

Bursledon, Hamble and Hound (BHH) Local Area Committee

DATE: 21 November 2024

Application Number: F/24/97312
Case Officer: Rebecca Altman
Received Date: 29 April 2024
Site Address: Land adjoining 4 Brookfield, Providence Hill, Bursledon
Applicant: Colten Care Limited
Proposal: Construction of residential care community, comprising a 69-bed care home (Use Class C2) and 5 x 2-bedroom close care cottages (Use Class C3 age restricted), with associated access, internal access road, parking, landscaping and infrastructure.

Recommendation: **Subject to:**

- **Review of further air quality information and agreement to any required mitigation;**
- **Agreement to any additional conditions or developer contributions relating to air quality;**
- **Completion of S106 Agreement to secure:**
 - **Community Infrastructure contributions;**
 - **Public open space contributions;**
 - **Public art contributions;**
 - **Sustainable transport contributions;**
 - **Traffic Regulation Order contribution;**
 - **New Forest recreational impact mitigation;**
 - **Solent recreational impact mitigation.**

To delegate back to the Planning Manager in conjunction with the Chair and Vice Chair to GRANT PLANNING PERMISSION with the following conditions:

CONDITIONS AND REASONS:

1. Implementation timeframe

The development hereby permitted shall start no later than three years from the date of this decision.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

2. Approved plans

The development hereby permitted shall be implemented in accordance with the following plans numbered:

- 6185-WLA-ZZ-XX-DR-A-0005 Rev. A – Location and Block Plan
- 6185-WLA-ZZ-XX-DR-A-0010 Rev. K – Proposed Site Plan
- 6185-WLA-ZZ-00-DR-A-00112 Rev. I – Lower Ground Floor Plan
- 6185-WLA-ZZ-00-DR-A-00113 Rev. G – Ground Floor Plan
- 6185-WLA-ZZ-01-DR-A-0114 Rev. G – First Floor Plan
- 6185-WLA-ZZ-02-DR-A-0115 Rev. G – Second Floor Plan
- 6185-WLA-ZZ-XX-DR-A-0220 Rev. F – Elevations East and West
- 6185-WLA-ZZ-XX-DR-A-0221 Rev. F – Elevations North and South
- 6185-WLA-ZZ-XX-DR-A-0222 Rev. E – Courtyard Elevations
- 6185-WLA-ZZ-XX-DR-A-0050 Rev. D – Site Sections Sheet 1
- 6185-WLA-ZZ-XX-DR-A-0051 Rev. C – Sections Through Site Sheet 2
- 6185-WLA-ZZ-XX-DR-A-0052 Rev. C – Sections Through Site Sheet 3
- 6185-WLA-ZZ-XX-DR-A-0017 Rev. A – Proposed Street Scenes
- 197.5004-0002 P04 – Proposed Drainage Strategy Layout
- 197.5004-0011 P01 – Site Entrance: Plan/long section
- 197.5004-0012 P01 – Site Entrance : RPA Carriageway Construction Details
- 2499-TF-XX-00-DR-L-1004 P03 – Landscape – Lower Ground Floor
- 2499-TF-XX-00-DR-L-1005 P03 – Landscape – Ground Floor
- 2499-TF-XX-00-DR-L-1006 P03 – Landscape – First and Second Floor Terraces
- HCC10/C/155 – Carriageway detail for construction within the root protection area of retained trees
- PR124477-03A – Tree Protection Plan
- 6185-WLA-ZZ-XX-DR-A-0420 Rev. A – Elevations Cottages 1-3
- 2499-TFC-00-00-DR-L-5001 – Retaining Wall Elevations
- 6185-WLA-ZZ-XX-DR-A-0060 – Verified View – Existing and Proposed
- 6185-WLA-ZZ-XX-DR-A-0070 – Clay Render – Aerial View from south east
- 6185-WLA-ZZ-XX-DR-A-0071 – Clay Render, Aerial View from east
- 6185-WLA-ZZ-XX-DR-A-0072 – Clay Render, Aerial View from north
- 6185-WLA-ZZ-XX-DR-A-0073 – Clay Render – Aerial View from north west

3. Contaminated Land

No work shall commence on site until the following has been submitted to, and approved in writing by the Local Planning Authority:

- a) An updated report of a site investigation (including an amended site plan, site investigation and risk assessment and any subsequent mitigations as a result of findings) documenting the ground conditions of the site and incorporating chemical and gas analysis in accordance with UK Land contamination risk management (LCRM) national guidance, and BS10175:2011+A2:2017, and BS 8576:2013, BS 8485:2015+A1:2019, Claire RB17, CIRIA C665 and as agreed with the

LPA. This document should also include reference to the agreed Preliminary Risk Assessment (WSP, 2024).

b) a detailed site-specific scheme for remedial works and measures to be undertaken to avoid the risk from contaminants and/or gases when the site is developed and proposals for future maintenance and monitoring. Such a scheme shall include nomination of a competent person to oversee the implementation of the works. Reason: To minimise the risk from land contamination for the safety of the future occupiers of the development.

Reason: To minimise the risk from land contamination for the safety of the future occupiers of the development, in accordance with Policy DM8 of the Eastleigh Borough Local Plan (2016-2036).

4. Contaminated Land Verification

The development hereby permitted shall not be occupied / brought into use until there has been submitted to the Local Planning Authority verification by the competent person approved under the provisions of condition 3(b) that any remediation scheme required and approved under the provisions of condition 3(b) has been implemented fully in accordance with the approved details (unless varied with the written permission of the LPA in advance of implementation).

Unless agreed in writing with the LPA such verification shall comply with UK Land contamination risk management (LCRM) and the guidance contained in EA Guidance for the Safe Development of Housing on Land Affected by Contamination - R&D Publication 66: 2008. Typically such a report would comprise:

a) a description of the site and its background, and summary of relevant site information,

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

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

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

Thereafter the scheme shall be monitored and maintained in accordance with the scheme approved under condition 3(b).

Reason: To minimise the risk from land contamination for the safety of the future occupiers of the development, in accordance with Policy DM8 of the Eastleigh Borough Local Plan 2016-2036.

5. Construction Environmental Management Plan (CEMP)

No construction or site preparation works involving excavation shall start until a final Construction Environment Management Plan (CEMP) has been submitted to, and approved in writing by, the Local Planning

Authority. Preparation and construction work shall only take place in accordance with the approved CEMP which shall include:

- a) the location of temporary site buildings, compounds, construction material and plant storage areas used during demolition and construction;
- b) the arrangements for deliveries associated with all construction works, loading/ unloading of plant & materials and restoration of any damage to the highway including vehicle crossovers and grass verges.
- c) the parking of vehicles of site operatives and visitors;
- d) measures to control the emission of dust and dirt generated by demolition and construction, in accordance with the details set out in Section 8 of the submitted Air Quality Assessment (Hawkins Environmental, 16 October 2024);
- e) a scheme for controlling noise and vibration from demolition and construction activities (to include piling);
- f) provision for storage, collection, and disposal of rubbish from the development during construction period;
- g) measures to prevent mud and dust on the highway during demolition and construction;
- h) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- i) temporary lighting;
- j) protection of pedestrian routes during construction;
- k) temporary surface water drainage provisions;
- l) hours of working;
- m) precautionary working methods for protected species as set out in Section 7 of the submitted Ecological Impact Assessment (Ecosupport Ltd, July 2024), and letter from Ecosupport dated 25 July 2024.;
- n) a plan for the timing of protected species mitigation measures;
- o) provision of protected species and habitat mitigation training for all site operatives.

Reason: To limit the impact the development has on the amenity of the locality and to protect biodiversity, in accordance with Policies DM1, DM8 and DM11 of the Eastleigh Borough Local Plan 2016-2036.

6. Tree protection

The development hereby permitted must be carried out in accordance with the details set out in the Arboricultural Impact Assessment & Method Statement prepared by ACD Environmental (ref. PRI24477aia_amsA), dated 25/07/2024. No excavation, demolition or development related works shall commence until the tree protection measures have been installed as per the tree protection plan reference PRI24477-03A. Once installed, no access by vehicles or placement of goods, chemicals, fuels, soil or other materials shall take place within the protected area. Tree protection measures shall be retained in their approved form for the duration of the work and may only be modified subject to written agreement from the LPA.

Reason - To retain and protect the existing trees which form an important part of the amenity of the locality, in accordance with Policy DM1 of the Eastleigh Borough Local Plan (2016-2036).

7. Arboricultural monitoring statement

No excavation, demolition or development related works shall take place on site until an arboricultural monitoring statement proposal, detailing supervision activity and inspections of tree protection measures, has been submitted and approved by the LPA. The approved arboricultural monitoring statement proposal must be adhered to in full, and may only be modified subject to written agreement from the LPA. This condition may only be fully discharged upon completion of the proposed development, subject to submission of monitoring reports.

Reason - To retain and protect the existing trees which form an important part of the amenity of the locality.

8. Access provision

No development shall start on site until the access, including the footway and/or verge crossing shall be constructed and lines of sight provided in accordance with the approved plans. The lines of sight splays shown on the approved plans shall be kept free of any obstruction exceeding 0.6m in height above the adjacent carriageway and shall be subsequently maintained so thereafter.

Reason: To provide satisfactory access and in the interest of highway safety, in accordance with Policy DM13 of the Eastleigh Borough Local Plan (2016-2036).

9. Materials

Prior to any development above foundation / slab level, full details including samples where requested, of the proposed external materials for the buildings and hard surfacing, shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

Reason: To ensure a high quality design in the interest of visual amenity, in accordance with Policy DM1 of the Eastleigh Borough Local Plan (2016-2036).

10. Drainage and maintenance

The surface water drainage system shall be implemented and thereafter maintained in accordance with the details set out in the Flood Risk Assessment & Drainage Strategy Rev. 2 (prepared by Paul Basham Associates, dated 16.04.2024), and as shown on the updated Proposed Drainage Strategy Layout Plan ref. 197.5004-0002 Rev. P04.

Reason: To ensure suitable drainage to prevent flood risk and pollution to watercourses, in accordance with Policy DM6 of the Eastleigh Borough Local Plan (2016-2036).

11. Landscaping

(a) No development above foundation / slab level shall take place until final versions of the Landscape Strategy and General Arrangement Plans, and detailed Planting Plans have been submitted to and approved in writing by the Local Planning Authority. The final Landscape Plans shall be in line with the principles shown on submitted Plans ref. 1001 Rev. P11, 1002 Rev. P07 and 1003 Rev. P11, and shall include additional screen planting to the northern boundary. All detailed planting plans shall be provided at 1:200 scale.

(b) The approved landscaping and planting scheme shall be carried out in accordance with the details approved under part (a) of this condition and in accordance with the other approved Landscaping Plans listed in Condition 2, in the first planting season following occupation of the development, or completion of the development (whichever is sooner), unless alternative details are first submitted to and approved in writing by the Local Planning Authority;

(c) If, within a period of 10 years after planting, any tree or plant is removed, dies or becomes, in the opinion of the Local Planning Authority, seriously damaged, defective or diseased, another tree or plant of the same species and size as that originally approved shall be planted at the same place within the next planting season, unless the Local Planning Authority gives its written consent to any variation.

Reason: To achieve a high quality development and to support biodiversity in accordance with Policies DM1 and DM11 of the Eastleigh Borough Local Plan (2016-2036).

12. Landscape Management and Maintenance Plan

No development above foundation / slab level shall take place until a Landscape Management and Maintenance Plan has been submitted to and approved in writing by the Local Planning Authority. Landscape management and maintenance shall thereafter be carried out in accordance with the approved plan.

Reason: In the interest of biodiversity and visual amenity, in accordance with Policies DM1 and DM11 of the Eastleigh Borough Local Plan (2016-2036).

13. Boundary treatment

No development above foundation / slab level shall take place until full details of all boundary treatments and enclosures, to include details of all retaining walls and guardrails, have been submitted to and approved in writing by the Local Planning Authority. The boundary treatment shall thereafter be installed in accordance with the approved details.

Reason: In the interest of visual amenity in accordance with Policy DM1 of the Eastleigh Borough Local Plan (2016-2036).

14. Hard surfacing details

No development above foundation / slab level shall take place until full details of the materials to be used for the hard surfacing, including manufacturers details, have been submitted to and approved in writing by the Local Planning Authority. The hard surfacing shall thereafter be installed in accordance with the approved details.

Reason: In the interest of visual amenity in accordance with Policy DM1 of the Eastleigh Borough Local Plan (2016-2036).

15. Protected species mitigation

The development shall be carried out in strict accordance with the mitigation measures and precautionary working methods for protected species as set out in Section 7 of the Ecological Impact Assessment (Ecosupport Ltd, July 2024), unless any amendments are first submitted to and agreed in writing by the Local Planning Authority.

Reason: To ensure that protected species are not harmed by the development, in accordance with Policy DM11 of the Eastleigh Borough Local Plan (2016-2036).

16. Eradication of invasive species

The measures for the eradication of invasive species shall be implemented and completed in accordance with the details set out in Section 7.11 of the Ecological Impact Assessment (Ecosupport Ltd, April 2024), to include monitoring at yearly intervals over a 5 year period.

