landscape and ecology. Furthermore and importantly, the policy confirms that:

“When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.”

1.2 Strategic Policy S3 – Location of new housing: This policy states that the Borough Council will focus as much new housing development as possible within the existing urban areas, with the remainder on greenfield sites in the form of a number of larger strategic sites, urban extensions and a number of smaller sites to meet more local needs. The Council proposes:

- a The development of approximately 5,960 dwellings on strategic sites with planning permission at:
 - i. South of Chestnut Avenue, Eastleigh at Stoneham Park (1,150 dwellings);
 - ii. West of Horton Heath (1,500 dwellings) (HH1);
 - iii. West of Woodhouse Lane, Hedge End (605 dwellings) (HE1);
 - iv. Land north and east of Boorley Green and Botley (1,400 dwellings);
 - v. Land north-east of Hedge End Station (680 dwellings);

vi. Land at Pembers Hill Farm (250 dwellings); and

vii. Land north east of Winchester Street (Uplands Farm) (375 dwellings) (BO2);

- b The development of approximately 2,702 dwellings on other large sites which already have planning permission or a Council resolution to grant permission, or will come forward as unidentified windfalls;
- c Provision for approximately 732 dwellings on new smaller greenfield and urban sites within and adjoining the settlements of Allbrook, Bishopstoke, Botley, Bursledon, Chandler's Ford, Eastleigh, Fair Oak & Horton Heath, Hedge End, Netley and West End.

1.3 Strategic Policy S5 – New development in the countryside: This policy states that, planning permission will be granted for new development in the countryside provided its related to; employment through agricultural development, extensions and replacement dwellings, community or tourist facilities, outdoor recreation, allotments,

community farms, cemeteries and essential public utilities. When permitting new development in the countryside the Council will seek to:

- avoid adverse impacts on the rural, woodland, riparian or coastal character, the intrinsic character of the landscape including the avoidance of adverse landscape impacts on areas adjoining national parks and their settings, the significance of heritage assets and on the biodiversity of the area;
- secure long-term beneficial management practices that will enhance the landscape and biodiversity of the countryside and coast;
- avoid sterilisation of mineral resources, in accordance with the Hampshire Minerals and Waste Plan;
- safeguard the best and most versatile agricultural land unless the benefit of the development clearly outweighs the loss; and
- protect soils during construction wherever possible in line with the 'Defra code of practice for the sustainable use of soils on construction sites.

1.4 Strategic Policy S9 – Green Infrastructure: This policy requires new development to provide appropriate green infrastructure to support new developments, including accessible and useable public open space and ecological links.

1.5 Strategic policy S8 - Historic Environment: This policy sets out the requirements for new development in relation to the Boroughs heritage

assets including listed buildings and structures, conservation areas, landscapes and archaeology.

1.6 Policy DM1 – General Criteria for New Development: This policy sets out the general criteria for new development. It confirms that new development should not have an unacceptable impact on residential amenities of both new and existing residents, the character and appearance of the countryside and biodiversity. Development should make efficient use of the site, maximise opportunities to increase density.

1.7 Policy DM3 – Adaption to climate change: This policy seeks to ensure that all development is designed to adapt to climate change by reducing the risk of surface water flooding and the inclusion of a cooling strategy in the design of all new development.

1.8 Policy DM5 – Managing flood risk: This policy confirms that development should not increase flooding elsewhere and Sustainable Drainage Systems must be designed in accordance with Policy DM6.

1.9 Policy DM6 – Sustainable surface water management and watercourse management: This policy states that new development will only be permitted if it incorporates Sustainable Drainage Systems. Wherever feasible, naturalised filtration should be included within the treatment train. On sites of 1ha or more, SuDs schemes should include at least three forms of naturalised filtration unless it can be demonstrated this is unnecessary.

1.10 Policy DM8 – Pollution: This policy states that development will not be permitted where it will be adversely affected by pollution, unless measures can be taken that adequately mitigate the polluting effects. Development susceptible to particular forms of pollution will not be permitted where it will be adversely affected by such pollution, unless measures can be taken that adequately mitigate the polluting effects.

1.11 Policy DM11 – Nature conservation: This policy confirms that the Council will ensure development protects and enhances all international, national and local conservation designations.

1.12 Policy DM13 – General development criteria – transport: This policy sets the general development criteria in relation to 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. Access arrangements to the highway network must meet national and local guidance and standards will all highway improvements meeting the standard required to be adopted by the Highway Authority, not cause of increase danger to road users or have a significant detrimental impact on the operation or safety of the highway network.

