

PLANNING STATEMENT

ERECTION OF RETIREMENT LIVING
APARTMENTS WITH ASSOCIATED
COMMUNAL FACILITIES AND CAR PARKING,
THE ERECTION OF A PAIR OF DETACHED
DWELLINGS, IMPROVED VEHICULAR ACCESS
AND NEW PEDESTRIAN ACCESS TO
WINCHESTER ROAD.

LAND AT OAK COTTAGE, WINCHESTER ROAD,
BORLEY GREEN, BOTLEY, SO32 2DH

JANUARY 2026

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INTRODUCTION

The application site is part of the area allocated for residential development under Policy BO4 in the Eastleigh Borough Local Plan. The policy sets out a broad framework for the development of the site.

This application follows on from a recent submission ref: F/24/97945 for retirement living accommodation and two houses which was recommended for approval but refused by the Local Area Committee with a decision notice dated 30th June 2025.

The site had been the subject of two other previous relevant planning applications. The first application for 31 dwellings, F/19/85604 was appealed on grounds of non-determination. The appeal was dismissed in October 2021. A copy of the Appeal Decision is attached at **Enclosure 2**.

This new application seeks to address the key reasons for refusal of the 2025 decision carrying forward the accepted elements and design response and due regard to the adopted policies, the appeal decision and the recent refusals. The proposal involves the erection of retirement apartments aimed at the over 55s who are seeking to downsize and who wish to benefit from a safe, secure environment with like-minded people. The proposal would provide a total of 50 retirement living apartments and two detached houses, a reduction by two in retirement living units. Dedicated parking spaces for use by residents and their visitors and enclosed external refuse/recycling storage and separate electric buggy and bike storage area are also included.

The proposed main building, in its totality, has been designed to respect its setting as fully explained in the Design and Access Statement. The design approach was subject of extensive design review, during the course of the previous application, and this current proposal picks up and includes most of those design cues and requested changes. Although not a reason for refusal, the scale and massing of the building is less than that previously considered with a greater two storey presence to the main road frontage. As before, the greater scale and massing is contained within the rear courtyard where any visual or residential impact outside of the site is negligible. The approach to security for the retirement apartments is explained in the attached document at **Enclosure 1** entitled **Safe and Secure**.

In addition, it is also proposed to erect a pair of detached dwellings to the south of the RL building and to the west of Oak Cottage and Appletree Cottage. It is proposed that these dwellings will be offered on the open market, as before, and this is reflected within the FVA submitted with the application.

The proposed development with the associated highway improvements would provide the opportunity for a high-quality residential development that would positively contribute to meeting a local housing need for older people. It represents a sustainable development, with wide ranging social and planning benefits, both for potential residents and the community.

This Planning Statement follows that submitted with the previous retirement living application and has been amended and updated where required to reflect material changes.

The reworking of the application with a smaller mix and layout of units and less internal communal facilities allows for a reconsideration of viability and addresses the comments and reasons for refusal determined by the Local Area Committee in June 2025.

NATURE AND CONCEPT OF RETIREMENT HOUSING

Retirement housing (Category II type sheltered housing) is a proven option for those older people who need to move into accommodation, which provides them with greater comfort, security and the ability to manage independently to a greater extent. It enables older people to remain living in the community and out of institutions while enjoying peace of mind and receiving the care and support, which they need.

The scheme provides a needs-based choice for residents to downsize and move to an age restricted form of accommodation of like-minded people. People seeking to downsize from larger houses can achieve comfort, care, security and the ability to manage independently in housing that is future proofed as they themselves age. It enables older people to remain living in the community and out of more institution type accommodation while enjoying peace of mind.

Moreover, retirement housing releases existing under-occupied housing (i.e., family houses that have become too large for small elderly households) and thereby helps make better use of the housing stock in general. The majority of residents of retirement schemes generally originate from the “local” area (45% of sheltered residents originate from within a 5 miles radius (approximately 72% within 20 miles) and thus the move to retirement accommodation aids in freeing up local under occupied housing stock. It is probable that the potential occupiers of this development will have a similar “origin” profile.

All McCarthy & Stone developments are specifically designed to provide specialised housing accommodation for the elderly, with communal facilities and specific features within the apartments designed to meet the particular needs of the elderly. While anyone may purchase an apartment, the apartments are sold on the basis of a 999-year lease requiring the accommodation and subject to each apartment, in this case, being occupied by persons over 55 years of age. This is a reasonable and caring approach to the limitation on occupancy of retirement housing in that it recognises and allows for those exceptional cases where a spouse, who is in the need of special accommodation, may have a younger partner or if care needs are acute at a younger age. Such occurrences are, in fact found to be extremely rare as between 60 and 70% of occupants are aged 78 years or more with about 30% aged 82 years or more. The vast majority of McCarthy & Stone residents (some 85-90%) are widowed or single, with approximately 75% comprising single, female households.

THE SOCIAL AND ECONOMIC BENEFITS OF RETIREMENT ACCOMMODATION

Recently a growing number of reports have been published that promote the strategic need to provide more and better housing for those in later life as well as the benefits that specialist accommodation for older persons delivers. These reports have been published by a variety of organisations including the private sector, academic institutions, charities and numerous Government bodies at national and local level. The following seven reports are of particular relevance and an executive summary for each is appended to this document:

- ***Ready for Ageing?*** compiled by the House of Lords - Select Committee on Public Service and Demographic Change - The report warns that the Government and our society are woefully under-prepared for ageing. The Committee says that longer lives can be a great benefit, but there has been a collective failure to address the implications and without urgent action this great boom could turn into a series of miserable crises. The report covers a broad range of policy areas, providing a comprehensive analysis of the potential impact of an ageing population on public services.

The report states that *'the housing market is delivering much less specialist housing for older people than is needed. Central and local government, housing associations and house builders need urgently to plan how to ensure that the housing needs of the older population are better addressed and to give as much priority to promoting an adequate market and social housing for older people as is given to housing for younger people'*.

Additionally, the report highlights that *'there are just 106,000 units of specialist housing for home ownership and 400,000 units for rent in the UK*

as a whole. Build rates are lower now than in the 1980s. In 2010, just 6,000 units for rent and 1,000 for ownership were built, whereas in 1989, 17,500 units for rent were built as well as 13,000 for ownership'.

<http://www.parliament.uk/business/committees/committees-a-z/lords-select/public-services-committee/report-ready-for-ageing/>

- ***Top of the Ladder*** compiled by Demos (**Appendix B**) - This report uses original quantitative research to investigate older people's housing preferences, and the likely impact of giving them greater choice. It estimates that if all those interested in buying retirement property were able to do so, 3.5 million older people would be able to move, freeing up 3.29 million properties. Apart from these gains, retirement housing has a very beneficial effect on older people's health, wellbeing and social networks, and could save health and care services considerable resources.

<http://www.demos.co.uk/projects/topoftheladder>

- ***Identifying the Health Gain from Retirement Housing*** by the Institute of Public Care (**Appendix E**) - The paper highlights that increased companionship and security, better access to care and warmer, more

accessible accommodation through the development of good quality retirement housing could reduce the need for health care expenditure.

<http://ipc.brookes.ac.uk/publications/index.php?absid=71>

- ***Creating Housing Choices for an Ageing Population*** by Shelter (**Appendix C**) - This report takes a detailed look at the current state of housing for the older people's market and considers whether there is a wide choice of housing for an ageing population and if there is any scope to stimulate a greater supply.

http://england.shelter.org.uk/professional_resources/policy_and_research/policy_library/policy_library_folder/a_better_fit_creating_housing_choices_for_an_ageing_population

- ***Housing Markets and Independence in Old Age: Expanding the Opportunities*** by Professor Michael Ball of Reading University (**Appendix A**) - This report highlights a number of simple policy changes needed to stimulate the delivery of owner occupied retirement housing.

