Strategic Planning Research Unit

Appendix 1

ED101 Post Hearing Housing Trajectory Amendments (July 2020)

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

Post Hearing Housing Trajectory Amendments

July 2020

1. This note explains the approach taken to updating a number of the HOU021 housing trajectory tables in the light of the Inspectors actions discussed at the examination hearings and also those contained in her letter to the council dated 1st April 2020. In terms of the former it seeks to reconcile the HOU021 housing trajectory with ED61B, an updated 5YS report produced at the Inspector's request during the Local Plan Examination Hearings on Matter 4. ED61B ensured a consistent approach to site referencing and to the phasing of sites so that what was counted in terms of 5YS (1st April 2019 to 31st March 2024) would be the same as would be allowed for in the same five year period of the HOU021 housing trajectory. Accordingly, HOU021 needs to be amended to reflect ED61B.

2. As well as necessitating changes to the 5YS phasing, this reconciliation exercise has required some further changes to Table 8 and other tables of HOU021 to ensure the two documents are consistent. The attached Table 8 revises the local plan calculation of the supply of housing from the large site commitment so that it is consistent with ED61B. Obviously Table 8 of HOU021 looks to the end of the plan period (31st March 2036). However, what is allowed for in the five year period 1st April 2019 to 31st March 2024 in the updated Table 8 of HOU021 (attached) is now consistent with ED61B.

3. The calculations of delivery during the two periods remain different due to the different methodologies and different NPPF contexts used. However, the delivery of units on individual, identified large sites is now consistent between the two assessments in that five-year period. There is one discrepancy, however, in that, in updating the tables, it became apparent that 375 dwellings on Land to the north and east of Winchester Street, Botley (Policy BO2) were incorrectly identified in the commitment (planning permission) table – Appendix B) in ED61B. That site did not have planning permission, only a resolution to grant planning permission. Accordingly, in this update these 375 dwellings are counted in the resolution category and not the commitment.

4. In addition to updating Table 8, a number of other tables, including the summary trajectory table, have been updated to reflect points made and agreed during the Matter 4 hearings:

    a. The deletion of the category of 'Carried forward former local plan allocations'. This involves the deletion of a number of sites from the plan / trajectory completely (along with the 20% discount) and the re-classification of some sites under other trajectory headings (Action 4.8);

    b. Updating the capacity of two of the newly allocated housing sites to reflect agreement reached with representors during the examination hearings (FO3 increases from 38 dwellings to 119 to reflect existing consents, BO3 increases from 70 dwellings to 120 to reflect additional evidence produced by the landowner). Note that, in respect of

FO3, 49 of these 119 dwellings have been permitted and are counted within the large site commitment (Table 8) meaning the allocation total shows 70 dwellings to avoid double counting (Actions 13.9 & 13.18)

c. Reverting to presenting the housing trajectory information covering the full 20-year plan period 2016-2036 rather than 2018-2036 as in HOU021 (Action 4.1/4.12);

d. Taking into account net completions achieved in the 3 years 2016-2019 in order that supply can be presented in a consistent way to ED61B;

e. In the light of d. above, reducing the small and large site windfall allowances by 1 year to reflect the additional year of completions achieved;

f. Providing a table to show that the shortfall in completions which accrued in the five year period 2011-2016 against the original plan target of 650 dwellings per year could be made up within the next five years rather than by the end of the plan period.

5. Following receipt of the Inspector's letter dated 1st April 2020 a number of further significant changes have been made:

    a. The deletion of the SGO from the trajectory;

    b. The removal of all discounts to all components of supply to be replaced with a 5% 5YS buffer in accordance with the requirements of paragraph 47 of the 2012 NPPF.

6. Given that ED61B has a 1st April 2019 base date the trajectory is amended to reflect this in that:

    a. The 2,572 completions delivered during the period 1st April 2016 to 31st March 2019 are now captured as part of the supply ;

    b. Small site completions are now only counted for 17 years (1st April 2019 to 31st March 2036) rather than 18 years as previously as the 2018/19 figures are captured in the 1,162 completions achieved during that year. The annual rate remains the same;

    c. In terms of the large site windfall allowance, this is also rolled forward a year so that it is now only counted for the latter 7 years of the plan period in order that a consistent approach is taken to that adopted in HOU021. However, a higher rate is assumed due to the removal of the 10% discount.

7. Other updates are incorporated into the trajectory flowing from the above – mainly the fact that a number of the sites which previously appeared as new allocations in Tables 14-16 of HOU021 have now gained planning permission and so now feature in this updated Table 8.

Similarly, some sites which previously featured in the large site commitment at 1st April 2018 are now captured as completions achieved during the 2018-19 year.

8. A site for 103 dwellings which lapsed has been removed from the supply as have a number of other sites to reflect planning decisions made during the course of the 2018-2019 monitoring year. Dwelling contributions from sites which the Council accepted during the course of the examination hearings were likely to be undeliverable have also been removed from the supply (e.g. Scotland Close, Fair Oak and Chandlers Ford Precinct – 140 dwellings in total).

9. Overall the revised trajectory summary table (Table 1) shows that, taking into account all of the changes recommended by the Inspector, the local plan fails to meet its housing target with a shortfall of 2,614 dwellings (row R). However, annualised there is still 16.4 years of supply available (from 1st April 2016) (row S) which provides sufficient time for the council to address this shortfall in the later years of the plan period by means of an early review of the local plan.

10. To run through the components of supply, row A sets out the local plan housing target for the 20 year period 2016-2036 of 14,580. Annualised this equates to 729 dwellings per year.

11. Row B shows the 2,572 net completions achieved in the 3-year period 1st April 2016 to 31st March 2019. Subtracting these completions from the 14,580 local plan target leaves a residual target for the period 1st April 2019 to 31st March 2036 of 12,008 dwellings (row C).

12. Rows D-G show the effects of adding a 5% buffer to the target for the period 1st April 2019 to 31st March 2024 in accordance with the requirements of paragraph 47 (2nd bullet) of the 2012 NPPF. It should be noted that, as made clear in paragraph 47, this buffer does not add to the overall local plan target. Rather it brings forward supply from later in the plan period. The second bullet of paragraph 47 of the NPPF states that, to boost significantly the supply of housing, local authorities should:

> *"identify and update annually a supply of specific deliverable11 sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land"* (emphasis added)

13. Turning to supply, row H sets out the net supply from sites committed by virtue of a valid planning permission at or post 1st April 2019. With the exception of the 375 dwellings at BO2 referred to in paragraph 3 above, this is consistent with the figures for 5YS contained in ED61B in terms of assumed development rates on individual sites within the five-year period 1st April 2019 to 31st March 2024. Where developments are anticipated to be delivered over

a longer period than five years, rates assumed within the five years are continued until the site is complete as can be seen from Table 4 which phases the individual sites by year over the full plan period. Within the five year period, however, the development rates are consistent with ED61B.

14. One further slight anomaly to this is that the Council's evidence to the local plan examination referred to a site granted on appeal for 70 dwellings at Satchell Lane, Hamble (paragraph 17b in the Council's hearing statement on Matter 4.11). This was identified in the Council's evidence as a potential additional source of supply. This site has not been counted in this updated trajectory as, whilst it was granted on appeal and while it has not yet lapsed, a wording of one of the planning conditions means that, in law, it technically could not be implemented.

15. Row I shows the supply from sites which were in receipt of a committee resolution to grant permission at (or post) 1st April 2019 which is consistent with ED61B other than for the addition of 375 dwellings from BO2 as referred to in paragraph 3 above.

16. Row J is included for consistency with previous trajectories to show that the council has deleted the "Carried forward Allocations" component of supply.

17. The small site windfall allowance is set out at row K and is consistent with HOU021 other than now only 17 years of supply are counted due to the inclusion of actual completions for the 3-year period 1st April 2016 to 31st March 2019.

18. The large site windfall allowance (row L) is calculated on the same basis as set out in HOU021. However, it is rolled forward a year such that the allowance is only counted for the last 7 years of the plan period (starting in 2029/30). Also, in view of the Inspector's instruction to delete all discounts from the trajectory, the 10% discount applied previously has been removed making the allowance 116pa rather than 104pa as previously.

19. Row M is included for consistency with HOU021 to show that the SGO has been deleted from the trajectory.

20. Row N provides the total supply (the sum of rows H to M) from permitted and committed development and small and windfall allowances. That total is 8,662 dwellings which, when considered against the residual local plan target (row C) of 12,008 dwellings, results in a shortfall of 3,346 dwellings (row O).

21. Adding in the capacity of the new sites allocated in the local plan (which is undiscounted and amended to reflect capacity counted as part of the large site commitment – row H) of 732 dwellings (row P) gives a total net supply 1st April 2019 to 31st March 2036 (row N + row P) of 9,394 dwellings (row Q). Comparing this supply of 9,394 dwellings (row Q) with the residual target of 12,008 dwellings (row C) results in an overall shortfall of dwellings (row R) of 2,614 dwellings.

22. Note that, if completions 1st April 2016 to 31st March 2019 are also added (2,572 dwellings – row B) to the 9,394 total supply (row Q) this gives the total supply over the whole plan period of 11,966 dwellings; a figure which appears in the other tables.

23. The final row in the table (row S) annualises the total supply (row Q + row B) against the annualised full local plan target (row A) (14,580 / 20 = 729) and shows that, from the start date of the local plan at 1st April 2016 there are 16.41 years of supply available meaning that even with the deletion of the SGO and all the other changes proposed, all other things being equal, the local plan would not go into deficit until approximately autumn 2032.

24. It should be noted, however, that this is based on an annual average rate of development. Taking phasing into account, which assumes some annual rates of completions much higher than the 729 average, supply runs out slightly earlier in spring / summer 2031 (see Table 3).

25. Turning to Table 2, this takes the individual components of supply identified in the summary table (described above) and phases those individual components of supply by each year of the plan period.

26. Table 3 summarises the cumulative position year on year showing when the land supply position is in surplus and goes into deficit against an annualised requirement. This annualised requirement reflects the impacts of adding in the 5% 5YS buffer for the period 1st April 2019 to 31st March 2024 and then a reduced annual target beyond that to the end of the plan period. Note that the annualised target for the first 3-year period 1st April 2016 to 31st March 2019 is averaged to reflect completions actually achieved; hence the surplus / deficit is in balance in that third year (2018/19).

27. Table 4 shows the phasing of the large site commitment by year from 1st April 2019 onwards. For the first five years of this period (to 31st March 2024) the housing numbers attributed to individual sites, allocation BO2 aside (see paragraph 3 above) is consistent with that identified in ED61B. Where sites are expected to take longer than five years (from 1st April 2019) they are phased to continue at the same rate until they are complete. Please note that this table stops at 31st March 2033 as all of the committed sites are expected to be complete by then.

28. Table 5 shows the same information for four sites which benefit from a council resolution to permit but which are still subject to outstanding discussion over points of detail and s106 contributions. This component of supply is also consistent with the position expressed in ED61B other than in the addition of 375 dwellings at BO2 (see paragraph 3 above).

29. Table 6 provides an estimate of phasing for the sites newly allocated in the local plan. This takes into account increases in capacity agreed with representors during the course of the examination hearings on a number of sites. It also takes into account the fact that planning permission has been granted for some of these sites (parts of sites) and these permissions are now counted in the large site commitment (Table 4) thus avoiding any double-count or overlap.

30. Finally Table 7 addresses the five-year shortfall point. It was suggested during the examination hearings by the HBF that, since there was a large shortfall in housing delivery against targets in the five year period 2011-2016 which preceded the local plan period, this shortfall should be made up within the first five years of the plan period (2016-2021) rather than simply being added to the overall plan target to be averaged across the whole of the plan period. Table 7 shows that the shortfall is made up within 5 years regardless of which base and end dates are used for this calculation. Table 7 shows the situation based on shortfalls built up during the periods 2011-2016, 2011-2018 and 2011-2019. It then shows that delivery in the equivalent five year period (2016-21, 2018-23 and 2019-24) all more than make up for the shortfalls accrued in the early years.

31. The council considers that, even with the removal of the discounts, this remains a cautious trajectory (impacts of Covid-19 notwithstanding). This revised trajectory does not take into account the Council's ambition to deliver considerably more than 1,500 dwellings on land West of Horton Heath (see para 13 of ED19A / SGO024). Nor does it reflect the fact that planning applications are currently being submitted on a number of allocated sites with capacities far higher than currently allowed for in the Local Plan. Thus:

- BU2 is allocated for 38 dwellings but is currently subject to an application for full planning permission (F/19/86829) submitted on behalf of Bargate Homes & Vivid Homes proposing 107 dwellings;
- BO1 is allocated for 30 dwellings but is currently subject to an application for full planning permission (F/19/85178) submitted on behalf of Bloor Homes proposing 104 dwellings, albeit on an extended site;
- BO4 is allocated for 22 dwellings but is currently subject to an application for full planning permission (F/19/85604) from Foreman Homes proposing a 30 dwellings (net) on the site;
- AL2 is allocated for 45 dwellings but is currently subject to an application for outline permission (O/19/86980) proposing 59 dwellings on the site;
- DM25d (Toynbee Road, Eastleigh) which now, with the deletion of the category of 'carried forward allocations', is proposed to be allocated in its own right, was originally estimated to have a capacity of 64 dwellings. Whilst no planning application has yet been submitted it is subject to a pre-application enquiry from a prolific local housebuilder proposing 100 dwellings.

Table 1: Eastleigh Borough Local Plan 2016-36 Housing Trajectory Updated Post Inspector's Letter April 2020			
	Housing Requirement:		
a	Local Plan Housing Requirement 1.4.16 - 31.3.36		14,580
b	Total Net Completions 1.4.16 - 31.3.19	2,572	
c	Residual Requirement 1.4.19 - 31.3.36 (a-b)		12,008
d	*Annualised Requirement 1.4.19 - 31.3.36 (c/17)*	*706.4*	
e	*5% 5YS Buffer per year (dx5%)*	*35.3*	
f	*5 Year Target 1.4.19 - 31.3.24 (d+e)x5*	*3,708.4*	
g	*Residual Local Plan Target 1.4.24 - 31.3.36 (c-f)*		*8,300*
	Undiscounted Supply:		
h	Net Large Site Commitment (permissions) at 1.4.19 (as per ED61B)		6,674
i	Resolutions at and post 1.4.19		513
j	Former Local Plan Allocations		0
k	Small Site Allowance @39pa x 17 years (excluding gardens)		663
l	Large Site Windfall Allowance (undiscounted) @ 116pa x 7 years		812
m	SGO		0
n	Total Supply 1 (h+i+j+k+l+m)		8,662
o	Shortfall (n-c)		-3,346
p	Allocated in the Local Plan		732
q	Total Supply 2 (n+p)		9,394

r	Shortfall (q-c)		-2,614
s	Years supply at 729pa (from 1st April 2016) (q+b) / (a/20)		16.41

Annual Rates:

Whole local plan period 1.4.16 - 31.3.36	14,580/20	729
Completions achieved 1.4.16 - 31.3.19	2,572/3	857.3
Residual Local Plan Target 1.4.19 - 31.3.36	12,008/17	706.4
5-year target 1.4.19 - 31.3.24	3,708.4/5	741.7
Residual Local Plan Target 1.4.24 - 31.3.36	8,300/12	691.7

Table 2: Eastleigh Borough Local Plan 2016-36 Housing Trajectory Updated Post Inspector's Letter April 2020												
	2016/17	**2017/18**	**2018/19**	**2019/20**	**2020/21**	**2021/22**	**2022/23**	**2023/24**	**2024/25**	**2025/26**	**2026/27**	**2027/28**
Completions	517	893	1,162	1,330	1,194	784	665	663	719	653	784	522
Commitment				1,291	1,057	705	606	594	590	449	400	337
Resolutions					98	40	20	30	50	50	50	50
Carried Forward Allocations												
Small Sites				39	39	39	39	39	39	39	39	39
Windfalls												
SGO												
New Allocations									40	115	295	96
Cumulative	517	1,410	2,572	3,902	5,096	5,880	6,545	7,208	7,927	8,580	9,364	9,886
Requirement	14,063	13,170	12,008	10,678	9,484	8,700	8,035	7,372	6,653	6,000	5,216	4,694

14,580

{ 5,096

Table 7 { 5,135

{ 4,636

2028/29	**2029/30**	**2030/31**	**2031/32**	**2032/33**	**2033/34**	**2034/35**	**2035/36**	**Total**	
375	345	325	310	260	155	155	155	11,966	9,394
240	100	100	100	105				6,674	9,394
50	50	25						513	
39	39	39	39	39	39	39	39	663	
	116	116	116	116	116	116	116	812	
46	40	45	55					732	
10,261	10,606	10,931	11,241	11,501	11,656	11,811	11,966		
4,319	3,974	3,649	3,339	3,079	2,924	2,769	2,614		

Table 3: Housing trajectory by year - cumulative against annual target										
	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Cumulative target	857	1,714	2,572	3,314	4,056	4,798	5,540	6,282	6,974	7,666
Cumulative Completions	517	1,410	2,572	3,902	5,096	5,880	6,545	7,208	7,927	8,580
Cumulative Annual Surplus / Deficit	(340)	(304)	-	588	1,040	1,082	1,005	926	953	914

857pa 2016-2019
742pa 2019-2024
692pa 2024-2036

2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36
8,358	9,050	9,742	10,434	11,126	11,818	12,510	13,202	13,888	14,580
9,364	9,886	10,261	10,606	10,931	11,241	11,501	11,656	11,811	11,966
1,006	836	519	172	(195)	(577)	(1,009)	(1,546)	(2,077)	(2,614)

Table 4: HOU021 HOUSING TRAJECTORY TABLE 8: UPDATED TO BE CONSISTENT WITH ED61B - 5YS AT APRIL 2019											
Site	**Address**	**Application**	**Status**	**Net**	**2019 -**	**2020 -**	**2021 -**	**2022 -**	**2023 -**	**2024 -**	**2025 -**
Ref		**Ref**		**Avail**	**2020**	**2021**	**2022**	**2023**	**2024**	**2025**	**2026**
	ALLBROOK										
0306	ADJ PENARTH HOUSE. OTTERBOURNE	F/15/77022	UNDER CONSTRUCTION	20							
	BISHOPSTOKE										
0166	THE MOUNT HOSPITAL, CHURCH ROAD	O/12/71007 F/13/73226 F/14/75061 F/17/80513	204 IN TOTAL OVER 3 PHASES. 75 REMAINING	75	30	23					
0317	LAND WEST &NORTH OF CHURCH ROAD/BREACH LANE	O/13/72892 R/15/77507	UNDER CONSTRUCTION	57	6						
0345	LAND AT FAIR OAK ROAD	O/14/75086 RM/17/80862	UNDER CONSTRUCTION	16							
0358	LAND NORTH OF CHURCH ROAD	O/16/79469 R/17/81969	UNDER CONSTRUCTION	27	27						
	BOTLEY										
0315	LAND NORTH & EAST OF BOORLEY GREEN, WINCHESTER ROAD	O/12/71514 R/14/74872 R/15/77552 R/15/77595 R/16/79470	UNDER CONSTRUCTION	1,190	243	223	160	201	124	3	

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Ref		**Ref**		**Avail**	**2020**	**2021**	**2022**	**2023**	**2024**	**2025**	**2026**
0338	EAST OF SOVEREIGN DRIVE & PRECOSA ROAD	F/13/73606 APP/W1715/W/ 14/3001499	NOT STARTED	0						0	0
0354	CROWS NEST LANE BOORLEY GREEN	O/16/78389	NOT STARTED	50	35	15					
0365	LAND AT MADDOXFORD LANE BOORLEY GREEN	O/16/79600	NOT STARTED	50		30	20				
0364	BRAXELLS FARMHOUSE WINCHESTER ROAD BOORLEY GREEN	F/17/80382	UNDER CONSTRUCTION	18	18						
0348	LAND TO THE NORTH WEST OF BOORLEY GREEN (HEDGE END NORTH)	O/15/75953 RM/17/81628	NOT STARTED	680	0	33	100	100	100	100	100
	BURSLEDON										
0316	LAND EAST OF DODWELL LANE	O/12/71522 R/14/75595 R/15/76606	UNDER CONSTRUCTION	212	104						
0320	LAND AT HAMBLE LANE	O/ 12/71828 R/15/76830	UNDER CONSTRUCTION	113	9						
0324	LAND AT BRIDGE ROAD / BLUNDELL LANE	O/13/73701 R/15/75967	UNDER CONSTRUCTION	26							

Table 4: HOU021 HOUSING TRAJECTORY TABLE 8: UPDATED TO BE CONSISTENT WITH ED61B - 5YS AT APRIL 2019											
Site	**Address**	**Application**	**Status**	**Net**	**2019 -**	**2020 -**	**2021 -**	**2022 -**	**2023 -**	**2024 -**	**2025 -**
Ref		**Ref**		**Avail**	**2020**	**2021**	**2022**	**2023**	**2024**	**2025**	**2026**
0327	LAND AT PROVIDENCE HILL	O/14/74322 R/16/77966	ON SITE	62	40						
0340	REAR OF ORCHARD LODGE, WINDMILL LANE,	C/14/74932 C/16/77959 F/16/79496	UNDER CONSTRUCTION	33	24						
0341	BERRY FARM, HAMBLE LANE	F/15/76582	UNDER CONSTRUCTION	131	50	42					
0352	LAND TO THE NORTH OF CRANBURY GARDENS	O/15/76883 RM/19/84802	NOT STARTED	45	5	40					
0355	LAND SOUTH OF BURSLEDON ROAD	0/15/77121 F/18/82322	UNDER CONSTRUCTION	200	86	44					
	CHANDLERS FORD										
276	STEWART HOUSE SYCAMORE AVENUE	F/13/73298	PART COMPLETE	3							
0309	DRAPER TOOLS LIMITED, HURSLEY ROAD	O/10/66978 RM/17/80952	NOT STARTED	140						20	30
0349	WOODHILL SCHOOL 59-61 BROWNHILL ROAD	F/16/77901 F/17/80370	ON SITE	8							
	EASTLEIGH										
0249	ALLOTMENT GARDENS, KIPLING ROAD / WOODSIDE AVENUE	O/13/73698 R/15/77726	UNDER CONSTRUCTION	94							
0250	LAND AT TOYNBEE ROAD	F/14/74873	UNDER CONSTRUCTION	3							
0329	10-12 ROMSEY ROAD	F/16/77785	UNDER CONSTRUCTION	49		49					

Table 4: HOU021 HOUSING TRAJECTORY TABLE 8: UPDATED TO BE CONSISTENT WITH ED61B - 5YS AT APRIL 2019											
Site	**Address**	**Application**	**Status**	**Net**	**2019 -**	**2020 -**	**2021 -**	**2022 -**	**2023 -**	**2024 -**	**2025 -**
Ref		**Ref**		**Avail**	**2020**	**2021**	**2022**	**2023**	**2024**	**2025**	**2026**
0336	EASTLEIGH COLLEGE ANNEXE, CRANBURY ROAD	O/15/75750	NOT STARTED	10							
0339	NORTH STONEHAM PARK, CHESTNUT AVENUE / STONEHAM LANE	O/15/76023 R/17/79892 F/17/81165 F/17/81167 RM/18/84537	UNDER CONSTRUCTION	1,131	176	177	150	150	150	150	69
0343	MITCHELL HOUSE, SOUTHAMPTON ROAD	J/16/78227	NOT STARTED	67						67	
0357	RIVENDALE 38 LEIGH ROAD	F/17/81079	UNDER CONSTRUCTION	13							
	JOHN DARLING MALL SELBOURNE DRIVE	CS/18/82602	UNDER CONSTRUCTION	10			10				
F/18/84679	4 HIGH STREET	F/18/84679	NOT STARTED	10		10					
	FAIR OAK										
0326	LAND OFF WINCHESTER ROAD	O/13/73707 R/14/75539 R/15/76118 R/15/77067 R/15/77100 R/16/78543	PART COMPLETE, PART UNDER CONSTRUCTION	115							
0330	LAND AT ST SWITHUN WELLS CHURCH, ALLINGTON LANE	O/13/72471 RM/17/81871	UNDER CONSTRUCTION	72	35	37					

Table 4: HOU021 HOUSING TRAJECTORY TABLE 8: UPDATED TO BE CONSISTENT WITH ED61B - 5YS AT APRIL 2019											
Site Ref	**Address**	**Application Ref**	**Status**	**Net Avail**	**2019 - 2020**	**2020 - 2021**	**2021 - 2022**	**2022 - 2023**	**2023 - 2024**	**2024 - 2025**	**2025 - 2026**
0332	CORNER OF KNOWLE LANE/MORTIMERS LANE (EAST SIDE)	O/13/72490 R/15/77751	ALMOST COMPLETE	6							
0356	LAND WEST OF HAMMERLEY FARM, BURNETTS LANE, HORTON HEATH	F/15/77500	ON SITE	66	66						
	PHASE 2 HAMMERLEY FARM	F/16/79704	NOT STARTED	37		37					
0359	FIRTREE FARM & VICTORIA FARM HOUSE, FIRTREE LANE, HORTON HEATH	O/16/79354	NOT STARTED	450						50	50
0362	CORNER OF KNOWLE LANE / MORTIMERS LANE (WEST SIDE)	F/16/78074	NOT STARTED	27		27					
0363	LAND EAST OF KNOWLE LANE	F/17/80640 RM/18/83737	UNDER CONSTRUCTION	34	34						
	LAND NORTH OF MORTIMERS LANE	F/17/82099	UNDER CONSTRUCTION	59	59						

Table 4: HOU021 HOUSING TRAJECTORY TABLE 8: UPDATED TO BE CONSISTENT WITH ED61B - 5YS AT APRIL 2019											
Site	**Address**	**Application**	**Status**	**Net**	**2019 -**	**2020 -**	**2021 -**	**2022 -**	**2023 -**	**2024 -**	**2025 -**
Ref		**Ref**		**Avail**	**2020**	**2021**	**2022**	**2023**	**2024**	**2025**	**2026**
	FAIR OAK LODGE ALLINGTON LANE	0/17/81864 RM/18/84195	NOT STARTED	49		30	19				
	PEMBERS HILL FARM, MORTIMERS LANE	O/15/77190 RM/18/83278	UNDER CONSTRUCTION	243	70	70	70	33			
	HEDGE END										
HE1	LAND WEST OF WOODHOUSE LANE	O/18/83634	NOT STARTED	605		20	30	50	50	50	50
0350	LONG VIEW, BURSLEDON ROAD	F/16/77413	UNDER CONSTRUCTION	11	11						
0323	LAND AT ST JOHNS ROAD & FOORD ROAD AND WEST & NORTH OF WAYLANDS PLACE AND PEEWIT HILL CLOSE	F/15/76804 F/17/80651	UNDER CONSTRUCTION	166	35	35	36				
0351	LAND AT HOME FARM, ST JOHN'S ROAD	F/15/76447	UNDER CONSTRUCTION	14							
	NETLEY										

Table 4: HOU021 HOUSING TRAJECTORY TABLE 8: UPDATED TO BE CONSISTENT WITH ED61B - 5YS AT APRIL 2019											
Site Ref	**Address**	**Application Ref**	**Status**	**Net Avail**	**2019 - 2020**	**2020 - 2021**	**2021 - 2022**	**2022 - 2023**	**2023 - 2024**	**2024 - 2025**	**2025 - 2026**
0318	ABBEY FRUIT FARM, GRANGE ROAD	O/13/72895 O/16/79466	NOT STARTED	93		45	45	3			
0361	LAND NORTH OF GRANGE ROAD	O/16/78014	NOT STARTED	89		30	30	29			
F/17/82001	OSBORNE QUARTERS POLICY TRAINING CENTRE	F/17/82001	UNDER CONSTRUCTION	30	30						
	WEST END										
337	LAND AT DOG KENNEL FARM, TELEGRAPH ROAD	F/14/74943	UNDER CONSTRUCTION	10	10						
0342	MOORGREEN HOSPITAL, BOTLEY ROAD	F/15/77247	UNDER CONSTRUCTION	43	11						
0347	LAND OFF BOTLEY ROAD	O/15/76418 RM/18/82821	NOT STARTED	100	25	40	35				
0353	LAND AT HATCH FARM, NORTH OF BARBE BAKER AVENUE	F/15/77718	UNDER CONSTRUCTION	98	52						
0360	LAND WEST AND SOUTH OF HORTON HEATH	O/14/75735	NOT STARTED	950				40	170	150	150
				Total	1,291	1,057	705	606	594	590	449
							4,253				

As ED61B with the exception of 375 dwellings at BO2 which were incorrectly included in this table in ED61B when they should have been included as a' resolution'

NOTE - NO LARGE SITE COMMITMENT COMPLETIONS ARE ANTICIPATED POST 31ST MARCH 2033 - COLUMNS REMOVED FROM TABLE FOR EASE OF PRINTING

2026 - 2027	**2027 - 2028**	**2028 - 2029**	**2029 - 2030**	**2030 - 2031**	**2031 - 2032**	**2032 - 2033**	**5 Year Supply**	**Total 2019-36**	**Comment**
							0	0	Complete prior to GLH 5YS Trajectory
							53	53	22 complete prior to GLH 5YS Trajectory
							6	6	51 complete prior to GLH 5YS Trajectory
							0	0	Site complete prior to GLH 5YS Trajectory
							27	27	The site was previously included in Table 14 of HOU021 with an allocation of 30 dwellings. A figure of -3 was included in this table to reflect the lower numbers permitted. However it was not given a policy number or allocated in the plan as events overtook the allocation in the form of this permission.
							951	954	

2026 - 2027	**2027 - 2028**	**2028 - 2029**	**2029 - 2030**	**2030 - 2031**	**2031 - 2032**	**2032 - 2033**	**5 Year Supply**	**Total 2019-36**	**Comment**
0							0	0	Full planning permission granted in appeal on 21st Oct 2015. Foreman Homes are progressing the site. Not started. This permission has now lapsed. However, pre-application discussions are underway with the developers (Foreman Homes) and a new application is expected imminently. 106 gross. 3 losses = 103 net. Phased beyond the 5 year period for consistency with ED61B.
							50	50	
							50	50	NB RM pursuant to the outline for 50 on hold (RM/19/84879)now there is a full application (F/19/84937) for 86 dwellings on this same site - submitted March 2019.
							18	18	This site was previously included in Table 14 of HOU021.
100	47						333	680	
							104	104	
							9	9	
							0	0	

2026 - 2027	**2027 - 2028**	**2028 - 2029**	**2029 - 2030**	**2030 - 2031**	**2031 - 2032**	**2032 - 2033**	**5 Year Supply**	**Total 2019-36**	**Comment**
							40	40	
							24	24	
							92	92	
							45	45	
							130	130	
							0	0	Complete prior to GLH 5YS trajectory started
50	40						0	140	Site phased beyond GLH 5YS
							0	0	Site complete prior to GLH 5YS trajectory
							0	0	Site complete prior to GLH 5YS trajectory
							0	0	Site complete prior to GLH 5YS trajectory
							49	49	

2026 - 2027	**2027 - 2028**	**2028 - 2029**	**2029 - 2030**	**2030 - 2031**	**2031 - 2032**	**2032 - 2033**	**5 Year Supply**	**Total 2019-36**	**Comment**
							0	0	Site lapsed. No sign of renewal so site to be deleted
							803	1,022	Included as 4 separate phases in the GLH 5YS trajectory ED61B - merged here in to a total figure
							0	67	PD conversion. Not included in GLH 5YS trajectory so phased beyond 5 year period
							0	0	Complete prior to GLH 5YS Trajectory
							10	10	
							10	10	Recently permitted site not included in HOU021 trajectory
							0	0	Site complete prior to GLH 5YS trajectory
							72	72	

2026 - 2027	**2027 - 2028**	**2028 - 2029**	**2029 - 2030**	**2030 - 2031**	**2031 - 2032**	**2032 - 2033**	**5 Year Supply**	**Total 2019-36**	**Comment**
							0	0	Site complete prior to GLH 5YS trajectory
							66	66	
							37	37	
50	50	50	50	50	50	50	0	450	Phased beyond the 5 year period. Part of the HH1 allocation now in EBC ownership. See also site 0360 under the West End heading below.
							27	27	
							34	34	
							59	59	In the original version of HOU021 this site was attributed with 29 dwellings in this Table 8 with the other 30 dwellings counted in Table 10 as an allocation under Policy FO2. The allocation in Table 10 will now be deleted and all 59 dwellings captured in this commitment table as per GLH 5YS trajectory

2026 - 2027	**2027 - 2028**	**2028 - 2029**	**2029 - 2030**	**2030 - 2031**	**2031 - 2032**	**2032 - 2033**	**5 Year Supply**	**Total 2019-36**	**Comment**
							49	49	In the previous version of HOU021 this site was allocated for 38 dwellings under policy FO3 (see Table 14). The resolution grants 50 dwellings with the demolition of 1 existing meaning a net gain of 49. Previously this table only captured the difference (11 dwellings). All 49 dwellings are now captured in this table with the reference in Table 14 deleted.
							243	243	In the previous version of HOU021 the 250 dwellings from PHF (now 243 dwellings) were originally included and phased as part of the allowance of 3,350 dwellings at the SGO. The PHF dwellings are now all captured in this table to be consistent with the GLH 5YS trajectory. The previous separate phasing as part of the SGO will be deleted.
50	50	50	50	50	50	55	150	605	In the original version of HOU021 this site was counted in Table 10. It is now captured here and the Table 10 entry will be deleted
							11	11	
							106	106	
							0	0	Complete prior to GLH 5YS trajectory

2026 - 2027	**2027 - 2028**	**2028 - 2029**	**2029 - 2030**	**2030 - 2031**	**2031 - 2032**	**2032 - 2033**	**5 Year Supply**	**Total 2019-36**	**Comment**
							93	93	
							89	89	
							30	30	
							10	10	
							11	11	
							100	100	
							52	52	
150	150	140					210	950	Site moved from Fair Oak in HOU021 and included in West End as per the GLH 5YS trajectory. Allocated under Policy HH1 and owned by EBC. See also site 0359 under the Fair Oak heading above.
400	337	240	100	100	100	105	4,253	6,674	
								6,674	

Table 5: Table 9 of HOU021 updated consistent with ED61B: Resolutions to grant planning permission at and post 1.4.2019															
Site	**Address**	**Parish**	**Net**	**2016 -**	**2017 -**	**2018 -**	**2019 -**	**2020 -**	**2021 -**	**2022-**	**2023 -**	**2024 -**	**2025 -**	**2026 -**	**2027 -**
Ref			**Available**	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**	**2025**	**2026**	**2027**	**2028**
BU1 O/17/80899	Land adj. 4 Brookfield, Providence Hill	Bursledon	20					20							
FO2 F/18/83986	Land north of Mortimers Lane & west of Hall Lands Lane	Fair Oak & Horton Heath	26					26							
BU3 O/17/81166	Land off Providence Hill	Bursledon	92					52	40						
BO2 O/18/83698	Land at Winchester Street (Uplands Farm)	Botley	375							20	30	50	50	50	50
		Total	**138**					**98**	**40**	**20**	**30**	**50**	**50**	**50**	**50**

As per ED61B

2028 - 2029	2029 - 2030	2030 - 2031	2031 - 2032	2032 - 2033	2033 - 2034	2034 - 2035	2035 - 2036	Total Supply
								20
								26
								92
50	50	25						375
50	**50**	**25**						**513**

Table 6: Table 16 of HOU021: New Greenfield Allocations identified in the emerging draft local plan not counted elsewhere in the Trajectory											
Policy Ref	**Site Address**	**Parish**	**Capacity**	**2018-2019**	**2019-2020**	**2020-2021**	**2021-2022**	**2022-2023**	**2023-2024**	**2024-2025**	**2025-2026**
AL1	Land east of Allbrook Way	Allbrook	95							40	40
	Land between 77 Church Road & Recreation Ground	Bishopstoke	0								
FO5	Land east of Knowle Lane	Fair Oak & Horton Heath	0								
FO1	West of Durley Road	Fair Oak & Horton Heath	73								
FO3	Land east of Allington Lane	Fair Oak & Horton Heath	70								
FO4	Land at Lechlade, Burnetts Lane	Fair Oak & Horton Heath	13								
HE2	Land at Sundays Hill & north of Peewitt Hill	Hedge End	0								
BO1	Land south of Maddoxford Lane & east of Crows Nest Lane	Botley	30								15
BO3	Land east of Kings Copse Avenue & Tanhouse Lane	Botley	120								
	Braxells Farm / Land at Long Garden Cottage	Botley	0								
BU1	Land north of Providence Hill, Morellos & Forge Mount	Bursledon	0								
BU2	Heath House Farm	Bursledon	38								
BU3	Land south east of Windmill Lane	Bursledon	0								
AL2	West of Allbrook Way	Allbrook	45								20
FO6	Foxholes Farm	Fair Oak & Horton Heath	0								
BO4	Land at Myrtle Cottage	Botley	22								12
HE3	Home Farm	Hedge End	16								8
HH1	West of Horton Heath	Fair Oak & Horton Heath	100								
DM25a	Land adjacent to 86 Edward Avenue	Bishopstoke	0								0
DM25b	Rear of Shopping Parade & 75-79 Hiltingbury Road	Chandlers Ford	16								

Table 6: Table 16 of HOU021: New Greenfield Allocations identified in the emerging draft local plan not counted elsewhere in the Trajectory											
Policy Ref	**Site Address**	**Parish**	**Capacity**	**2018-2019**	**2019-2020**	**2020-2021**	**2021-2022**	**2022-2023**	**2023-2024**	**2024-2025**	**2025-2026**
DM25c	Common Road Industrial Estate	Chandlers Ford	30								
DM25d	Land at Toynbee Road	Eastleigh	64								20
DM25e	Eastleigh Police Station	Eastleigh	0								0
DM25f	Land at Scotland Close	Fair Oak & Horton Heath	0								
DM25g	Royal British Legion Club, Station Road	Hound	0							0	
	Total		**732**							40	115

NB this phasing is rolled forward a number of years compared to HOU021 in order to ensure consistency with the GLH 5YS at September 2019
Hence no completions phased before 1st April 2024

2026-2027	**2027-2028**	**2028-2029**	**2029-2030**	**2030-2031**	**2031-2032**	**2032-2033**	**2033-2034**	**2034-2035**	**2035-2036**	**Total**	**Comment**
15										95	
										0	Now counted in Table 4
										0	Now counted in Table 4
52	21									73	
35	35									70	Now allocated for 119 but 49 counted in Table 4
13										13	
										0	Now counted in Table 4
15										30	
40	40	40								120	Originally allocated for 70
										0	Now counted in Table 4
										0	Now counted in Table 5
38										38	
										0	Now counted in Table 5
25										45	
										0	Mod to delete - see WoHH below
10										22	
8										16	
			30	30	40					100	100 additional to permissions in Table 4
										0	Permitted for net gain of 9 F/17/80188. Delete
		6	10							16	Formerly DM25. Policy deleted. To be a new bespoke allocation

2026-2027	**2027-2028**	**2028-2029**	**2029-2030**	**2030-2031**	**2031-2032**	**2032-2033**	**2033-2034**	**2034-2035**	**2035-2036**	**Total**	**Comment**
				15	15					30	Formerly carried forward allocation. Category deleted. To be a new bespoke allocation
44										64	Formerly carried forward allocation. Category deleted. To be a new bespoke allocation
										0	New permission for care home and 9 units. Small site. Delete
										0	Unable to prove deliverable. Delete
										0	Permitted for 9 net gain F/17/80123. Club demolished. Delete
295	96	46	40	45	55					**732**	

Table 7 - meet shortfall within 5 years			
	5 Years	7 Years	8 Years
	1.4.11 to	1.4.11 to	1.4.11 to
	31.3.16	31.3.18	31.3.19
1 Local Plan Annualised target 1.4.11 to 31.3.36	650	650	650
2. Expected delivery at 650pa	3,250	4,550	5,200
3. Actual Net Completions (see Table 18 of HOU021)	1,674	3,084	4,246
4. Shortfall	-1,576	-1,466	-954
5. Shortfall / 5	-315	-293	-191
6. Five Year Requirement (1 + 5) x 5	4,825	4,715	4,205
7. Five Year Supply (see Table 2)	5,096	5,135	4,636
	2016-2021	*2018-2023*	*2019-2024*
8. Surplus (7 - 6)	**271**	**420**	**431**

Strategic Planning Research Unit

Appendix 2

Inspectors Examination Report (March 2022)

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

The Planning Inspectorate

Report to Eastleigh Borough Council

by C Masters MA (Hons) FRTPI

an Inspector appointed by the Secretary of State

Date: 14 March 2022

Planning and Compulsory Purchase Act 2004

(as amended)

Section 20

Report on the Examination of the Eastleigh Borough Local Plan 2016-2036

The Plan was submitted for examination on 31 October 2018

The examination hearings were held between 21 November 2019 and Wednesday 29 January 2020. A subsequent additional hearing took place on Tuesday 5 January 2021

File Ref: PINS/W1715/429/6

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Abbreviations used in this report

CLLR	Chickenhall Lane Link Road
DtC	Duty to Co-operate
GTAA	Gypsy and Traveller Accommodation Assessment
HCC	Hampshire County Council
HMA	Housing Market Area
HRA	Habitats Regulations Assessment
IDP	Infrastructure Delivery Plan
LDS	Local Development Scheme
LP	Local Plan
MM	Main Modification
Framework	National Planning Policy Framework (March 2012)
PfSH	Partnership for South Hampshire
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites
SA	Sustainability Appraisal
SAEG	Southampton Airport Economic Gateway
SoCG	Statement of Common Ground
SCI	Statement of Community Involvement
SGO	Strategic Growth Option
SHMA	Strategic Housing Market Assessment
SMS's	Small and Medium Greenfield sites
The Plan	The Eastleigh Borough Local Plan
UCO	Use Classes Order

Non-Technical Summary

This report concludes that the Eastleigh Borough Local Plan provides an appropriate basis for the planning of the Borough, provided that a number of main modifications [MMs] are made to it. Eastleigh Borough Council has specifically requested that I recommend any MMs necessary to enable the Plan to be adopted.

The Council prepared schedules of the proposed modifications and these were subject to public consultation over a six-week period. I have recommended their inclusion in the Plan after considering all the representations made in response to consultation on them. In some cases, I have amended their detailed wording and/or added consequential modifications where necessary.

The Main Modifications that I recommend can be summarised as follows:

- Changes to various elements of strategic policies S2 and S3 reflecting housing land supply, the housing requirement and the housing trajectory to ensure that they reflect the most up-to-date evidence, as well as to ensure that assumptions concerning timing and delivery of certain developments are justified;
- To delete a number of site allocations, and associated infrastructure policies which are unsound or where development has already been completed;
- To delete policy S5 the Strategic Growth Option (SGO) and policy S6 which set out associated infrastructure requirements in the form of a new link road as neither policy is justified;
- To amend policy S1 concerning sustainable development to ensure that the policy provides an appropriate reference to the South Downs National Park as well as ensuring the policy adequately reflects national policy in terms of sustainable travel;
- Modifications to several employment site policies to support the role of these sites in the context of economic growth and to ensure they accurately reflect the changes to the Use Classes Order;
- Changes to various housing allocations to ensure that the policy framework is effective;
- To ensure all site allocations include inset maps so that the applicable policies are consistently and adequately expressed throughout the Plan;
- To amend policy S4 relating to employment land provision as well as the employment land floorspace requirement over the Plan period so it is consistent with the evidence base;
- Modifications to policies E6, E7 and E9 in relation to the provision of the Chickenhall Lane Link Road (CLLR) to ensure the policies are effective;
- Modifications to retail policies DM21 and DM22 to ensure the Plan reflects a justified approach to retail development and town centre uses and to ensure the policies are reflective of the changes to the Use Classes Order;
- Delete policy HE7 relating to the provision of a cemetery at Kanes Hill, Hedge End as the requirement is not justified by the evidence base;
- Add a number of site allocations as individual site allocations with appropriate development criteria to reflect that the sites are no longer listed within policies DM24 and DM25;

- Modify the wording of policy S8 in relation to settlement gaps for clarity and effectiveness;
- Add a new policy concerning the Historic Environment to ensure that the strategic approach to the Borough's historic environment is appropriately reflected within the Plan;
- To provide a comprehensive glossary within the Plan to ensure that the terminology and acronyms used through the Plan are effective;
- To add a monitoring framework at appendix C to ensure the Plan's effectiveness;
- A number of other modifications to the Plan to ensure that the Plan is positively prepared, justified, effective and consistent with national policy.

Introduction

1. This report contains my assessment of the Eastleigh Borough Local Plan in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). It considers first whether the Plan's preparation has complied with the duty to co-operate. It then considers whether the Plan is sound and whether it is compliant with the legal requirements. The National Planning Policy Framework 2012 (paragraph 182) makes it clear that in order to be sound, a Local Plan should be positively prepared, justified, effective and consistent with national policy.

2. The revised National Planning Policy Framework (NPPF) was published in July 2018 and further revised in February 2019 and in 2021. It includes a transitional arrangement in paragraph 214 which indicates that, for the purpose of examining this Plan, the policies in the 2012 NPPF will apply. Similarly, where the Planning Practice Guidance (PPG) has been updated to reflect the revised NPPF, the previous versions of the PPG apply for the purposes of this examination under the transitional arrangement. Therefore, unless stated otherwise, **references in this report are to the 2012 NPPF** and the versions of the PPG which were extant prior to the publication of the 2018 NPPF.

3. The starting point for the examination is the assumption that the local planning authority has submitted what it considers to be a sound Plan. The Eastleigh Borough Local Plan submitted in October 2018 is the basis for my examination. It is the same document that was published for consultation on 25 June 2018.

Main Modifications

4. In accordance with section 20(7C) of the 2004 Act the Council requested that I should recommend any main modifications [MMs] necessary to rectify matters that make the Plan unsound or not legally compliant and thus incapable of being adopted. My report explains why the recommended MMs, all of which relate to matters that were discussed at the examination hearings, are necessary. The MMs are referenced in bold in the report in the form **MM1, MM2** etc, and are set out in full in appendix 1. In a number of instances, the MMs have resulted in the Council updating the policy references. For the avoidance of doubt, where references have been superseded, the references within this report refer to the policy references as they appear on the MM schedule.

5. Following the examination hearings, the Council prepared a schedule of proposed MMs and produced a Sustainability Appraisal Addendum[1] (SA) and updated the Habitats Regulations Assessment[2] (HRA). The MM schedule was subject to public consultation for six weeks. I am satisfied that all reasonable steps were taken to ensure that everyone had an opportunity to review these documents and respond if they wished to do so. I have taken account of the consultation responses in coming to my conclusions in this report. I have

[1] ED106 LUC Sustainability Appraisal Addendum, April 2021
[2] ED107 HRA Report for the Proposed Main Modifications, May 2021

made some amendments to the detailed wording of the main modifications and added consequential modifications where these are necessary for consistency or clarity. None of the amendments significantly alters the content of the modifications as published for consultation or undermines the participatory processes and sustainability appraisal that has been undertaken. Where necessary, I have highlighted these amendments in the report.

Changes to the Use Classes Order (UCO)

6. The Government published The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 which came into force on 1 September 2020. The views of the Council in the context of the Use Classes Order (UCO) changes were sought[3] and where appropriate, particularly in relation to a number of the site allocations and town centre policies, modifications to the policies concerned to reflect these changes have been recommended.

Policies Map

7. The Council must maintain an adopted policies map which illustrates geographically the application of the policies in the adopted development plan. When submitting a local plan for examination, the Council is required to provide a submission policies map showing the changes to the adopted policies map that would result from the proposals in the submitted local plan. In this case, the submission policies map comprises the set of plans identified as SUB002a and SUB002b (policies map north and south respectively).

8. The policies map is not defined in statute as a development plan document, and I do not have the power to recommend main modifications to it. However, a number of the published MMs to the Plan's policies require further corresponding changes to be made to the policies map. In addition, there are some instances where the geographic illustration of policies on the submission policies map is not justified and changes to the policies map are needed to ensure that the relevant policies are effective.

9. These further changes to the policies map were published for consultation alongside the MMs in the form of schedule ED109 and policy map modifications identified at documents ED109a-f.

10. When the Plan is adopted, in order to comply with the legislation and give effect to the Plan's policies, the Council will need to update the adopted policies map to include all the changes proposed as set out at schedule ED109 and documents ED109a-f as published alongside the MMs.

Context of the Plan

11. Eastleigh Borough is bounded by Test Valley to the north west, Winchester to the north east and east, Fareham to the south east, and Southampton to the south and west. The main settlement within the Borough comprises Eastleigh

[3] ED105 Eastleigh's response to the Inspectors letter (ED76) concerning the changes to the Use Classes Order, October 2020

town, with a number of other notable settlements which are predominantly suburban in character. The Borough contains a number of unique features such as the River Hamble which is used as a sailing venue, as well as the Ageas Bowl and Southampton airport.

12. The Local Plan for Eastleigh has a protracted history. This Plan has been prepared to replace the Eastleigh Borough Local Plan 2001-2011. A previous Plan which was submitted for examination in July 2014 and covered the period 2011-2029 was found to be unsound for a number of reasons. The Council have therefore prepared this Plan which will, along with the Hampshire Minerals and Waste Plan October 2013, constitute the full development plan for Eastleigh to cover the Plan period 2016-2036. As part of the examination process, I held hearing sessions between November 2019 – January 2020, after which I wrote a post hearing letter[4].

13. My letter, which I attach at appendix 2 to this report, sets out my detailed findings on a number of significant issues in connection with the soundness of the Plan. In particular, it deals in detail with the proposed strategic growth option (SGO). To avoid unnecessary repetition, sections of that letter are to be read alongside this report. Following further correspondence and action points arising from the hearing sessions, the Council completed additional work to address a number of outstanding concerns. In addition, a further individual hearing session was held in January 2021 concerning proposed site allocation HA2. Consultation on the main modifications took place between 9 June and 21 July 2021.

14. Upon adoption, the Eastleigh Borough Local Plan 2016-2036 will replace the saved policies of the Eastleigh Borough Local Plan Review (2001-2011). I acknowledge that the relative certainty that will be provided by finalising this Plan will be beneficial to the Borough in terms of encouraging sustainable development. In light of the detailed findings contained within the report, the Plan includes a commitment to undertake an update to this Plan within 1 year of its adoption. This is a pragmatic approach to allow this Plan to proceed to be adopted on this basis.

Public Sector Equality Duty

15. The Council have produced an Equalities Impact Assessment[5] which was used to inform the Plan. I have had due regard to the aims expressed in S149(1) of the Equality Act 2010. This has included my consideration of several matters during the examination including the delivery of a mix of housing types (policy DM26), specialist housing for older people (policy DM27) and the delivery of sustainable design and transport (policy DM1). My findings in relation to those matters, including where relevant any significant impacts on equalities and groups with protected characteristics, are set out in the subsequent sections of this report.

[4] ED71 Inspectors post hearings letter, attached as appendix 2 to this report, April 2020
[5] SUB010 Equalities Impact Assessment, June 2018

Assessment of Duty to Co-operate

16. Section 20(5)(c) of the 2004 Act requires that I consider whether the Council complied with any duty imposed on it by section 33A in respect of the Plan's preparation. In this case, up to the point at which the Council submitted the Plan for examination in October 2018.

17. The Council's Duty to Cooperate Statement[6] (DtC) identifies the strategic cross boundary issues which are relevant to Eastleigh and the preparation of this Plan. The report confirms that officers have been actively engaged with a number of relevant bodies including but not limited to a number of neighbouring authorities, the Partnership for South Hampshire (formerly PUSH now PfSH), Transport Working Group, Hampshire County Council (HCC) statutory agencies such as Historic England, Natural England and the Environment Agency as well as other consultees and a number of national agencies and organisations. This demonstrates a clear pattern of joint working in order to consider the important issues relevant to the Plan and demonstrates that clear arrangements are in place for joint working with a number of partner organisations which involved professionals as well as elected members. These issues include but are not limited to population and housing, retail development, economic development, infrastructure provision, conservation of the natural and built environment and transport planning matters.

18. In addition to the above, a number of statements of common ground (SoCG) have been prepared in relation to strategic matters effecting the Borough. These include but are not limited to neighbouring Authorities, the Environment Agency, Natural England as well as HCC. It is clear that the Council have engaged actively and constructively with a wide range of organisations and bodies on a number of cross boundary issues.

Conclusion on duty to cooperate

19. Overall, I am satisfied that where necessary, the Council has engaged constructively, actively and on an on-going basis on strategic matters effecting the preparation of the Plan. The issues have been resolved effectively and there are no concerns from these authorities and organisations regarding the duty to cooperate. I therefore conclude that the duty to co-operate has been met.

Assessment of Other Aspects of Legal Compliance

Local Development Scheme

20. The Plan has been prepared in accordance with the Council's approved Local Development Scheme (LDS). This was published in 2016[7] and updated in 2017. This document set out an expected adoption date of May 2019.

[6] DTC001 Revised Duty to Co-operate Statement, October 2018
[7] ORD002 Local Development Scheme, December 2017, ORD003 Local Development Scheme, September 2016

Although the Plan's content is compliant with the LDS, some delays in its progress have occurred. I am satisfied that there is no fundamental conflict with the LDS.

Public consultation and engagement

21. The Council have outlined how public consultation and engagement has taken place in accordance with the Statement of Community Involvement (SCI). The evidence presented sets out how the Council has sought the views of the community and others as part of the early stages of the formation of the Plan.

22. I note a number of concerns expressed regarding the consultation which was carried out by the Council during the preparation of the Plan. More specifically, these concerns related to the nature of consultation events and availability and quality of the evidence base as well as the extent to which views in relation to the various growth options were taken into account. However, the consultation on the Plan and the MMs was carried out in compliance with the Council's SCI [8] which was subsequently updated in light of the coronavirus pandemic. The Plan has evolved through this process of consultation, and the statement of consultation summarises a number of these consultation responses and identifies the Councils actions accordingly.

23. The fact that the preferred SGO proceeded on the basis of the allocation outlined as policy S5 in spite of a high level of opposition does not in itself demonstrate that the Council failed to have regard to the consultation responses made. Positive plan preparation and engagement is not necessarily closely associated with agreement in relation to the issues involved. Moreover, it goes to demonstrate the strength of local opinion as well as outlining that the Council has indeed been successful in engaging with local residents and interest groups in this regard. As a result, I am satisfied that the consultation carried out whilst the Plan was being prepared was legally compliant and that the Council have taken reasonable steps during the plan preparation process.

Sustainability Appraisal

24. During its preparation, the Plan was subject to a Sustainability Appraisal (SA)[9] as required by the relevant legislation. The SA included a report of the findings of the appraisal, and as required by the relevant legislation, the Council published the report along with the Plan and other submission documents under regulation 19. The SA was subsequently updated to assess the main modifications. [10]

25. The SA assessed a number of distinct growth options across the Borough. The first SA[11] assessed 23 strategic location options and then went onto assess 8 spatial strategic location options. The latter SA prepared at the pre submission stage of the Plan assessed 5 alternative strategic growth options. The

[8] SUB014 Statement of Community Involvement, November 2015
[9] SUB003b Sustainability Appraisal, Main report, June 2018 and SUB016 Sustainability Appraisal Addendum, June 2019
[10] ED106 LUC Sustainability Appraisal Addendum, April 2021
[11] ORD007 Sustainability Appraisal, Main Report 2015

assessment of these alternative options is set out within the SA, including an appraisal of emerging policies and approaches as part of the assessment of reasonable alternatives. The analysis undertaken was to a sufficient level of detail given the scale of development at the SGO when compared with the Small and Medium Greenfield Sites (SMS)s[12].

26. In the context of the SMSs, the SA was systematic in utilising the Council's existing evidence base in accordance with relevant legal requirements. The sites were apprised using a systematic process and proportionate information. I consider that the approach adopted demonstrates that the Plan has taken a proportionate and realistic approach to the consideration of alternative options. I am satisfied that the approach to site analysis in terms of the SMS's is a proportionate and justified one and as a result, the SA provides a satisfactory assessment of the Plan's strategy and policies against reasonable alternatives.

27. A fundamental part of the Council's proposed housing strategy from 2024 onwards is the provision of a Strategic Growth Option (SGO) at land north of Bishopstoke and land north and east of Fair Oak. This is set out at policy S5 which allocates these two sites for 1000 and 4300 homes respectively. Approximately 3350 dwellings were anticipated to be delivered from these sites between 2024 and 2036, along with the necessary associated infrastructure which is significant and included a new link road covered by policy S6. The Plan identified that the remaining figure of approximately 2000 dwellings would be delivered beyond this current Plan period.

28. A number of concerns were raised around the suitability of the SA process, with particular regard to the consideration of reasonable alternatives for the SGO and the methodology and conclusions drawn in relation to the various strategic growth options considered. As I have already highlighted to the Council in my post hearing advice letter of April 2020[13], I raised serious concerns in relation to the assessment of individual reasonable options and secondly, as a result of this, the selection of the preferred SGO option (B/C). On this basis it cannot be demonstrated that the preferred SGO is sound.

29. In light of this conclusion, a number of MMs[14] are necessary to rectify this. The deletion of the SGO from the Plan, along with the associated infrastructure works in the form of policies S5 and S6 and other associated references throughout the Plan to the SGO are necessary for soundness.

30. The SA has been applied iteratively throughout the preparation and examination of the Plan, including an assessment of the main modifications. On this basis I am able to conclude that the appraisal included a proportionate assessment of cumulative impacts, on economic, social and environmental objectives of the Plan as proposed to be modified.

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[12] HOU11A Small and Medium Sites Background Paper, July 2018 and HOU18 Small and Medium Sites Background Paper – Supplementary Site Selection Report, November 2017
[13] ED71 Inspectors letter to Eastleigh Borough Council post hearing, April 2020
[14] MM13,MM14,MM15,MM16,MM17,MM18,MM19,MM20,MM21,MM22,MM23,MM24,MM25, MM63

Habitats Regulations

31. The Plan was subject to a Habitats Regulations Assessment (HRA) during its preparation and was subsequently updated to address the proposed MMs as required by the relevant Regulations. The HRA concludes that the Plan would not affect the integrity of designated sites[15] provided that certain mitigation measures are carried out. Subject to MMs which set out measures to protect the integrity of the sites affected and which I will address in further detail within my report, the Plan includes appropriate policies to secure this mitigation. The Plan also appropriately reflects the SoCG with the Environment Agency and Natural England[16]. In reaching this conclusion, I have also had due regard to the responses received in relation to the MM consultation exercise. As a result, I am satisfied that the relevant legal requirements have been met and that the Plan can therefore be adopted in compliance with the Conservation of Habitats and Species Regulations 2017.

Other legal requirements

32. The Plan includes policies to address the strategic priorities for the development and use of land in the local planning authority's area.

33. The Plan also includes policies designed to ensure that the development and use of land in the local planning authority's area contributes to the mitigation of, and adaptation to, climate change. These include, amongst other things, policies which seek to support sustainable transport and development, green infrastructure, sustainable development, zero or low carbon energy and sustainable urban drainage and to minimise/mitigate flood risk. I acknowledge that a number of representors are of the view that the Plan does not respond appropriately to the climate emergency acknowledged by the Council. However, for the reasons I have set out throughout this report, subject to the MMs which I have outlined, I am able to conclude that the Plan is sound, and I am satisfied that in the context of national planning policy, the Plan contains appropriate policies to help mitigate and adapt to climate change.

34. Appendix A to the Plan contains a list of all of the extant development plan policies that will be superseded when the Plan is adopted as required by regulation 8(5) of the 2012 Regulations. The Plan complies with all other relevant legal requirements, including in the 2004 Act (as amended) and the 2012 Regulations.

Conclusion on legal requirements

35. In light of the above, I therefore conclude that, all relevant legal requirements have been complied with during the preparation of the Plan.

[15] River Itchen SAC, Solent Maritime SAC, New Forest SPA, Solent and Southampton Water SPA/Ramsar

[16] ED47 SOCG between Eastleigh Borough Council, Environment Agency and Natural England, October 2019

Assessment of Soundness

Main Issues

36. Taking account of all the representations, the written evidence and the discussions that took place at the examination hearings, I have identified a number of main issues upon which the soundness of this Plan depends. This report deals with these main issues. It does not respond to every point or issue raised by representors. Nor does it refer to every policy, policy criterion or allocation in the Plan.

Issue 1 - Whether the Plan's spatial strategy is justified and consistent with national policy with regard to the quantity of development that it aims to accommodate over the plan period

Vision, Objectives and Strategy

37. Chapter 3 of the Plan identifies the Vision, Objectives and Strategy for New Development. The Vision for the Plan is identified clearly at paragraph 3.1. It sets out 13 key objectives, formulated around the characteristics and issues facing Eastleigh which are set out in chapter 2 of the Plan. These objectives cover a number of economic, social and environmental factors and support the objectives of national policy. The Vision and Objectives identified collectively provide the context for the strategic policies contained within the Plan.

38. Chapter 3 of the Plan goes onto outline the strategy for new development over the plan period. **MM5** provides additional text to the development principles section, as without this text the Plan does not accurately reflect the development distribution strategy and principles which the Plan refers to. Overall, the approach to the Vision, Strategy and Objectives is consistent with national policy and the overall objectives of delivering sustainable development during the Plan period. **MM1** and **MM121** amend the reference to the Partnership for South Hampshire (PfSH) to ensure it is correctly referenced throughout the Plan. **MM2** is necessary as it deletes references within the reasoned justification to the quantum of greenfield sites in terms of housing delivery which has altered since the Plan was submitted. Additionally, **MM3** updates the overall requirement for new employment floorspace through the Plan period in line with subsequent changes to policy S2 outlined below.

39. Chapter 4 of the Plan sets out the strategic policies for the Plan period, including the preferred development strategy for delivering the growth planned and identified through the Plan over the period 2016 to 2036. The overall context for sustainable development is set out in policy S1. This sets 11-point criteria for the delivery of sustainable development, covering the economic, social and environmental factors which are reflective of national policy in this regard. **MM6** is necessary to amend the wording of a number of criteria to ensure that they are effective in their application, with an additional criterion to be added in relation to the South Downs National Park to ensure that sustainable development has regard to the status given to this area and its designation as an International Dark Skies reserve.

Spatial Distribution of Development

40. The Borough's settlement hierarchy sets the context for the spatial distribution of development across the Borough during the Plan period. It has been informed by a scoring matrix reflecting the existing roles and facilities the centres offer. The principal settlement of Eastleigh represents the main town within the Borough, followed by the two large urban areas of Chandlers Ford and Hedge End. Lower order settlements sit below this tier including the settlements of Botley, Hamble and Bishopstoke and the final tier includes the smallest settlements such as Allbrook and Boorley Green.

41. I expressed concerns regarding the extent to which the evidence base represents the most up to date position in relation to this settlement hierarchy and in particular, whether it reflects the more recent pattern of distribution of development which has occurred in the Borough. As a result, **MM9** is necessary to reflect the evolving role and function of both Boorley Green and Horton Heath given the significant amount of development which has taken place here in recent years. It also adds additional text to the reasoned justification to provide greater clarity in relation to table 1 which identifies the existing settlement hierarchy.

42. Taking this settlement hierarchy as a starting point, the Plan proposes the distribution of new housing growth across existing urban areas, strategic sites, urban extensions and smaller sites to meet more local needs. The Council have clearly defined the factors which have influenced the distribution proposed, in line with the settlement hierarchy. These factors have included, but are not limited to transport and accessibility, landscape and biodiversity and other environmental issues including settlement gaps. **MM4, MM7** and **MM8** are necessary to ensure that the Plan accurately reflects the importance of the role and function of the settlement hierarchy in terms of the distribution of development and spatial strategy proposed by the Plan. Subject to these modifications, the approach to the spatial distribution of development is effective and justified.

43. In order to ensure that the key diagram set out at figure 6 is effective, **MM34** addresses a number of changes required for soundness, most notably the deletion of the SGO and associated infrastructure (covered below), whilst also updating the settlement gaps and residential sites.

Strategic Growth Option

44. A fundamental part of the Council's proposed housing strategy from 2024 onwards is the provision of a Strategic Growth Option (SGO) at land north of Bishopstoke and land north and east of Fair Oak. This is set out at policy S5 which proposes to allocate these two sites for 1000 and 4300 homes respectively. Approximately 3350 dwellings were anticipated to be delivered from these sites between 2024 and 2036, along with the necessary associated infrastructure which is significant and included a new link road covered by policy S6. The Plan identified that the remaining figure of approximately 2000 dwellings would be delivered beyond this current Plan period.

45. I raised serious concerns in relation to the assessment of individual reasonable alternatives for the SGO option and secondly, as a result of this, the selection

of the preferred SGO option outlined at policy S5. The full extent of these concerns regarding the soundness of the Plan are set out in my letter at appendix 2 to this report. In summary, the concerns here relate to the sustainability of this site as a SGO when compared with other reasonable alternatives. In particular, the SGO outlined by policy S5 would generate a greater increase in traffic overall on the rural roads within and on the edge of the South Downs National Park[17] when compared to the other SGO options. The rural nature of these roads forms an integral part of the overall National Park experience. Additional traffic at the sort of level predicted by the evidence base could have a detrimental effect on the communities concerned. Given the statutory importance of the National Park, the scale of development proposed and the potential impacts of increases in traffic movements within and on the edge of the National Park, I am unable to conclude that the selected SGO represents the most suitable option when considered against all other reasonable alternatives.

46. In addition to the locational characteristics of the SGO, the evidence base in relation to transport and accessibility does not justify the selection of this SGO for a number of reasons. These include the distance people would need to travel, the ability of people to walk and cycle, the propensity to use public transport and the level of delay on the highway network. Overall, the evidence base does not justify the selection of the SGO as the preferred option in this regard, and as a result, policy S5 would fail to meet the aim set out in paragraph 34 of the Framework, and the overarching principle of promoting sustainable development.

47. As a result, I therefore conclude that the SGO and associated infrastructure is not justified or consistent with national policy. A number of MMs[18] are necessary to rectify this situation. The deletion of the SGO from the Plan, along with the associated infrastructure works in the form of policies S5 and S6 and other associated cross references and reasoned justification throughout the Plan to the SGO are all necessary for soundness. Given that I do not have the power to recommend main modifications to the policies map, it will be for the Council to amend the policies map in relation to these required changes.

48. The result of the deletion of the SGO is that there will be a shortfall over the Plan period housing requirement of some 2614 dwellings towards the end of the Plan period[19], specifically from 2032 onwards. Paragraph 47 of the Framework requires local planning authorities to identify a supply of specific, developable sites or broad locations for growth for years 6-10 and, where possible, for years 11-15. Even with this shortfall the Plan is therefore

[17] SGOOO23 SGO Comparative Assessment Background Paper: Update on Transport Issues, June 2019
[18] MM13,MM14,MM15,MM16,MM17MM18,MM19, MM20,MM21,MM22,MM23, MM24,MM25,MM63
[19] ED90 Matter 4: Housing Need, Housing trajectory, housing land supply, five year supply and affordable housing, October 2020

consistent with the Framework and in any event the Council have committed to an early review.

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

50. I am mindful of the acute need for Eastleigh to have a Plan. Delivering the sites which the Plan identifies will meet the need and requirement for housing for a majority of the Plan period and would be entirely in accordance with the Framework as I have outlined above. Given the level of shortfall involved and the timing which would be for the last 3 years of the Plan period, this is a proportionate and pragmatic response.

51. Taking into account these modifications, I am of the view that the Plan provides an appropriate strategy in terms of the distribution of development proposed, taking into account the existing settlement hierarchy as well as other sustainability factors such as transport accessibility and environmental constraints.

C*onclusion*

52. Taking into account the MMs set out above, I am satisfied that the Plan's spatial strategy is justified and consistent with national policy with regard to the quantity of development that it aims to accommodate over the plan period.

Issue 2 - Is the strategy for the delivery of new homes across the Plan period soundly based, having particular regard to the housing requirement, the acknowledged shortfall towards the end of the Plan period, and the need to identify a five-year supply of deliverable housing

The Housing Market Area

53. Eastleigh Borough sits completely within the Southampton Housing Market Area (HMA). This HMA also includes Test Valley (in part), Southampton, New Forest (in part) Winchester (in part) and Fareham (Western Wards only). The evidence to support this HMA includes work completed by PfSH[20] concerning housing market geographies across the PfSH area as a whole. It took on board a number of factors including but not limited to updated information concerning migration flows, commuting dynamics, socio economic factors and house types and prices. These factors, when considered collectively informed the boundary of the HMA as set out within the SHMA. From the evidence presented, I am satisfied that the HMA has been based on an effective

[20] HOU001 PfSH Position Statement, June 2016 HOU002a and HOU002b SHMA and Appendices

evidence base. There is no substantive reason to question the definition of the HMA.

The OAN (Objectively Assessed Need)

54. The approach to the OAN is set out across a number of documents. The Council have used the PfSH SHMA OAN Update 2016, (HOUOO3) as a starting point. This was subsequently updated by the Objectively Assessed Needs Background Paper (HOU004) as well as the Council responses contained within their matter 4 statement. HOU004 whilst far from ideal in terms of its presentation and format, provides a clear explanation of the local factors which have been taken into account and where necessary, provides supporting evidence for the adjustments made.

55. This evidence takes the trend-based household projections as a starting point. In terms of demographics, the evidence utilised the 2014 -based household projections which were published by the Department of Communities and Local Government in July 2016. These represented the most up-to-date figures available at that time. A number of sensitivity factors including but not limited to, household formation rates, market signals, evidence on local affordability and affordable housing need, labour force and economic growth have then been taken into account. The Council have explained in detail the rationale for the sensitivity testing applied.