1.13 Policy DM14 – Parking: This policy sets the requirements for parking. It confirms that off highway parking will be required in all new residential development. Provision will be in accordance with the Residential Parking SPD.

1.14 Policy DM23 – Residential development in urban areas: This policy confirms that new dwellings will be permitted provided the scheme provides a mix of dwelling types and sizes to meet local needs, dwellings capable of adaptation and affordable housing. There should be a minimum density of 40 dwellings per hectare unless site constraints or local character justify a lower density.

1.15 Policy DM24 – Creating a mix of housing: This policy confirms that development schemes will be required to demonstrate how the proposal contributes to the overall mix of housing.

1.16 Policy DM28 – Affordable housing: This policy confirms that on new housing developments, the council will seek 35% affordable housing and that it should be integrated into the development in terms of its design and layout.

1.17 Policy DM29 – Dwellings with higher access standards: This policy confirms that development should meet higher national access standards as set out in Part M of the building regulations. 100% of dwellings must meet at least Part M(1) standard (visitable dwellings) including a target of 80% of dwellings meeting Part M4(2) standard (accessible and adaptable dwellings). For major development there should be at least 2 dwellings or 7% of all market housing meeting Part M4(3)(2)(a) and at least 1 dwelling or 8% of all affordable housing meeting Part M4(3)(2)(a).

1.18 Policy DM30 – Internal space standards for new residential development: This policy confirms

the Internal space standards for new residential development. In this regard, all new dwellings must meet as a minimum the Nationally Described Space Standards.

1.19 Policy DM33 – Provision of recreation and open space facilities for new development: This policy confirms that all new residential development should contribute to the achievement of the quantitative, qualitative and accessibility standards for recreation and open space facilities in the Open Space Needs Assessment 2017. Proposals should help to create and enhance multifunctional green infrastructure in accordance with strategic policy S9.

1.20 Policy DM34 – New and enhanced recreation and open space facilities: This policy confirms that the provision of public and private recreation and open space facilities or uses will be permitted provided that they accord with the general development criteria and the biodiversity and heritage policies of the plan.

Other Material Considerations

1.21 The following documents also form material considerations of relevance to this application:

- National policy primarily set out in the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG)
- Additional guidance contained in Supplementary Planning Documents (SPD) and other guidance

1.22 The following Supplementary Planning Documents (SPD) and guidance have also been considered in developing the submitted proposals:

- Affordable Housing Supplementary Planning Document (Adopted December 2023);
- Quality Places Supplementary Planning Document (Adopted November 2011); and
- Trees and Development Supplementary Planning Document (Adopted April 2022).

National Planning Policy Framework

1.23 The NPPF was originally published in March 2012, and most recently updated in December 2024. It is material consideration in planning decisions. The following chapters and paragraphs are considered to be of relevance to this application:

1.24 The purpose of planning is to contribute to the achievement of sustainable development and **Paragraph 8** outlines the three overarching objectives of this:

- *“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, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;*

- 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, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy"

1.25 Paragraph 10 establishes that at the heart of the NPPF is a presumption in favour of sustainable development.

1.26 Paragraph 11 sets out that plans and decisions should apply a presumption in favour of sustainable development. For decision-taking, this means:

- 'Approving development proposals that accord with an up-to-date development plan without delay; or
- 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, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

1.27 Footnote 8 notes that 'This includes, for applications involving the provision of housing, situations where: the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer as set out in paragraph 78); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years.'

1.28 Chapter 4 (Decision Making) advises that local planning authorities should approach decisions on proposed development in a positive and creative way and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decisionmakers should seek to approve applications for sustainable development where possible.

1.29 Chapter 5 (Delivering a sufficient supply of homes) relates to the delivery of a sufficient supply of homes and emphasises the Government's objective to significantly boost the supply of housing. Paragraph 63 advises that the size, type and tenure of housing for different groups (including

older people) should be assessed and reflected in planning policies.

1.30 Paragraph 78 notes that 'local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.'

1.31 Chapter 6 (Building a strong, competitive economy) seeks to support economic growth and productivity accounting for local needs and wider opportunities and considering the needs of different sectors.