<http://www.reading.ac.uk/news-and-events/releases/PR364822.aspx>

- ***A Better Life: Private Sheltered Housing and Independent Living for Older People*** by The Opinion Research Business (ORB) (**Appendix D**) - This sets out the findings of one of the largest studies of sheltered housing in the UK.

<http://www.mccarthyandstone.co.uk/documents/research%20and%20policy/orb2.pdf>

- ***Local Area Economic Impact Assessment*** by the Institute of Public Care (March 2014). This report (**Appendix F**) takes a detailed look at the economic benefits of sheltered housing developments on the local economy.

http://ipc.brookes.ac.uk/publications/pdf_Final_McCarthy_and_Stone_EIA_report_-_March_2014.pdf

These reports detail that Retirement Living housing provides a valuable form of specialised accommodation that meets a specific housing need. In so doing, it gives rise to significant planning and social benefits that realise other planning objectives given national and regional priority. Insofar as local and wider planning benefits are concerned, Retirement Living housing contributes the following:

Community

- Freeing up housing: Specialist housing helps to free up much needed and under-occupied family homes in the local area, thereby making better use of existing housing stock. An average scheme of 45 apartments frees up housing worth nearly £7.5 million.
- Community spending: McCarthy & Stone's developments contribute to the vitality and viability of the local area as its residents typically do their shopping within a one-mile radius. 80% use local shops almost daily or often and over 40% use the local library or post office frequently. Residents are estimated to

have a 'community spend' of more than **£6 million** over a development lifetime period.

Economic benefits

- Investment during construction: An average development represents an investment of around **£3.6 million** into the local economy.
- Local jobs: Around 60 local companies are employed during construction, thus supporting local jobs. Additional job opportunities are created when the scheme opens.
- New Homes Bonus: Through this Government initiative to encourage new development, each local authority will receive around **£378,000** per every 45 new homes (McCarthy and Stone's typical development size) that are built in the local area. This is money it can spend as it deems fit.

Improved health

- Streamlined health and social care provision: Residents in specialist housing have fewer visits to local health professionals and find it easier to return home after stays in hospital.
- Older people account for 55% of GP appointments, 68% of outpatient appointments and 77% of inpatient bed stays. As well as achieving better outcomes, specialist housing reduces demand for these acute health and care services by supporting people to live independently and avoiding crisis intervention. Research shows that each year a resident postpones moving into public care by living in market accommodation, the local authority saves on average £30,000.
- Health and social care provision can be streamlined within specialist housing. Visiting health professionals including doctors, nurses, chiropodists and so forth can visit several residents during one visit, which is a more efficient use of public resources.

Increased well-being

- Increased wellbeing: 64% of McCarthy & Stone's residents said their health and well-being had improved since moving into the scheme.
- A higher quality of life: 92% said they were very happy or contented.
- Increased independence: 83% believed they maintained their independence for longer.
- Retirement Living housing provides purpose-built, specifically designed, small units of accommodation for local older people, which:
 - addresses an acknowledged and specific housing need;
 - addresses an existing housing "mismatch", by releasing presently under-occupied housing and thus plays an important role in the recycling of stock in general;
 - has a knock-on effect in terms of the recycling of the whole housing chain – Retirement Living housing being at the "back-end" of the chain;
 - optimises the use of sustainably located land within Burscough; and
 - provides energy efficient construction and living, through shared wall construction, crossflow ventilation and shared heating facilities.

In addition to the above benefits, the Executive Summaries of four more reports that highlight the benefits

of the specialised retirement living accommodation that is proposed at this Boorley Green site are included within the application documents. These reports are based upon independent studies carried out by WPI Strategy for the Homes for Later Living Group. The three reports are relatively recent and were prepared between September 2019 and April 2022. The reports are entitled:

- **“Healthier and Happier”** - An analysis of the fiscal and wellbeing benefits of building more homes for later living (September 2019) (**Appendix G**);
- **“Chain Reaction”** - The positive impact of specialist retirement housing on the generational divide and first-time buyers (August 2020)
- **“Silver Saviours for the High Street”** - How new Retirement properties create more local economic value and more local jobs than any other type of residential housing (February 2021). (**Appendix H**)
- **“Sustainable living”** focussing on the impact on the environment of specialist retirement housing compared to other developments.

Each new build McCarthy Stone apartment could save over 1 tonne of CO₂ each year through reduced energy loss in a ‘downsizing dividend’.

Older people moving into a McCarthy Stone apartment create a ‘home improvement dividend’ as younger homeowners move into the freed-up family homes and make energy efficiency improvements.

Residents of specialist retirement housing are also less likely to drive, and it is estimated that building 45 specialist retirement housing properties could take up to 15 cars off the roads.

Adding the various savings together, building a new McCarthy Stone apartment instead of a standard new build house could save nearly 2 tonnes a year in CO₂ emissions.

Taking these savings together, in line with recognised estimates of demand, were the UK to build 30,000 retirement living properties - i.e. 10% of the new homes per year target - annually, instead of 30,000 new standard houses, our analysis suggests that we could prevent nearly 60,000 tonnes of carbon dioxide a year being released into the atmosphere.

NATIONAL PLANNING POLICY GUIDANCE AND RELATED DOCUMENTS

The National Planning Policy Framework (NPPF) (2024) sets out the Government's planning policies for England and how these are expected to be applied and must be taken into account as a material consideration in planning decisions in accordance with Section 38 of The Act 2004.

Achieving sustainable development

The purpose of the planning system is to contribute to the achievement of sustainable development.

Paragraph 8 of NPPF outlines that achieving sustainable development means that the planning system has three overarching objectives, requiring the planning system to perform economic, social and environmental roles. It states that these overarching objectives *"are interdependent and need to be pursued in mutually supportive ways"*. The objectives are:

***"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"*.

At the heart of the National Planning Policy Framework is **'a presumption in favour of sustainable development'** (paragraph 11). For decision taking this means:

- c) *'...approving development proposals that accord with an up-to-date development plan without delay; or*
- d) *where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, granting permission unless:*
 - i. *the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposal.*
 - ii. *Or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole"*.

Decision making

The NPPF states in Chapter 4 that *'Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including*

brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible". (paragraph 39).

It also emphasises the value of pre-application engagement stating that *'good quality pre-application discussions enable better coordination between public and private resources and improved outcomes for the community'* (Paragraph 41).

Paragraph 45 advises LPA's to only require supporting information which is "relevant, necessary and material" to the application in question.

Planning Conditions and Obligations: **Paragraph 57** advises that planning conditions should only be imposed where they are *"necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects"*. *Conditions that are required to be discharged before development commences should be avoided, unless there is clear justification"*

If contributions are sought under the auspices of Section 106 of the Act, then Paragraph 58 sets out the legal tests under CIL Reg. 122, which requires that planning obligations should only be sought where they meet all of the following tests:

- Necessary to make the development acceptable in planning term,
- Directly related to the development,
- Fairly and reasonably related in scale and kind to the development.

Delivering a sufficient supply of homes

Chapter 5 of the NPPF supports the Government's objective of significantly boosting the supply of homes and recognises the importance of a sufficient amount and variety of land required and specifically that *'the needs of groups with specific housing requirements are addressed'* (paragraph 61).

The importance of a variety of housing types being recognised in planning policies is highlighted in **paragraph 63** which states *'Within the context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but not limited to) those who require affordable housing (including social rent); families with children, older people (including those who require retirement housing, housing-with- care and care homes); students people with disabilities; service families, travellers; people who rent their homes and people wishing to commission or build their own homes.'* (emphasis added),

In terms of affordable housing NPPF **paragraph 64** specifies where there is an identified affordable housing need *'planning policies and decisions should specify the type of affordable housing required, and expect it to be met on-site unless:*

- *off-site provision or an appropriate financial contribution in lieu can be robustly justified; and*

· · *the agreed approach contributes to the objective of creating mixed and balanced communities.*'

Paragraph 65 seeks to support the re-use of brownfield land, where vacant buildings are reused or re-developed, any affordable housing contribution due should be reduced by a proportionate amount. (equivalent to the existing gross floor space of the existing buildings) Otherwise known as vacant building credit.