56. There was no uplift adjustment made for economic growth potential within the Borough as it was deemed that the demographically derived figure from the OAN did not require adjustment. This was supported by Oxford Economics 2017 Forecasts, providing a forecast figure which sits centrally within the forecasting range. As a result, the employment forecasting suggests a lower level of job growth than that supported by the population outputs of the OAN. I am content that this is a reasonable approach based on the evidence available.

57. A 1.7% adjustment has been made for vacancy and second home ownership. This figure is supported by the use of Council tax data which has been sourced. In addition, a 15% adjustment has been made for market signals and local demographic changes. I note that some representors have quoted higher figures used elsewhere. Whilst I acknowledge that the appropriate scale of such an uplift can be difficult to judge, this approach is both cautious and reasonable.

58. Since the Plan was submitted for examination, the ONS published their 2018-based household projections (2018-2028) on 29 June 2020. I wrote to the Council in August 2020[21] regarding these new projections and the Council responded[22]. The PPG recognises that the government's official population and household projections are generally updated every 2 years to take account of the latest demographic trends. Wherever possible, local needs assessments

[21] ED75 Letter to Eastleigh Borough Council regarding 2018 household projections, August 2020

[22] ED77 Letter from Eastleigh Borough Council regarding 2018 household projections, August 2020

should be informed by the latest available information. The National Planning Policy Framework is clear that Local Plans should be kept up to date. A meaningful change in the housing situation should be considered in this context, but this does not automatically mean that housing assessments are rendered outdated every time new projections are issued.

59. Utilising the 2018-based projections would result in a reduction of approximately 100 dwellings a year than the annualised OAN figure. Taking into account the fact that this Plan is being examined under the transitional arrangements, as well as the relatively modest difference in the figures before me, I conclude that the 2018 projections do not, in their own right, result in a meaningful change to the housing evidence before me. As a result, the assessment within the housing evidence remains appropriate and robust.

60. To conclude and having regard to the above findings, it is my view that it is appropriate to regard an OAN of 630dpa as representing the Borough's housing need. This figure does not take account of any constraints and has not been influenced by any policy considerations.

The Housing Requirement

61. The Plan sets out a housing requirement at policy S2 of 14,580 for the period 2016-2036 which is informed by the evidence base[23] and subsequent updates following the hearing sessions. This requirement figure includes for two additional matters. Firstly, addressing the shortfall in delivery during the period 2011-2016 (i.e when no Plan was in place). In terms of the shortfall, the Council have applied a target of 650dpa to this time period and identified clearly how the shortfall will be addressed through the housing trajectory. The Council have utilised the PfSH Spatial Position Statement[24] which set out 650dpa for the period 2011-2034. For the purpose of identifying delivery performance for the period 2011-2016, relying on this document is reasonable in the absence of an adopted development plan target. Taking into account the evidence presented and the particular circumstances of this Plan, the 650dpa appears to me to be a reasonable target to use for this time period.

62. Secondly, the requirement also includes an additional contribution towards unmet need within the wider HMA. This is identified at 20dpa. In terms of the wider HMA, whilst I acknowledge that the shortfall which exists maybe larger than this within the wider HMA overall, the Council have provided a clear and justified reasoning for arriving at this figure. This includes but is not limited to, the environmental constraints which exist within the Borough and also the more comprehensive approach to reviewing housing needs through the sub regional work being completed by PfSH for both the Portsmouth and Southampton HMAs. I have no objections from the other authorities to this level of contribution[25]. On this basis, the contribution would appear to me to be reasonable and proportionate. To conclude, I am satisfied that the

[23] HOU004 Eastleigh OAN Background Paper, June 2018
[24] HOU001 PfSH Spatial Position Statement 2016
[25] ED39 SoCG between Eastleigh Borough Council and PfSH Authorities, August 2019

approach adopted to the housing requirement is a sound one and is justified by the evidence base.

Housing Supply Strategy and Distribution of Growth

63. In terms of strategic policies, policies S2 and S3 set the overall context for housing delivery during the Plan period. Policy S2 states that between 2016-2036, the Council will promote the delivery of a minimum of 14,580 dwellings. The policy goes onto define 4 broad categories of supply. **MM10** is necessary to update the policy so it reflects the most up to date figures in relation to these various elements of supply, update to the affordable housing delivery figure as well as updating the employment development figures which I address under issue 3. The modification also deletes part c of the policy which reflected a 3350-dwelling contribution on the SGO which no longer forms part of the Plan. It also introduces additional text to acknowledge the shortfall which occurs at the end of the Plan period which I have addressed at paragraph 48 above.

64. Subject to this modification, this supply includes existing completions (2572 dwellings), dwellings with planning permission or resolutions to grant planning permission (7187 dwellings) an allowance for windfall development (1475 dwellings) and allocated new sites within the Plan (732 dwellings). The policy also refers to the provision of an average of 200 (net) new affordable homes per annum as part of this supply, I shall return to the matter of affordable housing below. Therefore, the majority of the supply over the Plan period is coming from existing commitments.

65. Policy S2 sets out how the Plan envisages this level of housing will be achieved. Some 2572 dwellings reflect existing completions, a significant proportion (7187) will be on existing sites with planning permission or resolutions to grant planning permission. 1475 is identified as an allowance for windfall development. The Council have provided evidence to justify the approach to the windfall allowance[26] and have explained the past delivery rates in relation to windfall. This evidence comprises the Land Availability Monitoring System operated by HCC which makes a distinction between large and small sites. The small site allowance is taken from 2019 and not 2016 (to avoid the inclusion of actual completions) and the large site windfall allowance is counted for the last 7 years of the Plan. I am mindful that the figures presented are in the context of an out of date adopted Plan. However, I am satisfied that there is compelling evidence that the windfall allowance represents a reliable source of supply and the approach to the windfall allowance presents a justified and evidence-based approach.

66. As a result, 732 dwellings would be on new sites allocated through this Plan. Given the significant passage of time since the previous Plan was adopted, it is not an unusual situation that a significant bulk of this supply is coming from existing consents which are either under construction or about to be completed.

[26] HOU020 Housing Trajectory Update, June 2019 and ED101 Housing Supply Update, July 2020

67. Policy S3 seeks to direct the location of new housing development in the first instance to locations within the urban areas, and then greenfield sites. Policy S3 goes on to define these sites in broad terms, with an indication of the location and dwelling numbers that each of the locations will contribute towards overall supply. A significant proportion of the housing supply will come from sites under construction, with planning permission or resolutions to grant planning permission. The policy serves to define the broad strategic locations of housing growth. **MM11** is necessary to delete reference to the SGO and update the locations contributing to housing delivery as well as the dwelling numbers where new smaller greenfield sites within and adjoining settlements are to be located. The modification also adds the housing trajectory into the reasoned justification as well as identifying a number of strategic sites with planning permission for clarity. This modification is necessary to ensure the policy is effective. Overall, the approach to housing as proposed by policy S3 is a justified approach and is consistent with national policy.

68. The supply of sites is made up from existing completions, large site resolutions and commitments, new site allocations as well as a small site and windfall allowance. Detailed information has been provided within the evidence base concerning the deliverability, suitability and availability of these sites as well as highlighting relevant opportunities and constraints. This information has been drawn from but not limited to planning application information as well as discussions with landowners and developers. To my mind, it presents a comprehensive and realistic picture of delivery rates.

69. In accordance with paragraph 47 of the Framework, the Plan identifies key sites which are critical to the delivery of the housing strategy over the Plan period, as well as identifying a supply of specific, developable sites for years 6-10. The Plan would provide for sites to meet the identified need for a majority of the Plan period, following the adoption of the Plan. The Council's commitment to a review of this Plan within 1 year of adoption will ensure that the shortfall is fully and properly addressed. Overall, I am of the view that the housing supply strategy and distribution of growth proposed is sound, justified and would accord with the Framework in this regard.

70. The Strategic Land Availability Assessment[27] report identified specific deliverable and developable sites within existing built-up areas which have the potential to contribute to the Borough's housing requirements. Each site suitability is considered taking into account a number of factors such as access, ground conditions, flood risk, pollution and effect on landscape features. Leading on from this, the Council's evidence on how sites then moved to site allocations is identified[28]. In addition, small and medium sites were also subject to their own background paper[29] setting out the various criteria used. I acknowledge the concerns raised in relation to these assessments, and in particular in relation to those which were not selected for

[27] HOU010a-l inclusive SLAA Report, May 2017
[28] HOU009 From SLAA to Site Allocations, May 2017
[29] HOU11a Small and Medium Sites Background Paper, July 2018, HOU018 Supplementary Site Selection Report, November 2017 and HOU019 Small and Medium Sites Background Paper, October 2018

allocation within the Plan. I also note that in a number of circumstances sites have been rejected with limited consideration of the extent that issues could be resolved or mitigated against. A number of representors have provided examples of measures to address these factors. It seems to me that there have been some inconsistencies in the Council's evaluation of sites. However, these instances are relatively few and far between, and are not so serious that the entire exercise is undermined. In all cases, these matters are subjective and require planning judgement to be applied. Even bearing in mind the potential mitigation measures suggested by others, I consider the outcome of the site selection process to be reasonable and adequately justified.

Housing Trajectory

71. Document ED61b submitted after the hearing sessions outlines the housing trajectory for the Plan period. This was subsequently updated as ED90. This updates the evidence in relation to housing including the Council's matters Statement. In support of the submitted Plan, the Council outlined what it describes as a 'cautious trajectory'[30] with a particular focus on discounting the various components of supply. Whilst I fully understand the reasons provided for taking this approach, it is neither warranted, necessary or an approach supported by the Framework. The evidence concerning past delivery rates is sufficiently clear and sites where doubt remains around their delivery have been addressed.

72. The trajectory identifies a 5% buffer should be applied as the authority does not have a record of persistent under delivery. This is supported by reference to the latest housing delivery test score. I note a number of representors consider that a 20% buffer should be applied. As the Plan is to be assessed under the 2012 Framework, I have taken the guidance within this document concerning under delivery into account. On this basis and taking the past delivery rates over a more extended period of time into account, it is my view that the Council does not have a record of persistent under delivery. The performance is indeed mixed but in my planning judgement this is not reflective of a persistent under delivery situation. As a result, the trajectory for the whole Plan period need only reflect a 5% buffer.

73. The evidence base and indeed the housing numbers which the Council are relying upon have evolved throughout the examination. This is perhaps somewhat inevitable with a lengthy examination. I am mindful of a number of criticisms directed at the Council in this regard. Consistency in terms of the way in which figures have been presented has been an issue. Nevertheless, I am content that the modifications recommended **(MM10** and **MM11)** will remedy any soundness issues in this regard.

[30] HOU007a Housing Trajectory and HOU007b Tables 1-22, June 2018 updates HOU020 Housing Trajectory Update, June 2019 and HOU021 Housing Trajectory Appendices June 2019

Can the Plan deliver a five-year housing land supply for Eastleigh?

74. ED61a and ED90 set out the five-year housing supply position. On the basis of the Plan's overall housing requirement of 14,580 dwellings, the five-year housing requirement (1 April 2019 to 31 March 2024) is 3,827 dwellings.

75. A windfall allowance totalling 162 dwellings over the five-year period (applicable to years 3,4 and 5) has also been included. As demonstrated by paragraph 48 of the Framework, local planning authorities may make an allowance for windfall sites within the five-year supply position, if there has been evidence to demonstrate that such sites have consistently become available in the local area and will continue to provide a reliable source of supply to the housing position. The Council have provided evidence to justify the approach to the windfall allowance[31] and have explained the past delivery rates in relation to windfall as I have set out above. The approach to the windfall allowance presents a justified and evidence-based approach.

76. The evidence to support the delivery of the five year requirement was scrutinised during the examination and where necessary, amendments made to the trajectory in terms of the delivery timeframe and dwelling numbers. In particular, ED61b provided a comprehensive update on both small site and large site delivery, highlighting where necessary differences between these figures and ED20a. It is also the case that a significant component of supply within the five-year position comprises sites which are under construction. It is my view the elements of supply have been based on reasonable assumptions. Taking into account past delivery rates and the evidence presented, there is in my view a clear prospect that there will be an up-to-date supply of specific deliverable sites which are able to provide five years' worth of housing land against the requirement identified at policy S2 upon adoption of the Plan.

Conclusion

77. In conclusion, and subject to the above-mentioned modifications, the Plan's overall approach to the provision of new housing is soundly based. There is a reasonable prospect of a five-year supply of deliverable housing sites on adoption of the Plan. However, given the acknowledged shortfall which will occur in housing supply towards the end of the Plan period, this is an issue which the Council will need to address as part of the review of the Plan. I therefore conclude that in relation to issue 2, the Plan is positively prepared, justified and effective in terms of its approach to housing.

Issue 3 – Whether the Plan's strategy for economic growth including the policies concerning employment sites is positively prepared, justified, effective and consistent with national policy

78. The evidence base comprises the Employment Background Paper (ECON001), and two subsequent updates in the form of (ECON002), July 2018 as well as

[31] HOU020 Housing Trajectory Update, June 2019

(ECON008) June 2019. ECON008 explains that the employment floorspace for the Plan period has been derived from, as a starting point, the PfSH Economic and Employment Land Evidence Base Paper ECON005, May 2016. This evidence results in the floorspace target figure as set out at policy S2 of 144,050sqm.

79. However, as acknowledged by the Council, this work included a five year additional margin of supply. ECON002 takes this starting point and factors in market demand, net losses and anticipated future losses as well new sources of supply in terms of committed sites with planning permission. These factors, when considered collectively, provide an overall net position reflected in this evidence base and updates the target to 80,000sqm over the period 2011-2036. This results in a Plan target of 103,511sqm (2016-2036) once completions and losses during the period 2011-2016 have been taken into account. In terms of office development, although omitted from the submitted Plan, the evidence demonstrates that taking into account completions and losses for the period between 2011 and 2016, a local plan target of 56,800 sqm is justified for office development. These figures accord with the evidence set out at ECON002 and present a positive and robust evidence base upon which to identify the floorspace target for the Plan period.

80. The above updates require modifications to policies S2 and S4 to ensure that the policies are effective. Policy S2 defines the strategic approach to new development across the Borough. **MM10** is necessary to update the overall employment development figure so that it is consistent with the evidence base as outlined above and takes account of the deleted SGO which included provision for approximately 30,000 sqm of employment floorspace. In the context of economic growth, the policy notes that the Council will promote the delivery of a minimum of 103,500 sqm (net) of new employment development during the Plan period, of which 56,000sqm would be E(g)(i)/(ii) development. Identifying the overall office development figure within policy S2 supports the approach to the various site allocations which will make up this supply as the quantum for each site is reflected within the site allocation wording. I will deal with the sites which contribute to the overall delivery of this figure later within my report, however the identification of a singular (net) employment delivery figure in the context of the approach to new development represents a justified approach, and one which will enable the Plan to be effective in the context of delivering sustainable economic development.

81. The strategic approach to employment provision across the Borough is set out at policy S4. The policy sets out 6 locations which will be the focus for new employment opportunities. This includes existing employment locations, new employment development within the urban edge, a number of small-scale employment allocations and the regeneration of both Eastleigh town centre and Eastleigh Riverside. The policy goes on to acknowledge that office and retail development will be focused on Eastleigh town centre in the first instance. In principle, the policy is soundly based and once again is reflective of the core planning principle of making the effective use of land.

82. However, in order to ensure the policy is effective, **MM12** is necessary to the policy and reasoned justification to reflect the new use classes classifications and to ensure the correct site allocation policies are cross referenced within this policy. In addition, in order to add greater clarity, the modification clarifies

the residual target and total employment land supply position across the Plan period and sets out how it is anticipated that the employment floorspace identified by policy S2 will be met. It also sets out the application of the sequential approach to office development. This is both necessary and justified given that a number of the employment site allocations are in out of centre locations.

83. Policy S4 outlines the detailed approach to employment provision over the Plan period. The approach is broadly to support sustainable economic growth in a number of defined locations comprising mixed use regeneration, greenfield development, extensions to existing business parks, and new employment allocations within the urban edges and/or the reuse of buildings in the countryside. In addition, the policy also places an emphasis on the contribution existing employment sites can make through intensification.

84. The second part of the policy outlines the approach to office development which aims in the first instance to locate development within Eastleigh Town centre, the wider Eastleigh urban renaissance quarter, Eastleigh Riverside and in district and local centres. This approach accords with both the Framework as well as the PfSH Economic Development Strategy in terms of promoting this type of use in the most sustainable location which is to be supported. **MM12** outlines a number of modifications to the policy in terms of cross referencing allocations within the Plan, and introduces a table which clearly defines the target for the Plan period and the various components of supply. Subject to the modification outlined above at **MM12**, the policy would provide a positive and aspirational response to the employment requirements of the Borough over the Plan period.

85. The Southampton Airport Economic Gateway (SAEG)/Eastleigh Riverside is defined within the evidence base as an employment area of sub regional importance. It comprises three site allocations within the Plan (E6, E7 and E9) These 3 employment sites make up almost 132,000sqm of allocated floorspace. On the one hand, these sites are noted as strategic employment locations of subregional importance[32]. They are also noted as providing the most significant prime, large scale employment opportunity in southern Hampshire. Indeed, site E6 in particular is extremely well connected to both the town centre and the main railway station within Eastleigh. On the other hand, a number of constraints to the development of these sites are noted, primarily in terms of access and the necessity for the Chickenhall Lane Link Road (CLLR) to provide appropriate access to the sites.

86. I have concerns given the acknowledged long term aspirational nature of some of these SAEG/Eastleigh Riverside sites, having regard to national policy contained within the Framework, namely that long term protection for employment purposes is not reasonable if there is no reasonable prospect of the site being used for that purpose (paragraph 22). The additional evidence[33] prepared on this issue by the Council explains that the Council would not need all the potential employment land within the SAEG/Eastleigh Riverside area to

[32] ECONOO6 LEP Transforming Solent Growth Strategy, January 2015
[33] ED103 Employment Provision and the CLLR, October 2020

come forward within the Plan period. Appendix 4 to ED103 also clearly sets out the various components of supply within the Eastleigh Riverside area and the potential access options. On balance, I am content that the longer-term nature of these SAEG/Eastleigh Riverside employment site allocations is a justified approach given the acknowledged infrastructure requirements which would be necessary and the wider benefits that these would deliver to Eastleigh as a whole.

87. In terms of existing employment sites, policy DM15 provides a policy framework to protect major, long established employment sites which are allocated on the policies map and provides a criteria-based approach in order for any redevelopment proposals to be assessed. The policy permits the redevelopment of these allocated sites for employment uses as well as permitting flexibility for other employment uses outside of the B use classes. This is provided certain criteria are met including ensuring the proposals would not have a significant impact on the continued primary use of the site and whether the use would be preferable in terms of the amenity of the area or highways safety. This wording adds flexibility to the policy and avoids a blanket restriction on the loss of employment land which should be avoided. **MM46** is necessary to update the policy in light of the changes to the UCO. On balance, and subject to the modification outlined, the policy presents a proportionate approach to the safeguarding of existing employment sites within the Borough.

Conclusion

88. In conclusion, and subject to the modifications outlined above, the Plan's strategy for economic growth, including the policies concerning employment sites, is positively prepared, justified, effective and consistent with national policy.

Issue 4 – Whether the Plan's site allocations are justified, deliverable and consistent with national policy

Introduction

89. The site allocations which will contribute to the delivery of the planned level of growth over the Plan period are set out at chapter 6 of the Plan. Within my report, I do not propose to address all of the site allocations, particularly where there is no requirement for main modifications. Where individual site allocations include necessary infrastructure such as schools and public open space, this is reflected within the policy itself.

90. **MM51** and **MM52** delete policy DM24 from the Plan and the associated reasoned justification. This is necessary as the policy merely listed sites which had the benefit of planning permission and these sites are largely under construction or built out. For the same reasons, **MM53** deletes policy DM25 from the Plan**.** However, where sites are still under construction these have been included as new separate allocations**.** Given that I do not have the power to recommend main modifications to the policies map, it will be for the Council to amend the policies map in relation to these required changes.

91. In addition, the following sites identified as individual allocations either have planning permission, have been completed or have been amalgamated with

other allocations within the Plan so are to be deleted through the following main modifications – FO2 (Land North of Mortimers Lane) **MM65**, FO5 (Land East of Knowle Lane) **MM68**, FO6 (Foxholes Farm, Fair Oak) **MM69**, FO7 (Land at Costalot Stables, Blind Lane, Horton Heath) **MM70**, FO8 (Hammerley Farm, Anson Road, Horton Heath) **MM71**, BU6 (Land adjacent to Woodleigh, Windmill Lane, Bursledon) **MM79,** CF3 (Land south of the supermarket and east of Bournemouth Road, Chandlers Ford) **MM91,** E2 (Land at Woodside Avenue, Eastleigh) **MM94**. Furthermore, site allocations BU8 (Open space at Long Lane, Bursledon) **MM82** and HO1 Country Park, (Land south of Bursledon Road) **MM86.**

92. E10 (Land south of M27, junction 5) **MM101** E11 (Western extension to Lakeside Country Park, Eastleigh) and **MM102** are also deleted from the Plan as the proposed open space is complete and open for public use. Site allocation HE7 referred to the provision of a cemetery at Kanes Hill, Hedge End. This policy is not justified by the evidence base as there is no evidence to support such a requirement so has been deleted accordingly from the Plan **(MM111)** along with the necessary associated changes to the reasoned justification. It will be for the Council to amend the policies map in relation to these required changes.

Bishopstoke, Fair Oak and Horton Heath

Strategic Growth Option (SGO)

93. A SGO is proposed at policy S5 at land north of Bishopstoke and land north and east of Fair Oak. This policy sought to allocate two sites for 1000 and 4300 homes respectively.

94. I have already set out clearly my reasons for the deletion of the SGO and associated infrastructure from the Plan. Policies S5 and S6 are deleted from the Plan through **MM13 - MM25** inclusive. In order to avoid excessive repetition on this issue, I do not propose to address all of these modifications individually. However, they are all necessary to enable the Plan to be effective.

95. In Bishopstoke, aside from the deleted SGO and associated infrastructure requirements, the only remaining allocation is for healthcare provision in the form of policy Bi1, South of Stokewood Surgery, Bishopstoke. **MM62** provides an inset map for the allocation consistent with how other allocations are referred to within the Plan and adds reasoned justification to outline how the site may provide for additional healthcare needs arising as a result of the planned housing growth in the area, namely land West of Horton Heath which I refer to below. This modification is necessary for the policy to be justified and effective in its application and subject to this modification, the policy is sound.

96. In terms of Fair Oak, apart from the deleted allocations which I have outlined above, there remain 5 site allocations within Fair Oak. Policy FO1 is allocated for residential development at West of Durley Road, Horton Heath. **MM64** amends the reference within the policy to the settlement gaps, provides an appropriate cross reference to policy DM6 and also updates the reference to wastewater infrastructure provision and delivery to ensure the policy approach

is justified and effective in this regard. Subject to this modification, the policy is sound.

97. Policy FO3 relates to East of Allington Lane. This is also a site allocated for residential development. **MM66** includes a number of changes to make the policy more effective. As above, these include providing an appropriate cross reference to policy DM6 and also updates the reference to wastewater infrastructure provision and delivery to ensure the policy approach is justified and effective in this regard. The approximate number of dwellings has also been increased from 38 to 119 to reflect the most recent planning permission on the site. The reasoned justification is also amended to include a reference to the ecological interest of part of the site. Subject to this modification, the policy is sound.

98. Policy FO4 refers to Lechlade, Burnetts Lane, Horton Heath. **MM67** updates the reference to wastewater infrastructure provision and delivery to ensure the policy approach is justified and effective in this regard, and for the same reasons provides an appropriate cross reference to policy DM6 within the policy. Subject to this modification, the policy presents a sound approach.

99. Policy HH1 refers to Land west of Horton Heath and is recommended as **MM73**. This comprises and amalgamates the sites previously allocated under policy DM24 as sites 28 and 39 as well as site FO6. As a single allocation, the site represents a strategic allocation for approximately 1500 dwellings, employment land, open space, retail and associated infrastructure provision. The site has outline planning permission and is now, along with an adjoining site (site allocation FO5) owned by Eastleigh Borough Council who is also the developer. In accordance with the housing trajectory, this site will contribute 210 units to five-year supply and there is clear evidence to support this. The policy presents a detailed criteria led policy, referring to a masterplanning approach for the site and providing detailed guidance in this regard within the reasoned justification. The allocation is reflective of the recent planning permissions on the site and is necessary and justified given the comprehensive criteria based approach which the policy presents. **MM73** also sets out within the reasoned justification reference to the provision of new local facilities for Horton Heath. The allocation will also necessitate the approximate location of necessary highways improvements and open space provision to be illustrated on the policies map. Given that I do not have the power to recommend main modifications to the policies map, it will be for the Council to amend the policies map in relation to this required change. The modification presents a sound approach to the allocation and development of this strategic site in a comprehensive manner which will make a significant and important contribution to housing delivery over the Plan period.

Bursledon, Hamble-le-Rice and Hound

100. Within Bursledon, Policy BU1 allocated a residential development site for approximately 19 dwellings at Land North of Providence Hill. **MM74** updates the reference to wastewater infrastructure provision and delivery to ensure the policy approach is justified and effective in this regard, as well as providing an appropriate cross reference to policy DM6. Subject to this modification, the policy is sound.

101. Policy BU2 refers to Heath House Farm and is a further residential site allocated for approximately 38 dwellings. In parallel with BU1 above, **MM75** updates the reference to wastewater infrastructure provision and delivery to ensure the policy approach is justified and effective in this regard, as well as providing an appropriate cross reference to policy DM6. It also adds text in relation to supporting the Bechstein's food source (grassland habitat) to ensure that ecological matters in relation to the site are adequately addressed. In light of this modification, the allocation is sound.

102. Policy BU3 allocates a residential development site for approximately 50 dwellings at land lying south east of Windmill Lane. **MM76** updates the reference to wastewater infrastructure provision and delivery to ensure the policy approach is justified and effective in this regard, as well as providing an appropriate cross reference to policy DM6. The policy wording has also been strengthened in relation to the adjoining Bursledon Windmill Conservation Area to ensure that the heritage assets are adequately referenced within the policy, to ensure that the policy is effective. Subject to this modification, the policy is sound.

103. **MM77** and **MM78** provide inset maps for the associated allocations at policy BU4 (Tansfield Stud) and BU5 (Land at Heath Green, Heath House Lane, Hedge End). The inset maps are justified to ensure the policies are effective in terms of their application and to ensure the Plan presents a consistent approach in this regard. Subject to these modifications, policies BU4 and BU5 are sound.

104. Finally, policy BU6 allocates the Riverside Boatyard, Blundell Lane, Burlesdown for mixed use development. The modification here is addressed by **MM80**, a number of the changes necessary are to ensure a consistency of approach in relation to the two boatyard sites (see policy HA2, Riverside and **MM84** outlined at paragraph 109 below).

105. With **MM80**, the allocation reflects that the Boatyard use itself is protected through policy DM20, and accordingly the site is more accurately described as adjoining the boatyard. The site boundary requires amending to reflect this. Given that I do not have the power to recommend main modifications to the policies map, it will be for the Council to amend the policies map in relation to this required change.

106. An inset map is also necessary to identify the site area, for consistency with how other site allocations are identified within the Plan. Appropriate uses include boatyard and/or hotel use as well as holiday accommodation. These uses are reflective of the potential of the site to accommodate a range of uses identified. A number of development criteria have been amended, in principle these relate to the provision of SuDS, details of buffering required to protect the headwater system and associated waterway as well as specific measures relating to green infrastructure and habitat provision. These modifications are necessary to ensure that the ecological impacts of any proposed development here are adequately addressed. For the same reason, a contribution towards the Solent Recreation Mitigation Partnership is also identified by the policy as well as the provision of a management plan in order to improve the relationship of the site to the River Hamble and sites designated as being of nature conservation value.

107. I have also amended modification **MM80** following the main modifications consultation to ensure consistency with paragraph 6.2.56 and policy HA2 of the Plan, as there is no evidence of long identified need for a high-quality hotel to be provided within the Hamble Peninsula. The evidence in this regard is both limited and dated and the Council accepted this position in relation to site HA2. As a result, the modification deletes the reasoned justification at 6.2.32.

108. Within Hamble-le-Rice, there are a total of 3 allocations. **MM83** provides an inset map for the associated allocation at policy HA1, Railway station parking, Hamble. **MM85** provides an inset map for Hamble Airfield. In both of these instances, the inset map is justified to ensure the policies are effective in terms of their application and to ensure the Plan presents a consistent approach in this regard. Subject to these modifications, the policy approach is sound.

109. Policy HA2 allocates the Mercury Marina and Riverside Camping and Caravan Park for mixed use development. This site was subject to discussion at two separate hearing sessions during the course of the examination. The site is a brownfield site which provides an important function for the local community through the provision of, amongst other things, water sports facilities and uses used by the local sea scouts and sea cadets. The allocation outlines that the site is suitable for a range of uses including marina, holiday accommodation and car parking/boat storage. However, **MM84** deletes the specific reference to hotel use within the policy along with the reasoned justification as there is no evidence to support the long-identified need for a high-quality hotel on the Hamble Peninsula. Accordingly, this element of the policy is not justified by the evidence base.

110. There was significant evidence presented in relation to the viability of a number of development options on this site, as well as more extensive development proposals forming part of a masterplan approach for the site. In order to recognise that alternative uses may be supported here, the modification **MM84** mirrors the wording of policy DM20 in terms of acknowledging that floorspace not restricted to boat related uses maybe suitable on the site. This is necessary for the policy to be justified and positively prepared. In addition, the modification strengthens the reasoned justification in relation to the training facilities for sailing and canoeing and other water sports which use the site, placing an emphasis on not just retaining but enhancing these facilities. Given the widely recognised important community role that these facilities provide this is also necessary for the policy to be justified. Furthermore, the reasoned justification is also amended to emphasise the ecological sensitive locations adjacent to the site and to provide a cross reference to policy DM11 in this regard. Subject to this modification, the allocation at Mercury Marina and Riverside Camping and Caravan Park is sound.

Chandler's Ford and Hiltingbury

111. There are three site allocations in total for Chandler's Ford. **MM87** provides for a new policy at CF1 Land at Common Road Industrial Estate, Chandler's Ford. This is an allocation for approximately 30 dwellings, the site was previously listed under policy DM25. It reflects the changing nature of the immediate area, for example the Drapers Tools factory site opposite the site has planning

permission for residential use. The modification provides a criteria-based policy approach, covering such matters as the existing topography and flood risk, vehicular access, a cross reference to policy DM6 in terms of sustainable urban drainage and the requirements for a site level HRA. Overall, the policy presents a justified and effective approach. Given that I do not have the power to recommend main modifications to the policies map, it will be for the Council to amend the policies map in relation to this required change.

112. Policy CF2 is Land to the rear of 75-99 Hiltingbury Road, an allocation for approximately 16 dwellings through **MM88**. This site was also previously listed on the now deleted policy DM25. The policy and reasoned justification reflect a criteria-based approach to the development of the site, and the policy is justified given the sites central location in close proximity to a number of services and facilities. As a result, the policy represents a sound approach. As noted above regarding site CF1, as I do not have the power to recommend main modifications to the policies map, it will be for the Council to amend the policies map in relation to the required changes.

113. Policy CF3 relates to the Central Precinct in Chandler's Ford. It is allocated for a mixed commercial and residential development, **MM89** amends the identified uses in light of the changes to the UCO, as well as including a cross reference to policy DM22 and referencing the wastewater network. Overall, the allocation presents an appropriate mix of uses within this central location and the policy is sound.

114. Finally, policy CF4 allocates Land at Steele Close, Chandlers Ford for a mixed-use development. It comprises an operational fire station which has been declared surplus to requirements by the Hampshire Fire and Rescue Service. **MM90** amends the site area and the uses in light of the changes to the UCO and includes a reference to the application of the sequential test given the sites location adjacent to junction 13 of the M3. Given that I do not have the power to recommend main modifications to the policies map, it will be for the Council to amend the policies map in relation to these required changes. Overall, the policy subject to the modification outlined, presents a proportionate approach given the site's location and the uses envisaged and the policy is therefore sound.

Eastleigh

115. This is the main town within the Borough, providing the main shopping centre for the Borough as well as a number of significant employment locations. The approach to the site allocations here are to address a number of land use requirements including retail and employment provision over the Plan period. A number of the main modifications are required to reflect the changes to the UCO which have occurred since the Plan was submitted for examination, in particular these changes have had significant impacts on the approach to the designated shopping frontage which I shall set out in further detail below.

116. Policy E1 contains the Land at the Civic Offices, Leigh Road. The site is allocated for a range of uses including offices, employment, education and training with community facilities and residential use also referred to. **MM92** amends the site area, inset map and address to delete the reference to the former Magistrates Court which no longer forms part of the allocation. It will

be for the Council to amend the policies map in relation to these required changes.

117. The modification also places an emphasis on achieving a density of development which optimises the use of the site and deletes the previous reference to a masterplan which is neither justified nor necessary at this site. Corresponding changes to the reasoned justification are also included within the modification. Subject to **MM92**, the site allocation is sound and justified.

118. **MM93** replaces the deleted policy E2 which allocated Land at Woodside Avenue (deleted as site under construction and largely complete) with Land at Toynbee Road for residential development comprising approximately 64 dwellings. This allocation was originally listed under policy DM25 (now deleted). The site includes the vacant Jewsons store and a number of vehicle rental, repair and storage business premises. The site is well located in terms of accessibility to shops and services within the town. The allocation includes a number of development requirements. In terms of permeability, the allocation reflects the fact that the existing footbridge into Archers Road does not meet current standards and as such the allocation includes for a replacement footbridge over the railway line to the immediate north of the site. It will be for the Council to amend the policies map in relation to these required changes. Overall, the allocation is adequately justified by the evidence and is sound.

119. Policy E4 is for the Urban Renaissance Quarter. This is a mixed-use site allocation on the approach to Eastleigh town centre. Recent planning permissions as well as completed developments limit the extent to which opportunities for redevelopment exist in this location, particularly because a number of the individual development sites within the allocation have recently been completed. As a result, the Council will need to revise the boundary as illustrated for the allocation on the policies map to reflect these changes. It will be for the Council to amend the policies map in relation to these required changes.

120. **MM96** is necessary to amend the policy in light of these recent permissions and completions. The modification deletes (iii) which was text relating to the Romsey Road frontage. The Plan as a whole places an emphasis on higher density development within Eastleigh. In order to ensure the policies of the Plan support this, **MM96** also amends the wording of criteria (i) to ensure that any residential, office or community development here achieves at least three stories in height. This is necessary for the policy to be effective.

121. Eastleigh River Side (policy E6) relates to an extensive area including existing industrial sites and railway sidings to the east of Eastleigh railway station and extending to Southampton airport to the south. The area also includes currently inaccessible greenfield land to the south of the Fareham railway line. It presents potentially the most significant brownfield development site within the Borough and subject to the necessary infrastructure works outlined within the policy, has the capacity to deliver a significant amount of floorspace and deliver a range of appropriate town centre uses, including residential development. In order to achieve this, the policy requires a masterplan approach, which should emphasise the genuine opportunities for enhanced pedestrian and cycle connectivity between the site and the town centre.

122. Policy E6 identifies appropriate uses and seeks to promote the redevelopment of existing industrial premises subject to a number of detailed policy criteria. In the first instance, the policy would require the preparation of a development brief and masterplan for the site, which could include, mixed use development with opportunities for a variety of land use types as supported by the policy wording. This presents a flexible approach which would allow development proposals to be assessed against a defined set of development criteria which are justified and effective. **MM97** amends the uses which are deemed to be appropriate at the site, reflective of the changes which have occurred to the UCO. The modification adds additional policy wording to the criteria to ensure that provision is made for the relocation or retention of the existing bus depot facility, this is necessary for effectiveness. Furthermore, the modification also ensures that specific reference is made to the area within Eastleigh Riverside which is defined for business and/or industrial development, this is justified in light of the employment evidence base. I outline at paragraphs 85 to 86 the relevance of the CLLR to the development potential of this site, as well as policy E7 and E9. Accordingly, I do not propose to repeat these points here but merely acknowledge the important role the CLLR can play to the long-term vision for this site and the neighbouring site. **MM97** ensures that this key infrastructure component is accurately reflected by the policy and reasoned justification. Subject to this modification, policy E6 is sound.

123. Policy E7 refers to development opportunities adjoining Eastleigh Riverside, specifically east of the railway works. The policy seeks to permit the development of 8.5 hectares of land for employment generating uses provided a number of detailed criteria are met. **MM98** removes text within the policy relating to policy E9 which is not relevant to the policy wording, amends the site area to ensure it is accurate, updates the uses which will be appropriate in light of the changes to the UCO, and includes an appropriate cross reference to the CLLR. The modification also introduces additional reasoned justification to acknowledge the important economic role that the site has. This is a justified approach. Given that I do not have the power to recommend main modifications to the policies map, it will be for the Council to amend the policies map in relation to these required changes. Overall, subject to this modification, the policy is sound.

124. Policy E9 relates to the allocation at Southampton Airport. The policy provides a framework for future development at the airport, recognising that the Council will continue to work with the operators to promote its viability and support its expansion subject to a number of development criteria. **MM100** adds an inset map, amends the reference from countryside gaps to settlement gaps for consistency with the rest of the Plan, updates the amount of floorspace envisaged for employment uses and/or airport related activities and updates the uses which are considered appropriate in light of the changes to the UCO (including changes to the reasoned justification) and provides an appropriate cross reference to the CLLR. The modification also adds additional development criteria relating to a site level HRA requirement. This modification is necessary in order to ensure the policy is effective and as a result the policy is sound.

125. **MM103** provides an inset map for the associated allocation at policy E12 Aviary Estate, Eastleigh. The inset map is necessary to ensure the policy is effective in terms of its application and to ensure the Plan presents a

consistent approach in this regard. Subject to this modification, policy E12 is sound.

Allbrook and North Boyatt

126. There are two site allocations at Allbrook, policy AL1, Land east of Allbrook Way and policy AL2, Land west of Allbrook Way. Policy AL1 allocates the site for approximately 95 dwellings. **MM104** deletes the references within the policy to the SGO which no longer forms part of the Plan. As a result, the references within the policy to a new link road are changed to relief road with an appropriate reference to addressing the existing traffic constraints on Allbrook Hill and the requirement for an appropriate transport assessment. This is a justified approach. The modification also introduces a cross reference to policy DM6 and the delivery of the necessary wastewater network reinforcement. Subject to this modification, the policy at AL1 is sound.

127. Policy AL2 allocates a site at Land west of Allbrook Way for approximately 45 dwellings. **MM105** deletes the references within the policy to the SGO which no longer forms part of the Plan. As a result, the references within the policy to a new link road are changed to relief road with an appropriate cross reference to policy AL1 above. The modification also introduces a reference to an appropriate landscape scheme, this is justified to ensure that the impacts of the development are suitably addressed in this regard. The modification also introduces a cross reference to policy DM6 and the delivery of the necessary wastewater network reinforcement. The modification also deletes the reasoned justification set out at paragraph 6.4.73 concerning the SGO which has been deleted through other modifications referred to within this report. Subject to this modification, the approach is sound.

Hedge End, West End and Botley

128. There are 6 key housing site allocations within Hedge End. The town and immediate area have seen a significant amount of new residential development in recent years. It now represents the second largest settlement in the Borough and contributes a significant proportion of employment floorspace, as well as out of town retail development. The allocations here reflect the settlement's exiting provision and look to expand upon the established role the centre has within the Borough.

129. Land West of Woodhouse Lane (HE1) is a strategic site allocation for approximately 605 dwellings and associated infrastructure including a new secondary school, sports facilities, new local centre and public open space. Planning permission has been granted for the development of the site and this is reflected in the latest housing trajectory which envisages 105 dwellings contributing towards five-year supply and there is clear evidence to support this. **MM106** is necessary to ensure the policy reflects the most up to date housing delivery figures, changing the reference from countryside gaps to settlement gaps to ensure consistency with other policies within the Plan, as well as updating the reference to wastewater infrastructure provision and delivery and the addition of a cross reference to policies DM34 and DM6 to ensure the policy approach is justified in this regard.

130. Policies HE2 and HE3 are allocated for approximately 106 and 16 dwellings respectively. Allocation HE2 refers to Land at Sundays Hill and Land north of

Peewit Hill Close, a further site which has planning permission. Policy HE3 refers to Land at Home Farm, St John's Road, Hedge End which will delivery housing beyond the first 5 years of the Plan. Although a majority of the site is safeguarded for sharp sand and gravel in the adopted Hampshire Minerals and Waste Local Plan (2013), I am content that the site represents an appropriate housing site despite this safeguarding. Both of these sites include detailed criteria-based policies covering a number of matters including housing types and tenure, infrastructure provision and appropriate landscaping measures. **MM107** and **MM108** are necessary to make the policy wording, cross referencing to policies within the Plan and associated reasoned justification more effective and also reflect a consistent approach to wastewater provision across the site allocations.

131. Land off Peewit Hill Close and Dodwell Lane is covered by policy HE4. This is a prominent site located just off junction 8 of the M27 and is allocated for employment purposes. **MM109** is necessary to reduce the site area as the original site area identified is not deliverable. In order to reflect this, a new inset map has been produced and associated updates to the policies map will be necessary. It will be for the Council to amend the policies map in relation to this required change. In addition, the policy wording will be strengthened to identify the amount of employment floorspace deliverable on the site and include references to the application of a sequential site assessment as well as adding additional references to landscape screening. **MM81** is also necessary to delete the associated reasoned justification for consistency. Subject to these modifications, the policy is sound.

132. **MM110** is necessary to modify policy HE5 Land at Netley Firs, Kanes Hill, Hedge End which is a further employment site to provide greater clarity in relation to the amount of floorspace the site can provide and the changes to the UCO.

133. West End lies to the south western boundary of the Borough adjoining Southampton. It includes a local centre and contains a significant amount of the Borough's employment floorspace. As a result, 3 of the allocations in the West End are for employment purposes with the remaining allocation covering the Ageas Bowl.

134. Policies WE1, WE2 and WE3 are site allocations for employment use at Chalcroft Business Park. The existing business park is covered by policy WE1 whilst policy WE2 represents an opportunity to extend the existing business park provision through a modest extension to the south of the existing allocation. This site is in single ownership and represents an opportunity to deliver employment floorspace during the earlier years of the Plan period. In a similar manner, WE3 allocates land to extend the existing Berrywood Business Park. **MM112, MM113 and MM114** amend the policies so that they are consistent with other site allocations in indicating the site area clearly within the Plan. Additional text to the policies to indicate the application of the sequential approach in relation to any office use is also necessary in light of the Council's overall approach to employment floorspace in out of centre locations. Subject to these modifications, the policies present a sound approach.

135. Policy WE4 allocates the Ageas Bowl and Tennis Centre at Botley Road. Part of this site includes the internationally known cricket facility which is the home of Hampshire County Cricket. The importance of this facility to Eastleigh and beyond is recognised within the Plan, which highlights that the Ageas Bowl along with the Hampshire Tennis and Health club, associated golf course and hotel venue provide a centre of sporting excellence of regional significance.

136. Notwithstanding the recognised regional significance of the facilities located here, there is a need to balance the importance of this site with the wider landscape character of the area. In order to do this, the allocation should seek to provide a positive policy framework for any future development proposals, whilst focusing on the outdoor recreational focus. Given this objective and the site's acknowledged regional and international significance, the current policy wording presents a restrictive approach which is neither justified nor effective. Accordingly, **MM115** seeks to address this by amending the policy wording to provide a positive approach to supporting new development in this location, where it facilitates the important sporting role of the site. The criteria-based policy also recognises that an element of residential development on the north west corner of the site, as defined on the policies map maybe acceptable. However, any development of this nature would need to ensure that the function of the Ageas Bowl as an international cricket ground and events location is not compromised, and the revised policy wording reflects this requirement.

137. For consistency with how other site allocations are referenced within the Plan, the modification also provides an inset map. The site boundary is also extended to reflect the modification proposed. It will be for the Council to amend the policies map in relation to these required changes.

138. The modification goes on to provide a greater emphasis on providing high quality design development which respects the existing site and its wider setting, including no adverse impacts on the adjacent Telegraph Woods SINC. Subject to this modification, the policy for the Ageas Bowl and Tennis Centre presents a sound approach.

139. The Parish of Botley is located on the eastern boundary of the Borough, bordering Fair Oak and Horton Heath. There are 4 site allocations for residential development here as follows.

140. Policy BO1 allocates Land south of Maddoxford Lane and east of Crows Nest Lane for residential development. The capacity of the site reflects its rural setting and the development criteria within the policy cover issues such as access, biodiversity and landscaping. **MM116** is necessary to make the policy wording and associated reasoned justification effective and reflects a consistent approach across the site allocations to wastewater provision. Subject to this modification, the policy approach is sound.

141. Policy BO2 is a 26-hectare site on the north eastern side of Winchester Street. It represents one of the larger allocations in Botley for up to 375 dwellings and the site has a resolution to grant planning permission. In accordance with the trajectory, it will contribute 50 units to the five-year supply and there is clear evidence to support this. A number of modifications are necessary for the policy to be justified and effective, there are covered by **MM117**. The site

name has been amended to more accurately reflect the location of the site. It will be for the Council to amend the policies map in relation to these required changes.

142. In addition, the number of dwellings the site can deliver has also been amended to more accurately reflect the recent resolution to grant planning permission here. The recent resolution to grant planning permission does not include any employment floorspace and accordingly, the modification seeks to delete this requirement from the policy as this is no longer deliverable. The policy wording in relation to the sustainable drainage strategy has been amended to cross reference policy DM6. The wording in relation to public rights of way has been amended to include reference to the delivery of a section of the new strategic footpath/cycleway/bridleway route between the Winchester Road and Wangfield Lane to link with the proposed Botley to Bishops Waltham rail trail. Given that I do not have the power to recommend main modifications to the policies map, it will be for the Council to amend the policies map to reflect this route.

143. Finally, the final criterion in relation to wastewater provision is amended through the modification to ensure, amongst other things, the development is phased to align with the delivery of any necessary wastewater network reinforcement. Subject to this modification, the policy presents a sound housing allocation in a suitable location which will play an important role in contributing a number of dwellings to the five-year housing supply.

144. Policies B03 and B04 are smaller housing sites within Botley. B03 is Land east of Kings Copse Avenue and east of Tanhouse Lane and is allocated for approximately 120 dwellings. The site falls within the River Hamble Country Park Estate, and **MM118** amends the policy including the site area and increases the indicative number of dwellings to reflect the most recent evidence produced by the landowner. It also adds a reference to River Hamble Country Park Estate within the reasoned justification. The modification also cross references policy DM6 whilst ensuring that the policy adequately references the wastewater network. **MM119** to policy BO4 which is Land north of Myrtle Cottage, Winchester Road also cross references policy DM6 whilst ensuring that the policy adequately references the wastewater network. In both of these cases, the modifications are required to ensure that the are sound.

Conclusion

145. I conclude that subject to the modifications noted above, the Plan's site allocations are justified, deliverable and consistent with national policy.

Issue 5 - Whether the Plan's infrastructure and transport policies and proposals will provide for the planned level of growth identified over the Plan period

Infrastructure

146. The Infrastructure Delivery Plan (IDP)[34] was produced as a Background Paper in June 2018 and subsequently updated in October 2018. It provides a detailed assessment of infrastructure requirements across a broad range of facilities, services and amenities across the Plan period. The IDP outlines indicative costs for individual projects in a clear and precise manner and where possible, identifies the mechanisms which will be used to fund the necessary physical, green, social and community infrastructure required, taking into account the viability and deliverability of new development. These include but are not limited to the use of government grants such as the Transforming Cities Fund, Housing Infrastructure Fund and New Homes Bonus as well as planning obligations. Overall, it presents a comprehensive assessment of the implications of the planned growth in the Local Plan on infrastructure requirements across the Borough.

147. A viability assessment[35] was carried out by the Council in line with the advice in national planning policy and guidance. It was scrutinised as part of this examination in relation to other policy matters, noted above. I am satisfied that a robust assessment of viability has been undertaken such that the scale of obligations and policy burdens will not prevent development being delivered in a timely manner.

148. Strategic policies S10 and S11 outline the framework for securing both green infrastructure and community facilities. Both policies provide clear detail on the type of facility envisaged, and the mechanisms which will be used to facilitate such provision. In terms of policy S10, the policy addresses Green Infrastructure which includes spaces and habitats with varying functions such as accessible countryside. The policy aims to enhance, expand and connect green infrastructure and biodiversity networks within the Borough. **MM30** is necessary for clarity to ensure that the policy correctly references the Hampshire ecological network map as well as adding additional text to paragraph 4.67 to correctly reference the Hampshire County Council Physical Activity Strategy 2018-2021. Subject to this modification, the policy presents a suitable framework for supporting green infrastructure provision through the Plan period.

149. Policy S11 addresses community facilities. It seeks to outline how the Council will ensure that adequate provision is made for the needs of the Borough's communities through the Plan period. **MM31** amends the reference from churches to faith groups to ensure that all community needs are suitably addressed. The modification also deletes a number of associated references to community facilities associated with the SGO which is no longer part of the

[34] DEL001 Infrastructure Delivery Plan Background Paper June 2018 and DEL002 Infrastructure Delivery Plan Update, October 2018
[35] DEL004a and DEL004b Local Plan Viability Study and associated Appendices, June 2018

Plan. This change is necessary to ensure that the policy if effective in its application.

Transport

150. Policy S12 sets the strategic approach to transport infrastructure across the Borough. The policy outlines the key transport infrastructure which will be delivered over the Plan period, which includes a mixture of highways and road improvements, public transport priorities routes, the Eastleigh cycle route network and improved pedestrian and railway enhancements. The approach outlined by both policy S12 and S13 is supported by a considerable amount of evidence submitted by the Council [36]. In particular, the Eastleigh Strategic Transport Study[37] informed the initial stages of the Plan and was subsequently updated by additional evidence[38].

151. **MM32** is necessary to improve the clarity and effectiveness of policy S12, by rewording the policy to provide a greater emphasis on sustainable modes of transport and ensuring the cross referencing to other transport related projects within the Plan is consistent and clear. The modification amends the reasoned justification to ensure it is consistent with these objectives. The modification also removes the reference to the provision of a new link road connecting the north of Bishopstoke, Fair Oak SGO with the M3 Junction 12 via Allbrook. In light of my recommended main modifications regarding the deletion of the SGO (policies S5 and S6) this link road is not a justified part of the Plan.

152. Policy S13 provides the strategic policy framework for the creation of new and improving existing footpaths, cycleways and bridleway links across the Borough. A number of these new routes are identified within the policy and subsequently through the key diagram. **MM33** strengthens the policy wording to reference connecting key destinations, whilst additional wording introduces greater flexibility to the precise route of any new proposals so that it can be incorporated within the design development. This additional policy wording is necessary to ensure the policy is effective in its application. This policy is both necessary and justified given the importance of green infrastructure within the Borough as well as the Council's desire to improve the network of multi-functional non-vehicular routes across the Borough. Subject to this modification, policy S13 presents an effective and justified approach which is consistent with the objectives of national policy aimed at promoting sustainable development.

153. Where necessary, specific policies such as BO5, BO6, HE4, FO9 and E6, E7 and E9 provide the policy framework for the delivery of a number of the key new and improved transport infrastructure projects envisaged by policy S12. A number of these transport infrastructure projects merit further discussion, and

[36] TRA001-TRA015 inclusive comprise the evidence base to the Plan on Transport related matters however a number of these documents relate to specific elements of the SGO (policies S5 and S6) which are deleted from the Plan.
[37] TRA010a Eastleigh Strategic Transport Study, December 2015 and associated appendices (TRA010a-TRA010g)
[38] TRA015 Transport Assessment Update, April 2019

these are addressed below. The conclusions I have drawn in relation to these elements of transport infrastructure have been informed by the policies map, representations, the evidence prepared and where necessary subsequently updated following the hearing sessions. **MM72** amends the reference and title of FO9 to FO4 in light of renumbering which has taken place within the Plan.

Chickenhall Lane Link Road (CLLR)

154. The CLLR is described as a high priority important long term road scheme for the Borough. The road would be located between Bishopstoke Road and Wide Lane, although the precise alignment would be determined as part of a detailed masterplanning exercise. The road would provide a by-pass for Eastleigh Town Centre, which will go some way towards addressing existing significant journey time delays as well as peak hour traffic congestion along the B3037 and A335 and existing air quality problems.

155. Whilst I commend the overall objective to address existing congestion within Eastleigh, the evidence to support the safeguarding of the CLLR was historical and lacked sufficient detail. A great deal of emphasis had been placed on the desire to provide such a link road, without any robust up to date evidence to support the safeguarding of land within the Plan for this purpose. In addition, it was unclear to what extent the road would be necessary to access potential employment site allocations E6, E7 and E9. I have no reason to doubt that the CLLR would be of benefit to the area concerned, however its inclusion within the Plan needs to be based on realistic potential that the road will come forward.

156. Despite the CLLR being desirable to the delivery of a number of site allocations, the Plan was unclear as to what proposals would in effect bring forward the CLLR, whether or not the CLLR was essential in order to bring forward these particular sites and as a result, the overall deliverability of these sites in light of these potential access constraints. The Council have addressed this through the preparation of additional feasibility work with a number of key landowners[39]. The Council prepared additional evidence concerning the timing, phasing, delivery and funding of the CLLR as well as clarification relating to the necessity of the CLLR to deliver the employment site allocations referred to.

157. This additional evidence[40] concludes that there is a reasonable prospect of a viable and deliverable road scheme coming forward in the medium term to deliver the part of the road necessary to realise sufficient employment land to meet the Plans target. The evidence is supported by a signed Memorandum of Understanding between the landowners and developers concerned in relation to the delivery of the employment site allocations. This includes exploring options and opportunities to deliver the employment site with the associated infrastructure and providing an indicative timetable.

158. The evidence update explains recent development activity at the employment sites, notably discussions regarding a potential joint venture to facilitate road

[39] ED103A Letter from Network Rail re CLLR and Employment Provision, November 2020
[40] ED103 Eastleigh Borough Council's Position Statement on Employment Provision and the CLLR, October 2020

access to the sites in a comprehensive manner. This to me is a positive indication that a comprehensive scheme can come forward which will prioritise infrastructure delivery in a coordinated manner. **MM97, MM98 and MM100** introduce text to ensure that policies E6, E7, E9 and the reasoned justification clearly reference the provision of the CLLR as part of the any redevelopment proposals.

159. A fully funded programme for the delivery of the CLLR is not available at this present time. Nevertheless, the Council have pointed to recent examples where funding has successfully been secured within the Borough for the delivery of other transport infrastructure projects such as the Botley Bypass and new infrastructure associated with the West Horton Heath development site (site allocation HH1). As a result, I am satisfied that there is a reasonable prospect that funding mechanisms could be utilised for the CLLR during this Plan period. The Council have also outlined potential phasing options for the CLLR although acknowledge that at this stage, the phasing of the CLLR is indicative. Additional reasoned justification included within **MM97** indicates a commitment to a phased approach, with the first phases being those parts of the CLLR necessary to deliver the above employment allocations. This is a justified approach given the relative importance of these employment sites to the longer term overall employment land supply within the Borough.

160. I have addressed all of the modifications necessary to the employment site allocations in detail earlier within my report. However, in the context of the CLLR, the approach to the CLLR is neither justified or effective. In order to rectify this, **MM97, MM98, MM99, MM100** are necessary in order to provide clarity regarding the delivery of the CLLR and the roles of the site allocations in achieving this. To do this, the modifications strengthen the policy wording at policies E6, E7 and E9 as well as the reasoned justification to ensure that development proposals should make reference to a contribution towards the full link road only where there is a reasonable prospect of a full link road being viable and deliverable. Any contribution/funding should be proportionate to the traffic impacts of the proposal and parts of the road should be constructed as part of the new site access arrangements. This modification is necessary for the policies to be effective.

161. Based on the evidence presented and subject to the modifications outlined above, the safeguarding of a route for the proposed CLLR is justified and effective. It would assist in the long-term delivery of a number of employment site allocations which I have already addressed.

Policy BO5 -Botley bypass

162. The Botley bypass comprises a new road to the north of Botley village as well as improvements to Woodhouse Lane. It is identified as a strategic transport project at policy S12 and secured planning permission in 2018. Funding for the delivery of the road has been secured through the Housing Delivery Fund. Policy BO5 sets out various criteria for the delivery of the road, and **MM120** clarifies the requirement to promote traffic management measures within Botley village in association with the bypass. Subject to this modification, the policy is justified and effective.

Conclusion

163. I find that subject to the MMs set out, the Plan's infrastructure and transport policies and proposals will provide for the planned level of growth identified over the Plan period. It is soundly based in terms of transport and infrastructure provision across the Plan period.

Issue 6 – Whether the Plan provides a sound approach towards meeting housing needs across different groups in the community and whether the approach to housing standards is justified, effective and consistent with national policy?

Affordable Housing

164. As stated by the Framework, the local plan should meet the full objectively assessed need for both market and affordable housing. At its starting point, policy S2 advises the Council will support the provision of an average of 165 (net) new affordable dwellings per annum which equates to at least 3300 new affordable homes over the Plan period. However, the evidence base to support this figure[41] was not based on the most up-to-date requirement for the Plan period 2016-2036. It cannot therefore represent a robust starting point for assessing the level of affordable housing needed for the Borough.

165. At my request, the Council updated this evidence[42] in the form of the ORS update. This latest evidence takes into account the current unmet need as well as projecting future unmet need, providing a detailed explanation of the various components which make up projected growth for affordable housing. The report concludes that there will be a total need for 4000 affordable dwellings in addition to the current stock, which equates to 200 dwellings per year, or 28% of the requirement. This results in a 35 dwelling per annum increase over and above the requirement of the submitted Plan. The approach adopted accords with both the PPG and the Framework in this regard.

166. Policy DM30 addresses the delivery of affordable housing over the Plan period, the starting point being that 35% affordable housing will be required to be delivered on sites which meet the defined criteria. This percentage is greater than the proportion of affordable homes needed. However, there are good reasons for this. Firstly, the aforementioned 28% figure is net – it is possible that there may be some losses of affordable homes during the Plan period. However, more fundamentally, some sites will not provide the 35% sought by policy DM30. Indeed, the Plan specifically includes a site size threshold for applying this element of the policy, along with a viability clause. Consequently, if there is any chance of the Plan securing 28% affordable housing, it is in my view necessary that the policy requirement is set at a higher level.

167. **MM57** amends the criteria of the policy at i and iii to increase the site size threshold from 0.33ha to 0.5ha and also amends the number of dwellings capable of being accommodated on the site from 11 or more dwellings to 10

[41] HOU006 ORS Assessment of Affordable Housing and Other Housing Types, July 2017
[42] ED102 Affordable Housing Update ORS, July 2020

or more. The final part of the policy introduces an element of flexibility to these criteria, by acknowledging that there may well be circumstances where a lower proportion of affordable housing is justified in terms of the impacts on the economic viability of the proposed scheme. This approach is in accordance with that outlined at paragraph 50 of the Framework. Whilst this approach may result in some circumstances where affordable housing needs will not be met in full, the policy to my mind sets a realistic and proportionate approach.

168. The threshold levels identified by policy DM30 have been tested through the viability work[43] produced as part of the evidence base which considers the viability implications of a threshold level set at 0%, 20% and 35% affordable housing. This evidence demonstrates that in a majority of cases the 35% threshold level would be realistic and achievable, however there were examples where the likelihood of this level being achieved was more questionable, for example on low rise flatted development on brownfield sites. The modification which supports additional flexibility should go some way towards addressing this issue. Taking into account the modification outlined, the Plan's approach to affordable housing is sound.

Gypsies and Travellers

169. The Council published its Gypsy and Traveller Accommodation Assessment (GTAA) in February 2017 (CD HOU017). This report and the approach adopted including the methodology used to assess requirements over the Plan period accords with the Planning Policy for Travellers Sites (PPTS) 2015. It represents a comprehensive approach and sound part of the evidence base.

170. This report identified the need for five pitches over the Plan period. Since the report was published, one pitch which was previously identified as unauthorised has now been granted full permission and as a result, the residual requirement is now for 4 pitches. Policy DM33 confirms that this need will be met through the allocation of sites through policies BU4 and BU5. The policy goes onto provide a five-part criteria-based policy to assess any further proposals for gypsy, traveller and travelling showpeople provision over the Plan period.

171. The policy approach to the allocation of gypsy, travellers and travelling show people is suitably worded so as to be effective in its application and justified by the evidence base. The policy is therefore sound.

Residential Space standards

172. Policy DM31 refers to the provision of dwellings with higher access standards. The policy requires that 100% of new dwellings should meet at least Part M4(1) standard and (subject to the modification set out below) sets a target that 80% of dwellings to meet Part M4(2) and 100% of all specialist housing for older people to meet Part M4(3) standard. This is supported by the Accessible Housing and Internal Space Standards Background Paper (HOU013). Criticism levelled at this evidence base centres largely on the fact that not all people over 65 will require their home to be adapted and secondly

[43] DEL004a and DEL004b – Local Plan Viability Study and Appendices, April 2018

that there is a difference between the aging of the existing population rather than new residents of this age profile moving to the area.

173. There is some merit in relation to these concerns, particularly given the fact that a number of these residents will be existing residents. Consequently, in accordance with the government guidance on optional technical standards, **MM58** clarifies that the requirements in relation to wheelchair accessible homes only applies to dwellings where the local authority is responsible for allocating or nominating a person to live there. In addition, **MM59** amends the reasoned justification to delete a reference to the London Plan which was an error within the submission Plan.

Housing Mix and Density/Self Build Housing

174. The Framework is clear that Plans should have due regard to providing for a range of housing types. As a result, the Plan sets out a number of policies to deal with this objective. Self-Build Housing is addressed by policy DM23 which relates to residential development in urban areas. The final criterion of the policy advises that where possible, residential development sites should include provision for self and custom build development. **MM50** adds additional reasoned justification to paragraph 5.117 in order to make specific reference to the Self Builds and Custom Housebuilding Act 2015 and to acknowledge the need to make more land available at a range of sites to encourage growth in the self-build sector. The modification is necessary to ensure the policy is effective in its application.

175. Policy DM26 relates to creating a mix of housing. It requires proposals to demonstrate how residential and mixed-use schemes will contribute to the required overall mix of housing within the HMA. In addition, **MM54** seeks to amend the criteria at (b) to require proposals to demonstrate how the scheme will contribute to the provision of properties suitable for a broader range of end users. This wording is justified by the evidence base and necessary in order to make the policy effective in its application.

176. There are a number of policies which address specific types of residential development. Policy DM27 deals with delivering older people's housing which sets out that new development should seek to respond to the aging population by increasing the supply of specialist housing and accessible housing in accordance with policy DM31. DM28 addresses residential extensions and replacement dwellings in the countryside. It advises that the extension or replacement of a permanent dwelling in the countryside will be permitted subject to the application of general development criteria and transport policies contained within the Plan. **MM55** is necessary to correctly cross reference policy DM29 regarding rural workers' dwellings as this is the correct policy under which rural workers' dwellings will be assessed. Policy DM29 sets out a criteria-based approach to the assessment of rural workers' dwellings in the countryside. **MM56** amends criteria i and iii to provide greater clarity regarding viability evidence and adds an additional criterion which seeks to limit the size of a rural workers' dwelling extensions or replacement dwellings. Subject to this modification, the policy presents a sound approach.

Conclusion

177. In conclusion, and subject to the modifications outlined above, the Plan presents a sound approach towards meeting housing needs across different groups in the community. The policies in relation to housing standards are positively prepared, justified, effective and consistent with national policy.

Issue 7 - Is the policy approach relating to meeting retail needs and town centres justified, effective and consistent with national policy

178. The retail evidence base takes the form of the Retail Floorspace Provision Background Paper (RTC002) June 2018 as well as the Retail and Leisure needs Assessment (RTC003) July 2017.

179. RTC003 identifies both the convenience and comparison goods floorspace capacity requirement over the Plan period. It identifies the Borough wide residual capacity in five-year time periods. The evidence base notes that in retail planning terms, capacity forecasting beyond a five-year period should be treated with caution. This is due to a variety of factors including consumer demand, the retail property market and the economy generally. I agree that is a proportionate and realistic approach. The report does not envisage any Borough wide residual capacity until 2027 for convenience retail goods floorspace. Similarly, capacity for comparison goods floorspace is only identified beyond 2027. However, this evidence assumes development at a SGO within the Borough. Although at the time the evidence was prepared the preferred location was not selected, in light of my modifications to delete the SGO for the Plan, the residual capacity figures may well be lower towards the latter part of the Plan period.

180. The Framework is clear that local plans should meet objectively assessed needs, allowing for flexibility to adapt to change. **MM48** provides a summary of these floorspace needs for the Borough as a whole and amends the reasoned justification, this is necessary to provide greater clarity. Policy DM21 relates to new retail development. It provides a criteria-based approach, largely focused on the sequential approach with the preference given to Eastleigh Town Centre in the first instance. The retail focus beyond this defined centre is on the remaining defined district and local centres within the Borough. This policy approach is consistent with national policy and will ensure that the vitality and viability of the main centres is maintained.

181. Policy DM22 provides the framework for changes of use which may be proposed within the designated centres and frontages. It provides a criteria-based approach to assessing such applications, and a proportionate approach to the designated core, primary and secondary shopping zones. **MM49** is necessary for the policy to be effective, by making the policy requirements more precise. Corresponding changes are included to the reasoned justification for the same reason.

182. Policy E3 is specific to Eastleigh Town Centre and defines the town centre boundary as shown on the policies map. **MM95** amends the policy wording to ensure it is consistent with the recent changes to the UCO and cross references to policy DM22. Subject to this modification the policy is sound.

Conclusion

183. In conclusion, and subject to the above-mentioned modifications, the Plan's strategy for meeting retail needs and town centres is justified, effective and consistent with national policy.

Issue 8 - Whether the Plan's approach to settlement gaps and new development in the countryside is sound and justified by the evidence base

Settlement Gaps

184. Maintaining an element of physical separation between settlements can play an important role in terms of maintaining the visual identity of individual settlements. In Eastleigh, there are examples of historical coalescence for example West End and Southampton. The Borough is characterised by a proliferation of lower order settlements which are in some instances bordered by other higher order centres. In light of this, it has become even more important in preventing the coalescence of settlements although the evidence base recognises that any gap should not include more land than is necessary to provide this role.

185. Balancing these objectives, the Plan aims to achieve this through the designation of a number of settlement gaps across the Borough, the general principle being to prevent the coalescence of the settlements in question by providing a visual and physical break in the built environment. I consider this objective to be generally consistent with the Framework and in particular the protection of the natural environment.

186. The evidence base in the form of ENV002 draws on the PfSH criteria[44] for designated gaps which in essence states that (i) gaps should not include more land than is necessary to prevent the coalescence of settlements and that (ii) land to be included should perform an important role in defining settlement character and separating settlements at risk of coalescence. This assessment includes, amongst other things, a landscape appraisal of the physical and visual attributes of the gaps, an assessment of the settlement pattern and the formation of a gap policy and boundaries. In my view, applying these criteria to the definition of settlement gaps and setting the framework for the overall policy approach around these criteria is in principle an appropriate and sound approach.

187. I raised a number of concerns regarding the evidence in relation to settlement gaps. These focused on the adequacy of the evidence base and as a result, the justification for the gap designations and the extent of the designations as shown in light of the PfSH criteria outlined above. The Council sought to address this in relation to the original evidence base[45] through an updated assessment[46]. The approach within the updated evidence provides a clear

[44] HOU001 PfSH Spatial Position Statement, June 2016
[45] ENVOO2 Countryside Gaps Background Paper, June 2018
[46] ED84 Eastleigh Borough Settlement Gaps Study, October 2020

justification for the approach adopted, informed by both a desktop study, fieldwork evaluation and detailed analysis. The evaluation includes both an objective and subjective analysis supported by annotated plans as necessary.

188. In particular, the updated work focused specifically on a detailed assessment of the settlement gaps as proposed, and where appropriate, recommended changes to the boundaries as drawn to reflect this updated evidence base. The primary focus being the application of the criteria outlined above and to provide a comprehensive evidence base to support the designations as illustrated.

189. As a result of this updated evidence, a number of amendments are necessary as follows:

- Gaps between the deleted SGO and nearby settlements of Colden Common, Lower Upham/Upham and Fair Oak/Horton Heath as well as between the two communities within the deleted SGO are to be removed;

- the Boyatt Wood and Otterbourne Hill and Allbrook gap are to be deleted from the policy;

- Update gaps to reflect existing developed areas and site allocations and the removal of the allocation for land east of Sovereign Drive where permission has lapsed;

- Remove large areas of woodland from the edge of gaps including woodland related to Manor Farm and Royal Victoria Country Parks;

- Delete various individual parcels of land that do not contribute to gaps, including field parcels, playing fields and mudflats;

190. I acknowledge that a number of representors have expressed concerns that certain areas are still retained within the settlement gap definition. Conversely, I note that a number of representors have raised concerns that areas do not benefit from a settlement gap designation. I am satisfied that the evidence base provides a clear justification for boundaries and presents a proportionate and robust approach to the allocation of settlement gaps within the Plan.

191. As a consequence of this updated evidence, **MM27** is necessary to amend policy S8's reasoned justification to cover a number of issues and ensure the policy is justified and effective. In the first instance the defined list of settlement gaps is to be updated to reflect the 9 defined settlement gaps in the updated evidence. Boundary adjustments are also necessary to all settlement gap proposed designations except for Area H – Horton Heath, Fair Oak, Bishopstoke. In some areas, there has been a reduction in the area designated as a settlement gap, or indeed the removal of the complete gap.