1.32 Chapter 8 (Promoting healthy and safe communities) seeks to deliver healthy, inclusive and safe places which promote social interaction; are safe and accessible; and enable and support healthy lifestyles. Local authorities should guard against the unnecessary loss of local services to enhance the sustainability of communities and residential environments. An integrated approach to the location of housing, economic uses and community facilities and services should be adopted.

1.33 Chapter 9 (Promoting sustainable transport) seeks to ensure that transport matters are considered at the earliest stages of development. Paragraph 116 advises that development should only be refused on highway grounds if there would be an unacceptable impact on highway safety,

or the residual cumulative impacts on the road network would be severe.

1.34 Chapter 12 (Achieving well-designed places) advises that the creation of high-quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Design quality should be considered throughout the evolution and assessment of individual proposals.

1.35 Chapter 14 (Meeting the challenge of climate change, flooding and coastal change) seeks to secure a transition to a low carbon future ensuring that climate change adaptation, flood risk and coastal change is considered in new development.

1.36 Chapter 15 (Conserving and enhancing the natural environment) seeks to contribute to and enhance the natural and local environment, protect and enhance habitats and biodiversity and consider ground conditions and pollution.

Planning Practice Guidance (PPG)

1.37 On 6 March 2014, the Department for Communities and Local Government (“DCLG”) launched the Planning Practice Guidance web-based resource.

Affordable Housing

1.38 Paragraph 005 (Reference ID: 67-005-20190722) advises that affordable housing comprises all households whose needs are not met by the market and which are eligible for one or more of the types of affordable housing set out in Annex 2 of the NPPF.

Design: Process and Tools

1.39 Paragraph 001 (Reference ID: 26-001-20191001) states that the adoption of a proactive and collaborative approach can help to achieve well-designed places. It refers to the National Design Guide which sets out characteristics of well-designed places which relate to context, identity, built form, movement, nature, public spaces, uses, homes and buildings, resources and lifespan.

Healthy and Safe Communities

1.40 Paragraph 001 (Reference ID: 53-001-20190722) advises that the design of the built and natural environment is key to health and wellbeing and that environments can be created to support and encourage healthy lifestyles.

1.41 Paragraph 003 (Reference ID: 53-003-20191101) sets out that a healthy place is one that supports and promotes healthy behaviours and health equality in order to improve physical and mental health for communities. It refers to inclusive design and social interaction and the need to ensure developments are adaptable to the needs of those with sensory or mobility impairments.

Natural Environment

1.42 Paragraph 008 (Reference ID: 8-008-20190721) sets out that green infrastructure needs to be considered at the earliest stages of a proposal and will require suitable management and maintenance.

1.43 Paragraph 016 (Reference ID: 8-009-20190721) sets out that authorities need to consider the impact on protected species in their assessment of development proposals.

1.44 Paragraph 018 (Reference ID: 8-018-20240214) requires information of biodiversity and geodiversity to inform development proposals. Where development would be subject to the biodiversity gain condition, the application must be accompanied by minimum information.

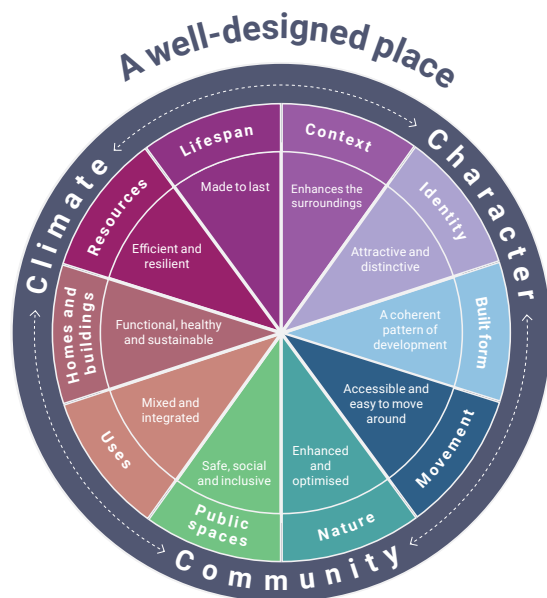
1.45 Paragraph 022 (Reference ID: 8-022-20190721) defines biodiversity net gain and paragraph 023 (Reference ID: 8-023-20190721) sets out how this can be achieved.

Biodiversity Net Gain

1.46 Separate Planning Practice Guidance was published in February 2024 on Biodiversity Net Gain and last updated on the 1st of May 2024. The guidance sets out requirements of Biodiversity Net Gain when submitting a planning application and how LPA's should assess this. It further provides guidance on the submission and subsequent assessment of Biodiversity Net Gain Plans.

