

Application Number: F/25/100154
Case Officer: Gary Osmond
Received Date: 26th September 2025
Site Address: 91B The Crescent, Eastleigh, SO50 9BJ
Applicant: Regal Homes Ltd.
Proposal: Construction of 2No. two bedroom and 4No. three bedroom terrace dwellings with associated parking and landscaping following demolition of existing site structures

Recommendation: PERMIT subject to: securing mitigation towards offsetting the impact of the development upon the New Forest SPA and Ramsar sites; and the following conditions:

CONDITIONS & REASONS:

- 1) Approved Plans:
The development hereby permitted shall be implemented in accordance with the following plans numbered: 9908 / 100 L (Site Layout), 9908 / 101 D (Proposed Floor Plans & Elevations), 9908/102 (Cycle Stores), 9908/103 (Existing Floor Plan), 9908 / 105 (Location & Block Plans) & 9908 / 106 A (Drainage Plan).
Reason: For the avoidance of doubt and in the interests of proper planning.
- 2) Commencement:
The development hereby permitted shall start no later than three years from the date of this decision.
Reason: To comply with Section 91 of the Town and Country Planning Act 1990.
- 3) Habitats Regulations:
The development hereby permitted shall not be commenced for a period of at least 21 days from the date of this decision.
Reason: To comply with Section 28I(6) of the Wildlife and Countryside Act 1981 (as amended) as this permission is being granted otherwise than in accordance with the advice of Natural England.
- 4) Contamination Investigation:
No works shall commence on site until the following information has been submitted to and approved in writing by the Local Planning Authority (LPA):
a. A revised Preliminary Investigation of the Apple Environmental Desk Study and Preliminary Risk Assessment (June 2025), comprising: an updated Desk Study, Conceptual Site Model (CSM) and Preliminary Risk Assessment (PRA) prepared in accordance with UK Land Contamination Risk Management (LCRM), BS10175:2011, and other relevant guidance. The revised assessment shall address the presence and potential risks associated with made ground, including heavy metals, inorganics, hydrocarbons and asbestos;

ground gas and vapour risk, radon risk, Unexploded Ordnance (UXO) risk.

b. A Report of Site Investigation documenting the ground conditions of the site and incorporating chemical and gas analysis identified as appropriate by the Preliminary Investigation and in accordance with BS10175:2011, BS 8576:2013, BS 8485:2015+A1:2019, Claire RB17, CIRIA C665 and other relevant guidance, unless otherwise agreed with the LPA;

c. If required, a detailed site-specific scheme for remedial works and measures to be undertaken to avoid the risk from contaminants and/or gases when the site is developed and proposals for future maintenance and monitoring. Such a scheme shall include nomination of a competent person to oversee the implementation of the works.

Reason: To minimise the risk from land contamination for the safety of the future occupiers of the development.

5) Verification report:

The development hereby permitted shall not be occupied / brought into use until there has been submitted to the LPA verification by the competent person approved under the

provisions of condition 4 (remediation) that any remediation scheme required and approved under the provisions of condition 4 (remediation) has been implemented fully in accordance

with the approved details (unless varied with the written permission of the LPA in advance of implementation). Typically such a report would comprise:

a. A description of the site and its background, and summary of relevant site information;

b. a description of the remediation objectives and remedial works carried out;

c. verification data, including - data (sample locations/analytical results, as-built drawings of the implemented scheme, photographs of the remediation work in progress, etc.

d. Certificates demonstrating that imported and/or material left in situ is free from contamination, confirmation of material removal (i.e. waste transfer tickets), gas/vapour membranes have been installed correctly.

Thereafter the scheme shall be monitored and maintained in accordance with the scheme approved under condition 4 (remediation).

Reason: To minimise the risk from land contamination for the safety of the future occupiers of the development.

6) Imported soils:

Any imported soils required for the development hereby permitted should be demonstrated to be suitable for its intended end use and meet the approval of the Local Planning Authority prior to use on site.

Reason: To minimise the risk from land contamination for the safety of the future occupiers of the development.

7) Drainage:

No development shall start until final details for the sustainable disposal of surface water and disposal of foul sewerage from the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. The development shall then accord with the approved

details.

Reason: To ensure satisfactory provision of foul and surface water drainage.

8) CEMP:

No construction or demolition work shall start until a Construction Environmental Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. Demolition and construction work shall only take place in accordance with the approved management plan which shall include:

- a) location of temporary site buildings, compounds, construction material and plant storage areas used during demolition and construction;
- b) the arrangements for the routing/ turning of lorries and details for construction traffic access to the site;
- c) the arrangements for deliveries associated with all construction works, loading/ unloading of plant & materials and restoration of any damage to the highway [including vehicle crossovers and grass verges].
- d) the parking of vehicles of site operatives and visitors;
- e) measures to control the emission of dust and dirt generated by demolition and construction;
- f) a scheme for controlling noise and vibration from demolition and construction activities (to include piling);
- g) provision for storage, collection, and disposal of rubbish from the development during construction period;
- h) measures to prevent mud and dust on the highway during demolition and construction;
- i) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- j) temporary lighting; and
- k) protection of pedestrian routes during construction.

Reason: To limit the impact the development has on the amenity of the locality.

9) Construction Hours:

No construction, demolition or deliveries to the site shall take place during the construction period except between the hours of 0800 to 1800 Mondays to Fridays or 0900 to 1300 on Saturdays and not at all on Sundays or Public Holidays.

Reason: To protect the amenities of the occupiers of nearby dwellings.

10) No Burning:

No burning of materials obtained by site clearance or any other source shall take place during the demolition, construction and fitting out process.

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

11) Materials:

No development above damp proof course level shall continue until details (and samples where requested) of the materials to be used in the construction of the external surfaces of the development hereby permitted, including details of fenestration, external doors, and rainwater goods, have been submitted to and approved in writing by the Local Planning Authority. The development

shall be carried out in accordance with the approved details.