192. Figure 5 which defines the settlement gaps will need to be updated, and the policies map should also be updated to reflect any relevant boundary changes. Given that I do not have the power to recommend main modifications to the policies map, it will be for the Council to amend the policies map in relation to these required changes. Subject to this modification, the allocation of the

settlement gaps proposed within the Plan presents a proportionate approach based on an appropriate evidence base.

193. Turning to consider the policy wording, this is unduly onerous in its requirement to reference the 'openness' of the gap. In this respect, the policy is not consistent with national policy or justified. This is addressed through **MM27**. The modification is also necessary to more clearly define the settlement gaps as they appear within Eastleigh. The policy itself has been reworded to set a positive criteria based approach to development within settlement gaps throughout the Borough. Following the main modifications consultation, I have amended the wording at part a as well as the reasoned justification to replace 'diminish' with 'undermine' to reinforce the positive based approach of the policy. These gaps aim to maintain the separate identity of the individual settlements concerned, by providing physical separation and providing a setting for these settlements. With these modifications, the policy approach, which focuses on the key functions of the settlement gaps, is sound.

New Development in the Countryside

194. Policy S7 sets the policy approach towards new development in the countryside. It acknowledges the 'urban fringe' nature of much of the designated countryside within Eastleigh Borough, and identifies a criteria based approach. **MM26** strengthens the policy wording by adding an additional refence to acknowledge the significance of heritage assets, the safeguarding of the best and most versatile agricultural land and soil protection during construction. It also amends the reasoned justification to include a reference to the glossary. This modification is necessary to ensure the policy is applied effectively.

195. Policy DM19 deals with the change of use of buildings in the countryside. The policy provides detailed development criteria against which proposals will be assessed which presents a proportionate and clear approach. In order to ensure the policy is effective, **MM47** updates the criteria in light of the changes to the UCO. Subject to this modification, the policy is sound.

Conclusion

196. Subject to the modifications outlined above which are required to ensure that the policies are justified, effective and consistent with national policy, the policy approach to both settlement gaps and new development in the countryside is sound and justified by the evidence base.

Issue 9 – Whether the Plan's policies in respect of the natural environment are positively-prepared, justified, effective and consistent with national policy

197. Within Eastleigh Borough, there is a coastline which includes a frontage to Southampton Water between Netley and Hamble Point as well as the western bank of the Hamble estuary to Botley. Policy S9 seeks to protect existing recreational and commercial uses in these locations, as well as protecting and enhancing the landscape, biodiversity and heritage interest of the coast. These objectives are consistent with national policy. **MM28** provides modifications to clarify that the policy applies to all forms of sailing and not just recreational

sailing, as well as additional text to reference the application of the Solent Waders and Brent Goose Strategy to developments affecting SPA functional land. This modification is necessary to make the policy effective.

198. Policy DM11 addresses nature conservation. The policy provides specific development criteria for the various designations applicable throughout Eastleigh which include international and national nature conservation designations, local nature conservation designations as well as other species and habitats. **MM43** is necessary to cover a significant redraft to the policy to ensure that the policy is clear and precise and consistent with national policy. The modification introduces an overall general approach to the determination of planning applications, as well as introducing a greater level of detail to the policy wording relative to the individual designations concerned. The reasoned justification is also updated to reflect the policy changes. This is necessary to ensure the policy is effective. Furthermore, the modification also updates the references to the relevant local and national strategic policies. Subject to this modification, the policy is sound.

199. The protection of recreation and open space facilities is addressed by policy DM34 and these designations are illustrated on the policies map. These designations will require updating to include the Hampshire FA Stoneham Lane Football Complex south of the M27 junction 5 and also the country park on land south of Bursledon Road. Given that I do not have the power to recommend main modifications to the policies map, it will be for the Council to amend the policies map in relation to these required changes.

200. The policy sets out, amongst other things, how the loss of existing or allocated recreation and open space facilities will be assessed. **MM60** strengthens the policy wording to ensure the policy is effective. The provision of recreation and open space facilities as part of new development proposals is addressed by policy DM35. The policy includes a cross reference to the standards contained within the Open Space Needs Assessment, 2017. **MM61** amends the text contained within figure 8 to provide greater clarity to the policy, as well as changing the policy wording within the first part of the policy to replace 'should' with 'shall'. Subject to this modification, the policy and standards sought are consistent with the evidence base and present a sound approach to securing recreational and open space provision as part of any new development.

Conclusion

201. In conclusion, subject to the above-mentioned modifications, the Plan's policies in respect of the natural environment are positively prepared, justified, effective and consistent with national policy.

Issue 10 – Other potential soundness issues

Historic environment

202. The Framework is clear that local plans should provide a clear strategic policy in relation to the historic environment. This was not provided as part of the Regulation 19 version of the Plan and accordingly **MM29** addresses this by introducing a new policy S8 concerning the historic environment with associated reasoned justification. The policy provides detail concerning the assessment of proposals which may impact heritage assets with associated reasoned justification. This modification is necessary to ensure the Plan is consistent with national policy.

203. Policy DM12 presents the detailed development management policy which deals with heritage assets. The related strategic and local policies sections are deleted through modification **MM44** as this is no longer necessary in light of policy S8 outlined above. The modification also amends the policy wording by deleting the strategic text now covered by policy S8, and by adding additional text in relation to buildings or heritage assets at risk, both of which are necessary for clarity and effectiveness.

Other Development Management Policies

204. Policy DM1 sets out a general criteria-based approach for new development. **MM35** amends a number of the criteria concerning the natural environment, heritage assets and ensuring the provision of accessibly communities for all. It also makes corresponding changes to the reasoned justification. This modification is necessary in order to ensure the policy is precise and effective.

205. Policy DM2 addresses environmentally sustainable development and identifies a number of defined criteria to assist the Council in securing environmentally sustainable residential development in the Borough. **MM36** is necessary in order to ensure the policy reflects the correct use class, clarifies the size thresholds applicable as well as updating the reasoned justification so it is consistent with the definitions applied. Subject to the modification outlined, the policy presents a sound approach. Policy DM3 outlines how developments should be able to adapt to climate change and includes, amongst other things, a cross reference to policy DM6 (sustainable surface water management and watercourse management) and requirements in relation to a cooling strategy. **MM37** is necessary to provide greater clarity to the policy and ensure the policy accurately reflects the correct use class. Policy DM4 addresses zero or low carbon energy and seeks to support infrastructure development which can generate zero or low carbon energy and/or make more efficient use of energy sources. **MM38** is necessary to make the policy wording more precise in relation to agricultural land and heritage assets. Subject to this modification, the policy presents a sound approach.

206. Managing flood risk is addressed by policy DM5. **MM39** provides additional reasoned justification to add greater clarity to the policy, it also adds an additional reference to utilising natural flood management techniques. Sustainable surface water management and watercourse management is addressed through policy DM6, which provides a criteria-based approach to Sustainable Urban Drainage systems. **MM40** amends the policy wording for precision and to provide greater clarity in relation to the application of the

policy on sites of 1 hectare or more, or within 100m of the River Itchen SAC or Solent Maritime SAC. I have amended the main modification wording to incorporate additional text following the main modifications consultation from the Environment Agency for clarity and effectiveness. The modification also introduces corresponding changes to the reasoned justification for clarity. Finally, policy DM8 addresses pollution. The policy wording is updated through **MM41** to acknowledge the status of the South Downs National Park as an international dark night skies reserve with corresponding changes to the reasoned justification. The modification also updates the reasoned justification regarding the Solent and Southampton Water SPA and Ramsar sites and supporting habitats. Subject to these modifications, policies DM5, DM6 and DM8 present a sound approach.

207. Policy DM10 deals with water and wastewater. The policy wording is modified through **MM42** to make it more precise and effective. In light of this change, the reasoned justification is also amended through the same modification. Subject to this modification, the policy presents a sound approach.

208. Policy DM14 deals with development proposals and parking provision. The policy sets out parking requirements in accordance with the Parking Standards SPD, with specific references to town, district and local centres as well as proposals in out of centre locations. Finally, the policy provides a criteria-based approach to proposals for new car parks or extensions to existing car parks **MM45** is necessary to amend the policy wording relating to new residential provision for clarity and effectiveness. Subject to the modification outlined the policy presents a sound approach.

Monitoring

209. Appendix C of the Plan sets out how the policies contained within the Plan will be monitored and delivered against a number of identified indicators. In order for the indicators to be effective **MM123** is necessary and justified to make the wording of a number of the key indicators more precise and effective as well as introducing a number of specific targets and timeframes.

210. Subject to the application of the above modifications, the Plan can be effectively monitored.

Glossary

211. The Regulation 19 version of the Plan contained no glossary. A glossary can ensure that the policies are effective in terms of their application. As a result, I recommend **MM122** which provides a comprehensive glossary for the Plan and a number of the key terms used throughout. Where necessary, I have amended this schedule for brevity and clarity.

Conclusion

212. The main modifications relating to the other issues I have set out above are necessary to ensure that the Plan is sound.

Overall Conclusion and Recommendation

213. The Plan has a number of deficiencies in respect of soundness for the reasons set out above, which mean that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the 2004 Act. These deficiencies have been explored in the main issues set out above.

214. The Council has requested that I recommend modifications to make the Plan sound and capable of adoption. I conclude that with the recommended main modifications set out in appendix 1 the Eastleigh Borough Local Plan satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.

C Masters

Inspector

This report is accompanied by two appendices containing the Main Modifications. Schedule of Main Modifications (appendix 1) and the Inspector's post hearing letter, April 2020 (ED71) (appendix 2).

Strategic Planning Research Unit

Appendix 3

OHH response letter to Appellant 211124

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

ONE
HORTON
HEATH

F.A.O Rebecca Altman
Principal Planning Officer
Eastleigh Borough Council
By Email Only

Appeal by The Trustees of The Mulberry Investment Pension Scheme
Site Address: Land off Cobbett Way, Botley, SO30 2ET
Appeal ref. APP/W1715/W/24/3350858; LPA App ref. O/23/96432

I write in respect of the above Appeal and the Appellant's queries to the Council over the delivery of One Horton Heath, as set out in their email of the 30th October 2024. A response is provided to each of these questions in the remainder of this document.

1. That Cabinet resolution (2) and the agreement to award the main residential contract at Lower Acre relates to the first 126 dwellings only?

   This is incorrect, the contract is for the full 381 units, with an Option to omit some of the parcels (totalling 126 units) as per (6)

2. Whether that contract has now been awarded?

   Not to date.

3. If that contract has not been awarded, does the Council intend to proceed with the Cabinet resolution to award the contract? If so, when?

   Yes, the Council intends to proceed as per the Cabinet Resolution. The contract is expected to be issued on the 3rd December 2024. The expectation is therefore it will be signed before the end of the calendar year.

4. The intended delivery programme under the above contract (noting at para' 67 of the December 23 Cabinet paper reference to instructing in 3 or more sections over a 20-month period following an assessment of the performance of the successful contractor)?

   The delivery programme is subject to constant review, as would be standard for any development. Delays to signing the main residential contract are 3 months and it is anticipated that this time could be recovered during the construction process. First occupations are still expected in Summer 2025 with all units delivered by December 2027.

5. Whether agreement of the price for parcel 2 is to be reached at the end of October 2024 as intended?

   No formal agreement on the price to date, as the contract is still pending. Extensive and active discussions with the contractor have taken place and this matter is substantially progressed.

6. Whether the details of the Lower Parcel and Section Plan at Appendix K of the Report are consistent with the NMA to the Phasing Plan for application ref: F/20/89500 FRP-PP-001 Rev B amended 18 June 2024 and, if not, confirmation of timings for any further amendments required following the 31 July Decision.

   There are differences between the two Phasing Plans referenced by the Appellant. A Non-Material Amendment (NMA) is at an advanced stage of preparation to address minor elevational changes and amendments to the Phasing Plan can be regularised either in this application or a separate NMA.

7. The timescale for preparation, submission, and determination of application proposals for the redesign of blocks A2 and A3 in Parcel 1A.

   Preparation of applications for the redesign of blocks A2 and A3 began in August 2024. Submission is targeted for December 24 / January 25 and is on schedule.

   The redesign has been subject to discussion and scrutiny by stakeholders in advance of submission and as such it is expected to be determined within statutory timescales.

8. The housing trajectory assumptions applicable to informing the 31 July 2024 Cabinet Report (for examples paras 30, 40 and 62 refer) and confirmation of any update to the trajectory following the 31 July Cabinet meeting to award the contract for Phase 1 only.

   Paragraphs 30. and 40. of the 31st July Cabinet Report relate to re-tendering the procurement of the Main Residential Contractor to build the Lower Acre. The Cabinet minutes (2) agree to award the main residential contract to the sole bidder.

   Para 62. in terms of recruitment relating for two new posts - Tenancy Services Manager and the Housing Maintenance and Contracts Manager. At the time of writing the former post has been filled but the latter has not.

9. Whether the trajectory, and assumption for delivery per phase/parcel, applicable following the 31 July Cabinet meeting is consistent with occupation of the 400th eligible dwelling by 2027.

   The School Opening date is defined in the s106 as the commencement of the academic year (that is during the first week of September of that year) following the occupation of 400th Eligible Dwellings (i.e. a dwelling with at least 2 bedrooms that is not specialist older persons' housing).

   Work to date suggests that the construction, sale and occupation of the 400th dwelling will be in the middle of the second phase (Quobleigh Breach) in 2028. The Primary School is expected to be required by September 2028.

10. Whether estate agents have been appointed (further to paragraph 54 of the Report) and confirmation of target dates for the delivery of the sales complex and show homes (further to paragraph 56).

The contract for the estate agency support has been awarded, we are just completing legal formalities.

We are currently planning for delivery of the sales complex and show homes in Summer 2025.

11. We also note within para's 73 and 74 of the July 2024 Cabinet paper that the delivery of affordable housing at the site is financially restrictive and requires Government grant (previously estimated at £125,000/dwelling) for it to be achieved. Also, that there is no new grant programme in place beyond 2026, and until such time that a new funding programme is formally announced there is a risk that the Council will be unable to provide Affordable units directly as it would not be financially viable.

    Please confirm whether a new grant programme to secure the affordable housing delivery has now been announced, or if this remains a risk?

    There is no formal affordable housing programme beyond the current 2026 one. However, the message from Government, Homes England etc is that the provision of Affordable Housing is a top priority so there is every expectation that there will be at least an extension on the existing programme at the least.

    In the highly unlikely event no grant, or alternative provisions, for the delivery of affordable housing become available it would mean the units would be converted to market units.

I trust the above is acceptable.

Kind regards

[redacted]

Sarah King CPFA

Deputy Chief Executive - Eastleigh Borough Council

Strategic Planning Research Unit

Appendix 4

FOI2024_06581 Woodhouse Lane - Burgess - Response - 2024-11-25

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

Hampshire County Council

Hampshire 2050
The Castle
Winchester, Hampshire SO23 8UD

Telephone 0300 555 1375
Fax 01962 847055
www.hants.gov.uk

Mr Andrew Burgess

By email: andrew@andrewburgess-planning.co.uk

Enquiries to	US Information Governance Team	My reference	FOI2024/06581
Direct Line		Your reference	
Date	25 November 2024	E-mail	us.foi@hants.gov.uk

Dear Mr Burgess,

Information Request

Thank you for your email of 30 October 2024.

Within your email you made a request for information. This has been handled by Hampshire County Council, under the provisions of the Freedom of Information Act 2000 (FOIA). This legislation entitles a requester to recorded information held by a public authority, unless an appropriate exemption applies.

In your email you requested the following information, to which we have responded below:

Re: Woodhouse Lane, Hedge End – mixed use development We note from the Council's website that approval was given by the Executive Member for Policy and Resources in July 2021 to "group of short-listed parties identified in paragraph 26 to go through to the more design focussed stage 2 process with the outcome to be reported to a future meeting of the Executive Member". We cannot see there is any related decision on the council's website and shall be pleased if you could confirm:

1. Has the marketing of the first residential phase concluded and has a developer been selected?

The marketing of the first phase of the site was concluded and a preferred developer was identified. However, an exchange of contracts was not completed before the market downturn in 2022. In January 2023 the Executive Member for Hampshire 2050 approved the removal of the phase from the market until conditions improved.

2. Has the Council undertaken the marketing of any subsequent phase and has this concluded in the selection of a developer?

The second phase of the site was brought to the market in late 2022, alongside the market declining. In January 2023 the Executive Member for Hampshire 2050 approved the removal of the second phase from the market until conditions improved.

3. If the marketing exercises have been successful, please confirm when the parcels are expected to be developed and housing delivered at the site.

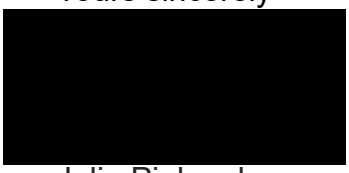
Not applicable, please refer to the above responses.

4. If the marketing exercises have not been successful, please explain why this is, whether an alternative approach is to be followed, the timeframe for this and the internal approval process for such revised approach?

The reason for the phases not achieving a successful marketing outcome has been outlined above. A revised disposal strategy has been prepared, following some market consultation, and this was recently approved by the Executive Member for Hampshire 2050 to facilitate the re-marketing of site in due course.

We hope you find the information useful.

Yours sincerely



Julia Piekarska
Hampshire 2050

If you are dissatisfied and wish to request a review of our decision or make a complaint about how your request has been handled you should write to the Head of Information Governance, Corporate Services, The Castle, Winchester, SO23 8UJ or by email to foi@hants.gov.uk.

Your request for internal review should be submitted to us within 40 working days of receipt by you of this response.

If having exhausted the review process you are not content that your request or review has been dealt with correctly, you have a further right of appeal to the Information Commissioner at the following address. Information Commissioners Office, Wycliffe House, Water Lane, Wilmslow, Cheshire SK9 5AF.

Strategic Planning Research Unit

Appendix 5

FOI2024_06583 Botley Green - Burgess - Response

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

Hampshire County Council

Hampshire 2050
The Castle
Winchester, Hampshire SO23 8UD

Telephone 0300 555 1375
Fax 01962 847055
www.hants.gov.uk

Mr Andrew Burgess

By email: andrew@andrewburgess-planning.co.uk

Enquiries to	US Information Governance Team	My reference	FOI2024/06583
Direct Line		Your reference	
Date	25 November 2024	E-mail	us.foi@hants.gov.uk

Dear Mr Burgess,

Information Request

Thank you for your email of 30 October 2024.

Within your email you made a request for information. This has been handled by Hampshire County Council, under the provisions of the Freedom of Information Act 2000 (FOIA). This legislation entitles a requester to recorded information held by a public authority, unless an appropriate exemption applies.

In your email you requested the following information, to which we have responded below:

We note from the Council's website that Hampshire County Council is the owner of the Botley Fields development, Winchester Road, Botley and that outline planning consent was granted in March 2022. We also understand that the Botley Community Land Trust has been established to develop the site with their website stating that "The Botley Community Land Trust has been established by members of the Botley community to purchase and develop land that will deliver homes and new communities for the residents of Botley Parish. The CLT intends to purchase the Uplands Farm (Botley Fields) site in its entirety and then work with development partners to create a different type of development than the current normal form the Botley community has grown accustomed to (i.e. the Boorley Park, Boorley Gardens and Whiteley Meadows new builds)". Will you please confirm:

1. Does the above published statement still represent the current approved strategy for delivery of the site? If so, has the first residential housing parcel has been acquired by the Botley CLT. If not, when this is expected?

The County Council is the owner of the Botley Fields development of Winchester Street in Botley and the outline consent was granted in 2022. While we understand

that the Botley CLT was established with the intention to purchase the development site, the County Council has not entered into any direct arrangement with them presently.

2. Is the Council aware as to whether development partners have now been selected for the development of the site?

Not applicable, please see the above response to question 1.

3. What is the anticipated delivery trajectory for the completion of homes from the site?

The County Council wish to ensure the delivery of the Botley Bypass is well underway prior to marketing the development site. The completion of homes will then be dependent on the timescales of a developer securing their Reserved Matters Application and the delivery of primary infrastructure.

We hope you find the information useful.

Yours sincerely

[redacted]

Julia Piekarska
Hampshire 2050

If you are dissatisfied and wish to request a review of our decision or make a complaint about how your request has been handled you should write to the Head of Information Governance, Corporate Services, The Castle, Winchester, SO23 8UJ or by email to foi@hants.gov.uk.

Your request for internal review should be submitted to us within 40 working days of receipt by you of this response.

If having exhausted the review process you are not content that your request or review has been dealt with correctly, you have a further right of appeal to the Information Commissioner at the following address. Information Commissioners Office, Wycliffe House, Water Lane, Wilmslow, Cheshire SK9 5AF.

Strategic Planning Research Unit

Appendix 6

Botley CLT Email

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

From:	**Andrew Burgess** <andrew@andrewburgessplanning.co.uk>
To:	**Samuel Doswell** <srd@doswell.co.uk>; **Philip Farminer** <PhilFarminer@southerndevelopmentconsultants.co.uk>; **Jon Goodall** <jon.goodall@dlpconsultants.co.uk>
CC:	**Roland Bolton** <Roland.Bolton@dlpconsultants.co.uk>
Subject:	Fwd: [] Contact Us [Filed 05 Nov 2024 09:47]
Date:	31.10.2024 12:40:37 (+01:00)

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe. If the Sender claims to work for this Organisation **PLEASE** ensure their identity is legitimate and they are not impersonating a colleague.

Dear All

Please see below the response from Botley CLT.
Based on these answers the delivery of site seems some way off.

Kind regards

Andrew

Begin forwarded message:

From: Alex Templeton <alex.templeton@communityinfrastructure.co.uk>
Subject: Re: [] Contact Us
Date: 30 October 2024 at 20:22:39 GMT
To: andrew@andrewburgessplanning.co.uk
Cc: Tom Rushby <tom@botley-clt.org.uk>, alex@botley-clt.org.uk

Hi Andrew,

Thanks for getting in touch.

Botley Community Land Trust is a community benefit society and as such is not subject to FOI.

However, we can say the following:

- Does the above published statement still represent the current approved strategy of the Botley CLT for the delivery of the Botley Fields site?

Yes.

- If so, has the first residential housing parcel has been acquired by the Botley CLT. If not, when this is expected?No.

No.

- Have development partners have now been selected for the development of the site?

No.

- What is the anticipated delivery trajectory for the completion of homes from the site?

Unknown at this time.

- Is there any known constraints or major project risks that would prevent the Botley CLT from achieving its planned delivery trajectory.

Yes.

May I ask what your interest is? Do you have experience of delivering zero carbon homes at scale?

Best wishes

Alex

From: Andrew Burgess <donotreply@wordpress.com>
Subject: [] Contact Us
Date: 30 October 2024 at 11:52:14 GMT
To: contact <contact@botley-clt.org.uk>
Reply-To: Andrew Burgess <andrew@andrewburgessplanning.co.uk>

Name:
Andrew Burgess

Email:
andrew@andrewburgessplanning.co.uk

Message:
From your website we note that the Botley Community Land Trust has been established by members of the Botley community to purchase and develop land that will deliver homes and new communities for the residents of Botley Parish. Also, that the CLT intends to purchase the Uplands Farm (Botley Fields) site in its entirety and then work with development partners to create a different type of development than the current normal form the Botley community has grown accustomed to.

Will you please confirm:

• Does the above published statement still represent the current approved strategy of the Botley CLT for the delivery of the Botley Fields site?
• If so, has the first residential housing parcel has been acquired by the Botley CLT. If not, when this is expected?
• Have development partners have now been selected for the development of the site?
• What is the anticipated delivery trajectory for the completion of homes from the site?
• Is there any known constraints or major project risks that would prevent the Botley CLT from achieving its planned delivery trajectory.

Please treat this request under the Freedom of Information Act if applicable to Botley CLT.

We look forward to hearing from you.

Time: October 30, 2024 at 11:52 am
IP Address: 104.28.86.114

Source URL: https://botley-clt.org.uk/contact-us/

Sent by an unverified visitor to your site.

Alex Templeton

[redacted]
Community Infrastructure Group CIC
294 Priory Road
Southampton
United Kingdom
SO17 2LS

Company No. 09637392



Andrew Burgess
Managing Director

Andrew Burgess Planning Limited
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andrewburgessplanning.co.uk



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Strategic Planning Research Unit

Appendix 7

Forman Homes Website 'Coming soon' page

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

FOREMAN HOMES

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Latest Developments Joint Venture Partnerships Coming Soon





Roman Park, Whitchurch

A select development of traditional 3 bedroom semi-detached homes with a single garage, a 3 bedroom linked detached home with allocated parking and stylish 4 bedroom detached family homes with either a single or double garage.

Available Plots | Contact | Directions



Romsey Avenue, Portchester.

A landmark development of 225 family homes including a bird conservation area and public open space.

Available Plots | Contact | Directions



Rookery Avenue, Whiteley

A select development of stylish 3 bedroom semi-detached and 4 bedroom detached family homes.

Available Plots | Contact | Directions

Property Search

No. of Bedrooms

No min | No max

Price Range

No min | No max

Property Type

- ☐ Flats/Apartments
- ☐ Terraced House
- ☐ Semi-detached House
- ☐ Detached House
- ☐ Terraced Bungalow
- ☐ Semi-detached Bungalow
- ☐ Detached Bungalow
- ☐ Commercial Unit

Search

Strategic Planning Research Unit

Appendix 8

Lichfields start to finish - third edition

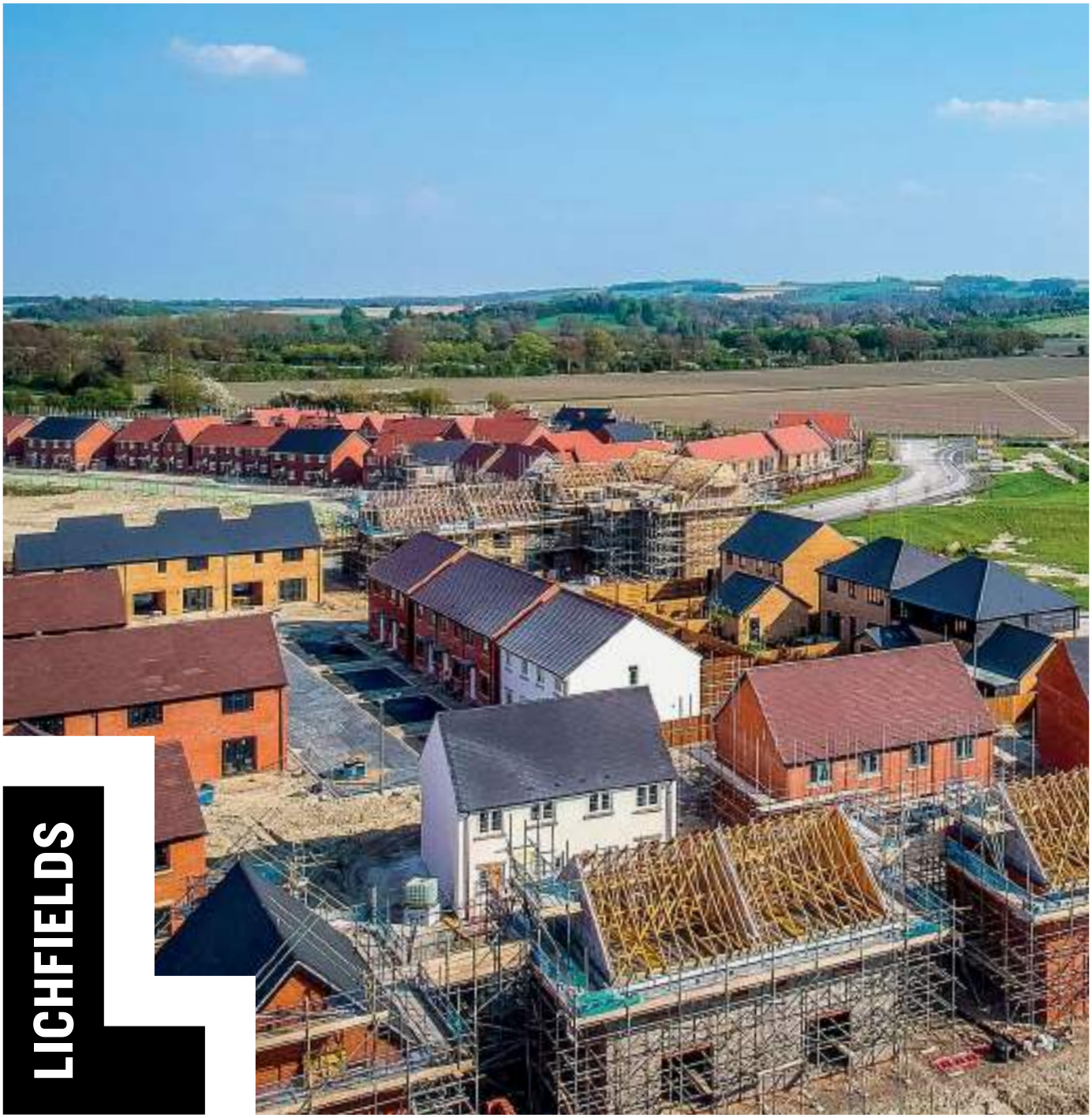
Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

INSIGHT
MARCH 2024

Start to Finish

How quickly do large-scale housing sites deliver?

THIRD EDITION



LICHFIELDS

LICHFIELDS

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Executive summary

This is the third edition of Start to Finish. The purpose of this research remains to help inform the planning system and policy makers in considering the approach to planning for new homes. The empirical evidence we produced in the first two versions has informed numerous local plan examinations, S.78 inquiries and five-year land supply statements.

Things have moved on notably since the second edition in 2020. Plan making and decision taking have slowed, the housing market no longer benefits from Help to Buy or cheap mortgage rates and the perennial concern about perceived land banking has been comprehensively rebutted by the Competition and Markets Authority (CMA). As we approach a general election, and with no end to the housing crisis, the boosting of housing delivery to achieve 300,000 homes per annum through a new generation of Local Plans (prepared under the Levelling Up and Regeneration Act) faces renewed focus. It is therefore timely to refresh the evidence on the delivery of large-scale housing sites, which – with our enlarged sample – now considers real-world implementation across 179 sites of over 500 dwellings.

We draw six key conclusions:

1. **Only sites of 99 dwellings or fewer can, on average, be expected to deliver anything in a five-year period from validation of a planning application, with delivery of the first dwelling on average taking 3.8 years.** By comparison, sites of 1,000+ dwellings take on average five years to obtain detailed planning permission, then a further 1.3 - 1.6 years to deliver the first dwelling.
2. **Mean annual build-out rates on large sites have dipped slightly for all site sizes compared to previous editions of this research but are broadly comparable.** The slight dip may capture characteristics of newly-surveyed sites, but also extra monitoring years since 2019 that reflect market changes.
3. **Tough market conditions mean a likely slowing in build-out rates and house building overall.** The impact of the Help to Buy programme ending and increased mortgage rates is not yet showing in completions data, but the effect on transactions has already been significant and the OBR forecast they will fall further in 2024/25.
4. **Demand is a key driver of build-out rates.** The absorption rate of the local housing market dictates the number of homes a builder will sell at a price consistent with the price they paid for the land. Areas with a higher demand for housing (measured by higher affordability ratios, of house prices to earnings) had higher average annual build-out rates than lower demand areas.
5. **Variety (of housing type and tenure) is the spice of life.** Schemes with 30% or more affordable housing had faster average annual build-out rates than schemes with a lower percentage, but schemes with no affordable housing at all delivered at a faster pace than schemes with 10 - 29% affordable units. Having additional outlets on site also has a positive impact on build-out rates.
6. **Large-scale entirely apartment schemes can achieve significant annual build-out rates, but delivery is not always consistent, with 'lumpy' delivery of blocks of apartments and a higher susceptibility to market downturns and other development constraints.** These schemes can also have protracted planning to delivery periods compared to conventional housing schemes of the same size.

Key figures

297 sites assessed, with a combined yield of 387k+ dwellings; 179 of the sites delivering 500+ dwellings

9 solely apartment schemes in urban areas assessed, with a combined yield of 5,300+ units

6.7 median years from validation of the first planning application to the first dwelling being completed on schemes of 2,000 or more dwellings

100-188 dpa average annual build-out rate range for schemes of 2,000+ dwellings[1]

44-83 dpa average annual build-out rate range for scheme of 500-999 dwellings[2]

34% quicker[3] to deliver greenfield sites of 500 or more units than their brownfield counterparts

69 dpa average completion per outlet on sites with one outlet, dropping to 62 dpa for two outlets, and 55 dpa for three outlets

3x longer planning to delivery periods for brownfield apartment schemes of 500-999 units compared to their conventional housing counterparts

[1] Range is from the lower quartile to upper quartile figures

[2] As above

[3] This is based on the median metric

01

Introduction

This is the third edition of Lichfields' award winning[4] research on the build out of large-scale residential development sites.

First published in 2016 and then updated in 2020, the report is established as an authoritative evidence base for considering housing delivery in the context of planning decisions, local plans and public policy debates.

In this update, we have expanded the sample size (with an extra 82 large sites delivering 500 or more dwellings, taking our total to 179 large sites, equivalent to over 365,000 dwellings). Small sites data has also been updated with 118 examples totalling over 22,000 dwellings in this third edition. We have used the latest monitoring data[5] where available, up to 1st April 2023.

The context for considering the delivery of development sites has evolved since our last edition and this has shaped the focus of our analysis.

In 2020 a recently re-elected Conservative government was gearing up for radical planning reform[6] including proposals aimed at boosting rates of on-site delivery following Sir Oliver Letwin's independent review of build out[7]. As of 2024, the business models of housebuilders and land promoters - and allegations of perceived 'land banking' – have received fresh examination by the Competition and Markets Authority (CMA) which published its Market Study in February 2024[8]. The CMA found that land banking is a symptom of the planning system rather than a cause of under delivery of housing. We have cross referenced our latest findings with the CMA's work.



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[4] The first edition was the winner of the 2017 RTPI Planning Consultancy Research Award

[5] Some sites have not been updated due to lack of publicly available data. The appendices make clear to which sites this relates

[6] Leading in due course to the August 2020 Planning White Paper: Planning for the Future

[7] Published October 2018

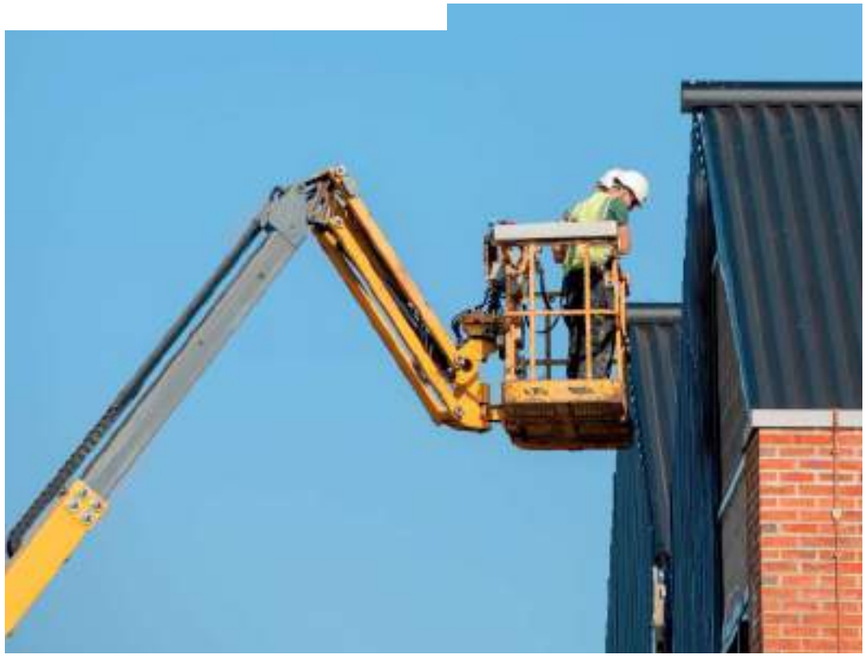
[8] https://assets.publishing.service.gov.uk/media/65d8baed6efa8300ldddcc5cd/Housebuilding_market_study_final_report.pdf

The Levelling Up and Regeneration Act ('LURA')[9] introduced new measures aimed at build-out via the use of Commencement Notices (s111), Progress Reports (s114) and Completion Notices (s112). Regulations to determine the practicalities of these measures are awaited[10] but their design and application will benefit from a sound evidence-based grasp of how strategic housing schemes are implemented.

Our research continues to focus exclusively on what has happened on the ground, how long things took and what has been built. We do not include forecasts of future delivery. Our aim is to provide real-world benchmarks to inform consideration of housing delivery trajectories. This can be particularly relevant in locations with few contemporary examples of strategic-scale development. It also provides some context for when Government considers the recommendations of the CMA.

The research excludes London because of the distinctive characteristics of housing development in the capital. However, our sample does include apartment schemes on brownfield land in regional urban centres. Recent policy shifts – increasing the focus on boosting housing supply on previously-developed sites[11] – mean it will become more important to understand the distinctive delivery profile of such schemes.

Finally, the housing market has taken a turn. In 2020, net housing additions in England peaked at 248,500. But in 2024, the market has stuttered with downward pressures on values and sales rates: Help to Buy closed in March 2023, mortgage rates more than doubled in 2022 and remain high and Registered Providers face challenges that limit their ability to invest in new stock. Our report considers how these headwinds may affect annual build-out rates.



[9] https://www.legislation.gov.uk/ukpga/2023/55/enacted

[10] The provisions require secondary legislation which, at the time of writing, has not been published and for which there is no timetable. There is also no guarantee the provisions will ever come into force. Albeit the provisions for making these regulations will come in to force on 31st March and the intentions were set out at the time the Bill was published in the supporting Further Information paper.

[11] Including the December 2023 changes to the NPPF, which clarify that the 35% uplift to the Standard Method in the 20 largest urban centres is expected to be delivered in those areas rather than in surrounding areas. In February 2024, the Secretary of State published the review into the London Plan and issued a consultation on 'Strengthening planning policy for brownfield development': https://www.gov.uk/government/consultations/strengthening-planning-policy-for-brownfield-development

02
Methodology

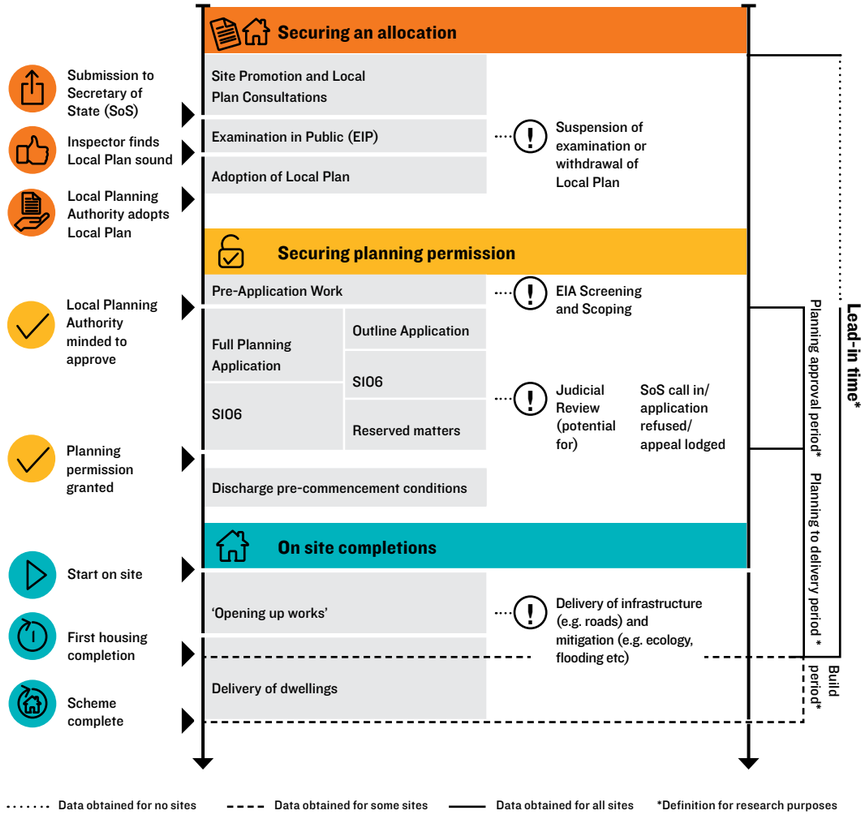
This report focuses analysis on the pace at which large-scale housing sites of 500 dwellings or more emerge through the planning system and how quickly they are built out. It identifies the factors which lead to faster or slower rates of delivery, including those impacting specifically on apartment schemes on brownfield sites in urban areas.

Definitions

For all sites, we look at the full extent of the planning and delivery period. To help structure the research and provide a basis for standardised measurement and comparison, the development stages have been codified as illustrated in Figure 2.1, which remain unchanged from the previous editions of this research.

The overall 'lead-in time' covers stages associated with securing a local plan allocation, going through the 'planning approval period' and 'planning to delivery period', and ending when the first dwelling is completed. The 'build period' commences when the first dwelling is completed, denoting the end of the lead-in time.

Figure 2.I: Timeline for the delivery of large-scale housing sites



Source: Lichfields analysis

Lead-in time

Securing a development plan allocation is an important stage in the delivery of most large-scale housing sites. However, it is not possible to obtain information on a consistent basis for this process – which can often take decades across multiple plan cycles – and so we have not incorporated it in our analysis. For the purposes of this research the lead-in time reflects only the time from the start of the planning approval period up to the first housing completion.

Planning approval period

The 'planning approval period' begins with the validation date of the first planning application on the site (usually an outline application but sometimes hybrid or full) and extends until the date of the first detailed approval for dwellings on the site (either full, hybrid or reserved matters applications). It is worth noting that applications are typically preceded by significant amounts of (so-called) 'pre-app' engagement and evidence work, but due to a lack of data on these matters, it is not possible to establish a reliable estimate of the time taken on these activities (including through the local plan and pre-application). But the time taken to achieve an implementable planning permission will be markedly longer than we have identified in this study because work inevitably begins prior to the date the planning application is validated.

Planning to delivery period

The 'planning to delivery period' follows the planning approval period and measures the time from the date of the first detailed permission for construction of homes (usually reserved matters but could be a hybrid or full application) to the completion of the first dwelling. The use of the 'completion of the first dwelling' rather than 'works on site' reflects the availability of data: housing completions are routinely publicly recorded by LPAs but the commencement of work on site tends not to be. This allows for a consistent basis for measurement.

We can mostly only identify the monitoring year in which the completion took place, so the mid-point of the monitoring year has been used to calculate the end date of the planning to delivery period. For example, a scheme delivering its first unit in 2014/15 would be recorded as delivering its first unit on 1 October 2014.

For solely apartment schemes this will be slightly different as developers will typically complete an entire block on a single day. This will often mean the 'planning to delivery period' is longer as the first recorded completion for multiple apartments in a newly constructed multi-storey block would require more on-site work than required to complete a single house.



Build period

The annualised build-out rates are recorded for the development up to the latest year where data was available as of April 2023 (2022/23 in most cases). Not every site assessed will have completed its build period as many of the sites we considered had not delivered all dwellings permitted at the time of assessment; some have not delivered any dwellings.

We anticipate multi-phased apartment schemes will have more 'lumpy' completions data as entire blocks are recorded as having been completed on the same day. This could mean years with high delivery preceded and/or followed by more fallow years.

Detailed definitions of each of these stages can be found in Appendix 1.



Development and data

Our analysis focuses on larger sites of 500 or more dwellings, but we have also considered data from smaller sites ranging from 50-499 dwellings for comparison and to identify trends. The geographic distribution of sites assessed is shown in Figure 2.2 and a full list can be found in Appendix 2 (large sites) and Appendix 3 (small sites).

Efforts were made to cover a range of locations and site sizes in the sample, but we cannot say it is representative of the housing market throughout England and Wales. Our conclusions may not be applicable in all areas or on all sites. Our sample size has increased significantly: we now have 179 large sites (the second edition had 97) and 118 small sites (the second edition had 83). We have endeavoured to include more recent examples to ensure that the latest trends in planning determination and build-out rates for housing sites are picked up proportionally through the analysis of housing sites of all sizes.

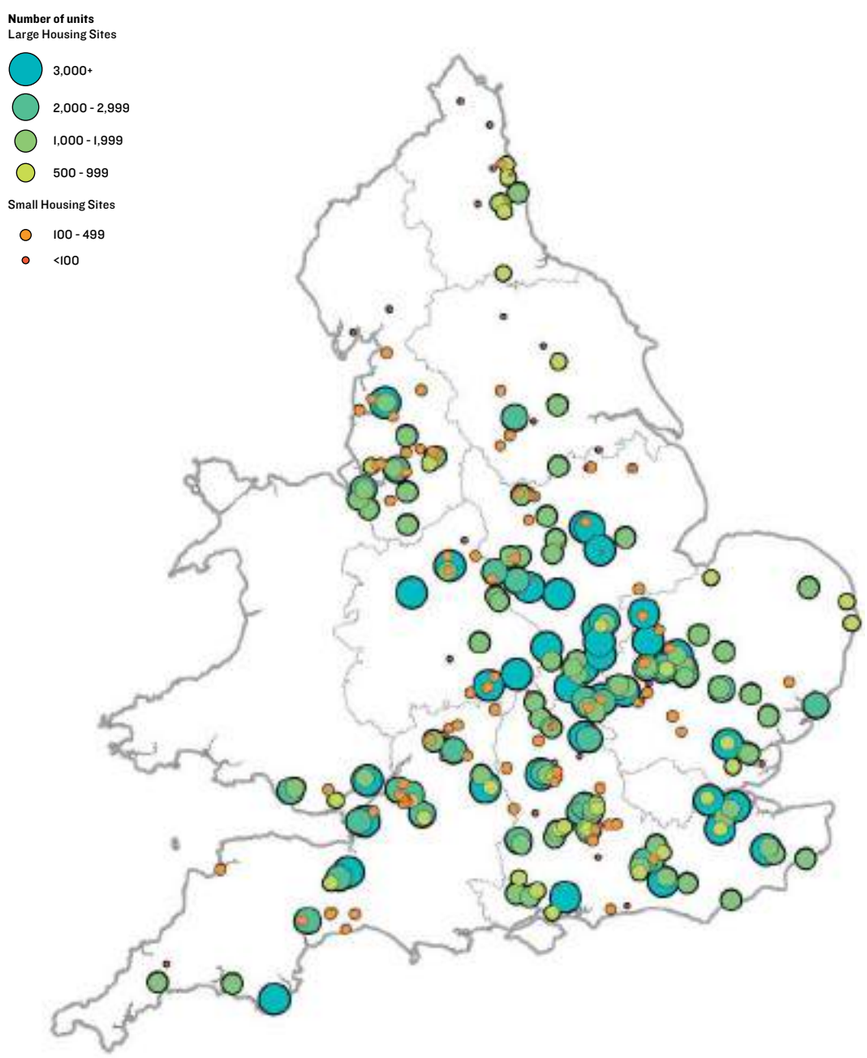
The sources on which we have relied to secure delivery data on all sites in this research include:

1. Annual Monitoring Reports (AMRs) and other planning evidence base documents produced by LPAs[12];
2. Contacting the relevant LPA, and in some instances the relevant County Council, to validate or update the data; and
3. In a handful of instances obtaining/ confirming the information from the relevant house builders.



[12] Monitoring documents, five-year land supply reports, housing trajectories (some in land availably assessments), housing development reports and newsletters

Figure 2.2: Map of sites assessed, by size of site (dwellings)



Source: Lichfields analysis

INSIGHT
START TO FINISH

03
How long does it take to get started?

In this section we look at lead-in times; the time it takes for large housing sites to get planning permission and begin to deliver homes on site. This includes both the 'planning approval period' and the 'planning to delivery period'.

Planning approval period

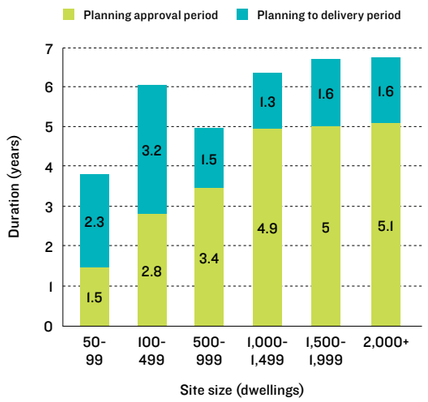
The first stage is the planning approval period: the time taken from the validation of the first application to the first detailed permission. For large sites, this period typically comprises the determination of an outline application, and then a reserved matters application (but in some cases, it may refer to a single full/ hybrid application). Our data shows that the average median planning approval period generally increases in accordance with site size; for small sites of less than 100 dwellings, this is on average 1.5 years, but for sites of 1,000 dwellings or more, it takes an average of five years to obtain detailed planning permission, with minimal change in this period as site size increases above this point.

Although it takes longer to achieve a detailed planning permission on larger sites, there is not a linear relationship between size of site and time taken to secure the detailed permission. This might be because the largest sites are more likely to be allocated in adopted local plans and so the principle of development would have already been established by the time an application is submitted. In theory this would help to speed up the planning approval process but end-to-end timescales are dependent on a timely local plan system.

In Wales, the restrictive policy towards speculative applications makes an allocation almost essential.

The CMA has also undertaken analysis into the length of time it takes land promoters and house builders to obtain outline planning permission. Using data obtained from land promoters, the CMA found that of the outline permissions obtained in 2022, 43.4% of them were obtained within five years or less, with 97.4% in nine years or less. These periods are significantly longer than the figures in our analysis because this includes pre-application promotion work, which is not captured in our data which starts with submission of the first application.

Figure 3.1 Median average timeframes from validation of the first application to completion of the first dwelling



Source: Lichfields analysis

Table 3.1 Lower quartile, median and upper quartile planning approval period (years) by site size

	50-99 dwellings	100-499 dwellings	500-999 dwellings	1,000-1,499 dwellings	1,500-1,999 dwellings	2,000+ dwellings
Lower Quartile	1.4	2.6	2.7	3.7	3.7	4.1
Median	1.5	2.8	3.4	4.9	5.0	5.1
Upper Quartile	5.9	9.0	6.6	8.3	6.9	7.9

Source: Lichfields analysis

The CMA go on to say in footnote 111 that *"in estimating the development timeline, our estimate for the most comparable element of the process is, on average, 3 to 4.5 years"*. This is more closely aligned to our findings on securing planning permission on a large site.

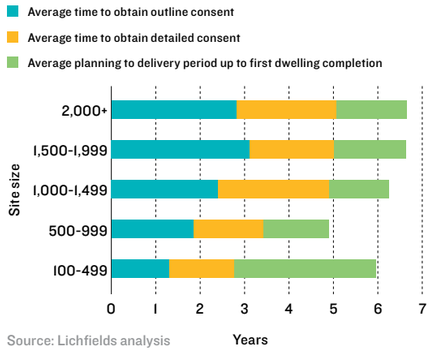
The CMA also found that the time required to make planning decisions is increasing (paragraph 4.27). However, its analysis considered developments of all sizes; we found no discernible difference in the time it takes schemes of 500 dwellings to achieve detailed approval since 2012/13 compared to older schemes. This could be because large-scale housing applications have always been more complex and so inevitably took longer to determine. They would, likely, also only be pursued by those with significant experience in this sphere. However, we did find an increase in the planning to delivery period which we discuss later in the report.

Outline permission to completion of the first dwelling

Our 2020 research was published in the aftermath of the NPPF[13] which raised the bar on the definition of 'deliverable' for determining whether a site could be assumed to supply completions within the five-year housing land supply period. This definition is now well-established with the 'clear evidence' required to demonstrate deliverability of sites that do not benefit from a detailed permission.

We have updated our findings on the average time taken from gaining outline permission to the completion of the first dwelling on site, as shown in Figure 3.2. This indicates that it takes on average around 3 - 4.6 years from the grant of outline planning permission to deliver the first dwelling. This means at the time of its granting, an outline permission will on average deliver limited amounts of housing within the next five-year period.

Figure 3.2 Overall lead-in times for sites of 100 dwellings or more including time taken for outline consent by site size



Source: Lichfields analysis

Planning approval period: What is going on?

Larger sites are often complex and require outline permissions to set the framework for future phases or staged delivery before bringing forward a detailed scheme through reserved matters and detailed permissions.

Outline planning permissions for strategic development are often not obtained by the company that builds the houses. Master developers and land promoters play a significant role in bringing forward large-scale sites that are subsequently implemented by house builders.

Promoters will typically obtain outline planning permission and then sell the site to a house builder that will secure the detailed approvals.

The CMA explains that land promoters are contractually obligated to begin the sale of land as soon as practically possible after receiving outline planning permission. The CMA found that whilst in 2022 65% of sites sold by promoters were sold within 12 months of obtaining planning permission, their data implied a large variation in the time taken to sell a site[14]. Reasons included low interest in the site, protracted price negotiations, withdrawal from a sale, and multi-phased sales.

[13] February 2019

[14] CMA Housebuilding Market Report paragraphs 4.53 and 4.66-4.69

1.6 years

time taken to build the first dwelling following detailed consent on a 1,500+ dwelling scheme

Planning to delivery period

Figure 3.1 demonstrates that smaller sites in this research take longer to deliver their first dwelling than large sites, measuring the time from detailed approval being secured. Sites of 500+ dwellings take 1.3 - 1.6 years to deliver the first dwelling. By contrast sites for 50 - 99 dwellings take 2.3 years, whilst sites of 100 - 499 dwellings takes 3.2 years.

Planning to delivery period: What is going on?

There are typically complex site-specific issues such as securing statutory approvals, signing-off details, resolving land ownership and legal hurdles prior to the commencement of development.

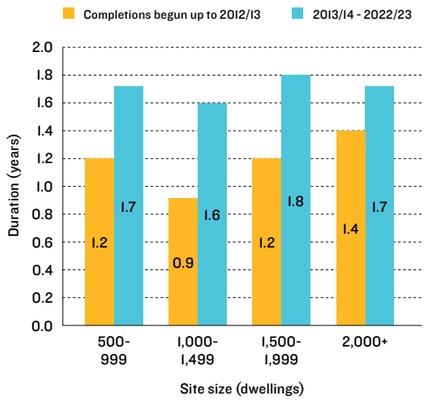
House builders must discharge pre-commencement planning conditions before constructing a home. These should be tailored to tackle specific problems but can be used broadly, for example relating to drainage, soil surveys, ecology, environmental health, materials samples, highways/ traffic plans and formalise any CIL liability.

Our 2021 research[15] provided a deep dive into five local authority case studies, using their monitoring data to look at what is happening to individual planning permissions at the local level once granted. Some permissions require re-working or replanning to improve a scheme. Often these reworks – undertaken at a point at which the principle of development has already been established – will help ensure the most efficient use of land and the right scheme for the market, while also reducing planning risk for the developer. Detailed permissions are more likely to be reworked, likely reflecting their relative inflexibility compared to outline permissions. The extent of re-plans reflects the limited scope to quickly amend permitted schemes without needing to submit a new application.

Planning to delivery period over time

The planning-to-delivery period is longer for sites of all sizes in the part of our sample that started in the last decade. Figure 3.3 splits the planning to delivery analysis in Figure 3.1 by time. It shows that up until 2012/13 (just after the NPPF was first introduced), the planning to delivery period ranged between 0.9 – 1.4 years, with schemes of 2,000+ dwellings taking the longest to get started. In the period since the NPPF, the planning to delivery period has extended up to 1.6 - 1.8 years, a figure that is relatively consistent across all site sizes. The reasons for the change are not identified in the data, but may reflect the increased complexity of planning requirements as well as resourcing pressures in LPAs.

Figure 3.3 Planning to delivery period by site size



Source: Lichfields analysis

The overall lead-in time

The average time from validation of an outline application to the delivery of the first dwelling for large sites of 500 dwellings or more ranges from 4.9 to 6.7 years depending on site size, i.e. beyond an immediate five-year period for land supply calculations.

When combining the planning approval period and planning to delivery period only sites comprising 99 dwellings or less will – on average – deliver anything within an immediate five-year period. Interestingly, sites of 100 - 499 dwellings and all sites of 1,000 dwellings or more have a very similar combined planning approval and planning to delivery period of 6 - 7 years, despite significant variation in site size.

After this period, an appropriate build-out rate based on the size of the site should also be considered as part of the assessment of deliverability (see Section 4).



[15] Lichfields, 2021 Tracking Progress

04
How quickly do sites build out?

The rate at which homes are to be built on sites – and the realism of housing land supply and trajectories – is often contested at local plan examinations and planning inquiries. Whilst the pressure on LPAs to maintain a five (or four[16]) year housing land supply may be decreasing[17], the LURA contains measures that will increase scrutiny of build-out rates at the planning application stage, with the potential (at least in theory) for Completion Notices that nullify permissions when sites fall behind from their agreed delivery pace. A good understanding of real-world examples and evidence on absorption rates (see Section 5) remains essential.

Our analysis of build rate averages excludes any sites which have less than three years of completions data. This is because it is unlikely the completion figure in year one would cover a whole monitoring year, and so could distort the average for that site when considered alongside only one full year of completion data.

Some schemes do achieve very high rates of build-out in particular years (the top five annual figures were 520-620 dwellings per annum [dpa]) but this rate of delivery is not sustained (see Table 4.1). Apart from Ebbsfleet[18], the peak build-out rates were anomalous. That said, the five examples in Table 4.1 remain at the upper end of (or above) the range of our overall sample: for schemes of 2,000 or more dwellings the average annual completion rate throughout build-out ranges from 100 to 188 dpa (see Figure 4.1).

Table 4.1 Peak annual build-out rates compared against average annual build-out rates on these sites

Site	Local Planning Authority	Site size (dwellings)	Peak annual build-out rate (dpa)	Average annual build-out rate (dpa)
Cambourne (original new settlement[19])	South Cambridgeshire	3,300	620	188
Ebbsfleet	Dartford	15,000	619	255
Berryfields Major Development Area (Aylesbury Garden Town)	Buckinghamshire	3,254	562	251
Great Kneighton (Clay Farm)	Cambridge	2,188	539	219
Oakley Vale	North Northamptonshire	3,100	520	162

Source: Lichfields analysis

[16] See NPPF paragraph 226

[17] See NPPF paragraph 76

[18] Ebbsfleet has delivered a series of high annual build-out rates in the most recent five-year period: 2018/19 = 613, 2019/20 = 553, 2020/21 = 347, 2021/22 = 533 and 2022/23 = 619

[19] The second edition of this research included Cambourne as an example with a total site size of 4,343 dwellings. However, in this iteration we have separated out the sites into Cambourne the original new settlement (3,300 dwellings), Upper Cambourne (950 dwellings) and Cambourne West (2,350 dwellings)

Average annual build-out rates

Figure 4.1 presents our updated results for average annual build-out rates by site size for all sites in our sample. Unsurprisingly, larger sites deliver on average more per year than smaller sites. Those of 2,000 dwellings or more, delivered on average more than twice the rate of sites of 500 - 999 dwellings.

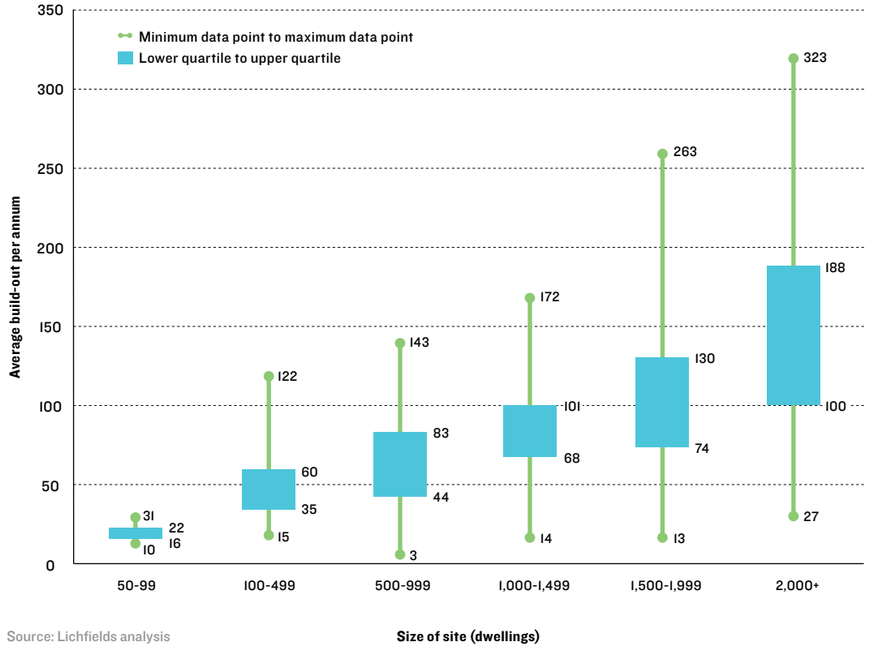
In this third iteration of the research, we have identified the average (mean and median) build rate, but also the lower and upper quartiles to illustrate a range.

This avoids too much focus on a singular figure, recognising the wide range of factors that influence build-out rates as set out in Section 5. For sites of 2,000 or more dwellings, the lower to upper quartile range for build-out rates is 100 to 188 dpa. The highest average build-out rate in our analysis is 323 dpa, at Great Western Park, in the Vale of White Horse.

100-188 dpa

average annual build-out rate on 2,000+ dwelling scheme

Figure 4.1: Average build-out rate by size of site (dwellings)



Source: Lichfields analysis

Comparison with our previous editions

The number of sites we have assessed is significantly increased in this edition of the research, but particularly for the largest sites (2,000+ dwellings) where we have 43 extra examples. Over the three editions of our research, the mean build-out rate has decreased marginally, whilst the median rate is also lower for sites under 999 dwellings but broadly static for sites of 1,000 dwellings or more. Overall, there is limited difference in the average build-out rates across all three editions which gives us confidence in the findings. However, it does show there a reduction in the presented build-out rates overall. We explore whether this is a function of our sample size or the addition of new years of monitoring data in Section 5.



Table 4.2 Average build-out rates by size of site (dwellings) comparred with the first and second editions of the research

Site Size (dwellings)	Mean build-out rate (dpa)				Median build-out rate (dpa)		
	First Edition	Second Edition	Third Edition		Second Edition	Third Edition	
50-99	27	22	20		27	18	
100-499	60	55	49		54	44	
500-999	70	68	67		73	68	
1,000-1,499	117	107	90		88	87	
1,500-1,999	129	120	110		104	104	
2,000+	161	160	150		137	138	

Source: Lichfields analysis

05 What factors can influence build-out rates?

In this section we explore some of the factors that can influence the pace at which sites are built out. This includes site and location-specific factors, such as the strength of local market, the amount of affordable housing and whether a site is greenfield or brownfield. In this third edition, we also consider the potential impact of economic and housing market cycles.

Economy and market impacts

The housing market appears to be at the start of a new economic cycle. After around a decade of generally favourable market conditions (with cheap finance and policy support) potential home purchasers and builders are facing different circumstances.

Figure 5.1 looks at how average build-out rates on our sampled sites have correlated with net additional dwellings in England and recent economic events and interventions over our study period.

Economic and policy context for house building and build-out rates

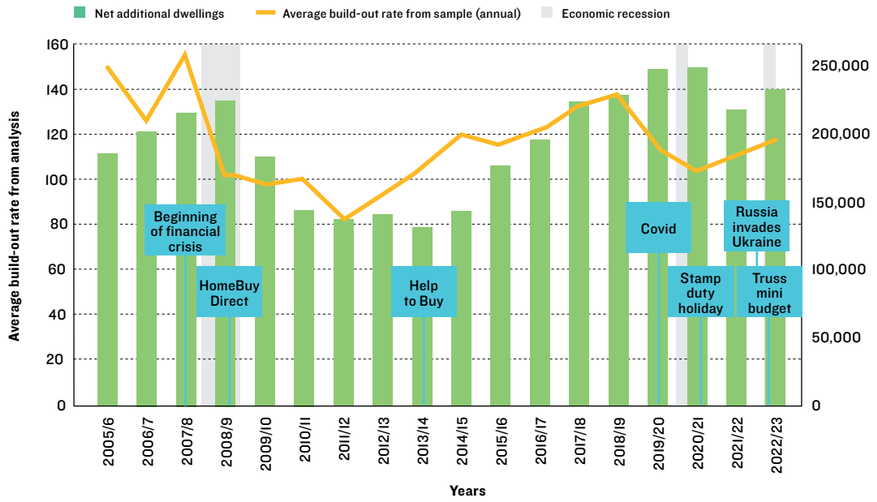
Government support for new home buyers was available before the Global Financial Crisis (GFC), (i.e. "First Buy" in 2006/7) but more robust support was introduced subsequently, firstly with Homebuy Direct, then Help to Buy which was introduced in 2013 and lasted until October 2022. It supported almost a third of new home sales over this period[20]. COVID-19 prompted a further stimulus in the form of a stamp duty holiday (July 2020 - July 2021).

Alongside these policy measures, mortgage rates were historically and consistently low, falling to 0.5% in March 2009 and 0.1% in March 2020 before rising again from December 2021.

Combined, this provided favourable conditions for home buyers and house builders.

The end of Help to Buy in 2022 was compounded by dramatically increased mortgage rates, reaching 5.25% in August 2023. The effect to transactions has already been significant and the OBR forecast (in March 2024) that transactions in 2024 will be 14% below pre-pandemic levels (2017-2019) and will not return to this level until 2027.

Figure 5.1: Net Additional Dwellings (England) and build-out rates (England and Wales) in economic context



Sources: Lichfields analysis of build-out rates, DLUHC 2024, Increase in Dwelling stock Table 104

[20] https://www.gov.uk/government/statistics/help-to-buy-equityloan-scheme-data-to-30-september-2021/help-to-buy-equity-loanscheme-data-to-30-september-2021#aboutthe-help-to-buy-equityloan-scheme

Looking ahead

The Bank of England estimates that (due to the increased share of fixed rate mortgages now being 85% compared to closer to 50% in 2007) *"over half the impact from two years of interest rate increases is still to be felt"*. This leads to the OBR forecasting a drop in housing transactions, and in housebuilding from an already low rate, to just 213,600 in 2025/26.

Worsening market conditions will likely markedly reduce build-out rates. Savills research for the LPDF 'A New Normal for Housebuilding' forecast fewer sales outlets (with fewer consented sites) and lower sales by outlet, dropping from the 0.73 average homes sold per week between 2015 and 2021 (and 0.67 before the 2008 recession) to 0.5 - 0.6 over the medium term, taking into account the low and falling number of consented sites in developer pipelines, and the size of each site increasing. As we show (see Figure 5.6 later in this section), a lower number of outlets is correlated with slower build-out rates. The post-2022 conditions are yet to be fully captured in monitoring data, but we would expect this to arise in future years.

There is some room for optimism. The February 2024 RICS residential survey shows sales expectations improving over the next year and a positive sentiment for new instructions of sales for the first time in three years. This is likely at least partly due to a consensus that interest rates have peaked, with UK Finance forecasting mortgage affordability is plateauing, and will improve in 2025[21].

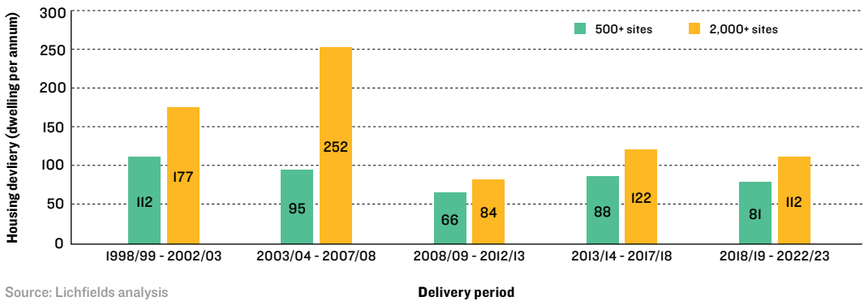
Looking back

The average build-out rates achieved on large sites (Figure 5.2) has fallen over time since before the GFC. The drop-off is most considerable for large sites starting development in the period directly after the GFC. Build out picked up slightly for projects that started in the five years to 2017/2018 taking in the impact of the 2012 NPPF. The COVID-19 pandemic and the rise in interest rates in the 2018/19 to 2022/23 period shows in the slight dip in build-out rate.

The largest sites (2,000+ dwellings) seem to have been hardest hit, falling from a peak average annual build-out of 252 dpa prior to the GFC to just 84 dpa during the recession and early recovery, before increasing again to 112 dpa in the most recent five-year period. However, the drop following 2007/8 may not be solely economically-driven; changes in the type of sites allocated, the structuring of delivery, and relying on s.106 for funding affordable housing and infrastructure may be determinative factors.



Figure 5.2: Average annual build-out rates for large sites (500 or more and 2,000 or more dwellings) by five-year interval



Source: Lichfields analysis

[21] https://www.ukfinance.org.uk/news-and-insight/press-release/mortgage-lending-fall-in-2024

Site specific factors

Do homes get delivered faster in high pressure areas?

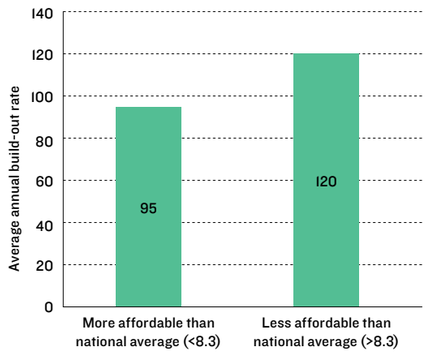
The rate at which homes can be sold (the 'absorption rate') determines the build-out rate. The CMA report found that there is strong evidence - from studies (including the second edition of this research) and engagement with stakeholders - that housebuilders (typically buying consented land using the residual land value method) generally respond to the incentive to sell at prevailing market value by building homes at a rate that is consistent with the local absorption rates. This avoids capital being tied up in partly finished or finished but unsold homes.