Reason: To prevent the spread of invasive species, in accordance with Policy DM11 of the Eastleigh Borough Local Plan (2016-2036).

17. Biodiversity Enhancement Plan and Lighting

No works shall start on site until the following details have been submitted to and approved in writing by the Local Planning Authority:

- a) A Biodiversity Enhancement Plan, showing the specific locations and recommendations for enhancement;
- b) Details of any external lighting, which shall be designed to conform with the guidelines set out in Guidance Note 08/23 'Bats and Artificial Lighting at Night' (ILP, 2023), or any relevant update. The biodiversity enhancements and external lighting shall be implemented / installed and thereafter retained in accordance with the approved details.

Reason: To ensure suitable biodiversity enhancements and avoid lighting impacts on bats, in accordance with Policies DM1 and DM11 of the Eastleigh Borough Local Plan (2016-2036).

18. Works outside bird nesting season

Any vegetation clearance works must take place outside of bird nesting season (March to August inclusive), unless a nesting bird survey is carried out by a suitably qualified ecologist prior to works commencing. Any active nests must be protected from disturbance by a 5m buffer until the young have fledged and left the nest.

Reason: To ensure nesting birds are not harmed by the development, in accordance with Policy DM11 of the Eastleigh Borough Local Plan (2016-2036).

19. Vehicle parking

Prior to first use of the development hereby permitted, the vehicle parking spaces shown on the approved plans shall be provided and shall thereafter be retained for vehicle parking only.

Reason: To ensure adequate parking provision in the interest of highway safety, in accordance with Policy DM13 of the Eastleigh Borough Local Plan (2016-2036).

20. Refuse and recycling

Prior to any development above foundation / slab level, full details of the refuse and recycling storage provision for the care home and dwellings, including location, design and security measures for any external enclosures, shall be submitted to and approved in writing by the Local Planning Authority. The facilities shall be provided in accordance with the approved details prior to occupation of the development and retained for refuse and recycling storage only.

Reason: In the interest of amenity, in accordance with Policies S1 and DM1 of the Eastleigh Borough Local Plan (2016-2036).

21. Cycle storage

Prior to any development above foundation / slab level, full details of cycle storage provision for the dwellings and care home staff, including the location, design and security measures for any external enclosures, shall be submitted to and approved in writing by the Local Planning Authority. The cycle storage facilities shall be provided in accordance with the approved details prior to occupation of the development and thereafter retained for cycle storage only.

Reason: To encourage the use of alternative means of transport to the private car, in accordance with Policies S1 and DM13 of the Eastleigh Borough Local Plan (2016-2036).

22. Noise mitigation:

Prior to first occupation of the development hereby permitted, a scheme to demonstrate that the internal noise levels within the residential units and the external noise levels in gardens and other relevant outdoor amenity areas will conform to the standard identified by BS 8233 2014, Sound Insulation and Noise Reduction for Buildings - Code of Practice, shall be submitted to and approved in writing by the local planning authority. This shall consider noise break in through all elements of the building structure including the ventilation system. In bedrooms the scheme must achieve noise levels of 35dB LAeq between the hours of 07:00 and 23:00 and 30dB LAeq between the hours of 23:00 to 07:00. In living/resting rooms the scheme must achieve a noise level of 35dB LAeq between the hours of 07:00 and 23:00. The development hereby approved shall then be carried out in accordance with the approved details prior to occupation of the premises and retained as such thereafter.

Reason: To protect the amenity of the future occupiers, in accordance with Policies DM1 and DM8 of the Eastleigh Borough Local Plan (2016-2036).

23. Plant noise:

- a) Prior to installation of any external plant, mechanical ventilation and flues, an assessment to demonstrate that the design can achieve the standard set out in part (b) of this condition shall be carried out for three separate periods of interest: 07:00 hours to 18:00 hours; 18:00 hours to 23:00 hours and 23:00 hours to 07:00 hour, and submitted to the Local Planning Authority for approval.
- b) The combined sound from all external plant, mechanical ventilation and flues shall be designed to achieve a rating level ($L_{A,r,Tr}$) below the measured background noise (L_{A90}) as measured one metre from the nearest affected window of the nearest affected residential property, as defined in British Standard BS 4142: 2014 +A1:2019 'Methods for rating and assessing industrial and commercial sound'.
- c) The external plant and flues shall be constructed in accordance with the approved details prior to occupation of the development and retained as such for the lifetime of the development, unless otherwise agreed in writing with the local planning authority.

Reason: To protect the amenity of future residents and neighbouring residents in accordance with Policies DM1 and DM8 of the Eastleigh Borough Local Plan (2016-2036).

24. Terrace privacy screens

Prior to occupation of the care home, the 2m high frosted glazed privacy screens to the second floor roof terraces, as shown on Plan ref. 6185-WLA-ZZ-02-DR-A-0115, shall be installed and shall thereafter be retained.

Reason: To minimise the impact of overlooking from the terraces towards residential properties to the north, in accordance with Policy DM1 of the Eastleigh Borough Local Plan (2016-2036).

25. Solar panel details

Prior to installation of any solar panels to the roof of the care home, full details including the number of panels, proposed location and manufacturers specification, shall be submitted to and approved in writing by the Local Planning Authority. The solar panels shall thereafter be installed in accordance with the approved details.

Reason: In the interest of visual amenity, in accordance with Policy DM1 of the Eastleigh Borough Local Plan (2016-2036).

26. Occupancy age restriction – dwellings

The five dwellings hereby permitted shall be occupied only by persons of 55 years or older; or

- Persons living as part of a single household with such person or persons; or
- Persons who were living as part of a single household with such person or persons who have since died.

Reason: To ensure that the dwellings remain an integral part of the care community, to contribute towards the needs for specialist accommodation for older persons, in accordance with Policy DM25 of the Eastleigh Borough Local Plan (2016-2036).

27. Travel Plan implementation and monitoring

Measures to encourage sustainable travel shall be implemented and monitored in accordance with the details set out in the Travel Plan prepared by Paul Basham Associates, dated July 2024 (ref. 197.0004/TP/6). This shall include submission of annual monitoring reports to the Local Planning Authority following the opening of the care home and at the end of years 1 and 3, as per the approach set out in Section 7 of the Travel Plan.

Reason: To encourage the use of alternative means of transport to the private car, in accordance with Policy DM13 of the Eastleigh Borough Local Plan (2016-2036).

28. Accessibility standards

Prior to the occupation of the five dwellings hereby approved, evidence that the dwellings comply with Part M4(2) standard (Accessible and adaptable dwellings) of the building regulations for new build residential development (or future equivalent), shall be submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with the approved details.

Reason: To ensure the development meets higher national access standards in accordance with policy DM29 of the Eastleigh Borough Local Plan 2016-2036.

29. Water consumption

Prior to the occupation of the five dwellings hereby approved, supporting information to confirm the predicted mains water consumption will achieve a maximum level of 110 litres/person/day shall be submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with the approved details.

Reason: To support a comprehensive approach to high quality design across the site and to achieve water efficiency in accordance with Policy DM2 of the Eastleigh Borough Local Plan (2016-2036).

30. BREEAM

Within 3 months following occupation of the care home building, a report demonstrating how the development meets the relevant BREEAM requirements including a New Construction Post Construction certificate at 'Excellent' standard, shall be submitted to and approved in writing by the local Planning Authority.

Reason: To ensure that the development meets required sustainability standards in accordance with Policy DM2 of the Eastleigh Borough Local Plan (2016-2036).

31. Nitrate mitigation

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

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

Note to applicant: Given the nature of the proposed development, it is possible that a crane may be required during its construction. Please note the requirement within the British Standard Code of Best Practice

for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4 – Cranes.

Note to applicant: Southern Water requires a formal application for connection to the public sewer and water supply. This can be made by visiting Southern Water's Get Connected Service: [Home](#)

Conditions to comply with the Environment Act (2021)

32. BNG management and monitoring

On-site habitat shall be created, managed and monitored in accordance with the details set out in the BNG Monitoring & Management Plan (Ecosupport Ltd, November 2024), unless any amendments are first submitted to and agreed in writing by the Local Planning Authority. This shall include monitoring of habitats for a 30 year period, with monitoring reports submitted to the Local Planning Authority for approval in years 2, 3, 5, 10, 15, 20, 25 and 30.

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

REPORT

1. This application has been referred to Committee because it was called in by the Committee Chair, Councillor Craig.

Site Characteristics and Character of the Locality

2. The application site is located on the north-east side of Providence Hill (A27), between the junctions with Windmill Lane and Oakley Vale. The site is roughly triangular in shape measuring 1.1ha, and extends to the rear of four existing dwellings, Nos. 1-4 Brookfield, at its eastern end. The site comprises a mix of grassland, trees and shrubs and it is understood that parts of the site were once used as informal garden land, with some outbuildings having recently been removed. The land levels on the site slope downwards from west to east and south to north, with the lowest point in the north-east corner. The site is allocated for residential development under Policy BU1 of the Eastleigh Borough Local Plan and lies within the defined Urban Edge.
3. The site is bordered by mature trees along the northern, south-western and part of the eastern boundaries, with those along the north and part of the east boundary being subject to an area Tree Preservation Order. There is a stream that runs adjacent to the northern boundary of the site, and the Windmill Fields Site of Importance for Nature Conservation (SINC) lies to the east. The site also borders the Bursledon Windmill Conservation Area, which extends to the north and incorporates part of the adjacent residential

development of Goslings Turning along with the Grade II* listed Bursledon Windmill and Grade II listed Granary further to the north. Views of Bursledon Windmill can be gained across the application site from Providence Hill.

4. The surrounding area is characterised predominantly by residential development, with the exception of a telephone exchange building adjacent to the eastern site boundary. Along Providence Hill, the nearest residential properties are Nos. 1-4 Brookfield, which comprise two pairs of 2-storey semi-detached dwellings with their rear gardens bordering the application site. On the southern side of Providence Hill, the properties are generally set back from the road with landscaped frontages, and comprise a mix of detached and semi-detached 2-storey houses and some 3-storey flats. Further to the east is a higher density residential development at Oakley Vale. To the north of the site, beyond the row of trees and stream, Goslings Turning is a low density residential development characterised by a mix of detached, semi-detached and terraced 2-storey housing in a landscaped setting.

Description of Application

5. Planning permission is sought for the construction of a care community on the site, comprising a 69-bed care home for nursing care, and 5 x 2-bedroom dwellings for age restricted occupancy (age 55+). As originally submitted, the application proposed a 73-bed care home but the plans were amended during the application process to seek to address some of the matters raised by consultees and in representations. The amendments from the original submission can be summarised as follows:
 - Reduction in size of south-eastern projecting wing and amendments to south facing amenity space;
 - Reduction in rooms from 73 to 69;
 - Reduction in south facing windows at second floor level;
 - Amendments to landscaping details.
6. Further information was also received, including additional rendered images to illustrate the relationship between the proposed new development and surrounding properties.
7. The care home would be located on the eastern side of the site and would have a roughly L-shaped layout with a height of up to 4-storeys from the lowest land level. The roof form would be pitched, but with varying eaves and pitch heights. From the lowest ground level at the rear of the building to the highest roof pitch, the maximum height would be 16.42m. The entrance would be located on the west elevation.
8. The care home has been designed to cater for a range of levels of care including nursing, palliative, respite and dementia, and the rooms would be for single occupancy only. The internal accommodation would comprise the following:

- Lower ground floor – 17 x resident bedrooms, 1 x guest bedroom, lounge, laundry, staff room, nurses station, bin store, store rooms, and sunken garden;
 - Ground floor – reception and offices, 14 x resident bedrooms, nurses station, lounge, bistro, dining room, kitchen, training room, and hair salon;
 - First floor – 24 x resident bedrooms, nurses station, lounge and external terrace;
 - Second floor – 14 x resident bedrooms, nurses station, lounge, and external terrace.
9. The dwellings would be located on the western side of the site, comprising a terrace of three and an adjacent pair. These buildings would be 2-storey in height with the first floor contained within the roofspace. The terrace of 3 cottages would have a maximum height of 7.74m, and the other pair would have a maximum height of 7.64m. Each would have 2 bedrooms.
10. Vehicle access into the site would be from Providence Hill, via a new bellmouth vehicle entrance. An existing access point adjacent to No. 4 Brookfield would also be retained. This would provide access to 4 retained parking spaces only, but would be where the main pedestrian access into the site is located. In total, 34 parking spaces would be provided on-site, 6 for the dwellings and 28 for the care home.
11. A pedestrian access path would lead into the site from Providence Hill adjacent to No.4 Brookfield. The grounds surrounding the care home and dwellings would be landscaped to provide a mix of private and communal amenity space and wildlife habitats.
12. The application is accompanied by the following reports and technical assessments, which can be viewed via the following link: [Planning Application: F/24/97312](#):
- Heritage Statement
 - Air Quality Assessment
 - Design and Access Statement
 - Nutrient Budget calculation
 - CEMP
 - Ecological Impact Assessment
 - Biodiversity Net Gain (BNG) metric
 - BNG Monitoring and Management Plan
 - Sustainability Statement
 - Transport Statement
 - Travel Plan
 - Planning Statement
 - Noise Assessment
 - Arboricultural Impact Assessment and Method Statement (and Tree Survey plans)
 - Preliminary Risk Assessment (Contaminated Land)

- Flood Risk Assessment and Drainage Strategy
- Internal Daylight Assessment

Environmental Impact Assessment

13. The proposal falls within the description of 'urban development projects' under Column 1, 10b, of the table in Schedule 2 of the Environmental Impact Assessment Regulations 2017. However, the development does not exceed the thresholds set out in Column 2 of the table (being less than 150 dwellings and less than 5ha in size), and the Local Planning Authority has screened the proposals and determined that an Environmental Statement is not required.