Reason: To ensure a satisfactory visual appearance in the interest of the amenities of the area.

12) Landscape Scheme:

No development above damp proof course shall continue until a final landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall cover all hard & soft landscaping including trees and boundary treatments and shall provide details of timings for all landscaping and any future maintenance. The works shall be carried out in accordance with the approved plans and to the appropriate British Standard.

Reason: In the interests of the visual amenity of the locality and to safeguard the amenities of neighbouring residents.

13) Landscape Replacement:

For a period of no less than 5 years after planting, any trees or plants which are removed, die or become seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of the same species, size and number as originally approved in the landscaping scheme.

Reason: In the interests of the visual amenities of the locality.

14) On-site Ecological Enhancements:

No work above damp proof course level shall continue until details of final on-site ecological enhancements have been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved enhancements have been provided.

Reason: To improve local habitat and biodiversity.

15) Nutrient Neutrality:

The development hereby permitted shall not be occupied until a mitigation package addressing the additional nutrient inputs arising from the development has been submitted to, and approved in writing by, the Local Planning Authority. Such a mitigation package shall address all of the additional nutrient loading upon protected European sites from the development and shall allow the Local Planning Authority to ascertain on the basis of the best available scientific evidence that such additional nutrient loading will not have an adverse effect on the integrity of those European Sites, having regard to the conservation objectives for they are designated. The mitigation package shall be implemented in full and evidence of this provided to the Local Planning Authority in writing prior to first occupation of the development.

Reason: To mitigate the nitrates impacts arising from the development upon the European protected Solent Complex in accordance with the requirements of the Conservation of Habitats and Species Regulations 2017 and Policy DM11 of the Eastleigh Borough Local Plan (2016 – 2036).

16) Parking:

The development hereby permitted shall not be occupied until the parking area has been provided in accordance with the approved plans and thereafter permanently retained and used only for the purpose of accommodating private

motor vehicles incidental to the enjoyment of the dwelling houses as a residence. Each dwelling shall be allocated a dedicated space within the parking area.

Reason: To make provision for off street parking for the purpose of highway safety.

17) Obscure Glazing:

The first floor windows on the eastern and western flank elevations shall either be obscure glazed to Pilkingtons level 3 or equivalent with no opening parts less than 1.7 metre above the floor level of the rooms which they serve, or be positioned with their lower sill at least 1.7 metres above the floor of the room in which they are installed. Once installed the windows shall be permanently maintained in that condition.

Reason: To protect the amenity and privacy of the adjoining residential properties.

18) Bin & Cycle Storage:

The development hereby approved shall not be occupied until the bin & cycle storage has been provided in accordance with the approved details and thereafter retained and kept available.

Reason: To ensure the adequate provision of on site facilities.

19) Gates:

Any gates provided shall open into the site and not be allowed to open onto any adjoining alleyway.

Reason: In the interests of highway safety.

20) Permitted Development:

Notwithstanding the provisions of the Town and Country Planning [General Permitted Development] Order 2015 [or any order revoking and re-enacting that Order with or without modification], no development permitted by Classes A, AA, D, C, D & E of Part 1 of Schedule 2 of the order shall be carried out without the prior written consent of The Local Planning Authority.

Reason: To protect the amenities of the locality and to maintain a good quality environment.

Conditions to comply with the Environment Act (2021)

- 1) Prior to occupation of the development hereby approved, evidence shall be provided to the Local Planning Authority demonstrating how the necessary measures / units required to achieve a minimum biodiversity net gain of 10% have been secured. This evidence shall also include details of how the habitat will be managed and monitored for a period of at least 30 years.

Reason: To ensure delivery of at least a 10% biodiversity net gain as required by the Environment Act (2021) and to comply with Policy DM11 of the Eastleigh Borough Local Plan (2016-2036).

Note to Applicant: In accordance with paragraph 39 of the National Planning Policy Framework (December 2024), Eastleigh Borough Council takes a positive approach to the handling of development proposals so as to achieve,

whenever possible, a positive outcome and to ensure all proposals are dealt with in a timely manner.

Note to Applicant: This development is located within a residents parking scheme and it is Council policy that residents of all new developments will not be eligible for parking permits. The term development means the construction of new or replacement buildings or alterations to existing buildings that result in an increased demand for parking not catered for within the development.

Report:

This application has been referred to committee by Councillors Bicknell, Irish, Reynolds and Spencer.

Description of Application

1. The application seeks consent for the construction of six terraced dwellings (2No. two bedroom and 4No. three bedroom) in a single block with associated parking and landscaping following demolition of existing site structures.
2. The application is accompanied by the following reports and technical assessments which can be viewed on the Council's website [here](#) together with the proposed plans and drawings:
 - Planning Statement
 - Protected Species Survey
 - Nutrient Statement
 - BNG Metric and Biodiversity Habitats Plan
 - Environmental Desk Study and Preliminary Risk Assessment
 - Landscape Management Plan

Site Characteristics and Character of the Locality

3. The application site is a 'backland' site lying to the rear of properties which front 'The Crescent' to the north, Newtown Road' to the east, 'Bellevue Road' to the south and 'Archers Road' to the west. It is roughly rectilinear in shape being approximately 42 metres wide east to west, and between 15 and 20 metres across north to south. Pedestrian access is available from each corner towards The Crescent and Bellevue Road via rear alleyways. Vehicular access is available from The Crescent to the north-east corner of the site and from Bellevue Road to the south-east corner, with access to The Crescent being slightly wider and easier to use.
4. The site is flat and level and no longer has any natural features of note. To the western end of the site is a single storey 'workshop' building which has been disused for a number of years, with the remainder of the site having been cleared. Currently the site is surrounded by timber hoardings to provide security.