We have considered whether housing demand at the local authority level affects build-out rates. For the purposes of this research, higher demand areas are assumed to be those with a higher ratio of house prices to earnings, utilising the same measure as that applied in the Government's standard method for assessing local housing need. Figure 5.3 shows the sample of 500 or more dwelling schemes (that have delivered for at least three years) divided between whether they are located in a local authority above or below the national median affordability ratio (8.3). It shows higher demand areas appear to absorb 26% higher annual build-out rate than lower demand areas[22].

Of the five sites identified at Table 4.1 with the highest peak rates of delivery, all but Oakley Vale in North Northamptonshire are in local authority areas with workplace-based affordability ratios more than the national average when those rates were achieved[23].



Figure 5.3 Build-out rates by level of demand using national median 2022 workplace based affordbaility ratio (dpa)



Source: Lichfields analysis

26%

greater average annual build-out rate in higher demand areas

[22] This is in line with the findings of the second edition of the research, albeit both averages are lower this time. The previous research showed the large sites in LPAs which were 'more affordable than the national average (<8.72) delivered on average 99 dpa versus those large sites in LPAs which were 'less affordable than the national average (>8.72) at 126 dpa

[23] Using ONS long term affordability data https://www.ons.gov.uk/peoplepopulationandcommunity/housing/bulletins/housingaffordabilityinenglandandwales/2022#:~:text=In%202022%2C%20full%2Dtime%20employees,6.2%20times%20their%20annual%20earnings

34%

greater annual average build-out rate on greenfield sites

Do sites on greenfield land deliver quicker?

Both previous editions of this research found that greenfield sites have, on average, delivered more quickly than brownfield sites. This remains the case in our updated cohort of sites. The median figures show greenfield sites delivering 34% higher average annual build-out rates. Using lower and upper quartiles to set a range, Figure 5.4 shows that brownfield sites are seen to deliver between 41 to 102 dpa compared with greenfield sites delivering 63 to 145 dpa. This is likely to reflect the fact that brownfield sites are more complex to deliver, can carry extra cost (e.g. for remediation) which reduces the scale of contribution they make to infrastructure and affordable housing provisions, which as shown in Figure 5.5, can boost build-out rates. We consider issues related to apartment-led brownfield schemes in Section 6.

Housing mix and variety

The Letwin Review[24] posited that increasing the diversity of dwellings on large sites in areas of high housing demand would help achieve a greater rate of build-out. It concluded that a variety of housing is likely to appeal to a wider, complementary range of potential customers which in turn would mean a greater absorption rate of housing by the local market.

Consistent data on the mix of sizes, types and prices of homes built out on any given site is difficult to source, so we have tested this hypothesis by using affordable housing delivery percentages on site as a marker of a different tenure and the number of sales outlets on a site as a proxy for variety of product types.

Affordable housing

Large amounts of affordable housing on a site can boost delivery, if viable, because it taps into an additional source of demand. This is supported by our findings: schemes with the highest proportions of affordable housing (30%+) have the highest average annual build-out rates. However, there is not a direct correlation for those providing lower percentages; indeed, those providing 10- 19% affordable housing had the lowest average build-out rates whereas rates on schemes delivering the lowest levels of affordable housing (i.e. less than 10% and some providing zero) were on average higher than those providing 10-29% affordable homes.

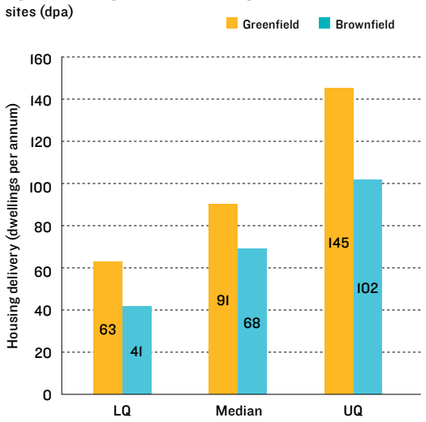
Whilst schemes with the highest rates of affordable housing achieve the highest rates, these are likely to be located in the strongest markets for homes to buy and there will, in most cases, be a cap on the proportion of affordable homes that can be achieved on sites without compromising overall viability.

Key worker housing

Among our sample of sites was a scheme delivering significant quantities of key worker housing. This specific type of housing was excluded from our wider research to avoid distorting the data.

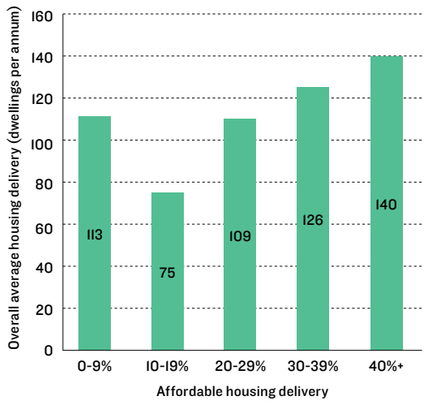
Delivery data obtained for North West Cambridge includes annual build-out rates by the University of Cambridge and Hill Residential (Table 5.1). This suggests a specific type of product may yield high annual build-out rates with the peak year of delivery reaching 409 dwellings. The average annual build-out rate for this site is 178 dpa which is significantly higher than other schemes in the 500-999 dwellings category. However, North West Cambridge also comprises apartments which have specific delivery circumstances which make them not be readily compared to the wider research. We consider urban apartment developments on brownfield sites in Section 6.

Figure 5.4 Average build-out rates on greenfield and brownfield sites (dpa)



Source: Lichfields analysis

Figure 5.5 Average build-out rates by level of affordable housing (dpa)



Source: Lichfields analysis

Table 5.1 Annual build-out rates at North West Cambridge by phase

North West Cambridge	2016/17	2017/18	2018/19	2019/20	2020/21	Average Build-out Rate
Lot 1 (University of Cambridge) KEY WORKER UNITS		117				
Lot 2 (University of Cambridge) KEY WORKER UNITS			264			
Lot 3 (University of Cambridge) KEY WORKER UNITS		232				
Lot 8 (University of Cambridge) KEY WORKER UNITS	73					
Lot M1 (University of Cambridge And Hill Residential)		3	109	7	2	
Lot M2 (University of Cambridge And Hill Residential)		1	36	15	33	
Totals	**73**	**353**	**409**	**22**	**35**	**178**

Source: Lichfields analysis

[24] https://www.gov.uk/government/publications/independent-review-ofbuild-out-final-report

[25] https://www.gov.uk/government/publications/independent-review-of-build-out-final-report

Outlets

Across the years in which the number of outlets varied on the same site we have a total of 114 data points from 15 sites. The data is limited to those local authorities that publish information relating to outlets on site. It is a small sample, but larger than that available in our second edition (12 sites, and 80 data points).

We consider the number of outlets delivering dwellings each year. For example, if two phases are being built out in parallel by the same housebuilder this has been counted as one outlet with the assumption there is little variety (although some builders may in reality differentiate their products on the same site, particularly if dual branded). However, if two phases are being built out in parallel by different housebuilders this is counted as two outlets, with the assumption that there would be some variation in the product on offer.

Figure 5.6 shows a clear relationship between the number of outlets on site and the annual build-out rate achieved. Table 5.2 also shows that, although the quantum of completions in a year increases with every additional outlet, the average delivered per outlet increases slightly with four and five outlets.

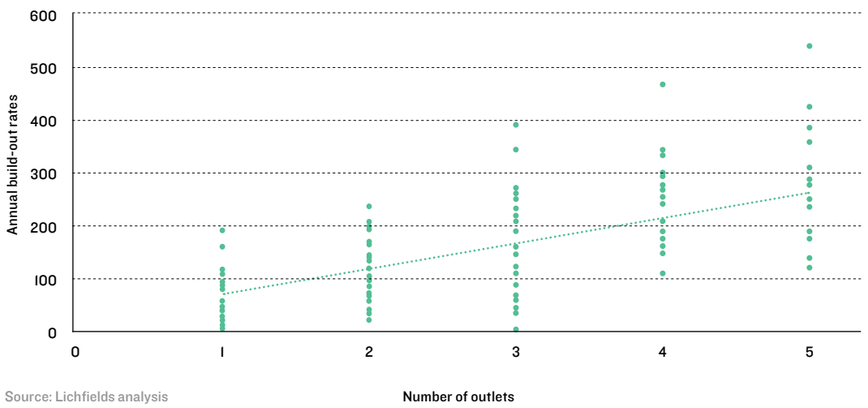
Table 5.2 Average annual completions per outlet

No of outlets	Average annual completions	Average completions per outlet
1	69	69
2	123	62
3	164	55
4	230	57
5	286	57

Source: Lichfields analysis



Figure 5.6: Build-out rates by number of outlets present (dpa)



Source: Lichfields analysis

06
Delivery of brownfield, urban apartment schemes

Government policy is seeking to increase the emphasis on brownfield residential development, and higher density, apartment schemes are likely to be a consequence. What contribution can these sites make to housing trajectories?

We have identified data for nine examples of solely apartment schemes in excess of 250 units on urban brownfield sites (all outside London). This is a reasonable number of units to differentiate sites from lower density suburban apartment developments that might appear in the research. These have been considered separately from the other large sites in the research and include no other types of dwelling (i.e. no townhouses, semis or detached properties). Some of the large sites analysis already considered will include apartments, potentially for significant proportions of their schemes, but they will include some conventional houses.

Appendix 4 contains a short explanation of the planning history and build-out rates for each of the examples which have informed the analysis in this section. Their locations are shown on Figure 6.1.

Figure 6.1: Map of sites



Source: Lichfields analysis

Lead-in times

Whilst a modest sample size, it is immediately apparent that there is a significant extension in the time it takes for these sites to progress from planning to delivery (Table 6.1 and Figure 6.2).

When compared with comparably sized sites of conventional housing, our sample of apartment schemes have similar planning approval periods but then progressed to delivery much more slowly. This is particularly the case with the larger apartment schemes (500+ units) where the planning to delivery period for those considered was more than three times longer than the benchmarks for large conventional housing sites. For X1 Media City which is 1,100 units, it was more than seven times longer than conventional housing counterparts. Whilst one should be cautious drawing conclusions on a small sample, what might these findings imply?

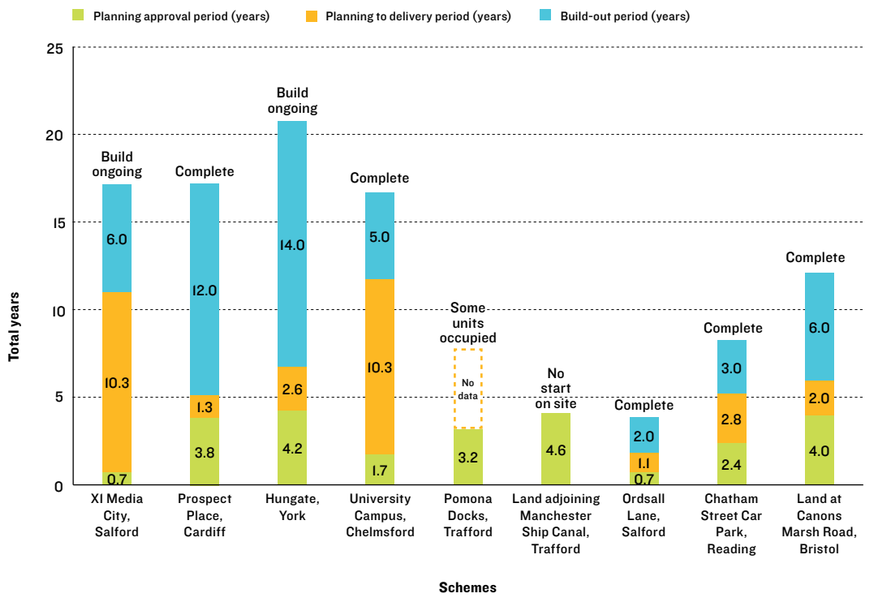
1. Firstly, when recording the completion of an apartment, this will be alongside others in one or more blocks that are completed in one go, rather than an individual dwelling that can be built and sold as the site progresses. Because it is likely to take longer to complete a block of apartments than a single house. As such, the period over which we are measuring planning to completion of the first apartment will likely be longer.
2. Secondly, as set out in Appendix 4, there can be considerable time spent in 'optimising' a planning permission once the 'original' detailed consent is granted. For example:
   - **X1 Media City**: This scheme was granted detailed consent in 2007. An extension of time application for the original consent was submitted in April 2010 and approved in November 2012. A further amendment to previously approved planning permission was approved in May 2016. First completions were recorded in 2017/18.
   - **University Campus (Chelmsford):** Outline planning permission was granted at appeal in October 2003. Following a public inquiry for Stopping Up Orders and their confirmation in October 2005, the site was sold in 2007. A further process of exploring land use and design solutions to resolve commercial and planning objectives followed. Another outline and full application were approved in November 2012. First completions were recorded in 2014/15.
3. Thirdly, brownfield sites at scale can be complex with unusual issues to resolve. For example, Prospect Place (Cardiff) required extensive land reclamation. Further, the viability of delivering brownfield sites of this scale can be finely balanced with schemes susceptible to changes in the costs and values, necessitating redesigns prior to commencement of development.

Table 6.I Lead-in time analysis for 9 example brownfield apartment schemes

	Site	Site Size (units)	Brownfield apartment schemes		Sites considered in sections 3 & 4	
			Planning approval period (years)	Planning to delivery period (years)	Planning approval period (years)	Planning to delivery period (years)
> 500 units	XI Media City, Salford	I,I00	0.7	I0.3	4.9	I.3
	Prospect Place, Cardiff	979	3.8	I.3	3.4	I.5
	Hungate, York	720	4.2	2.6		
	University Campus, Chelmsford	645	2.7	9.0		
	Pomona Docks, Manchester	526	3.2	Unknown		
	AVERAGE		**3.5**	**4.3**		
< 500 units	Land adjoining Manchester Ship Canal, Manchester	449	4.4	Unknown	2.8	3.2
	Ordsall Lane, Salford	394	0.7	I.I		
	Land at Canons Marsh Road, Bristol	307	4.0	2.0		
	Chatham Street Car Park, Reading	272	2.4	2.8		
	AVERAGE		**2.9**	**2.0**		

Source: Lichfields analysis

Figure 6.2: Lead-in time analysis for brownfield apartment schemes



Source: Lichfields analysis

Build-out rates

As explained, the nature of apartment schemes means that annual build-out rates can be lumpy, as homes delivered can only be recorded when a block is completed. Figure 6.3 shows Prospect Place, Hungate, University Campus Chelmsford and X1 Media City with years when many units were completed with subsequent fallow periods of no delivery. Table 6.2 further illustrates this by comparing the peak year of delivery with the average rate.

Apartment schemes may also be more susceptible to downturns in the market – the 'all or nothing' requirement (to complete whole blocks before units can be released to prospective purchasers) ties up capital and makes them higher risk for conventional sale. For example, LPAs told us that both Prospect Place and Hungate were significantly impacted by the GFC: each having more than five years in which there were no new completions.

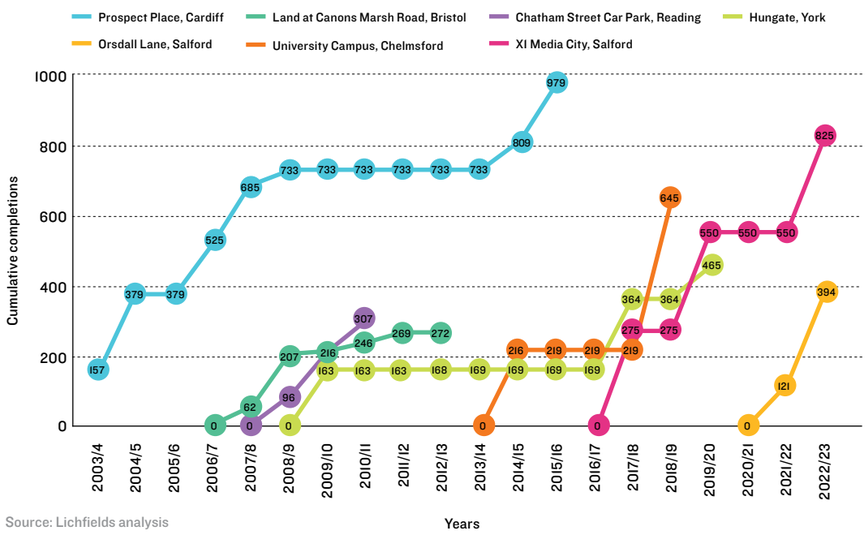
From our sample of nine sites, there is (perhaps unsurprisingly) much variety in the pace at which brownfield apartment schemes obtain planning permission (as there can be with greenfield sites), but more notable is how long it takes some sites to turn that consent into homes available for sale and occupation. Furthermore, while some significant 'peak' annual build-out rates can be achieved on these sites, delivery is lumpy and we found the GFC stalled completions on some schemes. Local authorities relying on higher density apartment schemes on brownfield sites to secure their five-year land supply or local plan housing trajectory will need to incorporate more flexibility if they are to be confident in achieving housing requirements.

Table 6.2 Peak annual build-out rates compared against average annual build-out rates on the example urban apartment schemes

Site	Average annual build-out	Peak years build-out
Prospect Place, Cardiff	75	222
Hungate, York	33	195
University Campus, Chelmsford	129	426
XI Media City, Salford	138	275
Chatham Street Car Park, Reading	102	120
Land at Canons Marsh Road, Bristol	45	145
Ordsall Lane, Salford	197	273

Source: Lichfields analysis

Figure 6.3: Annual build-out rates for the urban apartment scheme examples (years)



Source: Lichfields analysis

07 Conclusions

Our research provides real-world benchmarks to assist planning for the effective delivery of large-scale housing. These benchmarks can be particularly helpful in locations where there is limited experience of such developments to inform housing trajectories and land supply assessments. It augments the debate on build-out rates stimulated by the CMA's work. We present some statistical averages to assist the debate, but the real relevance of our findings is that there are likely to be many factors which affect lead-in times and build-out rates, and it is these – alongside the characteristics of individual sites – that needs to be considered carefully by local authorities relying on these projects to deliver planned housing.

The averages presented in our analysis are not intended to be definitive or a substitute for a robust, bottom-up justification for the delivery trajectory of any given site factoring in local absorption rates. It is clear from our analysis that some sites start and deliver more quickly than the average, whilst others have delivered much more slowly. Every site is different and the range in our lower and upper quartile figures for build out illustrates the risk of relying on a singular estimate.

Key findings

1. **Only sites below 100 dwellings on average begin to deliver within a five-year period from validation of an outline application**

   When considering our updated data on lead-in times, it shows only smaller sites with 99 dwellings or fewer will typically deliver any homes within a five-year period from the date that the first application is validated. The lead-in time comprises the planning approval period and the planning to delivery period. Even small sites make a modest contribution within five years as the lead in time is on average 3.8 years. Larger sites of 1,000 dwellings or more on average take five years to obtain detailed planning permission (the planning approval period), meaning at the time the first application is validated, no homes from that site might be expected to be delivered in the forthcoming five-year period.

   The planning to delivery period is circa 1.3 – 1.6 years for all sites of 500+ dwellings and does not vary significantly according to site size. This demonstrates the truism that most sites proceed to implementation quickly once permission is granted. This is the period in which sites may change ownership and pre-commencement conditions must be discharged. The increase in this period might reflect market conditions and/or a complexity in dealing with technical pre-commencement matters.



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2. Average annual build-out rates on large scale sites are lower than previous editions of this research

The build-out rates for schemes of 2,000 dwellings or more is 100 to 188 dpa using the lower and upper quartiles of our analysis. The lower and upper quartiles for every size of site category increase as they get larger. Bigger sites deliver more homes each year.

This third iteration of the research has increased our sample size, especially for the largest sites of 2,000+ dwellings (with 43 new examples). Whilst our findings remain comparable, the average rates of build out are slightly lower. The mean build-out rate has marginally decreased for every site size over the three editions of our research. For sites of 2,000+ dwellings the mean has decreased from 161 dpa to 151 dpa. For sites of under 1,000 homes, the median build-out rate is also lower. This may capture characteristics of newly surveyed sites, but also extra monitoring years since 2019 that reflect a market impacted by COVID and the Russian invasion of Ukraine. Our additional sites in the sample are also ones that tended to commence development more recently.

3. Tough market conditions mean a likely slowing in build-out rates and house building overall

Market conditions have a clear effect on house building and the build-out rates of individual schemes. It is in this context that, ceterus paribus, one might expect to see a drop in build-out rates over the next few years. Recent research for the LPDF forecast fewer sales outlets (with fewer consented sites) and lower sales by outlet. Our research shows, a lower number of outlets is likely to lead to slower build-out rates.

There is some room for optimism with the February RICS residential survey showing sales expectations improving over the next year and for the first time in three years, a positive sentiment for new instructions of sales. This is likely at least partly due to a common belief that interest rates have peaked, and mortgage affordability will improve in 2025.



4. Demand is key to maximising build-out rates

The rate at which homes can be sold (the 'absorption rate') at a market value consistent with the price paid for the land determines the build-out rate. The CMA found there is strong evidence from studies and its own engagement with stakeholders, that housebuilders generally respond to the incentive to maximise prices by building homes at a rate that is consistent with the local absorption rates.

Our analysis found that areas with a higher ratio of house prices to earnings had an average 26% higher annual build-out rates on schemes of 500+ dwellings than lower demand areas. The top four highest individual years of delivery in this research (see Table 4.1) are in local authority areas with workplace-based affordability ratios greater than the national average at the time those build-out rates were achieved.

5. Variety is the spice of life

Additional outlets on site have a positive impact on build-out rates, although there is not a linear relationship. Schemes with most affordable housing (30% or more) built out faster, i.e. with higher average build-out rates than those with lower levels of affordable housing delivery; but those delivering 10-19% of their units as affordable had the lowest build-out rates of all. One case study example – in Cambridge – was a predominantly key worker scheme that was able to deliver at an average of 178 dpa, significantly higher than other similar sized schemes included in this research. This points to the principle – identified by the Letwin Review – that, where there is a demand, a mix of homes, complementing market housing for sale, could have a positive impact on build rates.



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6. **Large-scale apartment schemes on brownfield land are less predictable forms of supply**

The largest apartment schemes delivered on brownfield sites appear susceptible to elongated planning-to-delivery periods compared to the benchmark averages for conventional houses on sites of similar scale. There can be protracted periods of redesign and site sale which means implementation can take longer. They can also be more susceptible to downturns in the market; two of the considered examples stalled after the GFC.

Furthermore, the nature of apartment schemes – built in blocks rather than individual dwellings – also means that annualised build-out rates can be lumpy.

Combined, these factors mean any local authority relying on brownfield apartment developments to meet its housing needs, will likely need to incorporate flexibility in its approach when arriving at a realistic housing trajectory.



Looking forward

The CMA report states at paragraph 4.138:

"While we consider that measures to speed up the pace at which new build housing is supplied to the market may be beneficial (and we set out options for some in the chapter on addressing the problems we have found), these would need to be accompanied by planning reform if they were to deliver increases in housing delivery of the size needed to bring GB housing completions significantly closer to 300,000 per year."

The CMA's recommendation on seeking to speed up the pace of new housebuilding should be viewed in the context of this research which, when compared with the first and second editions, shows that reported average build-out rates are slightly lower, albeit only slightly.

As we approach a general election, and with the housing crisis unresolved, the challenge of boosting housing delivery is being discussed with renewed vigour.

The CMA concludes that achieving the necessary step-change in housing output is likely to be reliant on measures to improve the efficiency of the planning system: increasing the speed at which sites progress through the planning system, and then from planning to delivery; in increasing the number of sites granted planning permission for residential development; and increasing the pace and number of development plans being prepared and reviewed. Other factors – including funding for affordable housing and to unblock barriers to site delivery – are also needed.

In the current environment, a sufficient pipeline of sites with planning status in each location (itself dependent on a functioning planning system), with a suitably varied range of housing types and tenures, and the forecast recovery of the housing market from its recent downturn are all necessary to secure a recovery in the supply of new homes.

Appendices

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Appendix 1: Definitions and notes
Appendix 2: Large sites table
Appendix 3: Small sites tables
Appendix 4: Solely apartment scheme details

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Appendix 1: **Definitions and notes**

The ‘lead-in’

Measures the period up to first completion of a house on site from the validation date of the first planning application made for the scheme. The lead-in time covers both the planning approval period and planning to delivery periods set out below. The lead-in time also includes the date of the first formal identification of the site as a potential housing allocation (e.g. in a LPA policy document), but consistent data on this for the sample is not available.

The ‘planning approval period’

Measured from the validation date of the first application for the proposed development (be that an outline, full or hybrid application). The end date is the decision date of the first detailed application which permits the development of dwelling/s on site (this may be a full or hybrid application or the first reserved matters approval which includes details for housing). A measurement based on a detailed ‘consent’ was considered reasonable and proportionate milestone for ‘planning’ in the context of this research. However, this need not be the detailed scheme which is built out. Many large-scale developments are re-designed over multiple iterations before work starts on site. This can be reflected in a protracted ‘planning to delivery period’.

The ‘planning to delivery period’

This includes any amended or extension of time planning applications, the discharge of any pre-commencement planning conditions and any opening up works required to deliver the site. It finishes on completion of the first dwelling.

The date of the ‘first housing completion’

The month and year is used where the data is available. However, in most instances the monitoring year of the first completion is all that is available and in these cases a midpoint of the monitoring period (1st October, falling halfway between 1st April and the following 31st March) is used.

The ‘annual build-out rate’

Each site is taken or inferred from a number of sources. This includes Annual Monitoring Reports (AMRs) and other planning evidence base documents produced by local authorities, contacting the LPA monitoring officers or planners where necessary and in a handful of instances obtaining the information from housebuilders.

Appendix 2: **Large sites tables**

Site name	Local Planning Authority	Site size	Year of first housing completion	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	Year 21	Year 22	Year 23	Year 24	Year 25
				Dwellings per annum																								
Ebbsfleet	Dartford	15,000	2009/10	127	79	55	50	44	40	60	141	312	613	553	347	533	619											
The Hamptons	Peterborough	6,320	1997/98	290.3	290.3	290.3	290.3	290.3	290.3	290.3	290.3	290.3	290.3	290.3	224	224	154	157	71	67	101	34	54	100	239	223	460	299
Houlton (Rugby Radio Station)	Rugby	6,200	2019/20	11	197	210																						
Land at Chilmington Green (South Ashford GC)	Ashford	5,750	2019/20	75	74																							
Sherford	South Hams	5,500	2016/17	7	130	142	151	113	108	183																		
Hanwood Park (East Kettering SUE)	North Northamptonshire	5,500	2016/17	29	124	132	179	103	230																			
North West Preston (MD2)	Preston	5,300	2015/16	57	250	297	411	307	266	372	359																	
Priors Hall	North Northamptonshire	5,200	2011/12	56	21	59	87	170	155	269	238	171	145	112														
Former Alconbury Airfield, Huntingdon	Huntingdonshire	5,000	2021/22	208	208																							
Wichelstowe	Swindon	4,500	2008/09	158	93	195	64	100	61	44	29	57	0	0	10													
Monkton Heathfield	Somerset West and Taunton	4,500	2012/13	22	76	220	191	222	145	84	49	89	67															
The Wixams	Bedford	4,500	2008/09	8	190	160	138	113	109	109	44	37	47	95	344	177	218	251										
Thorpebury (North East Leicester SUE)	Charnwood	4,500	2021/22	32																								
Whitehouse - Western Expansion Area	Milton Keynes	4,320	2015/16	21	124	270	297	341	151	141	134																	
Valley Park (Land to the west of Great Western Park)	Vale of White Horse	4,254	N/A																									
Broughton Gate & Brooklands (Eastern Expansion Area)	Milton Keynes	4,000	2008/09	154	359	371	114	473	138	144	305	239	242	187	309	254	158											
Glan Llyn (Former Llanwern Steelworks)	Newport	4,000	2011/12	10	35	112	76	127	75	124	154	67	55	190	171													
Locking Parklands	North Somerset	3,700	2011/12	23	45	97	75	10	21	86	57	53	153															
Stanton Cross	North Northamptonshire	3,650	2018/19	57	158	132	111																					
Beaulieu Park	Chelmsford	3,600	2015/16	40	110	262	200	195	164	211	236																	
Chatham Docks/ Waters	Medway	3,600	2021/22	199	193																							

Site name	Local Planning Authority	Site size	Year of first housing completion	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	Year 21	Year 22	Year 23	Year 24	Year 25
				Dwellings per annum																								
Overstone Leys (Northampton North SUE)	Daventry	3,500	2017/18	21	47	58	68	163	197																			
Northstowe Phase 2	South Cambridgeshire	3,500	2020/21	2	41																							
Long Marston Airfield	Stratford-upon-Avon	3,500	2021/22	77																								
South East Coalville (Land north and south of Grange Road)	North West Leicestershire	3,500	2018/19	4	63	124	272	207																				
Great Western Park	South Oxfordshire	3,364	2011/12	110	204	232	392	368	389	431	471	430	205															
Grantham North West Quadrant (Poplar Farm & Rectory Farm)	South Kesteven	3,350	2013/14	13	102	108	25	74	193	108	43	8																
Cambourne (original new settlement)	South Cambridgeshire	3,300	1999/00	42	180.5	180.5	213	337	620	151	378	268	219	191	161	206	154	151	128	239	201	96	126	87	32	61	93	
Lawley Village	Telford and Wrekin	3,300	2013/14	176	251	211	190	210	367	57	10																	
Berryfields Major Development Area (Aylesbury Garden Town)	Buckinghamshire	3,254	2010/11	22	164	273	321	562	378	350	265	340	191	107	136	158												
Land Around Fernwood	Newark and Sherwood	3,200	2019/20	3	53	87	141																					
Middlebeck (Land South of Newark)	Newark and Sherwood	3,150	2018/19	57	90	117	152	87																				
Oakley Vale	North Northamptonshire	3,100	2001/02	35	89	289	258	346	487	520	233	174	159	107	127	103	51	40	9	78	68	59	88	87				
Land North of Beaconside/Stafford	Stafford	3,100	2018/19	10	33	30	27	111																				
Burgess Hill Northern Arc	Mid Sussex	3,040	N/A																									
Kings Hill	Tonbridge and Malling	3,024	1996/97	140	140	140	140	140	126	219	104	237	166	281	300	224	93	55	90	84	108	91	74	41	31	27		
North West Cambridge	Cambridge	3,000	2016/17	73	353	409	22	35	0																			
West of Waterlooville	Havant	3,000	2009/10	38	71	30	82	112	135	196	241	193	194	181	91	109	93											
Lighthorne Heath, Kingston Grange	Stratford-upon-Avon	3,000	2019/20	13	34	219																						
Towcester Vale SUE (JCS Policy T3)	West Northamptonshire	3,000	2017/18	42	192	135	145	174	236																			
Cranbrook	East Devon	2,900	2012/13	187	419	356	299	214	241																			
Glebe Farm	Milton Keynes	2,900	2019/20	63	177	422	214																					

Site name	Local Planning Authority	Site size	Year of first housing completion	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	Year 21	Year 22	Year 23	Year 24	Year 25
				Dwellings per annum																								
Wintringham Park, St. Neots	Huntingdonshire	2,800	2020/21	50	81	166																						
West of Kempston	Bedford	2,760	2010/11	52	102	144	167	124	175	103	90	19	0	4	0	0												
Mowbray, North of Horsham	Horsham	2,750	N/A																									
South of the M4	Wokingham	2,605	2012/13	37	175	56	29	166	419	344	361	348	291															
Winterstoke Village, Western-super-Mare	North Somerset	2,550	2014/15	132	185	242	161	178	42	56																		
Emersons Green East	South Gloucestershire	2,550	2014/15	274	238	387	424	122	254	262	194	234																
Branston Locks	East Staffordshire	2,500	2018/19	3	33	84	138																					
Great Wilsey Park, Haverhill	West Suffolk	2,500	2022/23	90																								
Kilnwood Vale	Horsham	2,500	2013/14	75	76	131	51	53	196	74	199																	
City Fields	Wakefield	2,500	2017/18	59	92	125	200	298	336																			
South Wokingham	Wokingham	2,490	2013/14	6	104	120	135	118	71	28	0	54																
East Anton (Land East Icknield Way)	Test Valley	2,484	2009/10	184	257	103	181	135	229	146	184	162	239	279	242													
Kingsbrook (Aylesbury Garden Town)	Buckinghamshire	2,450	2016/17	92	219	181	204	184	235	201																		
North Wokingham	Wokingham	2,391	2010/11	28	99	23	0	95	112	66	154	232	273	165	296													
Cambourne West	South Cambridgeshire	2,350	2021/22	93																								
The Steadings (Chesterton Strategic Site)	Cotswold	2,350	2022/23	2																								
Broadlands	Bridgend	2,309	1999/00	288	331	307	193	204	156	64	104	91	28	81	50	147	11											
Western Riverside	Bath and North East Somerset	2,281	2011/12	59	147	93	61	163	154	45	52	52	0	0														
Arborfield Garrison	Wokingham	2,225	2016/17	57	114	116	268	348	336																			
Fairfields (Western Expansion Area)	Milton Keynes	2,220	2015/16	114	165	267	288	163	105	112	77																	
Charlton Hayes, Northfield	South Gloucestershire	2,200	2010/11	83	87	163	333	281	193	301	168	174	125	167	118	8												
Great Kneighton (Clay Farm)	Cambridge	2,188	2012/13	16	271	393	149	467	539	109	93	99	52															
Chapelford Urban Village	Warrington	2,144	2004/05	211	214	166	262	224	141	180	183	247	60	160	66	30												
Money Hill - Land north of Ashby de la Zouch	North West Leicestershire	2,050	2017/18	42	28	27	24	11	30																			
Land to the north east of Didcot	South Oxfordshire	2,030	N/A																									
Ledsham Garden Village	Cheshire West and Chester	2,000	2016/17	41	90	13	53	121	49																			

Site name	Local Planning Authority	Site size	Year of first housing completion	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	Year 21	Year 22	Year 23	Year 24	Year 25
				Dwellings per annum																								
North Felixstowe Garden Neighbourhood	East Suffolk	2,000	2021/22	10	65																							
Comeytrowe / Trull	Somerset West and Taunton	2,000	2021/22	4																								
Graven Hill	Cherwell	1,900	2016/17	1	28	122	44	176																				
North East of Didcot	South Oxfordshire	1,880	2019/20	27	82																							
Elvetham Heath (Fleet)	Hart	1,869	2000/01	192	300	297	307	287	238	103	139	6																
Colethrop Farm (Hunts Grove)	Stroud	1,750	2010/11	2	87	106	80	58	7	2	22	112	127	209	122													
Great Denham	Bedford	1,750	2009/10	92	150	159	71	122	146	123	211	162	191	63	39	25	9											
Horwich Loco Works	Bolton	1,710	2018/19	3	33	45	30																					
Land at Berry Hill, Mansfield	Mansfield	1,700	2018/19	36	131	172	157	80																				
Tadpole Garden Village	Swindon	1,695	2014/15	27	161	400	215	448	328																			
Plymstock Quarry	Plymouth	1,684	2013/14	2	100	110	57	71	73	73	41	23	56															
Dickens Heath	Solihull	1,672	1997/98	2	179	196	191	207	88	124	64	249	174	16	96	110	4	0	0	13	10	26	12	96				
Red Lodge	West Suffolk	1,667	2004/05	65	93	181	79	57	79	61	101	213	101	78	23	75	111											
Melton Road, Edwalton	Rushcliffe	1,667	2016/17	40	126	271	144	140																				
Newton Leys	Milton Keynes	1,650	2014/15	223	140	154	88	134	148	103	102	76																
South West Bicester (Phase I Kingsmere)	Cherwell	1,631	2011/12	40	107	133	179	210	231	196	205	110	95															
Centenary Quay	Southampton	1,620	2011/12	102	58	103	137	257	8	110	76	16	87	0	161													
Chesterwell, North Colchester Urban Extension	Colchester	1,600	2015/16	150	150	150	150	150	56	59	90																	
Harworth Colliery - Simpson Park	Bassetlaw	1,600	2014/15	7	28	45	36	2	62	43	63	42																
Parc Derwen	Bridgend	1,577	2010/11	8	103	134	201	199	197	157	186	157	94	19	51													
Chesterfield Waterside, Brimington Road, Chesterfield	Chesterfield	1,550	2014/15	19	0	0	0	0	0	46	32	62																
Northumberland Park	North Tyneside	1,513	2003/04	54	194	171	93	179	100	69	117	96	53	82	64	86												
Horley North West Sector	Reigate and Banstead	1,510	2017/16	256	264	204	113	244	188																			
Jennet's Park, Peacock Lane	Bracknell Forest	1,500	2007/08	153	154	145	168	136	179	235	93	37	0	28	16	65	47	0	0									
Northstowe Phase I	South Cambridgeshire	1,500	2016/17	13	140	278	243	256	178																			

Site name	Local Planning Authority	Site size	Year of first housing completion	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	Year 21	Year 22	Year 23	Year 24	Year 25
				Dwellings per annum																								
Sutton New Hall Farm	Cheshire West and Chester	1,500	2016/17	41	90	13	53	121	49																			
Burleyfields (part of the West of Stafford Strategic Development Location)	Stafford	1,500	2020/21	49	98	175																						
Hartland Park	Hart	1,500	2020/21	46	64	66																						
West Carclaze Eco-community	Cornwall	1,500	2021/22	11	60																							
Handley Chase - Sleaford South Quadrant	North Kesteven	1,450	2018/19	2	6	29	17	134*																				
Love's Farm, St Neots	Huntingdonshire	1,438	2007/08	34	186	336	302	216	60	108	59	85	49	3														
Rochester Riverside	Medway	1,400	2019/20	126	117	88	127																					
Park Prewett Hospital, Aldermaston Road, Basingstoke	Basingstoke and Deane	1,341	1998/99	58	82	37	102	0	0	0	0	0	307	214	219	146	33	34	56	7	30	16						
Northern Gateway (Airfields and former Corus site)	Flintshire	1,325	2020/21	112	135	36																						
Ashford Barracks (Repton Park)	Ashford	1,300	2005/06	83	0	124	14	64	58	155	103	49	70	67	138	90	163	29	71									
Kings Moat Garden Village	Cheshire West and Chester	1,300	2019/20	5	83	138																						
Bolnore Village	Mid Sussex	1,279	2000/01	10	66	61	244	159	168	52	99	15	0	0	0	53	68	68	86	61	51	18						
Kempshott Park	Basingstoke and Deane	1,252	2000/01	78	310	229	213	281	84	33	24																	
Blue Boar Lane	Broadland	1,233	2015/16	75	165	253	243	180	160	110	47																	
Picket Twenty	Test Valley	1,219	2011/12	147	178	180	176	164	145	175	96	155	169	124	38													
Holborough Quarry	Tonbridge and Malling	1,211	2006/07	85	137	91	47	18	100	59	12	43	64	60	101	61	78	47	1									
Staynor Hall	Selby	1,200	2005/06	1	69	170	28	45	57	53	42	111	90	84	65	46	31	22	15	25	13							
Trumpington Meadows	Cambridge	1,200	2011/12	2	137	141	67	105	89	123	148	72	128	48														
North Ely (Orchards Green)	East Cambridgeshire	1,200	2018/19	49	50	70	80																					
Winnington Urban Village	Cheshire West and Chester	1,200	2013/14	86	159	144	176	62	142	65	70	17																
Heyford Park (Former RAF Upper Heyford)	Cherwell	1,183	2014/15	46	166	106	103	97	58	76																		
Oxley Park (East & West)	Milton Keynes	1,159	2004/05	52	166	295	202	115	91	75	163																	
Icknield Port Loop	Birmingham	1,150	2019/20	40	175																							
North West Haverhill, Ann Suckling Road	West Suffolk	1,150	2020/21	89	40	80																						

*(+67 communal accommodation)

Site name	Local Planning Authority	Site size	Year of first housing completion	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	Year 21	Year 22	Year 23	Year 24	Year 25
				Dwellings per annum																								
Orchard Park, Cambridge	South Cambridgeshire	1,120	2006/07	100	290	148	103	95	56	34	16	75	39	30	2	42												
Velmead Farm, Fleet	Hart	1,112	1989/90	1	104	193	89	101	52	101	113	130	74	102	48	4												
Cheeseman's Green (Finberry)	Ashford	1,100	2014/15	59	47	102	157	181	19	48																		
Zones 3 to 6, Omega South	Warrington	1,100	2017/18	15	119	111	115	124																				
Llanwern Village	Newport	1,100	2019/20	31	74	39	52																					
Land at Kingsley Fields	Cheshire East	1,100	2018/19	49	151	125	177																					
Cottam Strategic Site (MD1)	Preston	1,100	2014/15	23	15	61	46	58	43	101	114	211																
Land north of Woodhall Business Park	Brentwood	1,100	2022/23	20																								
Bankside Phase 1, Banbury (Longford Park)	Cherwell	1,090	2014/15	148	218	140	142	96	167	52																		
Highwood	Horsham	1,090	2012/13	56	82	103	76	96	39	71	43	1																
Highfields Farm	South Derbyshire	1,064	2016/17	141	204	275	252	102	57																			
Boulton moor	South Derbyshire	1,058	2014/15	22	96	96	116	105	108	58	76																	
Gedling Colliery/ Chase Farm	Gedling	1,050	2017/18	25	65	96	64	90																				
North East Bexhill (The Gateway)	Rother	1,050	2020/21	23	67	68																						
South Maldon Garden Suburb	Maldon	1,042	2018/19	5	45	111	137	163																				
Tamworth Golf Course (Amington Garden Village)	Tamworth	1,037	2017/18	28	90	155	87	112	68																			
Monksmoor Farm	Daventry	1,000	2013/14	6	65	98	128	122	155	70	100	87	81															
Northampton North of Whitehills SUE	Daventry	1,000	2015/16	9	108	176	59	44	125	124	71																	
Weldon Park SUE	North Northamptonshire	1,000	2016/17	39	62	111	74	75	126																			
Land at former TRL site, Nine Mile Ride (Buckler's Park)	Bracknell Forest	1,000	2018/19	35	132	59	59	140																				
Arkall Farm, North of Ashby Road, Tamworth	Lichfield	1,000	2021/22	4	75																							
Limebrook Park, Wycke Hill, Maldon	Maldon	1,000	2019/20	5	60	85	110																					
RAF Cardington	Bedford	1,000	2014/15	5	108	100	109	36	57	81	144	276																
Collingtree Park - Northampton South SUE (JCS Policy N5)	West Northamptonshire	1,000	2020/21	98	100																							

Site name	Local Planning Authority	Site size	Year of first housing completion	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	Year 21	Year 22	Year 23	Year 24	Year 25
				Dwellings per annum																								
Northampton Upton Park SUE (JCS Policy N9)	West Northamptonshire	1,000	2020/21	4	130	139																						
Folkestone Harbour/ Seafront	Folkestone and Hythe	1,000	2021/22	84	40																							
Land to the north of Totton	New Forest	1,000	2022/23	51																								
Land West of Uckfield	Wealden	1,000	2018/19	3	50	45	35																					
Taylors Farm/ Sherfield Park	Basingstoke and Deane	991	2004/05	56	79	81	86	88	51	143	141	88	91	75	0	12												
Queen Elizabeth II Barracks	Hart	972	2012/13	56	165	110	228	213	112	91	13																	
Little Stanion	North Northamptonshire	970	2009/10	106	116	74	121	102	93	89	86	27	26	9	1	30												
North of Popley	Basingstoke and Deane	951	2007/08	65	57	16	28	0	0	15	118	84	60	75	103	73	93	23										
Ingress Park, Greenhithe	Dartford	950	2002/03	184	0	275	100	74	0	119	0	0																
Upper Cambourne	South Cambridgeshire	950	2012/13	88	123	239	201	96	81	83	32	7																
Nar Ouse Millenium Commuity	King's Lynn and West Norfolk	900	2007/08	32	77	0	0	0	0	30	22.5	22.5	68	0	37	13												
West Park	Darlington	893	2004/05	60	104	98	66	69	19	35	10	16	51	35	28	14	42	15	18	49	16	32						
Badbury Park (Commonhead)	Swindon	890	2014/15	49	230	241	138	127	73																			
Dowds Farm	Eastleigh	795	2006/07	54	189	187	44	102	47	66	76		30															
Abbotswood	Test Valley	790	2011/12	30	190	157	114	152	90	20	0	10	27															
Land at Popley Fields/ Marnell Park	Basingstoke and Deane	751	2006/07	105	172	118	186	126	44																			
The Parks, formally Staff College	Bracknell Forest	730	2007/08	104	88	101	54	47	72	59	94	78	0	0	0	0	0	0	0									
Northside	Gateshead	718	1999/00	46.8	46.8	46.8	46.8	46.8	46.8	46.8	46.8	46.8	46.8	46.8	16	30	31	33	25	43								
Land at West Blyth accessed from Chase Farm Drive	Northumberland	705	2008/09	6.25	6.25	6.25	6.25	32	66	51	127	78	90	62	37	53	58	56										
Alver Village (Rowner Renewal Project)	Gosport	700	2010/11	4	100	70	45	89	101	79	97	8	27	10	0													
Channels - North Chelmsford	Chelmsford	700	2015/16	31	172	110	70	61	88	0	76																	
Beacon Park (South Bradwell)	Great Yarmouth	700	2015/16	42	58	81	79	54	113																			
Foxhill/Mulberry Park	Bath and North East Somerset	700	2016/17	8	110	120	86	70	88																			
Land North of Harvest Ride and South of Forest Road and East of West End Lane, Warfeild	Bracknell Forest	675	2015/16	3	85	75	117	88	92	67	25																	

Site name	Local Planning Authority	Site size	Year of first housing completion	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	Year 21	Year 22	Year 23	Year 24	Year 25
				Dwellings per annum																								
Staiths South Bank	Gateshead	667	2003/04	24	58	0	44	0	48																			
Jurston Farm	Somerset West and Taunton	650	2019/20	16	43	31																						
Land south of Wansbeck General Hospital, Ashington	Northumberland	644	2005/06	18.7	18.7	18.7	18.7	18.7	18.7	18.7	17	24	37	60	57	54	50	60	82	64	0							
Kings Hill Phase 3	Tonbridge and Malling	635	2018/19	29	95	120	100																					
Former Pontins Holiday Camp	Lancaster	626	2006/07	16	22	4	5	0	0	0	0	0	0	0	0	0	0	0	0	0								
Ochre Yards (Ref: 103/01)	Gateshead	606	2004/05	83	68.2	68.2	68.2	68.2	68.2	0	0	46	4	52	2													
Land West of Southwater	Horsham	606	2017/18	56	128	43	20																					
Former Runwell Hospital	Chelmsford	575	2016/17	92	89	87	70	55	43	46																		
Land to the west of Wallingford	South Oxfordshire	555	2020/21	18																								
Land Nnorth of Netherhouse Copse	Hart	528	2021/22	52	104																							
Thingwall Lane	Knowsley	525	2013/14	79																								
St. James Village	Gateshead	518	2000/01	41.4	41.4	41.4	41.4	41.4	41.4	41.4	41.4	41.4	0	14	13	18	15											
Land at Siston Hill	South Gloucestershire	504	2006/07	77	211	96	63	57																				
Land west of Copthorne	Mid Sussex	500	2019/20	3	68	74	112																					

Appendix 3:
Small sites tables

Site Name	Local Planning Authority	Size
Cookridge Hospital	Leeds	495
Stenson Fields	South Derbyshire	487
Farnborough Business Park	Rushmoor	476
Bickershaw Colliery, Leigh	Wigan	471
Farington Park	South Ribble	468
Kingsmead South	Milton Keynes	450
New Central	Woking	445
Former Masons Cerement Works and Adjoining Ministry of Defence Land	Mid Suffolk	437
Land at former Battle Hospital	Reading	434
Hazelwalls Uttoxeter	East Staffordshire	429
New World House	Warrington	426
Pinn Court Farm	East Devon	426
Radyr Sidings	Cardiff	421
Halifax Road	Barnsley	414
Luneside West	Lancaster	403
Campden Road	Stratford-upon-Avon	400
Chard Road, Axminster	East Devon	400
Woolley Edge Park Site	Wakefield	375
Former NCB Workshops (Portland Park)	Northumberland	357
Hampton Heights	Peterborough	350
Cholsey Meadows	South Oxfordshire	341
Dunston Lane	Chesterfield	300
Land At Dorian Road	Bristol	300
Ryebank Gate	Arun	300

Site Name	Local Planning Authority	Size
Land At Fire Service College, Moreton in Marsh	Cotswold	299
Land at Badsey Road	Wychavon	298
Land at Brookwood Farm	Woking	297
Land west of Hayne Lane, Honiton	East Devon	291
Long Marston Storage Depot Phase I	Stratford-upon-Avon	284
Land South of Park Road, Faringdon	Vale Of White Horse	277
M & G Sports Ground, Golden Yolk and Middle Farm, Badgeworth	Tewkesbury	273
Hortham Hospital	South Gloucestershire	270
Land Between A419 And A417, Kingshill North	Cotswold	270
Land off Henthorn Road	Ribble Valley	270
GCHQ Oakley - Phase I	Cheltenham	262
128-134 Bridge Road and Nos 1 - 4 Oldfield Road	Windsor and Maidenhead	242
Hewlett Packard (Land Adjacent To Romney House) Romney Avenue	Bristol	242
Hale Road, Wallingford	South Oxfordshire	240
Land adjacent to Tesco, Harbour Road, Seaton	East Devon	230
Hilton Lane, Worsley	Salford	209
Saxon Drive, Biggleswade	Central Bedfordshire	200
Great North Road, St. Neots	Huntingdonshire	199
Hoval Ltd North Gate	Newark and Sherwood	196
Bookbinder Lane, Prescot	Knowsley	191
Biggin Lane, Ramsey	Huntingdonshire	188
Notcutts Nursery	Cherwell	182
Land South of Inervet Campus off Brickhill Street	Milton Keynes	176

Site Name	Local Planning Authority	Size
Sellars Farm	Stroud	176
Queen Mary School	Fylde	169
Littleton Road	Salford	158
North End Road	North Somerset	154
Benson Lane, Wallingford	South Oxfordshire	150
Ottery Moor Lane (former industrial estate), Honiton	East Devon	150
London Road/ Adj. St Francis Close	East Hertfordshire	149
MR4 Site, Land off Gallamore Lane	West Lindsey	149
Doxey Road	Stafford	145
Shefford Road, Meppershall	Central Bedfordshire	145
Cornborough Road, Bideford	Torridge	143
Alfreton Road, South Normanton	Bolsover	142
Bracken Park, Land At Corringham Road	West Lindsey	141
Land at Farnham Hospital	Waverley	134
Astley Road, Huyton	Knowsley	131
North of Douglas Road, Kingswood	South Gloucestershire	131
Land to the east of Efflinch Lane	East Staffordshire	129
Land Rear Of Mount Pleasant	Cheshire West and Chester	127
Shuttlewood Road & Oxcroft Lane	Bolsover	127
Primrose Mill Site	Ribble Valley	126
Bibby Scientific Ltd	Stafford	120
Bluntisham Road, Needingworth	Huntingdonshire	120
Land Between Godsey Lane And Towngate East	South Kesteven	120
Land West Of Birchwood Road	Bristol	119

Site Name	Local Planning Authority	Size
Former Bewbush Leisure Centre Site	Crawley	112
Land South of Station Road	East Hertfordshire	111
Canon Green Drive	Salford	108
Poppy Meadow	Stratford-upon-Avon	106
Weeton Road/Fleetwood Road	Fylde	106
Salisbury Road, Hungerford	West Berkshire	100
Auction Mart	South Lakeland	95
North East Sandylands	South Lakeland	94
Parcel 4 Gloucester Business Park Brockworth	Tewkesbury	94
Land At Green Road, Reading College	Reading	93
OS Field 9972 York Road Easingwold	Hambleton	93
Land off Lower Icknield Way, Chinnor	South Oxfordshire	89
MRIO Site, Caistor Road	West Lindsey	89
The Kylins, Morpeth	Northumberland	88
Dappers Lane, Littlehampton	Arun	84
St Marys Road, Ramsey	Huntingdonshire	82
Broad Street, Clifton	Central Bedfordshire	80
Southminster Road, Burnham-On-Crouch	Maldon	80
Land at Willoughbys Bank, Alnwick	Northumberland	76
North East Area Professional Centre	Crawley	76
Cranleigh Road, Chesterfield	Chesterfield	75
Watermead, Land At Kennel Lane, Brockworth	Tewkesbury	72
Land to the North of Walk Mill Drive	Wychavon	71
Hawthorn Croft, Gainsborough	West Lindsey	69

Site Name	Local Planning Authority	Size
Former Wensleydale School, Blyth	Northumberland	68
Land at Lintham Drive, Kingswood	South Gloucestershire	68
Land off Crown Lane	Wychavon	68
Springfield Road/Caunt Road	South Kesteven	67
Land Off Cirencester Rd	Stroud	66
Land to the east of Newington Road, Stadhampton	South Oxfordshire	65
Land south of Pinchington Lane	West Berkshire	64
Iveshead Road, Shepshed	Charnwood	63
Mill Lane, Potton	Central Bedfordshire	62
Clewborough House School	Cherwell	60
Land at Prudhoe Hospital	Northumberland	60
Oxfordshire County Council Highways Depot	Cherwell	60
Hanwell Fields Development, Banbury	Cherwell	59
Land at the Beacon, Tilford Road	Waverley	59
Land To Rear Of 28 - 34 Bedale Road	Hambleton	59
Thorley Drive, Stoke-on-Trent	Staffordshire Moorlands	57
Shelford Road, Nottingham	Rushcliffe	55
Fenton Grange, Wooler	Northumberland	54
Former Downend Lower School	South Gloucestershire	52
Holme Farm	Wakefield	50
Launceston Road, Bodmin	Cornwall	50
Part SR3 Site, Off Elizabeth Close, Scotter	West Lindsey	50
Oxcroft Lane	Bolsover	50

Appendix 4:
Solely apartment scheme details

XI Media City, Salford (1,100 units)	
Planning approval period	Planning Approval Period = 0.7 years 06/53636/FUL - Erection of four-26 storey buildings comprising 1036 apartments and 58,475 sq.ft of commercial space for A1,A2,A3,A4,A5,B1,D1 and D2 use together with associated car parking and alteration to existing and construction of new vehicular access Validated – 09/10/2006 Decision issued - 28/6/2007
Extended planning period	10/58887/FUL - Extension of time for implementation of planning permission 06/53636/FUL. Validated - 30/4/2010 Decision issued - 05/11/2012 15/66481/FUL - Amendment to previously approved planning permission 10/58887/FUL. Validated - 11/6/2015 Decision issued - 13/5/2016
Planning to delivery period	Planning to delivery period = 10.3 years
Build period	First completion in 2017/18. 2017/18 - 275 2018/19 - 0 2019/20 - 275 2020/21 - 0 2021/22 - 0 22/23 – 275 Works still ongoing
Notes from LPA	N/A

Prospect Place, Cardiff (979 units)	
Planning approval period	Planning Approval Period = 3.8 years Original outline application 98/425/R Validated – 14/09/1998 Decision issued - 01/03/2001 The first reserved matters application 02/00516/R Validated - 11/03/2002 Decision issued -21/06/2002
Extended planning period	03/724/R – Reserved Matters for 99 units 03/725/R – Reserved Matters for 58 units 02/1252/R – Full application including 677 apartments 03/01973/R – Full application including 222 residential units 04/2474c – Full changes, increasing the number of flats to 931, reduced to 927 during determination and granted in Feb 2006 06/00613/c – 394 units – granted in Oct 2006
Planning to delivery period	Planning to delivery period = 1.3 years
Build period	First completion in 2003/04 2003/04 - 157 2004/05 - 222 2005/06 - 0 2006/07 - 146 2007/08 - 160 2008/09 - 48 2009/10 - 0 2010/11 - 0 2011/12 - 0 2012/13 - 0 2013/14 - 0 2014/15 - 76 2015/16 – 170
Notes from LPA	The site was 'mothballed' for some years following the financial crash/recession with the principal Tower and another waterfront block not completing until several years later. Initially, this site required extensive and fairly unique land reclamation prior to commencement.

Hungate, York (720 units)	
Planning approval period	Planning Approval Period = 4.2 years Outline application 02/03741/OUT for 720 units Validated - 6/12/02 Decision Issued - 18/07/06 The first approved reserved matters 06/02384/REMM for Phase I erection of 163 units Validated - 27/11/2006 Decision Issued - 26/02/07
Extended planning period	07/01901/REM – Phase II – 154 unit 10/02534/REMM - variation of conditions to increase from 154 to 175 flats 10/02646/FULM – Phase I conversion to 7 townhouses to 14 flats 12/02216/FULM – Phase I conversion to 6 townhouses to 12 flats 12/02282/OUTM – outline to redevelop for 720 units – extension of time to 02/03741/OUT 13/03015/FULM – Phase II 195 units 15/01709/OUTM – Outline for Blocks G and H, 86 and 101 units 17/03032/REMM - Block G 196 units 18/02946/FULM – Increasing Block D to 196 units (increase of 10 units)
Planning to delivery period	Planning to delivery period = 2.6 years
Build period	2009/10 to present. 2009/10 - 163 2010/11 – 0 2011/12 - 0 2012/13 - 5 2013/14 - 1 2014/15 - 0 2015/16 - 0 2016/17 - 0 2017/18 - 195 2018/19 - 0 2019/20 - 101 2020/21 - 0 2021/22 - 0 2022/23 - 0 Blocks D, G and H not developed out yet
Notes from LPA	Build figures provided by York Council. The Council confirmed that there has been a significant complexity in delivering this site and consequently monitoring of delivery.

Pomona Docks II, Trafford (526 units)	
Planning approval period	Planning Approval Period = 3.2 years Full application for 546 apartments (H/58948) Validated – 10/03/2004 Decision Issued – 09/05/2007
Extended planning period	The above scheme was never implemented. 93779/FUL/18 for 526 dwellings across three apartment blocks Validated – 13/03/2018 Decision Issued – 11/04/2019 This has been subject to a number of DoC/NMAs since.
Planning to delivery period	Unknown – unable to obtain completions data to identify year of first completion
Build period	Ongoing – unable to obtain completion data from the Council.
Notes from LPA	As of October 2023 advised that the first 2 towers are complete and construction is underway on the 3rd tower.

University Campus, Chelmsford (645 units)	
Planning approval period	Planning Approval Period = 1.7 years Outline 02/02073/EIA for redevelopment of 692 residential units Validated – 05/02/2003 Decision Issued (appeal) – 17/10/2003 This outline consent was subsequently varied by 04/01825/FUL, principally to provide for a phased discharge of conditions. A reserved matters application was submitted for most of the southern part of the site (04/00865/REM). Validated – 19/04/2004 Decision Issued – 08/10/2004
Extended planning period	Following a public inquiry relating to Stopping Up Orders to paths between Victoria Road South and Park Road and Parkway and Park Road and the confirmation of the Orders (October 2005 FPS/W1525/5/1 refers), the site was sold to Genesis Housing Group in 2007. A long process of exploring land use and design solutions to resolve commercial and planning objectives followed. Another outline application (11/01360/OUT) and a full application (11/01360/FUL) were both submitted for the Part full (Phase 1), part outline (Phase 2) Validated - 31/08/2011 Decision Issued - 02/11/2012 A further full application (14/01470/FUL) for Phase 2 - mixed-use redevelopment including residential Validated - 09/09/14 Decision Issued - 06/02/15
Planning to delivery period	Planning to delivery period = 10 years
Build period	First completions in 2014/15 2014/15 - 216 2015/16 - 3 2016/17 - 0 2017/18 - 0 2018/19 - 426
Notes from LPA	N/A

Land adjoining Manchester Ship Canal – Trafford (449 units)	
Planning approval period	Planning Approval Period = 4.4 years Outline application for up to 550 dwellings (APP: H/OUT/68617) Validated - 24/12/2007 Decision Issued – 30/07/2010 First reserved matters application (78681/RM/2012) Validated – 12/05/2012 Decision Issued – 27/07/2012
Extended planning period	86160/OUT/15 - Application to extend the time limit for the implementation of H/OUT/68617 Validated – 09/07/2015 Decision Issued – 26/09/2019 The overall area was split between two separate sites- 'Land off Hall Lane' and 'Lock Lane'. The reserved matters application for Lock Lane concluded that only 298 dwellings would be included within the development (APP: 100110/RES/20). Validated – 17/02/2020 Decision Issued – 27/01/2021 Meanwhile, a full planning application was submitted for 151 dwellings relating to the Land off Hall Lane part of the site (APP: 100109/FUL/20) Validated - 17/02/2020 Decision Issued – 24/03/2021
Planning to delivery period	N/A - No delivery to date
Build period	None to date
Notes from LPA	N/A

Ordsall Lane, Salford (394 units)	
Planning approval period	Planning Approval Period = 0.7 years Full planning application 19/74531/FUL Validated - 13/12/2019 Decision Issued - 12/08/2020
Extended planning period	N/A
Planning to delivery period	Planning to delivery period 1.1 years
Build period	First completions in 2021/22 2021/22 - 121 2022/23 - 273 Complete in 2 years
Notes from LPA	N/A

Chatham Street Car Park, Reading (307 units)	
Planning approval period	Planning Approval Period = 2.4 years Outline application 03/00825/OUT Validated - 17/07/2003 Decision Issued - 12/10/2004 Full application 05/00849/FUL/JL for phase I comprising a mixed use development including 307 residential units Validated - 27/07/2005 Decision Issued - 29/11/2005
Extended planning period	N/A
Planning to delivery period	Planning to delivery period 2.8 years
Build period	First completions in 2008/09 2008/09 - 96 2009/10 - 120 2010/11 – 91 Complete in 3 years
Notes from LPA	N/A

Land at Canons Marsh Road, Bristol (272 units)	
Planning approval period	Planning Approval Period = 4 years Outline planning permission 01/00986/F was first resolved to be approved in October 2001 and the s.106 agreement signed in February 2003. Validation – 01/10/2001 (we do not have a validation date for 01/00986/F so we have used the committee date, as the earliest date we can obtain) Decision Issued – 01/02/2003 Phase 2 - Section 73 Permission Ref: 04/03230/X which encompassed Building 9 for residential development Validated – 30/07/2004 Decision Issued – 03/10/2005
Extended planning period	N/A
Planning to delivery period	Planning to delivery period 2 years
Build period	First completions in 2007/08 2007/08 - 62 2008/09 - 145 2009/10 - 6 2010/11 - 33 2011/12 - 23 2012/13 – 3
Notes from LPA	N/A

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How changes in planning have impacted on SME house builders



Making a bad situation worse

The impact on housing supply of proposed changes to the NPPF



Headroom

Objective assessments of local housing needs



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Securing the right mix in residential development proposals

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Strategic Planning Research Unit

Appendix 9

F/20/89500 Land West of Horton Heath S106 Deed of Variation November 2024 (V/23/95347)

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

DATED 19th November 2024

EASTLEIGH BOROUGH COUNCIL

and

HAMPSHIRE COUNTY COUNCIL

and

EASTLEIGH BOROUGH COUNCIL

DEED OF VARIATION

Pursuant to Section 106 of the Town and Country Planning Act 1990 and Section 111 of the Local Government Act 1972 relating to land west of at Burnetts Lane, Eastleigh

Head of Legal Services
Eastleigh Borough Council
Eastleigh House
Upper Market Street
EASTLEIGH
SO50 9YN
File ref V/23/95347

THIS DEED is made on 19th November 2024

BETWEEN

(1) EASTLEIGH BOROUGH COUNCIL of Eastleigh House Upper Market Street Eastleigh Hampshire SO50 9YN ("the Council")

(2) HAMPSHIRE COUNTY COUNCIL of The Castle Winchester Hampshire SO23 8UJ ("the County Council")

(3) EASTLEIGH BOROUGH COUNCIL of Eastleigh House Upper Market Street Eastleigh Hampshire SO50 9YN ("the Owner")

RECITALS

(1) The Council and the County Council are the local planning authorities for the purposes of the Act for the area within which the Site is situated

(2) The Owner is the freehold owner of the Site

(3) The County Council is the Highway Authority and Education Authority for Hampshire for the area within which the Site is situated

(4) On the 2 December 2022 the Council, the County Council and the Owner entered in to the Original Deed

(5) This Deed is made under s106A of the Act in order to vary the Original Deed

(6) Each obligation undertaken in the Original Deed as varied and supplemented by this Deed is a planning obligation for the purposes of Section 106 of the Act

(7) The parties hereto now consent to vary their respective obligations contained within the Original Deed as hereinafter provided relating to the Site

Interpretation

1 The following definitions and rules of interpretation apply in this Deed:

"Original Deed"	means the agreement made under s106 of the Act dated 2 December 2022 between the Council, the County Council and the Owner

"Site" has the same meaning as defined in the Original Deed

1.1 Unless the context otherwise requires, all words, terms, definitions, expressions and phrases used in the Original Deed shall have the same meaning in this Deed.

1.2 Clause headings shall not affect the interpretation of this Deed.

1.3 A person includes a natural person, corporate or unincorporated body (whether or not having separate legal personality)

1.4 A reference to a company shall include any company, corporation or other body corporate, wherever and however incorporated or established.

1.5 Unless the context otherwise requires, words in the singular shall include the plural and in the plural shall include the singular.

1.6 Unless the context otherwise requires, a reference to one gender shall include a reference to the other genders.

1.7 A reference to any party shall include that party's personal representatives, successors and permitted assigns and in the case of the Council the successors to its respective statutory functions.

1.8 Unless the context otherwise requires, a reference to a statute or statutory provision is a reference to it as amended, extended or re-enacted from time to time.

1.9 Unless the context otherwise requires, a reference to a statute or statutory provision shall include any subordinate legislation made from time to time under that statute or statutory provision

1.10 A reference to writing or written excludes faxes and email.

1.11 A reference to this Deed or to any other deed or document referred to in this Deed is a reference to this Deed or such other deed or document as varied or novated (in each case, other than in breach of the provisions of this Deed) from time to time.

1.12 References to clauses and Schedules are to the clauses and Schedules of this Deed.

1.13 An obligation on a party not to do something includes an obligation not to allow that thing to be done

1.14 Any words following the terms including, include, in particular, for example or any similar expression shall be construed as illustrative and shall not limit the sense of the words, description, definition, phrase or term preceding those terms

1.15 Where an obligation falls to be performed by more than one person, the obligation can be enforced against every person so bound jointly and against each of them individually

1.16 any reference to "the Owner" are to the Council acting as a landowner and any successor in title

1.17 Any reference to "the County Council" is to the County Council acting as local planning authority local education authority and local highway authority and to any successor to that statutory function for the area in which the Site is situated subject to the provisions of clause 2.2 below

Statutory Provisions

2.1 This Deed is made pursuant to Section 106 and Section 106A of the Act and Section 111 of the Local Government Act 1972 and all other enabling powers and in consideration of the covenants contained in this Deed and the obligations of the parties in the Original Deed as amended by this Deed under section 106A of the Act are deemed to be planning obligations for the purposes of Section 106 and are enforceable by the County Council subject to the provisions of clause 2.2 below

2.2 The County Council agrees to act on behalf of the Council in its statutory capacity as local planning authority by enforcing the obligations against the Owner in favour of the Council contained within this Deed until such time as the Council as Owner has parted with its interest in the Site (or the relevant part thereof) at which point the Council as a local planning authority shall assume this responsibility and

the County Council shall continue as local planning authority local education authority and local highway authority

2.3 For the avoidance of doubt following the Council as Owner having parted with its interest in the Site (or the relevant part thereof) it shall remain a party to this Deed in its capacity as the local planning authority

2.4 The covenants, restrictions and obligations imposed upon the Owner under this Deed create planning obligations pursuant to Section 106 of the Act and are enforceable in respect of the **Site** by the County Council as local planning authority local highway authority and local education authority and enforceable by the Council (once responsibility is reassumed pursuant to clause 2.2) as local planning authority against the Owner

2.5 The definitions, clauses, obligations and provisions of the Original Deed shall remain in full force and effect except as varied or added to by this Deed and shall continue to be applicable to the Site in respect of the Development and remain to be performed to the extent that they have not already been performed or discharged

2.6 The Owner warrants that no person other than the Owner has any legal or equitable interest in the Site and that the Site is free from any incumbrances PROVIDED THAT such warranty does not extend to interests held by any statutory undertakers.

Variations to the Original Deed

3 The following variations will be made to the Original Deed:

3.1 The following definitions shall be deleted in their entirety;

3.1.1 "Additional First Homes Contribution"

3.1.2 "Affordable Housing"

3.1.3 "Affordable Housing Dwellings"

3.1.4 "Affordable Housing Land"

3.1.5 'Affordable Housing Plan"

3.1.6 'Affordable Housing Provider'

3.1.7 'Affordable Housing Scheme"

3.1.8 'Armed Services Member'

3.1.9 'Compliance Certificate"

3.1.10 "Discount Market Price"

3.1.11 "Disposal"

3.1.12 "Eligibility Criteria (Local)"

3.1.13 "Eligibility Criteria (National)"

3.1.14 "Exempt Disposal"

3.1.15 "First Homes"

3.1.16 "First Homes Owner"

3.1.17 "First Time Buyer"

3.1 18 "Homes England"

3.1 19 "Income Cap (Local)"

3.1 20 "Income Cap (National)"

3.1 21 "Key Worker"

3.1 22 "Local Connection Criteria"

3.1 23 "Market Value'

3.1 24 "Mortgagee"

3.1 25 "Nominations Agreement"

3.1 26 "Open Market Dwellings"

3.1.27 "Practical Completion"

3.1.28 "Price Cap"

3.1.29 "SDLT"

3.1.30 "Valuer"

3.2 The following definitions shall be amended:

3.2.1 In the definition of "Dwellings" the words "including both the Affordable Housing Dwellings and the Open Market Dwellings" shall be deleted

3.2.2 The definition "Highways Contribution" at clause 1 "Interpretation sub clause 1.1 shall be amended so that the words "two million three hundred and eighty four thousand nine hundred and forty four pounds (£2,384,944)" shall be deleted and replaced with the words "two million one hundred and forty nine thousand nine hundred and forty five pounds and thirty three pence (£2,149,945.33)"

3.3 Clause 24.1 shall be amended by deleting the words "(with the exception of the Affordable Housing Dwellings to which paragraphs 2.1 – 4.4 of Part 2 of Schedule 5 shall apply)"

3.4 Schedule 5 shall be deleted in its entirety

Covenants to the Council and County Council

4 The Owner for themselves and their respective successors in title hereby covenant with the Council, and as a separate covenant with the County Council, with the intent of binding the Site so that such covenants shall be enforceable against successors in title and any person claiming through or under them to observe the restrictions and to perform the obligations contained in the Original Deed as varied by this Deed.