National Design Guide

1.47 The National Design Guide was published by the Ministry of Housing Communities and Local Government. It builds on the guidance set out in the NPPF and its accompanying Guidance, and outlines the Government's priorities for well-designed places in the form of ten characteristics, as follows:



Concerns over the Adopted Local Plan & Early Review Timeline



2.1 Paragraph 13 of the Officer's report that recommended the adoption of the Adopted Local Plan acknowledges that *"the version of the Plan approved for submission in October 2018 set a target to provide 14,580 new homes"*.

2.2 Paragraph 13 of the Officer's report advises that the Local Plan now only provides sites for 11,966 new homes, calculated by the Council as being sufficient to meet 82% of housing needs to 2036 and only fully meet needs for the next 9 years.

2.3 The Officer's report acknowledges that there is a shortfall in the provision of new homes and recognises that *"the modifications commit the Council to commencing a review of the Plan within one year of adoption. This will enable the Council to review the need for and location of growth in the light of the latest evidence, including the emerging PfSH Spatial Strategy. The housing numbers set out above will be updated as part of that review, taking account of any changes including any permissions for further dwellings. The Council's proactive approach ensures that the new homes needed will continue to be delivered over the next decade, and the Local Plan Review will maintain positive planning for the longer term."*

2.4 Paragraph 20 of the Officer's report acknowledges that an Equality Impact Assessment was conducted to assess the proposed modifications to the Local Plan, and it acknowledged that *"the deletion of the SGO [Strategic Growth Option] in policy S5 necessitates an early review of the Plan to avoid potential adverse impacts on social deprivation."*

2.5 Paragraph 24 of the Officer's Report acknowledges that the Adopted Local Plan only provides for development needs *"over the short to medium term, including housing needs to 2031"*.

2.6 Paragraph 44 of the Inspector's Report on the Local Plan states that: *"a fundamental part of the Council's proposed housing strategy from 2024 onwards is [was] the provision of a Strategic Growth Option (SGO) at land north of Bishopstoke and land north and east of Fair Oak. This is set out at policy S5 which proposes to allocate these two sites for 1000 and 4300 homes respectively. Approximately 3350 dwellings were anticipated to be delivered from these sites between 2024 and 2036, along with the necessary associated infrastructure which is significant and included a new link road covered by policy S6."*

The Plan identified that the remaining figure of approximately 2000 dwellings would be delivered beyond this current Plan period."

2.7 Paragraph 45 of the Inspector's report acknowledges the Inspector's serious concerns with the SGO: *"I raised serious concerns in relation to the assessment of individual reasonable alternatives for the SGO option and secondly, as a result of this, the selection of the preferred SGO option outlined at policy S5."*

2.8 The full extent of the Inspector's concerns are well known, but in summary, they related to the sustainability of the SGO site compared with other reasonable alternatives; the SGO site would generate a greater increase in traffic overall on the rural roads within and on the edge of the South Downs National Park when compared to the other SGO option; and impacts on the National Park and ecology.

2.9 As a result, the Inspector recommended a number of Main Modifications to delete the SGO from the Local Plan.

2.10 Paragraph 48 of the Inspector's report acknowledged that *"the result of the deletion of the SGO is that there will be a shortfall over the Plan period housing requirement of some 2614 dwellings towards the end of the Plan period, specifically from 2032 onwards"*.

2.11 The Inspector acknowledges that paragraph 47 of the NPPF requires local planning authorities to identify a supply of specific, developable sites or broad locations for growth for years 6-10 and, where possible, for years 11-15.

2.12 The Inspector acknowledged that *"even with this shortfall the Plan is therefore consistent with the Framework and in any event the Council have committed to an early review"*.

2.13 Paragraph 49 of the Inspector's report acknowledges that *"legislation requires a review of the Plan to take place within 5 years from the date of adoption. However, in the case of this Plan, I have concluded that this shortfall will necessitate an early review. This is important for a number of reasons, primarily to ensure that the shortfall is suitably addressed through the Plan making process. This is necessary to ensure that the Plan is sound. MM11 therefore outlines the requirements for an early review which the Council should commence within 1 year from the adoption of this Plan."*

2.14 Paragraph 50 of the Inspector's report acknowledges that *"I am mindful of the acute need for Eastleigh to have a Plan. Delivering the sites which the Plan identifies will meet the need and requirement*

for housing for a majority of the Plan period and would be entirely in accordance with the Framework as I have outlined above. Given the level of shortfall involved and the timing which would be for the last 3 years of the Plan period, this is a proportionate and pragmatic response."

