
Planning Statement

Providence Hill, Bursledon



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1. Introduction

About this application

- 1.1. This Planning Statement has been written on behalf of Colten Care Limited ('Colton') to accompany a full planning application submitted to Eastleigh Borough Council (EBC) for development on land at Providence Hill, Bursledon ('the site'). It aims to assist the Council in its decision-making. The description of development ('the Proposed Development') is as follows:

"Full planning consent for the erection of Residential Care Community, comprising a care home (Use Class C2) and close care cottages (Use Class C3 Age Restricted) with associated access, internal access roads, parking, landscaping and infrastructure."

- 1.2. This Planning Statement describes the site and its context, the nature of the proposed development and aims to assist in the appreciation of the proposed development and the consideration and weight that should be given to relevant planning policies in the development plan, as well as relevant material considerations. The Planning Statement is divided into the following sections:

- Introduction
- Site Surroundings and Planning Context
- The Proposed Development
- Planning Policy
- Planning Policy Compliance and Material Considerations; and
- Conclusions

- 1.3. The Statement concludes that the proposal, which has evolved in consultation with the Planning Authority and specialist consultants, is consistent with national and local planning policies and that planning permission can and should therefore be granted.

- 1.4. The headline conclusions are that the development will utilise an allocated site in a sustainable and accessible location to provide high quality specialist residential care for older people; contribute to their wellbeing whilst also addressing housing need in the borough; generate employment and assist the vitality and viability of local services; protect and, where feasible, enhance the important arboricultural and heritage features of the site and surroundings; preserve highway safety conditions whilst encouraging and supporting sustainable travel initiatives; deliver Biodiversity Net Gain (BNG) on-site; manage surface water drainage and; ensure that all of this is delivered in a way that does not diminish the reasonable living conditions and of the established community in the area.

About the applicant

- 1.5. The applicant, Colten, stands proud in the care home sector and is unique for many reasons. Colten is a successful family-owned company with head offices in Ringwood, Hampshire, and over 40 years' experience in the care sector. Colten designs, builds and operates its care homes to the highest quality standards, making Colten exceptional in the care home market. Colten privately owns 21 beautiful residential, nursing and dementia homes within Hampshire, Dorset, Wiltshire and West Sussex.

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- 1.6. Colten continually re-invests in its existing care home portfolio with a development program that commits over £2 million each year into continuous improvements through refurbishment and maintenance. It has been rated in the Top 20 care home providers in the UK for the last eight years, with six of Colten's homes rated as 'Outstanding' for nursing care by the national regulator CQC (Care Quality Commission). This means 28% of their portfolio are rated by CQC as "Outstanding", against an industry average of less than 2%.
- 1.7. Colten employs its own nurses 24 hours a day, seven days a week in every home, to ensure optimum safety and comfort of its residents. Colten's care facilities are designed to make each home a real 'home from home', with a focus on high quality interior spaces and landscaped garden facilities. Each of its care homes are individually designed and purpose-built to integrate with the surrounding landscape context and provide investment and employment to their local community.

Figure 1: Example of completed Colten Developments scheme (Wellington Grange, Chichester)



Figure 2: Example of completed Colten Developments scheme (Bourne View, Poole)



- 1.8. These care homes illustrate Colten's objective to provide spacious environments with exceptional design standards and state-of-the-art therapeutic facilities. Colten's designs also take inspiration from the surrounding environment and respond to the neighbouring architecture.
- 1.9. Colten Care Limited's sister company, Colten Developments, has constructed every care home that Colten operates, comprising 21 care homes to date. There is currently one under construction, based in Salisbury.

2. Site, Surroundings and Planning Context

General introduction

- 2.1. As shown below, the application site comprises a roughly triangular parcel of land located on the northern boundary of the A27 abutting Providence Hill. 'Brookfield', which comprises four semi-detached properties that front onto the north side of Providence Hill, lies to the south east of the site.
- 2.2. A grouping of 29 modern homes sits to the north of the site, which was granted planning permission in 2016, recognised today as Goslings Turning.

Figure 3: Proposed Site Plan



- 2.3. The site is undeveloped land, last used as garden and allotment space by the former owners of the adjacent house at 4 Brookfield, and currently characterised by overgrown brambles to the westerly corner of the site, with the remainder being generally grassland. Trees line the perimeter of the site which are subject to formal protection measures. This includes veteran oak trees. A stream runs along the northern edge of the site.