Paragraphs 69-81 set out the requirements for assessing need and delivering sufficient land. **Paragraph 72** requires the approved provision not only for the initial 5 years following the adoption of a local plan but also for years 6-10 and years 11-15. The NPPF makes clear that it is not only the supply of land which is important but the actual delivery of housing and accordingly the tests are set out in **Paragraphs 78-80**.

The NPPF recognises that small and medium sites can make an important contribution to meeting an area's housing requirement (**paragraph 73**).

Furthermore, it goes on to state '*local planning authorities should (inter alia):*

· *support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes*'.

Section 9 – Promoting Sustainable Transport: (**paragraph 118**) states that Travel Plans should only be required where developments generate "significant amount of movement". The proposed development will not result in any significant traffic movements.

Section 11 - Making Effective Use of land The NPPF dedicates a whole chapter to making effective use of land as a means of meeting the need for homes and other uses. (**paragraph 124**).

Furthermore **paragraph 125** states that '*planning policies and decisions should: (inter alia)*

- *Give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, proposals for which should be approved unless substantial harm would be caused, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land*
- *Promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively....'*

The Government also encourages alternative uses of land and states, in paragraph 128, that Local Planning Authorities should '*take a positive approach to applications for alternative uses of land*'.

In order to achieve appropriate densities, paragraph 129 states '*planning policies and decisions should support development that makes efficient use of land, taking into account: (inter alia)*

- *the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;*
- *local market conditions and viability;*
- *the importance of securing well-designed, attractive and healthy places*'.

Furthermore, NPPF states at paragraph 125 '*where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes*

being built at low densities and ensure that developments make optimal use of the potential of each site.'

Paragraph 128 goes further by stating *"Local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs. In particular, they should support proposals to:*

- use retail and employment land for homes in areas of high housing demand, provided this would not undermine key economic sectors or sites or the vitality and viability of town centres, and would be compatible with other policies in this Framework; and*
- make more effective use of sites that provide community services such as schools and hospitals, provided this maintains or improves the quality of service provision and access to open space.*

Paragraph 130 goes on to advocate that plans use minimum density standards for city and town centres and other locations that are well served by public transport and these should seek an uplift in the average density of residential development within these areas, unless it can be shown that there are strong reasons why this would be inappropriate.

Chapter 12—Achieving well-designed places

NPPF states at paragraph 131 *'the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.'*

Paragraph 135 sets out that *'Planning policies and decisions should ensure that developments:*

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
- create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users, and where crime and disorder, and the fear of crime, do*

not undermine the quality of life or community cohesion and resilience’.

The NPPF goes on to state at **paragraph 137** that design quality should evolve through early engagement with the local planning authority and the local community and that *‘applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot’.*

Additionally, **paragraph 139** states significant weight should be given to ‘development which reflects local design policies and government guidance on design’ and/or ‘outstanding or innovative designs which promote high levels of sustainability’.

Section 14 – Meeting the Challenge of Climate Change, Flooding and Coastal Change: **Paragraph 164** advises that new development should avoid increased vulnerability to the range of impacts arising from climate change and help to reduce greenhouse gas emissions, such as through its location, orientation and design. Any local requirements for the sustainability of buildings in plans should reflect the Government’s policy for national technical standards.

The proposed development is highly sustainable and will be constructed to meet the latest government and policy requirements.

Paragraphs 170-178 deal with flood risk, identifying that developments ought to be sited whenever possible in zones at lower risk of flooding and that Sequential and Exception Tests may need to be accordingly applied. The site is in FZ1; accordingly, it is in principle appropriate for all types of development.

Section 15. Conserving and Enhancing the Natural Environment. The advice is that planning policies and decisions should contribute to and enhance the natural and local environment. This position has been enhanced by virtue of the introduction of legislation requiring new developments to achieve a 10% Biodiversity Net Gain compared to the baseline position of a site. The intention is to achieve this minimum part on and part off site.

Paragraphs 196-201 deal with contamination and pollution control and mitigation. The applicant is aware that the site has a degree of contamination and that such will need to be remediated as part of the development proposals.

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Section 16 Conserving and Enhancing the Historic Environment: deals with such heritage assets including proposals which may affect them. The NPPF advice is however subservient to Sections 66 and 72 of the Planning (Listed Buildings & Conservation Areas) Act 1990 which is touched on below.

In terms of the NPPF as it relates to matters of heritage, the site itself is not within a Conservation Area or close to Listed Buildings.

Paragraph 207 requires an applicant to describe the significance of any heritage assets affected, including any

contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 208 requires that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 210 states that in determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 212 identifies that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 213 references that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

No such heritage implications or material effects upon their settings are considered to result from the development of the Hold Out land H2.

Paragraph 214 Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership

is demonstrably not possible; and d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 215. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

In applying these tests, regard should be had to the advice of English Heritage in its publication of 2015 entitled “**The Setting of Heritage Assets**”. One of the main points of emphasis in this advice is that particular regard should be had to establish the significance of both the Heritage Asset(s) affected and the development proposed. With reference to the NPPF, one must of course also be aware of the statutory position under Sections 66 and 72 of the Planning (Listed Buildings & Conservation Areas) Act 1990 which respectfully requires:

Sec 66: special regard must be given by the planning authority in the exercise of planning function to the desirability of preserving or enhancing listed buildings and their settings,

Sec 72: ‘special attention’ shall be paid to the desirability of preserving or enhancing the character or appearance of conservation areas”.

Paragraph 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 is not triggered because the development will not affect the listed buildings or harm their settings. Paragraph 72 is also met, because the proposals do not affect the Conservation Area - it is therefore preserved by definition. Accordingly, the National Planning Policy Framework tests in the afore mentioned paragraphs are not engaged. Consequently, as there is no harm, the “tests” of harm set out in the NPPF do not apply.

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Annex 2 – Glossary: **Older People** are defined as “**people over or approaching retirement age, including the active, newly retired through to the very frail elderly; and whose housing needs can encompass accessible, adaptable general needs housing through to the full range of retirement and specialised housing for those with support or care needs**” (my emphasis). Clearly the proposed development will meet these aims and the NPPF as a whole.

Planning Practice Guidance

In March 2014, the Government published supporting Planning Practice Guidance (PPG). This guidance is intended to sit alongside the NPPF and provides additional clarity in respect of NPPF Policy.

Importantly as part of the ‘Housing for older and disabled people’ section (paragraph 001 revision date 26th June 2019), PPG states that:

*“The need to provide housing for older people is **critical**. People are living longer lives and the proportion of older people in the population is increasing” [emphasis added]”.*

This statement is unequivocal. We find no reference to other “critical” housing needs (or similar terminology) in the guidance or within the National Planning Policy Framework. Given the acknowledgement of a “critical” need, it is for the Planning system to deliver it unless there is very good reason why it should not. This is what government and national policy expects.

Whilst the use of the term ‘critical’ is recent, the imperative to provide an adequate quantity and choice of accommodation for older people has been emphasised by the Government for several years now (for example documents prepared by DCLG such as Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society (February 2008). Key common themes have been related to the need to provide accommodation of an appropriate size, location and quality.

The majority of older people who are looking to move home in later life are downsizing from a larger family home. Hence the need to deliver a range of choice in terms of type and tenure that will enable them to make such a move. The proposed development will contribute to the provision of such a choice. The ‘need’ expressed in the National Planning Practice Guidance is across all tenures and types of older persons’ housing ranging from bungalows to residential institutions. The proposal falls within the spectrum of accommodation cited in the NPPG and will meet a need for specialised accommodation for older people.