2.15 In relation to the above, we have a number of substantial concerns, and these are summarised below:

- We are concerned with the fact that the Local Plan has been adopted with an identified shortfall in the provision of new homes.
- We consider that the identified shortfall does not simply occur towards the end of the plan period, and in fact the supply is already affected.
- We note that Eastleigh Borough Council cannot demonstrate a five-year housing land supply.
- We are concerned that the 'Early Review' is already behind schedule.
- We are concerned that the large allocations in the Local Plan at One Horton Heath, Uplands Farm and Woodhouse Lane have not delivered a single new home yet.
- We note that EBC's Housing Delivery Test scores show a decline in completions, a worrying trend.

Timing of the Local Plan 'Early' Review

2.16 We note that the Council was *"committed to preparing an 'Early Review' of the Local Plan"*, but we

note that this early review did not begun within 12-months of adoption, and so it missed the 24th April 2023 commencement date.

2.17 We recall below the true timings of Eastleigh's Local Plan and the timeline set out below demonstrates that Eastleigh Borough Council struggled to prepare the local plan that the Council itself acknowledged was needed.

2.18 The foreword to the Eastleigh Borough Local Plan 2011 – 2029 'Revised Pre-submission' version dated February 2014 states: *"We need a new plan because our existing plan (the Eastleigh Borough Local Plan Review 2001 - 2011) is now out of date. There have been many changes nationally and locally since it was adopted and we must have new policies to address these."*

2.19 It is clear to us that the Council accepted that there was an urgent need to prepare a local plan, and yet as highlighted below, the preparation of Eastleigh's Local Plan has been a very protracted process.

2.20 We note that the process to commence the Adopted Local Plan actually commenced in April 2008, and the full timeline is provided below.

11th April 2008 – officers wrote to interested parties requesting comments on the methodology that Eastleigh Borough Council propose to undertake in preparing a Strategic Land Availability Assessment and invite potential sites for consideration within the Assessment.

July 2008 – the Council publishes the Strategic Land Availability Assessment Methodology.

February 2009 – the Council publishes a Draft Strategic Land Availability Assessment Part One.

October 2011 – a first draft of the Local Plan was published.

June 2012 – further changes were published.

August 2012 – a pre-submission plan was first published.

October 2013 – the Council publishes a revised draft plan to reflect changes affecting the proposed housing land supply and in particular the availability of a strategic development site in Hedge End.

February 2014 – the Council publishes the Eastleigh Borough Local Plan 2011-2029 for formal examination.

10th to 13th November 2014 – the Government's Planning Inspector held the opening Hearing sessions.

December 2014 – the Inspector issued his preliminary conclusions and concluded that the plan was not sound because it did not provide sufficient provision for housing, with particular concerns about affordable housing provision. The Inspector's concerns were so fundamental that he recommended that the Council begin the Local Plan process again and produce a new Local Plan.

December 2015 to February 2016 – the Council approved an 'Issues and Options' document for

public consultation on key issues, a vision and objectives, scenarios for development needs, alternative locations for strategic growth options (SGOs), and other strategic policy options.

July 2016 – the Council endorsed the way forward for technical work (including housing need), the approach to considering smaller sites, and confirmed continued work to evaluate the potential for strategic scale development in the northern part of the Borough.

December 2016 – the Council endorsed the 'Development Distribution Strategy and Principles' to guide work on the Local Plan, the approach for considering smaller sites, and the strategic direction / approach / further actions in respect of alternative Strategic Growth Options.

July 2017 – the Council noted the Plan's emerging approach, including the scale of development growth, the location of an SGO, a range of other sites, and settlement gaps.

October 2017 – the Council undertook formal public consultation in the form of a 'Shaping Your Community' public consultation programme.

December 2017 – the Council approved in principle the pre-submission Local Plan, delegating authority to commence public consultation upon full completion of the evidence.

June to August 2018 – formal public consultation on the pre-submission Local Plan took place.

October 2018 – the Council approved submission of the Local Plan to the Secretary of State.

July 2019 – the Council published proposed modifications to the Local Plan to address issues raised by some of the representations and evidence updates on specific matters were provided.

October 2019 – ten statements of common ground were agreed with key statutory and other parties.