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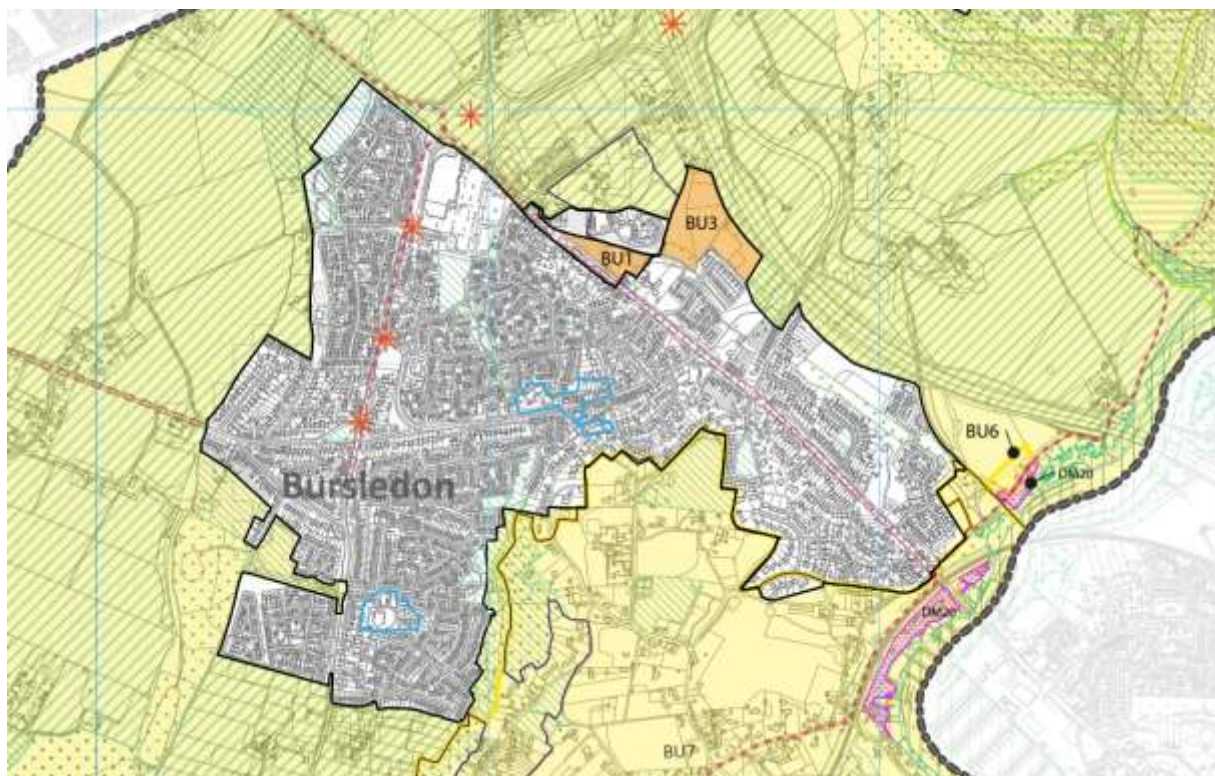


- 2.4. The topography of the site is notable and relevant to the development proposals that have been devised. The site falls away from south to north from Providence Hill down to the level of the stream, beyond which it then begins to rise again through the Goslings Turning development and then beyond to where Bursledon Windmill, a listed building, and associated development occupy higher ground. Some limited views are available from Providence Hill towards the windmill, which have been carefully considered and have influenced the manner in which the development proposals have evolved in consultation with the Council's planning and heritage specialists.
- 2.5. Vehicular and pedestrian access into the site are currently available from two positions on the north side of Providence Hill. The site is in private ownership and public access is not authorised.

Planning Status and History

- 2.6. The site, which adjoins the developed edge of Bursledon, falls within the designated settlement boundary where planning policy indicates that development is acceptable as a matter of principle.
- 2.7. In addition, the site is specifically allocated for residential development of approximately 19 dwellings under Policy BU1, Land north of Providence Hill. Despite the existing access to the south east of the site, the policy states that a new vehicular access would be expected to serve a development of this size. The policy also outlines the assessments required to be submitted with a planning application. Finally, the policy highlights the importance of sensitive design on account of the listed windmill and Conservation Area.

Figure 3: Extract of EBC Local Plan Proposals Map (South)



2.8. There have been two planning applications for the site. These have been outlined in the table below:

Table 1: Relevant Planning Applications

Application Reference	Date of Validation	Description of Proposal	Decision	Comments
O/17/80899	22/06/2017	Erection of up to 20no. dwellings with associated parking, creation of new access from Providence Hill substation and attenuation pond (landscaping reserved).	Withdrawn by the applicant	Bursledon Parish Council in July 2018 raised objections for the following: ▪ Access ▪ 'Unsafe' Pedestrian Crossing ▪ Sufficient land supply in the borough ▪ Detracts from countryside aspect ▪ Neighbouring conservation area ▪ Rear access for Brookfield residents