5. The surrounding area is predominantly residential in nature and made up of two storey terraced dwellings in a gridiron / perimeter block layout dating from the early 1900s. The application site is something of an anomaly within the existing pattern of development and is likely to be a leftover from the Newtown area's previous industrial character.
6. More widely, the site is a few minutes' walk from Eastleigh Town Centre, as well as Eastleigh Railway Station and Bus Station. The site is close to local schools and not far from the Leigh Road Recreation Ground to the south and the Bakers Quarter open space to the west.

Relevant Planning History

7. Other than a withdrawn application in 2018 (Ref: F/18/83935), the site has no record of any previous planning history, albeit there have been a number of pre-application enquiries for various residential development proposals.

Representations Received

8. A total of 11 representations were received, 9 objecting and 2 providing comments relating to a desire to see a more environmentally and ecologically sensitive scheme.
9. Those objecting raised the following issues and concerns:
 - Too many dwellings proposed
 - Access is narrow for construction and through traffic
 - Overlooking and loss of privacy
 - Outlook for existing residents
 - Overbearing to neighbours
 - Insufficient parking provision
 - Increased traffic
 - Pedestrian safety
 - Obstruction of rear access to existing properties
 - Bin storage and collection
 - Existing drainage infrastructure
 - Poor quality outlook for new properties
 - Disturbance during construction
 - Site is not suitable for residential development
 - Impact on property values in the locality

Consultation Responses:

10. **Urban Design** – Whilst acknowledging the close proximity of the site to Eastleigh Town Centre and the 'Urban Renaissance Quarter' where more 'people-intensive' development is encouraged, any development must also must provide a successful and appropriate transition between the more built-

up development to the south and across The Crescent, against the less dense and lower scale development to the north. However, there are concerns that the building footprints are too close to the site boundaries and takes a lot of land, leaving inadequate space for tree planting and soft landscaping to soften the visual impact of the scheme.

11. Furthermore, as the building is located too close to the existing rear gardens of The Crescent terraced houses, it might be seen as overbearing towards those neighbours, more specifically 82-84 of Archers Road. It would be encouraged to explore another layout which would allow for a greater set back from boundaries whilst lowering the proposed housing numbers to successfully balance built form, parking and landscape to avoid overdevelopment of the site.
12. Whatever scheme is proposed for this site, it would need to contribute towards a positive relationship with the surrounding area and the character of their streets, including creating a good quality public realm around the development. It would be a great shame for the scheme to be let down by poorly maintained boundaries of neighbouring properties and gardens. As such, perhaps improvements to the surrounding public realm should be considered and included as part of the development, to the benefit of existing and future residents.
13. In terms of parking, one residents' parking space per dwelling is acceptable as the site is within easy walking distance of the town centre; however, this site should be a great opportunity for a car-free residential scheme and by doing so it would free up space for potentially providing more soft landscaping planting to soften the visual impact of the proposal.
14. **Landscape** – Holding objection. Scope for planting within the public realm is very limited due to a lack of available space. Planting within private gardens cannot be relied upon as this can be removed by future residents. Some of the planting beds are too small and unrealistic, as are a number of the proposed new trees which would be too close to buildings and boundary walls.
15. **Environmental Health (Noise & Air Quality)** - No objection subject to a condition securing a Construction Environment Management Plan (CEMP) given the close proximity of existing residential properties.
16. **Environmental Health (Contaminated Land)** – Due to historical uses and the end use proposed (residential with private gardens) we recommend that the application be permitted only subject to condition requiring the investigation and assessment of land contamination, and a requirement that appropriate mitigation of any discovered risks be carried out to the satisfaction of the LPA, as necessary.
17. **Ecology** – No objection in principle but the submitted biodiversity metric provides an incorrect baseline which will need to be addressed. There are also inconsistencies with the suggested ecological enhancements. Further

details are also required in relation to the proposed drainage solutions for the development which will need to meet the requirements of Policy DM6.

18. **Natural England** – Comments awaited.
 19. **Hampshire Swifts** – No information as to on-site ecological enhancements for birds has been provided, with the northern and eastern gable elevations being considered suitable for integral swift bricks. If approved, a condition requiring the installation of swift bricks should be included or included as part of ecological enhancement proposal which can be secured by condition.
 20. **Trees** – The site previously had a significant tree in the centre, which provided critical local ecosystem service provision and amenity to what is a very dense residential area with few other trees. This tree also constrained the site significantly and was pre-emptively felled to remove that constraint. While this is disappointing, the tree was not subject to a Tree Preservation Order.
 21. However, we will require trees to be planted as per the Tree Replacement Policy contained within the Trees and Development SPD, which discourages pre-emptive felling of this manner (paragraph 14.3).
 22. We will, ultimately, defer to the opinions of the Landscape Officer regarding proposed new trees and how they will fit with the scheme, but would like to see a solid landscape proposal to provide ecosystem service provision and amenity to the potential new residents and existing residents in the locality.
 23. **Hampshire Highways** – No objection.
- Access:
24. Access in and out of the site for both pedestrians and vehicles is via the rear service roads, of which there are 4 access options, 2 from the south (Bellevue Road east and west ends) and 2 from the north (The Crescent east and west ends).
 25. These have demonstrable use for such movements, with both the historic site use (commercial garage) and current rear garage / garden parking for some of the dwellings off the surrounding 4 streets utilising the same routes in and out of the site area.
 26. Whilst it may be prudent to attempt to regulate the direction of movement in and out of the site, i.e. essentially formulate a one-way system, the level of trips anticipated to be generated by the 6 proposed dwellings, over and above the existing and historical use levels would be reasonably low, and not anticipated to generate an increase in the level of vehicle trips to generate a highway safety risk should conflicts of movement occur.
 27. As such, no access improvements are requested in this specific case, with the existing 'Keep Clear' markings ensuring access is retained.