Relevant Planning History

14. There have been two previous applications for residential development on the site:

- F/22/93160 – mixed use development comprising veterinary surgery and 14 dwellings – refused 31 January 2023 for seven reasons relating to:
 - Inefficient use of land due to excessive land take of the veterinary surgery and shortfall in housing provision;
 - Poor quality layout and design and adverse visual impacts;
 - Visual impact of veterinary surgery and failure to create a sense of place;
 - Inadequate sustainable drainage system;
 - Impact on trees and water quality of adjacent stream;
 - Lack of developers contributions towards infrastructure;
 - Lack of mitigation of the impacts on European protected sites.
- O/17/80899 – Outline application for erection of up to 20no. dwellings with associated parking, creation of new access from Providence Hill, substation and attenuation pond (landscaping reserved) – withdrawn 08/10/2020

Representations Received

15. Three rounds of public consultation have taken place for this scheme:

- The first consultation related to the scheme as originally submitted, for which a total of 29 representations were received, comprising 27 objections and 2 comments.
- The second round of consultation related to amended plans received in July 2024, when the number of care home rooms was reduced to 69. A further 7 representations were received in response to this, raising comments and objections.
- The third round of consultation was carried out in October 2024 following receipt of additional information, for which a total of 2 representations were received, raising objections.

16. The points raised within the representations have been grouped into categories and summarised below:

- Traffic, access and parking:
 - Increased traffic congestion on A27, impacting on highway capacity;
 - Highway safety impacts from increased traffic, including delays to emergency vehicles;
 - No road improvements proposed to mitigate traffic impacts;
 - Increase in disturbance from heavy goods vehicles during construction;
 - Inadequate parking provision leading to overspill parking on Providence Hill and surrounding roads, and highway safety concerns;
 - Limited public transport links in the area;
 - Loss of parking for existing residents of Brookfield houses is a significant concern, leading to further parking on surrounding roads;
 - Insufficient walking routes / connections from the site – Goslings Turning footpath is a dead end route;
 - Provision of further parking on site would result in loss of landscaping;
 - Transport Statement is misleading about impacts of displaced parking;
 - Implementation of double yellow lines adjacent to the new access would mean less available parking for displaced vehicles;
 - Confusion over proposed level of parking and whether it accords with EBC parking standards;
 - The speed limit on Providence Hill outside the site is 40mph, which will make access/egress difficult and create noise;
 - Insufficient parking and no minibus parking;
 - Proposed financial contributions towards highway improvements are inadequate.
- Pollution impacts:
 - Noise and disturbance during construction impacting on the amenity of neighbouring residents;
 - Noise and disturbance during operation of the care home, e.g. from vehicle movements and deliveries;
 - Future occupants of the care home would be negatively impacted by vehicle noise and pollution;
 - Not a suitable location for a care home so close to a busy road;
 - Increased air quality issues on Providence Hill due to additional vehicles;
 - Odour impacts and noise from use of the bin store;
 - Negative impacts on the health and wellbeing of neighbouring residents, e.g. from emissions / air pollution;
 - Noise and pollution would impact on the tranquillity of the area;
 - Increased light pollution;
- Impact on neighbour amenity:

- Loss of privacy / overlooking of neighbouring residents on Providence Hill;
- Loss of privacy for residents of Goslings Turning, exacerbated by roof terraces; proposed privacy screens are insufficient height;
- Loss of light to neighbouring gardens;
- Concern that any trees planted along boundaries would take a number of years to mature, not assisting in protecting privacy;
- Concern about subsistence of garden patios from adjacent tree planting;
- Ecology and nature conservation:
 - Concern about recent removal of trees and vegetation and erection of fencing;
 - Negative impacts on wildlife including hedgehogs, bats and deer;
 - Loss of green space;
 - The site would be better left undeveloped and improved for wildlife or recreation;
 - New development over the years has resulted in loss of wildlife habitat;
- Design matters and impact on heritage assets:
 - Development is too big for the site, particularly due to changing land levels;
 - Four storey height is too big and out of keeping with surrounding properties;
 - The design is out of keeping with nearby development; needs to harmonise with the surroundings;
 - Inappropriate development so close to an important heritage asset (Bursledon Windmill);
 - Harmful to the character and appearance of the Bursledon Windmill Conservation Area and listed buildings;
 - Negative impact on views from Goslings Turning;
 - Amendments have not addressed concerns regarding bulk and height;
 - Submitted visual image is misleading;
 - Overdevelopment of this area of Bursledon;
- Impacts on local infrastructure:
 - Increased pressure on local health services which are already stretched, and other local infrastructure;
 - Inadequate proposals for infrastructure to support the development such as provision for emergency services, waste management and utilities;
- Drainage and flood risk:
 - Potential flooding issues;
 - Query about how drainage would be managed / whether adequate drainage is proposed;
 - Concerns about additional waste water;
 - Sewerage system in the area is already overwhelmed;

- Other matters:
 - Question the need for a care home given there is a new one being constructed nearby;
 - Devaluation of nearby housing;
 - Increased use of Goslings Turning footpath would lead to higher maintenance costs for residents;
 - Concern that the cottages could house families, further adding to the increased population on the site;
 - A high end care home is unlikely to be affordable for local people;
 - The site is unsuitable for the level of development due to the number of constraints;
 - Question staffing levels, which seem too low;

Consultation Responses

Bursledon Parish Council – Concerns raised.

17. Request that the application is referred to the Local Area Committee for consideration due to concerns regarding the visual impact of the building due to its size and height and issues around access and parking. Also concerns regarding adequate screening and the management of the stream on the site.

Landscape Officer – No objection subject to conditions.

18 **Final comments, October 2024**, following receipt of updated landscape plans:

- The landscaping design has generally responded positively to previous comments and changes are welcome.
- Still consider that further screen planting should be provided along the northern boundary to close the current gap shown on the plans, to lessen the visual impact from Goslings Turning.
- Recommendations given for planting species for climbing plants, to be agreed in liaison with Ecologist, and additional planting adjacent to ecological buffer.
- Conditions required for full details of planting, hard surfacing, retaining wall and guardrail details and boundary treatment/ enclosures. Planting plans needed at 1:200 scale along with Landscape Maintenance Plan.

19 **Updated comments, August 2024**, following receipt of amended plans and details: Welcome the reduction in the south-eastern wing of the building. Further comments and queries:

- Request tree planting west of Cottage 5;
- Suggest understory planting along Providence Hill;
- Clearance of lower level vegetation adjacent to the proposed access should be kept to a minimum;
- Further details of retaining green walls required – cross section requested, and clarification regarding planting along the top;

- Suggest ramped path surface upgraded to coloured bitmac (buff) or rumbled pcc blocks; Resin bound gravel would be ideal;
- Suggest change in surfacing where pedestrian routes cross the access road;
- Check conflicts between planting plan and drainage strategy; drainage should avoid tree locations;
- Views from north should be softened with new scrub planting;
- Scrub planting should be native;
- Query why no new tree planting shown in buffer strip;
- Details of green wall and roof maintenance will be required at detailed stage;
- Concern that the sunken courtyard remains a tight and overlooked space;
- Suggest clipped hedges in more parts of the site;
- Request small trees to provide shading to parking areas;
- Suggest planting along the boundary with Brookfield includes a mix of evergreens;
- Lighting layout should be provided.

20 **Original comments, May 2024:** Summary:

- Levels: The proposal has responded to the levels changes on site by proposing a split level design. Significant retaining walls are indicated, in some places up to 3m high.
- Notional feature rocks within planting beds along the main link footpath look interesting and the use of green walls is supported, subject to maintenance.
- Cross-sections are required to fully assess the relationship between the care home, cottages and wider setting.
- Details required of the types of retaining walls by location and height. The finishes for the walls should be as visually 'soft' as possible, with areas of gabion walling and planted retaining walls considered. Concerned that the retaining walls will adversely impact the setting of the stream and buffer zone.
- Landscaping along northern boundary: The buffer to the stream should be carefully landscaped to provide diverse habitats. Some native tree planting should be included to bolster tree cover and some additional native understorey species would strengthen screening at lower levels. Scope to include a small tree copse in the far western corner of the site.
- Existing boundary trees: Concerned that the new vehicle access and retaining walls / ground modelling adjacent to the cottages may adversely impact retained trees. Defer to Tree Officer for full comments on tree impacts.
- Views of Bursledon Windmill: Query regarding the position of the view line. The vista towards the Windmill will be much changed and will include extensive areas of hard surfacing. The notional planting within the view cone is welcomed but further work is required to ensure proposed tree planting frames this view.

- The eastern end of the 'green feature wall' should be pulled outside the view cone. The retaining wall along the northern edge of the lower parking area should be designed to avoid railings/fencing to protect the drop. Scope to introduce a softer surface for the lower parking area.
- Visual impact: A visual appraisal should be provided, along with CGI's. Should include photographs taken in winter months.
- Green infrastructure: The landscape plan offers reasonable scope to include deliverable GI, but the tree planting strategy is sporadic and further work is required. Trees should be arranged to create a strong framework to the development, to include trees to frame the key vista of the windmill. Additional tree planting is required to bolster site boundaries, provide shade and shelter to parking areas and screen the BT Exchange building.
- The South East wing of the building comes too close to the boundary and creates an unfortunate pinch point with insufficient space for screen planting. Consideration should be given to creating a wider soft landscape strip here. The effectiveness of the continuous line of trees at the south east corner of the site can be assessed once a cross-section plan is provided.
- Further understorey planting required along the boundary to Providence Hill to filter views into the site at lower levels. Native hedge planting should be provided to provide landscape structure, screen parking areas and create new wildlife corridors.
- Site Layout: The size of the proposed care home seems quite large for the restricted site. External spaces around the building appear cramped. The building is located close to 1-4 Brookfield. A reduced footprint would free up more space for hard and soft landscaping and create a more generous setting. Cottages could be moved further from the southern boundary.
- Good that the building is outside the RPA's of retained trees. There are opportunities for vertical GI, including living walls and green roofs.
- Query whether a sub-station is required, if an acoustic fence is required and if there is sufficient turning space for the retained parking spaces.

Urban Design Officer – No objection.

18. **Further comments, October 2024:** The proposal has positively evolved and further information has been provided to clarify the size, mass and visual appearance. The amended scheme is an improvement in terms of design and external appearance when compared to previous iterations and blends better with the surrounding context.

19. The design approach has sought to create a variety of built forms to mimic the residential scale in order to break up the visual bulk and mass of the building, whilst hiding the majority of built form within the topography of the site. This is a reasonable approach to accommodate

the type and scale of the development proposed. In terms of architectural language, the proposal presents traditional forms with a variety of modern detailing.

20. It is acknowledged that the building footprint is considerably large, however the way it is designed, with a series of wings and located at the lowest part of the site, subservient to the surrounding area, is considered appropriate.
21. The submitted visualisations show an improved relationship between the proposals and surrounding area and how the external appearance of the development relates to and enhances the character of place by using appropriate features and materials. The view from the entrance clarifies the building's exposed south west corner, which is successfully articulated and set into the significant level changes, and punctuated with trees to help frame and soften the buildings outlook from the entrance. The projected wing (south-east side of the care home) was reduced to minimise overbearing impacts.
22. It was questioned previously if a sunken courtyard with rooms at lower ground floor was the most appropriate approach for the development. A sunlight study has now been submitted which shows all rooms meet the minimum recommendation and are considered well lit.
23. The location of the sunken courtyard, facing south, is considered to be the best place to provide a usable outdoor amenity space in terms of solar orientation. As it stands it is felt that there is a missed opportunity to propose a well designed landscape-led external space where the land could be modelled in a more natural and organic way. The proportions of the courtyard and ratio between height and width seems claustrophobic and could use design improvement. However, the applicant has prestored images of a similar approach elsewhere which seems reasonable and would potentially provide a good quality design.
24. **Original comments, May 2024:** Summary:
 - Concerns about the scale and massing of the care home;
 - Confusing roof form to care home – too much variation. Roof form should be rationalised;
 - Concern about projecting south facing wing – not convinced this is the best way to contain the south facing courtyard; adds bulk to built form; increases visual impact to neighbours and reduces outdoor amenity space. Feel that the sunken courtyard is a missed opportunity in terms of providing well designed, usable amenity space.
 - Lack of outdoor amenity space around the building;
 - Sunlight study required to ensure adequate light to all habitable rooms and amenity space – concern that northern amenity space and north facing rooms will be overshadowed, and concern that

all rooms into the sunken courtyard would be shadowed; also necessary to ensure adequate ventilation to all rooms.