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Application Reference	Date of Validation	Description of Proposal	Decision	Comments
				Conversely, the Local Area Committee of Eastleigh Borough Council resolved that the application be granted subject to conditions.
F/22/93160	29/06/2022	Mixed-use development comprising veterinary surgery and 14no. dwellings with vehicular access off Providence Hill and associated car parking, cycle storage, sustainable drainage system, substation, hard and soft landscaping, acoustic fencing and pedestrian/cycle links to Providence Hill.	Refused	Reasons for refusal related to the lack of mitigation as no Planning Obligation (S106) was prepared in support of the application. Reasons for refusal also comprised: ▪ Inefficient land use considering the housing allocation in Policy BU1 ▪ Poor quality development with adverse visual impact ▪ Veterinary surgery and associated car park would fail to create a sense of place.

Figure 4: Proposed Site Plan for application: FF/22/93160



3. Pre-application Engagement

Pre-application consultation with EBC

- 3.1. In May 2023, an initial package of information was provided to Eastleigh Borough Council (EBC) planning authority to begin a dialogue on the potential for a care home on the site. This included a preliminary site location plan and proposed site plan as shown below.

Figure 5: Site location plan at pre-app stage





- 3.2. A site visit with the Planning Officers, and a series of subsequent meetings, then followed, at which key issues were discussed and iterations and evolution of the proposal to address the matters raised were tabled and considered. During this time, modifications to the above layouts were made, tabled and discussed to address matters including the impact upon key views of the listed windmill and its setting, the relationship of the development with neighbouring homes, the need to provide a buffer to protect the ecological interest of the stream, the relationship of the development with trees, surface water drainage, and the provision of good quality well-lit and accessible outdoor space for future residents.
- 3.3. Following this series of meetings and design iterations, the Planning Officer then issued written advice on the evolved proposals on 12 January 2024. The advice covered in the Planning Officer's response with our comments is covered below.

Principle of development

- 3.4. It was acknowledged that the site has an allocation within the adopted Development Plan for 19 residential dwellings. Whilst the proposed development is an alternative form of residential use, it was recognised that a care home would provide specialist accommodation, contribute to addressing an identified housing need, and develop a community thus aligning with the Borough's principle of development.

Layout and design considerations including landscaping

- 3.5. Three layout options had been discussed and the final option was deemed to be appropriate as it accounted for the protected view of Bursledon Windmill and maintained the ecological buffers. It was noted that the vehicular access should be developed with a focus on soft landscaping, with reduced reliance on retaining walls. The scheme was seemingly over engineered.

Impact on heritage assets

- 3.6. Emphasising the importance of maintaining the view of the Bursledon Windmill, following a meeting held on 23 November 2023, it was acknowledged that the final proposed option presented the best approach to protecting the setting of the windmill. It was advised that the Setting Assessment prepared by Pegasus Group be submitted with any future application. Pegasus Group's Heritage Statement, dated March 2024, has been submitted as part of this full planning application.

Impact on residential amenity

- 3.7. It was identified that the four semi-detached properties at 1-4 Brookfield, Providence Hill would be the most susceptible to the impacts of the development. Other properties on Providence Hill and in Goslings Turning would not be unduly implicated due to their respective distances from the proposed site, the topography, and development together with the presence of intervening trees and hedges. The impact of the development on the homes at 1-4 Brookfield could be mitigated by the care home occupying a significantly lower ground level, through sufficient separation distance, and as appropriate boundary treatments and landscaping could provide a suitable buffer.

Pollution impacts

- 3.8. Drawing attention to the site's location adjacent to the main road and Air Quality Management Area (AQMA), it was advised that Air Quality and Noise Assessments be provided with any application. These assessments accompany this full planning application, produced by Hawkins Environmental.

Ecology and drainage

- 3.9. In line with the feedback received from the Council's Ecologist, 10m and 20m buffer zones were recommended from the watercourse lining the northern boundary and the nearby Site Importance for Nature Conservation (SINC) respectively. The final option aligned with these buffer zones. The site plan, and drainage and landscape strategy documents, submitted with this planning application, show how and where these buffers have been provided.
- 3.10. The planning officer also stated that, "*The site also lies within an amber great crested newt impact zone, and potential wider impacts on the adjacent Windmill Fields Wood SINC need to be assessed (noting that the stream runs into the SINC). There are also records of bats near to the site, along with stag beetles and hedgehogs in the vicinity and potential for dormice*". It was emphasised that an ecological baseline assessment must take place before any site clearance to avoid the risk of removing and damaging protected habitats and species.

- 3.11. The pre-app advice concluded that the following documents must accompany the application in order to demonstrate appropriate consideration of and mitigation for ecological effects of the development: Ecological Impact Assessment, evidence of Biodiversity Net Gain, surface water drainage plan and a Construction Environmental Management Plan (CEMP). All of these documents have been submitted with the full planning application by Ecosupport.