Parking:

28. Whilst the quantum of parking is for the Case Officer to assess, ensuring that the EBC Parking Standards are adhered to, it is noted that only 6 vehicle parking spaces are proposed for the 6 dwellings. Whilst the site location, being within a reasonable distance of the town centre and all its facilities, needs to be taken into account and may justify a reduced parking level, it should be noted that as a new development, future residents will not be eligible to join the Controlled Parking Zone (CPZ) and so on-street parking will be unavailable.
29. In terms of layout, this looks to be acceptable with adequately sized parking bays and aisle widths that will enable easy turning in and out of the parking bays. There are however slight concerns that any parking shortfall may look to utilise surrounding space which could become obstructive to either the rear garages / parking spaces of existing dwellings, or the rear access roads. Whilst not a highway issue as they are private, the owner of these (EBC?) may wish to look at some kind of private parking restriction to prevent this.

Servicing:

30. A bin collection point shown on north-eastern corner access road onto The Crescent, with bins lining the rear access road. Whilst with other access alternatives available, there is no objection in principle to this short-term obstruction, it is noted that the same appears to happen for existing residents' bins on the north-western corner access road leading onto The Crescent.
31. As such, it would be recommended that the Case officer liaises with the EBC Direct services team, requesting their thoughts on the bin collection proposals, and the potential to combine the two collection points in order to minimise obstruction to the site / rear area.
32. **Southern Water Services** – No objection subject to a condition requiring details of foul and surface water drainage to be submitted prior to construction and agreed by Southern Water.
33. **Eastleigh Town Council** – Objection on the grounds of overdevelopment and loss of green space.

Policy Context:

34. **Designations Applicable to Site**
 - Within the Urban Edge
35. **Eastleigh Borough Local Plan 2016-2036**

Strategic Policies:

- S1 (Delivering sustainable development);
- S2 (Approach to new development);

Development Management Policies:

- DM1 (General criteria for new development);
- DM2 (Environmentally sustainable development);
- DM3 (Adaption to climate change);
- DM6 (Sustainable surface water management);
- DM8 (Pollution);
- DM11 (Nature conservation);
- DM13 (General development criteria – transport);
- DM14 (Parking);
- DM23 (Residential development in urban areas);
- DM24 (Creating a mix of housing);
- DM29 (Dwellings with higher access standards); and
- DM30 (Internal spaces standards for new residential development).

36. Hampshire Minerals and Waste Plan

- Policy 15 – Safeguarding of Mineral Resources.

37. Supplementary Planning Documents

- Quality Places (November 2011 and emerging document 2026);
- Residential Parking Standards (September 2025);
- Trees and Development (April 2022);
- Character Area Appraisals – Eastleigh (January 2008);
- Environmentally Sustainable Development (March 2009); and
- Biodiversity (December 2009).

National Planning Policy Framework

38. At the national level, the National Planning Policy Framework (the 'NPPF' or the 'Framework') is a material consideration of significant weight in the determination of planning applications. The NPPF states that (as required by statute) applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise and sets out a general presumption in favour of sustainable development unless material considerations indicate otherwise. A deliverable five-year supply of housing within each local authority area is required, and if this is not demonstrated a tilted balance in favour of the development applies.
39. Three dimensions of sustainability are to be sought jointly: economic (supporting economy and ensuring land availability); social (providing housing, creating high quality environment with accessible local services); and environmental (contributing to, protecting and enhancing natural, built and historic environment) whilst local circumstances should also be taken into account, so that development responds to the different opportunities for achieving sustainable development in different areas.

National Planning Practice Guidance

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

Assessment of Proposal:

Development Plan and / or Legislative Background

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

Policy & Principle

42. The application site lies within the urban edge where the basic principle of development is acceptable. The site is also within a predominantly residential area, meaning that again there is no objection in principle to further residential development. However, any formal planning approval will be dependent upon how well that proposed is considered to accord with the relevant adopted local plan policies and supplementary guidance. In this instance the main policies to be considered are DM1, DM6, DM8, DM11, DM13 and DM14.

Proposals

43. The application seeks consent for the construction of a single terraced block of six two storey dwellings – 2 x two bedroom & 4 x three bedroom – running across the site in an east-west axis. Vehicular access would be via the above-mentioned alleyway to The Crescent in the north-east corner of the site, with six parking spaces at the eastern end of the site. The front elevation of the dwellings would face north, with individual private gardens facing south. In terms of materials, it is proposed to copy the red brick and tiled roofs of surrounding dwellings but with an ‘industrial’ influenced appearance including brick arched windows, brick buttresses, wide ground floor openings and projecting gable elements.
44. Front boundaries along the northern edge of the site would be marked by 600mm high railings with hedge behind. Side and rear boundaries onto the surrounding alleyways would be a 1.8 metre high brick wall, with timber fences separating each rear south facing garden space. The parking area would be finished in block paving.

Sustainable Development:

45. Section 2 of the NPPF (December 2024) states that the purpose of the planning system is to contribute to the achievement of sustainable development, which can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
46. Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways. Each of the three objectives of sustainable development are considered below.
47. National legislation and guidance, together with local policy ensure that all planning applications are tested for their resilience to and impact on the Environment. Details elsewhere in this report set out the Climate Change and Environmental implications of this application and their proposed mitigations.

Economic Sustainability:

48. Section 2 of the NPPF, states that the objective of economic sustainability is “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;”
49. That proposed would result in the provision of open market housing in a very sustainable location, thereby supporting the population and local economy of Eastleigh town and the wider Borough, as well as providing employment during construction. It is considered therefore that the proposed development would have economic benefits which accord with the requirements of the NPPF.