Local land charge

5 This Deed is a local land charge and will be registered as such

No fetter of discretion

6 Nothing (contained or implied) in this Deed shall fetter or restrict the Council's or the County Council's statutory rights, powers, discretions and responsibilities.

Waiver

7 No failure or delay by the Council or the County Council to exercise any right or remedy provided under this Deed or by law shall constitute a waiver of that or any

other right or remedy. No single or partial exercise of such right or remedy shall prevent or restrict the further exercise of that or any other right or remedy.

Third party rights

8 Any person who is not a party to this Deed shall not have any rights under the Contracts (Rights of Third Parties) Act 1999 to enforce any term under this Deed

VAT

9 Each amount stated to be payable by the Council or the Owner to the other under or pursuant to this Deed is exclusive of VAT (if any).

10 If any VAT is at any time chargeable on any supply made by the Council or the Owner under or pursuant to this Deed, the party making the payment shall pay the other an amount equal to that VAT as additional consideration on receipt of a valid VAT invoice

Costs

11 The Owner covenants with the County Council to pay the County Council's legal fees on completion of this Deed

Governing law

12 This Deed is to be governed by and interpreted in accordance with the law of England and is enforceable in the Courts of England and Wales.

In Witness whereof the parties hereto have today executed and delivered this agreement as a Deed

12145

EXECUTED as a DEED by affixing)
THE COMMON SEAL of EASTLEIGH)
BOROUGH COUNCIL in the)
presence of:)

[redacted]

Authorised Signatory

37/10 22 49

EXECUTED as a DEED by affixing)
THE COMMON SEAL of HAMPSHIRE)
COUNTY COUNCIL in the presence of:-)

[redacted]

Authorised Signatory

Name [redacted]

Position

Strategic Planning Research Unit

Appendix 10

31 July 2024 Item 17 One Horton Heath Tender Aard Appendix K Lower Parcel & Section Plan

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

Eastleigh Borough Council



NOTES:

Report all discrepancies, errors and omissions.

Verify all dimensions on site before commencing any work on site or preparing shop drawings.

All materials, components and workmanship are to comply with the relevant British Standards, Codes of Practice, and appropriate manufacturers recommendations that from time to time shall apply.

For all specialist work, see relevant drawings.

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Rev	Date	Description

Key for Tenure Types

- Open Market Sale
- Affordable Rent
- PRS
- Discount Market Sale
- Social Rent

Project Title

Eastleigh Borough Council
Proposed Residential Development
One Horton Heath
First Residential Parcel

Drawing Description

Proposed Tenure
Distribution Plan

Scale	Drawn by
1:1000 @ A1	JJH
Date	Checked by
July 2022	TWM

CLAGUE ARCHITECTS

62 Burgate, Canterbury
Kent CT1 2BH 01227 762060

1 Kinsbourne Court, Luton Road,
Harpenden, Hertfordshire AI5 3BL 01582 765102

8, Disney Street
London SE1 1JF 0203 597 6112

CANTERBURY LONDON HARPENDEN

Drawing Number	Revision
29607A / 24	E

One Horton Heath, First Residential Parcel

Strategic Planning Research Unit

Appendix 11

31 July 2024 Item 17 One Horton Heath Tender Aard Appendix L Cost Plan

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

Housing Cost Model: Variance Analysis APPENDIX L

Sheet: Budget and Cost Summary

	P2 - Forecast May 24	P12 - Forecast Mar 24	Approved Budget - Dec 23
One Horton Heath	**500,184,878**	**481,793,209**	**481,803,080**
			18,381,797

Lower Acre	P2 - Forecast May 24	P12 - Forecast Mar 24	Approved Budget - Dec 23
Lower Acre Delivery *	127,953,061	111,346,514	112,396,962
Lower Acre Reserved Matters	665,174	665,174	665,174
Lower Acre Overheads	5,370,011	5,349,995	5,370,011
Lower Acre Sales and Marketing	1,534,934	1,534,934	1,534,934
Lower Acre Serviced Land Apportionment	38,388,024	37,115,768	36,887,157
Lower Acre Financing Costs	8,329,942	7,516,137	8,099,718
Totals	**182,241,146**	**163,528,522**	**164,953,956**

Serviced Land	P2 - Forecast May 24	P12 - Forecast Mar 24	Approved Budget - Dec 23
Serviced Land Purchase Costs	101,212,886	101,212,886	101,212,886
Primary Infrastructure Works	154,772,699	154,523,861	152,467,270
Secondary Infrastructure Works	29,353,873	29,459,547	29,353,873
Financing Costs	24,164,730	23,598,651	23,987,036
Totals	**309,504,188**	**308,794,945**	**307,021,065**
Apportioned to Lower Acre	(38,388,024)	(37,115,768)	(36,887,157)
Total Approval	**271,116,164**	**271,679,177**	**270,133,908**

Overheads	P2 - Forecast May 24	P12 - Forecast Mar 24	Approved Budget - Dec 23
Overheads	35,400,505	35,400,506	35,632,872
IT Sales System	350,000	350,000	350,000
Overheads Financing Costs	4,192,136	4,157,535	4,186,500
Overheads Contingency	226,731	111,608	0
Totals	**40,169,372**	**40,019,649**	**40,169,372**
Apportioned to Lower Acre	(5,370,011)	(5,349,995)	(5,370,011)
Total Approval	**34,799,361**	**34,669,654**	**34,799,361**

Sales and Marketing	P2 - Forecast May 24	P12 - Forecast Mar 24	Approved Budget - Dec 23
Sales and Marketing Delivery	8,814,361	8,814,361	8,869,407
Sales and Marketing Conveyancing	1,953,376	1,953,376	1,953,376
Sales and Marketing Financing Costs	648,281	648,281	659,006
Sales and Marketing Contingency	65,771	65,771	-
Totals	**11,481,790**	**11,481,790**	**11,481,789**
Apportioned to lower Acre	(1,534,934)	(1,534,934)	(1,534,934)
Total Approval	**9,946,856**	**9,946,856**	**9,946,855**

Quobleigh Breach	P2 - Forecast May 24	P12 - Forecast Mar 24	Approved Budget - Dec 23
Reserved Matters	831,351	719,000	719,000
Total Approval	**831,351**	**719,000**	**719,000**

Upper Acre	P2 - Forecast May 24	P12 - Forecast Mar 24	Approved Budget - Dec 23
Reserved Matters	950,000	950,000	950,000
Total Approval	**950,000**	**950,000**	**950,000**

Local Centre	P2 - Forecast May 24	P12 - Forecast Mar 24	Approved Budget - Dec 23
Reserved Matters	300,000	300,000	300,000
Total Approval	**300,000**	**300,000**	**300,000**

Strategic Planning Research Unit

Appendix 12

F-20-89500 Amended Phasing Plan for NMA

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley



Key:

- Site boundary
- Parcel 1
- Parcel 1 A
- Parcel 2
- Parcel 3
- Parcel 4
- Parcel 3 A
- Parcel 4 A
- Show homes plots 1-2 and 4-5

Rev	Date	Detail	By
A	21.05.24	Build sequence amended.	IS

ONE HORTON HEATH

EASTLEIGH BOROUGH COUNCIL

Site Address:

Land off Burnetts Lane
Horton Heath
Eastleigh, Hampshire

Do not scale from this drawing. All dimensions and measurements to be checked on site. This drawing is the copyright of Eastleigh Borough Council.

Drawing Title:

Lower Acre
Phasing Plan

Date:	Scale:
21.05.2024	1:1000 @ A1

Drawn:	Checked:
IS	SH

Drawing Number:	Rev:
OHH-FRP-PP-001	B

Strategic Planning Research Unit

Appendix 13

RM/24/98388 LLFA Application Response Dated 15 November 2024

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

Hampshire County Council

Universal Services
The Castle
Winchester, Hampshire SO23 8UD

Tel: 0300 555 1375
Fax 01962 847055
www.hants.gov.uk

Enquiries to	Scott Glover	*My reference*	SWM/2024/0622
Direct Line		*Your reference*	RM/24/98388
Date	15 November 2024	*Email*	swm.consultee@hants.gov.uk

Dear Sir/Madam,

Reserved matters relating to layout, scale, appearance and landscaping of the proposed development pursuant to outline permission O/19/86980 for the construction of 49.no residential dwellings. at Land west of Allbrook Way, Allbrook, SO50 4LZ(Application No. RM/24/98388

Hampshire County Council as Lead Local Flood Authority has provided comments in relation to the above application in our role as statutory consultee on surface water drainage for major developments.

This response does not reflect the position of Hampshire County Council as the Highway Authority. If there is a potential for the drainage features to be offered for adoption, this will need to be discussed separately with Highways development planning as they might not be considered acceptable by the Highway Authority.

In order to assist applicants in providing the correct information to their Local Planning Authority for planning permission, Hampshire County Council has set out the information it requires to provide a substantive response at https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/planning

The County Council was consulted in 2020 on the outline application for the development and previously reviewed document:

- Flood Risk Assessment & Drainage Strategy Job Number 6557 Issue 4 CEC July 2020

The LLFA raised no objection to the outline planning application which was subsequently permitted with conditions.

Director of Universal Services
Patrick Blogg

ONEOFF

A reserved matters application has been submitted including supporting documentation including a revised drainage strategy.

The County Council has reviewed the following documents relating to the above application:

- Drainage Technical Note for Reserved Matters Submission Version 1.1 Project 23823 October 2024
- Proposed Drainage Layout Plan - Sheet 1 of 3 Dwg 201 Rev B CEP 18 Oct 24
- Proposed Drainage Layout Plan - Sheet 2 of 3 Dwg 202 Rev B 18 CEP Oct 24
- Proposed Drainage Layout Plan - Sheet 3 of 3 Dwg 203 Rev B 18 CEP Oct 24
- Proposed Drainage Layout Plan - Whole Site Dwg 200 Rev B 18 CEP Oct 24
- Existing Site Levels Plan Dwg 48 CEP Oct 2024
- Proposed Levels Layout Plan – Sheet 1 of 3 Dwg 401 Rev B CEP Sept 2024
- Proposed Levels Layout Plan – Sheet 2 of 3 Dwg 402 Rev A CEP Sept 2024
- Proposed Levels Layout Plan - Sheet 3 of 3 Dwg 403 Rev B CEP Sept 2024
- Drainage Management and Maintenance Schedule CEP 17 Oct 2024

Following review of the above documents HCC as LLFA have the following comments:

The change in drainage strategy following site investigations that revealed poor soil infiltration rates is noted.

The flood risk assessment and drainage strategy submitted for the consented outline planning application for this development, proposed a discharge rate of 16.9l/s which was derived from the calculation of the Qbar greenfield runoff rate for a total site area of 3.3ha. The flood risk assessment also quoted a developed impermeable area of 1.3ha. The latest drainage model submitted has a an impermeable drained area of 1.213ha (confirmed in proposed drainage areas plan Dwg 43 Oct 2024). An assessment of runoff from areas not included in the model is also required, to include gardens and other green areas. If deemed necessary these areas should be included in the drainage model. If these green areas are not included in the model then they should also be excluded from the greenfield runoff calculation. Assuming the remaining 2ha of the site will continue to discharge via overland flow or via the proposed wetland, unrestricted, the total discharge from the site for the current proposals is expected to exceed Qbar. The drained area of the proposed drainage network should match the area used in the calculation of greenfield runoff that has been used to determine the allowable discharge rate.

Both of the offline attenuation tanks, as shown on the proposed drainage layout plan, are shown at a level lower than the carrier drain. After a significant storm event in which the attenuation tanks are filled with water, they will not be able to drain fully, back into the network. As the tanks are to be lined, this water will remain in the tanks, reducing the available capacity for the next storm event. For example: the attenuation tank upstream of node 33, has tank invert level labelled as 44.40, the downstream node invert level node 33 is labelled as 44.925. based on pipe lengths and gradients shown in the drawing the invert level of the outlet pipe from the attenuation tank is estimated to be approximately 45.00, the tank is 0.8m depth, following a storm event in which the tank is filled with water, only the top 0.2m of the tank will be able to empty back into the carrier drain network, the remaining 0.6m depth of water will remain trapped in the tank. Raising the tank design level above the invert level of the carrier network could cause the tank to break ground level in the southern corner. The model does not detail the offline storage but rather assigns a storage volume to the nearest downstream node where the hydrobrake is located and therefore this issue is not shown in the modelling results. Consideration should be given to access to the attenuation tanks for inspection and maintenance. Consideration should be given to venting of the attenuation tanks to allow escape of air while the tanks are filled with water. The LLFA has concerns that this design flaw could present an increased risk of flooding to the existing dwellings and to the highway close to the location of the proposed attenuation tanks.

The previously reviewed FRA and the latest drainage strategy both highlight the requirement for an agreement with Southern Water for the proposed discharge into the public surface water sewer. The FRA also stated *" Southern Water have expressed they will not accept discharge / overflow from ponds / basin or any open water features into their system."* As the previous infiltration strategy is not viable, the latest proposed discharge strategy appears to be contrary to what Southern Water would accept. The FRA also stated: *"Southern Water have confirmed that the existing system should be able to accept the development flows (both foul and restricted surface water at Qbar) without causing any capacity concerns."* As mentioned above, it appears that the expected discharge from the site will exceed Qbar. Confirmation of an agreement with Southern Water is required, both in terms of the proposed discharge from open water features and the proposed discharge rate, to confirm the feasibility of the overall drainage scheme.

Confirmation of the location and invert level of the existing public surface water sewer in Knowle Hill is required to confirm viability of the discharge connection.

The presence of existing ordinary watercourses has been noted as shown on the existing site levels plan. The LLFA would expect all existing ordinary watercourses to be maintained and protected during the works, including watercourses that may have been neglected. If any works are proposed

affecting the existing ordinary watercourses then a consent is required as a separate permission to planning.

The proposed location of the downstream defender treatment device is not clear on the drainage drawings. Data sheets containing the pollution mitigation indices for any proposed proprietary treatment devices should be submitted.

A review of the Drainage Management and Maintenance Schedule is required. Regular maintenance of storage structures is not mentioned, consideration should be given to removal of silt or blockages from the storage structures as required. The LPA should confirm they are satisfied with the proposed arrangements for future maintenance of the drainage infrastructure being the ultimate responsibility of the future homeowners.

The results for the 1 in 1 and 1 in 30 + cc rainfall events has not been submitted in the hydraulic calculations as required by Condition 9 section c.

An allowance for Urban Creep has only been added to the proposed roof areas, an allowance has not been included for private driveways or garages.

There are inconsistencies between the exceedance flow route plan and the proposed levels plan in the northern section of the site. It must be demonstrated that the design levels will direct exceedance flow away for proposed dwellings.

Due to the nature of these concerns, we require this further information before we can make a decision on whether to recommend to the Local Planning Authority that planning permission is granted or whether condition 9 and condition 10 should be discharged.

As a statutory consultee, the County Council has a duty to respond to consultations within **21 days**. The 21 day period will not begin until we have received sufficient information to enable us to provide a meaningful response.

Please ensure all data is sent to us via the relevant Local Planning Authority.

If you require additional guidance on providing the correct information, we recommend you use our **Surface Water Management Pre-application service** which will enable discussions with the reviewing engineer and scope out works that would address the points raised. For full details, please visit: https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/planning and click on pre-application advice request form.

This response has been provided using the best knowledge and information submitted by the applicant as part of the planning application at the time of responding and is reliant on the accuracy of that information.

Yours faithfully,



Flood and Water Management Team
Hampshire County Council,
The Castle, Winchester, Hampshire SO23 8UD
Web:
https://www.hants.gov.uk/landplanningandenvironment/environment/flooding

General guidance for the application

It is important to ensure that the long-term maintenance and responsibility for Sustainable Drainage Systems is agreed between the Local Planning Authority and the applicant before planning permission is granted. This should involve discussions with those adopting and/or maintaining the proposed systems, which could include the Highway Authority, Planning Authority, Parish Councils, Water Companies and private management companies.

For SuDS systems to be adopted by Hampshire Highways it is recommended that you visit the website at:
https://www.hants.gov.uk/transport/developers/constructionstandards for guidance on which drainage features would be suitable for adoption.

Where the proposals are connecting to an existing drainage system it is likely that the authorities responsible for maintaining those systems will have their own design requirements. These requirements will need to be reviewed and agreed as part of any surface water drainage scheme.

Works in relation to ordinary watercourses

PLEASE NOTE: If the proposals include works to an ordinary watercourse, under the Land Drainage Act 1991, as amended by the Flood and Water Management Act 2010, prior consent from the Lead Local Flood Authority is required. ***This consent is required as a separate permission to planning.***

Information on ordinary watercourse consenting can be found at the following link
https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/changewatercourse

It is strongly recommended that this information is reviewed before Land Drainage consent application is made.

For guidance on providing the correct information, we recommend you use our ***Ordinary Watercourse Consents Pre-application service*** *and help avoid delays occurring at the formal application stage. A Pre-application service for Ordinary Watercourse Consents is available, allowing consents to go through in a smoother, often more timely manner. For full information please visit:* *https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/changewatercourse*

Strategic Planning Research Unit

Appendix 14

Bargate Homes Website- Forthcoming Projects

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

DEVELOPMENTS

CURRENT DEVELOPMENTS

VIEW PREVIOUS DEVELOPMENTS



CURRENT COMING SOON

FIND YOUR NEAREST

BARGATE DEVELOPMENT

SEARCH BY LOCATION OR POSTCODE

SEARCH

Privacy - Terms

SELLING NOW

EASTLEIGH

HERITAGE PLACE

A Serenely positioned development of 3, 4 and 5 bedroom homes.

SELLING NOW

WARSASH

RIVERCROSS

A fabulous new development to Warsash. Boasting a special selection of homes carefully crafted with the usual Bargate flair.

SELLING NOW

LOVEDEAN

NORTON CHASE

A fabulous new development to Norton Chase, Lovedean. Boasting a special selection of homes carefully crafted with the usual Bargate flair.

SHOW HOME NOW OPEN

WARSASH

HERONS QUARTER

Nestled in the charming coastal village of Warsash, Herons Quarter offers a unique collection of homes boasting exceptional modern living entwined with the very best of Bargate's traditional character.

We have a simple guiding principal: to do the right thing to delight the buyers of our individual homes.

COMING SOON

WARSASH

Bargate Homes.

This content is intended as a sales guide to Bargate Homes. The accuracy of visual imagery, measurement, depiction of environment, home position and home layouts should be confirmed with member of the sales team or through your solicitor.

Purchasers or prospective purchasers, whether or not they enter into a contract to purchase a home within the development, should not rely on anything printed in this brochure or orally indicated by sales staff as forming any part of any contract to purchase a home.

Some aspects of the scheme may be subject to planning permission, please ask for details. Floor plans and CGIs are of a house type and do not necessarily reflect the detail of any particular home. These are used for illustrative purposes only and should not be relied on. External materials, landscaping, garage attachment/position, window/door position, handing and external works may vary from that which are shown. All dimensions are accurate to within 50mm and, where given, are maximums which include any fitted wardrobes or similar features. Furnishings on the floor plans (including, but not exclusive to, kitchen, bathroom, en-suite and WC layouts) are indicative only and should not be relied on. Interior furnishings are not included with the sale of any property. Please ask member of the sales team for more information.

Bargate Homes Ltd, The New Barn,
Vicarage Farm Business Park,
Winchester Road, Fair Oak,
Hants SO50 7HD

023 8060 2255
info@bargatehomes.co.uk

Bargate Homes Ltd, Peninsula House,
Wharf Road, Portsmouth,
England, PO2 8HB

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VAT identification number: 876595556

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Website design & build by Rooster Marketing

Strategic Planning Research Unit

Appendix 15

F-23-96407 Planning Statement

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

PLANNING STATEMENT

Bursledon Hall

Prepared For

Drug Safety Research Unit, Bursledon Hall

3441

November 2023

Including:

- Affordable Housing Statement
- Flood Risk Statement
- Foul Sewerage /Drainage and SUDS detail
- Sustainability Statement
- Photographs
- Statement of Community Involvement

bell cornwell
CHARTERED TOWN PLANNERS

Bell Cornwell LLP, Unit 2, Meridian Office Park, Osborn Way, Hook, Hampshire RG27 9HY

01256 766673 | info@bell-cornwell.co.uk | bell-cornwell.co.uk

CONTENTS

1	**INTRODUCTION**	**1**
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	The Proposed Development	5
	Planning History	6
2	**PLANNING POLICY CONTEXT AND MATERIAL CONSIDERATIONS**	**7**
	Overview	7
	Key Issues for Determination	8
3	**PLANNING BALANCE AND CONCLUSIONS**	**21**

1 INTRODUCTION

1.1 On behalf of our client, Drug Safety Research Unit ("DSRU"; "the Applicant") we seek planning permission for conversion of the existing office buildings at Bursledon Hall, SO31 1AA ("the Site") into 16no. residential flats ("the Proposal").

1.2 Prior approval has already been granted for development in the terms now sought; however the terms of that approval require completion of development within 3 years. Given the imposition of pre-commencement conditions requiring investigation of any potential contamination arising from the historic hospital use, and the need to finance the necessary nitrate mitigation, this timeframe now proves challenging. This application for full planning permission therefore seeks permission for exactly the same development as has already been authorised, to ensure the development can be funded and implemented in the required timeframes.

THE SITE AND ITS SURROUNDINGS

1.3 The Site is located to the north of the M27, between the established settlements of Hedge End (800m away from the edge of the settlement) and Bursledon (400m away from the edge of the settlement). Access is via Dodwell and Blundell Lanes (Figure 1).

1.4 There are a number of buildings at the Site, as identified in Figure 2 below; these include the 'Main House' (the large mansion house) together with other smaller more modern buildings in its grounds. This Proposal relates to the Main House, together with the 'Annex' and the 'Pavilion', which are identified in Figure 2. The Site also features a large car park with 33 spaces together with a tree lined driveway (connecting to Blundell Lane), set within large, landscaped grounds with a number of mature trees.

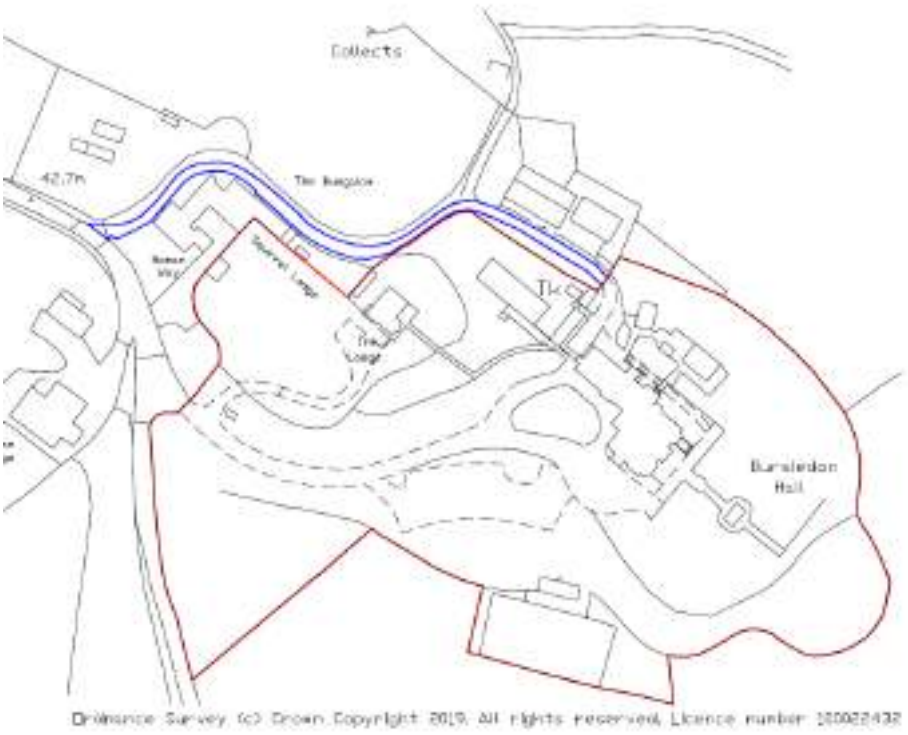


Figure 1 Site Location

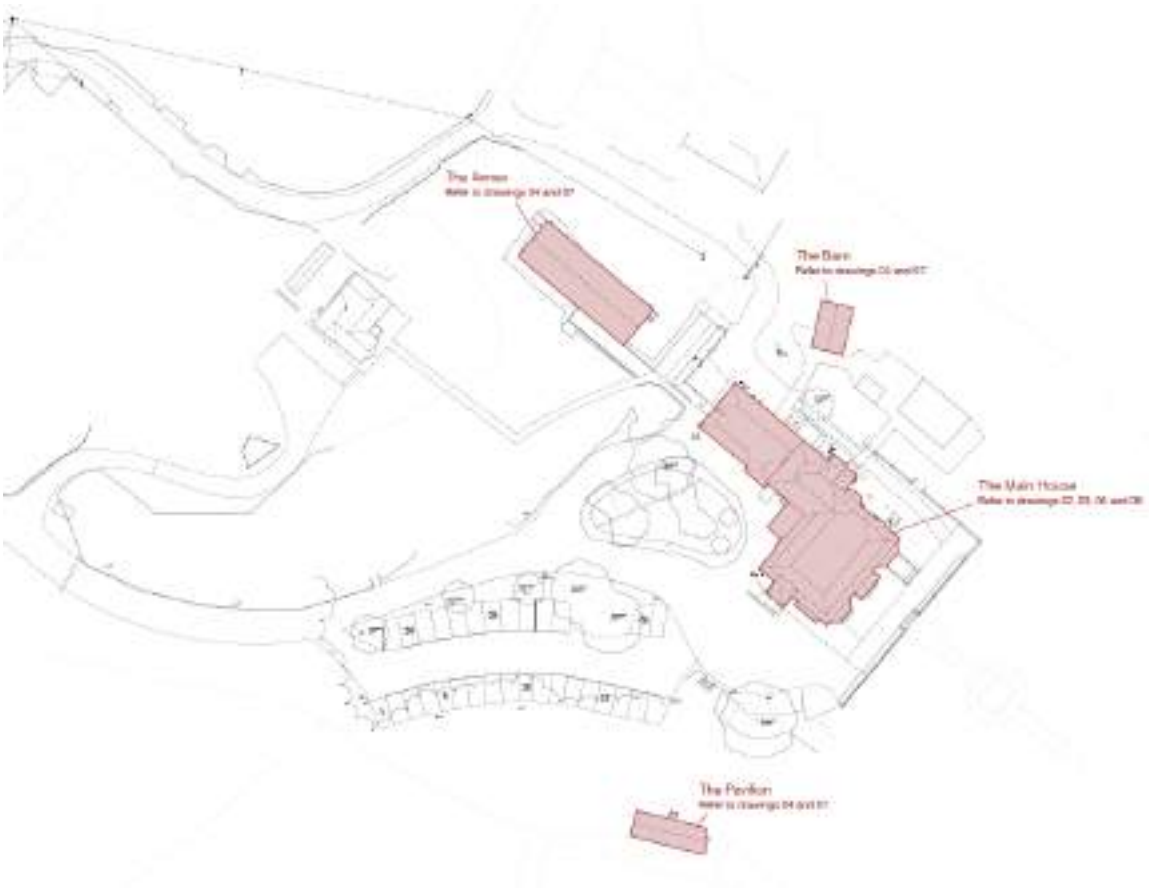


Figure 2 Existing and Proposed Site Layout

1.5 Whilst internally Bursledon Hall retains many of its period features associated with historic residential use, it is not listed, and has been adapted considerably over the years. The conversion to office use introduced plasterboard divisions between rooms and cabling/ communal facilities as seen in the images below. Figures 3 and 4 below show photographs of the 'Main House' (Burlesdon Hall); the more modern Annex can be seen in Figure 5 and the Pavilion in Figure 6.

1.6 Beyond the Site itself, there is a cluster of other dwellings near the Site entrance on Blundell Lane. The Hamble Estuary lies to the east, at approximately 550 metres (to the outer bank).The M27 motorway runs to the south of the Site.



Figure 3 Main House, Bursledon Hall, as viewed from the east



Figure 4 Main House at Bursledon Hall (as viewed from the south, and interior



Figure 5 The Annex Building



Figure 6 The Pavilion Building

THE PROPOSED DEVELOPMENT

1.7 As was consented under the previous Class O application (Ref PN21_91216), It is the continuing intention to convert the existing office space at the Site into 16no. residential dwellings, comprising the following:

	1 bedroom Flats	2 bedroom Flats	TOTAL
Main House – Ground Floor	3	2	5
Main House – First Floor	3	1	4
Main House – Second Floor	3	1	4
The Annex	0	2	2
The Pavilion	1	0	1
TOTAL	10	6	16

1.8 The existing car parking (33 spaces) will be retained and used in association with the dwellings. No external building works are required to facilitate the development; some minor amendments will be made internally to improve the layout and ensure the nationally described space standards are met (as was the case with the prior approval already granted).

1.9 This Proposal replicates the plans for the Class O prior approval already granted under reference PN/21/91216.

PLANNING HISTORY

1.10 Whilst originally built/occupied as a dwelling and subsequently used as a childrens' hospital, planning permission was granted in 1989 (Z/25924/002/00) for change of use to allow use for office purposes (for academic and medical statistical research purposes).

1.11 Eastleigh Borough Council ("the Council") has already confirmed, via decision notice PN/21/91216 that the office space at Bursledon Hall can be converted into 16no. residential dwellings, with exactly the same layout and housing mix as is now proposed via this Application.

1.12 The conversion was permitted development pursuant to Schedule 2, Part 3, Class O Town and Country Planning (General Permitted Development) (England) Order 2015; the Council determined that prior approval was required, and granted the same on 24 September 2021. That decision was subject to conditions which require, inter alia, that the development be completed within 3 years of the date of the decision (so, by 23 September 2024) and also that further investigation of ground conditions on the Site be completed prior to commencement.

1.13 As a result of the need for this additional pre-commencement work, and the costs of securing nitrate mitigation, alongside sourcing construction contractors and materials (principally as a result of national trends arising from Brexit and Ukraine) it may prove challenging to fully complete the permitted development within 3 years, as required. As such, planning permission is sought for development on exactly the same terms as those previously approved, to allow additional time for the completion of pre-commencement investigation of any potential contamination and a preparation of a scheme of remedial works, if required.

2 PLANNING POLICY CONTEXT AND MATERIAL CONSIDERATIONS

OVERVIEW

2.1 Section 70 of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require that planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise.

2.2 The Development Plan, against which the Application is to be assessed, is the Eastleigh Borough Local Plan 2016-2036 (Adopted 25 April 2022). There is no Neighbourhood Plan in force in this area.

2.3 Other Material considerations include:

- National Planning Policy Framework ("NPPF") and its associated Planning Practice Guidance ("PPG");
- Housing Mix SPD, Affordable Housing SPD, Trees and Development SPD, Biodiversity SPD;
- The planning history of the Site, in particular, the original use as a residential property and the extant permission (as discussed above) which authorises a development, which is identical in all respects to the Proposal now put forward, establishes a fall back position which is a material consideration of very significant weight.

2.4 The key planning policy designations of relevance include the Site's position, in the 'countryside', outside the 'urban edge' and in an area classified as a settlement gap for the purposes of Policy S6 (discussed below). The Site is in Flood Zone 1, and there are some protected trees within the site boundary (although no works are proposed in proximity to these). The wider Site is within the Boundary of the Hamble River Corridor.

2.5 Bursledon Hall is included in a draft local list of undesignated heritage assets (2021), as a building of local importance.

KEY ISSUES FOR DETERMINATION

Principle of Development/ Location

2.6 The Site is in the 'countryside', outside of the defined urban area. Policy S3 of the Local Plan (Location of New Housing) seeks to focus as much new housing as possible in the existing urban area, with "the remainder on greenfield sites in the form of a number of larger strategic sites, urban extensions and a number of smaller sites to meet more local needs."

2.7 Policy S5 (New Development in the Countryside) does, however, allow for the re-use of existing buildings and limited residential conversions, as provided for in more detail in Policy DM19. Policy DM19 states that change of use of existing buildings in the countryside will be permitted in certain circumstances, where the buildings "are demonstrably unsuitable for continued use for the existing purposes." Where residential use is proposed, the specific requirements of the policy include the following:

- The residential use should be compatible with neighbouring uses and not have an urbanising effect on the countryside, in terms of layout/ lighting, noise or traffic; reverting Bursledon Hall to residential use is entirely compatible with the adjoining (primarily residential) use and indeed the original historic use of the Site. The proposal will not result in any external layout changes, nor additional lighting, noise or traffic.

- The buildings must be of permanent construction and capable of re-use without works that would cause detriment to their character (or that of the surrounding area) – self-evidently, reverting to residential use would be policy-compliant.

- Access, car parking and services must be provided without detriment to the character of the countryside; these can all be provided without any external changes, hence no detriment to the countryside.

- The Site should be sustainably located for access by modes of transport other than private car;

2.8 In addition it is necessary to satisfy one of the following requirements:

- The building must be demonstrably unsuitable for other uses allowed by the policy (e.g. Use Classes E, C1, F2); or
- The proposal must be for agricultural worker's dwellings;
- The building is of architectural or historic interest and there are no other means of securing its preservation; or
- It would achieve amenity, environmental, or traffic benefits.

2.9 Whilst most of the criteria in Policy DM19 are met, no evidence is being advanced at this stage to demonstrate that the buildings are unsuitable for continued use for their existing purposes, although it should be apparent that, as a former house, it is sub-optimal as modern office space. Therefore, the Proposal could be considered as not, strictly speaking, complying with Policy DM19.

2.10 There is an extant permission allowing conversion of the buildings into 16no. dwellings (in the same arrangement as now sought), and this 'fallback' position is a material consideration of very significant weight. The Court of Appeal, in *Mansell v Tonbridge and Malling Borough Council* [2017] EWCA Civ 1314 provides recent judicial authority on the correct legal approach to a fallback position when exercising planning judgement. That case considered a Class Q fallback position but the case law it establishes equally applies to other prior approval processes, such as the Class O prior approval in place at this Site (and equally to other real prospects of development). The Court re-stated the legal tests established to date; the decision-maker is to consider whether or not there is a "real prospect" of the fallback development being implemented (*Samuel Smith Old Brewery (Tadcaster) v Secretary of State for Communities and Local Government* [2009] JPL 1326 and *R. (on the application of Kverndal) v London Borough of Hounslow Council* [2015] EWHC 3084 (Admin)). There must be a specific fallback, so that its impacts can

be considered and compared – as opposed to some 'general concept of development which might be possible'. The basic principle, as established in case law, is that "… for a prospect to be a real prospect, it does not have to be probable or likely: a possibility will suffice" (*Mansell,* at para 27). *Mansell* also established that:

> *" there is no rule of law that, in every case, the "real prospect" will depend, for example, on the site having been allocated for the alternative development in the development plan or planning permission having been granted for that development, or on there being a firm design for the alternative scheme, or on the landowner or developer having said precisely how he would make use of any permitted development rights available to him under the GPDO. In some cases that degree of clarity and commitment may be necessary; in others, not. This will always be a matter for the decision-maker's planning judgment in the particular circumstances of the case in hand."*

2.11 The Court in *Mansell* went on to say that it would be entirely reasonable, in that case, to assume that any permitted development rights which could achieve residential development of the site in question could be relied upon, if the application (for residential development) being considered was refused. They referred to this assumption as a "simple and obvious reality", whether explicitly stated or not. The same came clearly be said with this Application, given the prior approval is for the same development.

2.12 The necessary question, therefore, is a) whether the Class O prior approval allowing conversion to 16no. dwellings is a real prospect; and b) the extent to which implementation of the current Proposal would give rise to effects which differ from those which would arise if the Class O fall-back was implemented instead.

2.13 The implementation of the Class O permission is clearly a real prospect, as evidenced by the fact the Applicant is now seeking permission for development in precisely the same terms. There is a clear intention to redevelop the Site for residential purposes, and to deliver 16no. dwellings. The Application seeks more time for completing the development, but if refused, the Applicant would have to revert to the Class O permission and complete the development more quickly. There would be no notable difference, in terms of effects, when comparing the Class O fallback position and the development now proposed via this Application. The developments are identical, in

terms of the housing mix, layout, trip generation, car parking and impacts in general. As such, the Class O fallback is a material consideration of very significant weight.

2.14 The NPPF is also a material consideration. It states (at paragraph 79) that housing should be located where it will enhance or maintain the vitality of rural communities; The NPPF (para 80) seeks to avoid isolated homes in the countryside, but it recognises that rural areas will not necessarily have the same opportunities to access sustainable transport as urban areas (para 105). The Court of Appeal has confirmed that the concept of 'isolation' for these purposes should be given its ordinary meaning, of being 'far away from other places, buildings and people; remote'. In this case, the proposed dwellings would not be physically remote from other places of buildings, given the cluster of built form around Blundell Lane, and proximity to the nearby settlements of Hedge End and Bursledon. The NPPF also places an emphasis on making efficient use of land (para 119) and the value of redevelopment of brownfield land (para 120).

2.15 The Site is also located within a Settlement Gap. Policy S6 states that development will be permitted in this area provided that it would not undermine the physical extent and or visual separation of settlements and it would not have an urbanising effect detrimental to i) the character of the countryside or ii) the separate identity of the adjoining settlements. The requirements of this policy are met; the Proposal will re-use existing buildings so will not in any way reduce or undermine the physical or visual separation of the settlements. The adjoining settlements will continue to enjoy a separate identity and the use of the Site as proposed will not have an urbanising effect which causes detriment to the character of the countryside. The buildings will appear identical from the outside and all trees and landscaping are to be retained. The work is limited to the interior of the building only. Whilst the new dwellings would involve private vehicles, the current office use already involves outdoor parking. The Highway Authority previously confirmed (in application PN/21/91216) that trip rates are likely to fall as a result of change of use of the Site to 16no. dwellings, as compared with that associated with continued use as offices.

2.16 In terms of the loss of office use on the Site, Policy DM15 (Safeguarding Existing Employment Sites) seeks to control this; but relates only to identified major employment sies (which this is not); or sites currently in use classes B2 (general industrial), B8 (storage or distribution) or E(g)(ii)/(iii) (research and development or products or processes/ individual processes). This Site is in office use, (B(1a), now E(g)(i), so is not covered by Policy DM15.

Housing Mix and Tenure

2.17 Policy DM24 (housing mix) requires that applicants "demonstrate how the proposal contributes to the overall mix of housing in the Housing Market Area, informed by the current need, current demand and existing housing stock…" The Housing Mix Supplementary Planning Document (2003) indicates that precise housing mix of a development will be subject to negotiation, based on latest need data. The Proposal will deliver 16 flats; 62.5% to be 1-bedroom and 37.5% 2-bedroom.

2.18 Eastleigh is fully within the Southampton Housing Market Area. The updated Objectively Assessed Housing Need (OAHN) report 2016, using latest demographic data, (GL Hearn, April 2016) showed a 10.9% increase in the Eastleigh population (2001-2014), and this is largely in the 45+ age groups (16% increase in 45-59 year groups; 38.8% increase in 60-74 year groups and 31.3% increase in 75+ year groups). There has been a 24.4% increase in household numbers. Looking forward to 2036 the population of Eastleigh is forecast to increase by 21.1% over 2011 levels and again, the ageing population is a strong factor in this. This section of the population often requires smaller dwellings rather than larger family dwellings so the 1 and 2 bedroom flats which are proposed in this attractive location and building will contribute positively to the housing mix and stock in the area.

2.19 The Policy also seeks to avoid excessive concentrations of the same size of houses on any one site, but notably this relates to 'houses' rather than 'flats'. In any event, the Proposal delivers a mix of dwelling sizes and avoids any such over-concentration.

2.20 In terms of affordable housing, Policy DM28 requires, subject to viability, 35% affordable housing provision in schemes of 10+ dwellings. Affordable housing is not proposed in

this case, as there is already planning permission in place to allow for the conversion to 16no. open market dwellings. As set out above, in relation to the 'principle of development', there is a real prospect of the Class O permission for 16no. open market dwellings being implemented should this Application be refused. Therefore, a decision to refuse this Application on the basis of lack of affordable housing provision would be flawed, following the reasoning in *Mansell*. That refusal would lead to delivery of 16no. open market dwellings via implementation of the fallback position. This attracts very significant weight as a material consideration.

Highways and Parking

2.21 Policy DM14 requires compliance with the residential parking standards set out in the 2009 SPD. These require 2 spaces per dwelling (1 or 2 bed) where allocated to specific flats.

2.22 A Highways Technical Note was previously prepared in support of the Prior Approval application for conversion to 16no. dwellings (RGP, July 2021). A copy is attached to this Planning Statement. This confirms that the existing office use of the Site involves 33 laid out parking spaces which would more than meet the requirement for 2 spaces for each of the 16no. dwellings to be created.

2.23 That technical note also considered vehicle trip generation of the existing use versus use for 16no. dwellings. The existing office use could generate up to 212 two-way vehicle trips (arrivals and departures) with 41 vehicle trips in the AM peak hour period and 23 in the PM peak hour period. By comparison, once converted to 16no. dwellings, there would be 96 two way vehicle movements across a daily period, with 10 two way movements in the AM peak and 7 in the PM peak. As such the Proposal significantly reduces trip generation to and from the Site.

2.24 The Highway Authority's consultation response on application PN/21/91216 confirmed they had no objection to conversion to 16no. dwellings, given there is no proposed change to the access and that trip rates will fall.

Drainage and Flood Risk

2.25 The Site is wholly within Flood Zone 1, at lowest risk of flooding. The proposal does not involve any additional buildings and therefore there is no impact arising in terms of the extent of land available for storage of flood water.



Figure 7 Extract of Environment Agency Flood Risk Map for Planning

2.26 The Council seeks to ensure development is adapted to the future effects of climate change and requires (DM3) sustainable urban drainage systems (SUDs) in accordance with Policy DM6. Policy DM6 (SUDs) , however, only applies to new development, not changes of use.

2.27 Policy DM10 (Water and Waste Water) seeks to ensure the Habitats Regulations are met, in terms of water quality in protected sites. The Site is located within the East Hampshire catchment, where it is necessary to mitigate the impact of nitrates caused by new overnight accommodation (Figure 8). A nitrate budget calculation has been carried out and is submitted with the Application (Aquacallidus, Nutrient Assessment and Budget, September 2023). This confirms that the 16no. new dwellings will generate 30.46 kg/TN/yr of net nitrogen, inclusive of the 20% buffer. As set out in the report, the

Site is served by Peel Common Waste Water Treatment Works, which has been upgraded. The Site is required to connect to the public foul sewer so on site avoidance of the net nitrogen increase is not available. The proposal will therefore seek to obtain nitrogen offset credits via an established mitigation scheme.

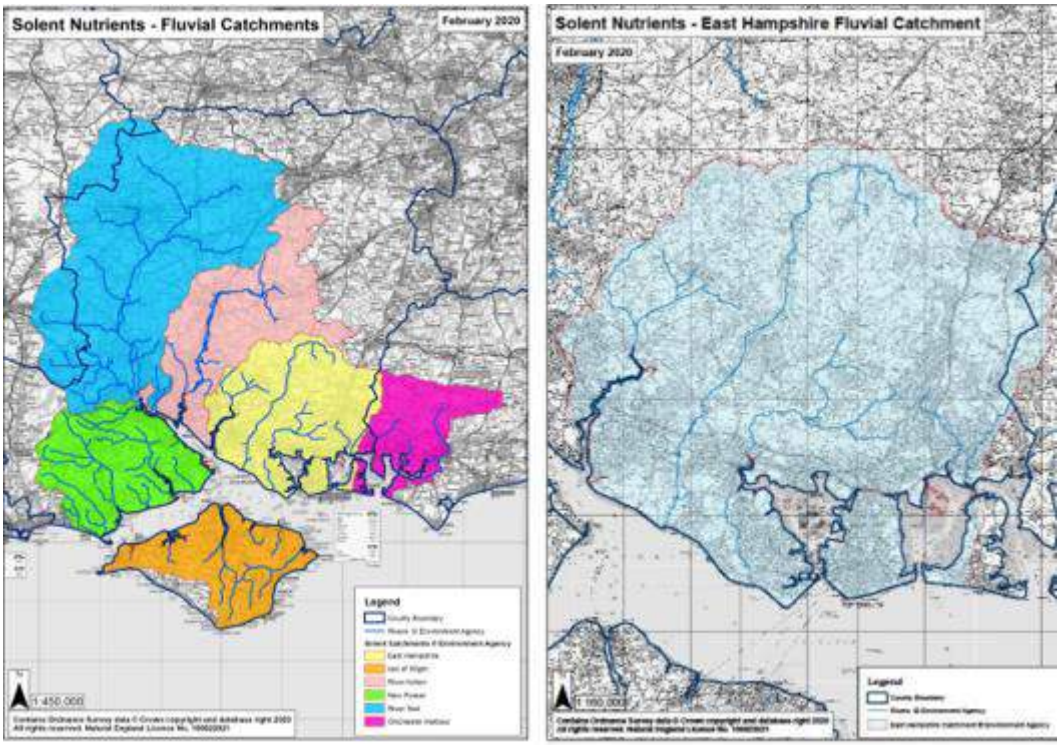


Figure 8 Fluvial Catchment for the purposes of nitrate assessment

Noise

2.28 During the course of the prior approval application (for conversion of the buildings at the Site to residential use) the Council's Environmental Health Officer ("EHO") responded to advise that a Construction Environmental Management Plan should be prepared to minimise the risk of noise impacts to neighbours during the construction phase.

2.29 In terms of operational noise impacts and suitability of the Site, the EHO was of the view that good environmental quality could be achieved via easy to implement, standard building construction features – they recommended that the guidance contained within BS8233 (Guidance on sound insulation and noise reduction for buildings) and the Institute of Acoustics 'Acoustic Ventilation and Overheating Residential Design Guide)

to achieve good indoor noise environments. In terms of outdoor amenity space, it was acknowledged that there are some quieter areas within the Site grounds to enable enjoyment of outdoor space.

Ground Conditions and Contamination

2.30 The EHO raised no objection to the prior approval application, but given the former use as a hospital they recommended the imposition of a condition requiring preliminary risk assessment, including site walkover and conceptual model. A similar condition could be secured in respect of this present Application to ensure this risk is managed appropriately. It should be noted, however, that no building or engineering works are required in the grounds of the buildings, and the Proposal merely involves internal conversion with limited additional internal partitions added. Therefore, the scope for any contamination pathways to be mobilised is extremely limited.

Biodiversity, Trees, and Impact on Protected Sites

2.31 The Site lies approximately 550m to the west of the River Hamble, which is designated as a SPA, SAC, SSSI and Ramsar site (Solent and Southampton Water SPA and Solent Maritime SAC and Solent and Southampton Water Ramsar Site – collectively referred to as 'the Solent European Marine sites'). The Hamble is also designated as a SSSI, and the Site lies within the Impact Zone around this. There is also an area of ancient woodland located approximately 90m north of the Site, but not within the Site boundary itself) (Figure 9).



Figure 9 Extract of Eastleigh BC Interactive planning policy map showing site location in relation to nature conservation sites.

2.32 Policy DM11 (Nature Conservation) makes clear that the Council will protect, conserve and enhance all international, national and local nature conservation designations, as well as other local habitat networks and features. Development will not be permitted where it results in the loss or deterioration of irreplaceable habitats, such as ancient woodland. This proposal will not result in any such loss or deterioration as it makes no external changes. Indeed the reduction in transport movements can be considered an improvement to local noise levels and air quality etc.

2.33 DM11 also states that the Council will seek a net gain in biodiversity on all development sites.

2.34 As set out above, the Application is supported by a nutrient budget calculation, and will be supported by mitigation (via purchase of nitrogen offsetting credits) which ensures that the new overnight accommodation to be delivered will not contribute to the eutrophication issue in the Solent Marine protected sites.

2.35 As the Proposal involves conversion of existing buildings, rather than demolition/ erection of new buildings, there will be no direct impacts on protected species or habitats; the buildings will be retained in their entirety.

2.36 Biodiversity net gain across the Site will be secured by the introduction of 'bug hotels' and new landscape planting in amenity areas.

2.37 Whilst there are a number of trees on the Site which are covered by Tree Protection Order ("TPO") (Figure 10), the Proposal will not cause any risk of harm to these, given it only involves conversion of the existing buildings and no new building or engineering works externally.

2.38 As is the case with most of Eastleigh Borough, the Site is within the 13.8km zone of influence of the New Forest SAC/SPA/Ramsar protected sites, and it is therefore also necessary to mitigate impacts arising as a result of use of these sites for recreation (via contribution to Suitable Alternative Natural Greenspace ("SANG") and Strategic Access

Management and Monitoring ("SAMM")). It is understood that Applicants can contribute to the Council's interim strategy, at a cost of £2,220 per dwelling (rates as at December 2022).



Figure 10 TPOs on the Site

Sustainability and Climate Change

2.39 This Proposal seeks to make efficient use of existing building stock. 16 new dwellings will be delivered, contributing to the local housing stock in a manner which significantly limits the carbon emissions associated with the building of new homes; embodied carbon associated with the production and transportation of building materials will be avoided. The NPPF requires (paragraph 154) that development helps to reduce greenhouse gas emissions via its location and design (for example, by allowing re-use of existing buildings rather than requiring the use of energy to produce new building materials and to transport them to new sites).

Locally Important Buildings/ Heritage

2.40 Bursledon Hall was, in 2021, included on the draft local list of buildings of local importance. It is not, however, designated as a heritage asset (rather, it is on a draft list of undesignated assets).

2.41 The NPPF (which is a material consideration) aims to conserve heritage assets, in a manner appropriate to their significance (para 189). Applications for development which could affect a heritage asset (listed or otherwise) should describe the significance of the assets, in a level of detail which is proportionate to the asset's importance and no more than is sufficient to understand the impact of the proposal on that significance (para 194).

2.42 In deciding on the Proposal, the Council should take account of the desirability of sustainability and enhancing the significance of the heritage asset, and putting it into viable use consistent with its conservation (Para 197). Great weight should be given to the asset's conservation. 'Less than substantial' harm would need to be weighed against the public benefits of the proposal, including the fact of the Proposal securing the optimum viable use of the asset (Para 202).

2.43 As identified above, Bursledon Hall was initially constructed and occupied as a private residential dwelling, so the Proposal will convert the building back into a use which is more consistent with its origins. It has been substantially adapted, internally, to facilitate its intervening use for hospital, and then office purposes. The Proposal will therefore offer the opportunity to better reveal the buildings' historic significance as a residential dwelling. The Main House has already been previously divided up internally, and the Proposal will only include minor additional internal wall adjustments to ensure nationally described space standards are met. The plans submitted with the Application show a limited number of internal partition walls to be removed across ground, first and second floor levels, together with infilling of some openings in walls, to separate flats, and some additional walls. Given the extent to which the building has been altered to date, it is not considered that the Proposal causes harm to the significance of the building. The Proposal also delivers substantial public benefit, in the form of 16no. smaller residential dwellings to contribute to the local housing stock.

Community Involvement

2.44 The validation local requirements require detail of pre-application consultation undertaken prior to submission of applications for major development.

2.45 Public consultation on the principle of conversion of the Site to residential use was carried out in 2021, in connection with Application PN/21/91216. A letter was sent by the DSRU to neighbours, to inform them of the intention to apply for prior to approval to convert to residential use and provide direct contact details, should they wish to discuss or ask any questions. The application was then subject to the usual formal public consultation. The officer's report for that prior approval application makes clear that site notices were erected and letters sent out, but no public representations were made. The Hedge End Town Council did respond, to confirm they had no objection to the conversion of the Site.

2.46 The current Application replicates the details previously approved; and will offer the public a further opportunity to comment on the same.

3 PLANNING BALANCE AND CONCLUSIONS

3.1 The Site is in the countryside, and whilst Policy DM19 allows for re-use of buildings in the countryside for other purposes (including residential use), there is a need for evidence that the continuation of the current use is unsuitable. No such evidence has been advanced here, so strictly speaking the Proposal is non-compliant with Policy DM19 of the Development Plan. The fallback position of implementing the extant permission at the Site (allowing for conversion to 16no. open market dwellings) is a material consideration of significant weight. A decision to refuse this Application on the basis of the principle/ location would be flawed, given that refusal would lead to implementation of the alternate extant Class O permission for the same development. There is also NPPF support for the proposal (which is also a material consideration), in that it makes efficient use of land in meeting the need for homes, and involves the re-use of suitable brownfield land. The dwellings to be created will not be 'isolated homes in the countryside, based upon judicial interpretation of the meaning of this NPPF term (para 80).

3.2 Although the Site is located in the Settlement Gap, it complies with Policy S6 as there will be no visual or physical reduction in the gap, and no urbanisation or impact on character. Trip generation will be reduced, so the Site will be of less urban character than at present. Policy seeking to prevent loss of employment sites (DM15) does not apply to this Site, as it is within office use (E(g)(i).

3.3 The Proposal will deliver a mix of 1 and 2 bedroom flats, and will comply with housing mix policy. Affordable housing is not proposed, as there is already permission in place allowing for creation of 16 open market dwellings (in the same layout and mix as is now sought). Again, this fallback position is a material consideration here.

3.4 A highways technical note is submitted with the Application and confirms that car parking standards can be met within the 33 spaces already laid out on the Site. The Proposal will reduce daily vehicle movements to and from the Site, as compared with the lawful office use. The Highway Authority did not object to the prior notification application, given this reduction in trip generation.

3.5 The Site is at low risk of flooding (Zone 1) and the Application is supported by a nutrient mitigation strategy to ensure no impact on water quality in the Solent protected sites.

3.6 Despite proximity to the M27, the EHO previously confirmed that suitable internal noise environment, and outdoor amenity space is achievable at the Site via standard building construction features.

3.7 It has previously been suggested that the former use as a hospital may have given rise to some contamination. As such, conditions previously imposed regarding pre-commencement investigation of the same could be replicated on this Application.

3.8 It is not expected that there will be any adverse effects on habitats, species, or protected sites. Recreational impacts on the New Forest protected sites can be mitigated via contribution to SANG. Impacts on water quality via new overnight accommodation will be addressed via the nutrient mitigation strategy which has been developed. The buildings will remain in place and no external building or engineering works are required, so impacts are minimal.

3.9 The Proposal involves the re-use of existing building stock to meet development needs. This avoids the need for embodied carbon associated with production of new building materials, and the transport related carbon emissions associated with movement of building materials to site.

3.10 The Site has recently been included on a draft local list of undesignated heritage assets/ locally important buildings. Bursledon Hall was initially constructed and occupied as a private residential dwelling, so the Proposal will convert the building back into a use consistent with its origins. It has been substantially adapted, internally, to facilitate its intervening use for hospital, and then office purposes. The Proposal will therefore offer the opportunity to better reveal the buildings' historic significance as a residential dwelling. It is not considered that the Proposal will cause harm to the significance of the building.

3.11 Therefore, the Proposal is compliant with Development Plan policy in all regards, with the exception of the requirement to demonstrate that continued use for office purposes is not suitable. Prior approval has already been granted for development precisely as now sought (16 dwellings, of the same mix). The existence of this valid fall-back is a material consideration of substantial weight in the planning balance. There is an extant permission which allows the Proposal to be carried out; the Applicant is simply seeking a new full permission to facilitate the development due to the time and costs involved in complying with pre-commencement conditions and nutrient mitigation.

3.12 Planning permission should therefore be approved.

Strategic Planning Research Unit

Appendix 16

Land south of Maddoxford Lane and east of Crows Nest Lane Bloor Homes Response to Botley Neighbourhood Plan

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

EASTLEIGH BOROUGH COUNCIL

Botley Submitted Neighbourhood Plan Consultation

RESPONSE FORM

Under Regulation 15 of the Neighbourhood Planning (General) Regulations 2012, Botley Parish Council has submitted their Neighbourhood Plan to Eastleigh Borough Council. In accordance with Regulation 16, Eastleigh Borough Council would like to invite comments from individuals and organisations on the submitted Neighbourhood Plan. Your comments should address whether the plan meets the basic conditions. These are that the plan:

- Must be appropriate having regard to National Policy
- Must contribute to the achievement of sustainable development
- Must be in general conformity with the strategic policies in the development plan for the local area
- Must be compatible with human rights requirements

This consultation runs from **Wednesday 4 September** to **Wednesday 16 October 2024.**

In order for your comments to be taken into account at the examination, and to keep you informed of the future progress of the plan, your contact details are needed. All comments will be made publicly available and identifiable by name and organisation (where applicable).

Please fill in your details in the boxes below:

Full Name:
Sophia Goodhead (tor&co)

Organisation represented (where applicable):
Bloor Homes Ltd.

Address and postcode:

[redacted]

Email address:
[redacted]

Telephone number:
[redacted]

Please state which part(s) of the Botley Neighbourhood Plan (i.e. section, objective or policy) or supporting document your representation refers to:

Please refer to the written statement attached with this form.

Do you support, support with modifications, object, or wish to comment on this part of the Plan? (Please tick one answer)

☐	Support	☐	Support with modifications	X	Object	☐	Comments

Please add your response below and continue on a separate sheet if necessary:

Please refer to the written statement attached with this form.

Botley Parish Neighbourhood Plan 2016-2036

Regulation 16 Submission Consultation Statement in respect of Land south of Maddoxford Lane and west of Westfield

Bloor Homes Ltd
October 2024

tor &co

torandco.com

Issue / revision		Prepared by	Sophia Goodhead
Reference	151086	Signature	SG
This document is issued for		Date	October 2024
[ ] Information	[ ] Approval	Checked by	Jacqueline Mullner
[ ] Comment	[X] Submission	Signature	JM
Comments		Date	October 2024
		Authorised by	Jacqueline Mullner
		Signature	JM
		Date	October 2024
		Please return by	

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Appendix 1 – Site location plan for Land south of Maddoxford Lane and west of Westfield

1.0 Introduction

1.1 This representation is submitted on behalf of Bloor Homes Ltd (Bloor) in respect to the second Regulation 16 consultation for the Botley Parish Neighbourhood Plan 2016-2036.

1.2 Botley Neighbourhood Plan Committee has resubmitted the draft Botley Neighbourhood Plan (NP) along with its supporting evidence and documentation to Eastleigh Borough Council. The resubmitted NP reflects the changes made by the Committee (following the pause of the examination in January 2024 by the examiner), to respond to representations made during the first Regulation 16 consultation (held August to October 2023), regarding the Habitats Regulation Assessment, the Sustainability Appraisal of the Plan and the site selection process.

1.3 In summary, the key changes the Committee have made to the overall package of information include:

- Combining Policies 7 and 8 (Site Allocation at Woodhill School north and south) into one policy: 'Policy 7 Woodhill School' (*page 54*);
- Addition of information regarding habitat mitigation in the 'Development in Botley' section (*page 53*), and evidence in Policy 7 (*page 57*);
- Addition of Policy 8: 'Mitigation in Development' (*Page 61*)
- Updates to the Strategic Environmental Assessment to reflect change to policies and appendices added to reflect new site assessments undertaken;
- Updates to the Habitats Regulation Assessment to take account of new mitigation measures and the additional policy; and
- New map of the Local Greenspaces included as Appendix 9.

1.4 It is understood that the examiner will address the resubmitted Plan and will take account of the representations received to the second Regulation 16 consultation.

1.5 In responding to this Regulation 16 consultation, due regard is had to the basic conditions. Paragraph 37 of the NPPF states that neighbourhood plans must meet certain 'basic conditions' and other legal requirements before they can come into force. These are set out in paragraph 8(2) of Schedule 4B to the Town and Country Planning Act 1990 (as amended) as applied to neighbourhood plans by section 38A of the Planning and Compulsory Purchase Act 2004. All of the basic conditions must be met, and are as follows:

a. Must have regard to national policies and advice contained in guidance issued by the Secretary of State
b. Contribute to the achievement of sustainable development
c. Be in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area).
d. The making of the neighbourhood plan does not breach, and is otherwise compatible with, EU obligations.
e. Prescribed conditions are met in relation to the plan and prescribed matters have been complied with in connection with the proposal for the neighbourhood plan.

1.6 Bloor still has significant concerns that a number of the draft policies do not meet all the basic conditions, as required. In particular, it is considered that the strategic policies set out on local settlement gaps (Policy Six) and affordable housing (Policy Fourteen) conflict with the NPPF, which states that a Neighbourhood Plan should shape and direct development outside of strategic policies, fails to contribute to sustainable development, and is not in conformity with the adopted Eastleigh Borough Local Plan (EBLP) policies on strategic matters that were considered sound through EBLP examination. As such, the gap and affordable housing policies conflict with the recently adopted strategic position, and undermine the aims and objectives of the Local Plan.

1.7 Bloor retains land interests in the land south of Maddoxford Lane and west of Westfield, Boorley Green, which is located within the Botley Neighbourhood Plan area and is partly allocated for residential development under Policy BO1 of the Eastleigh Borough Local Plan 2016-2036 (adopted in April 2022). Bloor considers that the extension of the allocated site BO1 eastwards (see the eastern parcel of land at Appendix 1) would represent a more comprehensive development at Maddoxford Lane, providing a logical and sustainable expansion to the allocation that would help achieve sustainable growth and could help protect Botley against speculative development in less favourable locations.

1.8 Instead, the Parish Council, via the neighbourhood plan, has sought to frustrate the potential of the wider site for housing provision through the Local Plan process (which, as a consequence of a Main Modification, must be subject to early review), having failed to secure the site as 'gap' policy in the Local Plan.

1.9 This representation responds to specific policies in the order that they appear in the draft NP for ease of reference. In addition to the draft NP document, this second Regulation 16 consultation includes a list of submission and supporting documents including the following:

- Basic Conditions Statement
- Designation Map
- Equality Impact Assessment
- Sustainability Statement
- Appendix 1 - Listed Buildings in Botley
- Appendix 2 - Demographic Data
- Appendix 3 – Community Aspirations
- Appendix 4 - Housing Needs Assessment
- Appendix 5 – Consultation Statement
- Appendix 6 – Strategic Environmental Statement (SEA) (includes site assessments)
- Appendix 7 - Design Guide
- Appendix 8 - Habitat Regulations Assessment
- Appendix 9 – Local Green Space Map.

1.10 This representation provides our response to all of the above documents where relevant to Bloor's land interests.

2.0 Response to the Regulation 16 Consultation

2.1 The resubmission NP includes policies that will help shape future development up to 2036, focusing on objectives in four main areas: economy, environment and character, housing and transport. The NPPF states that neighbourhood plans should support the delivery of strategic policies contained in local plans or spatial development strategies and give communities the power to develop a shared vision for their area.

2.2 The 25 objectives of the NP, as identified through engagement with the community, are set out under the 4 themes referred to above which provide the "direction of travel" for the plan and provide the basis for the planning policies developed.

2.3 Bloor supports the ambition of the draft NP to meet the community's diverse needs and seeks to ensure the policies meet the basic conditions required.

2.4 Bloor noted a few discrepancies and set these out within their Regulation 14 and first Regulation 16 statements. Some of these have now been resolved, however even though the NP action in response to these stated (in Appendix 2 of the Consultation Statement) that '*all technical information updated to latest information prior to submission*' it is clear that a few are still to be addressed which are reiterated here, ahead of the response to specific policies below. Bloor would also highlight that not all their policy comments made in the Regulation 14 Consultation Statement for land south of Maddoxford Lane were responded to in the NP Consultation Statement, and most do not provide a reason for the lack of response, just stating 'comments noted, no action taken', which doesn't reflect a positive approach to plan making.

2.5 Under the Botley Today section (p.13) it is noted that slightly revised text mentions that the Strategic Growth Area (SGO – that had been promoted in the emerging Local Plan but deleted on recommendation of the Inspector) could be reinstated following the Local Plan review in 2027. Firstly, the Local Development Scheme (June 2023) for the Local Plan review confirms that work started in Spring 2023 and currently indicates adoption in 2029. The reference to 2027 should be removed as it is not clear what it is referring to. At this time, Eastleigh Borough Council has concluded a 'call for sites' but has given no indication as to its future distributional strategy or sites to be selected for allocation. Hence the SGO has no planning status (adopted or draft) and all references to it should be removed.

2.6 It is noted on p.14 (Air Quality in Botley) and p.16 (Local infrastructure) that it stipulates enabling works for the construction of the Botley bypass have now started, aiming to be fully open in 2024. As a result of delays experienced, the latest timescale for the final phase of the bypass to be completed is now anticipated in 2027. This should be reflected in the text.

2.7 There are still discrepancies within Figure 3 (Development sites in Botley – also referred to as Figure 4 in the text which should be amended) on p.15, which sets out that Land south of Maddoxford Lane, Boorley Green proposes 49 dwellings, however a subsequent application on this site (ref. F/19/84937) was approved for 73 dwellings (72 net). Further, the text states that the figures used in the table are referenced by the most recent Monitoring Report from Eastleigh Borough Council dated 2022 and provides a link. However, when accessing the

link there is no monitoring report from 2022 available, with the latest dated 2020-2021. It appears the NP text is incorrect and is meant to refer to the latest Five Year Housing Supply Position report (5YHLS) dated 2022. Even so, the table still does not fully align with the figures in this 5YHLS document. For instance, in one of the applications for Land north and east of Boorley Green (ref. F/19/86233), Figure 3 refers to 67 net dwellings, however the Five Year Housing Land Supply Report specifies 66 net dwellings.

2.8 The title of Figure 3 should also clarify that it refers to 'Development sites within the Botley Neighbourhood Plan Area', as it is noted that other development sites classed as within Botley (but outside of the NP boundary) are not included.

2.9 All of these applications and references need to be updated and a full review of site details within the policy and evidence base to ensure they reflect the latest/adopted position.

2.10 It is noted that the Botley SHLAA report previously included as evidence base has not been submitted as part of the suite of documents for examination. Bloor had noted that the land south of Maddoxford Lane and west of Westfield, Boorley Green, partly allocated under Policy BO1 was not part of the original SHLAA, however they requested in their Regulation 14 statement that the full site be formally assessed as part of the NP process going forward and offered to provide further information as part of that process. It is disappointing to see that the opportunity was not taken to update the SHLAA and that the site has still not been formally assessed. This does not reflect a positively prepared approach to plan making or help contribute to the achievement of sustainable development, all contrary to the NPPF.

2.11 Bloor still consider that it would be beneficial for the NP to include a plan that clearly identifies the current Eastleigh Borough Local Plan (EBLP) adopted allocations, as well as the new proposed allocations of the NP in order to show the spatial distribution of development planned within the NP area.

Policy Four: Infrastructure Investment Priorities

2.12 Draft NP Policy Four requires housing developments of 10 units or more to contribute to the local priorities set out, including a Botley museum, and parking and transport improvements (specifically access and linking routes between key services, schools and recreational areas between new and existing developments).

2.13 Paragraph 34 of the NPPF states that "*Plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed for education, health, transport, flood and water management, green and digital infrastructure). Such policies should not undermine the deliverability of the plan*".

2.14 Further, the National Planning Practice Guidance (NPPG) outlines that "*Proportionate, robust evidence should support the choices made and the approach taken*" (Paragraph: 040 Reference ID: 41-040-20160211).

2.15 Bloor continue to consider that, in the absence of any evidence of need for a Botley museum to help achieve sustainable development, the inclusion of this as a contribution does not comply with national policy. Further, this contribution

cannot meet all the tests for planning obligations set out in paragraph 57 of the NPPF, which would require demonstration that a museum is:

- necessary to make the development acceptable in planning terms;
- directly related to the development, and
- fairly and reasonably related in scale and kind to the development.

2.16 Bloor would also highlight that a museum would not classify as 'other new and enhanced community infrastructure necessary to ensure the sustainability of the development' as outlined within Strategic Policy S10 (Community facilities) of the EBLP. Based on the above, Bloor consider that the need to contribute to a museum is untested (for viability) and unjustified and would undermine the deliverability of the NP and EBLP, the latter because the NP seeks to apply this policy to all relevant site allocations located within the NP area. It fails to have regard to national policy and is not in general conformity with strategic polices contained in the EBLP.

2.17 Bloor understands the wish for the NP to specify the local transport improvements required for developments to help contribute to. However, the EBLP allocations, for instance Policy BO1, already include specific transport contribution requirements. Additional transport related requirements for the allocated sites will impact on their viability, and as a result, would obstruct the achievement of sustainable development and undermine the deliverability of the EBLP.

2.18 To ensure the plan meets the basic conditions, Bloor would suggest the deletion of the requirements or the addition of text to state that "all housing developments of 10 or more homes (except for those already allocated within the Eastleigh Local Plan) will be expected to contribute...". In particular, Bloor would urge the removal of the requirement for contributions to a Botley museum, and to move this to the 'Community Aspirations' list in Appendix 3.

2.19 On a separate minor point, it is noted that on p.41 there is a yellow highlighted question for Figure 3 which will need to be addressed / removed.