- Further consideration to be given to the cottages built form and design – feel that these could be rationalised in terms of dormer design and eaves heights.

25. The proposal has positively evolved to address some previous comments, but concerned that the number of bedrooms for the care home has increased, increasing the size of the care home.

26. Green roofs could be incorporated into the scheme. A lift for bins seems to be a costly solution. Advice provided on sustainability measures.

Ecologist – No objection subject to conditions.

27. **Further comments, October 2024:** Updates to BNG Monitoring and Management Plan in line with amended landscape proposals are noted. The Biodiversity Metric has also been updated and confirms at least 10% biodiversity net gain.

28. Query raised regarding surface water exceedance flows.

29. **Further comments, August 2024 following receipt of further information and amendments:** Updates to CEMP, Drainage Strategy, Ecological Impact Assessment and landscape details are acceptable.

30. Conditions can cover matters such as planting for green walls and precautionary working methods. Question the use of artificial grass on the terrace.

31. **Original comments, June 2024:**

32. Habitats:

- A scalloped edge to the scrub should be created within the woodland canopy to provide a variety of shade and temperature conditions;
- Concern about maintenance of mixed scrub habitat around the care home;
- Note that habitats H6 and H2 are on the eastern boundary not the northern boundary;
- Monitoring will be required in years 2, 3, 5, 10, 15, 20 and 25.
- Condition required for adherence to BNG Management and Monitoring Plan.

33. Protected species:

- The protected species mitigation and precautionary working methods set out in the Ecological Impact Assessment are appropriate and a condition is required to ensure they are implemented.

- A lighting strategy should be conditioned with lighting designed to accord with guidance relating to bats.
- A further inspection of tree T22 will be required prior to start of works to check for bats.
- Vegetation clearance must take place outside of bird nesting season;
- Condition required to check for dormice during works;
- Further information to be added to CEMP for habitat and protected species protection.

34. Ecological enhancements:

- Biodiversity enhancement plan required to be secured by condition, to show specific locations of recommended enhancements.

35. Invasive species:

- Japanese knotweed, bamboo and rhododendron have been recorded on site. A programme of eradication of Japanese Knotweed is required, and measures to prevent spread of Rhododendron and Bamboo, and Cotoneaster if present.

36. Biodiversity Net Gain (BNG):

- Noted that some buildings have been demolished. If these areas no longer fit the definition of developed sealed surface, the metric should be adjusted.
- Any changes to planting and management would need prior agreement with the LPA to ensure they are in line with the BNG assessment.

37. Buffer zone: The proposal includes a 30m buffer from Windmill Fields Wood SINC which is acceptable. Scrub and grassland enhancements for reptiles have been proposed. Detailed planting can be conditioned.

38. Retaining wall and planting proposals:

- The proposed retaining wall would be enhanced with climbing plants covering the wall and a hedge along the top and would be a good vertical green infrastructure feature. It would be surrounded by planted beds containing ornamental shrubs, neutral grassland and trees. Detailed planting can be conditioned but should include a mix of plants that would flower over a long season. Additional features for invertebrates, nesting birds and reptiles could be added to the wall;
- The plans include species rich scrub within the ecological buffer and retained enhanced habitat on the western end of the site.

39. Surface water drainage:

- The stream to the north of the site (Badnam Creek) flows along the southern boundary of Windmill Fields Wood SINC and is a tributary of the River Hamble.

- Three forms of filtration are proposed as required for water quality. These are permeable paving on parking areas, a vortex separator, a swale and a bio-retention filter strip. Pollution mitigation has been shown to be sufficient using the UKSuDS water quality toolkit.
- Surface water is proposed to be collected in attenuation crates under the parking spaces with the largest crate in the northeastern corner. Attenuation crates are proposed upstream of the HydroBrake flood control device. Discharge at a rate of 2l/s is proposed into the existing watercourse, which is lower than the estimated greenfield runoff rate.
- The management and maintenance strategy covers all SuDS components. Exceedance flows are shown, although noted that in some places water would flow towards buildings which could result in flooding.
- Could be more sustainable to combine rainwater harvesting and attenuation capacity, collecting surface water drainage from the roofs for use in watering plants on site. The planting areas could be built as rain gardens and a drip watering system using the stored rainwater could be integrated into the landscape plan. Any excess water could then be discharged as proposed. This would also help minimise exceedance flows.

Tree Officer – No objection subject to conditions.

40. **Further comments received August 2024:** The further information received has demonstrated that the access proposals are acceptable in relation to tree protection. All other matters previously raised have also been addressed. No objection subject to a condition to ensure adherence to the tree protection measures and to secure an arboricultural monitoring procedure.
41. **Original comments, June 2024:** The proposed site access is a significant issue in relation to tree protection. The access is in the same location as previous applications, between T50 and T51. These were previously assessed as 'A' category trees but appear to have been downgraded to 'B' category without clear justification.
42. No evidence has been provided to demonstrate that it is achievable to bridge over the RPA's of the trees to create the access whilst marrying the levels. The submitted information does not provide specific methods.
43. There are also unknowns regarding services. The tree line constrains the site in terms of services in and out, therefore further detail is required as to how servicing will be achieved.
44. There is a discrepancy between the site plan and tree protection plan as there is a path that would encroach on the RPA of the veteran tree

and other trees to the north, and is not discussed in the arboricultural documents.

Highway Officer – No objection subject to conditions and developer contributions.

45. Comments have been provided from the Highway Authority throughout the application process. The latest comments were received in October 2024, and a summary of all points raised is given below:
46. **Access:** Access would be provided by a standard bell mouth junction and the required sight lines are achievable. A Road Safety Audit has also been provided which confirms the access would have sufficient visibility, which would not be hindered by cars parked in the nearby layby. The access would be subject to S278 agreement.
47. Vehicle tracking diagrams have been provided, demonstrating that two-way car movements can be achieved within the designated lanes out on to Providence Hill. Refuse vehicles would require movement out of the designated lane but this is acceptable given the infrequency of those movements.
48. **Internal site layout:** The internal access road is winding in nature, which will assist in keeping speeds low and drawings have been provided demonstrating that the applicant is aware of the bends and angles that vehicles would be subject to. Tracking drawings have also been provided showing how two cars can pass, which is acceptable, and there would be intervisibility between and car and delivery/refuse vehicle which would enable vehicles to stop and wait for a pass at appropriate points within the site. This would negate the potential for a vehicle to have to back up onto the highway should conflicting movements occur.
49. Pedestrian provision around the site is well catered for between the care home, recreational spaces and onto Providence Hill. The pedestrian provision between the care home and cottages is more restricted, requiring walking on the internal access road with no dedicated footway, but this would not be a point of objection from a highways perspective.
50. **Parking:** Parking space layout is acceptable in terms of space size and aisle widths. A 0.3m step out strip is required adjacent to landscaped areas and the amended plans now include this. The quantum of parking is for EBC to assess, but it is understood there would be a shortfall against EBC's Adopted Standards. The Highway Authority has considered various factors and raised no objection to this shortfall, noting that:
 - a) there is the potential for non-formal parking on the site access road;
 - b) the distance from the main care home to external areas where off-site parking may occur is likely to be prohibitive;

- c) the developer has agreed to fund a TRO for double yellow lines adjacent to the access on Providence Hill, to ensure no parking on verges adjacent to the access and retention of visibility;
 - d) the submitted Travel Plan outlines measures to reduce car use.
51. It is understood that the 4 spaces being retained adjacent to Brookfield will no longer be for Brookfield residents, which will result in a displacement of parking. It is noted that No.4 Brookfield has a driveway to provide off-road parking, and that there is an unrestricted layby in front of the Brookfield properties which could accommodate parking for up to 4 vehicles and could be used the other Brookfield properties.
52. The plans originally proposed to widen the access to the 4 retained parking spaces and formally mark them out, but the formal layout would not provide sufficient aisle widths. However, due to the low level of traffic utilising this access, a widening would not be required and it would be acceptable to retain the informal layout. The amended plans now show this access and informal parking retained as existing which is acceptable.
53. Cycle parking is provided and should accord with adopted standards.
54. **Trip generation:** Based on the amended plans, there would be an anticipated total of 4 arrivals and 4 departures during the AM peak period (08:00-09:00), and 2 arrivals and 3 departures in the PM peak (17:00-18:00), with a total of 143 movements across a typical 12 hour period. This additional number of trips would be negligible during peak periods when compared to existing flows utilising Providence Hill and the surrounding highway network, and in line with the NPPF, there would be no significant impact occurring as a result of the development proposals.
55. **Developer contributions:** Due to the increase in vehicles on the local highway network, it is requested that a contribution is provided towards cycle and bus service infrastructure improvements, and improvements to the highway network. This has been agreed at £44,000. It is also requested that a contribution of £12,000 is made towards TRO's associated with the site such as parking restrictions on the access junction.
56. Recommended conditions: CEMP; parking provision; cycle store details; access construction provision.

Planning Policy Officer – No objection to the principle of the proposal.

57. No objection to the principle of the proposed development. Policy BU1 allocates the site for approximately 19 dwellings. A care home and retirement accommodation linked to the care home would be considered an appropriate alternative use to meet accommodation needs for older persons.

58. The adopted Local Plan includes a policy promoting suitable accommodation for older people providing it meets three criteria (Policy DM25). These are that the accommodation is in a sustainable location with good access to public transport; close to local facilities that residents can use; and well-integrated in the local community. This proposal is in an established residential area, on a major road and close to public transport routes. It is also within 400 metres of a major supermarket and 0.5 miles of the Lowford village centre and therefore meets the three criteria in DM25.

Natural England – Objection in relation mitigation of the impacts on the New Forest protected sites for the proposed 5 dwellings.

Further comments received in response to Appropriate Assessment:

59. New Forest SAC, SPA and Ramsar mitigation – Natural England is in agreement with the conclusions reached in the HRA in relation to the care home. Due to the high nursing care nature of the proposal, it is agreed that mitigation in relation to recreation disturbance at the New Forest SAC, SPA and Ramsar site can be ruled out.

60. For the 5 houses, Natural England has concerns with various elements of the Council's interim New Forest Mitigation Strategy and does not consider that it is precautionary enough. It is therefore not possible for Natural England to conclude that there would be no adverse effects on the integrity of the New Forest designated sites.

61. Nutrient impacts on the Solent designated sites – The nutrient budget has been calculated in line with the updated Nutrient Neutrality Methodology. Provided that nutrient mitigation is secured in line with the Council's Strategy, this will prevent harmful effects on the Habitats Sites.

62. Recreation disturbance on the Solent SPAs – Natural England is satisfied that mitigation in line with the Solent Recreation Mitigation Strategy (Bird Aware) would be effective in preventing adverse effects on the integrity of the protected sites.

63. **Original comments, June 2024:** A Habitats Regulations Assessment is required to assess the potential impacts of the development on designated sites and required mitigation. Potential impacts include those relating to nutrient output.

Utilities Services (SGN, SSEN, SSE) – Advice provided.

64. Advice provided for the applicants attention.

Southampton Airport – No objection.

65. The proposal does not conflict with safeguarding criteria. Recommend informative regarding use of cranes.

Heritage Consultant– No objection.

66. The View to Bursledon Windmill has been preserved and the peripheral elements of the scheme have been given serious consideration to enhance the view.
67. The change from housing to care home allows a significant portion of the central part of the site to remain building free, retaining a more rural feel when driving up Providence Hill. Landscaping has been well considered.
68. Elevations have picked up on the finishes and vocabulary of the windmill and its associated structures. The building is well set down into the ground making the most of the slope to lessen its apparent volume, and is well articulated. The cottages also seem well articulated.

Environmental Health – Contaminated Land Officer – No objection subject to conditions.

69. The site history indicates that the site was undeveloped until 1960 when some outbuildings were noted. Some buildings and outbuildings have been recently demolished. The submitted Preliminary Risk Assessment Report indicates moderate risks from contaminants in shallow soils, ground gas and vapours. The report recommends further investigation, including characterisation of ground conditions, soil and groundwater sampling and groundwater and ground gas monitoring. Conditions required to secure further site investigation work, remediation scheme and verification, along with a Construction Environmental Management Plan (CEMP). The submitted CEMP has been reviewed but further details are required in relation to noise and vibration control, and complaints procedure.

Environmental Health – Noise Consultant – no objection subject to conditions.

70. **Further comments June 2024 (following receipt of further information from the applicant):** Agreed that full details of glazing and noise mitigation (including ventilation) can be secured by condition, to include a requirement to demonstrate that internal noise levels and external garden noise levels will confirm with BS 8233 2014 standards.
71. Recommend a condition to secure full details and noise mitigation for any external plant, mechanical ventilation and flues.
72. **Original comments May 2024:** The submitted acoustic report is detailed and confirms that the development should be suitable for the location subject to conditions.

73. Clarification sought in relation to acoustic performance of windows, acoustic performance of ventilation system, noise from plant and equipment, and extraction proposals for the kitchen.
74. Recommended conditions: CEMP to include times of work restrictions; noise limits for plant and equipment; and odour abatement.

Environmental Health – Air Quality - further information required.