November 2019 to January 2020 – the Inspector conducted the main examination hearings.

April 2020 to May 2020 – the Inspector indicated the areas of proposed modifications and further evidence necessary, including evidence relating to Countryside Gaps.

June 2020 to May 2021 – the Council's Cabinet stated it was content to progress with the Inspector's proposed approach and the further work was undertaken (subject to the Cabinet's position on Mercury Marina which was discussed at a further hearing in January 2021).

May to September 2021 – the Council approved the Inspector's proposed main modifications and its own minor additional modifications and policies map.

March 2022 – the Council receives the Inspector's final Report.

25th April 2022 – the Council adopts the Local Plan.

25th April 2023 – this is the date by which the Council committed to commence the Early Review of the Local Plan.

6th September 2023 – the council concluded a token 'Call for Sites' exercise.

4th December 2024 – the Council consulted on the first stage of the Local Plan Review with an Issues and Options consultation which closed on 29th January 2025. The Council is “now considering all the comments received and working out the next steps for the Local Plan Review”.

Future Dates (Taken from the Council's Local Development Scheme)

29th August 2026 – the anticipated date of the approval of preferred options for sites to test in more detail. We assume this will be a Regulation 18 Draft Local Plan, but the LDS is unclear.

30th November 2027 – approval and publication of a Pre-Submission Plan for public consultation (Regulation 19).

31st May 2028 – submission of the Local Plan to the Secretary of State.

Spring 2028 to Spring 2029 – examination of the Eastleigh Borough Local Plan Review.

Winter 2028/2029 – approval of and consultation on proposed modifications.

31st May 2029 – anticipated adoption of the Eastleigh Borough Local Plan Review.

2.21 The timeline above confirms that the Council commenced the preparation of the Adopted Local Plan on 11th April 2008, and that the Council has not had an Adopted Local Plan that fully meets the area's objectively assessed needs since 2008, and will not have one until May 2029 at the very earliest. This being a period of 21 years; which

is unacceptable, and is a key reason why housing affordability in the Borough is at its worst.

2.22 Based on the protracted timescales above, which shows the Council's track record, we have no confidence that the required 'Early Review' will lead to a local plan being adopted until at least 2030 and this is an important factor when considering all proposals for new homes now.

2.23 Notwithstanding the fact that the Local Plan was only adopted in April 2022, we note that the Council acknowledges that the Council cannot demonstrate a five-year supply of deliverable housing land and has an identified shortfall of housing land that spans the Local Plan.

2.24 Furthermore, we note that the NPPF will require the Council to demonstrate an additional 20% supply in July 2026 – in just 13 months' time.

2.25 Accordingly, and in line with paragraph 11(d) of the Framework, the policies most important for determining the planning application proposal are already out of date.

Assessment of proposals against relevant Development Plan Policies



3.1 The following table provides an assessment of the proposals against the relevant technical policies of the Development Plan, as contained in:

- **Eastleigh Borough Local Plan (2016 – 2036)**

3.2 The following reports, which accompany this planning application submission, are referenced in this assessment, and should be read in full alongside the Planning Statement and this assessment of proposals against the relevant planning policies:

- Design and Access Statement;
- Landscape and Visual Impact Assessment;
- Transport Assessment and Travel Plan;
- Arboricultural Survey and Arboricultural Impact Assessment;
- Ecology Phase 1 Habitat Survey and BNG Assessment;
- Flood Risk Assessment;
- Surface and Foul Water Drainage Strategy;
- Sustainability Statement;
- Archaeology Assessment;
- Housing Need Assessment and Affordable Housing Statement;
- Noise and Air Quality Assessments; and
- Agricultural Land Classification Report.

Relevant Planning Policy	Assessment of Proposals
Policy DM1 (General Criteria for New Development) & Policy S9 (Green Infrastructure)	The proposed development has been designed to serve the needs of its residents and visitors, seeks to achieve a legible, safe and comfortable layout throughout; ensuring that the site feels well connected and readily understood and navigated by all users, irrespective of mobility or the mode of transport. The scheme provides for up to 150no. residential dwellings which are to be provided via a mixture of detached, semi-detached, terraced and bungalow units to reflect the character of the area. The unit types are generally interspersed across the site, but density is generally higher towards the west of the site where mature woodland provides screening from Botley Road. A network of pedestrian routes ensures the site has strong walkability, with an emphasis on connectivity with the open green space on the eastern side. Establishing a route that loops around the site is key to this. Importantly, these routes connect with those beyond the site, allowing ease of access to bus stops and surrounding settlements. Much of the layout is landscape driven, incorporating numerous landscape features across the site that serve to soften the development and create a pleasant streetscape. An abundance of open green space provides plenty of amenity space whilst also easing the site's relationship with its context. A variety of unit sizes would be provided, including bungalows, to cater for a range of demographics. Larger units are likely to be located out of view of Snakemoor Lane, to reduce the visual impact. The spatial distribution of unit sizes is intended to encourage a cohesive community. Furthermore, the proposals have been designed and laid out so as to not impact any existing nearby residential amenities. The proposal therefore complies with policy DM1.