Policy Six: Local Settlement Gaps

2.20 Bloor's concern with the inclusion of Draft Policy Six remains, which allocates two additional settlement gaps above those already allocated in the EBLP. The first is between Curdridge, Boorley Green and Botley Village (Area 1) and the second is between Hedge End and Botley Village (East of Brook Lane) (Area 2).

2.21 Paragraph 13 of the NPPF states that a NP should shape and direct development that is outside of strategic policies, with paragraph 18 referring to them containing just non-strategic policies. In this case, the NP strategic policy on settlement gaps is not in accordance with the NPPF. It should be noted that, on request of the Local Plan examining Inspector extensive technical evidence was produced, by professionally qualified consultants, to consider the extent of gaps proposed in the Local Plan. This work did not recommend an extension of the gap, as now put forward in the NP. Further, during the Local Plan examination process, the policy was amended from 'countryside gap' to settlement gap, to better reflect its intent. Still, the land now suggested by the NP as Settlement Gap was not considered to be such. Specifically, and highlighting again that the Parish Council had made representations to the

Local Plan examination seeking inclusion of the site in the Settlement Gap, the Inspector confirmed:

"190.I acknowledge that a number of representors have expressed concerns that certain areas are still retained within the settlement gap definition. Conversely, I note that a number of representors have raised concerns that areas do not benefit from a settlement gap designation. I am satisfied that the evidence base provides a clear justification for boundaries and presents a proportionate and robust approach to the allocation of settlement gaps within the Plan."

2.22 Notwithstanding the above, it is noted that a response has been provided to Bloor's Regulation 14 comments on this matter (within Appendix 2 of the NP Consultation Statement), stating that the policy has been re-worded with additional evidence which provides justification for the policy and that they consider it to be in general conformity with strategic policies of the EBLP. Bloor has reviewed the evidence and comments on this further below.

2.23 Paragraph 38 of the supporting text states that the evidence includes the Eastleigh Local Plan evidence base. This includes the Eastleigh Borough Settlement Gaps Study (October 2020), Report on Countryside Gaps in South Hampshire (CPRE) and Green Infrastructure Strategy Framework for Gaps (PfSH). These draw on the PfSH criteria for designated gaps which in essence states that:

I. gaps should not include more land than is necessary to prevent the coalescence of settlements and that

II. land to be included should perform an important role in defining settlement character and separating settlements at risk of coalescence.

2.24 Firstly, the CPRE and PfSH reports mentioned above do not specify a date in which they were published and are not included within the submission documents or published anywhere on the Botley Parish Council's NP section of their website within the evidence base documents folder. These documents are also not referred to within the evidence text of the policy. It is therefore not entirely clear which version of these reports are being referred to, and in any case they are not specifically used within the evidence for the policy which only appears to reference EBLP policies.

2.25 Secondly, it is noted that the Countryside Gaps Background Paper (June 2018) and PfSH Spatial Position Statement (June 2016) have been removed from the evidence base referred to within the Regulation 14 consultation. It appears that these have been removed as they did not support the proposed policy. For instance, the Council's Countryside Gaps Background Paper (June 2018) concluded that Land east of Brook Lane should be taken out of the gap as it is not required to maintain the separation of Hedge End and Botley. This is reflected in the adopted Eastleigh Local Plan. Eastleigh Borough Council (EBC) confirm that there is no change in the Council's position on this within their response set out in the NP Consultation Statement.

2.26 As a result, the additional evidence and amendments to policy text does not change Bloor's position and objection to this policy for the following reasons.

2.27 The EBLP Inspector's Report (dated 14 March 2022) confirms that the above criteria and the policy approach to settlement gaps was sound and justified by evidence base. However, this evidence, which was considered sound through the EBLP examination, does not demonstrate a need for additional settlement gaps and highlights that gaps should not include more land than is necessary to prevent coalescence of settlements. It is highly relevant, to mention again, that the Parish Council sought to increase the areas of gap during the examination of the EBLP but that these extensions were rejected. There is no new evidence that contradicts the earlier conclusions and demonstrates a need to change or add to the local gaps already identified and adopted in the EBLP policy S6. The NP is not a vehicle to introduce restrictive policies that have already been rejected.

2.28 At paragraph 52 of the NP and as a matter of clarification, a recent appeal (ref. APP/W1715/W/21/3269897) for an additional 100 houses adjacent to Precosa Road/ Hedge End is cited. The supporting text sets out that the Inspector queried why the Hedge End to Botley Village Settlement Gap only extended to Brook Lane. This is not correct. The Inspector confirms that *"Whether or not Brook Lane should be considered to be the edge of Botley, it is the edge of the Settlement Gap"* and then goes on to give the EBLP settlement gap boundary 'substantial weight' in the consideration of the appeal.

2.29 Proposed settlement gap area 1 (between Curdridge, Boorley Green and Botley Village) already has a clear separation between the urban edge of Boorley Green (even if defined by the properties including Westfield and Holly Tree Farm) and Curdridge, which lies in Winchester district and on the opposite side of the heavily treed corridor of Ford Lake and the River Hamble. The same can be said for between Botley and Curdridge, where the treed corridor and River Hamble continue to provide a clear separation. Between Boorley Green and Botley there is a vegetated railway line embankment that forms a strong linear feature contributing to settlement separation.

2.30 Further, the character of the northern half of area 1 is not open countryside, there is development, with two clusters of farm buildings and a car breakers business and mobile home and caravan storage area to the north.

2.31 Bloor also note that within EBC's response to the Regulation 14 consultation (as set out in the NP Consultation Statement), EBC agree that the land east of the EBLP Policy BO1, Land south of Maddoxford Lane and land east of Crows Nest Lane site allocation should not be designated as a gap since there is not considered to be a risk of coalescence between Boorley Green and Curdridge, given the distance between the settlements and the woodland belt along the river valley. In addition, EBC note that this site extends to the boundary with Winchester district and Winchester City Council have not designated a gap on their side of this boundary.

2.32 With regard to proposed settlement gap area 2 (between Hedge End and Botley Village), the EBLP 'Hedge End, Botley and Boorley Green' settlement gap already exists to provide sufficient protection between these two settlements. As mentioned above, EBC's Countryside Gaps Background Paper (June 2018) concluded that Land east of Brook Lane should be taken out of the gap as it is not required to maintain the separation of Hedge End and Botley. Neither Area 1 or Area 2 as proposed are key to the separation of settlements. It is noted within the NP Consultation Statement that EBC objects to the inclusion of these

proposed local settlement gaps due to the fact they would not be in general conformity with Strategic Policy S6, Protection of settlement gaps within the adopted Eastleigh Local Plan or the supporting evidence on settlement gaps.

2.33 It is clear that this draft NP policy does not have regard to national policy or guidance, and with the absence of any evidence required to support additional settlement gap areas, it cannot be considered to meet the basic conditions. Neither is the policy in general conformity with the EBLP, as it provides an additional and unjustified level of restriction, providing a local approach which moves away from strategic policy S6, essentially undermining the strategic policy approach and its evidence base. There is no robust rationale or evidence to justify the additional gap sites proposed. As such, they only serve as unnecessary restrictive settlement policies which do not contribute to the basic condition of achieving sustainable development. They are inconsistent with the NPPF's objective to significantly boost the supply of housing and the Botley NP's stated fundamental principle that 'growth is part of sustainable development.'

2.34 The purpose of the additional gap is contrived and illogical, as must be concluded from previous testing through the examination of the EBLP. It is evident that the existing EBLP settlement gaps and countryside designation will provide adequate protection to settlement identity, without the need to propose two additional unjustifiable and restrictive Local Gaps, which should be removed from the draft NP.

2.35 Bloor would also highlight an incorrect figure referenced at paragraph 34 of the supporting text for this policy, which states that Land south of Maddoxford Lane and east of Crows Nest Lane (EBLP Policy BO1) is for development of 30 dwellings. This should state that the allocation is for the development of 'at least 30 dwellings' to align with the adopted policy wording.

2.36 Bloor wish to reserve their position to provide further evidence in respect of the local settlement gap policy as part of the NP examination as necessary.

Policy Seven: SLAA-3-20-C / SLAA-3-21-C Woodhill School

2.37 The general approach in the Botley NP is that growth will be focused within the settlement boundary on small scale infill sites and on new site allocations within the EBLP.

2.38 Draft Policy Seven (previously split between Policy Seven and Policy Eight on two small sites) allocates a total of 58 dwellings on this now combined site (which has increased from 40 dwellings in the first Regulation 16 draft NP document). This one site represents the total of new housing allocations within the NP, and could come forward as a windfall site without allocation. In this context, it appears that the NP is still being used to restrict and/or delay the development of this site.

2.39 It is however welcomed that the requirements for the development to only come forward when it is needed and all existing strategic development commitments are completed has been removed. This was entirely contrary to the NPPF approach, which seeks to boost housing land supply. Sites suitable for residential development should not be held back. It is noted however that paragraph 62 of the supporting text still states that development on this site will be over and above the strategic development identified in the EBLP. If there are

any issues with the EBLP allocations coming forward, this policy would restrict any future sustainable sites from being developed. This does not have regard to national policy and conflicts with paragraph 29 of the NPPF, which outlines that neighbourhood plans should not promote less development than set out in the strategic policies for the area, or undermine those strategic policies. This reference should be removed as it has from the main policy text.

2.40 The policy also still stipulates that proposals for development on the site will be supported subject to criteria c) the infrastructure being in place to support it. To avoid delaying sustainable development from coming forward, this should include reference to 'or demonstrated will be in place to support development upon occupation' to provide some flexibility. It is also noted that paragraphs 54 and 63 within the supporting text have policy and appendix references still to be confirmed and currently refer to Policy or Appendix 'xx'. As a result it is currently unclear which evidence the policy is based upon.

2.41 Further, criteria a(i) of the policy states that a maximum of 50 dwellings is to be provided on the remainder of the site (following the 8 dwellings in the former school building), even though paragraph 63 within the supporting text recognises that the Eastleigh Borough SLAA recommends a density of 30ph on the 2.4ha site, which would indicate development of approximately 72 dwellings. It is noted that there may be constraints on site that could restrict this number, however this should be confirmed through further detailed development design rather than a restrictive policy, as the site could still support more development than the 58 homes allocated.

2.42 These restrictions do not plan proactively or positively to support and achieve sustainable development and do not comply with the NPPF's aim to boost the supply of homes. The site is effectively a windfall site located within an urban area. This provision is not sufficient in terms of meeting paragraph 71 of the NPPF which states that neighbourhood planning groups should also give particular consideration to the opportunities for allocating small and medium-sized sites suitable for housing in their area. Only two small sites, which have now combined into one, have been allocated and in Appendix 5 (the Botley Sites Assessment) of the first Regulation 16 consultation as well as Appendix 2 in the SEA of this second Regulation 16 consultation, it appears only small sites have been properly considered with potential dwelling numbers of around 30 dwellings, this number of dwellings is even set out for large sites that could accommodate significantly higher densities. Further, sites such as land south of Maddoxford Lane and west of Westfield, Boorley Green, partly allocated under Policy BO1, which were requested to be considered have been left out.

2.43 The evidence base of the policy includes the Botley Housing Needs Assessment 2019 (HNA) (Appendix 4), prepared by AECOM which is now over 4 years old. Paragraph 27 of the HNA acknowledges that Neighbourhood Plans are required to be in general conformity with adopted strategic local policies and that there is a need for the relevant elements of the Local Plan to be reviewed given that the assessment was undertaken ahead of its examination and subsequent adoption. As a result, the evidence is not based on the latest adopted local strategic policies, the latest 2023 version of the NPPF or the latest 2021 Census data.

2.44 The HNA covers the type of affordable housing tenure to be planned for in the housing mix over the NP period, what type and size of housing is appropriate, and what provision should be made for specialist housing for the elderly.

Although the study is now out of date in terms of its assessment of what is required, it does recognise that household affordability is an issue in the Neighbourhood Plan Area.

2.45 It is highly relevant that since the first Regulation 16 consultation took place, new proposed changes to the NPPF have been published. The new Labour government has stated that planning reform is key to delivering economic growth objectives. With bold promises to deal with a chronic housing shortfall, the government has set out its solution to the current crisis and published proposed changes to the NPPF. The consultation on the proposed changes recently ended on 24 September 2024 and it is anticipated that the revised NPPF will be published by early next year.

2.46 As part of the proposed changes, the draft removes reference to the housing target as 'an advisory starting point', requiring local planning authorities (LPAs) to plan for their identified housing need as calculated under the standard methodology.

2.47 Crucially, alongside the draft NPPF, a new draft standard methodology for calculating local housing need (SM LHN) has been published. Under the new SM, EBC's LHN would jump from 645 dpa to 942 dpa, representing an additional 297 dpa (40% increase). The EBLP currently seeks to accommodate 14,580 homes over the 20 year plan period (729 dpa), which is above the current SM LHN of 12,900 homes. The new SM LHN would increase this requirement to 18,840 homes over the plan period.

2.48 With regard to unmet need in neighbouring authorities, the Partnership for South Hampshire (PfSH) published an updated Spatial Position Statement (to replace the 2016 Statement) in December 2023 which sets out that the current level of unmet need is some 11,771 dwellings up to 2036 and continues to demonstrate a significant shortfall in the sub region. The statement also proposes that Eastleigh should be able to meet and potentially exceed the standard method to help with unmet need. Further, it identifies locations as broad areas of search for sustainable strategic-scale development to potentially deliver a combined total of approximately 9,700 homes, making a significant contribution to the shortfall in housing provision in South Hampshire. It is advised that the suitability and deliverability of these areas are to be considered in the relevant Local Plans and for Eastleigh the relevant broad areas are South-east/east of Eastleigh Town.

2.49 Further, following the draft NPPF changes, despite the deletion of the 35% uplift for Southampton, the unmet need position increases significantly, with Eastleigh's shortfall increasing to 5,566 homes (from 2,511 homes) up to 2036.

2.50 In order to address the affordability issue identified by the evidence base, the increase in local housing need within EBC as proposed by the new standard method and the additional unmet need of the sub region, rather than only allocating one site in an urban area that is restricted in how many units, including affordable units, it can provide, the NP should allocate additional greenfield sites for residential development to boost the supply of both market and affordable homes. In this context the extension of site BO1 eastwards would be justified and an appropriate response to the issue. It would meet the basic conditions and should be supported by the NP.

Policy Eight: (Mitigation in Development)

2.51 Draft Policy Eight repeats the requirements of EBLP Policy DM11, in terms of mitigating impact on European nature conservation sites and as such is not required and should be removed.

Policy Nine: Site BO3 (Strategic Allocation)

2.52 Draft Policy Nine outlines further housing and infrastructure requirements than that set out in the EBLP Policy BO3. It is welcomed that the additional requirement for 40% affordable housing has been removed, however it is noted that criteria a) still requires a housing mix provision in line with the relevant draft policy of the NP and that criteria b) and c) seek additional infrastructure requirements over and above the EBLP requirements. Bloor's concern is that this policy and the other additional requirements could have an adverse impact on the viability of a sustainable site coming forward. These requirements do not comply with the EBLP and do not have regard to national policy, being in conflict with paragraph 29 of the NPPF, which outlines that neighbourhood plans should not undermine strategic policies for the area. Further comments on the housing mix are set out under the response for Policy Fourteen below.

Policy Ten: Utilities provision

2.53 Draft Policy Ten repeats the EBLP Policy DM9 and as such is not required and should be removed. The policy does not identify additional infrastructure requirements above that which is already covered in the EBLP. Essentially both the draft NP plan policy and Policy DM9 require new development to ensure that utilities infrastructure (including water supply, waste water disposal, energy (electricity and gas) and telecommunications) are available and would be adequate to serve the development proposed. Further, that new and improved infrastructure to meet the needs of new and existing communities will be encouraged.

2.54 Further, it should be noted that utility providers have existing statutory functions and are consulted on by the council during the determination period for planning applications where relevant. The policy therefore places undue burden on the planning system for information that is not necessary. The EBLP policy is clear and concise and does not need to be repeated. The policy should be deleted.

Policy Eleven: Flood mitigation and water quality

2.55 Criteria c) of Policy Eleven repeats the requirement of criteria a) for new development to incorporate SuDS. The only difference is the requirement to indicate how schemes will be managed and maintained. This could be incorporated into criteria a) to avoid unnecessary additional wording and ensure the policy is clear and concise in accordance with the NPPG (Paragraph: 041 Reference ID: 41-041-20140306).

2.56 Criteria d) states that new development proposals will be required to provide appropriate design statements showing the method of discharge of surface water flows. A design statement to show surface water flows seems disproportionate and onerous, especially for minor development. To ensure the policy is unambiguous and precise as set out in the NPPG, Bloor would suggest making clear within the policy if this only relates to major development and would also advise the following amendment is made to allow for multiple ways

to provide the information required, which could include a specific design statement or a simple drawing submitted that would be proportionate to the development:

"*New major development proposals will be required to provide appropriate ~~design statements~~ documentation showing the method of discharge of surface water flows*".

2.57 Criteria g) advises that geo-technical investigations are undertaken prior to developing a drainage strategy, however it is not clear when it refers to 'if any uncertainty exists' whether adequate space for attenuation and storage systems to restrict the rate of surface water run-off must be provided. Bloor suggest further clarity is provided as to what the 'uncertainty' refers to. It is assumed that it relates to whether infiltration is feasible, however the policy is currently unclear on this.

2.58 Generally, in order to be able to contribute to and not prevent the achievement of sustainable development, Bloor consider that the policy should include wording to state that the requirements set out would be subject to technical site feasibility and viability. Bloor is concerned that the policy as worded could prevent sustainable developments coming forward where the requirements may not be feasible, and could result in an increase of pressure for additional allocations impacting on the ability to demonstrate an efficient use of land as required by the NPPF.

Policy Twelve: Strategic high and intermediate pressure pipelines and high voltage electric cables

2.59 Draft Policy Twelve requires compliance with the existing safety requirements in relation to consultation distances around major accident hazard pipelines and refers developers to the guidance from the appropriate operator. There are existing standards and guidance which already cover this matter and in any case the operators would be consulted by EBC for relevant development proposals. As such, the policy is not necessary and should be removed.

Policy Thirteen: Parking standards for new residential developments

2.60 Criteria a) sets out minimum standards to apply for the provision of off-road parking in all new residential developments. It looks to require additional parking spaces to be available for larger dwellings than the adopted Eastleigh Residential Parking Standards SPD (2009), however the evidence cited in the supporting text provides commuting trip figures from the old 2011 Census data and does not include the source in the footnote for the car ownership figures at paragraph 136 of the NP. In any case, the evidence provided is not proportionate or robust to support this increase and the variation to Parking Standards SPD approach taken and as such does not accord with the NPPG (Paragraph: 040 Reference ID: 41-040-20160211).

2.61 The SPD acknowledges that the level of car ownership varies between households and in some instances there will be under provision of spaces, and in others, there will be overprovision of spaces.

2.62 EBLP Policy DM14 (parking) already confirms that the SPD sets out a minimum requirement for parking provision, therefore an increase in parking spaces can be provided where it is required and is based upon evidence. Bloor would

highlight that the adopted policy states that "over provision relative to car ownership levels or which would create an ineffective use of space will be avoided".

2.63 In this case, Bloor consider that the additional parking standards set out within the policy are not in general conformity with the EBLP, as they conflict with and undermine the adopted parking standards without robust evidence to justify it. Further, an increase in parking space requirements where it may not be required does not support the achievement of sustainable development or the promotion of active travel. It also conflicts with the EBC's declaration of a Climate and Environmental Emergency and associated actions for the Council to achieve carbon neutrality across the Borough by 2030.

2.64 Criteria e) states that 'roof storage space' should be provided where feasible, although it is not clear what this is specifically in relation to and whether it is storage space in general or within any garage space. However, not all development may include garages so the wording will need to be more precise in accordance with the NPPG and state "where garages are proposed, separate storage space should be provided where feasibly possible, to encourage use of garage space for vehicle parking".

2.65 Criteria f) outlines that parking spaces will be required to be constructed of permeable surfaces to minimise surface water run-off. Bloor is concerned that this requirement could have an adverse impact on viability and could prevent sustainable developments coming forward where this requirement may not be feasible. To avoid this, Bloor suggest including 'where feasible' after 'permeable surfaces'.

2.66 Criteria g) should specify what type of development it relates to, for instance if this just applies to major development to ensure the policy can be applied consistently and with confidence as set out within the NPPG (Paragraph: 041 Reference ID: 41-041-20140306).

Policy Fourteen: Housing mix and affordable housing

2.67 This NP policy requires new residential developments to provide a range of dwelling types and sizes to meet the needs of the Neighbourhood Plan Area, taking into account the most up-to-date evidence. In contrast, EBLP Policy DM24 asks applicants to demonstrate how the proposal contributes to the overall mix of housing in the Housing Market Area, informed by the current need, current demand and existing housing stock (including approved developments) considering the context and character of the site.

2.68 Bloor is concerned that Criteria a), d) and e) of the draft policy do not appear to be in general conformity with EBLP Policy DM24 (Creating a mix of housing), as the draft NP policy requires a distinct local approach to that set out in the strategic policy which undermines and conflicts with the EBLP policy on housing mix.

2.69 Bloor recognises the importance of providing a market housing mix to meet local needs, however, the supporting text of the draft policy refers to the 2019 Botley HNA prepared by AECOM, which as mentioned in the response to Policy Seven and Eight above is already out of date. The policy needs to enable flexibility in the approach as demand may change over time to reflect market conditions and the economic climate. As such the policy should allow flexibility

to enable the housing mix to be agreed through the development control process rather than being prescribed through policy. Bloor objects to the current policy wording due to the lack of flexibility in the approach and subsequent conflict with EBLP policy.

2.70 Criteria b) appears to repeat the requirement of criteria (a in the need to provide a mix of housing types and sizes. In this case, to ensure the policy is clear and concise in accordance with the NPPG, criteria b) should be removed.

2.71 Criteria c) on higher national access standards repeats the requirement from EBLP Policy DM29 and as such is not required and should be removed.

2.72 Criteria g), j) and k) refer to the EBLP requirement for 35% affordable housing which is expected to be provided on site and integrated throughout the development. There is no need to repeat the requirements which are already set out within Policy DM28. Further, criteria g) is unclear about which type of development the 35% affordable requirement is applied to, which the EBLP sets out clearly (i.e 0.5ha or more / 10 dwellings or more) and the wording for this strategic requirement has already been agreed through the Local Plan examination. There is no evidence or justification provided to add the requirement for 'compelling' evidence for criteria g) and j) if the policy provision cannot be met, which would conflict with the EBLP policy and cause unnecessary ambiguity.

2.73 Bloor also strongly objects to criteria h) of the draft policy, which requires development of 50 dwellings and above to provide 40% affordable housing, unless credible robust evidence indicates convincingly this is not achievable. The wording sets a very high test with essentially no flexibility where this may be required and could adversely impact upon the viability of sustainable developments, preventing them from coming forward. There is no robust evidence base for this additional strategic requirement as required by the NPPG, it does not generally conform with the strategic EBLP Policy DM28 or paragraph 13 of the NPPF, which states that a NP should shape and direct development that is outside of strategic policies. In this case, the NP strategic policy on affordable housing is unjustified and not in accordance with the national policy or guidance.

2.74 The HNA 2019 evidence base, referred to in the supporting text of the policy (and which is already out of date), sets out within section 3 the research questions relevant to the study, which covered what type of affordable housing tenure should be planned for in the housing mix over the NP period, what type and size of housing is appropriate, and what provision should be made for specialist housing for the elderly. The study did not assess the amount of affordable housing to be provided over the NP period and as such does not set out a need for the 40% requirement included within the draft policy. There is no evidence base to support this requirement and it should be deleted. The policy does not meet the basic conditions as it does not have regard to the NPPG which requires robust evidence to support the approach taken, it does not conform generally with the strategic EBLP policy on affordable housing, and could impact the ability to achieve sustainable development through potential viability issues as a result.

2.75 In order to address the affordability issue identified by the evidence base, rather than increasing the affordable housing requirement for 50+ dwellings to 40% and potentially impacting on the viability of sustainable sites, the NP should

allocate additional greenfield sites for residential development to boost the supply of both market and affordable homes. As mentioned in response to policy eight above, the extension of site BO1 eastwards would be justified and an appropriate response to the issue. It would meet the basic conditions and should be supported by the NP.

2.76 Finally, criteria i) still refers to Policy Eight as Woodhill School and needs to be amended.

Policy Fifteen: Built form, design and materials

2.77 Criteria a) of the draft policy states that new development proposals should demonstrate how they are consistent with the requirements of the Botley Design Guide (Appendix 7). The Design Guide states that unlike a more stringent 'design code', the guide aims to assist in the decision-making process at an early stage rather than prescribe specific solutions or stifle innovation and creativity.

2.78 Criteria b) requires that where alternatives to the Design Guide are proposed, evidence identifying the reasons for the discrepancy will be required and must still be sympathetic to its surroundings. It is considered that this requirement is already covered by criteria a) and in order for the policy to be clear and concise in accordance with the NPPG, this criteria is not required and should be removed. If the criteria is not removed, the use of the word 'discrepancy' should be amended to 'variance' as the word discrepancy appears to suggest there is no degree of variety allowed for as is required by paragraph 133 of the NPPF.

2.79 Bloor notes that the Design Guide appears to primarily seek to protect the identity and character of Botley village rather than the NP area as a whole, including areas such as Boorley Green for instance, where there is a variation in its design. In order for the Design Guide to have regard to the NPPF, the NP should also provide a level of detail and degree of prescription tailored to the circumstances and scale of change in each area of the NP (not just Botley village), and should allow a suitable degree of variety in accordance with paragraph 133 of the NPPF. Further, it must be recognised that new development in Botley also contributes to the character of the NP area.

2.80 Bloor is concerned that Principles 3, 4, 5, 6 and 7 of the Design Guide which provide specific materials and detailing could adversely impact on the viability of sustainable development. To avoid this and help achieve sustainable development, increased material costs and changing market conditions must be considered, and the Design Guide should avoid being highly prescriptive as there is a risk that it could stifle sustainable development. The guide and the policy requirements should include that they would be subject to feasibility/viability.

2.81 The Design Guide also refers to the old 2019 NPPF, therefore it should be reviewed against the latest 2023 NPPF and amended as necessary.

3.0 Conclusion

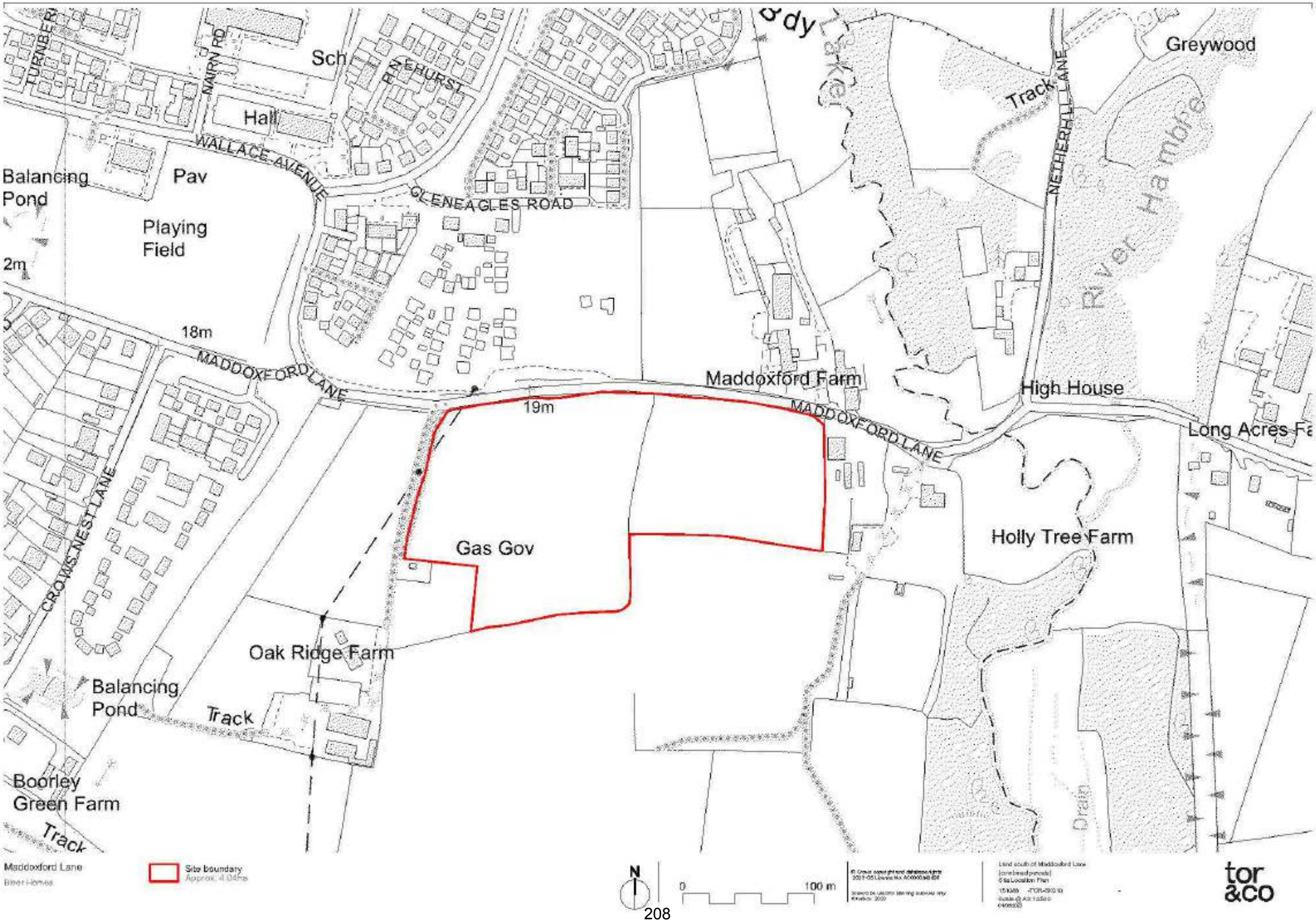
3.1 This representation has been prepared on behalf of Bloor Homes Ltd and its land interests within the NP area. Bloor supports the ambition of the draft Neighbourhood Plan to create policies which establish appropriate sustainable development together with supporting infrastructure, however, there are still significant concerns that a number of the draft policies do not meet all the basic conditions required. In particular, it is considered that the strategic policies set out on local settlement gaps (Policy Six) and affordable housing (Policy Fourteen) conflict with the NPPF, which states that a NP should shape and direct development outside of strategic policies, fails to contribute to sustainable development, and is not in conformity with the adopted Eastleigh Borough Local Plan (EBLP) policies on strategic matters that were considered sound through EBLP examination. As such, the gap and affordable housing policies conflict with the recently adopted strategic position, and undermine the aims and objective of the Local Plan.

3.2 It is acknowledged that the evidence base confirms that the NP area has a household affordability issue. Further, the new draft standard method for local housing need increases significantly and the latest PfSH work indicates a significant level of unmet need within the sub region. In order to help address these issues, the NP should plan positively and allocate additional greenfield sites for residential development to boost the supply of both market and affordable homes. Bloor continues to consider that the extension of site BO1 eastwards would be justified and an appropriate response to the issue. It represents a more comprehensive development at Maddoxford Lane, providing a logical and sustainable expansion to the allocation that would help achieve sustainable growth and could help protect Botley against speculative development in less favourable locations. It would meet the basic conditions and should be supported by the NP as a highly sustainable and appropriate location for housing.

3.3 The response also highlights where information set out throughout the document and evidence base needs to be updated to reflect the latest/adopted position, in order to accord with national requirements and adopted local policies. In this context, it is important that the NP and its accompanying supporting documents are accurate and reflect the most up to date position.

3.4 Bloor supports the continued development of the Botley NP and wants to ensure that the policies meet the basic conditions required, given its important role in shaping the vision and ambition for the community of Botley into the future. In this regard, Bloor would welcome the opportunity to provide further comments or evidence as necessary as part of the examination process.

Appendix 1 – Site location plan for Land south of Maddoxford Lane and west of Westfield


TURNBERRY
NAIRN RD
Sch
RYEHURST
Hall
WALLACE AVENUE
GLENEAGLES ROAD
Balancing Pond
Pav
Playing Field
2m
18m
MADDOXFORD LANE
CROWS NEST LANE
19m
Gas Gov
Oak Ridge Farm
Balancing Pond
Track
Boorley Green Farm
Track
Maddoxford Lane
River Hamble
Site boundary
Approx. 4.04ha
Lake
Track
NETHERHILL LANE
Greywood
Maddoxford Farm
MADDOXFORD LANE
High House
Long Acres Fa
Holly Tree Farm
Drain
N
0
100 m
tor &co

Strategic Planning Research Unit

Appendix 17

F/24/97945 Land north of Myrtle Cottage Tree Officer Response Dated 14 November

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

F/24/97945 - LAND ADJACENT TO OAK COTTAGE, WINCHESTER ROAD, BOORLEY GREEN

14/11/2024

The site is largely tree free, but there are significant trees to the north, adjacent to the footpath. There are also some important features, such as the hedgerows and the tree line adjacent to the highway. These trees form important linear features, provide high amenity value and contribute to the rural nature of the site. As with previous applications on this site, we are not concerned with the tree loss in the centre of the site.

Because of the close proximity of the turning head and the substation compound to the calculated RPAs of G15, we are not satisfied that the approximately 10 significant oak trees to the north, adjacent to the footpath, have been grouped together. While this approach is not uncommon in less sensitive locations, it has resulted in the reduction of the RPAs to some of the more significant specimens within the group because of the nature of averaging stem diameters. As an example, the previous application's arboricultural survey calculated that the tree to the immediate north of the substation has an RPA of approximately 11 metres radius, whereas G15 has an averaged RPA radii of 7.8 metres.

As it stands, therefore, we are not in a position to be able to assess the impact of the significant tree line from the proposal. We raise a holding objection based on lack of information. The applicant has not demonstrated that the proposal can be implemented without harm to the trees to the north. The proposal is, therefore, contrary to policy DM1 and the Trees and Development SPD.

Strategic Planning Research Unit

Appendix 18

F/24/97945 Land north of Myrtle Cottage LLFA Response Dated 16 September

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

Hampshire County Council

Universal Services
The Castle
Winchester, Hampshire SO23 8UD

Tel: 0300 555 1375
Fax 01962 847055
www.hants.gov.uk

Enquiries to	Scott Glover	*My reference*	SWM/2024/0473
Direct Line		*Your reference*	F/24/97945
Date	16 September 2024	*Email*	SWM.Consultee@hants.gov.uk

Dear Sir/Madam,

Erection of 52 retirement living apartments with associated communal facilities and car parking; the erection of a pair of detached dwellings; improved vehicular access and new pedestrian access to Winchester Road. at LAND ADJACENT TO OAK COTTAGE, WINCHESTER ROAD, BOORLEY GREEN, SO32 2DH,(Application No. F/24/97945

Hampshire County Council as Lead Local Flood Authority has provided comments in relation to the above application in our role as statutory consultee on surface water drainage for major developments.

This response does not reflect the position of Hampshire County Council as the Highway Authority. If there is a potential for the drainage features to be offered for adoption, this will need to be discussed separately with Highways development planning as they might not be considered acceptable by the Highway Authority.

In order to assist applicants in providing the correct information to their Local Planning Authority for planning permission, Hampshire County Council has set out the information it requires to provide a substantive response at https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/planning

The County Council has reviewed the following documents relating to the above application:

- Existing Site Survey SO_2377_02_AC_010
- Ground Condition Assessment June 2024_redacted
- Proposed Site Layout (Roof) SO_2977_03_AC_010

Director of Universal Services
Patrick Blogg

ONEOFF

- Drainage Strategy Layout SO-2977-03-CE-0500-P06
- Drainage and Flood Risk Statement July 2024

In order for us to provide a substantive response, the following information is required:

External Levels Plan indicating proposed surface contours. It is noted that the cover levels shown in the Drainage Strategy Layout suggest that the proposal for the site is to fill the Northern side of the site to bring the entire site to a consistent surface level of 27.7mAOD. If this is the case then that does not correlate with the exceedance flow routes shown in the Appendix H Flood Exceedance Routes plan. Cut and Fill information is also required including proposals for earthworks embankments or retaining structures.

It is noted that there is a drainage run beneath the building. This is not ideal as it is extremely difficult to maintain however it is understood from the levels that options are extremely limited for alternative connection points. Adjustments to the levels may allow for an alternative routing to be provided.

Given expected high groundwater levels, there is potential for water ingress and floatation with respect to the attenuation tank. If this has not been taken into account already then further consideration is required.

Further information is required to demonstrate how the permeable paved areas will connect to the primary drainage network given the lack of infiltration.

Further details should also be provided in relation to the detail of the permeable carrier drain and how it will be protected from groundwater ingress.

It is not clear why a perforated pipe is required and further explanation should be provided for this.

Details of the proposed drainage outfall should be provided including topographical survey of proposed location of outfall in the receiving watercourse.

It is noted that a simple source control model of the proposed attenuation features and flow control has been provided, and this model indicated a surcharged network for the design storms. As the attenuation features are spread evenly around the site, it is not clear how the proposed network will respond. In order for the LLFA to review the surface water drainage design, a detailed network drainage model is required for the proposed drainage strategy. A plan showing clearly labelled pipe and chamber references and the drained areas for each model node is also required to enable review.

Further information is required to explain how the surface water quality mitigation indices are to be achieved. The drainage statement suggests that

all surface water from the access will drain to the permeable paving, but the drainage Strategy Layout shows gullies connected to the pipe network.

Information on who will hold responsibility fo the Surface Water Drainage system including the SuDs components will be required.

We require this further information before we can make a decision on whether to recommend to the Local Planning Authority that planning permission is granted.

As a statutory consultee, the County Council has a duty to respond to consultations within **21 days**. The 21 day period will not begin until we have received sufficient information to enable us to provide a meaningful response.

Please ensure all data is sent to us via the relevant Local Planning Authority.

If you require additional guidance on providing the correct information, we recommend you use our **Surface Water Management Pre-application service** which will enable discussions with the reviewing engineer and scope out works that would address the points raised. For full details, please visit: https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/planning and click on pre-application advice request form.

This response has been provided using the best knowledge and information submitted by the applicant as part of the planning application at the time of responding and is reliant on the accuracy of that information.

Yours faithfully,

[redacted]

Flood and Water Management Team
Hampshire County Council,
The Castle, Winchester, Hampshire SO23 8UD
Web:
https://www.hants.gov.uk/landplanningandenvironment/environment/flooding

General guidance for the application

It is important to ensure that the long-term maintenance and responsibility for Sustainable Drainage Systems is agreed between the Local Planning Authority and the applicant before planning permission is granted. This should

involve discussions with those adopting and/or maintaining the proposed systems, which could include the Highway Authority, Planning Authority, Parish Councils, Water Companies and private management companies.

For SuDS systems to be adopted by Hampshire Highways it is recommended that you visit the website at: https://www.hants.gov.uk/transport/developers/constructionstandards for guidance on which drainage features would be suitable for adoption.

Where the proposals are connecting to an existing drainage system it is likely that the authorities responsible for maintaining those systems will have their own design requirements. These requirements will need to be reviewed and agreed as part of any surface water drainage scheme.

Works in relation to ordinary watercourses

PLEASE NOTE: If the proposals include works to an ordinary watercourse, under the Land Drainage Act 1991, as amended by the Flood and Water Management Act 2010, prior consent from the Lead Local Flood Authority is required. ***This consent is required as a separate permission to planning.***

Information on ordinary watercourse consenting can be found at the following link https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/changewatercourse

It is strongly recommended that this information is reviewed before Land Drainage consent application is made.

For guidance on providing the correct information, we recommend you use our ***Ordinary Watercourse Consents Pre-application service*** *and help avoid delays occurring at the formal application stage. A Pre-application service for Ordinary Watercourse Consents is available, allowing consents to go through in a smoother, often more timely manner. For full information please visit: https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/changewatercourse*

Strategic Planning Research Unit

Appendix 19

F/24/97945 Land north of Myrtle Cottage Housing Enabling Officer Response Dated 29 August

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

MEMORANDUM

From:	**Housing Enabling Specialist**	**To:**	**Liz Harrison**
Author: **Ext:**	**Mary Stribling** **8421**	**Email:**	**liz.harrison@eastleigh.gov.uk**
Date:	**29th August 24**		
My Ref:	**F/24/97945**	**Yr Ref:**	**F/24/97945**

RE: Erection of 52 retirement living apartments with associated communal facilities and car parking; the erection of a pair of detached dwellings; improved vehicular access and new pedestrian access to Winchester Road.

LAND ADJACENT TO OAK COTTAGE, WINCHESTER ROAD, BOORLEY GREEN, SO32 2DH,

Thank you for your recent memorandum in relation to the above planning application.

This site would be a qualifying site for affordable housing provision and in line with our adopted Affordable Housing SPD would need to provide 35%, which based on 54 dwellings overall would equate to 19 affordable homes.

A viability report has been submitted as part of the application and the planning statement advises that the conclusion is that there is no headroom for a financial contribution towards Affordable Housing. We will therefore await the outcome of a review of this information to determine the affordable housing provision.

Please let me know if you require any further information or if you wish to discuss any of the above.

Kind Regards

Mary Stribling
Housing Enabling Specialist

Strategic Planning Research Unit

Appendix 20

F/24/97312 Local Area Committee Report Dated 21 November 2024

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

Item no.	Page no.	Para	Update	Reason
8 – Land adjoining 4 Brookfield, Providence Hill	51	75	Following receipt of an updated Air Quality Assessment, further comments have been received from the Council's Environmental Health Officer: The updated Air Quality Assessment includes updates to software and emissions factors, traffic data, background concentrations, meteorological data and distance criteria. This updated information has improved the model's verification and reduced uncertainty making the conclusions more robust and acceptable. However, due to the proximity of the site to the Hamble Air Quality Management Area, the presence of existing receptors and the introduction of additional sensitive receptors, the following conditions are recommended: - Construction Environmental Management Plan (CEMP) - Extract / Ventilation details for the kitchen - Electric Vehicle Charging points	Update.
	25/26	Condition 5	Condition 5 would be updated to include further requirements advised by the Environmental Health Officer. These are shown in bold below: 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 25 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;	To comply with the recommendations of the Environmental Health Officer.

			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 **and airborne pollution** 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; **p) public relations procedures, including complaint management and community engagement, and arrangements for liaising with the Council's Pollution Control Team.**	

			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.	
	34	N/A	Additional condition: Kitchen extract / ventilation details **No development above foundation / slab level shall take place until details of the proposed ventilation system for the extraction and dispersal of cooking odours/fumes from the kitchen have been submitted to and approved in writing by the Local Planning Authority. The system must include:** - **Construction method, odour control measures, noise level and aesthetic considerations;** - **Flues that either: a) terminate at least 1m above the ridge height of any nearby building with no obstruction to upward air movement, or b) incorporates odour control measures (e.g. activated carbon filters or electrostatic precipitation).** **The approved system must be installed prior to occupation of the development and retained thereafter.** **Reason: To ensure appropriate odour control to safeguard the amenities of neighbouring properties in accordance with Policies DM1 and DM8 of the Eastleigh Borough Local Plan (2016-2036).**	To comply with the recommendations of the Environmental Health Officer.
	34	N/A	Additional condition: Electric Vehicle charging **The development shall not be occupied until electric vehicle (EV) charging infrastructure has been installed in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. Details must include:**	To comply with the recommendations of the Environmental Health Officer.

			- **Total number, type, location and operation of EV charging points;** - **Passive provision for future EV charging;** - **A timeline for installation and maintenance.** **Reason: To promote sustainable travel to reduce air pollution in the Hamble Air Quality Management Area and support climate change mitigation, in accordance with Policies DM3 and DM8 of the Eastleigh Borough Local Plan (2016-2036).**	
	23	N/A	Amendment to recommendation: As the comments from the Environmental Health Officer on the updated Air Quality Assessment have been received, and conditions recommended, the first two bullet points of the recommendation can be removed. The recommendation should now read as follows: **Subject to:** • **Completion of S106 Agreement to secure:** **o Community Infrastructure contributions;** **o Public open space contributions;** **o Public art contributions;** **o Sustainable transport contributions;** **o Traffic Regulation Order contribution;** **o New Forest recreational impact mitigation; o 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:**	Further air quality information has now been reviewed and conditions recommended. The recommendation is now subject only to completion of the S106 Agreement.

9 – Bursledon Congregational Church	85	N/A	An additional informative is recommended to be added to the decision notice should permission be granted: Note to applicant: Some of the car parking spaces are only accessible from Spring Grove, which is an unadopted lane. It is the responsibility of the developer to ensure the legal rights are in place to allow the future residents to access these car parking spaces.	To make the developer aware of the need to ensure access to the parking spaces.

Strategic Planning Research Unit

Appendix 21

F/24/97312 Decision Notice Dated 29 November 2024

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

EASTLEIGH BOROUGH COUNCIL

Application	F/24/97312
Please ask for	Rebecca Altman
Direct dial	023 8068 8266
Working hours	Mon to Fri 8:30am to 5pm
Email	rebecca.altman@eastleigh.gov.uk

JEAN-MICKAEL HOPKINSON
MOUNTBATTEN HOUSE
1 GROSVENOR SQUARE
SOUTHAMPTON
SO15 2BZ

Friday 29 November 2024

Town and Country Planning Act 1990
The Town and Country Planning (Development Management Procedure) (England) Order 2015

Application No. F/24/97312

In pursuance of their powers under the above Act and in accordance with your application received on Monday 29 April 2024 the Council, as Local Planning Authority hereby **Refuse Planning Permission For** the following :

Description:	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 (amended description) (updated plans and further information received October 2024).
Site:	Land adjoining 4 Brookfield, Providence Hill, Bursledon.,

For the following reasons:

1 The proposed care home, due to its excessive height and bulk and close proximity to the rear garden boundaries of Nos.1-4 Brookfield, would represent a visually dominant, overbearing and intrusive form of development when viewed from the adjacent rear gardens, resulting in an unacceptable impact on the amenities of the existing residents.The proposal would therefore be contrary to Policy DM1 of the Eastleigh Borough Local Plan (2016-2036).

2 The proposed development would have insufficient on-site parking and would result in the loss of existing parking for adjacent residents, which would result in increased pressure for parking on Providence

Hill, leading to increased highway safety risks from obstructions caused by unauthorised parking. The proposal would therefore be contrary to Policy DM13 of the Eastleigh Borough Local Plan (2016-2036).

3 Insufficient information has been provided to demonstrate that a care home of the proposed scale would not place undue pressure on healthcare services in the local area. The proposal is therefore contrary to Policy S10 of the Eastleigh Borough Local Plan (2016-2036).

4 Due to the speed and volume of traffic on Providence Hill, the increased level of vehicles entering and leaving the site from the proposed new access for such a large scale development, would pose increased risk to highway safety on the local highway network, contrary to Policy DM13 of the Eastleigh Borough Local Plan (2016-2036).

5 In the absence of developers contributions towards public art, community infrastructure, public open space, sustainable transport and a traffic regulation order, the development would not make provision for the infrastructure improvements necessitated by the proposed development. The proposal would therefore be contrary to Policy DM38 of the Eastleigh Borough Local Plan (2016-2036).

6 In the absence of mitigation, the development would fail to offset its impacts on the European protected sites from nutrient loading and recreational pressure. The proposal would therefore be contrary to Policy DM11 of the Eastleigh Borough Local Plan (2016-2036) and The Conservation of Habitats and Species Regulations 2017.

7 Note to applicant: The application was refused following the assessment of the following plans:

- 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

8 Note to Applicant: In accordance with paragraph 38 of the National Planning Policy Framework (December 2023), Eastleigh Borough Council takes a positive approach to the handling of development proposals so as to achieve, whenever possible, a positive outcome and to ensure all proposals are dealt with in a timely manner. In this instance the application has been refused as it is contrary to the relevant policies of the Local Plan.

Yours faithfully



Nicholas Parker
Planning Manager

N.B. See Attached Notes

Strategic Planning Research Unit

Appendix 22

F/23/96224 Land at 30-32 Queens View, Netley Local Area Committee Report Dated 25 January 2024

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

Bursledon, Hamble and Hound (BHH) Local Area Committee
DATE: 25 January 2024

Application Number:	F/23/96224
Case Officer:	Rebecca Altman
Received Date:	11/10/2023
Site Address:	32A Queens View, Netley Abbey, Southampton, SO31 5EA
Applicant:	Eastleigh Borough Council
Proposal:	Construction of part 3-storey, part 2-storey building to provide 18 flats and a ground floor retail unit, following demolition of existing building, to include vehicle access, parking, landscaping and footpath access to recreation ground.

Recommendation: **Subject to:**

i) Additional emergence bat surveys and agreement of updated mitigation proposals;
ii) Agreement to any amendment to the building design to incorporate bat roost features;
iii) Response from Natural England on Appropriate Assessment;
iv) Payment of developers contributions;

To delegate back to the Service Director for Planning and Environment 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. Plan numbers
   The development hereby permitted shall be implemented in accordance with the following plans numbered:
   - 0018 A06 (Site Location and Block Plan)
   - 0019 A03 (Site Plan)
   - 0020 A01 (Floor Plans – Ground, First)
   - 0021 A01 (Floor Plans – Second Floor, Roof)
   - 0024 A03 (Proposed Boundary Elevations)
   - 0025 A02 (Proposed Elevations)

- 0026 A02 (Proposed Sections)
- 131.0013-0006 P01 (Goods Vehicle Swept Path Analysis)
- 131.0013-0004 P03 (Swept Path Analysis Retail Servicing Bay)

Reason: For the avoidance of doubt and in the interests of proper planning.

3. CEMP

Notwithstanding the details set out in the submitted 'Construction Site Management Plan' (ref. 131.0013/CSMP/1, September 2023), no development shall start on site until a final Construction Environmental Management Plan has been submitted to and approved in writing by the Local Planning Authority, which shall include:

a) A programme of and phasing of demolition and construction work;
b) The provision of long term facilities for contractor parking;
c) The arrangements for deliveries associated with all construction works;
d) Methods and phasing of construction works;
e) Access and egress for plant and machinery;
f) Protection of pedestrian routes during construction;
g) Location of temporary site buildings, compounds, construction material and plant storage areas;
h) Details of the methodology for ensuring dirt is not transferred onto the highway from the site (i.e. wheel washers) and onwards mitigation should this fail;
i) Measures for the control of dust and particulate matter;
j) Measures to mitigate noise and vibration to surrounding residents;
k) Details of lighting;
l) Measures to manage surface water drainage;
m) Precautionary methods to prevent harm to protected species and to prevent the spread of invasive species as per the details set out in Section 6 of the Preliminary Ecological Appraisal (dated 20 December 2023).

Construction work shall only take place in accordance with the approved CEMP.

Reason: In order that the Local Planning authority can properly consider the effect of works on the amenity of the locality, in accordance with Policies DM1, DM8 and DM13 of the Eastleigh Borough Local Plan (2016-2036).

4. Contaminated Land

No development shall take place until the following has been submitted to and approved in writing by the Local Planning Authority:

a) A site investigation report, documenting the ground conditions of the site and incorporating chemical and gas analysis identified by the Phase I Desk Study and Site Reconnaissance report ref. LP3177/DS/I, dated 4 January 2023;

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 the future maintenance and monitoring. Such a scheme shall include nomination of a competent person to oversee the implementation of the works.

Investigations, assessments and reports are to be undertaken by a competent person and should comply with UK Land contamination risk management (LCRM) national guidance, including BS10175:2011+A2:2017 Investigation of potentially contaminated sites - Code of Practice, and gas monitoring deemed appropriate is to be in accordance with best practice as outlined in such documents as BS8576:2013, BS 8485:2015+A1:2019, Claire RB17 and CIRIA C665 unless otherwise agreed with the LPA.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off site receptors, in accordance with Policy DM8 of the Eastleigh Borough Local Plan (2016-2036).

5. Contaminated Land Verification
The development hereby permitted shall not be occupied / brought into use until there has been submitted to the LPA verification by the competent person approved under the provisions of condition 4(c) that any remediation scheme required and approved under the provisions of condition 4(c) 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 accord with UK Land contamination risk management (LCRM) national guidance, 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 works in progress, etc.
d. Certificates demonstrating that imported and / or material left in situ is free from contamination, gas / vapour membranes have been installed correctly.

Thereafter the scheme shall be monitored and maintained in accordance with the scheme approved under condition 1(B) Any imported soils required for the development should be demonstrated to be suitable for its intended end use and meet the approval of the LPA prior to use on site.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off site receptors, in accordance with Policy DM8 of the Eastleigh Borough Local Plan (2016-2036).

6. Unsuspected Contamination
All development shall be stopped immediately in the event that contamination not previously identified is found to be present on the development site and details of the contamination shall be reported immediately in writing to the Local Planning Authority (LPA). Development shall not re-start on site until the following details have then been submitted to and approved in writing by the LPA:-
(a) a written report of the findings which includes, a description of the extent, scale and nature of contamination, an assessment of all potential risks to known receptors, an update of the conceptual site model (devised in the desktop study), identification of all contaminant linkages and unless otherwise agreed in writing by the LPA and identified as unnecessary in the written report, an appraisal of remediation options and proposal of the preferred option(s) identified as appropriate for the type of contamination found on site. and (unless otherwise first agreed in writing by the LPA),
(b) a detailed remediation scheme designed to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment. The scheme should include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works, site management procedures and a verification plan outlining details of the data to be collected in order to demonstrate the completion of the remediation works and any arrangements for the continued monitoring of identified contaminant linkages; and
(c) before any part of the development is occupied or used (unless otherwise first agreed in writing by the LPA) a verification report demonstrating the effectiveness of the remediation works carried out and a completion certificate confirming that the approved remediation scheme has been implemented in full shall both have been submitted to and approved in writing by the LPA.

The above site works, details and certification submitted shall be in accordance with the approved scheme and undertaken by a competent person in accordance with best practice as outlined in BS10175:2011+A2:2017 and LCRM. Any gas monitoring deemed

appropriate is to be in accordance with best practice as outlined in such documents as BS8576:2013, BS 8485:2015+A1:2019, Claire RB17 and CIRIA C665.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off site receptors in accordance with Policy DM8 of the Eastleigh Borough Local Plan (2016-2036).

7. Access construction – Queens View
No development shall start on site until the access into the site from Queens View, including the footway and/or verge crossing has been constructed and lines of sight of 2.4m x 43m 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 1m in height above the adjacent carriageway and shall subsequently be maintained so thereafter.

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

8. Access construction – Castle Road
The development shall not be occupied until the access works into the site from Castle Road have been fully implemented in accordance with:
a) S278 approval; and
b) Appropriate Stopping Up Orders.

Reason: To ensure the roads and footpaths are constructed to a satisfactory standard, in accordance with Policy DM13 of the Eastleigh Borough Local Plan (2016-2036).

9. Drainage
No development shall commence on site until full details of the surface water drainage scheme, based on the principles set out in the Drainage Strategy (Arch Associates, 30/11/2023, ref. AAL307), have been submitted to and approved in writing by the Local Planning Authority. The details shall include:
a) A technical summary highlighting any changes to the design from that within the approved Drainage Strategy;
b) Winter groundwater monitoring infiltration test results undertaken in accordance with BRE365 and providing a representative assessment of those locations where infiltration features are proposed;
c) Detailed drainage plans to include type, layout and dimensions of drainage features including references to link to the drainage calculations;

d) Detailed drainage calculations to demonstrate existing runoff rates are not exceeded and there is sufficient attenuation for storm events up to and including 1:100+ climate change;
e) Evidence that urban creep has been included within the calculations;
f) Confirmation that sufficient water quality measures have been included to satisfy the methodology in the Ciria SuDS Manual C753;
g) Exceedance plans demonstrating the flow paths and areas of ponding in the event of blockages or storms exceeding design criteria.

The surface water drainage scheme shall thereafter be implemented in accordance with the approved details.

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

10. Drainage maintenance

Prior to first occupation of the development hereby permitted, details for the long term maintenance arrangements for the surface water drainage system shall be submitted to and approved in writing by the Local Planning Authority. The details shall include:

a. Maintenance schedules for each drainage feature type and ownership;
b. Details of protection measures.

The drainage system shall thereafter be maintained in accordance with the approved details.

Reason: To ensure long term management of the drainage system to protect against flood risk, in accordance with Policy DM6 of the Eastleigh Borough Local Plan (2016-2036).

11. Tree Protection

The development must accord with the arboricultural report dated September 2023 (Johnson Tree Consultancy), and associated appendices. No excavation, demolition or development related works shall commence until the tree protection measures have been installed as per the tree protection plan contained within the report. 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).

12. Materials
Prior to any development above foundation/ slab level, full details including samples where requested, of the proposed external materials 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).

13. Boundary treatment
Prior to any development above foundation/ slab level, full details of boundary treatments 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: In the interest of visual amenity, in accordance with Policy DM1 of the Eastleigh Borough Local Plan (2016-2036).

14. Parking provision
Prior to occupation of the development hereby permitted, provision for parking shall be made within the site in accordance with the approved plans and shall be retained thereafter.

Reason: To ensure adequate on-site parking provision for the approved development in accordance with Policy DM14 of the Eastleigh Borough Local Plan (2016-2036).

15. Cycle and refuse storage
Prior to occupation of the dwellings hereby permitted, the cycle and refuse storage facilities as shown on the approved plans shall be provided and thereafter maintained for cycle and refuse storage purposes only.

Reason: In the interest of amenity and to encourage the use of alternative means of transport to the private car, in accordance with Policies DM1 and DM13 of the Eastleigh Borough Local Plan (2016-2036).

16. Biodiversity mitigation and enhancement
No development above foundation/ slab level shall take place until an updated Biodiversity Mitigation and Enhancement Plan (BEMP), based on the principles set out in the submitted BEMP (Ecosupport, 20 December 2023), and taking account of updated bat survey information, has been submitted to and approved in writing by the Local Planning Authority. Biodiversity mitigation and enhancements shall be carried out in accordance with the approved details.

Reason: To ensure that protected species would not be harmed and to achieve a biodiversity net gain in accordance with Policy DM11 of the Eastleigh Borough Local Plan (2016-2036).

17. Lighting
No development above foundation / slab level shall take place until a detailed external lighting plan has been submitted to and approved in writing by the Local Planning Authority. The Lighting Plan shall accord with the BCT/ILP Guidance Note 08/23 'Bats and Artificial Lighting at Night'. Lighting shall thereafter be installed and maintained in accordance with the approved details.

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

18. Use Class restriction – retail shop
Notwithstanding the provisions of Schedule 2, Part A of the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020, the development hereby permitted shall only be occupied by uses within Class E(a), unless permission for an alternative use is given by the Local Planning Authority through submission of a formal planning application.

Reason: To ensure that the impacts of alternative uses can be properly assessed to protect the amenity of the area and ensure highway safety, in accordance with Policies DM1, DM8 and DM13 of the Eastleigh Borough Local Plan (2016-2036).

19. Solar panel details
Prior to installation of the roof mounted solar panels, full details including type, size, position and level of projection from the roof, shall be submitted to and approved in writing by the Local Planning Authority. The panels shall thereafter be installed in accordance with the approved details.

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

20. Landscaping
(a) Notwithstanding the details shown on the Planting Plan ref. DD596L03 Rev. C, no development above foundation / slab level shall take place until a final Landscape / Planting Plan has been submitted to and approved in writing by the Local Planning Authority. This shall incorporate sufficient flowering species to support wildlife and the provision of replacement tree planting in accordance with Eastleigh Borough Council's Trees and Development Supplementary Planning Document (May 2021);

(b) The approved landscaping scheme shall be carried out 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).

21. Landscape Management Plan
No development above foundation / slab level shall take place until an updated Landscape Management Plan, based on the principles set out in the submitted Soft Landscape Management Plan (Deacon Design, 27/09/2023, ref. DD596R01) and to include management of hedgerows and plant species to ensure year round supply of flowers, fruits and seeds, 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 details.

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

22. Obscure glazing
The first and second floor windows on the south-west and north-east elevations of the building hereby permitted shall be glazed with obscure glass to Pilkinton Level 3 or equivalent with no more than a top hung opening top-light, and shall thereafter be retained in that condition.

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

23. Noise mitigation
The new development shall incorporate noise mitigation measures in line with the details set out in the Noise Impact Assessment prepared by Venta Acoustics dated 28 November 2023 (ref. VA4894.231127.NIA2), to include:

- Paper delivery by small van no earlier than 05:45am;
- Refuse collections no earlier than 07:00am;
- Insulation to noise sensitive rooms adjacent to shop and communal areas in line with recommendations set out in Section 7 of the Noise Impact Assessment.

The noise mitigation measures shall thereafter be retained in accordance with the approved details.

Reason: To protect existing and future residents from adverse noise impacts in accordance with Policies DM1 and DM8 of the Eastleigh Borough Local Plan (2016-2036).

24. Plant and equipment noise limits
Prior to installation of any plant or equipment to serve the shop hereby permitted, full details shall be submitted to and approved in writing by the Local Planning Authority. All plant or equipment shall be designed to ensure that the sound rating level $L_{Ar,Tr}$ (as defined in BS4142) would not exceed 24dB 07:00-23:00 and 23dB 23:00-07:00 at the most affected noise sensitive receivers. The plant and equipment shall thereafter be installed and retained in accordance with the approved details.

Reason: To protect existing and future residents from adverse noise impacts in accordance with Policies DM1 and DM8 of the Eastleigh Borough Local Plan (2016-2036).

25. Opening hours
The shop unit hereby permitted shall be closed to and vacated by the public outside the hours of 06:00 and 18:00 daily. Newspaper deliveries shall take place no earlier than 05:45am on any day.

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

26. Nutrient mitigation
The dwellings 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: Advice from Southern Water:

- The 4 inch and 3 inch diameter water mains require a clearance of 6 metres on either side of the water mains to protect it from construction works and to allow for future maintenance access.
- No excavation, mounding or tree planting should be carried out within 6 metres of the external edge of the public water mains without consent from Southern Water.
- The 150 mm public foul sewer requires a clearance of 3 metres on either side of the public foul sewer to protect it from construction works and to allow for future maintenance access.
- No development or tree planting should be carried out within 3 metres of the external edge of the public foul sewer without consent from Southern Water.
- No soakaways, swales, ponds, watercourses or any other surface water retaining or conveying features should be located within 5 metres of public or adoptable gravity sewers and water mains. - All existing infrastructure, including protective coatings and cathodic protection, should be protected during the course of construction works.

Refer to: Microsoft Word - DS Stand off distances V1.1NEW.docx (southernwater.co.uk)

Note to applicant: It is possible that a sewer now deemed to be public could be crossing the development site. Therefore, should any sewer be found during construction works, an investigation of the sewer will be required to ascertain its ownership before any further works commence on site.

Note to applicant: Southern Water requires a formal application for a connection to the public foul sewer to be mad e by the applicant or developer. To make an application visit Southern Water's Get Connected service: Home (southernwater.co.uk) and please read the New Connections Charging Arrangements documents available at: Connection charging arrangements (southernwater.co.uk)

Note to applicant: Further information regarding swift bricks can be obtained from Hampshire Swifts, info@hampshireswifts.co.uk

Note to applicant : A S278 Agreement and Stopping Up Orders will be required for the proposed works to highway land.

Report:

1. This application has been referred to Committee because the applicant is Eastleigh Borough Council.

Site Characteristics and Character of the Locality

2. The application site lies on the south-east side of Queens View, adjacent to Castle Road and the Netley Recreational Ground. The site is approximately 0.23ha and is occupied by a two-storey building comprising retail / commercial use on the ground floor and residential above, with single-storey attached garages either side. There is a large area of hard surfacing and parking in front of the building (Castle Road), gardens to the rear and some grass verges around the site edges. The surrounding area is predominantly characterised by low density, two-storey dwellings with the exception of Robin Place to the south-west, which comprises a mix of 2 and 3-storey buildings.

3. The site lies within the Urban Edge and within the Bursledon, Hamble-le-Rice and Hound Character Area No.3. There are protected trees in Robin Place, and the adjacent recreation ground is protected open space.

Description of Application

4. Planning permission is sought for the construction of a part 2, part 3-storey building comprising 18 flats (8 x 1-bed and 10 x 2-bed), and ground floor retail unit, following demolition of the existing building. The new building would be orientated to face south-east towards the recreation ground, with parking on the north-west side accessed via Queens View and Castle Road. The scheme would also include a footpath link from Queens View to the adjacent recreation ground.

5. Internally, the accommodation would comprise the following:
   - Ground floor – 67.4sqm retail unit; 6 x flats (3 x 1-bed and 3 x 2-bed)
   - First floor – 7 x flats (3 x 1-bed and 4 x 2-bed)
   - Second floor – 5 x flats (2 x 1-bed and 3 x 2-bed)

6. The parking area would provide a total of 20 spaces for residents and visitors, plus 2 spaces for the shop. Bin and cycle storage would be accommodated in three detached outbuildings located within the parking area.

7. The application is accompanied by the following reports and technical assessments, which can be viewed via the following link: Planning Application: F/23/96224 (eastleigh.gov.uk):

   - Arboricultural Report and Arboricultural Implications Assessment
   - Overheating Modelling Report
   - Sustainability and Energy Appraisal
   - Soft Landscape Management Plan

- Noise Impact Assessment
- Construction Site Management Plan
- Transport Statement
- Preliminary Ecological Appraisal (PEA)
- Design and Access Statement
- Phase I Desk Study and Site Reconnaissance
- Biodiversity Metric Calculation
- Drainage Strategy
- Phase II Bat Surveys
- Viability Appraisal

Environmental Impact Assessment (EIA) Screening

8. 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, as the proposed 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), it is not classed as 'Schedule 2 development' and EIA screening is not required.

Relevant Planning History

- 32 Queens View:
    - Z/27349/003/00 – rear extension and conservatory – permitted 30 March 2004;
    - Z/27349/002/00 – conversion of part of garage to habitable room – permitted 6 December 2001.

- 30 Queens View:
    - A/21/90968 – display non-illuminated shop front fascia sign - consent 19 August 2021
    - F/19/85730 – retention of change of use from retail (Class A1) to café (Class A3) – permitted 2 October 2019
    - F/15/77014 – Change of use of ground floor from retail to community hub with ancillary café – temporary permission 23 November 2015 (3 years);
    - J/14/75267 – Prior notification for change of use from retail to 2 dwellings – Prior Approval not required, 27 November 2014.
    - Z/39652/000/00 – retention of summer house in rear garden – permitted 8 April 2003.
    - Z/29295/000/00 – Change of use to shop for sale of hot food – refused 21 November 1986.

Representations Received

9. Following two rounds of public consultation (on original submission and following receipt of amended plans), a total of 27 representations have been received, raising the following objections and comments:

Design matters:

- Design is out of keeping with the character of the area;
- Out of scale and proportion to surrounding housing;
- Blocky, flat roof building;
- Overdevelopment of the site;
- Blocking of view towards recreation ground;
- The development will detract from the open feel of the area;

Residential amenity:

- Inadequate amenity space for future residents;
- Loss of light to neighbouring residents;
- Loss of outlook for Robin Place residents;
- Overlooking of neighbouring residents;

Transport / parking:

- Inadequate parking, leading to overspill on local roads;
- Existing residents already struggle to find parking spaces;
- Local roads cannot sustain the level of traffic generated, leading to increased accident risk;
- Loss of parking for recreation ground;
- Additional parking needs to be provided for the recreation ground to make up for the loss of parking at the site;
- Not enough visitor parking;
- Concern that access to the recreation ground would be restricted;
- Vehicle access to the recreation ground from Station Road would not be appropriate;
- Concern about encroachment onto highway land;
- Concern about increased traffic near to a school;
- Need to consider parking options for users of the recreation ground;
- Concern about inadequate access for refuse vehicles;
- Queens View is unsafe, particularly during school drop offs;
- The area needs more cycle paths / better cycle network;
- The updated parking assessment gives false impression of the number of spaces available on some of the roads, as it is only possible to park on one side of the road;
- New access junction would be unsafe;
- Increased parking on local roads could restrict access for emergency vehicles;
- Confusion as to whether parking is allocated or unallocated;
- Query as to which parking spaces would be for the retail unit;
- Nowhere for construction vehicles to park;
- Concerns about highway safety during construction from increased large vehicles accessing the area;
- Concern about lack of disabled parking;

Local infrastructure and facilities:

- Increased pressures on local facilities including doctors surgeries and schools;
- Increased pressure on water usage;
- Loss of shop and food bank;
- Query about the type of shop proposed;

Housing matters:

- Query whether flats will be affordable or market housing;
- Concern that the development would be sold to a private developer;
- Request that some flats should be for social housing;
- All the flats should be for people on the housing waiting list;
- Inaccurate information given at consultation (i.e. that affordable housing would be provided);

Retail provision:

- Pleased to see a retail space included in the application;
- Provision of a retail space is beneficial to the surrounding area;
- The shop should be made available for the existing shop tenants;
- Query as to what will happen to the foodbank;
- Concern that the shop will be lost;
- Parking, servicing and deliveries for the shop not properly considered;
- Concern that the retail unit will not be viable in the long term;

Pollution:

- Impacts of dust during construction;

Ecology:

- Query as to whether some references in the ecology survey are relevant;
- Number of bat surveys undertaken is insufficient;
- Existing building is likely to have greater than low bat roost potential;
- Proposed precautionary working method not acceptable;
- Pleased to see bat activity will be fully investigated (response to updated ecology information);

Other matters:

- Difficulties accessing the application details using the site address;
- Plans are difficult to interpret and do not include enough of the surrounding context;
- Increased crime and antisocial behaviour due to provision of restricted route to recreation ground;
- Tests/ investigations already happening on site;
- Lack of parking could lead to other homeowners adding driveways to their properties, increasing rainwater runoff and flood risk;
- Concern about loss of a large tree;

- Concern about increased flood risk from water run-off;
- Footpath link to recreation ground needs to include measures to prevent motorcycles etc;
- Concern about not enough public consultation or notices about the application;
- Tree planting needs to take account of below ground drainage.