75. **Further comments received October 2024 following updated Air Quality Assessment:** The submitted Air Quality Assessment states that there are no predicted exceedances of the NO₂, PM₁₀ and PM_{2.5} at the proposed development, and concludes that the development will have a negligible impact on air quality of the local area. The Assessment did not consider potential kitchen odours. Queries remain in relation to the data set out in the Assessment and therefore it is not possible to conclude on its accuracy.
76. Adherence to the dust mitigation measures out in the Assessment should be conditioned.
77. **Further comments received September 2024 in response to further information:** Queries remaining in relation to the background monitoring data used – needs to be updated to reference most latest available information. Further information also required to justify the background concentration used in the model.
78. **Original comments received July 2024:** The development site lies within the Hamble Air Quality Management Area and there are three EBC monitoring locations near the development. The proposed methodology and legislative review in the Air Quality report are adequate. However, there are some points to be addressed in relation to meteorological data, emissions factors and concentrations.

Southern Water – No objection subject to conditions

79. **Further comments received September 2024:** Reiterated requirements regarding maintenance of SuDS system.
80. **Original comments received May 2024:** Southern Water can provide foul sewage disposal to service the development, and water supply. Formal applications for connection to the public sewer and public water supply would be required. Condition recommended for full details of foul and surface water strategies to be agreed. Informatives to be added regarding connection requirements.
81. If an on-site drainage pumping station is required for foul sewerage and is to be offered for adoption, specific design requirements will need to be met. *Officer note: The drainage scheme includes a private package*

pump, but the applicant has confirmed that this would not be adopted by Southern Water.

82. If the proposed SuDS systems are not to be adopted, the applicant needs to ensure that arrangements exist for the long term maintenance of the SuDS features.

HCC Flood and Water Management Officer (Lead Local Flood Authority) – No objection

83. **Further comments received August 2024:** Amended drainage details show a hydrobrake with a larger aperture, which has addressed previous concerns. Calculations and drawings have been provided to demonstrate that the drainage would still function at the required return periods. No objection.

84. **Original comments, May 2024:** Further information required in relation to orifice flow controls.

85. The site lies within Flood Zone 1. There is an elevated risk of flooding from surface water associated with a watercourse along the northern boundary. The surface water drainage proposals rely on attenuation of runoff with a restricted discharge to a watercourse at greenfield runoff rates. The attenuation provided has been calculated to provide sufficient storage for the design storm event. The two orifice flow controls used to restrict flows for some of the attenuation appear to be too small and blockages may be at risk. This is because the attenuation storage at this location includes tanks with road gullies connecting in (in addition to permeable paving above). Orifice sizes should be at least 50mm diameter unless the flow control is protected.

NHS Hampshire and Isle of Wight Integrated Care Board – No objection.

86. Residents of care homes often have complex health needs and therefore create additional operational pressures on GP services, however rather than visiting the GP surgery for treatment, they are visited at their place of residence. On this occasion, the ICB will not be requesting a contribution for additional infrastructure capacity.

87. The response does not account for any current primary care operational pressures that the local surgeries are experiencing. If there is already sufficient care home capacity in the area then the development could lead to a disproportionate population increase of patients who have higher than average health and care needs.

Hampshire Countryside Services (rights of way) – Advice provided.

88. No comments specific to the application. General advice provided for the applicants attention.

Policy Context and Designations Applicable to Site

- Within Urban Edge
- Residential site allocation (Policy BU1 of the Local Plan)
- Adjacent to Bursledon Windmill Conservation Area and close to Grade II* listed Windmill and Grade II listed Granary
- Airport safeguarding zone
- Air Quality Management Area (AQMA) along Providence Hill
- Surface water flood risk northern side of site
- Tree Preservation Area along north and part of eastern boundary
- Within Bursledon, Hamble and Hound Character Area 15
- Great crested newt amber area (medium risk)
- Adjacent to Windmill Fields Site of Importance for Nature Conservation (SINC)
- Minerals consultation area
- Within Solent and New Forest recreational disturbance zones
- River alongside northern side of site
- Close to public footpath (Bursledon 13b)
- Southern Gas pipeline along Providence Hill

Development Plan

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

90. The development plan for Eastleigh comprises the Eastleigh Borough Local Plan (2016-2036) and the Hampshire Minerals and Waste Plan (2013).

Development Plan Policies

91. The most relevant policies of the Eastleigh Borough Local Plan are as follows:

- S1 (Delivering sustainable development)
- S2 (Approach to new development)
- S3 (Location of new housing)
- DM1 (General criteria for new development)
- DM2 (Environmentally sustainable development)
- DM6 (Sustainable surface water management)
- DM8 (Pollution)
- DM11 (Nature conservation)
- DM12 (Heritage Assets)
- DM13 (General development criteria – transport)
- DM14 (Parking)

- DM23 (Residential development in urban areas)
- DM25 (Delivery older peoples housing)
- DM29 (Dwellings with higher access standards)
- DM30 (Internal space standards for new residential development)
- DM38 (Funding infrastructure)
- BU1 (Land north of Providence Hill)

92. Policy BU1 relates specifically to the application site. Under this policy, the site is allocated for residential development of approximately 19 dwellings and the following criteria is required to be met for any development:

- a) Noise and air quality assessments to be undertaken to consider the proximity of the A27;
- b) Hydrological surveys to be undertaken to assess the nature and quality of the stream headwater;
- c) Incorporate measures to safeguard the adjoining stream and Windmill Woods SINC with 20m undeveloped buffers;
- d) Preserve water quality and flows into the watercourse to the north;
- e) Ensure avoidance or mitigation of adverse impacts on habitats and protected species and provide a net gain in biodiversity;
- f) Provide a high quality landscaped setting and preserve the adjoining Bursledon Windmill Conservation Area and setting of the listed windmill;
- g) Provide a new vehicular and pedestrian access onto Providence Hill;
- h) Ensure phased occupation in line with any necessary water water improvements.

93. Commentary on how the scheme complies with the various criteria of Policy BU1, and other relevant policies, is provided in the main body of this report.

Hampshire Minerals and Waste Plan

- Policy 15 – Safeguarding of Mineral Resources.

Supplementary Planning Documents

- Quality Places (November 2011);
- Accommodation for Older People and Those in Need of Care (May 2011);
- Residential Parking Standards (January 2009);
- Environmentally Sustainable Development (March 2009);
- Biodiversity (December 2009);
- Planning Obligations (July 2008, updated 2010);
- Bursledon, Hamble and Hound Character Area Appraisal (Area 15)
- Hampshire Minerals and Waste Safeguarding in Hampshire SPD (February 2016)

94. The guidance for BHH Character Area 15 states that development should seek to:

- Retain grass verges and semi-mature tree planting along the eastern edge of Providence Hill;
- Maintain the importance of the views east to Providence Hill;
- Maintain predominant deep building setbacks to retain / enforce existing levels of on-plot planting; and
- Mitigate effects of heavy traffic on Providence Hill.

95. Further commentary on this guidance is set out in the main body of this report.

National Planning Policy Framework

96. At national level, the National Planning Policy Framework (the 'NPPF' or the 'Framework') is a material consideration of significant weight in the determination of planning applications. The NPPF states that (as required by statute) applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise and sets out a general presumption in favour of sustainable development unless material considerations indicate otherwise.

97. Three dimensions of sustainability are to be sought jointly: economic (supporting economy and ensuring land availability); social (providing housing, creating high quality environment with accessible local services); and environmental (contributing to, protecting and enhancing natural, built and historic environment) whilst local circumstances should also be taken into account, so that development responds to the different opportunities for achieving sustainable development in different areas.

National Planning Practice Guidance

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

ASSESSMENT OF THE PROPOSAL

Principle of the proposal

99. The site lies within the defined urban edge and is allocated for residential development of approximately 19 dwellings under Policy BU1 of the Local Plan. The proposal is for the construction of a nursing care home (Use Class C2) along with five age-restricted dwellings (Use Class C3). Whilst this is a different form of development to that referred to in Policy BU1, it is nevertheless a form of residential development which would contribute towards the Boroughs housing need for older persons.

100. The requirement to cater for housing needs of different groups is set out in the NPPF. Paragraph 63 of the NPPF states that within the context of establishing housing need, the size, type and tenure of housing needed for

different groups in the community should be assessed and reflected in planning policy. This includes the need for older people including those who require retirement housing, housing with care and care homes.

101. For Eastleigh, reports carried out in 2017 during the preparation of the Local Plan, including a 'Demography Background Paper' and an 'Assessment of Affordable Housing and Other Housing Types', predicted a substantial increase in the population of the Borough in older age groups during the period 2016-2036. The reports identified that more specialist, adaptable accommodation would be required within the Borough to meet the needs of the increased older person population, and that the delivery of Class C2 bedspaces was one element of the overall requirements.
102. To help meet the identified needs, Policy DM25 of the Local Plan provides specific support for increasing the supply of specialist accommodation for older persons. The policy requires that such development is located in sustainable locations with good access to the public transport network, close to local facilities and well integrated into the local community. The Council's SPD on accommodation for older people expands on this and advises that sites should be located within 400m of services and facilities so that residents are well connected with the local community and do not need to leave the local area to access key services.
103. The proposed development would be located within an established residential area of the Borough, on a main road with access to bus services and within 500m of a large supermarket (Tesco Extra), and approximately 700m from Lowford Local Centre. Whilst the services and facilities are a little further than 400m away, the site is considered to be suitably accessible to meet the objectives of Policy DM25 in terms of location. The applicants are also intending to incorporate measures to encourage the use of sustainable transport among staff through a Green Travel Plan, and financial contributions have been agreed towards sustainable transport improvements.
104. The principle of the proposed care community comprising a care home and dwellings for older persons is therefore considered acceptable to help towards meeting the wider housing needs of the Borough.

Sustainable Development

105. Section 2 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. This means that the planning system has three overarching objectives – economic, social and environmental (which are interdependent and need to be pursued in mutually supportive ways) that should be delivered through the preparation and implementation of plans and the application of the policies in the Framework. Each of the three dimensions of sustainable development is considered below.

Economic Sustainability:

106. Section 2 of the NPPF, when discussing economic sustainability, seeks 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'*.
107. The proposed development would be located in an existing residential urban area, on a site which is allocated specifically for residential development.
108. The development would contribute to the local economy by providing employment opportunities both short term during construction (including construction job opportunities and increased local spend), and on completion with new staff required for the care home. The proposal is therefore considered to meet the objectives for economic sustainability.

Social Sustainability:

109. The social objective of sustainability as set out in the NPPF is to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations, and to foster well designed places.
110. The proposal would make efficient use of a site that is allocated for development in the Local Plan, and would provide accommodation and care provision for older persons for which there is a recognised need within the Borough.
111. The development has been designed to achieve a high quality environment for future residents and to protect the amenities of existing residents as explained further in the relevant sections of this report. The development is therefore considered to meet the objectives for social sustainability as set out in the NPPF.

Environmental Sustainability:

112. This relates to the protection and enhancement of the natural, built and historic environment, including making effective use of land, improving biodiversity and minimising pollution.
113. The proposed development has been designed to take account of various environmental constraints and to preserve the character and heritage of the adjacent Conservation Area and nearby listed buildings. The scheme would include landscaped areas and gardens providing opportunities for biodiversity enhancement and would incorporate measures to mitigate pollution impacts. A suitable drainage scheme has been developed and the development would incorporate measures to enhance energy and water efficiency. Further commentary on these matters is provided under the relevant headings of this report.

Layout, design and appearance

114. Policy DM1 of the Local Plan requires new development to be appropriate in relation to its context in terms of mass, scale, materials, layout and design.
115. The layout and design of the proposed development has been influenced by a number of site constraints and considerations, the most notable being:
- The tapered shape of the site;
 - Significant changes in land levels;
 - The need to maintain a view of the nearby Grade II* listed Bursledon Windmill;
 - The requirement to provide buffer zones clear of development to protect the adjacent watercourse and Site of Importance for Nature Conservation (SINC);
 - The need to protect mature trees along the site boundaries, and;
 - The proximity of neighbouring residents.
116. Taking account of these constraints, the care home, which represents the majority of the proposed built form, would be located on the widest and lowest part of the site at its eastern end. This allows for a central view cone to be maintained for the nearby Windmill and the provision of appropriate buffers around the site edges. This also allows for the retention of trees along the boundaries, including those along Providence Hill in accordance with the BHH Character Area 15 guidance.
117. It is acknowledged that the proposed care home would be a large building, and bigger in form than other buildings in the surrounding area. However, its position on the lowest part of the site and set back from the road boundary within a landscaped setting, allows for a taller building to be accommodated without being visually intrusive when viewed from Providence Hill or wider public viewpoints. A visual image of the development when viewed from the site entrance has been provided and this shows how the landscaping (existing and proposed), would soften the views of the building. Therefore, from public vantage points along Providence Hill, it is not considered that the development would appear overly intrusive or out of keeping with surrounding development.
118. It is recognised, however, that there would be more significant views of the proposed care home from the adjacent dwellings on Providence Hill (1-4 Brookfield). The impact of the development on the amenities of these residents is addressed in detail in a later section of this report.
119. From the north, there would be views of the development from Goslings Turning, where the rear (northern) elevation of the care home would be visible between trees. From this direction, the full four-storey height and large scale of the care home would be

apparent, however, the care home would be set well back from the northern boundary at a lower land level, and the view would be softened by existing trees and proposed landscape planting. The northern elevation has also been designed with variations in roof height, materials and building projections to break up the visual mass. Therefore, whilst the development would substantially change the current appearance of the site when viewed from Goslings Turning, having regard to the design features, landscaping and levels changes, it is not considered that it would be harmful to the wider character of the area. The impact on the outlook and views from the nearest neighbouring properties in Goslings Turning is addressed in further detail in the relevant section of this report.