Relevant Planning Policy	Assessment of Proposals
Policy DM3 (Adaption to Climate Change)	The application submission is supported by a sustainability statement prepared by Turley. It sets out the sustainability measures incorporated into the proposals and confirms that the proposals have been designed in order to adapt to climate change and aims to reduce the risk of surface water flooding as well as a cooling strategy. The proposed development therefore accords with policy DM3.
Policy DM5 (Managing Flood Risk)	The accompanying Flood Risk Assessment prepared by SLR Consulting confirms that the proposed development does not increase flooding elsewhere or on the site itself, ensuring that the development is in accordance with policy DM5 and the wider provisions of the NPPF.
Policy DM6 (Sustainable surface water management and watercourse management)	The accompanying Surface and Foul Water Drainage Strategy prepared by SLR Consulting confirms that the proposals incorporate sustainable drainage systems and wherever feasible, has utilise naturalised filtration. The strategy document ultimately concludes that the development proposed is in accordance with policy DM6.
Policy DM8 (Pollution)	The conclusions of the supporting noise impact assessment and air quality assessment which accompany the application submission confirm the following: <u>Air Quality</u> An air quality assessment conducted for the proposed development, in line with Defra and IAQM/EPUK guidance, concludes that pollutant concentrations at the site both currently and in the projected opening year of 2027, are below national air quality objectives. Using ADMS-Roads dispersion modelling, the development's impact on local air quality was found to be "negligible" due to low traffic generation and good baseline conditions. The construction phase was assessed as a "Medium Risk Site" for dust and emissions; however, with appropriate mitigation, residual effects are not considered significant. Overall, the development complies with relevant local and national air quality policies and is not expected to pose unacceptable environmental risks. <u>Noise Impact</u> A detailed noise assessment of the site has concluded that it presents a "low risk" for residential development under the ProPG framework, with noise levels falling between the Lowest and Significant Observed Adverse Effect Levels (LOAEL and SOAEL). While noise from surrounding roads must be addressed, suitable mitigation such as appropriate glazing and ventilation can ensure internal noise levels meet the standards set out in BS 8233:2014. Plant noise and construction impacts can be effectively managed through planning conditions and a Construction Environmental Management Plan (CEMP). As the proposed development complies with national and local noise policies, including Paragraph 185 of the NPPF, noise is not considered a constraint to residential development on the site.

Relevant Planning Policy	Assessment of Proposals
Policy DM11 (Nature conservation)	As stated within the accompanying Ecological information submitted with the application submission HBIC did not identify any statutory designated sites within the 2 km search radius and the site is located just over 6 km from the nearest parcel of the Solent and Southampton Water SPA (and can therefore be considered outside of the Zone of Influence). The site is however located approximately 13.5 km from the New Forest SAC. Furthermore the SINC areas encompassing the Scorer's Copse woodland and Scorer's Copse rush pasture are both within the 'core non-statutory' designation (with some 'network opportunities areas adjacent to the western boundary) although the area targeted for development is outside of any designation. The habitat survey conducted confirms that the site is dominated by the following habitat types: Modified grassland (g4) (2022) updated to Cereal Crops (c1c) (2024) Lowland mixed deciduous woodland (w1f) (secondary habitat code 28, ancient woodland site, PRIORITY HABITAT) Purple Moor Grass and rush pastures (f2b) (secondary habitat code 25 for coastal floodplain grazing marsh, PRIORITY HABITAT) Woodland and Forest (w) (secondary code 33 Line of trees) Hedgerow (priority habitat) (h2a) Artificial unvegetated unsealed surface (u1c) (secondary habitat codes 81 ruderal and 600 Ploughed) Bramble scrub (h3d) Surveys were carried out in respect of Badgers, Bats, Reptiles, Dormice and breeding and nesting Birds. Ultimately, the ecological assessment submitted with the application makes recommendations on appropriate mitigation, compensation and enhances in order to mitigated and address any minor levels of potential harm identified; all of which have been incorporated into the scheme and can be secured via planning condition. In relation to how the proposals impact upon trees, this proposal will result in the loss of three small sections of existing hedgerow on the southern and western site boundaries. All the significant boundary tree cover will remain intact, with no loss of moderate or high-quality trees. There is space for tree planting across the site and therefore a landscaping scheme that incorporates this is proposed as set out above. The proposed development therefore accords with the adopted policy on nature conservation.