In conclusion, the golden thread running through the NPPF is a presumption in favour of sustainable development. The proposed development is located on an inherently sustainable site in Boorley Green providing a specialist form of accommodation for older people that addresses the urgent and increasing need within the Eastleigh area. It is therefore wholly in keeping with the concept of sustainable development detailed within the NPPF.

Health and Wellbeing - paragraph 005. The scheme actively promotes a healthy community in that the retirement scheme creates a healthy living environment adaptable to the needs of the increasingly ageing population. As set out in the main submission the community / communal nature of these specialist forms of accommodation/housing creates a safe and secure environment for people to live together s rather than being a burden upon hospital or local care facilities.

Design - paragraph 001 as well as reinforcing that “good quality design is an integral part of sustainable development” it states that achieving good design is about creating places, buildings or spaces that work well for everyone, look good, will last, and adapt for the needs of future generations.

Similarly in line with **paragraph 002** the scheme delivers a wide range of planning objectives enhances the quality of buildings and spaces, by considering amongst other things form and function; efficiency and effectiveness and their impact on well-being addresses the need for different uses sympathetically.

Paragraph 004. LPAs are instructed to give great weight to outstanding or innovative designs which help to raise the standard of design more generally in the area. This could include the use of innovative construction materials and techniques. Planning permission should not be refused for buildings and infrastructure that promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design.

Paragraph 005 acknowledges that to achieve good design the use of expert advice from appropriately skilled in-house staff or consultants may sometimes be required.

Paragraph 007 Design should promote local character **“Development should seek to promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development, local man-made and natural heritage and culture, while not preventing or discouraging appropriate innovation.”**

The scheme successfully integrates into its surrounding context. The DAS sets out clearly how new building due to its design and form contributes to the surrounding area.

The scheme also promotes access and inclusion (**paragraph 012**) being in a sustainable location as it enables many older local people to downsize and remain very much part of the local community if they so wish.

Paragraph 023 sets out the five key design considerations:

- layout – the way in which buildings and spaces relate to each other
- form – the shape of buildings
- scale – the size of buildings
- detailing – the important smaller elements of building and spaces
- materials – what a building is made from

These are assessed in the submitted Design and Access Statement.

The clear expectation of the NPPF is that development should be encouraged except where this would compromise key sustainable development principles set out in national policy. The current appeal proposal would not compromise national policy; indeed, it is wholly in accord with its aims.

The proposed development would provide specialist accommodation which would cater for the ageing population. It would increase consumer choice, create a more balanced community by having greater housing choice available to it.

It would result in the occupants of the development shopping locally thus assisting in the economic well-being of the area. The construction phase would create employment approximately circa 60 jobs as well as some in related support industries.

The Community Infrastructure Regulations gives the former Circular 5/05 Planning Obligations tests legal force in that Regulation 122 provides that “a planning obligation may only constitute a reason for granting planning permission if the obligation is:

- a. necessary to make to the development acceptable in planning terms;*
- b. directly related to the development; and*
- c. fairly and reasonably related to the scale and kind to the development.”*

Even when a contribution could in principle apply, the decision maker must apply planning balance and assess whether its absence or failure to meet requests in full would justify the withholding of planning permission.

The tests set out in the circular are explicit, restrictive and place the burden upon the decision maker not only to justify each and every request, but to then assess and apply “*planning balance*” to the matter having regard to whether the absence of a contribution(s) or a failure to meet such a contribution in full is such that planning permission ought not to be granted. The applicant will of course consider any requested contribution.

designed for those with impairments, better access to help and care, company and a sense of safety. In the provision of appropriate accommodation for the elderly, it is also recognised that the private sector has a major strategic role in this.

THE DEVELOPMENT PLAN

The Development Plan, as far as is relevant to this planning application, comprises of the **Eastleigh Borough Local Plan 2016-2036 Adopted 2022**.

EASTLEIGH BOROUGH LOCAL PLAN 2016-2036 ADOPTED 2022.		
S1 DELIVERING SUSTAINABLE DEVELOPMENT		
Policy The policy sets out the principles of sustainable development and detailed in the NPPF. (author’s summary)	Response Achieved/ Addressed	Evidential Justification The proposal meets the aims of the NPPF. It is a scheme set within a sustainable location and of an appropriate design having regard to all design matters. It meets the 3 broad aims of the NPPF in terms of sustainability – Economic – Social –Environmental.

S2 APPROACH TO NEW DEVELOPMENT S3 LOCATION OF NEW HOUSINGS BO4 LAND NORTH OF MYRTLE COTTAGE, WINCHESTER ROAD		
Policy The preamble to Policy CS2 sets out a settlement hierarchy which includes the new urban extension at Boorley. The application site itself is covered under Policy BO4. Accordingly, the expanded settlements meet the criteria of being sustainable and of course are provided to meet the Council's housing (author's summary). Policy S3 refers to new housing provision including that at Botley which includes the application (author's summary) Policy BO4 is the specific planning policy affecting the application site. It is a broad policy identifying site as being capable of accommodating approximately 22 dwellings (author's summary)	Response Achieved	Evidential Justification The site is within one of the areas allocated for residential development. Although the policy refers to the site being cable of accommodating 22 dwellings, there is no particular reason for this figure as is made clear in the Inspector's decision letter with regards to an application for 31 dwellings (see ENCLOSURE 2). Rather the issue is one of context/townscape. It is considered that the proposal although resulting in 52 new dwellings, the layout and in particular that 50 are sheltered units, in fact results in a much more "open" development than the likely assumption that the site would be developed for detached/semi-detached dwellings. The design of the scheme is fully explained in the accompanying DAS. The development of the site principally for specialist housing can be considered a windfall site which would contribute to meeting the Council's broad housing requirements. Please also see the section setting out a more detailed response to BO4.
S9 GREEN INFRASTRUCTURE		
Policy The policy sees through new development and other initiatives the Borough Council will seek to achieve the provision, retention and/or enhancement of multifunctional green infrastructure (author's summary)	Response Addressed	Evidential Justification The proposed development will obviously result in construction on what is a green field site. However, the trees along the boundaries of the site will be retained. In addition, the site will be landscaped and will be done in such a manner in order to minimise the need for off-site BNG habitat units.
POLICY DM1, GENERAL CRITERIA FOR NEW DEVELOPMENT		
Policy This is a broad general policy which requires developments to respond positively to the site and its surroundings having regard to matters such as the historic character, local identity, vegetation while optimising the development potential of a site. (author's summary)	Response Addressed Achieved	The Design, Access, and Sustainability Statement explains the design. The scheme has been designed by an experienced and qualified Architect, with particular regard to the constraints and opportunities presented by the site and its surroundings. It is considered that the proposal will not give rise to any demonstrable harm to interests of acknowledged importance but