120. In terms of external appearance, the care home would incorporate a number of design features to help break up its visual bulk. This includes the provision of projecting gable elements, features such as chimneys and terraces, variations in materials, and variations in the roof form and heights. The materials would comprise a mix of red brick and dark stained timber effect cladding for the walls and slate for the roof. These materials are considered appropriate for the context of the site, with the red brick complementing the brickwork of surrounding houses and the dark cladding reflecting the colour of materials on the nearby historic windmill.
121. The Council's Urban Design Officer has been involved in the review of the scheme throughout the application process and considers that an appropriate design approach has been adopted to accommodate the scale of the care home and reduce wider visual impacts.
122. In addition to the care home, five dwellings are proposed. These would be located on the western side of the site, set out in one row of 3 and one pair of 2. These buildings would be two-storey with the first floor contained within the roofspace, constructed with red brick and dark timber cladding to the elevations and slate tiles to the roof. These materials would reflect those used on the main care home and provide a coherent appearance for the development. These buildings are considered to sit well within their proposed landscaped setting and would not be visually prominent in views from the surrounding area due to their modest height and the presence of boundary vegetation.
123. In summary, it is acknowledged that the proposed care home would represent a large built form on the site, however it is considered that the layout and design has been carefully thought out to take account of the various physical, environmental and historic site constraints and achieve a high quality design that accords with the objectives of local and national design policy.

Impact on adjacent heritage assets

124. Section 66(1) of the Planning (Listed Building & Conservation Areas) Act 1990 states: *'In considering whether to grant planning permission for development which affects a Listed Building or its setting, the Local Planning Authority ... shall have regard to the desirability of reserving the building or its setting or any features of special architectural or historic interest which it possesses'*. Furthermore, Section 71(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 states: *'In the exercise, with respect to any buildings or other land in the Conservation Area of any powers (under the Planning Acts), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'*.
125. The requirement to protect heritage assets is also set out in the NPPF, and Policy DM12 of the Local Plan takes forward these requirements, stating that: *'Development of a heritage asset or within its setting will be permitted provided that it does not harm or detract from the significance or special interest of the asset, and sustains and enhances its special character and qualities'*.
126. The application site lies adjacent to the Bursledon Windmill Conservation Area and near to the Grade II* listed Bursledon Windmill and Grade II listed Granary. The windmill is a rare surviving example of a traditional tower mill and its Grade II* means that it is afforded a high level of protection. The Conservation Area Guidelines identify the view of the windmill from Providence Hill as an 'important view', and the protection of the setting of the Windmill is one of the specific criteria referenced in the site allocation policy BU1. The protection of this view has therefore been a key factor influencing the design and layout of the proposed scheme.
127. The Council's Heritage Consultant is satisfied that the development would successfully protect the view of the Windmill, with careful consideration given to the siting of the buildings, use of materials and landscaping. The Heritage Consultant concludes that the proposed development would not only preserve the view but also enhance it, and has raised no objection. The development is therefore considered to accord with the Planning (Listed Buildings and Conservation Area) Act 1990 and Policy DM12 of the Local Plan.

Space standards and accessibility standards

128. Policy DM30 of the Local Plan requires all new dwellings to meet the floorspace standards set out in the Government's Nationally Described Space Standards. The cottages on the site have 2-bedrooms and the minimum floorspace required for a 2-bedroom property with 2-storeys is 70m². The plans confirm that the cottages would have floor areas of between 94m² and 105m², which more than meets the minimum requirements. The bedroom sizes have also been confirmed to accord with the size requirements set out in the NDSS.
129. In terms of accessibility, Policy DM29 of the Local Plan requires all dwellings to meet higher national access standards as set out in Part M of the Building Regulations. The Policy states that

all dwellings shall meet at least Part M4(1) standard and that a target of 80% of dwellings should meet Part M4(2) standard, for accessible and adaptable dwellings. The applicant has confirmed that all of the cottages have been designed to meet Part M4(2) standard, therefore complying with this policy requirement.

Landscaping and trees

130. Policy BU1 of the Local Plan which allocates the site for development sets out a number of specific requirements, including the need to provide a high quality landscape setting.
131. The site is bordered by mature trees along the northern, south-western and part of the eastern boundaries, with those along the north and part of the east boundary being subject to an area Tree Preservation Order. The trees on the southern boundary lie outside of the application site red line, within highway land. There are also some trees within the site.
132. The application is supported by a Tree Survey, which identifies the majority of trees on the site as Category A or B and worthy of retention. The proposal has been designed to allow for the retention of boundary trees, but some existing trees within the site are proposed to be removed. These have been identified within the submitted Arboricultural details and the Council's Tree Officer has raised no objection to the trees recommended for removal.
133. One of the retained trees on the northern side of the site is a Veteran Oak Tree, which requires a larger area of root protection. This tree and its root protection area is identified on the submitted plans and no development is proposed within the root protection area.
134. The Council's Tree Officer originally asked for further details to demonstrate how the proposed access and services could be provided without harming the trees. The applicants have since provided updated Arboricultural details including an updated Arboricultural Impact Assessment (AIA), Tree Protection Plan, and carriageway construction details and sections. It is confirmed that a bespoke foundation design would be used for the entrance hard surfacing where it encroaches into the root protection area of adjacent trees, and a methodology for installing services within root protection areas is also set out in the AIA. The Council's Tree Officer has reviewed the additional and updated information and is satisfied that the trees adjacent to the access can be satisfactorily protected and that the tree protection proposals relating to the overall site are now acceptable. Subject to ensuring that the tree protection proposals and methods are adhered to, which can be secured by condition, it is concluded that the development would not harm protected trees and would accord with the tree protection objectives set out in Policy DM1 of the Local Plan.
135. The landscaping proposals have been designed with the aim of providing a high quality landscaped setting, enhancing biodiversity and protecting existing mature trees. Different areas of the site

would incorporate different surfacing and planting proposals depending on their future use, such as lawn and ornamental planting for communal amenity areas and native shrub and scrub planting around the site edges and watercourse buffer zones. The proposals have been reviewed in detail throughout the application process by the Council's Landscape Consultant, who has provided advice about a number of landscape features, including appropriate planting species and positions, designs for retaining walls, and provision of screen planting along the site boundaries. Much of this advice has been taken on board in the latest landscape proposals, although the Council's Landscape Officer considers that further planting should be provided along the northern side of the site to further soften the visual appearance of the development from Goslings Turning. The applicants have agreed to this and a final version of the landscape plan would be secured by condition. Conditions would also be imposed to secure full details of planting species, hard surfacing and boundary treatments.

136. Overall, subject to conditions to secure a final version of the Landscape Scheme along with full implementation and on-going management and maintenance, it is considered that a high quality landscaped setting would be achieved for the development, which would enhance its visual appearance and provide biodiversity enhancements in accordance with policy objectives.

Ecology matters and Biodiversity Net Gain (BNG)

137. The existing vegetation on the site comprises a mix of trees, scrub and grassland, and there is a watercourse that runs alongside the northern boundary. The Windmill Fields Site of Importance for Nature Conservation (SINC) lies to the east of the site.
138. The proposed site layout includes a 20m buffer zone to the watercourse and a 30m buffer zone to the SINC, which would be kept clear of development and enhanced for wildlife. The Council's Ecologist is satisfied that these buffer zones are appropriate to prevent direct harm to these nearby protected areas.
139. The submitted Ecological Impact Assessment identified a number of ecological features and potential species habitat on the existing site. The site was identified as being of local value to foraging and commuting bats, high potential for breeding and nesting birds, and moderate potential for badgers and hedgehogs. There was also a confirmed presence of slow worms. The report sets out various mitigation measures to ensure no adverse impact on these protected species, including:
- Protection of trees, hedgerows and species habitats during construction, with protective fencing and buffer zones;
 - Provision of a Construction Environmental Management Plan to minimise pollution during construction;
 - Lighting to comply with guidance for the protection of bats;

- Inspection surveys for potential roosting features;
- Reptile translocation procedure, with reptiles to be relocated to a receptor area on the site;
- Reptile habitat enhancement;
- Avoidance of tree and shrub works within bird nesting season;
- Excavation holes to be covered or incorporate ladders to allow badgers or other mammals to escape should they fall in;
- Precautionary working method for vegetation works to protect hedgehogs.

140. Subject to the recommended mitigation measures and precautionary working methods being adhered to, it is concluded that the development would not harm protected species, in accordance with the requirements of Policy DM11 of the Local Plan.

141. Some of the representations raised concerns about early removal of vegetation and structures on the site. The applicant confirmed that this work was carried out under ecological supervision, and the Council's Ecologist has raised no concerns on this matter.

142. The development is required to achieve 10% biodiversity net gain (BNG) in accordance with the Environment Act 2021. Policy DM11 of the Local Plan and the NPPF also set out requirements for achieving biodiversity net gain on application sites. The application is supported by a BNG Monitoring and Management Plan and a Biodiversity Metric calculation, which confirms that the 10% net gain can be achieved. The BNG report explains that loss of biodiversity on the site has been minimised by the retention and enhancement of mixed scrub habitat and the creation of new habitats including natural grassland, mixed scrub and new trees. These proposals all form part of the landscaping scheme for the site, and are illustrated on the submitted landscape plans. The Council's Ecologist is satisfied with the BNG proposals and has raised no objection subject to adherence to the recommendations of the BNG Report and management and monitoring of habitats for a 30 year period. This can be secured through conditions.

Drainage and Flood Risk

143. Policy DM5 of the Local Plan relates to flood risk and specifically to developments proposed within areas at risk of flooding (Flood Zones 2 and 3). The application site lies within Flood Zone 1 and is therefore at low risk of flooding from rivers or sea in accordance with Environment Agency guidance and the requirements of Policy DM5 do not apply.

144. There is, however, surface water flood risk on the site and an adjacent stream, and Policy DM6 of the Local Plan requires all new development to incorporate suitable sustainable surface water

management to reduce flooding risks and maintain water quality. In this case, the watercourse adjacent to the northern boundary of the application site is a tributary of the River Hamble, which is part of the European protected Solent complex of sites. There is, therefore, an additional requirement to ensure that the quality of the watercourse is protected to prevent wider adverse impacts on the River Hamble.

145. The application is accompanied by a detailed surface water drainage strategy, which would involve the storage of surface water in attenuation tanks beneath the parking areas and controlled discharge into the watercourse via various filtration features. The strategy has been reviewed by the Lead Local Flood Authority (LLFA) and by the Council's Ecologist. The LLFA initially requested some further information which has subsequently been provided, and on the basis of the updated information, they are satisfied that the strategy is appropriate to prevent flood risk to the site or surrounding area. The Council's Ecologist is also satisfied that the strategy incorporates sufficient filtration measures to prevent pollution of the adjacent watercourse in accordance with Policy DM6. The Council's Ecologist did raise a query about exceedance flows but this has also now been addressed, with filter drains added to the plans to capture any overland flow.
146. For foul water, this would be drained via gravity towards a private package pump, which would then pump the foul water through a rising main to the nearest connection point. Southern Water raised no concerns about the foul drainage proposals but queried if the pump would be offered for adoption. The applicant has confirmed that the pump would be managed and maintained privately.
147. Subject to implementation of the drainage strategy in accordance with the proposed details and on-going management and maintenance (which can be secured by condition), the proposal accords with the requirements of Policy DM6 of the Local Plan.

Residential amenity

148. Policy DM1 of the Local Plan states that new development must not have an unacceptable impact on residential amenities of both new and existing residents.

Amenity of neighbouring residents

149. The nearest neighbouring properties are Nos. 1-4 Brookfield, which are located directly adjacent to the south-east side of the site, fronting Providence Hill. The red line boundary of the application site extends alongside the rear garden boundaries of these properties and along the side boundary of No.4.
150. The proposed care home would be a large building but has been designed to take account of changing land levels. Section plans and 3D models have been provided to illustrate the relationship of the

building with the neighbouring properties. Whilst an image of the building when viewed from the rear of No.4 Brookfield was also provided by the applicants, this image was not verified and has not been considered as part of the application assessment. The assessment of the impact on neighbouring residents is based on a review of the submitted plans, 3D model plans and site visits.