Trees

- 3.12. Arboricultural surveys and reports were referenced on account of the area's protection under Tree Preservation Orders as well as the presence of a veteran tree, where its location and root protection area must be clearly established. Careful consideration must be taken for the impact of proposed access works from Providence Hill into the site.

Highway, access, and parking matters

- 3.13. It was noted that the vehicular access must comprise sufficient turning space for large vehicle such as emergency and refuse vehicles. For parking provision, a quantum was provided by the planning officer, setting out the requirement for one parking space per six bedrooms for a nursing home. However, parking should not dominate the landscape and sustainable transport should be actively encouraged. Therefore, the parking provision should be balanced against these objectives. Opportunities to promote sustainable transport for both visitors and staff were welcomed and should be incorporated as part of a Green Travel Plan.

Accessibility

- 3.14. Establishing the site's local context, it was deemed to be well positioned for all modes of transport. The Planning Officer asked that a Transport Statement should be submitted with the planning application. A Transport Statement has been supplied with this application, produced by Paul Basham Associates.

Contaminated land

- 3.15. The proposed sensitive use of the site, whilst taking into account the past uses and adjacent inert landfill, led to the recommendation to produce a contaminated land desk study. This has been supplied by WSP and is included with this planning application.

Climate change and sustainable construction

- 3.16. It was emphasised that a Sustainability Statement should be provided with a planning application, identifying opportunities to mitigate climate change and improve energy efficiency. A Sustainability Statement has been supplied by the applicant to support the application.

Impact on Special Protection Areas

- 3.17. It was acknowledged that the high levels of care required for the residents would be likely to significantly deplete the contribution required from the development towards Solent Recreation Mitigation Strategy.

Discussions with Natural England will establish the level of mitigation to account for the levels of staff and visitor trips.

- 3.18. A Nitrogen Budget would need to be supplied accounting for the provision of overnight accommodation as stipulated by Natural England. It was highlighted that EBC provides the opportunity to purchase 'credits' to offset the nutrient loading from the proposed development. A calculation and supporting statement are submitted.

Planning obligations

- 3.19. It was suggested that the development may need to make contributions for the following: public art, health provision, transport improvements.
- 3.20. The pre-application response also outlined the expectations for the required submission documents.
- 3.21. Arising from this engagement, a number of changes to the mix, layout, scale and design of the proposals have been made.

Community Engagement

- 3.22. Bursledon Parish Council was approached in writing with an explanation of the emerging proposals and an invitation from the applicant and its consultants to respond to any queries arising and/or attend a Parish Council meeting to provide further details and address any questions.
- 3.23. Consult Communications Ltd is undertaking targeted direct liaison with the local residential community, including with households at Brookfield and in Goslings Turning, amongst others.

Summary of consultation and engagement

- 3.24. These proposals have been subject to a level of pre-application consultation that is proportionate to the site, the established baseline for development, and the relatively limited number of immediate residential neighbours.
- 3.25. The applicant and its consultants intend to continue to engage with the Parish Council and residents following the submission of the planning application.

Figure 7: Proposed site plan (reproduction of Proposed Site Plan, by Williams Lester Architects, provided separately)



Figure 8: Watercolour visualisation of western aspect of the proposed Care Home from proposed access



4.2. Key aspects of the proposals are as follows:

- Erect a care home building, age-restricted cottages, and ancillary facilities
- Landscaped grounds for the use of residents
- New vehicle access on the southern boundary of the site, to Providence Hill, with car and bike parking and on-site turning for commercial vehicles
- Retention and protection of trees

4.3. The care home has been designed to make the best and most appropriate use of this allocated site to deliver functional and high quality specialist housing for older people whilst also making an appropriate and positive contribution to the local townscape, protecting heritage, environmental and ecological interests along with the living conditions of neighbouring homes.

4.4. As described in the Design and Access Statement, cues have been taken from local architectural styles including historic rural agricultural and industrial buildings in terms of the treatment of roofs, gables and ridge heights, in a way that also creates visual interest. An illustration of the proposed appearance is shown in the watercolour above and the figures below.