Social Sustainability:

50. In relation to social sustainability, section 2 of the NPPF states that the objective is “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;”
51. Whilst the smaller scale of the development does not allow affordable housing or planning obligations to be secured, that proposed would nonetheless still provide new housing in a very sustainable location and in an area of reasonable affordability. In terms of social sustainability therefore, although there would not be significant wider social benefits, equally, it is not considered that there would be any significant disbenefits to developing the site in the manner proposed.

Environmental Sustainability:

- 52. Section 2 goes on to state that the objective of environmental sustainability is “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.”
- 53. There are a number of different components to Environmental Sustainability, including consideration of site-specific planning matters and the impacts of the development on its surroundings, which are considered below under the relevant subheadings.

54. Layout, Form, Scale & Design

- 55. Although the proposed layout is by no means the only possible option to develop the site for residential purposes, it does maximise the site’s potential in a manner which in general should not result in any unacceptable harm to neighbouring development (see ‘amenity’ section below). The Council’s emerging Quality Places SPD provides up to date guidance on how the concerns raised with regards to overdevelopment are noted, and it is accepted that the amount of built development proposed leaves very little for soft landscaping or significant tree planting. Notwithstanding, the proposed layout does provide parking and usable garden space, albeit it is accepted these are less than the ‘Quality Places’ and ‘Parking Standards’ SPD requirements, although in this instance there is considered to be reasonable justification (see below). Whilst there are deficiencies in some aspects of the layout, this is an urban site in a very sustainable location, meaning that a balance between making best use of the site and meeting acceptable standards needs to be struck. In this instance, it is believed such a balance can be achieved.
- 56. In terms of form, scale and appearance, that proposed would be of a traditional two storey pitched roof form not dissimilar to that of existing surrounding development, albeit with some additional design details such as the modest pitched dormers to the front elevation and ‘industrial’ brickwork details. Whilst larger than the current single storey workshop building, that proposed should sit comfortably within the existing character of surrounding development and in-fill an obvious gap in the prevailing pattern of development.
- 57. In general, that proposed is considered to accord with the requirement of Policy DM1 to provide good quality design which take into account the context of its surroundings.

Access, Parking & Highways

Access:

58. One of the main concerns raised by objectors is the suitability of the site access and its ability to serve the proposed development without impeding access to the rear of surrounding neighbouring properties. Although the site has four potential points of access via the current backways/alleyways, only the north-eastern alley to The Crescent is really wide enough to cater for vehicular traffic. It is possible to use the south-eastern alley to Bellevue Road, but this is quite narrow and could not easily be used by larger vehicles. The other two western alleys are too narrow for vehicular use but would be suitable for pedestrians and cycles.
59. Whilst it is acknowledged that access to the site is somewhat constrained, it is by no means impossible and would be sufficient to serve a modest residential development of the nature proposed. This view has been corroborated by the response from Hampshire Highways who have highlighted the historic use of the site as a garage/workshop and the use by some existing properties for rear garden parking. They are also of the view that the number of additional vehicle movements expected as a result of the development would not be significant and raises no highway safety concerns or any need to alter existing arrangements, although the imposition of a one-way system might be something to consider.
60. Whilst some surrounding properties benefit from off-street parking to their rear, via the rear alleyways/service roads, the majority of neighbouring properties around the site cannot accommodate this due to the width constraints of the alleyways. The proposed development retains the existing rear access arrangements for all neighbouring dwellings, including those which do have a garage/parking space to the rear. As such the existing situation should not change.
61. Other access concerns raised relate to site access during construction. The alleyways are certainly not wide enough to accommodate HGVs or large construction equipment. It is likely therefore that arrangements will need to be made for deliveries to be unloaded off-site and brought to the site via smaller handling vehicles. Whilst specific arrangements are not yet in place, the applicant has already considered this together with off-site parking for contractors at a nearby site, meaning that existing on-street resident parking should not be impacted. It is also the case that permits are required for daytime parking in the locality, again ensuring that impact upon existing street parking should not be an issue.

Parking:

62. In addition to access, the proposal's impact upon parking in the locality is a further concern of objectors who have questioned whether the six spaces proposed are sufficient to serve the development, and whether the additional dwellings would increase pressure upon parking in surrounding streets.

63. Policy DM14 requires new residential development to provide off-street parking in accordance with the Council's 'Parking Standards' SPD, which for properties of two or three bedrooms requires: 1.5 off-plot unallocated spaces; 1.75 off-plot allocated spaces; or 2 on-plot allocated spaces to be provided. Additionally, 0.2 visitor spaces per dwelling should also be provided. As such, in order for the proposed development to meet the parking standards requirements, two spaces per unit will be required, equating to 12 in this instance. However, the policy does allow for a lower standard to be used when "substantiated by robust evidence".
64. The recently adopted 'Parking Standards' SPD also states in paragraph 5.4.1 that "Eastleigh town centre and the surrounding area is the most accessible location in the Borough with regard to public transport services and local facilities. It has the lowest car ownership in the Borough, it is well served by public off-street parking provision and the majority of local streets are controlled by waiting restrictions or controlled parking zones. It is therefore recommended that, within Eastleigh town centre and the surrounding roads within a Controlled Parking Zone, that residential parking provision below the minimum standards set out in Tables 3 and 4 will be supported."
65. Given the close proximity of the site to the town centre, it is considered that reasonable grounds for accepting a lower parking provision are relevant in this instance. Additionally, the surrounding streets are subject to parking restrictions and a residents permit scheme, which new occupiers of the development would not be entitled to, meaning that potential increased pressure for on-street parking would not occur, or at the most would be very limited.
66. Whilst the concerns of some neighbours are acknowledged, the reduced parking provision will be obvious to potential future occupiers of the development who will either be willing or not to accept the situation for the benefit of living close to the town centre and the various transport options available to them there. In planning terms, a zero-parking development may be deemed acceptable, albeit given the nature of the proposed dwellings, some parking provision is considered to be sensible and a condition is recommended to ensure this parking is made available prior to occupation of any of the dwellings and that each is allocated a dedicated parking space.