151. The Section Plans show that whilst the building would be 4-storey in height, it would be sited at a much lower land level to that of the Brookfield properties and the adjacent main road (Providence Hill), resulting in the overall height being 1.42m taller than the ridge level of 1-4 Brookfield. The upper two floors of the care home would be roughly at the same level as the ground and first floors of these neighbouring properties.
152. The Council's Quality Places Supplementary Planning Document (SPD) sets out guidance on separation distances between buildings to protect the privacy of neighbouring residents. The SPD notes that a minimum separation distance of 22m should be provided between two back to back residential dwellings of the same height, with a further 5m separation for every additional storey of a new development. The SPD further notes that beyond a distance of about 35m, reasonable privacy is achieved by remoteness. The submitted site plan shows that the main part of the southern elevation of the care home would set 19m back from the rear garden boundaries of Nos.3 and 4 Brookfield, and from the rear elevations of Nos. 3 and 4 Brookfield, there would be a distance of at least 38.5m to the nearest windows of the care home. From Nos. 1 and 2 Brookfield, the separation distance between the rear elevation of these properties and the nearest elevation of the care home would be approximately 37.5m. These separation distances therefore accord with the guidance set out in the Council's SPD, being over 35m.
153. Although the separation distances accord with SPD guidance, it is acknowledged that the views from the Brookfield properties would be significantly altered from the existing situation and there would be a number of new windows facing towards these neighbouring houses and gardens. This includes some east facing windows on the western wing of the building, which would have an angled view towards the neighbouring properties. Significant concerns about loss of privacy, visual bulk and impact on outlook have been raised in the representations. Some amendments to the development were made in response to these concerns, including a slight reduction in the number of windows at the top floor level facing these neighbouring properties, and a reduction in the depth of the south-east projecting section of the building, to provide more space between the building and the neighbouring gardens. The development would also incorporate new landscaping and planting alongside the southern boundary, including adjacent to the side boundary of the garden of No.4 Brookfield, which would help soften the visual impact from these properties and gardens. Taking all relevant factors into

consideration, including the separation distances, levels changes and planting proposals, it is considered that the amenity impact on these adjacent residents in terms of impact on outlook and privacy, would not be unacceptable. Due to the orientation of the development to the north of these properties, it is also not considered to result in an adverse loss of light to the neighbouring residents.

154. The next nearest neighbouring properties are located in Goslings Turning to the north of the application site, with the nearest dwellings being No.32 and No.33. Both of these neighbouring properties have side facing windows that overlook the application site beyond an existing row of trees. The side windows to No.32 Goslings Turning serve a kitchen and living room, and each of these rooms also have additional windows facing east and west. The side windows of No.33 Goslings Turning serve a kitchen and dining room at ground floor level and bedrooms at first floor level. The dining room and one of the bedrooms also have windows facing east.
155. It is acknowledged that these neighbours would have a view of the large north facing elevation of the care home, with a number of windows facing towards them. This view would be screened to some extent by the existing border of trees, although there are some notable gaps between the trees where the site can be more clearly seen, and it is acknowledged that the tree screening would be lesser during winter months. The submitted Section Plans demonstrate that the new building would be sited at a slightly lower land level to these properties in Goslings Turning and a separation distance of at least 40m would be maintained between the rear windows of the care home and the nearest side windows on Nos.32 and 33. This level of separation accords with the guidance set out in the Council's Quality Places SPD in terms of protecting privacy. On balance, taking account of the separation distances and partial tree screening, it is not considered that the residents of Goslings Turning would be adversely impacted by loss of privacy from the windows of the development. The separation distance would also ensure no adverse loss of light to these neighbours.
156. Some specific concerns have been raised in representations about loss of privacy from the external terrace areas on the care home. There would be two terraces at top floor level, one small terrace facing north and one larger terrace projecting to the west. Whilst the separation distances to the dwellings in Goslings Turning is considered sufficient to prevent adverse loss of privacy, the concerns of the nearby residents have been acknowledged and the applicants have amended the plans to incorporate 2m high frosted balustrading on the northern sides of the terraces to prevent direct views accords to the nearby properties. These privacy screens can be secured by condition.
157. In addition to the impacts assessed above, a number of local residents have raised concerns about a general increase in noise

and disturbance associated with the operation of the care home, such as from service operations and the increased comings and goings of vehicles and people. In this regard it must be recognised that the site is in an existing residential area and is allocated for development in the Local Plan. The types of activity associated with the care home use would not be considered inappropriate in a residential environment. Furthermore, the development has been designed to maintain appropriate levels of separation between the new building and neighbouring properties, and plant noise would be subject to noise level restrictions (refer to Noise section of the report). It is therefore not considered that the development would result in an adverse impact on neighbouring residents by virtue of the day to day operations of the care home.

Amenity of future occupants

158. In accordance with Policy DM1 of the Local Plan, it is important to ensure that future residents of the development would have a good standard of living environment.
159. In relation to the dwellings, these have been designed to exceed the internal floorspace standards set out in the Nationally Described Space Standards and as required by Policy DM30 of the Local Plan. The dwellings would also have good levels of natural light from habitable room windows and would have their own private areas of amenity space as well as access to the wider communal grounds of the care home.
160. The amenity space for the care home would include areas of communal space around the building, a sunken courtyard to the southern side of the building, and roof terraces. The Council's Urban Design Officer has raised concerns about the quality of the environment within the sunken garden due to its low level, along with concerns about the level of light to the care home rooms facing into this space. In response to these concerns, the applicants have shown on the landscape plans how the courtyard would be laid out with attractive landscape features and planting, and have provided images of a similar sunken garden at one of their existing care homes, which demonstrate how a quality space can be achieved. A Daylight Assessment has also been provided to demonstrate suitable levels of light would be achieved within the courtyard and adjacent rooms. The Daylight Assessment also confirms that other rooms in the building, including those facing north, would receive appropriate levels of light.
161. The extent of amenity space and overall layout of the scheme is considered appropriate to ensure a good standard of living environment for future occupants. Further commentary on matters such as noise and air quality is provided in the following section of the report.

Pollution impacts – noise, air quality and contaminated land

162. Policy DM8 of the Local Plan states that development will not be permitted if it is likely to cause loss of amenity or impact on public health from air pollution, noise, light or land contamination.

Noise

163. Potential noise impacts relevant to the site include temporary noise impacts during construction, and impacts of road noise and operational plant noise.
164. Regarding the impact on future occupants, the application is supported by a Noise Impact Assessment, which has been reviewed by the Council's Environmental Health Officer. The report includes an assessment of internal noise levels and demonstrates that suitable levels can be achieved with standard double glazed windows and appropriate ventilation. Subject to a condition requiring confirmation that the appropriate noise levels are achieved, it is considered that the future occupants would not be adversely impacted by external noise.
165. There is also the potential for plant and equipment to result in additional noise impacts both to future occupants and neighbouring residents. The Noise Impact Assessment sets out noise level limits for plant and equipment and this has been agreed by the Council's Environmental Health Officer. Confirmation of and adherence to the required noise limits would be secured by condition. Subject to this condition, it is not considered that future occupants or neighbouring residents would be adversely impacted by plant noise.
166. During the construction phase of development, it is acknowledged that there would be an increase in noise and potential pollution to the surrounding area. These impacts can be suitably managed through measures set out in a Construction Environmental Management Plan (CEMP). The application was supported by a draft CEMP but a full detailed version would be secured by condition. The CEMP would set out methods and mitigation measures relating to a variety of activities, including construction traffic and parking, noise, odour and dust, surface water management and ecological impact mitigation. It can be confirmed that construction access would be via the new site access from Providence Hill and not from the access adjacent to No.4 Brookfield. The construction of the access before any other development would also be secured by condition.

Air Quality

167. The application was accompanied by an Air Quality Assessment, which concluded that the development would have a negligible impact on air quality in the local area. However, the Council's Environmental Health Officer raised queries about the data used within the assessment and has been unable to concur with the report recommendations at this stage, or conclude on necessary mitigation. The applicants are seeking to address the concerns in

liaison with the Environmental Health Officer, and an updated Air Quality Assessment has recently been received. The recommendation to permit the development is therefore subject to review and agreement of the air quality impacts and any necessary mitigation.

Contaminated Land

168. There is no known history of development on the site other than the erection of some outbuildings. A Preliminary Risk Assessment Report was submitted with the application which indicated moderate risks from contaminants in shallow soils, ground gas and vapours. The Council's Contaminated Land Officer has raised no objection to the proposed development, subject to conditions to secure further site investigations and agree remediation measures.

Access, Parking and Transport Matters

169. Policy DM13 of the Local Plan requires new development to achieve safe and convenient access to the public highway and encourage sustainable transport. Where impacts on the local highway network are identified, appropriate mitigation is required, which can take the form of contributions towards off site highway improvements, on site facilities for pedestrians and cyclists, or the implementation of Travel Plans.
170. Access
171. The main site would be accessed via a single point of access from Providence Hill. This would comprise a 6m wide bellmouth access, with a dropped kerb crossing and tactile pavement to facilitate pedestrian crossings. The access would provide visibility splays of 2.4m x 78m to the west and 2.4m x 79m to the east. This level of visibility is confirmed as acceptable by the Highway Authority, provided that the visibility splays are not obstructed. In order to prevent obstruction of the visibility splays from parked vehicles, the Highway Authority has requested a financial contribution towards a Traffic Regulation Order to instigate parking restrictions on Providence Hill adjacent to the access. The applicant has agreed to this contribution, which could be secured through a S106 Agreement.
172. There would also be a separate access to 4 parking spaces at the south-east side of the site. This is an existing access but the plans initially indicated that it would be widened to allow two vehicles to pass. The Highway Authority assessed this but noted that the widening of the access would require use of land which is currently laid to driveway for the adjacent property (No.4 Brookfield) and that there is no requirement to widen this access point due to the likely low level of traffic using it. Amended plans have since been received showing this access retained as existing, which is considered acceptable.
173. Trip generation

174. The submitted information outlines that there would be an anticipated total of 4 arrivals and 4 departures during the peak AM period (08:00 to 09:00), 2 arrivals and 3 departures in the PM peak period (17:00-18:00), and 143 movements across a typical 12 hour period on a daily basis. The Highway Authority has commented that the additional level of trips during peak periods would be negligible compared to existing flows utilising Providence Hill.
175. Parking provision
176. In relation to the care home, the Eastleigh Borough Council Parking Standards set out that a care home development should provide 1 parking space per 6 bedrooms plus 1 parking space per staff member. In addition, 1 cycle space is required per staff member. The applicants have stated that there would be a total of 20 staff on site at any one time (reducing to around 10 staff at night). On this basis, the parking requirement for the care home would be calculated as follows:
- 1 space per staff member = 20
 - 1 space per 6 bedrooms: $69/6 = 11.5$, rounded up to 12
 - Total = 32
177. For the proposed 2-bedroom houses, where the parking is to be unallocated as in this case, the Parking Standards require 1.5 spaces per property (total 8), along with 2 cycle spaces. The overall parking requirement for the care home and dwellings, based on the Council's Adopted Standards, is 40 spaces.
178. The proposed development would provide a total of 34 parking spaces (including 2 disabled spaces), which would comprise 28 parking spaces for the care home and 6 spaces for the houses. This would represent a shortfall of 6 spaces against the Adopted Standards.
179. The Adopted Parking Standards state in paragraph 3.4 that where there is proposed to be a reduction in the application of the parking standards, supporting information will be required to justify the reduced provision. In this case, the applicants have included an assessment of the parking provision within the updated Transport Statement, and a Green Travel Plan is also proposed.
180. The level of staffing has been queried in representations, but having reviewed other care home schemes in the Borough, the amount of staffing estimated to be on site at any one time is consistent with other care homes of a similar size.
181. In relation to the care home, it is stated in the Transport Statement that the applicant, Colton Care, has its own parking guidance of 1 space per 3 residents, which would amount to 23 spaces for the proposed care home. They state that this level of provision is in line with existing similar Colton Care developments and therefore the proposed provision of 28 spaces would be in excess of their usual requirements.

182. The applicant has also referred to a recent planning permission for a 70-bed care home in West End (ref. F/22/94034), which would have 23 parking spaces, lower than the level proposed on the application site. The officers report for that application confirms that a number of factors were taken into account in assessing the acceptability of the parking provision, including the operational requirements of the applicant along with consideration of the site's accessibility and measures to support sustainable travel. The acceptability of this lower provision for the site in West End does not necessarily mean that a lower provision will be acceptable for all care home development, as each scheme needs to be assessed on its individual merits.
183. In terms of sustainable travel, the applicants have prepared a draft Green Travel Plan. This sets out measures that would be implemented to encourage staff and visitors to access the site by alternative means of transport to the private car. The applicant proposes to appoint a Travel Plan Coordinator and to provide information to staff about sustainable travel options including walking and cycle routes, bus stop locations and timetables and car sharing opportunities. The Travel Plan would be implemented and monitored, with staff travel surveys / questionnaires being carried out within 3 months of the care home opening and then at the end of years 1 and 3, with the results being used to inform any updates to the Plan. The implementation and monitoring of the Travel Plan would be secured by condition.
184. A financial contribution has also been agreed with Hampshire County Council, to go towards improvements to cycle infrastructure, bus infrastructure and road improvements. This would include improvements to the cycle network, and improvements to bus shelters and provision of Real Time Information. These improvements would further help towards encouraging sustainable transport modes.
185. A query was raised in representations as to whether minibus parking would be required on site. The applicant has confirmed that Colton Care only uses minibuses for drop-off purposes and there is no requirement for minibus parking spaces on the site.
186. In conclusion on the matter of parking provision, when taking account of the nature of the care home, staffing levels, the site's location in relation to existing services and the proposed promotion of sustainable travel options, it is considered that the proposed number of on-site parking spaces has been satisfactorily justified and is acceptable.
187. Displaced parking
188. The parking provision for the development would include 4 parking spaces located adjacent to No.4 Brookfield. These spaces are within the ownership and red line of the application site, but are currently and have historically been used for parking by the owners of Nos. 1-

4 Brookfield. It is understood that this arrangement was a private agreement between landowners, and other than No.4 Brookfield which has a front driveway, none of the other properties have any other off-street parking provision. The loss of this parking availability for the occupants of 1-4 Brookfield therefore means that there would be 4 vehicles displaced from the site onto surrounding roads, and it is necessary to consider the impact of this displacement in terms of increased pressure for parking on the local highway network and potential highway safety concerns.