Figure 9: Proposed Elevations of Care Home (please refer to accompanying drawings and Design and Access Statement for full-scale versions)



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Figure 10: Proposed Elevations of Age-Restricted Cottages (please refer to accompanying drawings and Design and Access Statement for full-scale versions)



4.5. In terms of the care home itself and how it would operate, key points are as follows:

- The facility is designed to be able to cater for different levels of care including nursing, palliative, respite and dementia
- The bed spaces would be accompanied by ancillary facilities to support residents and staff; these include staff rooms, laundry facilities, kitchens, lounges, bistro, dining room, nurse stations and hair salon/spa
- The internal layout is configured to ensure accessibility and efficiency in caring for residents
- Internal spaces are designed to maximise natural light, and accessibility to outdoor spaces

4.6. A more detailed account of the proposals is set out in the accompanying Design and Access Statement.

5. Planning Considerations

- 5.1. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of The Town and Country Planning Act 1990, planning applications should be decided in accordance with the adopted Local Development Plan unless material considerations indicate otherwise.
- 5.2. Section 39 of the 2004 Act also requires decision-makers to exercise their functions with the objective of contributing towards the achievement of sustainable development.
- 5.3. The site lies within the administrative boundary of Eastleigh Borough Council (EBC), where the lead planning policy document is the Eastleigh Borough Local Plan 2016-2036, adopted in April 2022. It sets out the policies and plans to guide future development to 2036. It is now used to determine planning applications in the Borough and replaces the 'saved' policies in the Adopted Local Plan 2001-2011.
- 5.4. The policies listed below are considered the most relevant to the determination of the planning application:

Overarching strategic policies

- Strategic policy S1, Delivering sustainable development
- Strategic policy S2, Approach to new development
- Strategic policy S3, Location of new housing
- Strategic policy S4, Employment provision
- Strategic policy S8, Historic Environment
- Strategic policy S11, Transport infrastructure
- Strategic policy S12, Strategic footpath, cycleway and bridleway links

General development management policies

- Policy DM1, General criteria for new development
 - Policy DM2, Environmentally sustainable development
 - Policy DM3, Adaptation to climate change
 - Policy DM11, Nature conservation
 - Policy DM12, Heritage assets
 - Policy DM13, General development criteria – transport
 - Policy DM14, Parking
 - Policy DM23, Residential development in urban areas
 - Policy DM24, Creating a mix of housing
 - Policy DM25, Delivering older peoples' housing
- 5.5. For the reasons set out in turn below, the proposed development is compliant with all relevant provisions and should be supported.

Overarching strategic policies

- 5.6. **Strategic policy S1** seeks to deliver sustainable development in Eastleigh by meeting a range of social, economic and environmental gains in balance. The proposed care home is consistent with all of these, bringing forward a much-needed facility in an accessible location. The development optimises the use of land and will protect the trees on site, whilst being designed to reflect the character of the surrounding area.
- 5.7. **Strategic policy S2** seeks to achieve at least 14,580 dwellings between 2016 and 2036, to meet the needs of the population. This includes bringing forward development on major allocated and permitted sites, which includes 'Land north of Providence Hill'. Provision of this Care Home will bring forward 73 units of accommodation and five two-bed cottages which will contribute to this overall requirement, albeit with a focus on one particular demographic. In recent years, EBC has had difficulty in demonstrating a sufficient supply of housing, and although the proposal is not for traditional dwellings, it contributes towards ensuring the whole community has an appropriate place to live, which is an urgent issue for the authority to address.
- 5.8. **Strategic policy S3**, Location of new housing, seeks to focus housing development within existing urban areas. The application site forms part of one of these, described in the policy text as "*c. new smaller greenfield and urban sites within and adjoining*" including 'Bursledon'. This application is therefore in direct accordance with this policy aim.
- 5.9. **Strategic policy S4**, Employment provision, seeks to support the local economy through facilitating developments that create or support economic activity and jobs. The care home will generate 115 jobs, in addition to those supported through the construction process. The scheme is therefore fully consistent with this policy.
- 5.10. **Strategic policy S8**, emphasises the Borough Council's stance with respect to conserving and enhancing heritage assets in the area. Notably, developments will be restricted if it is likely to harm the asset itself or its setting. The design work has been undertaken in consultation with a heritage consultant (Pegasus) and following liaison with the Council's heritage officer. The design has evolved to ensure a compatible visual relationship with, and preserve views of, Bursledon Windmill and its setting.
- 5.11. **Strategic policy S11**, Transport infrastructure, has the purpose of delivering development in a way that reduces the need to travel and which promotes modes of transport including walking, cycling, bus and rail travel. The proposed care home aligns precisely with these aims, being on a key public transport route for buses, and within proximity of Bursledon railway station. More generally, the site is closely located in relation to housing and retail via Hamble Lane. These factors mean that the care home is ideally located to meet the aims of Policy S11. Further information on highway and transport considerations in this scheme are set out in the separate Transport Statement (Paul Basham Associates).
- 5.12. **Strategic policy S12**, Strategic footpath, cycleway and bridleway links, encourages the provision of connections to key destinations. The Policies Map (South) highlights the proposed strategic footpath/cycleway/bridleway along the southern boundary of the care home, lining Providence Hill and providing connections to Swanwick and central Bursledon.