Relevant Planning Policy	Assessment of Proposals
Policy DM13 (General development criteria – Transport)	The application submission is accompanied by a Transport Assessment prepared by David Tucker Associates. It concludes that the site is well-connected by pedestrian, cycling, and public transport infrastructure, with key amenities within recommended walking and cycling distances. A review of five-year collision data reveals no existing highway safety concerns, and site access is deemed safe and suitable. The development is expected to generate minimal traffic during peak times, with no significant impact on the local road network. Overall, the proposal is considered to comply with Policy DM13 and aligns with the National Planning Policy Framework (NPPF) and would not cause unacceptable highway safety issues or cumulative transport impacts.
Policy DM14 – (Parking)	As the application is in outline, the precise details and quantum of parking will be detailed at the reserved matters stage. However, the parking strategy plan submitted as part of this application submission confirms that the EBC residential parking standards can be complied with. Based on this, the proposed development is considered to comply with policy DM14 and the EBC residential parking standards.
Policy DM23 & DM24 (Residential development in urban areas & creating a mix of housing)	The proposed development comprises 150 new homes. Specifically, the proposals include the following mix of homes: • 2B Bungalow: 1 no. (1%) • 3B Bungalow: 2 no. (1%) • 2B Semi: 46 no. (31%) • 2B Terraced: 5 no. (3%) • 3B Detached: 20 no. (13%) • 3B Semi: 34 no. (23%) • 3B Terraced: 8 no. (5%) • 4B Detached: 34 no. (23%) It is therefore evident that the proposed development accommodates a thorough mix of homes, which will contribute positively to the requirements locally. Based upon the developable area on the site, the proposals represent a density of 33dph. Whilst the policy requirement is to demonstrate a minimum of 40dph, the proposed 33dph is a reflection of the sites constraints and local character as accepted under the relevant policy. Based upon the above the proposed development complies with policies DM23 and DM24.
Policy DM28 (Affordable Housing)	As discussed earlier in this Planning Statement, the proposed development provides an above policy compliant scheme with 40% (60 units) of all units being affordable homes with an appropriate tenure split between social rent and intermediate home ownership. The scheme is also tenure blind. The proposed development therefore accords with policy DM28.

Relevant Planning Policy	Assessment of Proposals
Policy DM29 & DM30 (Dwellings with higher access standards) & (Internal space standards for new residential development)	Whilst the exact specification of units will be secured as part of the detailed reserved matters stage, the proposals have been designed in order to accommodate the requirements of relevant access standards and internal space standards for residential development and ensure that this is achievable at the detailed design phase.
Policy DM33 & DM34 (Provision of recreation and open space facilities for new development & New and enhanced recreation and open space facilities)	The proposed development includes a substantive amount of recreation and open space facilities as detailed on the accompanying illustrative masterplan. This is achieved through the provision of multifunctional Green Infrastructure, natural and equipped areas of play. The proposal therefore complies with the relevant local policies in this regard.
Strategic policy S8 (Historic Environment)	With regard to archaeology, The heritage and archaeology assessment submitted with this application is based on historic records and a site visit It found no archaeological features within the site and little evidence of early human activity nearby. The land likely remained woodland or heathland until recent centuries, with any sub-surface remains likely disturbed by agriculture or tree roots. Although the broader area has some prehistoric finds, nearby investigations revealed no significant remains. A phased archaeological approach, beginning with a geophysical survey, is recommended if needed. The site contains few designated heritage assets nearby, none of which would be adversely affected by development. Existing field boundaries have historic value but are expected to be preserved and enhanced, and the site does not hold historic landscape significance. The proposal therefore complies with policy S8.

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Our Values

- ✓ We believe in happiness
- ✓ We do the right thing
- ✓ We make it personal
- ✓ We make a difference