Highways:

67. Given the modest scale of the development it is considered that it will have a minimal impact upon the local highway network in terms of traffic movements, which has been confirmed by the no objection response from Hampshire Highways.
68. To conclude, in relation to access, parking and highway matters; whilst it is acknowledged that the site access options are not ideal, they are workable for a development of the modest scale proposed and should not impede access for existing neighbouring properties; the site is in a very sustainable

location where a reduced or even zero-parking provision is deemed acceptable, albeit dedicated parking in a convenient and practical manner is proposed; and highway impact will be negligible. As such, it is considered that the application generally accords with the requirements of Policies DM13, DM14 and the 'Parking Standards' SPD.

Amenity

Existing Neighbours:

69. The main amenity concerns raised by objectors relate to loss of privacy and outlook, as well as noise, dust and disturbance during construction, which can be addressed through the imposition of a condition requiring the submission and approval of a Construction Environment Management Plan (CEMP) prior to works commencing. Whilst some disturbance is inevitable during demolition and construction works, a suitable CEMP can ensure that disturbance is kept to a minimum and that working hours are reasonable.
70. With regards to concerns of outlook, the construction of a two storey terrace block behind existing neighbouring plots will inevitably have an impact upon the view from the rear of neighbouring properties and their gardens. However, in planning terms impact upon a view and upon outlook are different. Impact upon outlook considers matters of height, scale and proximity, together with appearance to some extent. That proposed would be of a two storey scale and constructed of red brick, following the prevailing height and scale of neighbouring development. The block would also be set sufficiently far enough away from the rear elevations of neighbouring dwellings, and away from their rear garden boundaries so as to not unacceptably impact upon the outlook from the rear of neighbours.
71. The Council's current 'Quality Places' SPD requires first floor facing windows to be no less than 22 metres apart (20 metres within new development schemes), in order to ensure an acceptable degree of privacy between properties. Albeit the emerging SPD does allow for more flexibility. The distance between the eastern flank elevation of that proposed and the rear of properties fronting Newtown Road being 27.5 metres, and the western flank and the rear of properties fronting Archers Road being 18.3 metres. Whilst the distance to neighbours to the west is less than the current SPD 22 metres, the only first floor window within the western flank of the proposed development serves a bathroom, which can be conditioned to be obscure glazed and with restricted opening, thereby maintaining privacy.
72. The distance between the southern rear elevation and the rear elevations of properties which front Bellevue Road is 22 metres, meeting the current SPD requirement. However, the distance between the northern front elevation and the rear first floor windows of properties which front The Crescent ranges between 18 and 22 metres. Whilst under the 22 metre SPD requirement, it should be noted that this is guidance, meaning that there is a degree of flexibility should there be reasonable grounds to accept

a lesser figure. Whilst it is acknowledged that the failure to meet the SPD 22 metre distance is not ideal, the 18 metres distance between the closest windows is not considered to be unreasonable in what is a relatively dense urban area and should still afford a reasonable degree of privacy between neighbours.

73. Concern has also been expressed that gardens would be overlooked. It is acknowledged that existing, and those proposed, would be overlooked by the first floor of the proposed development, but this would be no different to the degree of overlooking which already takes place between properties and is to be expected in urban residential areas.
74. The final main residential amenity issue to be considered is loss of light, which it is acknowledged is not an issue which has been raised by any objectors. Notwithstanding, it still needs to be considered but is not felt to be an issue of concern in this instance due to the proximity, orientation and relationship between that proposed and neighbouring properties.
75. In terms of the amenity of existing properties therefore, whilst it is acknowledged that the development would not entirely meet the requirements set out in the current 'Quality Places' SPD, it is nonetheless felt that on balance the impact upon the amenity of existing neighbours would be acceptable in planning terms and that the development sufficiently accords with the need to acceptably take account of neighbouring uses and occupiers as set out by Policy DM1 of the adopted Local Plan.

Future Occupiers:

76. In terms of the amenity of future occupiers, issues of privacy have been discussed above. With regards to light, all habitable spaces will receive good levels of natural light, as will the rear gardens which are south facing, albeit they are under the 60% floor area requirement set out in the current 'Quality Places' SPD (see below). Comments have been received referencing the quality of outlook for new residents given the condition of the rear alleyways which surround the site. It is acknowledged that the condition of some rear boundary fences and walls is poor and inconsistent in their appearance, and in an ideal world these would be replaced and upgraded. However, this is outside the control of the applicant. It is also acknowledged that some properties use the alleys to store their bins, which admittedly would not create the most attractive of outlooks. However, whilst this would impact the outlook from the front of each proposed dwelling, all main living spaces are located at the rear, where each would be able to look upon their own private garden. The outlook from first floor accommodation would not be dissimilar to that from existing neighbours, so whilst the comments relating to outlook and quality of the existing external environment are noted, this does not make the development unacceptable and would again be something that future occupiers would be aware of, and either be willing to accept or not.