General Development Management Policies

- 5.13. **Policy DM1**, General criteria for new development, establishes a clear basis for decision-making for development in general, ensuring the impacts are avoided or are acceptable, character is respected, natural assets are protected, and that implementation is responsible. For the reasons outlined in this statement and illustrated in the Design and Access Statement, the proposed care home takes a sensitive approach to its surroundings in all these respects.
- 5.14. **Policy DM2**, Environmentally sustainable development, sets out new requirements for the sustainability of built development in EBC, particularly in relation to building energy efficiency. The proposed care home will incorporate a range of measures to address this, as set out in the accompanying Sustainability Statement (Colten Care). These will include energy efficient internal lighting and ensuring the reduction of surface water runoff rates through the incorporation of soft landscaping. Through provision of these measures, the development will conform to policy DM2.
- 5.15. **Policy DM3**, Adaptation to climate change, includes further measures to address the impacts of climate change such as flooding, cooling, and reducing water demand. These matters are addressed as relevant within the Design and Access statement and Flood Risk Assessment which accompany this application.
- 5.16. **Policy DM11**, Nature conservation, seeks to protect, conserve and enhance the natural environment through directing development to less sensitive areas, and designing schemes responsibly in order to achieve net gain wherever possible, consistent with the direction of national legislation.
- 5.17. This application is accompanied by an Ecological Appraisal by Ecosupport, which describes the natural baseline on the site. This has identified 4.59 habitat units and 1.4 hedgerow units. The project will deliver a Biodiversity Net Gain (BNG) of 11.76% for habitat units and 21.30% for hedgerow units.
- 5.18. **Policy DM12**, heritage assets and their settings, must be respected and the design of a scheme must be sensitive to these landmarks and complement their character. Additionally, enabling public enjoyment and interpretation of the asset would be welcomed. The enclosed Heritage Statement (Pegasus) explains how the development will protect and better reveal the heritage setting, including that of Bursledon Windmill.
- 5.19. **Policy DM13**, General development criteria – transport, establishes a requirement for safe and convenient access from the highway, with the Highway Authority being a key consultee in the process to ensure that traffic conditions are managed and adverse impacts mitigated where necessary. As described above, the site is accessible by a choice of travel modes and the development will reduce reliance on the private car consistent with national and local planning policy. Further reference should also be made to the accompanying Transport Statement (Paul Basham Associates) which confirms that:
- The site access is deemed to be acceptable, considering that EBC previously discussed and agreed the suitability of the access with highway officers; this was based on the previously proposed mixed-use scheme with a similar access
 - It is confirmed that refuse vehicles and fire tender can gain access to all areas of the site
 - An estimated 176 trips generated over a 12-hour period highlights that the development is not expected to have a negative impact on the local highway network

- 5.20. **Policy DM14**, Parking provision, states that provision should be in line with the EBC's Residential Parking Standards SPD, which outlines the minimum parking provision. Sustainable travel is the priority in the first instance, although motor vehicles can provide mobility and support the economic life of the area. It is key to ensure that *"the design, layout, planting and landscaping and lighting provision addresses visual and landscape impacts, noise, lighting and impacts on residential amenity"*. A Travel Plan has been produced by Paul Basham Associates, which states that *"resident surveys will be undertaken within 3 months of the care home opening and then at years 1 and 3"*, highlighting the scheme's consideration for any potential impact on residential amenity.
- 5.21. **Policy DM23**, Residential development in urban areas, permits residential uses within the urban edge, as defined on the Policies Map. The Policies Map (South) confirms that the allocated site is positioned within the urban edge boundary of Bursledon. Hence, in addition to the precedent given by the housing allocation, the principle of development is accepted independently under the policy.
- 5.22. **Policy DM24**, Creating a mix of housing, seeks to achieve a mixture of housing to contribute to different needs in the Borough, in the interest of supporting the community as whole. Provision of a care home as well as the five age-restricted cottages within a defined settlement boundary is consistent with this aim.
- 5.23. Finally and most importantly, **Policy DM25**, Delivering Older Peoples Housing, reads as follows:
1. *"New development should seek to respond to the requirements of an ageing population by increasing the supply of specialist housing and accessible housing in accordance with policy DM29.*
 2. *The Council will support the provision of accommodation suitable for the needs of older people. Proposals should be:*
 - a. *located in sustainable locations with good access to the public transport network;*
 - b. *close to local facilities that residents can use, ideally Extra Care housing should be in or close to local centre; and*
 - c. *well integrated into the local community."*
- 5.24. This policy is central to the Local Plan as the supporting text (paragraph 5.124) explains that in Eastleigh Borough over the next 20 years, there will be an estimated increase of 24% in the number of people aged 65 and over, and an increase of 5% of people over 85 or over 54. Supporting text paragraph 5.125 of the plan correspondingly states that:
- "The provision of specialist accommodation, especially for older people, will be required as part of the housing mix on larger allocations where they meet an identified need, unless it can be demonstrated that this would have an unacceptable impact on the economic viability of the proposed scheme".*