		would result in a building which would sit comfortably on its plot and in its surroundings. The site is specifically identified for residential development in the local plan and in accordance with the NPPF, the normal presumption of allowing development should prevail.
POLICY DM2, ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT		
Policy DM2, requires that: all new build residential development (C3 Use Class only) must achieve at the time a Reserved Matters or Full Planning Application is submitted: This requires a 19% improvement in predicted carbon emissions, compared with the building regulations standard current at the time, through increased energy efficiency of the building fabric, unless this is superseded by an updated building regulations requirement equivalent to 'zero carbon homes'; and a predicted mains water consumption of no more than 110 litres/person/day. (author's summary)	Response Addressed	Evidential Justification The application is accompanied by an Energy Statement detailing how the proposed development would meet the latest Building Regulation requirements which exceed planning policy aspirations. The development is proposed to adopt a 'fabric first' approach to the specification and as detailed above, the proposed U-Values are a significant uplift on the minimum requirements under Part L1A 2022. As part of the design proposals, the development at Winchester Road, Boorley Green will include a Solar PV array to contribute to total energy demand and reduce CO2 emissions in operation. The report also includes details of how the water efficiency standard of 110L per head would be met.
POLICY DM3, ADAPTATION TO CLIMATE CHANGE		
Policy The policy seeks that all development should be designed to adapt to the predicted climate change impacts for the Borough including: • reducing the potential impacts of surface water flooding, • sustainable drainage systems need to be implemented as part of an integrated SuDS strategy for the site in accordance with policy Sustainable surface water management and watercourse management • a cooling strategy • adapt to water stress thus, new development should be designed to reduce demand (author's summary).	Response Addressed	Evidential Justification Aspects relating to the cooling strategy (Part O of Building Regs) has been considered in the design response. This and reducing water consumption to meet the latest Building Regulations is as set out in the submitted Energy Statement. With reference to matters of drainage, the site has a high-water table and thus SuDs are not possible. These matters are detailed in the updated DRAINAGE AND FRA REPORT BOORLEY Jan 2026 which refers to supporting documentation which have investigated the ground conditions. The report details how the site would be drainage and how such features will be managed picking up on principles established with the last application.

DM5 MANAGING FLOOD RISK POLICY DM6, SUSTAINABLE SURFACE WATER MANAGEMENT AND WATERCOURSE MANAGEMENT POLICY DM8, POLLUTION		
Policy The policy DM5 is more specifically for areas of flood risk identifying that development will only be permitted within the areas at risk of flooding, now and in the future, as identified on the Environment Agency most recent flood maps and the Council's Strategic Flood Risk Assessment provided that: a. it meets the sequential and exception test (where required) as outlined in Government guidance; b. a site-specific flood risk assessment demonstrates that the development, including the access, will be safe without increasing flooding elsewhere, and where possible, will reduce flood risk overall; c. the scheme incorporates flood protection, flood resilience and resistance measures appropriate to the character and biodiversity of the area and the specific requirements of the site (Author's summary). Policy DM6 is a more general policy which seeks to ensure that sites are appropriately drained, and if needs be, have an attenuated discharge and ensure that water is filtrated before being discharged to receiving waters in order to maintain their quality (author's summary) Policy DM8 is to preclude pollution which in this case is very much in relation to water quality (author's summary)	Response	Evidential Justification The application is accompanied by a DRAINAGE AND FRA REPORT BOORLEY updated Jan 2026. The report sets out that the site is in FZ1 but that there is a high-water table. The drainage strategy has taken account of this allied to other facts such as invert levels of the sewerage drainage system. The reports demonstrate, the proposed development would accord with the aims of the policy. The application is also supported by: • AIR QUALITY ASSESSMENT Jan 2026 • NOISE IMP. ASSESSMENT Jan 2026 The reports demonstrate that the site can be appropriately developed without detriment to neighbours or to itself.
POLICY DM11, NATURE CONSERVATION GENERAL		
Policy The policy seeks to ensure that planning applications will be determined with due regard to protect the natural environment including the protection of Special Protection Area (author's summary)	Response Addressed Achieved	Evidential Justification The landscape scheme has been designed with due regard to the BNG requirements. Please see the various relevant reports: • ECOLOGICAL IMPACT ASSESSMENT Feb 2026 update REPORT Land at Oak & Apple Tree Cottage, Boorley Green .pdf • Boorley Green_Biodiversity Net Gain Assessment and HMMP report_Feb 2026 update. • Green_Statutory_Biodiversity_Metric_Condition_Assessments_Feb 2026 SWTC.xlsx

		• Boorley Green_The_Statutory_Biodiversity_Metric_Calculation_Tool_-_Macro_enabled_SWTC_V2_Feb 2026.xlsm Landscape drawings have also been submitted in support of the application. With regards to financial contributions towards the Solent and New Forest SPAs, the applicant is willing to meet such obligations. However, it is considered that a bespoke charge should be applied in the case of the New Forest mitigation due to the low occupancy rate and lower car ownership evident in specialist accommodation.
DM13, GENERAL DEVELOPMENT CRITERIA - TRANSPORT POLICY DM14, PARKING		
Policy Policy DM13 that all new development must have safe and convenient access to the highway network (authors summary). Policy DM14 requires that new residential development will be required to provide off-highway parking which is adequate in terms of highway safety/traffic management. Provision will take account of the adopted Eastleigh Borough Council's Residential Parking Standards SPD and that applications with parking levels which deviate away from the expected standard should be substantiated by robust evidence contained within the transport statement/assessment/travel plan (author's summary)	Response Addressed	Evidential Justification The transportation characteristics of the proposed development are explained in the Transport Statement which includes lower private car ownership and usage. The statement also includes details regarding the improvement the existing vehicular access onto Winchester Road. It is considered that the proposed development as detailed in the TS makes appropriate parking provision and would have a safe access and egress to Winchester Road.
DM24 HOUSING MIX DM25 DELIVERING OLDER PEOPLES HOUSING		
Policy The policy seeks the creation of a mix housing in order to address the Housing Market Area, informed by the current need, current demand and existing housing stock including homes suitable for first time buyers or for example downsizers. (author's summary). Policy DM25 seeks that development should seek to respond to the requirements of an ageing population by increasing the supply of specialist housing. (author's summary)	Response Addressed/Achieved	Evidential Justification The proposal meets one of the housing objectives of the SHMA, that is accommodation for older people. Such accommodation needs to achieve a critical mass of units in order for such to be viable and deliverable. The proposed development has considered the various site constraints and achieves a form of development of an appropriate density and one which meets the aims of both policies.

POLICY DM28 DELIVERING AFFORDABLE HOUSING																										
Policy The policy sets out that the Council will seek the maximum reasonable amount of affordable housing with a headline rate of 35%. The policy recognises that the provision is subject to economic viability. (author’s summary) Infrastructure / s106 included in FVA: <table><tr><td>Section 106 Costs</td><td></td></tr><tr><td>BNG</td><td>150,000</td></tr><tr><td>Nitrates</td><td>130,200</td></tr><tr><td>Solent Recreational Disturbance</td><td>30,816</td></tr><tr><td>New Forest Recreational Disturbance</td><td>128,967</td></tr><tr><td>Community Infrastructure</td><td>98,947</td></tr><tr><td>Public Open Space</td><td>54,211</td></tr><tr><td>Public Art</td><td>30,895</td></tr><tr><td>Sustainable Transport</td><td>51,895</td></tr><tr><td>TRO</td><td>12,000</td></tr><tr><td>Health Contribution</td><td>17,485</td></tr><tr><td></td><td>705,416</td></tr></table>	Section 106 Costs		BNG	150,000	Nitrates	130,200	Solent Recreational Disturbance	30,816	New Forest Recreational Disturbance	128,967	Community Infrastructure	98,947	Public Open Space	54,211	Public Art	30,895	Sustainable Transport	51,895	TRO	12,000	Health Contribution	17,485		705,416	Response Addressed	Evidential Justification Accordingly accompanying this application is a detailed Financial Viability Assessment which has considered the scheme in detail. The conclusion is that there is a reduced headroom for a financial contribution towards Affordable Housing as the appraisal is negative by approximately £295,918). This position may need updating once BNG off site credits and other ecological contributions are bottomed out. A Nil AH demonstrated by a detailed appraisal does meet the policy requirements. However, should the LPA wish to audit the report, it is requested that it be carried out with some urgency. It should of course be noted that the FVA appraisal incorporates within it approximately £705K of contributions towards what can effectively be termed mandatory “ecological” measures and infrastructure contributions.
Section 106 Costs																										
BNG	150,000																									
Nitrates	130,200																									
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TRO	12,000																									
Health Contribution	17,485																									
	705,416																									
DM29 DWELLINGS WITH HIGHER ACCESS STANDARDS																										
Policy The policy seeks that open market schemes should meet higher national access standards as set out in Part M of the building regulations for new build residential development (or future equivalent) a. 100% of dwellings meet at least Part M4(1) standard (Visitable dwellings); including b. a target of 80% of dwellings on each site meet Part M4(2) standard (Accessible and adaptable dwellings) For major new-build development of 40 residential units and above, b. should include: ii. at least 2 dwellings or 7% (if higher number) of all market housing meeting the Part M4(3) (2)(a) standard for wheelchair adaptable dwellings (author’s summary);	Response Achieved	Evidential Justification The policy is slightly out of date in that all dwellings are required under Building Regulations to meet M4(1). Hence 100% of units meet the standard. In fact, 48 (88.9%) of the Retirement Living apartments meet M4 (2) and 4 (7.4%) meet M4 (3). The percentages relate to the whole scheme. Accordingly, the policy aspirations are met. Please see Enclosure 3 which sets out the Inspector’s modification to what was then draft policy DM31, that M4(3) should not apply to market dwellings i.e. “...MM58 clarifies that the requirements in relation to wheelchair accessible homes only applies to dwellings where the local authority is responsible for allocating or nominating a person to live there”.																								
DM30 INTERNAL SPACE STANDARDS FOR NEW RESIDENTIAL DEVELOPMENT																										
Policy The policy requires that all new dwellings meet as a minimum the Nationally Described Space	Response Achieved	Evidential Justification The prosed development meets the space standards; further details are set out in the DAS.																								