77. With regards to the size of the proposed dwellings, all exceed the minimum floor area requirements set out in Policy DM30 by four square metres in the case of the three bedroom dwellings and over ten square metres for the two bedroom units. This additional internal floor space helps to overcome to some extent the smaller than standard rear garden spaces, which equate to approximately half the minimum 60% floor area standard set out in the current 'Quality Places' SPD and which are around a third to a quarter of the size of existing neighbouring properties. Notwithstanding, at approximately 5.5 metres deep and 4.5 metres width and south facing the gardens are still suitable for general day to day requirements and sufficiently large enough to be used for amenity purposes. Additionally, the site is not far from the Leigh Road Recreation Ground or the play area within the Bakers Quarter development, which will double in size once the Jewson's development is completed. Additionally, it should be noted that the emerging Quality Places SPD, which has been agreed by Cabinet, does allow for garden spaces below the 60% floor area requirement where development is close to open space or which forms part of a compact living development.
78. In terms of the amenity of future occupiers of the development, whilst it is acknowledged that the development does not meet the current standards with regards to the size of private amenity space; is slightly under the privacy distance requirements; and does not necessarily have the most attractive of outlooks from the front elevation, it is again considered on balance the development would provide an acceptable quality of environment and amenity for future occupiers, who again would either be willing to accept the compromises of the development or not. In planning terms, the development is considered to sufficiently accord with the requirements set out by Policy DM1 of the adopted Local Plan.

Permitted Development:

79. In order to ensure the amenity space is retained, it is suggested that permitted development rights in relation to the construction of extensions be removed, together with roof alterations to protect the amenity of neighbouring properties and to reflect the reduced parking provision.

Street Scene & Area Character

80. The position of the site behind existing development and its relatively modest scale means that there would be no impact upon the street scene of any surrounding streets. Although the development will not be experienced from surrounding streets, it will have an impact upon the public realm immediately around the development, which presently consists of timber site hoardings surrounded by various rear boundary walls and fences. Whilst the comments made regarding the quality of the current external environment around the site and how this would affect the outlook from the proposed dwellings are noted, development of the site in the manner proposed will greatly improve the general appearance and environment of what has been a long neglected backland site.

81. In terms of the development's impact upon the character of the locality, as set out above, it will be of a very similar scale, form and appearance to existing surrounding development and should sit comfortably within the prevailing pattern of development of this part of the town.

Contaminated Land

82. An initial survey provided in support of the planning application has identified potential for land contamination given the site's history and previous uses. Whilst further investigations will be required, there is nothing at this stage which suggests the site is not or cannot be made suitable for the residential development proposed. Notwithstanding, the Council's Environmental Health team have recommended conditions which require further investigations to be undertaken and suitable mitigation proposals to be put forward and agreed with the LPA before development commences. With these conditions the application will adhere to the requirements of Policy DM8.

Drainage & Flood Risk

83. Presently it is proposed to deal with surface water drainage by way of a collection / infiltration tank located under the parking area, although this will be dependent upon the suitability of the underlying soil conditions. Further investigations will be required and a condition requiring details of the final drainage scheme to be submitted prior to commencement is recommended.
84. With regards to foul drainage, Southern Water have raised no objection although have highlighted that the existing sewers which surround the site will need to be protected during demolition and construction.
85. With regards to flood risk, the site lies within Flood Zone 1 where there is considered to be a minimal risk of flooding.

Servicing

86. Servicing of the development has been highlighted by some of those who have commented on the application, highlighting matters such as refuse collection and deliveries, etc. Such practical issues are obviously important and whilst not fully confirmed as yet, it is envisaged that refuse collection would be much the same as it is at present for surrounding neighbours with bins being brought out to The Crescent and Bellevue Road on collection days. With regards to deliveries, there is scope for vans to either use the parking area reserved for the development, or to park on the street as would currently take place for neighbours.

Trees

87. The application site is currently devoid of trees, having been cleared prior to the applicant purchasing the site. Whilst the loss of what were not

insubstantial trees which provided an attractive natural green feature in an otherwise very urban environment is disappointing, they were not subject to any preservation orders and could be felled without requiring any consent from the LPA.

88. The pre-emptive felling of trees is not encouraged and is specifically highlighted within the Council's 'Trees and Development' SPD as being poor practice. Where this has been undertaken by an applicant, the SPD requires suitable replacement trees to be planted and incorporated into any site development proposals. Whilst this SPD requirement is noted, given the number and scale of trees previously on site, it would not be possible to provide a sufficient number of replacement trees and give them adequate room in which to mature to a size where they would compensate for the loss of those originally on site without effectively stifling the ability to provide any form of development.
89. Whilst the proposals do include a number of trees, concern has been raised by the Council's Urban Design and Landscape officers that insufficient space has been provided to allow for soft landscaping and tree planting, and that those shown are mainly within private gardens where there is no control over their retention and/or do not have adequate room to properly establish. These concerns are noted and revised landscape proposals have been secured, although it is acknowledged that space for landscaping is at a premium.
90. Although the complete clearance of the site is disappointing and could have been handled in a more sympathetic manner which retained at least some of the original trees. Notwithstanding, they have tried to incorporate a sensible level of soft landscaping and modest tree planting which will go some way to improving the setting of the development and local biodiversity. Again, whilst that proposed may not conform to a number of requirements set out within adopted SPDs, it is considered that a compromise in relation to trees and soft landscaping is acceptable in this instance given the benefits of providing new housing in a very sustainable location and in order to make best use of a long-neglected site.

Nature Conservation

91. Following the initial response from the Council's Ecologist, revisions to the proposals have been made to include swift bricks/boxes and other simple ecological enhancements which can be secured by condition. As discussed above, the clearance of the site prior to its purchase was unfortunate but not the fault of the applicant who is willing to try and provide sensible enhancements as part of the proposals.

Biodiversity Net Gain

92. The application is required to meet the statutory requirement for a 10% biodiversity net gain. This is calculated by assessing the quality of habitat on site and using the statutory metric to allocate a unit figure. This assessment should be undertaken prior to any site clearance works, so that

a true and accurate baseline can be set and on which the 10% gain can be based. Unfortunately, the application site was cleared prior to it being purchased by the applicant. As such it has not been possible to establish an accurate baseline, although based on historic aerial photographs, the site did contain a number of trees, at least one of which was of a considerable size together with a number of medium size specimens. Given the very urban character of the surrounding area, the site would have had a reasonable habitat potential prior to it being cleared.