Site Specific Policy

- 5.25. **Policy BU1**, Land north of Providence Hill, states:

1. *“An area of 1.1 hectare on the north side of Providence Hill is allocated for residential development of approximately 19 dwellings. Planning permission will be granted provided that detailed proposals accord with the development plan and meet the following specific development requirements:*
 - a) noise and air quality assessments are undertaken to confirm that the site can be developed satisfactorily for residential purposes given the proximity to the A27;*
 - b) hydrological surveys are undertaken to identify the extent of the headwater system on site and the hydrological routes that feed the headwater and provide chemical and water quality testing to act as a baseline to monitor impact;*
 - c) the development incorporates measures to safeguard the adjoining stream and Windmill Woods Site of Importance for Nature Conservation (SINC) with 20m undeveloped buffers;*
 - d) to preserve water quality and flows into the unnamed watercourse to the north of the site details of Sustainable Urban Drainage shall be provided in accordance with policy DM6 as part of any application for outline or full planning permission;*
 - e) 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;*
 - f) the development provides a high quality landscaped setting which preserves or enhances the special interest, character and appearance of the adjoining Bursledon Windmill Conservation Area and safeguards the setting of the listed windmill;*
 - g) a new vehicular and pedestrian access is provided from Providence Hill; and*
 - h) occupation of the development is phased to align with the delivery of any necessary wastewater network reinforcement, in liaison with the service provider.”*

National Policy Considerations

- 5.26. The NPPF sets out the Government's presumption in favour of sustainable development, which states that Local Planning Authorities should approve development proposals that accord with statutory plans without delay (Paragraph 11). The presumption in favour of sustainable development is a material consideration in the determination of planning applications. For the reasons outlined throughout this statement, we consider that Colten's proposals are policy compliant and represent sustainable development.
- 5.27. The NPPF also contains the core planning principles that should underpin development management, including that LPAs should work proactively with applicants to secure development that will improve the economic, social and environmental conditions of the area and seek to approve applications for sustainable development where possible (Paragraph 38). Again, we consider that the proposed care home is consistent with these aims and should be supported without delay.

- 5.28. The NPPF encourages good design as part of the wider remit for sustainable development. It states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve (Paragraph 126) and seeks to ensure that developments are sympathetic to local character and are visually attractive (Paragraph 127). Paragraph 127 seeks to ensure that developments, among others: *“are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; and are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change”*. We consider that the proposed design approach to the care home is exemplary, with a sensitive and locally appropriate strategy shown in the accompanying drawings.
- 5.29. Paragraph 62 of the NPPF provides the overarching objective in promoting housing choice stating that: *‘the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes)’*.
- 5.30. Older people are defined in the NPPF 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”*.
- 5.31. The Planning Practice Guidance (PPG), which supports the NPPF, addresses the need for older people’s accommodation in various sections. In assessing how local authorities should address the need for older person’s housing, the PPG refers to this need as ‘critical’ stating 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. In mid-2016 there were 1.6 million people aged 85 and over; by mid-2041 this is projected to double to 3.2 million. Offering older people a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities and help reduce costs to the social care and health systems. Therefore, an understanding of how the ageing population affects housing needs is something to be considered from the early stages of plan-making through to decision-taking.”* (Paragraph: 001 Reference ID: 63-001-20190626).
- 5.32. Provision of the care home by Colten aligns precisely with these objectives, in a context where the demand for care home beds is high.

6. Conclusion

- 6.1. The proposed development is an appropriate response to the site and will make an immensely positive contribution to the community for many separate reasons, including those set out below:
- (i) The provision of suitable accommodation for older people, and meeting the care needs of all sectors of the community, is a key priority of Eastleigh Borough Council, including under Policy DM25, which recognises the increasing pressures on accommodation for the ageing population. This is further compounded by documents such as the Accommodation for Older People and Those in Need of Care Supplementary Planning Document (SPD) and latest Annual Monitoring Report (AMR) which stress the value of care accommodation within the Borough.
 - (ii) The principle of development on this site for a residential care community is supported by the strategic housing allocation under Policy BU1. Whilst the proposed development differs from the Local Plan's housing allocation, the proposed care home would be a compatible use, providing additional employment opportunities. Ultimately, the proposed development will deliver a strong community which positively relates to the settlement of Bursledon.
 - (iii) The design of the scheme is high quality, sensitive, sustainable, and reflects the local area. For example, the proposed scheme recognises the importance of Bursledon Windmill and its setting, maintaining the protected viewpoint of the listed windmill from Providence Hill. In addition, residential amenity has been carefully considered and the site's sloping topography ensures that the development does not overlook neighbouring properties including 1-4 Brookfield.
 - (iv) Colten Developments is a well-established, local developer who have proven track record of delivering high-quality care homes, working in conjunction with Colten Care Limited. The proposed development would create employment during construction as well as during occupation, where approximately 115 jobs will be created as a result of the development.
 - (v) The scheme has been carefully considered from an ecological perspective. The development can demonstrate a strong Biodiversity Net Gain totalling 11.76% in habitats and 21.30% in hedgerows. Furthermore, a veteran tree lining the boundary of the site will be protected with the relevant root protection areas. The proposed development will retain the well-established trees bordering the site and positive landscape enhancements will be introduced to the site.
 - (vi) A new vehicular access will be provided, demonstrably providing a safer point of access to the site for all road users.
- 6.2. Overall, the proposals are consistent with national and local planning policy, representing sustainable development, and planning permission and should therefore be granted.