Hound Parish Council

10. Objection. Overdevelopment and loss of parking for people using the recreation ground.

Consultation Responses

Tree Officer - No objection subject to conditions.

11. The only significant tree to be lost is T1, which is a mature tree on the boundary of No.28 Queens View. This is a category B tree but has been unsympathetically managed in the past and there is no objection to its removal, subject to a replacement tree being planted. All other significant trees including those within the recreation ground are due to be retained and protected.

12. The loss of T1 results in a requirement for 8 replacement trees. The landscape plan appears to propose a greater number of trees than required and the Landscape Officer can comment on the appropriateness of the species.

Hampshire Swifts - Comment

13. Request that the development, if granted, includes a requirement for at least 4 integral swift bricks in the new building, to be installed in accordance with the British Standard BS 42021:2022.

14. The Ecological Appraisal only refers to the installation of one swift brick, therefore additional ones are recommended.

Highway Authority - No objection subject to conditions and clarifications

15. **Further comments following receipt of amended and additional information:** No objection subject to conditions and clarification regarding the turning of vehicles to serve the shop unit.

16. **Original comments:** No objection in principle, but further information required.

17. Access: Access is proposed via two points, from the existing access at Queens View/Castle Road and via a new access from Queens View to the north of existing.

18. Existing Queens View/Castle Road access area – This is acceptable in terms of geometrics and visibility splays. This access leads to a parking area for 6 vehicles and it is noted that this would serve a retail shop as well as the residential development. There is concern about pedestrian safety on the footpath in front of the 6 parking spaces, as there is likely to be a high frequency of vehicle movements. The footpath should be moved to the north of the parking spaces.

19. Query as to where service vehicles would turn on site. Additional vehicle tracking drawings are required to show how service vehicles would access and egress Castle Road in a forward gear.

20. Roadside refuse collection from Queens View would be acceptable. However, details of commercial refuse storage and servicing is required.

21. A S278 agreement and stopping up orders will be required for the proposed works to highway land.

22. Queens View new access: This would provide access to 16 vehicle parking spaces, 10 cycle parking spaces and a bin store. This access is acceptable in terms of visibility and pedestrian movements. The internal layout allows for easy movement into parking bays with available space to turn and leave in a forward gear.

23. Parking spaces 12 and 14 should be given a 0.3m step out strip due to their positions adjacent to landscaping and the wall of the cycle store.

24. Internal site layout: Car parking layouts are acceptable subject to footpath amendment previously noted, and additional step out strips. The internal footways linking the retail and residential units to the wider highway network are acceptable, and the cycle parking position is acceptable. The number of parking spaces is for EBC to assess.

25. Trip generation: For robustness, the Transport Assessment needs to be updated to reflect the current proposal which includes a retail store.

26. Recommended conditions: Access construction; visibility; parking provision; CEMP.

Ecologist – No objection subject to further information and conditions

27. Final comments following confirmation of bat roost:

28. Video evidence has been received demonstrating that the existing building on the site is a confirmed bat roost. A licence will be required from Natural England before work can commence, and three further Phase II bat surveys are required. The Biodiversity Enhancement and Mitigation Plan (BEMP) will then require updating to contain a mitigation licence method statement and compensation will be required for the lost roost(s). A

lighting plan can be conditioned, along with an updated planting plan to ensure enough flowering species to support wildlife.

29. **Original comments:** Objection due to insufficient bat survey effort.

30. There are records of bats, nesting swifts, stag beetles and hedgehogs close to the site. The Preliminary Ecological Appraisal states that there is a low potential for roosting bats, low potential for common reptiles and moderate potential for breeding and nesting birds. However, in the view of the Council's Ecologist, the building should be categorised as having a moderate bat roost suitability, due to the amount of records of bats in the area and the bat roost potential features on the building (including gaps in hanging tiles and roof linings). One bat emergence survey was carried out, and this is not considered to have been a sufficient survey effort. There are two potential options to address the matter:

    - A second bat survey is carried out before determination (between May and September);
    - A non-licenced precautionary working method to be conditioned. This would involve first having a bat box erected in a suitable location on site. The hanging tiles and any other potential bat roost feature would then need to be hand stripped under the supervision of a bat-licensed ecologist in suitable weather and temperature conditions. If any bats are found they could be safely relocated to the bat box which will remain undisturbed during construction and remain as a permanent feature after construction is completed.

31. More than one bat brick and swift brick for biodiversity enhancement is required. Bat boxes and external lighting would need to be installed in line with recommended guidelines. Bat boxes should not be located on the same side of the building as the entrance to the shop as this is more likely to be illuminated at night and have higher levels of noise and disturbance.

32. A precautionary working method is required to avoid the spread of invasive species such as bamboo.

33. The Preliminary Ecological Appraisal does not mention whether the trees proposed to be removed offer any potential bat roost features or provide suitable habitat for nesting birds.

34. The submitted CEMP should be updated to include precautionary working methods to prevent harm to nesting birds, reptiles, amphibians, hedgehogs or stag beetles which might be using the site. It should also include information on wildlife sensitive lighting, pollution prevention arrangements and a construction phase surface water drainage strategy.

35. Biodiversity enhancement and management plan can be conditioned and must show locations of proposed enhancements together with the

proposed exterior lighting plan to ensure the enhancement features are located in sufficiently dark areas.

36. Query over grass planting. The PEA recommends wildflower/grass mixture, but the lawn areas in the planting plan are shown as Strong Lawn Grass mixture under the trees. Luzula sylvatica is not a grass species.

37. Recommend that the Landscape Management Plan includes management plans for hedgerows to ensure year round supply of flowers, fruits and seeds. Hedgerows should be pruned on a three-year rotation with the top and alternate sides pruned each year or 1/3 of the hedgerow pruned every year.

38. Drainage: The Drainage Strategy states that infiltration is proposed through permeable paving and buried crate soakaways. However, there is some concern about whether the ground conditions are acceptable for infiltration. Further investigation is required. Advice from the Contaminated Land team is required.

39. Subject to agreement, the soakaways will provide a sufficient form of treatment for surface water. Water butts should also be installed to use surface water drainage from the roof for watering gardens. SuDS management recommendations are acceptable.

40. Query whether discharge of water towards Castle Road could cause any flooding issues in extreme weather conditions. Suggest tree pits are engineered to provide additional storage capacity.

Housing Officer – Comment

41. The application would trigger a requirement for 35% affordable housing, which would total 6 dwellings. However, in light of the independent viability assessment, the application is being proposed as 100% market rented scheme.

42. Whilst the scheme will not meet the policy requirement for affordable housing, the commitment to seek external grant funding to deliver~~y~~ affordable rented properties is welcomed.

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

43. The submitted Phase I Desk Study report identifies potential land contamination from past land uses and there is the potential for asbestos to be present within the existing building. An asbestos survey and further site investigation and sampling is required, and this can be secured by condition.

Environmental Health: – Pollution – No objection subject to conditions

44. **Further comments following receipt of updated Noise Impact Assessment:** No objection subject to conditions to secure mitigation in line with the Noise Impact Assessment, including restrictions on delivery / refuse times and insulation for walls and ceilings.

45. **Original comments:** Further information required.

46. Construction Environmental Management Plan (CEMP) - Further detail is required in the Construction Site Management Plan to explain how measures will be implemented to avoid/minimise impact to the environment and to ensure that construction activities will not cause any nuisance. This includes nuisance from pollution in terms of noise and vibration, dust from demolition activities and stockpiling (and potential asbestos risk), and temporary lighting.

47. Noise - The proposed retail unit has the potential to give rise to noise impacts on the dwellings from the operation of the unit, specifically breakout noise from the activities within the unit, deliveries and waste collection, fixed plant and machinery, and patrons.

48. There is concern that the submitted Noise Assessment does not address all relevant noise impacts.

49. The deliveries area is shown close to the front of the retail unit, which is overlooked by one of the residential units. It is unclear where waste for the commercial unit would be stored and no indication is given about plant or equipment that may be required. Also no information regarding operating hours for the retail unit. These factors need to be taken into account in assessing noise impacts on future residents.

50. Concern about bedrooms being located close to the retail storage area, and above it. Also note that there are bedrooms adjacent to communal access stairs and living rooms, which is not ideal in relation to noise levels.

51. If other Class E uses could occupy the unit (e.g. other than a shop), then there may be other noise and/or odour implications to be considered.

Urban Design Officer – No objection

52. **Further comments following receipt of amended plans:** No objection.

53. The proposal has evolved to address most of the concerns raised in previous comments. The amended scheme improves the parking layout to allow a more central footway link to the building entrance and there is also an amendment to the footpath adjacent to parkgin spaces on the south-west side and a larger landscape strip.

54. It is also welcomed that the height of the bin and cycle storage has been reduced and the footpath link to the recreation ground now includes seating beneath trees.

55. The materials proposed appear to be of a high quality and should respect and complement the character, texture and colour of existing materials used in the local area.

56. **Original comments:** No objection subject to further information / clarifications.

57. The scheme has positively evolved to address some of the concerns raised in relation to elevational treatment and streetscene. The scheme proposes more break up to the elevations, creating more architectural interest and avoiding a continuous blank and uninteresting elevation.

58. The streetscene shows an improved relationship between the proposed site and surrounding area and how the external appearance relates to and enhances the character of the place using appropriate features and high quality materials.

59. The convenience store element is welcomed.

60. Matters to consider/clarify:
    - Discrepancy between site plan and landscape plan along the footpath to the recreation ground.
    - The landscape for the recreation ground link could benefit from a more flexible and open approach.
    - Landscape section of Design and Access Statement needs updating.
    - Parking layout could be amended to help better define the entrance on the western side of the building by providing more footpath area in front of the main door.
    - Acknowledged that parking would be unallocated so difficult to prevent visitor spaces being used by resident, shop customers or recreation ground users. Are there any disabled spaces?
    - Height of bin and cycle stores should be reduced to lessen their visual impact. Potential for planting alongside bin store should be considered.
    - Solar panels above the lower flat roof would appear to protrude and be seen from street level, which would be discouraged.
    - Further details of materials should be provided.

<u>HCC Flood and Water Management</u> – No objection subject to conditions

61. **Further comments following receipt of additional information:** No objection subject to conditions.

62. The site is in Flood Zone 1 and is at very low risk of flooding from surface water. Infiltration is proposed as a drainage strategy for surface water.

63. The updated Drainage Strategy and winter groundwater information has provided sufficient information to agree the principle of the infiltration drainage strategy. Full details of the strategy and long term maintenance arrangements can be secured by condition.

64. **Original comments:** Further information required as follows:
    - Winter groundwater level monitoring results;
    - Extents of permeable paving and whether all runoff from the site is treated by it, and details of any other necessary measures;
    - Flood exceedance flow routes shown on a plan.

Southern Water - Comment

65. There is a foul sewer and water distribution main within the development site. The exact position of this must be agreed in consultation with Southern Water. Advice provided regarding mains pipe clearances and construction requirements.

66. Long term maintenance required for SuDS and the details should include:
    - Specification of the responsibilities of each party for the implementation;
    - Specification of a timetable for implementation;
    - Provision of a management and maintenance plan for the lifetime of the development.

Natural England - Comment

67. The development could have a likely significant effect on designated sites in the Solent, due to increased recreational pressure and increased nutrients from wastewater. A Habitats Regulations Assessment is required.

Southampton Airport – No objection

68. The proposal would not conflict with aerodrome safeguarding criteria.

Policy Context and Designations Applicable to Site

- Within Urban Edge
- Within Burlsedon, Hamble-le-Rice and Hound Character Area No.3
- Aviation safeguarding
- In Solent and New Forest recreational impact zones

Development Plan

69. 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 (which is not applicable in this case). The NPPF and the Planning Practice Guidance constitute material considerations of significant weight.

Development Plan Policies

70. The relevant policies of the Eastleigh Borough Local Plan (2016-2036) include the following:
    - 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)
    - DM13 (General development criteria – transport)
    - DM14 (Parking)
    - DM21 (New retail development)
    - DM23 (Residential development in urban areas)
    - DM28 (Delivering affordable housing)
    - DM29 (Dwellings with higher access standards)
    - DM30 (Internal space standards for new residential development)
    - DM33 (Provision of recreation and open space facilities with new development)
    - DM38 (Funding infrastructure)

Supplementary Planning Documents

- Quality Places (November 2011);
- Residential Parking Standards (January 2009);
- Environmentally Sustainable Development (March 2009);
- Biodiversity (December 2009);
- Affordable Housing (July 2009);
- Planning Obligations (July 2008, updated 2010).

National Planning Policy Framework

71. 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 National Planning Policy Framework (the 'NPPF' or the 'Framework') 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. Agent of Change principles protect existing businesses.

72. 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

73. 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.

Principle of the proposal

74. The proposal would replace an existing 2-storey building comprising a retail unit, food bank and 2 x residential flats, with a larger scale development of 18 flats and a retail unit.

75. The application site lies within the urban edge, in an existing residential area. Policies S1, S2 and S3 of the Local Plan set out the principles for sustainable development and proposals for new housing within the Borough. With the exception of strategic development sites, the policies aim to focus new residential development within existing urban areas where there are existing services and facilities for the local population. The nearest local facilities to the application site (other than the shop on the site itself) are located on Station Road and Victoria Road, within a 10 minute (up to 800m) walking distance. Bus stops are also located within a similar distance and Netley Train Station is approximately 1km away. The site also lies directly adjacent to a recreation ground, providing outdoor recreation opportunities for future residents. The site is therefore considered to represent a suitable and sustainable location for new residential development, in accordance with the objectives of the Local Plan. The provision of a net gain of 16 residential units would also contribute positively to the Council's five year housing land supply.

76. As the site does not lie within a designated town or local centre, there is no specific policy requirement for the retail element to be retained on site. However, it is recognised that the existing shop is a positive addition to the local community, providing a convenient day to day shopping facility close to peoples homes. The positive impact of the shop on the local community was also voiced strongly during the public consultation carried out at pre-application stage. The provision of a small retail unit within the development would therefore allow retention of a local facility that is valued by the community. The shop unit has, however, been designed to be adaptable to changing circumstances, and would be capable of conversion to residential use with fairly minimal physical alterations (subject to separate planning permission), should there no longer be a demand for retail use on the site in the future.

77. The shop would fall within Use Class E(a) of the Town and Country Planning (Use Classes) Order. There are a variety of other uses falling within Class E, which include cafes/restaurants, professional services, medical services, nurseries and light industrial and if unrestricted, the new

commercial unit could interchange between such other uses within planning permission. However, it is recognised that a number of these alternative uses could have significantly different considerations in terms of impacts on adjacent residents, traffic, parking and pollution, therefore it is considered reasonable in this case to restrict the use of the commercial unit to a shop only, within Class E(a).

Sustainable Development

78. 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:

79. 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'*.

80. The proposed development would be located in an existing residential area of Netley Abbey, with good access to local services and facilities. The scheme would also incorporate a retail unit to maintain the existing retail provision on the site to continue to serve the local population. The development would also generate short term employment opportunities and local spending during construction, along with increased local spending upon occupation. The proposal is therefore considered to meet the objectives of economic sustainability.

Social Sustainability:

81. 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.

82. The scheme would make more efficient use of previously developed land and would provide 18 new dwellings (net gain of 16), contributing positively to the Council's housing land supply.

83. The scheme has been designed to ensure a good standard of living environment for future residents and to ensure that the amenities of existing residents is protected, 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:

84. This relates to the protection and enhancement of the natural, built and historic environment, including making effective us of land, improving biodiversity and minimising pollution. The proposed development would incorporate garden land and landscaped areas, providing opportunities for biodiversity enhancement, and would incorporate measures to mitigate pollution impacts. A suitable drainage scheme has also been prepared to minimise flood risk, and the development would include measures to increase energy and water efficiency.

85. Further commentary on these matters is provided under the relevant headings of this report.

Layout, design and landscaping

86. 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.

87. The area surrounding the application site is residential in character and predominantly comprises traditional two-storey semi-detached housing in a spacious layout. An exception to this pattern of development is Robin Place to the south-west of the site, which is a more modern, flatted development comprising a mix of two and three-storey buildings. To the south-east of the site is the Netley Recreation Ground.

88. The site also lies within BHH Character Area 3, which covers the wider residential area to the north, east and south-east of the recreation ground. The Character Area Appraisal defines this area as a large inter-war/immediate post-war estate comprising mainly semi-detached and terraced housing of 2-storey height, with the layout characterised by large grass verges and green spaces. The guidance within the appraisal refers to maintaining formal building compositions, retaining grass verges and open spaces.

89. The proposal is for a full redevelopment of the site, following demolition of the existing building and reconfiguration of the road layout. The new building would be located on the south-eastern side of the site with a parking area on the north-western side, and would incorporate a footpath link to the adjacent recreation ground along the southern side. There would also be an area of communal amenity space on the north-east side of the building, and the layout would incorporate new tree planting and landscaping.

90. In response to comments from the Council's Urban Design Officer and Highway Authority, some minor changes have been made to the scheme layout. This includes an amendment to the car park layout to allow the footway link from the car park to be better aligned with the entrance door, and relocation of a footway link from the front to the rear of the parking spaces on the south-west side of the site, to prevent conflicts between pedestrian and vehicle movements. Other

amendments included the provision of seating along the footpath link to the recreation ground and a reduction in height of the bin and cycle stores to reduce their visual prominence.

91. The new building would be rectangular in form and predominantly 3-storey in height, with a 2-storey element on the south-west side. Whilst this form of building is different to the traditional housing found in Queens View and surrounding roads, it would be set back from the Queens View frontage and would relate more closely to the form of development in Robin Place. The 3-storey height of the building would also relate to that of Robin Place and would reflect the existing character of taller buildings facing onto the recreation ground. The highway grass verge on the north-west side of the site would be retained and new landscaping and tree planting provided within the new parking area to retain the green, landscaped character of the wider area.

92. The building elevations would have a combination of recessed and projecting elements to break up its mass and would incorporate design features such as zinc cladding, recessed balconies and roof overhangs to add further interest and variation to the elevations. The main elevation material would be brickwork, with a darker tone of brick proposed for the retail element to provide visual separation between the two uses. The Council's Urban Design Officer has commented that the proposed materials would appear to be of a high quality and would complement the character, texture and colour of materials used in the local area. The final details of materials would be secured by condition.

93. The landscape design for the site would include new tree and hedgerow planting around the site boundaries, parking areas and footpath. The new trees would compensate for the loss of existing trees on the site and would visually soften the appearance of the development. Final landscaping details would be secured by condition to ensure that the planting species and positions are appropriate to provide a high quality landscape design and to ensure a sufficient variety of species is provided to support wildlife.

Space standards and accessibility standards

94. 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. All of the proposed flats are confirmed to meet these standards, with the 1-bed flats measuring at least 50sqm and the 2-bed flats measuring between 67sqm and 76sqm.

95. 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 flats have been designed to be capable of meeting M4(2) standard, therefore complying with this policy requirement.

Housing mix, density, and affordable housing

96. Policy DM23 of the Local Plan sets out various criteria to be met by new residential development in urban areas. This includes the provision of a mix of dwelling sizes to meet local need, as per Policy DM24, provision of affordable housing in accordance with Policy DM28, and a minimum density of 40 dwellings per hectare (dph).

97. The proposed development would represent a density of around 78 dwellings per hectare, which therefore exceeds the minimum density requirement set out in Policy DM23 and accords with the local and national policy objectives of making more efficient use of previously developed land.

98. Policy DM28 of the Local Plan states that the Council will seek the maximum reasonable amount of affordable housing in new developments, with the target being for 35% to be provided on sites of 10 dwellings or more. The policy does, however, acknowledge that there are circumstances where the provision of affordable housing can impact upon the economic viability of a proposed scheme, and allows for lower levels of affordable housing to be negotiated where justified by evidence. In this case, the application is supported by a Viability Appraisal, which concludes that the provision of affordable housing within the scheme would make the development financially unviable. No affordable housing is therefore proposed. However, as Eastleigh Borough Council is the applicant, there is the possibility that affordable housing could be provided as part of the development if future external grant funding can be obtained.

Residential amenity

99. 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.

<u>Amenity of neighbouring residents</u>

100. The nearest neighbouring properties are the flats in Robin Place to the south-west, No.28 Queens View to the north and 1 Park View to the north-east.

101. With regard to the relationship with the flats in Robin Place, the new building would be located to the north-east of these flats, with a minimum distance of 11.5m between buildings (ground and first floor level), separated by the new footpath and landscaping. The second floor of the new building would then be set further back, creating a separation of around 19m. Given the separation distances and the orientation of the new building to the north-west, it is considered that the new development would not cause unacceptable harm to the occupants of these adjacent flats in terms of loss of outlook or light. In terms of privacy, the windows on

the south-west elevations of the new building have also been kept to a minimum and would all be secondary windows serving kitchen/dining spaces. These windows can be conditioned to be obscure glazed to ensure no adverse loss of privacy to the residents of the adjacent flats.

102. To the north of the site, the nearest neighbouring property is No.28 Queens View, with a distance of approximately 12m between the northern corner of the new building and the southern corner of the neighbouring property. The new building would be set away from the garden boundary of this neighbouring property by at least 7.3m, creating a visual separation and ensuring that the new building would not appear overly dominant from the neighbours garden. Whilst the new building would result in some overshadowing of this neighbouring garden, it is noted that this garden currently experiences shadowing from the existing building and a large tree, which is due to be removed as part of the development. Taking account of the position of the building, separation distances and the existing situation, it is not considered that the new development would have an adverse impact on these neighbouring residents in terms of loss of outlook or light. In terms of privacy, there would be some windows facing north-east towards the neighbouring garden, but these would be secondary windows serving kitchen / dining areas and can be obscure glazed to prevent any direct overlooking. There would be some bedroom windows facing north-west, but these would only offer oblique views towards No.28 and would not result in an adverse loss of privacy.

103. The other nearest neighbouring property is No.1 Park View. This property is located to the north-east of the proposed development and due to the position and orientation of the new development in relation to this property, it is not considered to result in an unacceptable impact in terms of loss of outlook or light. In terms of privacy, there would be living room windows and balconies facing the recreation ground on the north-eastern side of the new building. These balconies have been designed to be mostly recessed behind the side elevation wall, and would only offer oblique views towards No.1 Park View with a separation distance of around 15m. Overall it is not considered that the amenities of the occupants of No.1 Park View or the adjacent properties to the north-east would be adversely impacted by the proposed development.

104. Other nearby properties in Queens View are considered to be sufficiently distanced from the proposed new building to prevent adverse impacts in terms of loss of outlook, light or privacy. The new development would result in an increase in general pedestrian and vehicle activity in the area, but this would not be considered inappropriate or unacceptable within the existing residential environment.

<u>Amenity of future occupants</u>

105. All of the flats, with the exception of one north facing flat on the first floor, would be either dual aspect or have their main windows facing south-east. This layout ensures that future residents will receive good levels of

light and outlook, with many having an outlook over the adjacent recreation ground. Each of the flats would also benefit from a private area of amenity space, either in the form of balconies or small garden areas for the ground floor flats. There would also be a communal amenity area on the north-east side of the building. It is therefore considered that the development has been well designed to achieve a good standard of living environment for future occupiers.

Pollution - noise and land contamination

106. 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.

107. The main impacts to consider are impacts of noise from the operation of the shop unit on the new and existing residents. The shop unit is proposed solely for use as a shop and is not intended to be used for any other use within Class E of the Use Classes Order (e.g. café, gym, nursery). The use as a shop only would be secured by condition and it is on this basis that the relevant mitigation measures to control noise have been established.

108. The applicants have confirmed that the shop would receive a paper delivery at around 5.45am from a small van, with other small van deliveries taking place later in the day. A Noise Impact Assessment has been prepared, which compares the noise impacts from the early morning delivery with that of the existing situation and concludes that the impacts in terms of noise on neighbours would be very similar to existing. Given the small size of the shop, limited requirement for deliveries and the location in an existing residential area with commercial uses, the noise impacts on existing and future residents from deliveries to the new shop are not considered to be significant. Refuse collection is anticipated to take place once very two weeks and the applicants would accept a condition to restrict refuse collections to no earlier than 07:00 to minimise noise impacts to neighbours. A condition would also be imposed in relation to any potential plant and equipment, to ensure that anything installed meets the necessary noise limits to protect neighbouring residents.

109. A further noise consideration is the impact of shop operations on the new residential units immediately above and adjacent. The applicants have confirmed that the floors and walls between the shop and adjacent flats would be designed with high insulation to reduce sound levels to a higher level than required by Building Regulations. Walls between communal areas and habitable rooms of flats would also be similarly insulated. The Council's Environmental Health Officer is satisfied that these measures would minimise noise to an acceptable level to prevent adverse impacts.

110. A draft Construction Environmental Management Plan has been submitted with the application, which sets out various measures to control

pollution impacts during the construction phase, including impacts from noise, vibration, lighting, dust and traffic. A final version of this document would be secured by condition.

111. With regard to land contamination, a Desk Top Study has been submitted, which confirms that there is some contamination risk on the site from made ground, asbestos and ground gas. Further investigations are required and agreement on necessary mitigation. This can be secured by condition to ensure that any contamination risks to new and existing residents is satisfactorily addressed.

Access, parking and transport matters

112. The site would be accessed via two separate entrances, one from Castle Road and one from Queens View. The Castle Road access would lead to a parking area for 6 vehicles opposite the retail unit (2 for the retail unit and 4 for residential dwellings), along with a servicing/drop off bay. The second access from Queens View would lead into a car parking area for 16 vehicles for the residential dwellings.

113. One of the parking bays (bay 10) has been designated as a disabled parking bay and at least 18 of the parking spaces would have access to an electric charging point (1 per dwelling).

Trip generation

114. The development is anticipated to generate around 46 vehicle movements per day, and the retail unit is estimated to generate around 10 vehicle trips in each of the AM and PM peak periods. Overall, compared to the existing site, the development would be anticipated to result in an increase in vehicle movements of around 14 vehicles in the AM peak period and 15 vehicles in the PM peak period. The Highway Authority has commented that this represents a minimal increase in vehicle trips and would not have an adverse impact on the operation of the local highway network.

Access

115. The Highway Authority has confirmed that the proposed access points are satisfactory in terms of visibility, width and alignment. Further information was requested in relation to vehicle turning provision and an updated Transport Assessment and tracking plans have since been provided.

116. Refuse collection for the residential development would take place from Queens View, with a communal refuse store located within the required 10m carry distance from the road edge. The car park has been designed to allow a 4.6 tonne goods vehicle / van to turn on site to enter and leave in a forward gear, and fire engines would be able to reverse into the car park to achieve the required distance from the properties. For the retail unit,

deliveries and refuse collection are proposed to take place from a service bay in front of the retail unit, with space demonstrated for vehicle turning for 4.6 tonne vehicles / vans. The Highway Authority raised some concerns about conflict between vehicles and an overhanging section of the building, however, the applicants have confirmed that there is adequate space for the vehicle to wait in the service area without going beneath the overhanging section. The Highway Authority has also raised concerns that the layout would require the refuse/service vehicles to turn using Robin Place, which is a private road. The concern is that if this road were ever restricted / gated, then turning would not be able to take place. In response, the applicants have provided an updated vehicle tracking plan to show that a refuse vehicle could still manoeuvre / turn within the area without using Robin Place. The updated tracking plan is being reviewed by the Highway Authority and any further comments on this point will be reported at the planning committee.

117. Regarding pedestrian access, the Highway Authority initially raised a concern about potential risks to pedestrians due to the position of a footpath link in front of the 6 parking bays on the south-west side of the site. This footpath route has since been amended, to be to the rear of the parking spaces to avoid the risk of conflict between pedestrians and vehicle movements.

118. The scheme also incorporates a new footpath link to the recreation ground. This would lead around the south-west and south-east sides of the development and link to the existing footpath through the recreation ground. This pedestrian route would incorporate landscaping, trees and seating to create an attractive walkway, and would ensure that the link to the recreation ground is maintained. The applicants have stated that the footpath would also incorporate low level bollard lighting for security purposes and full details of external lighting can be secured by condition.

Parking provision

119. The total number of parking spaces provided would be 22, comprising 20 spaces for the residential development (of which at least 50% would be unallocated), and 2 spaces for the retail unit. In accordance with the Council's Adopted Parking Standards, where more than 50% unallocated parking is proposed, the parking requirement would be for 1 space for each 1-bed dwelling and 1.5 spaces for each 2-bed dwelling. This would amount to a requirement for 23 spaces. The provision of 20 spaces for the residential development would therefore represent a shortfall of 3 spaces in relation to the currently Adopted parking standards. The applicants have justified this shortfall by looking at census data on car ownership in the area, which indicates reduced car ownership among occupiers of flats. The location of the site within walking distance of local shops and facilities also means that alternative means of transport can be actively encouraged, and the scheme would incorporate secure parking for 20 cycles in accordance with the Adopted Standards.

120. It is also relevant to note that the Council is currently in the process of reviewing its parking standards with a new SPD due for Adoption in 2024. One of the changes set out in the new parking standards is a reduction in the number of spaces required for 1-bed units, recognising that smaller units do not necessarily generate as high a demand for parking. Based on these emerging parking standards, the scheme would require a maximum of 18 spaces. Therefore, whilst the proposed level of parking is currently in shortfall of the Adopted Parking Standards, it is in accordance with the Council's emerging approach to parking provision.

121. In terms of retail unit parking, the plans indicate 2 spaces. The Council does not currently have Adopted Standards relating to non-residential parking, but the emerging standards indicate that a general retail unit should have 1 space per $20m^2$ floorspace, which would amount to at least 3 spaces for the proposed shop. The applicants have noted that the shop is intended to be for a similar use to the existing shop on site, providing local day to day shopping needs and is likely to be used mainly be people living in the immediate area rather than people driving from further afield. It is therefore not anticipated that the shop would generate a significant parking demand in itself and the 2 spaces is considered sufficient in this instance.

Displaced parking

122. The existing site currently comprises a large area of hardstanding in front of the shop, which is regularly used for vehicle parking, including by users of the adjacent recreation ground. Based on the size of the area, it can accommodate up to 12 vehicles. However, this has never been formally designated as recreation ground parking, therefore it would not be reasonable or justified to object to the development on the grounds of loss of parking for the recreation ground. It is, however, relevant to consider whether the displacement of parking from the site to other local roads would have an adverse impact on the local highway network.

123. In assessing this matter, the applicants Transport Consultants have carried out parking surveys of the area, including a survey carried out on a Saturday in November when a football match was being held at the recreation ground. The results of the survey have been queried by local residents, who have noted that it is only possible to park cars on one side of the road in some of the surveyed areas. The applicants Transport Consultants have since updated the survey results to only take account of parking on one side of the road on Queens View and Castle Road. Even with this reduced capacity, the survey that was carried out on the Saturday match day still showed that there were up to 54 spaces available in the local area. These surveys have demonstrated that even during the busiest times, there is a sufficient level of available parking on surrounding local roads including Queens View, Castle Road and Priory Road, to accommodate the displaced parking from the site.

Ecology and trees

124. The land surrounding the existing building comprises a mix of hard surfacing and grassed areas with some trees around the site edges and in the gardens of the existing building. The application was accompanied by a Preliminary Ecological Appraisal, which assessed the site as having low potential for roosting bats, low potential for common reptile species and moderate potential for breeding and nesting birds. The conclusions regarding reptiles and birds were accepted but queries were raised about the conclusions regarding bat roost potential, given the number of potential bat features on the existing building. Since submission of the application, further evidence in the form of video evidence of bats has been received, and the building is now considered to be a confirmed bat roost. Three further bat emergence surveys are now required to gain more information about the roosts and to identify appropriate mitigation measures. These would need to be carried out in the bat surveying season starting in May. The recommendation of permission for this scheme is therefore subject to first carrying out the required bat surveys and agreeing relevant mitigation. Mitigation may require amendments to the building to incorporate new bat roost features, but it is considered that this would be achievable without needing to alter the overall form and layout of the building as proposed.

125. Biodiversity and enhancement measures for the site have been set out in a Biodiversity and Enhancement Plan (BEMP), although this now requires updating to take account of updated bat information. Mitigation for other species would include hedgehog gaps in fencing and a variety of plant and grass species. A final version of the BEMP would be secured by condition. A Landscape Management Plan has also been submitted and a final version will be secured by condition to ensure that the landscaped areas of the site are suitably managed for both amenity value and biodiversity.

126. The Council's Tree Officer has reviewed the submitted Arboricultural Report and concurred that the only significant tree on the site is T1, which is a mature tree located adjacent to the boundary of No.28 Queens View. This tree is proposed to be removed and the Council's Tree Officer has raised no objection to this, noting that it is a B category tree but has been unsympathetically managed in the past. The Council's Tree Replacement Policy would require 8 new trees to be planted to compensate for its loss and the submitted plans show an excess of this number. The precise details of tree species and other planting would be secured by the landscape condition. Subject to the replacement planting and satisfactory protection of retained trees (including those adjacent to the site) during the construction process, there is no objection to the development on the grounds of tree impact.

Drainage and flood risk

127. Policy DM6 of the Local Plan requires new development to incorporate Sustainable Drainage Systems (SuDS) to manage surface water drainage and prevent flood risk.

128. The application site lies within Flood Zone 1 and is at a very low risk of flooding from surface water. The proposed drainage strategy would involve infiltration of surface water via a combination of permeable paving and buried crate soakaways, designed to cater for a 1 in 100-year storm even plus climate change allowance. The details of the strategy have been reviewed by the Lead Local Flood Authority and following receipt of further information regarding winter groundwater monitoring and the extent of permeable surfacing, the principle of the strategy has been agreed. Full details of the strategy, along with arrangements for long term management, would be secured by condition.

129. Foul water drainage would connect to the existing public sewer and Southern Water has raised no objection to this proposal, subject to formal agreement for connection to the sewer system.

Sustainability measures and climate change

130. 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.

131. The application is accompanied by a Sustainability and Energy Appraisal, which sets out how the building has been designed to achieve appropriate levels of heating and cooling and to increase energy efficiency. The building would incorporate high levels of insulation and airtightness, efficient space heating and hot water systems and energy efficient appliances, and would include the installation of solar panels on the roof. These measures are considered appropriate to achieve a high quality, energy efficient development, which accords with the objectives of the relevant Local Plan policies and national guidance.

Impacts on European Protected Sites including Special Protection Areas (SPA)

<u>Nutrient impact</u>

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

treatment works, which discharges into the Solent and is required to achieve nutrient neutrality for nitrates.

133. A nutrient budget calculation has determined that the development would generate an increased nitrogen load of 14.31 kg/TN/year. To mitigate the increase in nutrients, the applicant intends to purchase nitrate credits through the Council's Mitigation Scheme, which takes land out of agricultural use and creates recreational spaces, thereby reducing the nutrient output of the land. This mitigation would be secured by condition.

Recreational impacts on the Solent Special Protection Areas

134. 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 to the integrity of these sites through an increase in recreational pressure / disturbance. In order to mitigate this impact, the applicant has agreed to contribute towards the Solent Recreation Mitigation Strategy (Bird Aware). The required mitigation is dependent on the size of the proposed dwellings and in this case is calculated as follows:

- 1-bed dwellings x 8 at £443 per dwelling = £3,544
- 2-bed dwellings x 10 at £639 per dwelling = £6,390
- Total = £9,934

135. This mitigation would be secured by upfront payment should permission be granted.

Recreational impacts on the New Forest SPA

136. The sies lies within the 13.8km catchment area for the New Forest Special Protection Area (SPA). Natural England has advised that developments within this catchment area are likely to result in additional visitors to the protected sites. In order to mitigate this impact, the applicant proposes to pay a contribution in accordance with the Council's New Forest Mitigation Strategy. The Council's Strategy 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 of Eastleigh, and partly towards the funding of a Ranger within the New Forest National Park. The required mitigation amount is £2,220 per dwelling (total £39,960 for 18 dwellings), and this would be secured via an upfront payment should permission be granted.

137. Natural England has some on-going concerns regarding the level of SANG provision set out in the Council's Strategy. However, the Council considers its Strategy to be robust to ensure no adverse impacts on the New Forest SPA.

Habitats Regulations Assessment (HRA)

138. A HRA Appropriate Assessment has been undertaken by the Local Planning Authority as competent authority, to assess the potential impacts of the development on protected areas and explain the mitigation measures to be put in place to mitigate the impacts as set out above. The Appropriate Assessment is currently under review by Natural England.

Planning obligation /considerations

139. 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.

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

- Community infrastructure
- Public Art
- Healthcare
- Public open Space

141. The Hampshire County Council Education Authority has confirmed there is no requirement for contributions towards school provision as a result of this development. This is due to the small size of the units and limited number of children that are likely to occupy the development.

142. 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.

143. All financial contributions for this development will be secured by direct upfront payment should permission be granted.

144. The contributions would go towards the funding of infrastructure projects in the local area, such as sea wall defences in Netley, Hound Parish Hall improvements, play park improvements, and public arts projects such as a sculpture for Netley coastline and the Hamble Peninsular Sounds project. The contributions would therefore comply with the 3 tests set out in Regulation 122 of the Community Infrastructure Levy 2010, in that the monies would go towards projects which are directly related to the development, and are fairly and reasonably related in scale and kind to the proposed development. The contributions would be index-linked to ensure they rise in line with the costs of providing the identified projects/measures. The obligations sought are necessary to make the development acceptable in planning terms and to meet the needs generated by the new residents and the potential impact on existing services and facilities.

Equalities Implications:

145. Section 149 of the Equalities Act 2010 created the public sector equality duty. Section149 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.

146. 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.

Conclusion

147. The proposed development is considered acceptable in terms of layout, form and design in relation to the context in which it is set, and has been designed to ensure no adverse impacts on neighbouring residents and to create a good standard of living for future residents. The scheme incorporates sufficient parking and the access proposals are acceptable in terms of visibility and highway safety. Matters relating to drainage, noise and energy efficiency have been addressed and the ecological impacts would be clarified through further bat surveys before a final decision is made. The proposal would also mitigate its impacts on the European protected sites with regard to nutrient loading and increased recreation. The development is considered to accord with relevant local and national policy.

148. As such, the application is recommended to delegate back to the Service Director for Planning and Environment, Chair and Vice Chair for approval subject to: the conditions set out above; additional emergence bat surveys and agreement of updated mitigation proposals; agreement to any amendment to the building design to incorporate bat roost features; response from Natural England on Appropriate Assessment and payment of developers contributions.

Strategic Planning Research Unit

Appendix 23

F/23/95574 Land at 237 Chamberlayne Road Decision Notice

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

EASTLEIGH BOROUGH COUNCIL

Application	F/23/95574
Please ask for	Rebecca Altman
Direct dial	023 8068 8266
Working hours	Mon to Fri 8:30am to 5pm
Email	rebecca.altman@eastleigh.gov.uk

JITKA KONECNA
Horton Heath - Design Coordinator

Wednesday 4 October 2023

Town and Country Planning Act 1990
The Town and Country Planning (Development Management Procedure) (England) Order 2015

Application No. F/23/95574

In pursuance of their powers under the above Act and in accordance with your application received on Friday 30 June 2023 the Council, as Local Planning Authority hereby **Refuse Planning Permission For** the following :

Description: Construction of 12no. dwellings comprising of 9no. apartments and 3no. houses, with associated landscaping, parking, and access from Derby Road.

Site: 237 Chamberlayne Road and 5b Derby Road, Eastleigh, SO50 5HX

For the following reasons:

1 The proposed three-storey block of flats fronting Chamberlayne Road would be out of keeping with the scale, form and appearance of the adjacent two-storey terraced housing, and would result in an unacceptable impact on the amenities of neighbouring residents as a result of loss of privacy from overlooking. The development would be contrary to policy DM1 of the Eastleigh Borough Local Plan (2016-2036) and the Quality Places Supplementary Planning Document.

Note to applicant: In the absence of mitigation, the development would fail to offset the impacts on the European protected sites from nutrient loading and recreational pressure. This matter would need to be resolved as part of any subsequent appeal or application in order to comply with The Conservation of Habitats and Species Regulations 2017 and Policy DM11 of the Eastleigh Borough Local Plan (2016-2036).

Note to applicant: In the absence of developers contributions towards public art, open space, community infrastructure and healthcare, the development would not make provision for the infrastructure improvements necessitated by the proposed development. This matter would need to be resolved as part of any subsequent appeal or application in order to comply with Policy DM38 of the Eastleigh Borough Local Plan (2016-2036).

Yours faithfully



Andy Grandfield
Executive Head for Planning and Economy

N.B. See Attached Notes

Strategic Planning Research Unit

Appendix 24

Copy of Disputed Small Sites

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

Application Reference	Outstanding Gains Dwellings	Outstanding Losses Dwellings	Net Outstanding Dwellings	Disputed?	Miscalculation	Lapsed No Commencement	No Realistic Prospect	SPRU	Difference	LPA Response
F/08/63689	3	0	3	Yes	0	0	-3	Application is over 10 years old and not come forward. The age of the record itself provides clear evidence completions will not begin within a further five years - no CLD to prove the material start on public access also unit still in use by Kaoz Printworks Ltd	-3	3 of the 6 units permitted have been completed. The remaining 3 units are now believed to be under construction as of Jan 2024
F/09/64869	1	0	1	Yes	0	-1	0	Application is over 10 years old and not come forward- the age of the record itself provides clear evidence completions will not begin within a further five years - no CLD to prove the material start on public access	-1	There has been a material start on site – access has been dug.
F/11/68419	1	0	1	Yes	0	-1	0	Agricultural worker dwelling- application has 'started' with no evidence of this, but no movement. Application was granted almost 10 years ago so unlikely to be delivered - no CLD to prove the material start on public access	-1	There has been a material start on site – footings have been dug.
R/13/72928	1	0	1	Yes	0	-1	0	Application has 'started' but no movement. Application was granted almost 7 years ago with no evidence of this so unlikely to be delivered - no CLD to prove the material start on public access	-1	There has been a material start on site – concrete foundations in.

Application Reference	Outstanding Gains Dwellings	Outstanding Losses Dwellings	Net Outstanding Dwellings	Disputed?	Miscalculation	Lapsed No Commencement	No Realistic Prospect	SPRU	Difference	LPA Response
F/19/86015	1	0	1	Yes	0	-1	0	Application Lapsed with no evidence of commencement indicated by the LPA	-1	The site may have lapsed in May 2024. However, at base date of report (1st April 2024) the site was still live. There is already discount applied to the small housing figure to cater for instances of small site applications lapsing.
PN/20/87616	1	0	1	Yes	0	-1	0	No evidence that it has commended no LDC and past expiry date	-1	Agree.
F/20/88045	2	1	1	Yes	0	-1	0	Application Lapsed with no evidence of commencement indicated by the LPA	-1	Agree.
F/20/88114	1	1	0	Yes	0	-1	0	Application Lapsed with no evidence of commencement indicated by the LPA	-1	The site may have lapsed in May 2024. However, at base date of report (1st April 2024) the site was still live. There is already discount applied to the small housing figure to cater for instances of small site applications lapsing.

Application Reference	Outstanding Gains Dwellings	Outstanding Losses Dwellings	Net Outstanding Dwellings	Disputed?	Miscalculation	Lapsed No Commencement	No Realistic Prospect	SPRU	Difference	LPA Response
RM/20/88841	6	0	6	Yes	0	-6	0	No further detail and does not appear to have begun therefore application considered lapsed (no LDC). Conditions 5 and 8 not discharged until after the lapse date for implementation of the RM permission	-6	Site recorded as having been cleared at March 2024 site visit.
F/20/89254	1	0	1	yes	0	0	-1	Application now lapsed the latest google images show stables on site	-1	The site may have lapsed in October 2024. However, at base date of report (1st April 2024) the site was still live. There is already discount applied to the small housing figure to cater for instances of small site applications lapsing.
F/21/91298	1	0	1	Yes	0	-1	0	No evidence that this has begun, will now have lapsed	-1	The site may have lapsed in November 2024. However, at base date of report (1st April 2024) the site was still live. There is already discount applied to the small housing figure to cater for instances of small site applications lapsing.
F/21/90176	1	0	1	Yes	0	-1	0	Site potentially lapsed now, no evidence of development starting	-1	The site may have lapsed in November 2024. However, at base date of report (1st April 2024) the site was still live. There is already discount applied to the small housing figure to cater for instances of small site applications lapsing.

Application Reference	Outstanding Gains Dwellings	Outstanding Losses Dwellings	Net Outstanding Dwellings	Disputed?	Miscalculation	Lapsed No Commencement	No Realistic Prospect	SPRU	Difference	LPA Response
26357/005	4	1	3	yes	0	-3	0	application is now over 10 years old. The age of the record itself provides clear evidence completions will not begin within a further five years. No evidence provided of lawful commencement	-3	There has been a material start on site – drainage works have been completed.
Total - Disputed Sites	**45**	**3**	**42**	**0**	**0**	**-18**	**-4**		**-22**	
Total - Not Disputed			**100**						**100**	
Total - LPA			**142**					**Total Less Appellant Disputed Supply**	**120**	

Strategic Planning Research Unit

Appendix 25

Hampshire Home Choice Annual Report 2020

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

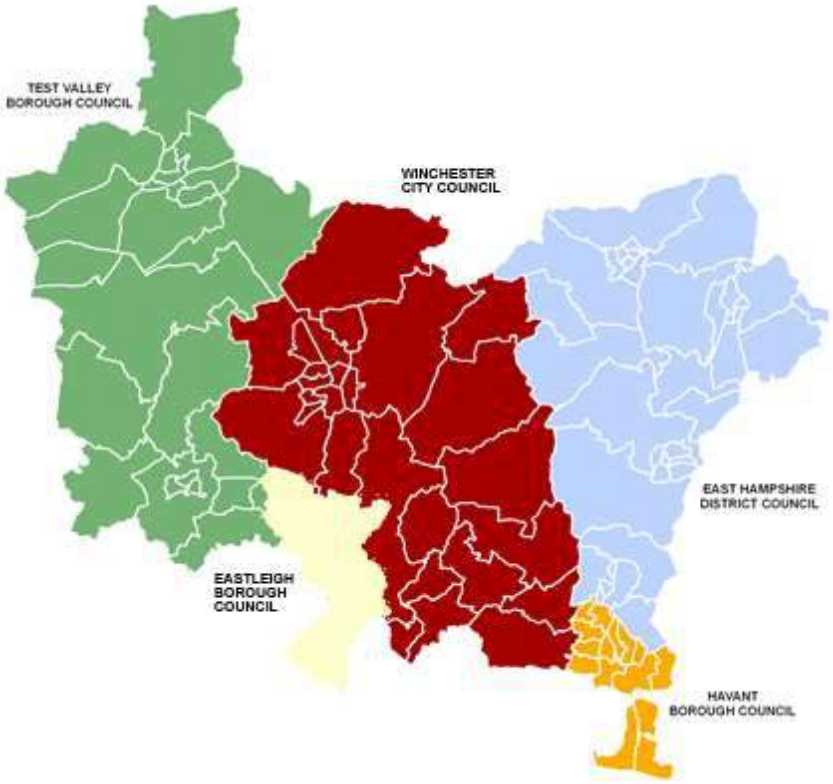
Hampshire Home Choice

East Hampshire District Council | Eastleigh Borough Council | Havant Borough Council | Test Valley Borough Council | Winchester City Council

Hampshire Home Choice

Annual Report

2020



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29/04/2020

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Hampshire Home Choice Annual Report 2020

Introduction

The purpose of this Report is to summarise the main outcomes over the last year from the Hampshire Home Choice (HHC) scheme. East Hampshire District Council, Eastleigh Borough Council, Havant Borough Council, Test Valley Borough Council and Winchester City Council, have agreed a common approach for the allocation of social housing across the five local authority areas and together operate a sub-regional choice based lettings scheme called Hampshire Home Choice.

Background

HHC was launched in April 2009 and originally managed by East Hampshire District Council, Havant Borough Council and Winchester City Council. Test Valley Borough Council joined the partnership in June 2011, and Eastleigh Borough Council joined in February 2014. In 2012 a Manager was appointed and is employed by Test Valley Borough Council on behalf of the partnership.

How the Scheme Operates

The Councils participating in HHC advertise social housing vacancies using the same system that operates as follows:

- The Councils use a single IT system and website for registering applicants and advertising and allocating properties.
- Available social housing across the 5 Council areas is advertised on the HHC website every week.
- Applicants who have been accepted onto the Housing Register can bid for up to 3 properties they are interested in each week, either online or by phone.
- All of the vacancies advertised through the scheme are owned by Winchester City Council or Registered Providers (RP's).
- The Councils operate the same HHC Allocations Framework.
- The HHC Allocations Framework is a jointly agreed policy. Along with the HHC Operational Procedures detail all aspects of the allocation/nominations process, including the responsibility for decisions, policy on offering choice to applicants, how applications will be assessed, processed and how decisions will be made.
- Each Council will continue to maintain its own local authority Scheme of Allocations which may contain separate policies to address and reflect local priorities.

Qualification Criteria

A person will normally qualify to join the HHC Register and therefore qualify for an allocation under the HHC Scheme, if they are:

- In Housing Need and
- Have a single or joint household income of less than £60,000 per annum or £45,000 for Eastleigh applicants and/or
- Assets and/or savings of less than £16,000, and
- Have a local connection with one of the participating Councils through residency, family connections or employment.

Persons with no housing need or local connection will not normally qualify to be registered on HHC.

Assessment of Bids

Available properties are advertised on the HHC website from 00:01 on a Wednesday to 23:59 on a Sunday. The principle of the system is that properties are normally offered to the applicant with the highest priority and who meets all of the advert and preference criteria. Priority within the band is determined by the date the application was awarded that band. The letting of the property will be organised by the RP or Winchester City Council Landlord Services.

The HHC website address is www.hampshirehomechoice.org.uk

Other Information

Rent in Advance

Most partner landlords in HHC require new tenants to provide rent in advance before they move into their new home. Further details of which partner landlords require rent in advance can be found on the HHC website.

Notice Periods

Some applicants may have to give notice to end their tenancy properly before accepting an offer of a new property through HHC. Applicants should seek advice from the Housing Service or Citizens Advice Bureau if they are unsure about the notice they are required to give.

Local Lettings Policies

Local Lettings Policies will be used to ensure, where possible, that there is a mixed and balanced community. Local Lettings Policies for some existing properties and initial lettings on new-build schemes may specify different priorities for allocating properties. Properties subject to such a policy will be clearly labelled in the property advert.

Local Lettings Policies may be applied in addition to any local planning restrictions (contained in agreements made under Section 106 of the Town and Country Planning Act 1990) which may in place, but will not override them. These Local Lettings Policies will be agreed by the respective RP and local authority Housing Manager.

Section 106 Agreement

A Section 106 Agreement is the legal framework which sets out, among other developer contributions, the terms and conditions for the provision of affordable housing. This agreement is part of the planning requirement that the Local Authority will have with the land owner. In some instances the Agreement will determine who is eligible for the properties to be let.



Housing Register

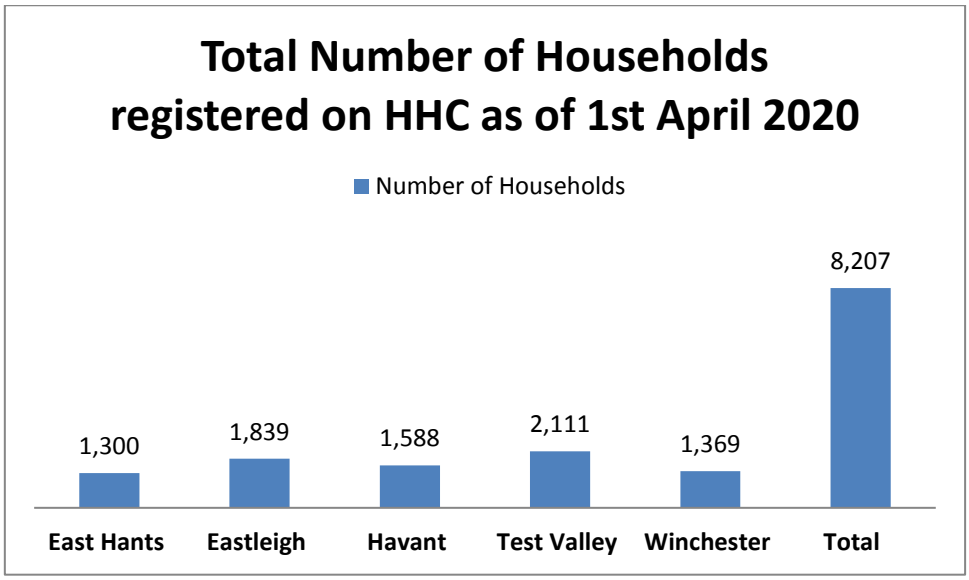
As of the 1 April 2020 a total of 8,207 households were registered on Hampshire Home Choice. 2,111 households are registered with Test Valley, 1,839 with Eastleigh, 1,588 with Havant, 1,369 with Winchester and 1,300 with East Hampshire.

Compared with the figure of 8,066 recorded on the 1 April 2019, there has been an overall increase of 141 households registered on HHC.

Since the 1 April 2019, the number of households registered with Winchester has reduced by 60 and Havant by 15 whilst the numbers registered have increased for Eastleigh by 30, East Hampshire by 49, and Test Valley by 17.

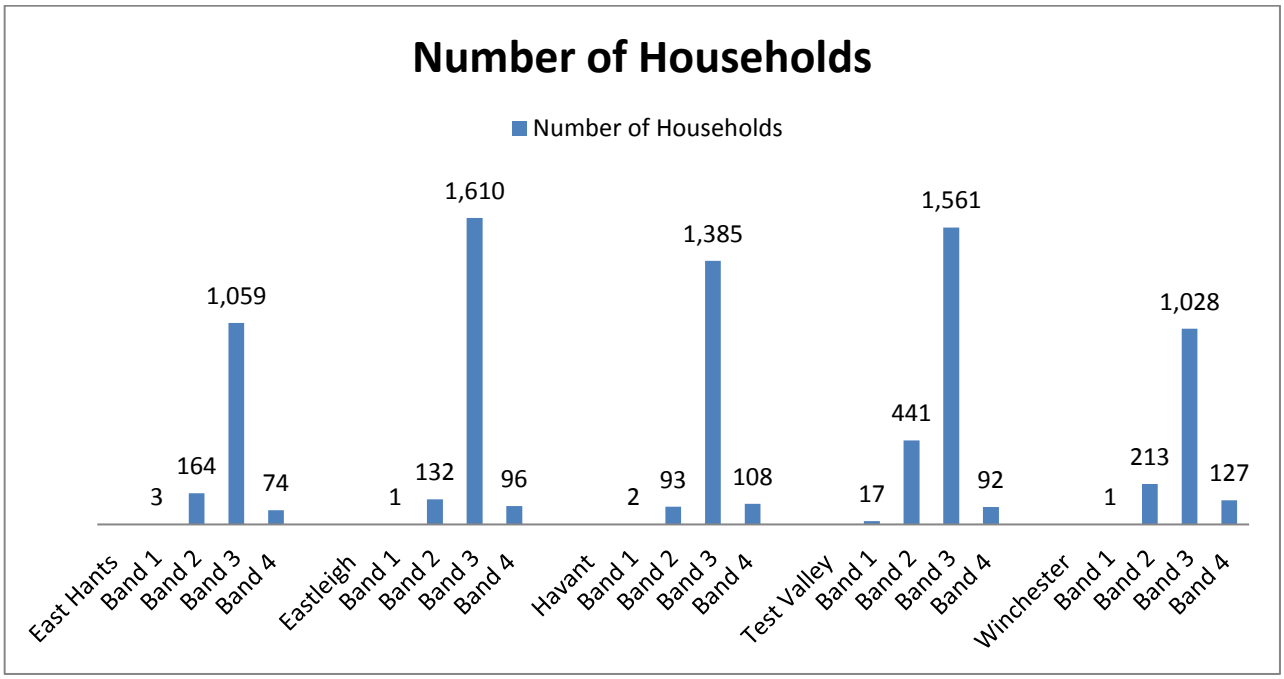
The following details the total number of households registered on HHC as of 1 April 2020 by:

Local authority area the applicant is registered with:



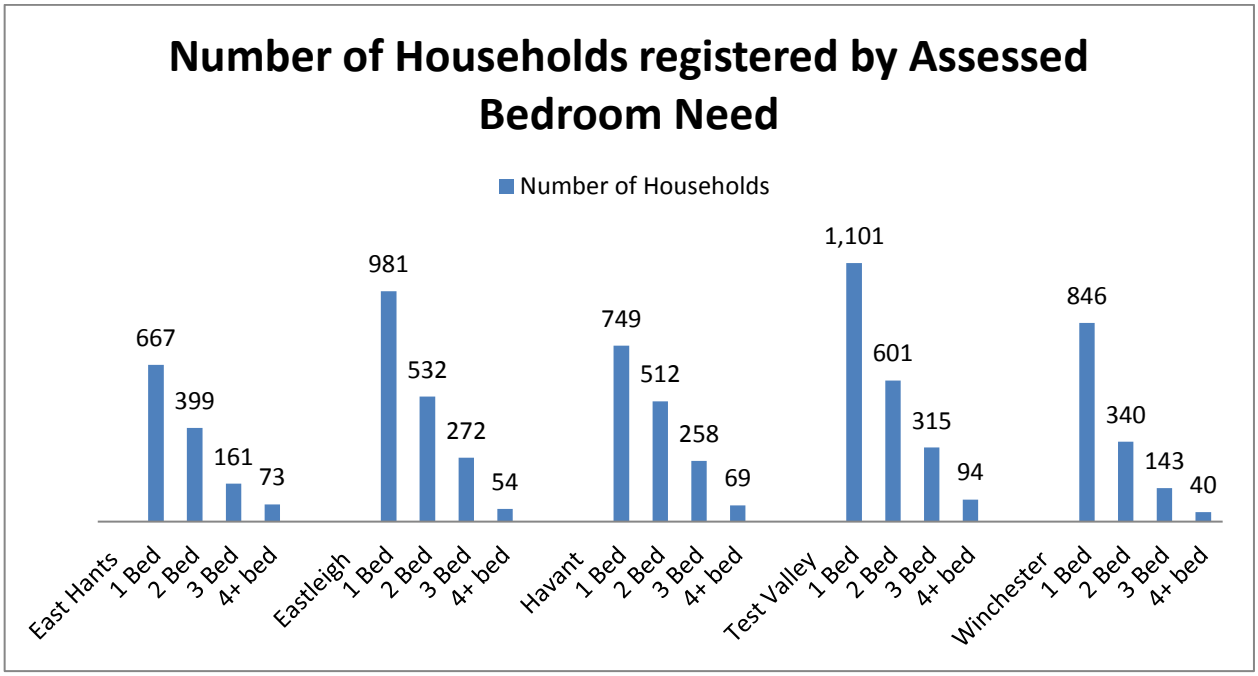
26% of households are registered with Test Valley, 22% with Eastleigh, 19% with Havant, 17% with Winchester and 16% with East Hampshire.

Local authority area the applicant is registered with and assessed band:



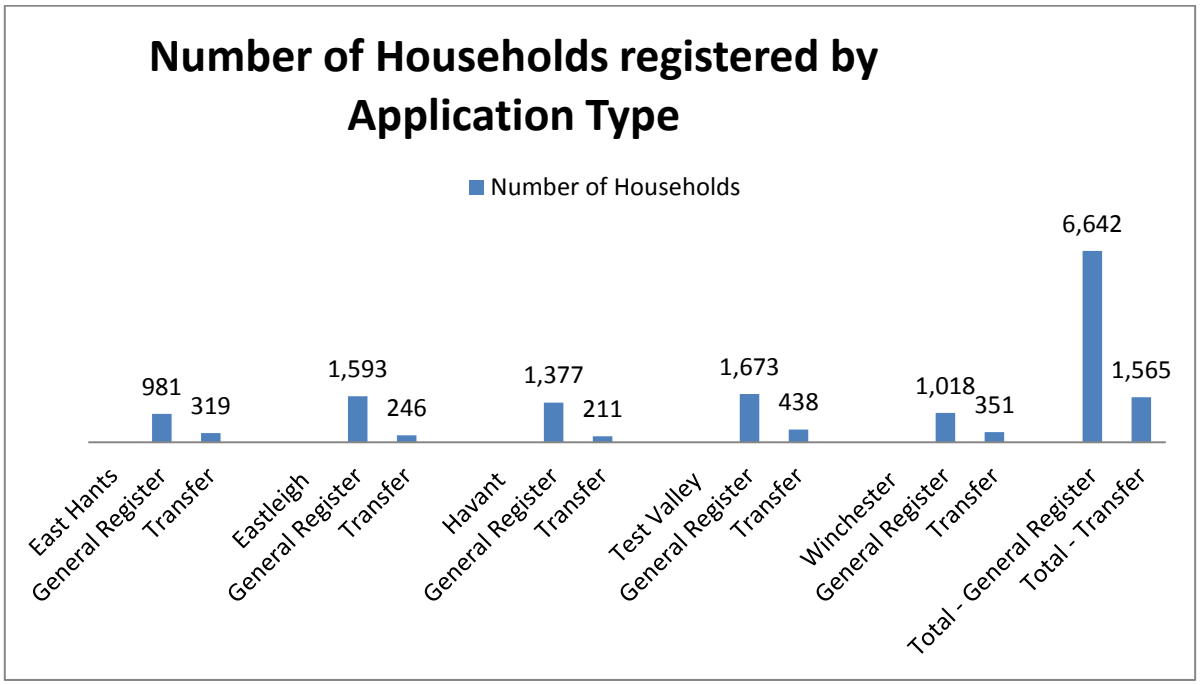
Of the 8,207 households registered on the Housing Register, 24 (0.3%) are in band 1, 1,043 (13%) in band 2, 6,643 (81%) in band 3 and 497 (6%) in band 4.

Local authority area the applicant is registered with and assessed bedroom need:



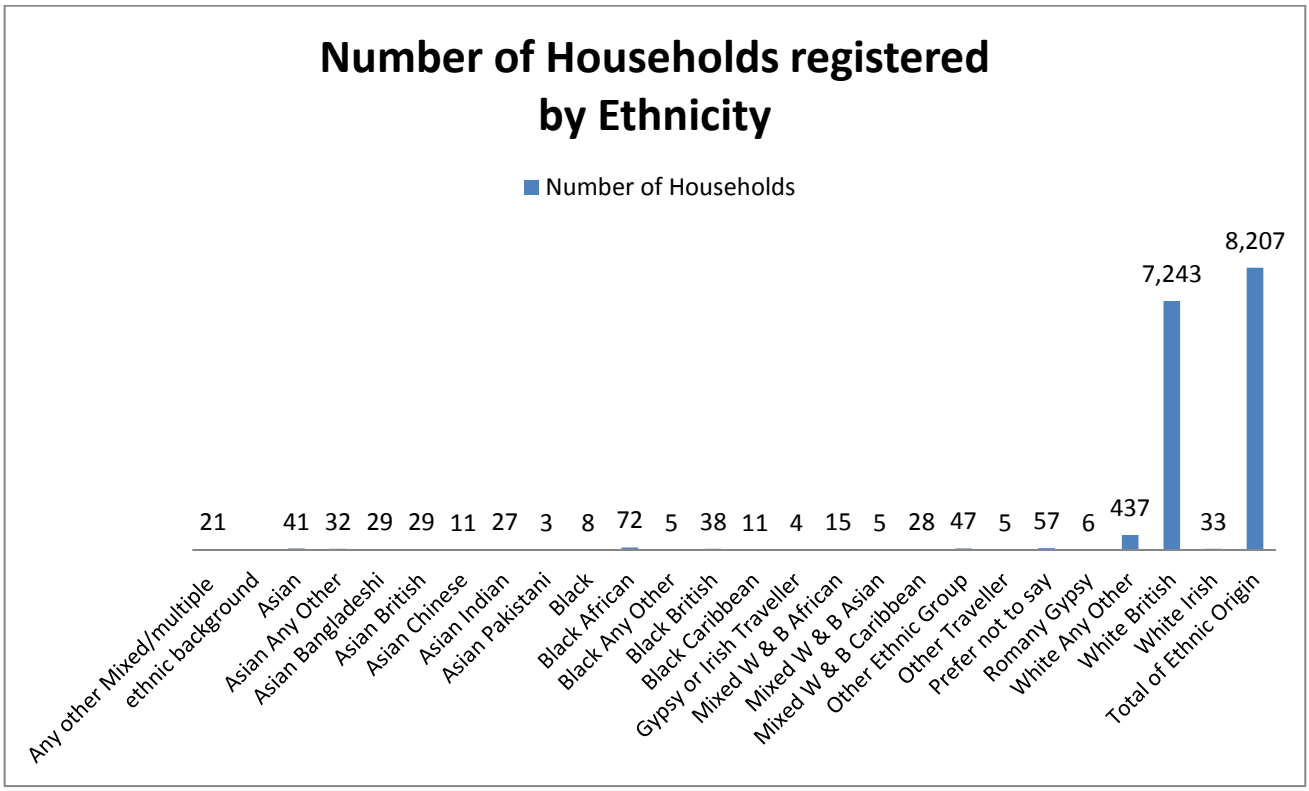
Of the 8,207 households registered on the Housing Register, 4,344 (53%) have a 1 bed assessed need, 2,384 (29%) have a 2 bed assessed need, 1,149 (14%) have a 3 bed assessed need and 330 (4%) have a 4+ bed assessed need.

Local authority area the applicant is registered with and application type:



Of the 8,207 households on the Housing Register, 1,565 (19%) are existing social housing tenants. A Transfer Application means an applicant is an existing social housing tenant having a need to move to alternative social housing, whilst General Application is applied to all other applications.

Ethnicity:

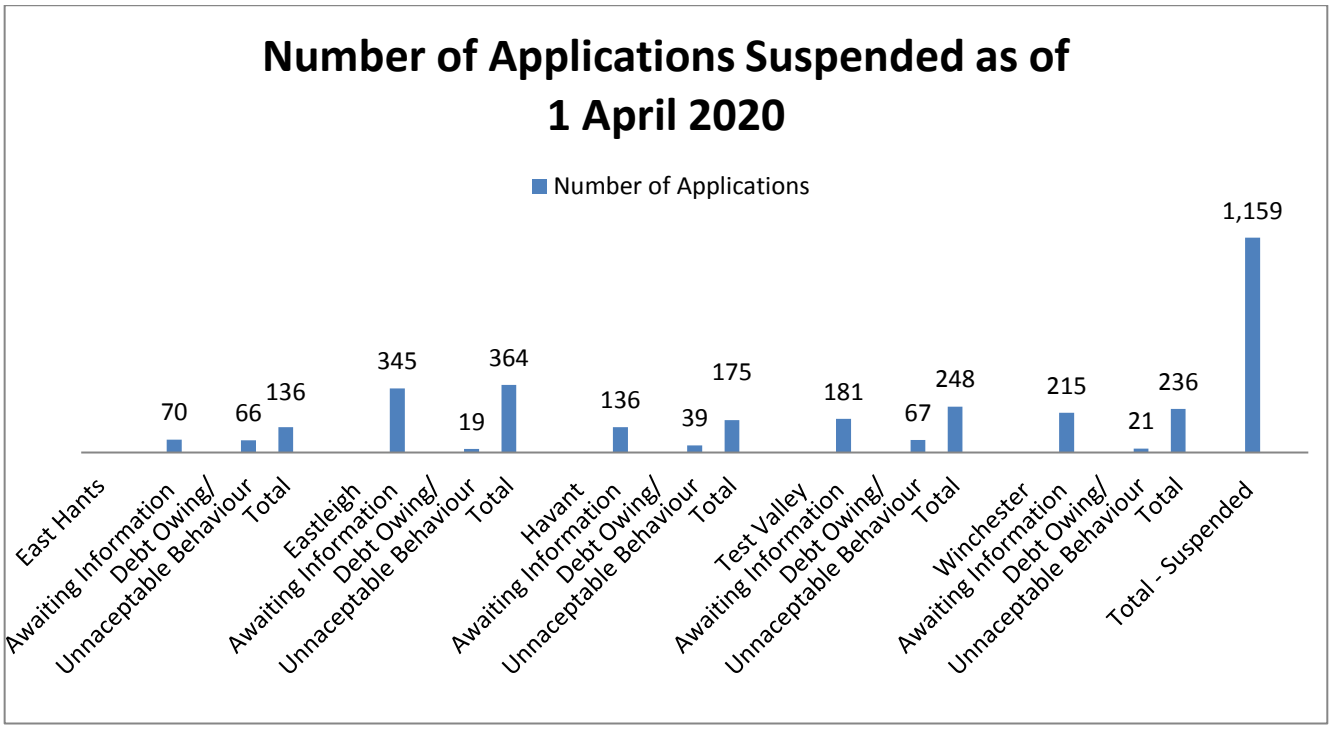


Suspended Applications

There are usually a number of applications suspended at any one time due to the Councils waiting for information which is required to assess an application.

HHC also operates a Suspension Policy and applications may be suspended in the following circumstances; where an applicant has deliberately worsened their circumstances or where there is unacceptable behaviour or where a debt is owed to a local authority or registered housing provider or where an applicant refuses 2 suitable offers of accommodation within a 6 month period.

Suspended applications by local authority area and suspended reason:



The number of applications suspended due to awaiting information is 947, whilst 212 applications are suspended due to outstanding debts or unacceptable behaviour.

Debts owing to a Council or Registered Provider

Where an applicant and/or their partner owe money to a local authority or registered provider and there is no payment arrangement in place which has been adhered to for a period of 6 months, their application may be suspended.