189. There is an existing unrestricted layby to the front of 1-4 Brookfield, which can accommodate up to 4 cars. Although more cars have been seen parked on this layby, there are double yellow lines present along some of its length and its tapered design means it can only formally accommodate 4 cars. Other than this, there is very little opportunity for parking in the immediate vicinity of these properties due to the nature of Providence Hill being a busy main road.
190. Following review of further information from the applicant, the Highway Authority has considered the impact of displaced parking on the local highway network. They have noted that No.4 Brookfield has a driveway that can accommodate at least 2 cars and the residents of 1-3 Brookfield could use the unrestricted layby (although recognising that this would not be restricted for their use only). In terms of the highway safety risk of displaced parking, the applicant has agreed to fund a Traffic Regulation Order, which would reduce the risk of unauthorised parking blocking the site access. Having assessed these matters, the Highway Authority has raised no highway safety objection relating to the displaced parking, therefore an objection cannot be sustained on this matter.
191. Furthermore, it is relevant to consider that the parking provision for the Brookfield properties has always been on private land at the agreement of previous landowners. The land is now within the ownership of the applicant, who could restrict access at any time, and there are no planning grounds to insist on the parking being retained for the existing residents.
192. Internal highway and parking layout
193. The Highway Authority has confirmed that the internal parking and road layout is acceptable and tracking plans have been provided to demonstrate suitable provision for vehicle maneuvering. The tracking plans show that movements would be tight for refuse and fire vehicles, but the plans confirm that there is sufficient space for two cars to pass and the intervisibility between a car and large vehicle would be acceptable to prevent conflicts. The access is also demonstrated to be suitable for two-way car movements, and information has been provided to confirm suitable angles and levels for the access drive.

194. Regarding the 4 retained spaces adjacent to No.4 Brookfield, these are currently unmarked spaces, and the plans originally indicated that these would be formalised and marked out. However, the marked out layout would not have sufficient turning space and would not accord with required standards. The plans have since been reviewed to confirm that the area would remain in an informal layout to provide parking for up to 4 vehicles, which accords with the Highway Authority recommendation.
195. In terms of pedestrian footway provision around the site, the Highway Authority has commented that this is generally well catered for in relation to the care home. However, there was initially some concern that the pedestrian accessibility between the proposed houses and the care home would be more difficult. The updated layout plan shows a connecting pedestrian route between the houses and care home. Whilst this would involve crossing the drive and a section adjacent to parking spaces, given the likely slow speed of vehicles, this is not considered unacceptable.

Sustainability Measures and Climate Change

196. In July 2019, the Council declared a Climate Change and Environmental Emergency. In doing so it agreed, among other things, to: (a) put in place measures to ensure the Council's own operations and functions achieve carbon neutrality by 2025; (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality by 2030; (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020–2030 and the supporting Climate and Environmental Emergency Action Plan – Update June 2020.
197. The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. The NPPF, development plan and adopted local plan policy do not set this as a specific target, but it is a material consideration to be considered alongside all other material considerations. In any case addressing climate change is a core part of the NPPF and local plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the adopted local plan, as is an assessment of climate impacts.
198. Policies S1, DM2 and DM3 of the Local Plan require new development to be sustainable in terms of resource use, climate change and energy use. The application is accompanied by a Sustainability Statement, which sets out the various measures that would be put in place to enhance energy efficiency and contribute to minimising the impacts of climate change, as follows:
- Provision of high levels of insulation;

- Use of low energy light fittings and appliances;
- Use of movement sensor lighting in corridors;
- Rooftop design to allow provision of solar panels;
- Provision of electric vehicle charging points;
- Installation of water efficient systems for WC's and taps;
- Use of rainwater harvesting;
- Implementation of a sustainable drainage system;
- Ensuring that site waste (during construction and operation) is properly managed and recycled where possible;
- Use of locally sourced and recycled materials in construction (where feasible);
- Provision of a biodiversity net gain;
- Encouraging the use of sustainable means of transport.

199. Where appropriate, these measures would be secured by condition including a requirement to meet BREEAM 'Excellent' in accordance with Policy DM2, ensuring that the development complies with the energy efficiency and climate change objectives set out in the Local Plan.

Minerals

200. The site lies within the Hampshire Minerals and Waste Consultation Area (MWCA) due to the presence of underlying sand / gravel. Policy 15 of the Hampshire Minerals and Waste Plan (HMWP) seeks to protect resources from sterilisation by non-minerals development, and the County Council is required to be consulted for any development over 3ha in size (as per guidance set out in the Minerals and Waste Safeguarding in Hampshire SPD). As the application site is significantly smaller than 3ha there are not considered to be any implications in relation to minerals safeguarding.

Impacts on European Protected Sites

Nutrient impact

201. Natural England has advised that the increase in wastewater from new housing developments, and overnight accommodation within the Borough is having a detrimental effect on the quality of water entering the Solent catchment area through eutrophication. As such, all development for additional housing or overnight accommodation is required to reach nutrient neutrality (ensuring the development does not add to existing nutrient burdens), in order to meet the requirements of The Conservation of Habitats and Species Regulations 2017. The proposed development would discharge to the Peel Common wastewater treatment works, which in turn

discharges into the Solent and the development is required to achieve nutrient neutrality for nitrates.

202. The applicants have provided a nutrient budget calculation, which, for the care home, takes account of the total number of new bedrooms being provided and uses an occupancy rate of 0.9 persons. The occupancy rate takes account of the care home use and turnover of residents and is considered a reasonable approach. The dwelling nitrate output is calculated based on Natural England's standard methodology. Based on these calculations, the development would generate 20.3 kg/TN/yr from the care home and 5.09 kg/TN/yr from the dwellings, which requires mitigating.
203. To mitigate the increased nitrogen load, the applicant intends to purchase nitrate credits through the Council's Mitigation Scheme. The Council's scheme offsets the nutrient impact by taking land out of agricultural use and creating recreational spaces, thereby reducing the nutrient output of the land. This mitigation can be secured by condition.

Recreational impacts on the Solent protected sites

204. The site lies within 5.6km of the Solent Special Protection Areas and Ramsar sites. In accordance with advice from Natural England, a net increase in housing development within the 5.6km catchment is likely to result in impacts on the integrity of these sites through an increase in recreational pressure/disturbance. To mitigate these impacts, Eastleigh Borough Council has endorsed the Solent Recreation Mitigation Strategy (Bird Aware Solent, December 2017).
205. In relation to the proposed care home, paragraph 6.9 of the Solent Recreation Mitigation Strategy states that: *'...in respect of residential accommodation designed specifically for elderly people, a developer contribution (or bespoke mitigation) will be required for apartments for the active elderly, but not for secure accommodation such as a residential nursing home for people who are unable to independently leave the accommodation and which does not provide residents parking or allow pets.'* As the proposed care home is for nursing care, residents would be unable to leave the accommodation independently and would therefore not place increased recreational pressure on the Solent protected areas. Mitigation is therefore only required in relation to the proposed 5 cottages.
206. For the 5 cottages, mitigation can be secured through a financial contribution in accordance with the Strategy. For 2-bedroom dwellings, the required contribution is £671 per dwelling, therefore the total mitigation amount would be £3,355. This contribution would be secured through a S106 Agreement.

Recreational Impacts on the New Forest protected sites

207. The site also lies within the 13.8km catchment area for the New Forest National Park Special Protection Area (SPA). Natural England has advised that developments within this catchment area

are likely to result in additional visitors and increased recreational pressure on the New Forest. In order to mitigate this impact, the Council has developed a Strategy which takes a combined approach aimed partly at diverting visitors away from the New Forest through the provision of new Suitable Alternative Natural Greenspaces (SANG) within the Borough, and partly at providing funding of a Ranger within the National Park. For developers to utilise this Strategy, a financial contribution of £2,220 per dwelling is required. For the 5 dwellings, the total contribution amount would be £11,100.

208. In relation to the care home, the same principles are applied as to the Solent Recreation impact. As the residents will be receiving nursing care and unable to independently leave the accommodation, they would not place increased recreational pressure on the New Forest. No mitigation is therefore required for the care home element of the scheme.

Impacts on adjacent watercourse

209. The watercourse adjacent to the northern boundary of the site is a tributary of the River Hamble, which is part of the Solent protected sites. It is therefore necessary to ensure that the proposed development would not harm the quality of the watercourse, which in turn could impact on the integrity of the protected areas. The application is supported by a Drainage Strategy which involves the collection of surface water in attenuation crates beneath the parking spaces, with controlled discharge into the adjacent watercourse. The Drainage Strategy would include three forms of filtration, comprising permeable paving on the parking areas, a vortex separator, swale and bio-retention filter strip. These filtration measures accord with the requirements set out in Policy DM6 of the Local Plan and the Council's Ecologist is satisfied that they would be sufficient to prevent pollution of the watercourse.

Habitats Regulations Assessment (HRA)

210. A Habitats Regulations Assessment Appropriate Assessment was prepared and issued to Natural England, setting out the potential impacts and proposed mitigation and concluding that with the mitigation in place, the development would not have an adverse impact on the integrity of the protected sites. Natural England has responded to confirm no objection in relation to recreational impacts on the Solent, impacts to watercourses or impacts from nutrients, but an objection is maintained in relation to potential impacts on the New Forest. This is due to concerns that Natural England has with the effectiveness of the Council's New Forest Mitigation Strategy. It is the Council's view, however, that the New Forest Mitigation Strategy is robust and that compliance with the strategy would ensure no adverse impacts on the integrity of the New Forest protected sites.

Planning obligation /considerations

211. In accordance with the NPPF, Policy DM38 of the Eastleigh Borough Local Plan, the Council's 'Planning Obligations' SPD and Regulation 122 of the Community Infrastructure Regulations, there is a requirement for developers' contributions to ensure on and off-site provision for facilities and infrastructure made necessary by the development, or to mitigate against any increased need/pressure on existing facilities.

212. For this scheme, financial contributions towards the provision of the following infrastructure have been agreed:

- Public art
- Community infrastructure
- Public open space
- New Forest recreation mitigation
- Solent recreation mitigation
- Sustainable transport provision
- Traffic Regulation Order (TRO)

213. The Sustainable Transport contribution has been requested to go towards the following:

- Cycle infrastructure improvements, for the continuation of the cycle route between Windhover roundabout and the River Hamble overbridge to the south-east;
- But stop improvements local to the site, including the provision of new shelters and Real Time Information screens;
- Local road improvements, such as towards improvements to Windhover roundabout and Hamble Lane.

214. The community infrastructure and public art contributions would go towards improvement projects in the local area. Example public art projects are set out in the Public Art Vision for Bursledon, Hamble and Hound, which includes projects to enhance local green routes / trails, open spaces and cultural heritage, such as the provision of sculptures, seating and information leaflets. The financial contributions would be secured through a Section 106 Agreement.

215. There is also the requirement to the impacts of nutrient loading and increased recreational pressure on the Solent and New Forest Special Protection Areas, as discussed in the previous section of this report.

Equalities Implications:

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

- A public authority must, in the exercise of its functions, have due regard to the need to:
 - i. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

- ii. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- iii. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

217. When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. It is considered that this application does not raise any equality implications. The application is for a care community and has been designed to be fully accessible for people with differing needs.

Planning Balance and Conclusion

218. The proposal would see the development of an allocated site in the urban edge and would contribute positively towards the provision of accommodation for older persons in the Borough. The layout has been designed to take account of a variety of site constraints and although the care home would be significant in size, it has been sited and designed to minimise visual impacts on the surrounding area. The setting of the nearby listed Bursledon Windmill would be protected and the development would have a high quality landscaped setting.

219. Impacts on neighbouring residents have been carefully considered and it is acknowledged that the views for the nearest residents would be significantly altered from the present situation. However, suitable separation distances would be achieved between the care home and the neighbouring residents to accord with local policy guidance aimed at protecting residential amenity.

220. The vehicle access is acceptable and the parking proposals are considered appropriate and justified. The development is not considered to have an adverse impact on the operation of the local highway network or highway safety. Other technical matters and policy requirements including drainage, tree protection, prevention of impacts on nature conservation, pollution mitigation (subject to agreement of air quality impacts), and provision of biodiversity net gain have been taken into account and satisfactorily addressed. The proposal is considered to accord with the Development Plan and is therefore recommended for permission.