Planning Statement

Providence Hill, Bursledon



Appendices

Planning Statement

Providence Hill, Bursledon



Appendix 1.0 Parish Council Letter

Planning Statement

Providence Hill, Bursledon



22 March 2024



Roland Potter
Bursledon Parish Council
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By Email: clerk@bursledon-pc.gov.uk

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Dear Mr Potter

Land adjoining 4 Brookfield, Providence Hill, Bursledon, Southampton, SO31 8AU

I am writing to introduce proposals for the above site on behalf of Colten Care, and to enquire as to whether it might be possible for us to present the proposed designs at Bursledon Parish Council's next Full Council meeting on the 27th March, prior to the submission of a full application to Eastleigh Borough Council.

Colten Care is a family-owned, independent, award-winning care home provider founded in Lymington in 1981. Colten provide nursing, residential and dementia care with a difference, and in more than 40 years in the care sector, they've built up an outstanding reputation. Colten Care design, build and currently operate 21 homes to the highest standard across Hampshire, Dorset, Wiltshire and West Sussex - continuously re-investing in their portfolio, and having been rated in the Top 20 care home providers in the UK for the last eight years. Seven of their care homes are rated 'Outstanding' by the CQC, the national care regulator, with all other homes rated 'Good'. Colten employ their own nurses 24 hours a day, seven days a week in every home, because safety and comfort of residents is at the heart of everything they do. Each home is individually designed with bespoke high-quality interiors and beautiful landscaped gardens to create a real 'home from home' feeling for residents and their guests.

The Proposals



Offices and associates throughout the Americas, Europe, Asia Pacific, Africa and the Middle East.

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Planning Statement

Providence Hill, Bursledon



The evolving proposals are for a Residential Care Community, which would include a care home and a group of age-restricted cottages, together with associated access, parking, landscaping and infrastructure. The designs are being refined and have been informed by pre-application discussions with planning and heritage officers at Eastleigh Borough Council.

Providence Hill provides convenient vehicle and pedestrian access to the local centre, large supermarket and train station. A new access is proposed, with 27 car parking spaces to be provided, in line with local requirements. The care home proposals include a sun terrace and garden lawns for residents' enjoyment, and a buffer zone would respect the existing tree line and stream running along the northern boundary of the site, in line with recommendations from the EBC Ecologist.

Character and Appearance

The proposals respond to the site's topography, local views and ecological protected areas. Substantial soft landscaping creates visual interest and provides safe spaces for residents and guests to enjoy. We believe that the U-shaped, split-level design and varied roof form of the care home, and the position of the building sitting low within the site topography will ensure that the appearance is compatible with and sympathetic to the surroundings.



The middle section of the site has been left free from development to preserve views from Providence Hill towards the listed Bursledon Windmill.

Local Need for Care Homes

The site is allocated for residential development for approximately 19 houses through Policy BU1 of the Local Plan. The proposed scheme would maximise efficient residential use of the site, and the Local Plan estimates a 25% increase in the over 65 population over the next 20 years, and an increasing need for specialised accommodation for elderly people in the Parish. In addition to the benefits to residents and their relatives, it would contribute to the release of more than 38 open market homes in the Borough onto the market (according to EBC's Land Supply Calculations), together with reducing pressure on local health and social care services.

Planning Statement

Providence Hill, Bursledon



Other Considerations

The work we have done so far has included careful consideration of the importance and protection of trees and ecology, together with surface water management, among a range of other considerations.

Next Steps

We are hoping to progress this application over the next few weeks, and as such I would be delighted to attend the Bursledon Parish Council Full Council meeting on 27th March to discuss the proposals and to respond to any questions the Council might have at this stage.

Please do not hesitate to get in touch should you have any queries regarding this application.

Yours sincerely



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