93. What is evident however, is that given the proportion of land on which built development would be provided, it is very unlikely that loss of the original habitat could be mitigated plus an additional 10% within the remainder of the site. As such, credits will need to be purchased for suitable off-site mitigation schemes in order to adhere to the biodiversity net gain requirements. As set out in the Ecology response above, a query as to the exact baseline set out in the originally submitted biodiversity matrix has been raised, which is required in order to establish how many off-site credits will be required. An updated matrix has been provided by the applicant and is currently being reviewed by the Ecology Team.

Nutrient Neutrality

94. Natural England has advised that the increase in wastewater from new housing developments within the Borough is having a detrimental effect on the quality of water entering the Solent catchment area through nitrification. As such, all development for additional housing is required to reach nutrient neutrality (ensuring that development does not add to existing nutrient burdens), in order to meet the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended). The application site would use the Chickenhall Lane wastewater treatment works meaning that mitigation for the impact of nitrates and phosphates would be required. The applicant has indicated that they are likely to make use of the Council's nutrient neutrality schemes and a condition requiring confirmation that adequate mitigation has been secured prior to occupation of the development is recommended.

Recreational impacts on the Solent SPA and New Forest SAC, SPA and Ramsar sites

95. The site is located outside the 5.6km Solent Mitigation Disturbance Zone associated with the Solent and Southampton Water Special Protection Area (SPA) but within the 13.8km catchment zone for the New Forest SPA, SAC and Ramsar site in relation to recreational disturbance. In accordance with advice from Natural England, a net increase in housing development within these catchment areas is likely to result in impacts to the integrity of these sites through an increase in recreational pressure / disturbance.
96. Comments from Natural England are still awaited, although they have objected to previous planning applications on the grounds that they consider the proposed development would have an adverse effect on the integrity of the New Forest SAC, SPA and Ramsar site from increased recreational disturbance; and that the impacts are also likely to affect the

features of the associated Sites of Special Scientific Interest which underpin the above habitats site designations.

97. They reached this view on the basis that they consider the Council's interim strategy to be an unproven mitigation approach that has a significant level of uncertainty regarding its effectiveness at avoiding recreational impacts on the New Forest designations. As such they have advised it would not be currently possible to conclude no adverse effects on the integrity of the New Forest designated sites through an appropriate assessment under the Conservation of Habitats and Species Regulations, 2017 (as amended).
98. The Council is aware of Natural England's concerns about the interim strategy. However, as the competent authority determining the application, the Council maintains its position that the interim New Forest Recreation Mitigation Strategy does provide sufficient and appropriate mitigation such that there would be no adverse effects on the integrity of the New Forest SAC, SPA and Ramsar site.
99. The applicant has confirmed that they are intending to use the Council's New Forest mitigation scheme to off-set the impact of the development and the recommendation to approval is subject to contributions to this scheme being secured prior to any planning consent being issued.

Sustainability Measures and Climate Change

100. In July 2019, the Council declared a Climate Change and Environmental Emergency. In doing so it agreed, among other things, to: (a) put in place measures to ensure the Council's own operations and functions achieve carbon neutrality; (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality by 2030; (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020–2030 and the supporting Climate and Environmental Emergency Action Plan – Update June 2020.
101. The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. The NPPF, development plan and adopted local plan policy do not set this as a specific target, but it is a material consideration to be considered alongside all other material considerations. In any case addressing climate change is a core part of the NPPF and local plan policy.
102. The NPPF, Policies S1, DM2 and DM3 of the Local Plan and energy and water elements of the adopted Environmentally Sustainable Development SPD require development to be sustainable in terms of resource use, climate change and energy use.

103. When considering the impact of climate change, the proposed development would be expected to be resilient to the potential effects of climate change and is expected to reduce/limit impacts on climate emissions as a result of the development or its use. Whilst no specific details have been provided as to what sustainability measures are to be incorporated into the scheme, the development will be required to meet the current higher building regulations standards and has scope for features such as photovoltaic panels and EV charging.

Other Material Considerations:

Planning Obligations

104. Planning obligations can only be secured for residential development of ten or more units or which exceed 1,000 square metres in floor area. The proposed development of six dwellings does not fall within either of these stipulations meaning that planning obligations cannot be required in this instance.

Equalities Implications

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

A public authority must, in the exercise of its functions, have due regard to the need to:

- *eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- *advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- *foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

106. When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. It is considered that this application does not raise any specific equality implications.

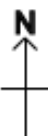
Conclusion and planning balance:

107. The application site lies within the urban edge where the basic principle of development is acceptable. Additionally, it is in a well-established residential area in close proximity to Eastleigh town centre and all the facilities and services which that provides. As such, the site is in a highly sustainable location and close to the urban renaissance quarter where more 'people-intensive' development is encouraged. The current NPPF and its proposed draft replacement which is currently out for consultation also encourages making best use of such sites, albeit development still needs to appropriately

take into account the character of its locality and to provide an acceptable quality of environment for future occupiers.

108. Whilst it is acknowledged that the proposed development fails to meet certain SPD requirements in terms of amenity and that concerns have been raised regarding the ability to provide sufficient new tree and soft landscape planting to make up for that previously on site, it is considered that in the overall planning balance these are compromises which are outweighed by the benefits which the development would bring in providing much needed housing in a highly sustainable location.
109. Overall therefore, it is considered that the proposed development accords with the main requirements of the relevant Local Plan policies and the emphasis of the NPPF on making best use of brownfield sites and increasing urban densities. As such, the application is recommended for approval subject to the conditions set out above and securing mitigation towards the impact upon the New Forest SPAs and Ramsar sites from increased recreational disturbance.

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