Standards (or future equivalent). (author's summary)		

FURTHER COMMENTARY TO POLICY BO4

Land north of Myrtle Cottage, Winchester Road Policy BO4, Land north of Myrtle Cottage, Winchester Road 1.

An area of approximately 1.1ha to the north-west of Boorley Green, as defined on the policies map, is allocated for development to include approximately 22 dwellings. Planning permission will be granted provided that the detailed proposals comply with the development plan, and comply with an approved masterplan for the whole site which addresses the following specific requirements: -

a. a range of housing types, sizes and tenure;

The site area of the proposed development would exclude the existing residential dwellings, Oak Cottage and Appletree Cottage amounts to 0.90 hectares. It should be noted that Appletree Cottage is not connected with the development site and thus it fully retains its current domestic curtilage. Oak Cottage which has an approximative floor area 112sq.m would have a rear garden of 128 square metres.

The proposal comprises of 50 Retirement Living apartments (30 x 1 bed & 20 x 2 bed) and two 3 bed detached dwellings. All dwellings would meet National Space Standards and accessibility standards as specified in Policies DM29 and DM30.

The need for a mix of housing including specialist accommodation is set out under Policies DM24 and DM25. The proposed scheme would address these requirements.

b. the provision of vehicular access from Winchester Road (B3354);

The existing access point would be used but improved to provide safer access and egress. Full details are set out in the Transport Statement.

c. the provision of contributions to, or delivery of, off-site highway improvements considered necessary to serve the development;

As identified above, the vehicular access would be improved. In addition, a pedestrian access towards the northeastern corner of the site is proposed. Contributions towards sustainable transport as requested by the Highway Authority are also included.

- d. the provision of pedestrian and cycle links both within the site and to connect the site with the surrounding area, including enhancement of connections with Boorley Green, with the permitted development to the west and to Hedge End Railway Station in accordance with strategic policy S11(1)(b);*

Through consideration with the previous application link is provided to serve the development. This is not to say that the applicant considers the link to be essential to the success of the proposed development, particularly given the low incident of cycle usage by its residents.

- e. to preserve water quality and flows details of Sustainable Urban Drainage shall be provided in accordance with policy DM6 as part of any application for outline or full planning permission;*

Please see the submitted document **DRAINAGE AND FRA REPORT BOORLEY JAN 2026** as amended which addresses on site drainage including ensuring that any surface water which is discharged is not polluted. This follows the principles established with the previous application.

- f. the potential for relocating the existing low voltage electric pole is thoroughly examined in order to maximise the development potential of the site and to create satisfactory residential amenity;*

Correspondence had been previously provided with the SSE indicating its programme to remove the power lines in the Autumn of 2024. The work is now complete. The correspondence is attached at **Enclosure 4**.

- g. ensure avoidance or mitigation of direct and indirect adverse impacts on habitats or species protected by legislation or identified as of principal importance within the NERC Act 2006 S41 lists and that there is a net gain in biodiversity;*

The application is accompanied by a full suite of documents which have assessed the ecological baseline and the appropriate BNG position. Please see the submitted reports as referred to previously.

With respect to the SPA mitigation, the issue of nitrates is addressed in the submitted Nitrates Statement together with the NE Calculation Sheet. The development as detailed in the submission is required to mitigate for 35.84 kg/TN/yr a slight reduction to the previous larger scheme.

The applicant is content for the mitigation to be by way of the Councils mitigation scheme, and an application will be submitted as soon as the planning application is registered.

With regards to the recreational impact on the Solent, contributions, the relevant contributions which at least in part recognises different occupancy levels are accepted and will need to be included in a Sec 106 Agreement.

Based on the live charges as at Jan 2026 the following apply:

- 1 bedroom property - £482; 2-bedroom property - £696; 3-bedroom property - £907

The proposed development comprises of:

2 x 3 bed houses. $£907 \times 2 = £1,814$

30 x 1 bed retirement apartments. $30 \times £482 = £14,460$

20 x 2 bed retirement apartments. $20 \times £696 = £13,920$

TOTAL £30,194

With reference to the impact on the New Forest SPA, it is noted that the cost quoted of £2,200 per dwelling relates to a standard fee. While there is no issue regarding the need to mitigate the impact, the flat rate fee does not address the lower occupation levels of RL schemes, its lower car usage, and in turn the potential recreational impacts.

Bespoke rates are in fact recognised by the NFNPA in **Mitigating recreational impacts on New Forest designated sites Supplementary Planning Document July 2020** which notes *“retirement accommodation will require mitigation unless the developer can provide conclusive evidence to demonstrate that the occupants will not add to recreational pressures in combination with other new and planned developments in the Local Plan and neighbouring areas. Each development proposal will be considered on a case-by-case basis.”*

The applicant requests that the contribution level be applied in a manner which is proportionate to the nature of the scheme. Typically, the standard open market occupancy level adopted is 2.4 persons per dwelling. This is acceptable with regards to the two detached dwellings, but it is considered that with respect to the RL units the occupancy level should be set at a maximum of 1.2 units per dwelling. The reasons for this can be found in the Nitrate Statement. Hence:

- Detached $2 \times £2,200 = £4,400$ ** As per Jan 2026 live charges on website:

50 RL units x £2,200 x 0.5 (to cover occupancy levels of 1.2) = £55,000

- h. the provision of a good quality landscape setting for the development (including buffer planting on the Winchester Road frontage) and maintaining and reinforcing existing boundary hedgerows, compatible with adjoining uses;*

A detailed scheme is submitted and dovetails with the BNG assessment proposals.

- i. ensuring an acceptable noise environment for new homes through appropriate siting of development and the provision of suitable noise mitigation measures; and*

A noise assessment has been undertaken, please see **NOISE IMPACT ASSESSMENT by Stantec - Boorley Green Southampton**. The report details that the proposed development will not be impacted by noise nor unduly result in unacceptable noise levels which would adversely impact oneself or its neighbours.

- j. occupation of the development is phased to align with the delivery of any necessary wastewater network reinforcement, in liaison with the service provider, and layout is planned to ensure future access to the existing wastewater infrastructure for future maintenance and upsizing purposes*

It is understood that there are no issues regarding wastewater infrastructure which was fully explored and bottomed out in the previous similar planning application and was not identified as a reason for refusal in June 2025.

OTHER BACKGROUND DOCUMENTS

Affordable Housing (July 2023) this is a general document outlining the council's position in respect of affordable housing provision including financial contributions.

This application is accompanied by a financial viability assessment which details the financial aspects of the proposed development. The applicant is of course willing for the submission to be audited and would respectfully request that this be done with some urgency.

Accommodation for Elderly People 2011. This document sets out the general demographics of The United Kingdom as well as Eastleigh Borough Council, identifying the need for specialist accommodation for older people.

It provided additional information to the interpretation of planning policies which at the time comprised of the Eastleigh Borough Local Plan Review (2001-2011). This local plan has since been replaced, but the general principles outlined in the document remain pertinent and are in fact reflected in the adopted local plan by way of policy DM25. The proposed development accords with the basic principles within the document and of course policy DM25.

Biodiversity (December 2009) The document set out additional guidance on the legal and policy basis for the Nature Conservation chapter and its policies within the Eastleigh Borough Local Plan Review (2001-2011). This local plan has since been superseded.

The basic principle set out in the document do remain valid, but they too have in essence been superseded by the mandatory requirements to achieve a 10% net biodiversity gain. The application is accompanied by the relevant ecological surveys and biodiversity calculation tool.

The adopted policy is therefore addressed by the submitted documentation and the recognition that should planning approval be granted, that offsite biodiversity credit will need to be achieved.

Character Area Appraisal for Hedge End, West End and Botley (2008). This document is no longer relevant given the approved urban extension to the west and to the north of the site, as well as its allocation for development.

NEIGHBOUR RELATIONSHIPS & AMENITY SPACE

McCarthy and Stone are the market leader in the provision of this form of specialised housing and therefore in assessing the functional requirements of its purchasers/residents. Put simply, if the Company were to provide sub-standard accommodation in this regard, then quite simply, it would experience difficulty in selling the apartments and in maintaining its position in this specialised field of housing.

Amenity Space

The 2 houses have their own individual gardens and landscaping around the car parking. McCarthy Stone has plenty of experience in assessing the functional requirements of its purchasers / residents. The design of the retirement living building is innovative in the ways which it maximises the potential for giving the residents optimum amenity spaces; both personal and communal through features including balconies and terraces. This will provide a high quality of life for the residents of the scheme. The internal lounge and communal patio provide the key most valued amenity space for residents offering multi usable space for indoor and outdoor hobbies and informal recreation. Subject to the house manager and management of the property external space can be set aside for growing of vegetables and flowers in raised beds or around the patios.

Residents of this form of specialised housing tend to spend considerable time in their apartments and it is therefore appropriate that, wherever possible, lively or interesting views or pleasant and peaceful scenery should be visible from all rooms. Often the more favoured aspects are those on the busiest road frontage or those facing the main entrance and car parking area where activity is present.

The proposed development will include gardens for the enjoyment of the residents. The Company employs a professionally qualified landscape architect and prides itself on the quality of its landscape treatment, which has become a “hallmark” of all McCarthy Stone retirement schemes. A landscaping scheme is provided as part of the proposed application. Given the nature of the accommodation and the experience of McCarthy Stone in this

form of development, the proposed amenity space is considered appropriate. Further details are provided in the DAS.

Typical McS amenity space examples:



The proposed development be sited an appropriate distance from neighbouring properties as illustrated on the submitted layout plan. While the applicant considers that the various relationships are satisfactory, the applicant will of course consider any specific issues which may be raised.

With respect to on-site amenity space, a supporting report entitled STATEMENT ON AMENITY SPACE PROVISION IN RESPECT OF McCarthy STONE SHELTERED HOUSING DEVELOPMENTS-March 2007 was attached with the previous application. The principles of which have been accepted by the LPA.

With respect to the proposed detached dwelling houses, as the layout drawing illustrates, each would have a domestic curtilage which is commensurate to the nature of the accommodation.

The dwellings are orientated in a broadly North to South direction, hence any views towards Oak Cottage or Myrtle Cottage would be at an oblique angle such that their privacy would not be compromised.

Both dwellings would retain ample gardens/amenity space. An initial assessment of the properties has identified the following:

- Oak cottage has a floor area of approximately 112sqm. Its rear garden area is approximately 128sq

- Appletree Cottage has a floor area of approximately 172 sqm and a rear garden area of approximately 551sqm.

The rear gardens of the above properties alone exceed the general aspiration that the amenity space available should equate to approximately 60% of the habitable floor area.

No publicly accessible open space is to be provided on site however an off-site s106 contribution alongside the lines of those previously agreed for this site, would enable pooling of monies and provision to serve the wider locality of Boorley Green.

CAR PARKING & ACCESS

It is considered that the level of car parking proposed on this site, will accommodate the needs of the proposed development. Further information is set out in the Transport Statement.

CONCLUSION

The development of this allocated site should be optimised, commensurate with environmental considerations and such is, of course, supported by extant Local and Government guidance.

This is best achieved by the beneficial development of the site. This now amended well designed development would provide for much needed specialised accommodation (and 2 general market dwellings) within the expanded urban settlement.

The proposed development represents a sustainable development, with social and planning benefits, both for potential residents, and the community as a whole. The infrastructure and community benefits having been enhanced following the previous application. In summary, the material benefits are:

Balanced View of Policy and Other Material Considerations

- The development contributes to the wide spectrum and much needed housing for the older population. In doing so it thereby helps to prevent new housing on greenfield land and freeing up of existing under-occupied stock.
- A highly sustainable form of development that optimises the use of valuable previously developed land.
- Brings land into more beneficial use. Maximises use of scarce residential land.
- Net environmental benefits in built form, street scene, and character.

- The provision of much-needed owner occupied accommodation that helps meet the recognized housing needs of an ageing population and the housing stock that is ill equipped to deal with its needs.
- Greater security and convenience and reduced feelings of isolation and vulnerability. Improved independence, health, and well-being whilst maintaining an independent lifestyle.
- Most residents have family and friends in the locality and are able to remain an important part of the core of the local community.
- Reduced demand for public sector resources and health services. Residents manage better and spend fewer nights in hospital. Reduced impact upon NHS resources.
- Increases the availability of much needed family housing in areas of shortage boosting the supply in the local housing market.
- A land use, which is entirely passive and a “good neighbour.”
- A new building that provides substantial energy efficiency advantages over the existing and most open market residential schemes.
- Boost the local economy by the spending power of the residents.

The proposed development successfully achieves a balance between the potentially competing objectives of development whilst respecting townscape setting and residential amenities.

This proposal will:

- Accord with national planning guidance in relation to sustainable development;
- Accord with the relevant and material provisions of the development plan; and
- Not cause any demonstrable harm to any interests of acknowledged importance.

Furthermore, there are significant planning merits associated with the proposals, which further sustainability goals. Accordingly, the presumption in favour of granting planning permission in the NPPF should prevail.

ENCLOSURE 1:

SAFE AND SECURE – THE APPROACH TO SAFETY AND SECURITY

Safe & Secure.

The concept of designing a Development to Safe & Secure standards, is to provide an enhanced security perimeter, with greater emphasis on the external shell of the building. This should encourage people with criminal intentions to stay away from the Development, so that our owners are able to enjoy their surroundings in peace and safety, free from the fear of crime.

Main Entrance Door.

Shall be manufactured with enhanced security in mind, from hardwood. All glazing to be toughened glass to Part N critical zones, toughened to the outer pane in all other areas. All beading shall be internal, pinned and glued. The door should be supplied with matching hardwood frame and any matching side-lights shall be to the same standard as the main door and frame.

Doors and frames shall be designed and manufactured with full regard to DDA requirements.

Locking mechanism shall consist of a lock, certified to BS3621, or BS EN 1303 grade 3. The cylinder mechanism shall be 10 pin high security euro cylinder with a patented master key system. New keys will only be available from the patent holder, or their agents. In certain developments, an electronic tag may be used for authorised access in lieu of a key and euro cylinder combination. Access will also be authorised from the owners apartment electronically, via the door control system. Exit through the main entrance door will be via thumb turn control. A heavy duty door closer shall be fitted, to maintain the door in the closed position when not being used.

Where there is a need for automatic opening doors, they shall be manufactured from powder coated aluminium, to a security standard equal to, or above the standard of wooden doors. Access will normally be via an electronic tag, or via the owners apartment, electronically.

CCTV allowing visual and audio identification shall be linked to an access control system, allowing entry phone and door release from within owners flats, or by the House Manager.

Other external exit doors.

Often referred to as "shoppers Doors", shall be to the same security standard as the main entrance door, but will not include any remote access facility.

Fire exit doors.

Shall be to the same manufacturing standard as the main entrance door, but with no external access. Exit shall be via an approved panic latch. There will be an electrical connection between the fire door and the fire panel, to provide an audio and visual "open alert" alarm, if the fire door is open. All glazing to be toughened glass to Part N critical zones, toughened to the outer pane in all other areas.

Refuse room doors.

The internal refuse room door from the development into the refuse area shall be to the same standard as other exit doors. The external refuse room doors shall be a pair of 30 minute fire rated framed ledged and braced doors, with monkey tail bolts to one leaf and the locking mechanism shall consist of a lock, certified to BS3621, or BS EN 1303 grade 3. The cylinder mechanism shall be 10 pin high security euro cylinder with a patented master key system. No other form of door, such as louvred, are acceptable. The lock shall have the facility to change the combination, if required to maintain security.

Patio Doors.

Patio doors shall be to the enhanced security standard BS7950 and fitted with a multi-point deadlocking system, comprising hook bolts and/or shoot bolts. Internal ironmongery shall include operating handle and lock cylinder which shall be to the same standard as the main entrance door. No external means of securing or opening to be provided to prevent residents using them as a means of access/egress on ground floors. All glazing to be toughened glass to Part N critical zones, toughened to the outer pane in all other areas. Hinges shall incorporate an anti-lift security device. All glazing beads shall be internal. Contacts shall be fitted to each opening light, connected to the apartment alarm panel.

French Doors.

French doors shall be to the enhanced security standard BS7950 and fitted with a multi-point deadlocking system, comprising hook bolts and/or shoot bolts. The fixed leaf will be secured by a bolt mechanism. Internal ironmongery shall include operating handle and lock cylinder, which shall be to the same standard as the main entrance door. No external means of securing or opening to be provided to prevent residents using them as a means of access/egress on ground floors. Hinges shall incorporate an anti-lift security device. All glazing to be toughened glass to Part N critical zones, toughened to the outer pane in all other areas. All glazing beads shall be internal. Contacts shall be fitted to each opening light, connected to the apartment alarm panel.

Communal windows & Doors

There are some communal areas, such as the residents lounge, where window & Door contacts connected to the alarm panel may not be appropriate. In these circumstances an open alert alarm may be fitted, which may be overridden by key operation controlled by the House Manager.

Windows.

Ground floor windows, or those windows that would be deemed easily accessible from the ground floor, shall be manufactured to enhanced security standard BS 7950 for UPVC windows. The equivalent standard for timber is BS644, or BWF Timber window accreditation scheme.

All glazing to be toughened glass to Part N critical zones, toughened to the outer pane in all other areas. All glazing beads shall be internal. All windows are considered potential fire escape windows, therefore restrictors will only be used for top hung kitchen windows. Contacts shall be fitted to each opening light, connected to the apartment alarm panel where the window is on the ground floor, or easily accessible externally.

Flat Entrance Doors.

Shall be of solid construction to an enhanced security standard and comply with 30 minute fire rating. The door should be fitted with a door viewer at a height of 1,350mm, to facilitate final security prior to door opening. Locking mechanism shall consist of a lock, certified to BS3621, or BS EN 1303 grade 3. Anti drill devices are not required. The cylinder mechanism shall be 10 pin high security euro cylinder with a patented master key system. An appropriate boxed keep shall be used within the door jam. Entrance may only be via the patented security key, though exit may be via a thumb turn mechanism. The door should be fitted with a letter plate which is fire rated, fitted with a fire "collar" and fixed at least 400mm from the lock mechanism. The door will be closed by a Perko, or similar approved door closing device.

Extra Flat security.

All external opening windows and doors to the ground floor and those areas easily accessible by external means, will be fitted with intruder alarm contacts, which are connected to the intruder alarm within each flat. The alarm panel will be connected to the master intruder alarm panel to facilitate action, should the owner be absent from the premises. It should be noted that PIR's are not considered a suitable substitute for door and window contacts, as they may set off a false alarm if the owner moves around the apartment during the night, when the alarm is set.

External security lighting.

Lighting should be designed to illuminate external doors and vulnerable areas, such as the car park and landscaped areas. Control will be via a photo electric cell, or a time switch and lamps should be fitted with low energy lamps. Where lighting bollards are used within the car park, they should be a minimum of 1 metre away from the edge of the parking area to prevent damage when parking a vehicle. It is also good practice to position lighting to reduce glare, light pollution and deter vandalism. In certain circumstances a sensor controlled time limited light may be fitted to illuminate car park areas.

External Flood Lighting should not be fitted to the main build but be installed on posts or similar separated from the building. External lighting should not cause a nuisance to adjacent flats.

Layout and access.

The footprint of the building, vehicular and pedestrian access, should be designed in such a way to ensure visual openness. Careful consideration should be given to features such as change of road surface, or path materials, by colour or texture to create a psychological barrier between public access and legitimate access by owners and their visitors.

Boundaries.

Boundaries to the front and side should show a clear demarcation between public and private areas. Walls, fences and planting should be kept low to maintain clear visibility.

Side and rear boundaries are normally more vulnerable and require more defensive solutions. Walls and fences should be a minimum of 1.8 metres high, except where more open fencing would provide more effective surveillance. Fencing with the addition of trellis affixed may provide better visibility.

Careful consideration should be given to planting thorny bushes and shrubs in more vulnerable areas. All planting should comply with MSL Standard Specifications

Climbing Aids

Special consideration should be used to design out anything that could assist with climbing to gain access to a property, such as boundary walls close to doors and windows, low flat roofs, balconies etc.

Car Parking

Car parking areas should be designed to provide maximum visibility from adjacent and overlooking flats. Lighting should be adequate to provide good visibility, as detailed in security lighting above. If garage parking is included, the garage door should face towards the apartment windows to provide useful surveillance.

Planting and Landscaping

The landscape design and planting arrangements should be considered integral with security and surveillance and to provide an attractive external environment.

Spiny or thorny plants should be considered for areas of potential risk, with broader leaved, lower growing plants to provide more natural surveillance. Care should be taken to avoid the creation of natural hiding places.

Carefully selected trees and shrubs can be used to "green up" environments, providing horizontal and vertical interest, without adding to the crime risks, or the use for climbing. All planting should comply with MSL Standard Specifications

Seating and External Furniture.

All seating, garden furniture, planters and pots should be sited with good visibility within the development. Where possible, they should be security marked and securely fixed to prevent/ discourage theft.

Gable Ends

Blank gable ends should be avoided and at least one window, at first floor or above, should be included within the design, to provide views over the area, where possible within Planning requirements.

Regulations

This security specification has been written to take into account the requirements and recommendations of all currently known regulations, including Health & Safety Executive, Fire Regulations and the Disability Discrimination Act. For the avoidance of any doubt, should there be any conflict between the security specification and any regulation, the regulation shall prevail.