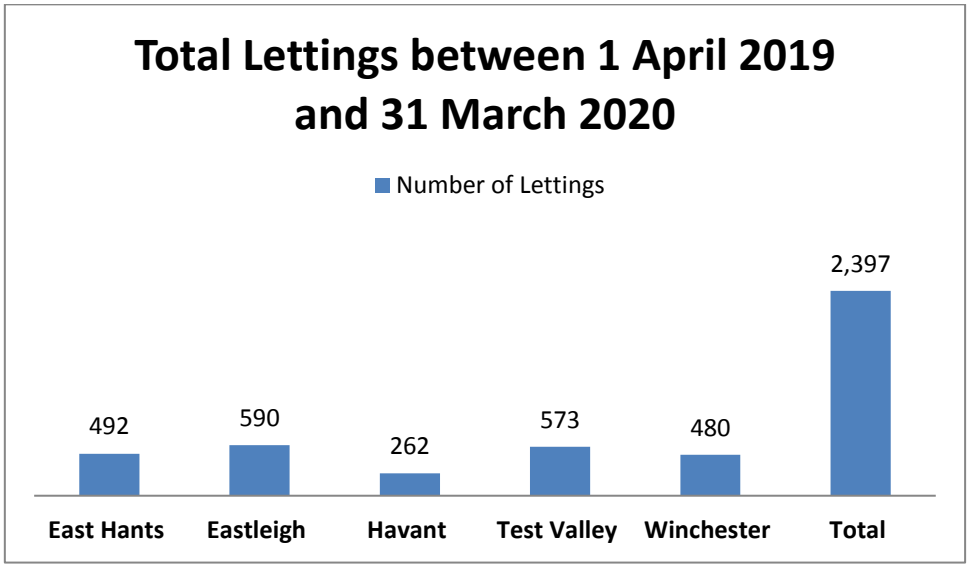
Examples of money owed include:

- Current rent arrears and/or
- Former tenant rent arrears and/or
- Repair costs/Rechargeable works orders and/or
- Claim against deposit scheme for damage or rent arrears and/or
- Rent in advance and or deposit scheme costs owing and/or
- Outstanding debt with a private landlord may be considered.

Lettings

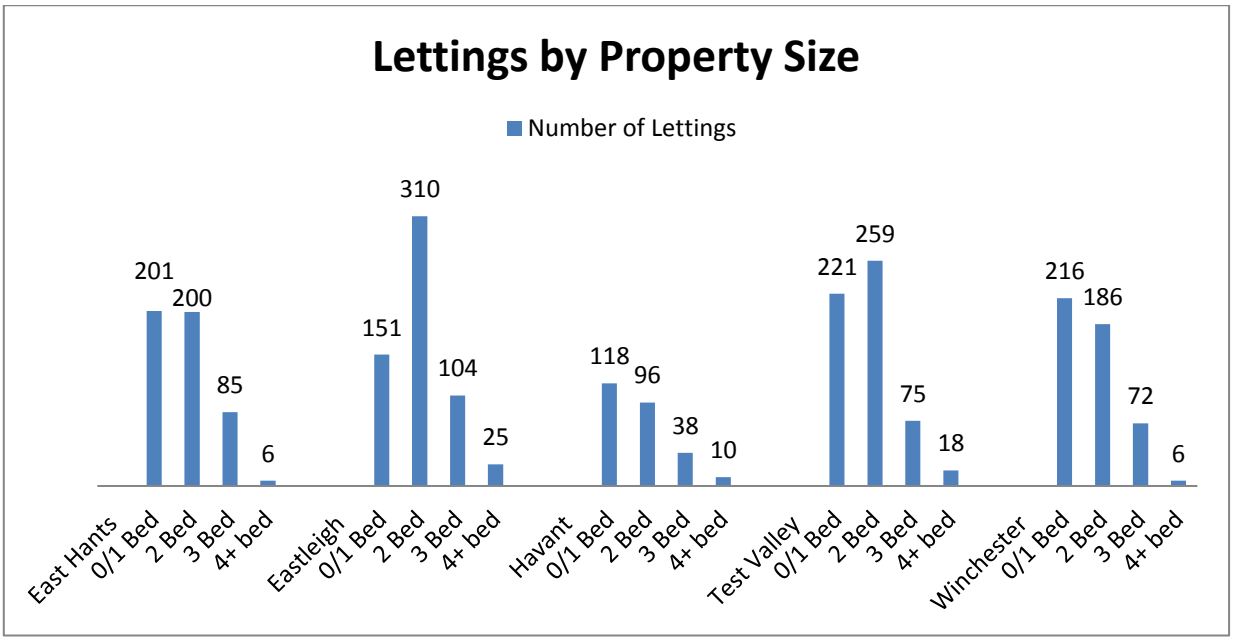
The following details the number of lettings between 1 April 2019 and 31 March 2020 by:

Local authority area:



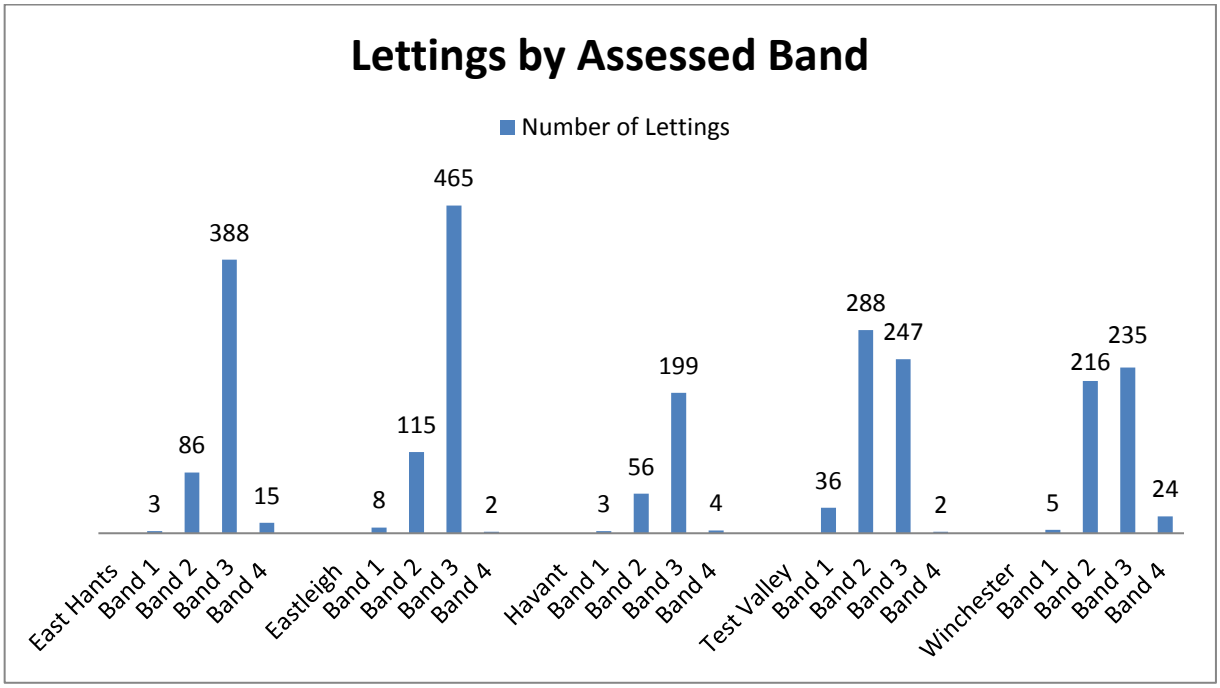
Of the 2,397 lettings there were 590 (25%) in Eastleigh, 573 (24%) in Test Valley, 492 (20%) in East Hampshire, 480 (20%) in Winchester and 262 (11%) in Havant.

Local authority area and property size:



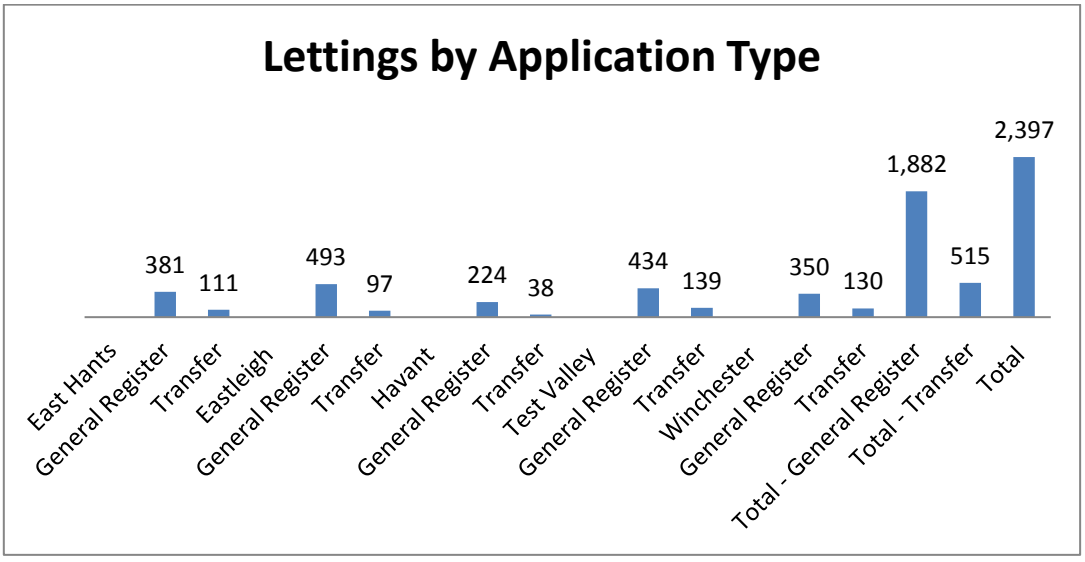
Of the 2,397 lettings, 907 (38%) were to 0/1 beds, 1,051 (44%) to 2 beds, 374 (15%) to 3 beds and 65 (3%) to 4+ beds.

Local authority area and assessed band:



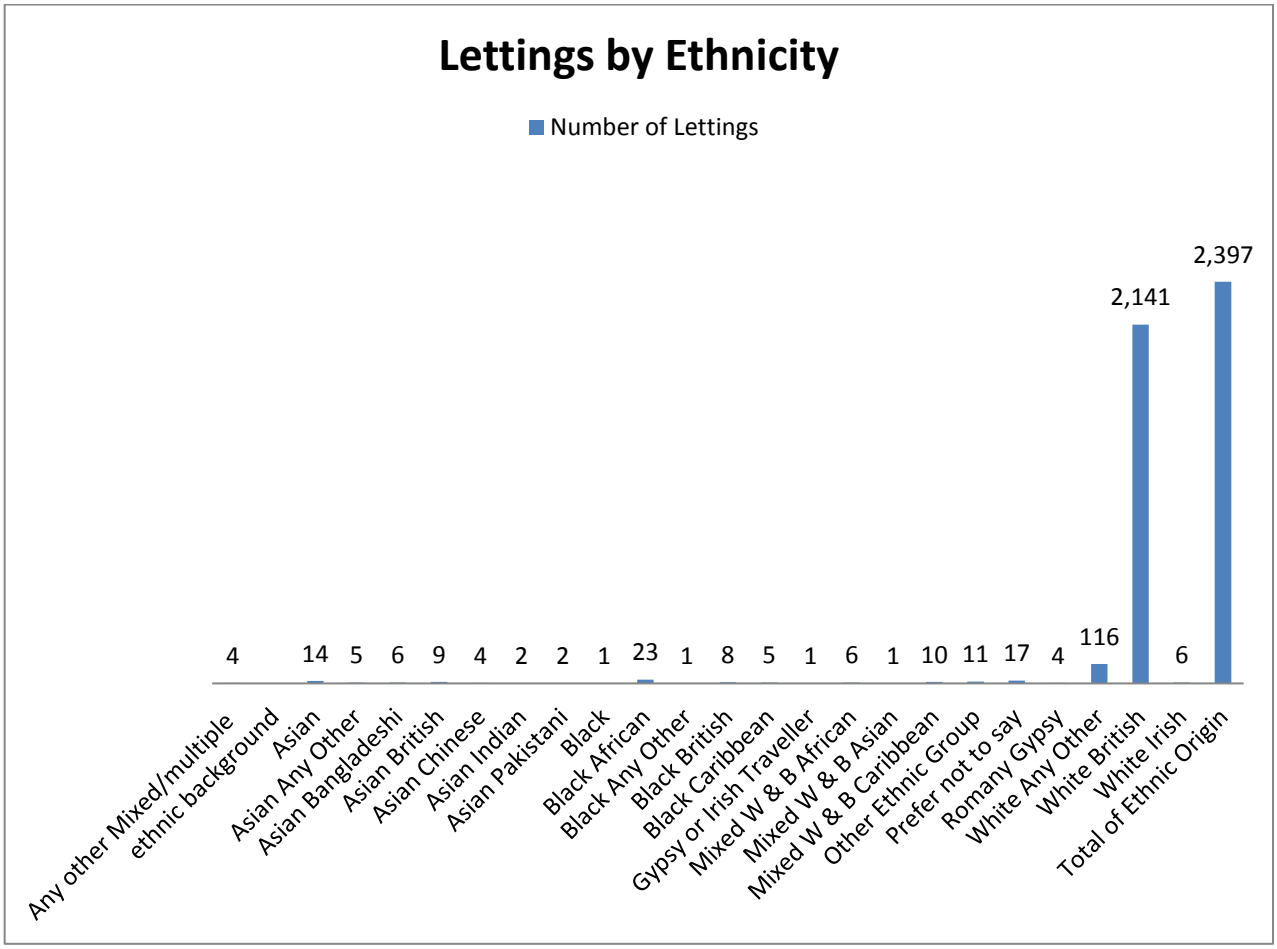
Of the 2,397 lettings, 55 (2%) were made to applicants in band 1, 761 (32%) to applicants in band 2, 1,534 (64%) to applicants in band 3 and 47 (2%) to applicants in band 4.

Local authority area and application type:



Overall, 515 (21%) of lettings were made to transfer applicants. 27% of lettings in Winchester were made to transfer applicants, compared with 23% in East Hampshire, 24% in Test Valley, 16% in Eastleigh and 15% in Havant. A Transfer Application means an applicant is an existing social housing tenant having a need to move to alternative social housing, whilst General Application is applied to all other applications.

Ethnicity:



89% of lettings were made to applicants registered on HHC as White British.

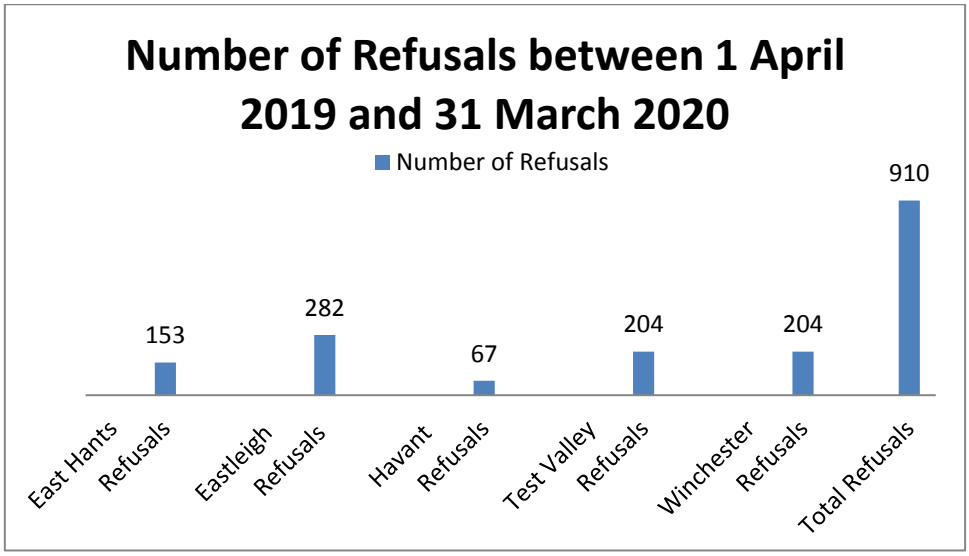
Refusals

A refusal is where an applicant refuses an offer of a property they have bid on or where a Landlord refuses to accept an applicant (the nominee) for a property.

The issue with refusals is that they impact on the timescales a property is empty (known as void times), which incurs rent loss for landlords. It is important that applicants only bid for suitable properties that they are genuinely interested in.

Anyone who successfully bids and is offered suitable accommodation, but subsequently refuses an offer of a property on two occasions within a six month period, will not be able to bid for further properties for six months from the date of the second refusal, as their application will be suspended.

Refusals by local authority area and refusal type:



Between 1 April 2019 and 31 March 2020, a total of 3,103 offers were made for 2,397 properties. Of these, **910** offers were refused, a 29% refusal rate.

	Refusals	No of nominations	Refusal rate%
East Hampshire	153	492	24%
Eastleigh	282	590	32%
Havant	67	262	20%
Test Valley	204	573	36%
Winchester	204	480	30%
Total	910	2,397	29%

The overall refusal rate is 29%. Test Valley has seen the highest refusal rate of 36% whilst Havant has seen the lowest refusal rate of 20%.

Average Waiting Times

The following details the average waiting times for applicants housed between 1 April 2019 and 31 March 2020 by local authority area. Where N/A is noted no properties were offered from this band.

These figures do not include properties advertised as requiring a local connection to a village/parish or properties subject to any other specific requirements.

The average waiting times are meant as an indication and do not mean an applicant will be housed within these timescales. It is likely that the waiting times will vary when calculated again in 12 months.

East Hampshire:

	Band 2	Band 3	Band 4
1 bed	1 year 1 month	2 years	N/A
2 bed flat	9 months	1 year 5 months	N/A
2 bed house	1 year 4 months	2 years 5 months	N/A
3 bed	10 months	1 year 7 months	N/A
4+ bed	N/A	2 years 2 months	N/A
Age 55+ properties	5 months	9 months	9 months

Eastleigh:

	Band 2	Band 3	Band 4
1 bed	1 year	3 years 5 months	N/A
2 bed flat	8 months	1 year 2 months	N/A
2 bed house	6 months	3 years	N/A
3 bed	1 year 5 months	3 years	N/A
4+ bed	1 year 8 months	3 years 9 months	N/A
Age 55+ properties	1 year 6 months	1 year 11 months	N/A

Havant:

	Band 2	Band 3	Band 4
1 bed	1 year 1 month	2 years 2 months	N/A
2 bed flat	1 year 6 months	3 years 1 month	N/A
2 bed house	1 year 5 months	4 years 2 months	N/A
3 bed	2 years 4 months	4 years 10 months	N/A
4+ bed	N/A	4 years 11 months	N/A
Age 55+ properties	11 months	1 year 2 months	5 years 2 months

Test Valley:

	Band 2	Band 3	Band 4
1 bed	1 year 8 months	2 years 8 months	N/A
2 bed flat	9 months	1 year 11 months	N/A
2 bed house	1 year 6 months	3 years 4 months	N/A
3 bed	1 year 11 months	3 years	N/A
4+ bed	2 years 3 months	N/A	N/A
Age 55+ properties	10 months	1 year	N/A

Winchester:

	Band 2	Band 3	Band 4
1 bed	1 year 3 months	3 years 5 months	N/A
2 bed flat	1 year 3 months	1 year 10 months	N/A
2 bed house	1 year 8 months	3 years 5 months	N/A
3 bed	2 years	3 years	N/A
4+ bed	N/A	2 years 1 month	N/A
Age 60+ properties	11 months	1 year 7 months	1 year 1 month

East Hampshire District Council
Housing Development

The Council set a target of delivering 500 affordable homes from 2018-2020. This year the Council helped support the delivery of 286 affordable homes, bringing our 2 year total to 591.

The regeneration of Whitehill & Bordon has continued to offer a steady supply of affordable homes. It has also given the Council the chance to explore different tenure options, ensuring there is a range of affordable housing products on offer. This year planning permission was granted for 73 Rent to Buy homes in Bordon. These homes will be available to applicants on Hampshire Home Choice that meet the relevant criteria, who have the desire to purchase their own home in the future. This is the first time that Rent to Buy will be delivered in East Hampshire and we are very pleased to have supported Winchester Housing Trust in securing the management contract for these homes.

To help reduce the reliance on Bed and Breakfast accommodation, the Council are exploring a modular housing system that can be utilised within existing buildings, bringing them back into use. The Council are working alongside Velocity RDT to provide 10 units of accommodation for persons facing homelessness in East Hampshire. A planning application was submitted in January and we are currently awaiting a decision.

Detailed below are a selection of schemes:

Applegarth Vale, Grayshott



Applegarth Vale, Grayshott -VIVID

This scheme provides 44 (55%) affordable homes. Cala Homes are developing the scheme with VIVID Homes managing the affordable units. VIVID are charging a social rent on the 3 bed units to ensure they are affordable for households on Hampshire Home Choice. All the affordable homes will handover by April 2020.

Elizabeth Meadows, Stroud

This rural scheme in the Village of Stroud is providing a mix of 1, 2 & 3 bedroom properties for rent and shared ownership.
EHDC and PHA Homes arranged a pre-allocation event to ensure local residents were aware of the scheme and knew how to register on Hampshire Home Choice. All the affordable homes completed by March 2020.



Elizabeth Meadows, Stroud – PHA Homes

Eastleigh Borough Council
Housing Development

Our Corporate Plan 2015 – 2025 identifies that we are seeking to ensure a sufficient supply of well-designed homes that can meet the diverse needs of residents now and in the future. This is underpinned by our strategy to work across our services, and with strategic partners, to deliver a housing programme thereby increasing supply for the community across all tenures.

Eastleigh Borough Council continues to strive to support the delivery of a continual supply of affordable homes to meet the needs of those on Hampshire Home Choice as well as those seeking low cost homeownership. Last year in conjunction with our partners 461 new homes for rent and low-cost homeownership were completed. This year we have again delivered at this level with 456 new homes. These included 224 for rent and 232 for shared ownership and other low-cost homeownership options.

There are a number of larger developments in the Borough that are contributing to affordable housing provision some of which are already under development with homes completing and others are just starting on site. These larger sites together with the other developments in the pipeline will support the supply of new affordable housing throughout next year and beyond.

Detailed below are a selection of schemes:

Boorley Park, Boorley Green, Botley

This large development is being developed by three developers Bloor / Bovis and Linden Homes. The affordable homes will be available for rent and shared ownership and will be phased throughout the whole development. The first homes completed in 2017/2018 with further completions on a phased basis each year since. There are still more affordable homes to come throughout 2020 and into future years. Aster are the main affordable housing provider and their homes continue to complete on a phased basis. VIVID have also provided some affordable homes but these have all been completed.



Boorley Park, Botley

Berry Farm, Hamble Lane

Barratts are the developer for this site in Hamble Lane. In conjunction with VIVID there will be a total of 58 affordable homes available for both rent and shared ownership. 47 homes have completed to date with the final 11 homes due to complete through to Summer 2020.



Berry Farm, Hamble Lane

The Willows, West End



The Willows, West End

This development was the culmination of an exciting partnership between the Council and housing provider Radian. The final homes completed Winter 2019 and were a mix of sizes from one bedroom through to four bedrooms. These homes were made available for private sale / market rent and affordable housing. The 35 affordable homes were provided for both rent and shared ownership.

Kingfisher Grange, Hamble Lane

Taylor Wimpey developed this site and in conjunction with housing provider Aster they provided a total of 53 affordable homes for rent and shared ownership. The final affordable homes completed Summer 2019.



Kingfisher Grange, Hamble Lane

St John’s Place, St John's Road, Hedge End



St John’s Road, Hedge End

Foreman Homes in conjunction with Radian provided a total of 38 affordable homes on this development. The affordable homes were available for rent and shared ownership.

Radian secured additional funding from Homes England which supported the delivery of an additional 19 affordable homes which were made available for shared ownership and on a Rent to Buy basis. The final affordable homes completed Summer 2019.

Havant Borough Council Housing Development

According to latest housing register data, the combined total need for affordable homes is 2560 dwellings within the Borough of Havant. There continues to be a significant need for affordable dwellings, and the supply of affordable homes needs to be maximised accordingly.

Available Hampshire Home Choice, and Help to Buy South data, suggests there is a greater need for affordable rented homes than intermediate affordable homes, with 1600 on the waiting list (63% of total need) for affordable rent homes when compared to 960 on the register (37% of total need) for intermediate affordable homes. This compares with the latest Strategic Housing Market Assessment which suggests a need for 74% social/affordable rent and 26% intermediate rent. On this basis, despite the broadening of the definition of affordable housing published in the new NPPF 2018, and following comprehensive affordability analysis, the Pre-Submission Havant Borough Local Plan 2036 has suggested that a 70% Affordable Rent, 30% Shared Ownership split is provided on all new developments of 10 or more units.

Increasing the supply of affordable housing within the district is a priority for Havant Borough Council. This will be achieved by supporting Registered Providers, Housing Associations, house builders and other stakeholders in the sector to build new homes. Our support will take the form of a firm, but fair approach to negotiating s106 agreements, with a practical approach that recognises the challenges house builders and providers face in the sector. We'll remove barriers to development so stakeholders regard Havant as a priority investment area, making Council funds available to support affordable housing delivery where required.

However, we do need to ensure that the sector builds affordable housing of the right size, type and tenure that meets the housing need identified by the Council. Changes introduced in the Welfare Reform Act and Housing and Planning Act have caused Registers Providers to rethink the size, type and tenure of affordable housing. This priority will ensure the Council robustly defends attempts by housing providers to build homes that do not serve the needs of communities well.

Despite the ongoing uncertainties in the housing sector, Havant Borough Council's Registered Provider partners continue to deliver affordable homes to meet the needs of those on Hampshire Home Choice as well as those seeking low cost homeownership. Last year a total of 90 new homes were completed and consisted of:

Affordable Rent	75
Shared equity	10
Shared Ownership	5

The Waterlooville MDA, the largest development in the Borough, continues to contribute to our affordable housing provision although the units now being developed are in the Winchester City Council area. Despite this the new affordable homes are available to both Havant and Winchester applicants alike due to the site's proximity to the Havant area.

Other sites are in their early stages and will start to deliver their affordable homes over the next couple of years.

Detailed below are a selection of schemes either completed in the year 2019/2020, or currently under construction in Havant:

The Haven, Emsworth

Constructed by Bellway Homes, The Haven in Emsworth delivered a total of 125 new homes for the borough of Havant. The RP Aster secured 38 units on the site, 13 Shared Ownership, and 25 for Affordable Rent, and the phased delivery of theses affordable homes was finally completed in December 2019.



The Haven, Emsworth



The Haven, Emsworth

Brookvale, Havant

Brookvale, being developed by Bellway Homes on land South of Bartons Road in Havant, is currently under construction and once completed will deliver 175 new homes within the borough. Of these 53 will be affordable and provided by Aster.



Brookvale, Havant

23 units have so far been handed over to the RP consisting a variety of types, tenures, and sizes including 4 no. 4 bedroom houses which has been a very welcome addition. Development, and delivery, of the remaining affordable units will continue throughout 2020.



Brookvale, Havant

Test Valley Borough Council
Housing Development

In April 2019, the Council published a new Corporate Plan, “Growing Our Potential”. The new Housing Strategy 2020 to 2025 has been developed in this context.

Test Valley Borough Council: Housing Strategy 2020 to 2025

The new Housing Strategy 2020 – 2025 *“Growing the potential of people, to be able to live well and fulfil their aspirations”* is due to be heard at a Cabinet meeting in the summer 2020 , for a decision from Cabinet members. The strategy pledges to:-

- Enable the delivery of new homes that people can afford and meet different types of need in our communities
- Improve access to and quality of existing housing
- Meet the challenge of an ageing population
- Prevent & relieve homelessness and rough sleeping

The delivery of affordable homes has an important role to play in improving the quality of life in the borough. Traditionally, affordable housing provides homes for people on lower incomes who are unable to meet their housing needs through the general housing market. Affordable housing in Test Valley is developed by Affordable Housing Providers (also known as “Registered Providers” or “Housing Associations”), who focus on the delivery of affordable/social rent and low cost homeownership housing (such as shared ownership).

The Strategic Housing Team works with a range of partners across Test Valley to provide affordable housing within the borough, these partners include Private Housing Developers, Housing Providers (Housing Associations), and Parish Councils.

In 2018 – 2019 the team enabled the delivery of 250 new affordable homes against a target of 200 per annum. In 2019/20, still with a target of 200 new homes, there have been 273 new affordable homes delivered. Delivery included a mix of tenures, including a small number of social rented homes to assist affordability of those on the lowest incomes. In light of affordability issues it will be our intention to continue negotiating additional social rented homes for the future programme.

The team also work hard to ensure that an element of the affordable homes are adapted for people with disabilities and to allow for people to stay in their own homes in their older years. During 2019/20 we enabled the delivery of 8 new affordable homes that were adapted to full wheelchair standards.

A key theme for the emerging Housing Strategy is to ensure that the needs of the increasingly elderly population are met. Nightingale Lodge in Romsey is a scheme which will be helping to meet those needs.

<u>Detailed below are details of Nightingale Lodge and two other recently completed developments</u>:

Nightingale Lodge Extra Care Scheme, Romsey

The joint venture scheme with Places for People Living +, Hampshire County Council and Test Valley Borough Council will comprise of 54 Extra Care homes, of which 37 homes are for affordable rent and 17 homes are shared ownership. There will be a mixture of 1 & 2 bed flats. Extra care housing is designed for people with varying levels of care and support needs which are provided and allow the person to remain independent in their own accommodation within the scheme.

Construction is well underway with possible completion in May 2021.



<u>Luzborough House, Botley Road, Romsey</u>

Completed in March 2020. The scheme provided 22 new stylish affordable homes. A mix of flats and houses, there are 15 homes for affordable rent and 7 homes for shared ownership (also known as part rent, part buy). Test Valley Borough Council worked in partnership with Radian Housing Group to deliver these new affordable homes.



Luzborough House, Romsey

<u>Walnut Close, Braishfield Road, Romsey Extra</u>

A further example of the type of affordable homes being made available in Test Valley are the new affordable homes at Walnut Close, Romsey Extra. This development is a good illustration of partnership working between Test Valley Borough Council, and the affordable housing provider VIVID Homes.

The new housing development includes open market and affordable homes which were also completed in March 2020. The overall development consists of 46 dwellings which includes 18 x Affordable Dwellings, made up of the following size and tenures:

Social rent = 3 x 3 bed houses
Affordable rent = 2 x 1 bed flats, 5 x 2 bed flats, 2 x 2 bed houses
Shared Ownership = 3 x 2 bed houses, 3 x 2 bed houses

Photo courtesy of VIVID Homes



Walnut Close, Romsey Extra

Other forthcoming developments are as follows, although there could be delays due to current uncertainty surrounding the Corona Virus:

Vespasian Road, Andover – A development by Stonewater Housing Association of 8 houses comprising of 6 x 2 bed houses and 2 x 3 bed houses for affordable rent started on site in December 2019 with an anticipated completion of October 2020.

Picket Piece School Site, Andover – Sovereign Housing Association are delivering a mix of 2 bed flats and houses for affordable rent and shared ownership and will be complete between April – May 2020.

Land North of Walworth Road, Andover – Sovereign are delivering a development of 6 x 2 bed houses for affordable rent and shared ownership and are due to complete in June 2020.

Picket Twenty Extension – Sage are delivering a scheme of 32 x 2, 3 and 4 bed houses for affordable rent and shared ownership and will be completing between April and November 2020.

Picket Piece, Walworth Road, Andover – VIVID Housing Association are delivering a scheme of 32 x 2, 3 and 4 bed flats and houses for affordable rent and shared ownership and these will be completed in 2020.

Should you wish to discuss affordable housing delivery in more detail, please contact the Housing Development Team.

HousingDevelopmentTeam@testvalley.gov.uk

Last Updated: April 2020

Winchester City Council
Housing Development

Winchester City Council is embracing sustainable technologies and renewable energy in its schemes that are in the early stages of development, to contribute to the Council's ambition of making the activities of Winchester City Council carbon neutral by 2024. The Council is very excited to be designing its first Passivhaus scheme.

Completed developments

Victoria Court

Both buildings at Victoria Court are now occupied – nine shared owners moved in last year joining 18 tenants who moved in in late 2018. The development – of one and two bedroom apartments on Victoria Road in central Winchester – is on the site of a former sheltered housing project and includes an underground carpark.



Mayles Lane, Knowle

Work is now completed at all three of the sites near to Mayles Lane in Knowle comprising this development of 13 new affordable homes.



The official opening of five houses in Dean Copse is pictured above. These homes were occupied from September and tenants have some special tenancy conditions to protect species that live in the surrounding woodland. Six flats at Knowle Halt Lodge have also been completed and provide much needed, new affordable rented homes in the local area. These 11 new homes add to the two already occupied shared ownership homes completing this development.

Under construction

The Valley, Winchester

Work is continuing on site at The Valley in Stanmore. The scheme will provide 77 new homes, comprising one, two and three bedroom flats, two and four bedroom houses and a three bedroom bungalow. The new homes will be a mix of shared ownership and social rented properties. The first phase of the development is due to be completed in early 2021.

Hookpit, Kings Worthy

Construction has started in Kings Worthy to deliver 35 affordable homes at this site. The Council is working alongside Drew Smith to deliver this scheme and change the remainder of the land from agricultural to publicly accessible recreation land.

The Council has a purchase agreement with Drew Smith to purchase the 35 homes and the remainder of the open space when the homes are completed. The 35 homes will be managed by the Council and will be the following:

- A mix of 1 and 2 bedroom flats and 2 and 3 bedroom houses for affordable rent
- 2 and 3 bedroom houses will be available for shared ownership
- Two 4 bedroom houses will be sold as discounted market sale homes

The open space will be managed by the Council; a community consultation event regarding the layout and management of the land was held on 12 March 2020.

Rowlings Road, Winchester

Work has started on these seven new homes – three houses and four flats – in Weeke, Winchester. The scheme is being built on a disused garage site with associated improvements to public footpath routes and visual improvement to the public realm that will benefit local people.

Dolphin Hill, Twyford

Construction is well underway at this site in in Twyford. Two new family homes are being built on this site of the former police station.

Strategic Planning Research Unit

Appendix 26

Hampshire Home Choice Annual Report 2024

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

Figure 1 Hampshire Home Choice logo

Hampshire Home Choice

Annual Report

2024

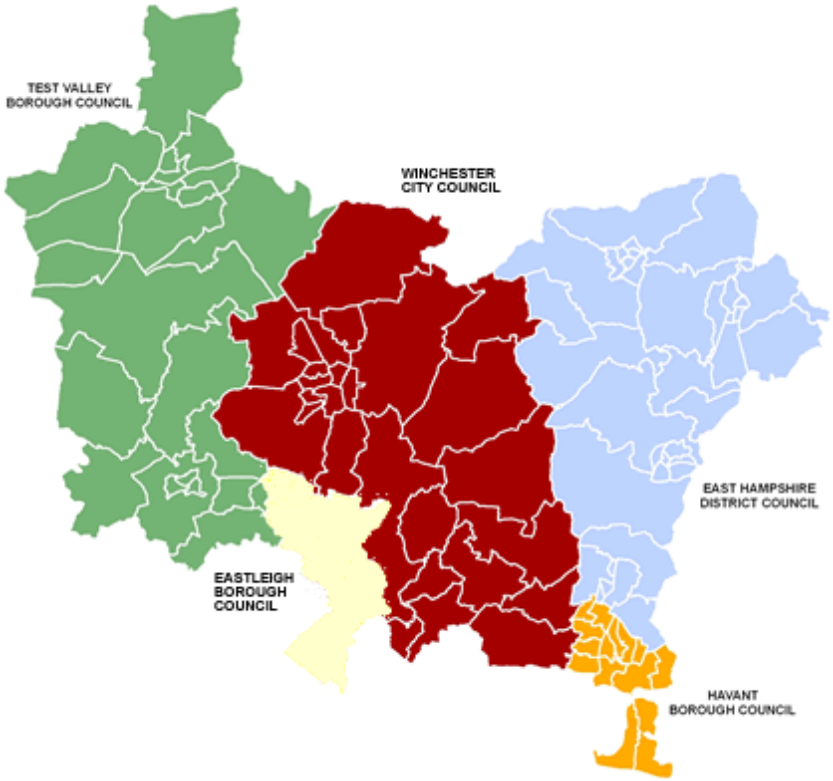


Figure 2 Map of Hampshire Home Choice Sub-Region

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3 June 2024

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Hampshire Home Choice Annual Report 2024

Introduction

The purpose of this Report is to summarise the main outcomes over the last year from the Hampshire Home Choice (HHC) scheme. East Hampshire District Council, Eastleigh Borough Council, Havant Borough Council, Test Valley Borough Council and Winchester City Council, have agreed a common approach for the allocation of social housing across the five local authority areas and together operate a sub-regional choice-based lettings scheme called Hampshire Home Choice.

Background

HHC was launched in April 2009 and originally managed by East Hampshire District Council, Havant Borough Council and Winchester City Council. Test Valley Borough Council joined the partnership in June 2011, and Eastleigh Borough Council joined in February 2014. In 2012, a Manager was appointed and is employed by Test Valley Borough Council on behalf of the partnership.

How the Scheme Operates

The Councils participating in HHC advertise social housing vacancies using the same system that operates as follows:

- The Councils use a single IT system and website for registering applicants and advertising and allocating properties.
- Available social housing across the 5 Council areas is advertised on the HHC website every week.
- Applicants who have been accepted onto the Housing Register can bid for up to 3 properties they are interested in each week, either online or by phone.
- All of the vacancies advertised through the scheme are owned by Winchester City Council or Registered Providers (RP's).
- The Councils operate the same HHC Allocations Framework.
- The HHC Allocations Framework is a jointly agreed policy. Along with the HHC Operational Procedures detail all aspects of the allocation/nominations process, including the responsibility for decisions, policy on offering choice to applicants, how applications will be assessed, processed and how decisions will be made.
- Each Council will continue to maintain its own local authority Scheme of Allocations which may contain separate policies to address and reflect local priorities.

Qualification Criteria

A person will normally qualify to join the HHC Register and therefore qualify for an allocation under the HHC Scheme, if they are:

- In Housing Need and
- Have a single or joint household income of less than £60,000 per annum or £45,000 for Eastleigh applicants and/or
- Assets and/or savings of less than £16,000, and
- Have a local connection with one of the participating Councils through residency, family connections or employment.

Persons with no housing need or local connection will not normally qualify to be registered on HHC.

Assessment of Bids

Available properties are advertised on the HHC website from 00:01 on a Wednesday to 23:59 on a Sunday. The principle of the system is that properties are normally offered to the applicant with the highest priority and who meets all of the advert and preference criteria. Priority within the band is determined by the date the application was awarded that band. The letting of the property will be organised by the RP or Winchester City Council Landlord Services.

The HHC website address is www.hampshirehomechoice.org.uk

Other Information

Rent in Advance

Most partner landlords in HHC require new tenants to provide rent in advance before they move into their new home. Further details of which partner landlords require rent in advance can be found on the HHC website.

Notice Periods

Some applicants may have to give notice to end their tenancy properly before accepting an offer of a new property through HHC. Applicants should seek advice from the Housing Service or Citizens Advice Bureau if they are unsure about the notice they are required to give.

Local Lettings Policies

Local Lettings Policies will be used to ensure, where possible, that there is a mixed and balanced community. Local Lettings Policies for some existing properties and initial lettings on new-build schemes may specify different priorities for allocating properties. Properties subject to such a policy will be clearly labelled in the property advert.

Local Lettings Policies may be applied in addition to any local planning restrictions (contained in agreements made under Section 106 of the Town and Country Planning Act 1990) which may be in place but will not override them. These Local Lettings Policies will be agreed by the respective RP and local authority Housing Manager.

Section 106 Agreement

A Section 106 Agreement is the legal framework which sets out, among other developer contributions, the terms and conditions for the provision of affordable housing. This agreement is part of the planning requirement that the Local Authority will have with the landowner. In some instances, the Agreement will determine who is eligible for the properties to be let.



Figure 3 Photo of 3 development images

Housing Register

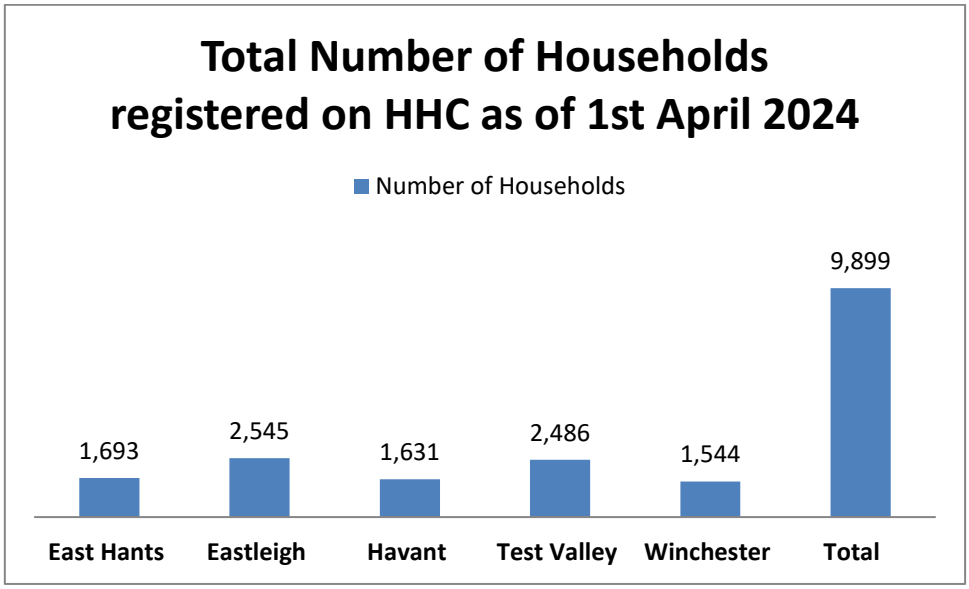
As of the 1 April 2024 a total of 9,899 households were registered on Hampshire Home Choice. 2,545 households are registered, with Eastleigh, 2,486 with Test Valley, 1,693 with East Hampshire, 1,631 with Havant and 1,544 with Winchester.

Compared with the figure of 9,574 recorded on the 1 April 2023, there has been an overall increase of 325 (3%) households registered on HHC.

Since the 1 April 2023, the number of households registered has increased for; Eastleigh by 383, Test Valley by 133 and East Hampshire by 103. Havant has seen its Housing Register decrease by 259 and Winchester has seen its Register decrease by 35.

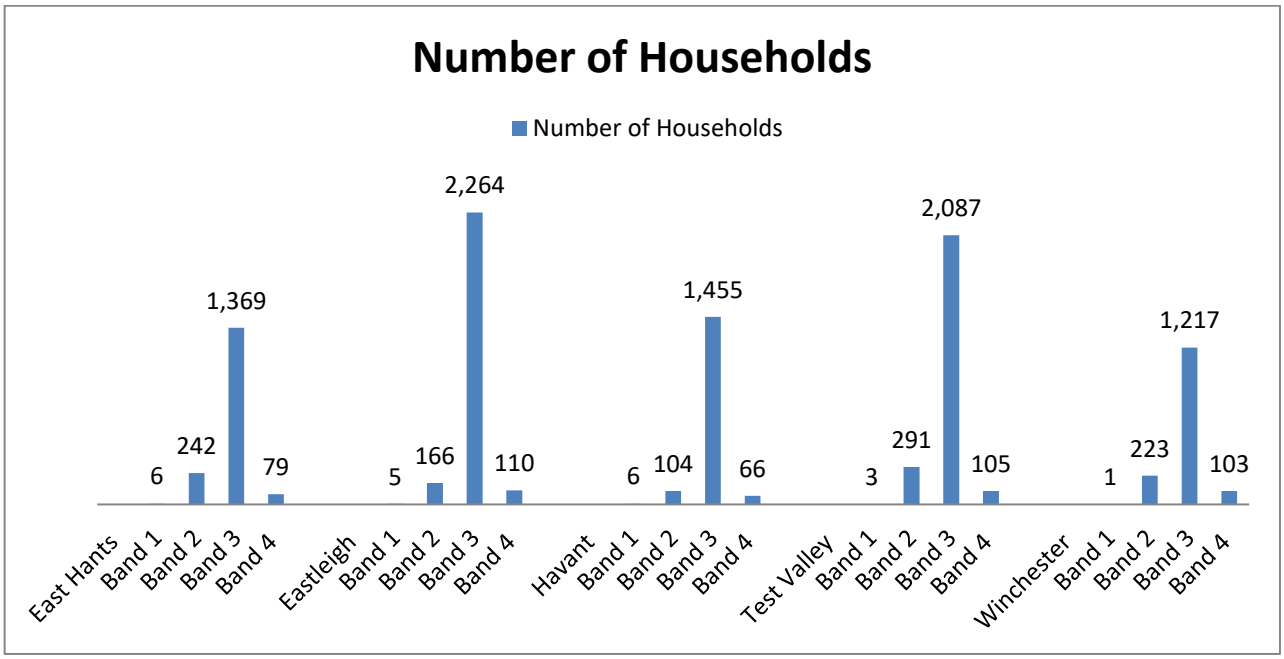
The following details the total number of households registered on HHC as of 1 April 2024 by:

Local authority area the applicant is registered with:



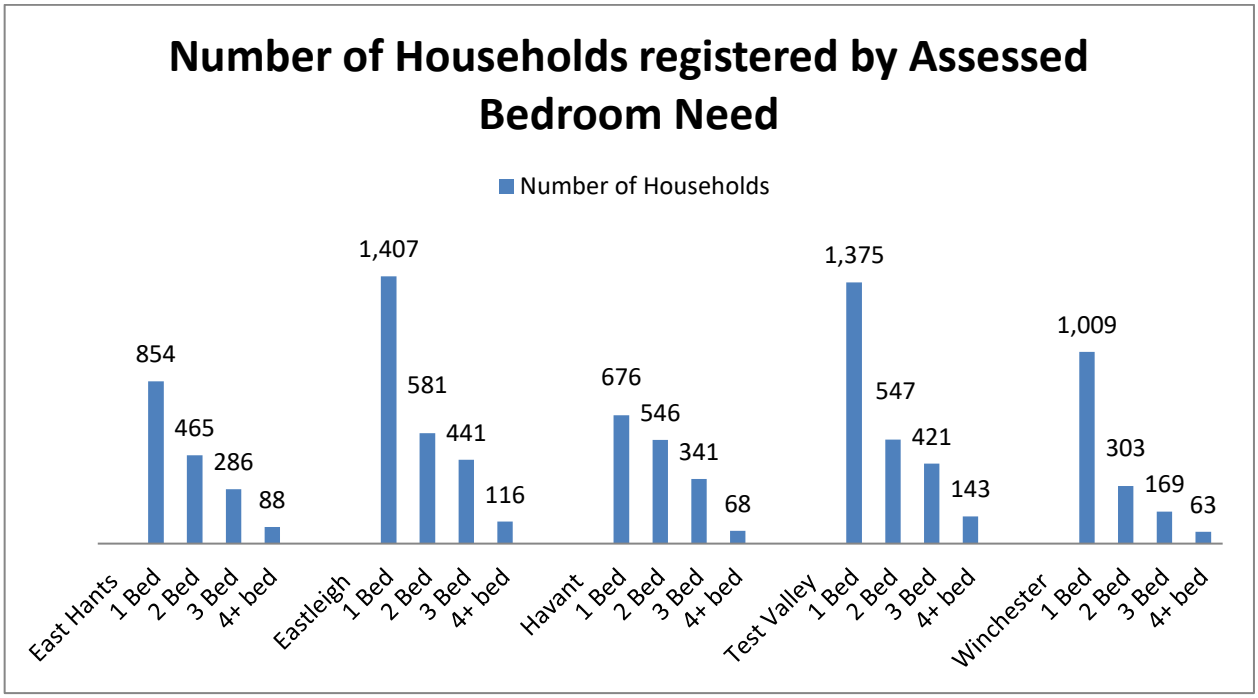
2,545 (26%) of households are registered with Eastleigh, 2,486 (25%) with Test Valley, 1,693 (17%) with East Hampshire, 1,631 (16%) with Havant and 1,544 (16%) with Winchester.

Local authority area the applicant is registered with and assessed band:



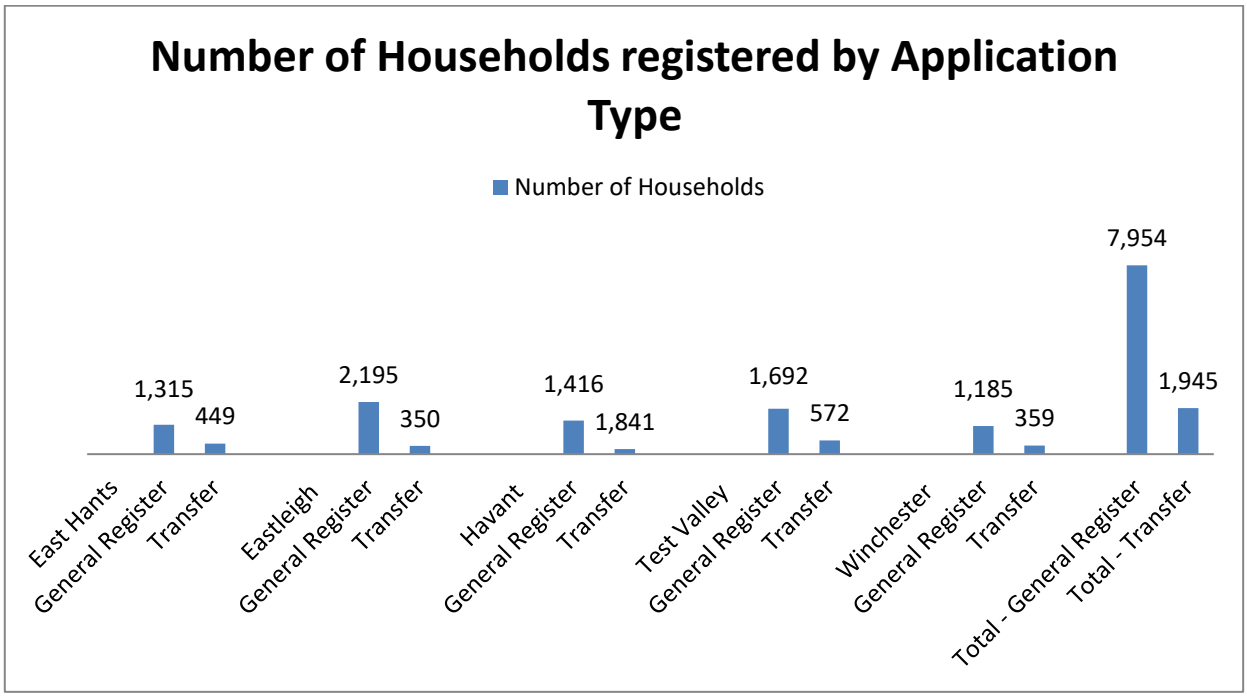
Of the 9,899 households registered on the Housing Register, 21 (0.2%) are in band 1,026 (10%) in band 2, 8,392 (85%) in band 3 and 460 (5%) in band 4.

Local authority area the applicant is registered with and assessed bedroom need:



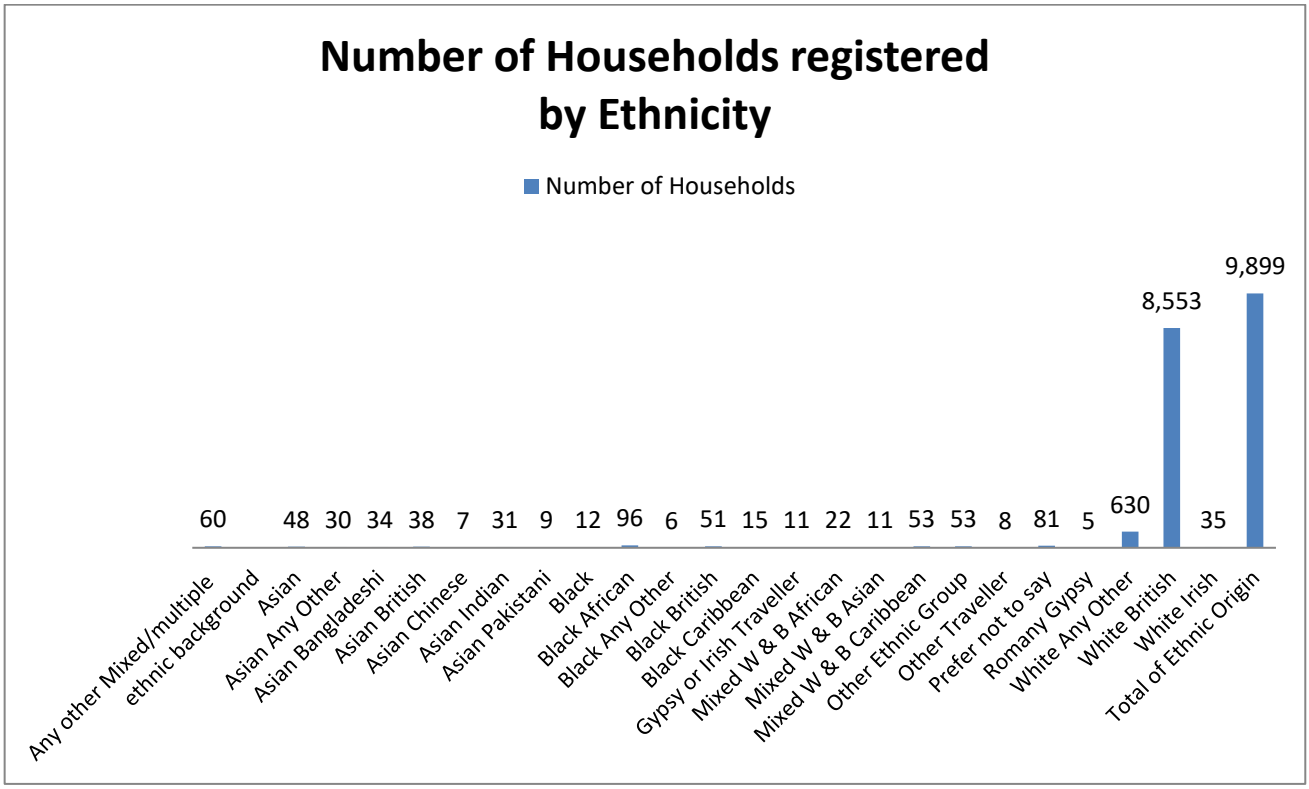
Of the 9,899 households registered on the Housing Register, 5,321 (54%) have a 1 bed assessed need, 2,442 (24%) have a 2 bed assessed need, 1,658 (17%) have a 3 bed assessed need and 478 (5%) have a 4+ bed assessed need.

Local authority area the applicant is registered with and application type:



Of the 9,899 households on the Housing Register, 1,945 (20%) are Transfer applications. A Transfer Application means an applicant is an existing social housing tenant who has been assessed as having a need to move, whilst General Register application is applied to all other applications.

Ethnicity:



8,553 (86%) applicants registered on Hampshire Home Choice have stated on their application form they are White British.

630 (6%) applicants registered on Hampshire Home Choice have stated on their application form they are White Any Other.

635 (6%) applicants registered on Hampshire Home Choice have stated on their application form they are; Any other Mixed/multiple ethnic background, Asian, Asian Any Other, Asian Bangladeshi, Asian British, Asian Chinese, Asian Indian, Asian Pakistani, Black, Black African, Black Any Other, Black British, Black Caribbean, Gypsy or Irish Traveller, Mixed W & B African, Mixed W & B Asian, Mixed W & B Caribbean, Other Ethnic Group, Romany Gypsy or White Irish.

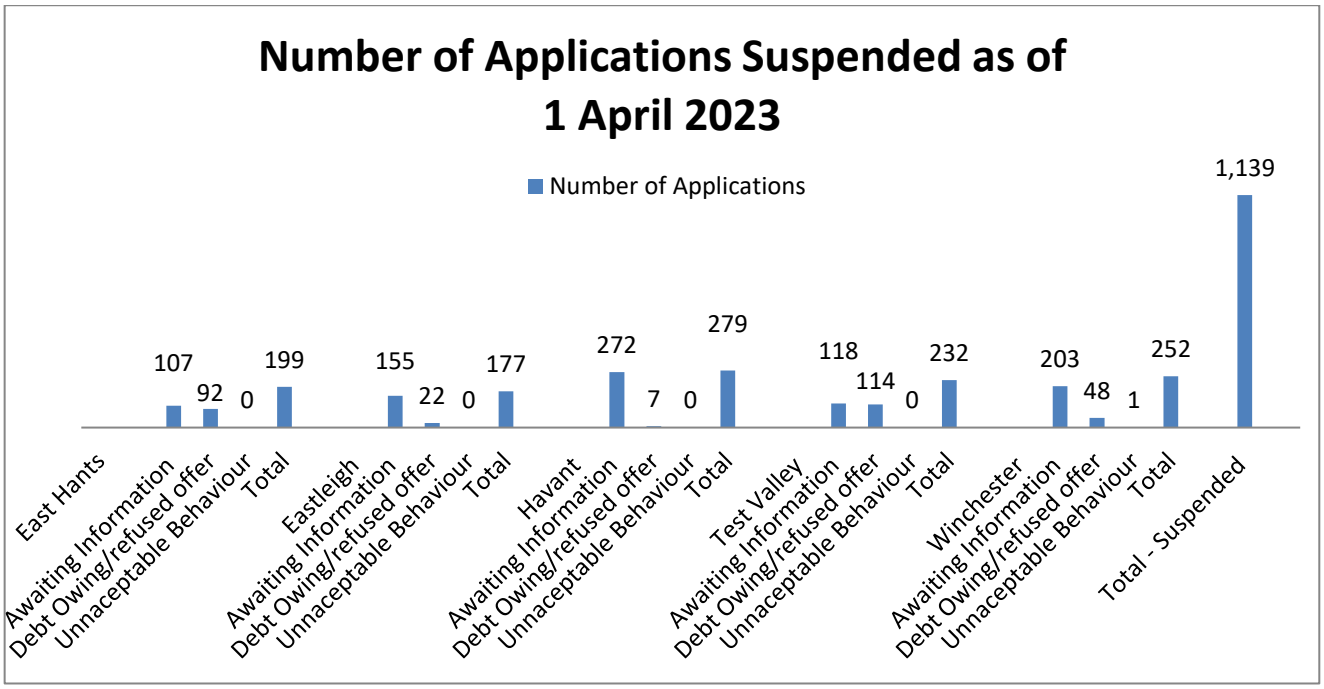
81 applicants registered on Hampshire Home Choice have stated on their application form they Prefer not to say what their ethnic origin is.

Suspended Applications

There are usually a number of applications suspended at any one time due to the Councils waiting for information which is required to assess an application.

HHC also operates a Suspension Policy and applications may be suspended in the following circumstances; where an applicant has deliberately worsened their circumstances or where there is unacceptable behaviour or where a debt is owed to a local authority or registered housing provider or where an applicant refuses 2 suitable offers of accommodation within a 6 month period.

Suspended applications by local authority area and suspended reason:



The number of applications suspended due to awaiting information is 855, whilst 283 applications are suspended due to outstanding debts, refusing 2 offers within 6 months or unacceptable behaviour.

Debts owing to a Council or Registered Provider

Where an applicant and/or their partner owe money to a local authority or registered provider and there is no payment arrangement in place which has been adhered to for a period of 6 months, their application may be suspended.

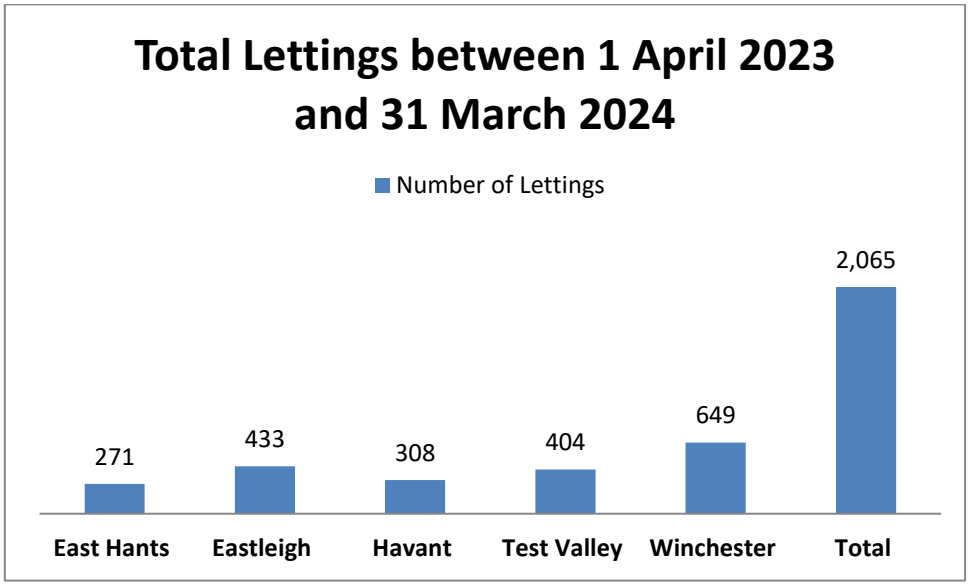
Examples of money owed include:

- Current rent arrears and/or
- Former tenant rent arrears and/or
- Repair costs/Rechargeable works orders and/or
- Claim against deposit scheme for damage or rent arrears and/or
- Rent in advance and or deposit scheme costs owing and/or
- Outstanding debt with a private landlord may be considered.

Lettings

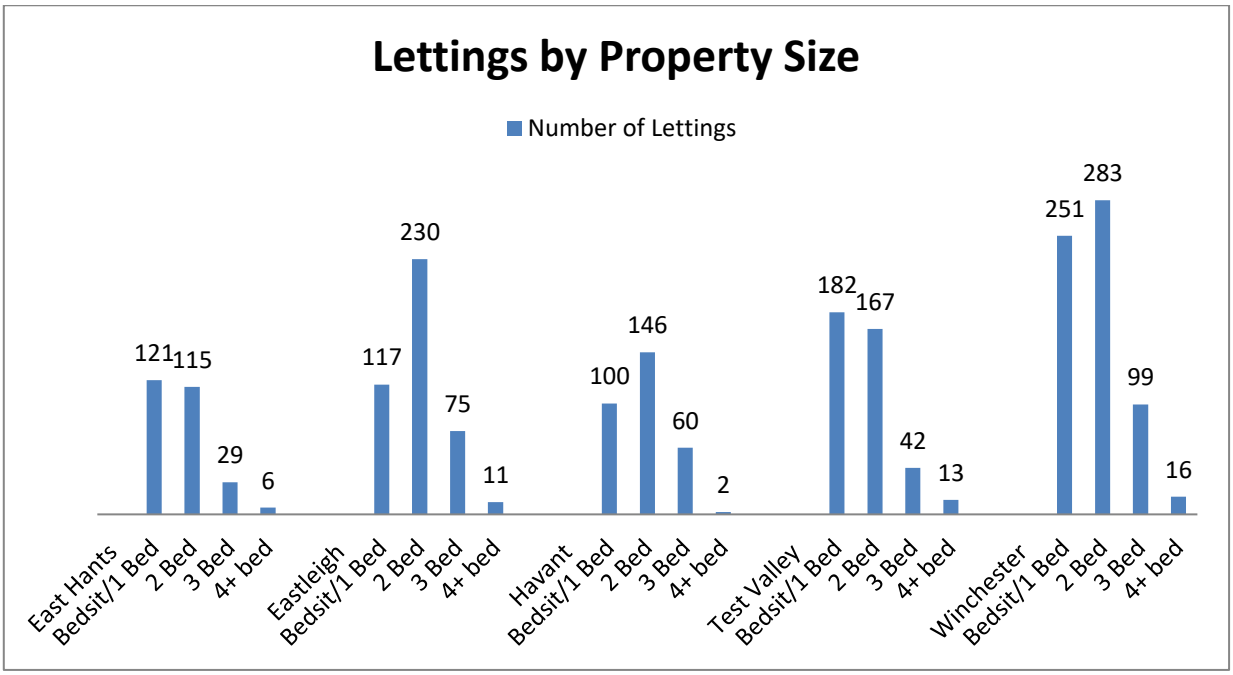
The following details the number of lettings between 1 April 2023 and 31 March 2024 by:

Local authority area:



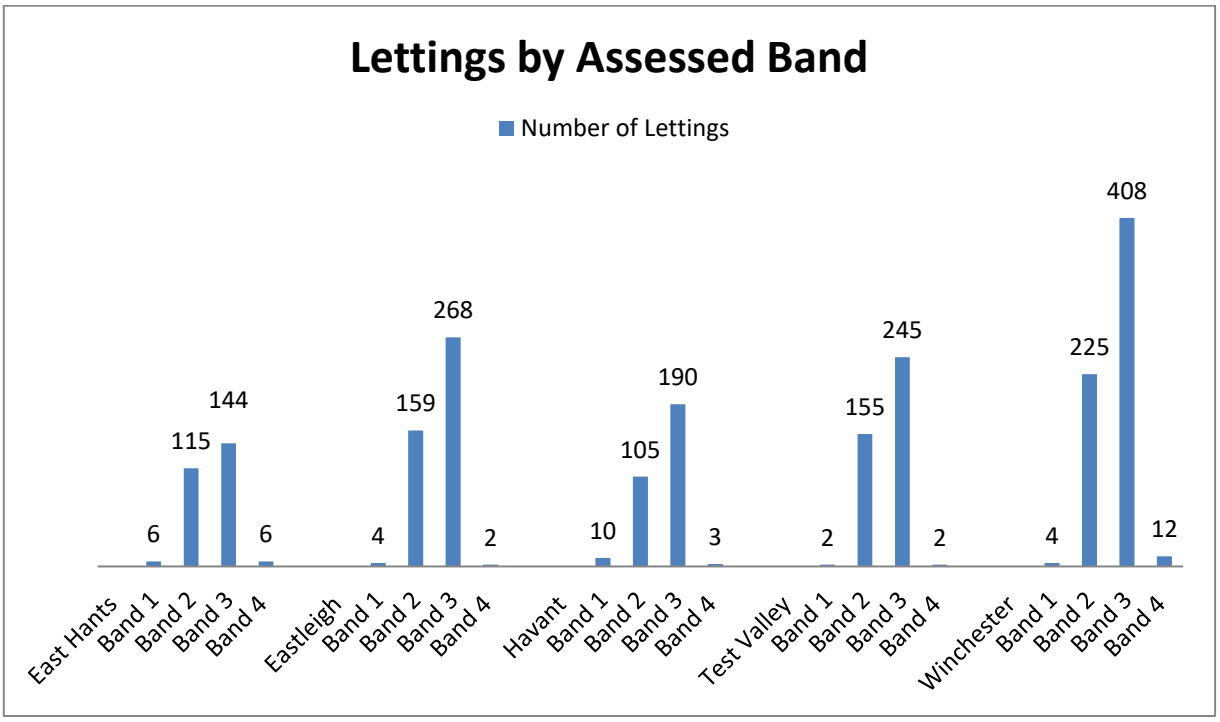
Of the 2,065 lettings there were 649 (31%) in Winchester, 433 (21%) in Eastleigh, 404 (20%) in Test Valley, 308 (15%) in Havant and 271 (13%) in East Hampshire.

Local authority area and property size:



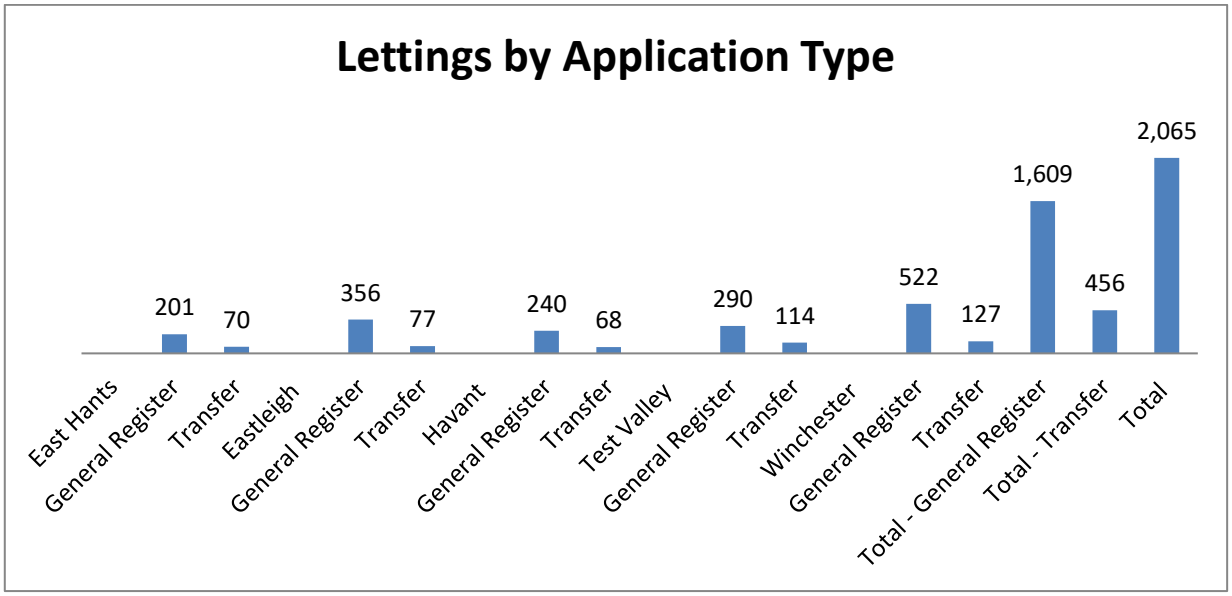
Of the 2,065 lettings, 941 (46%) to 2 beds, 771 (37%) were to Bedsit/1 beds, 305 (15%) to 3 beds and 48 (2%) to 4+ beds.

Local authority area and assessed band:



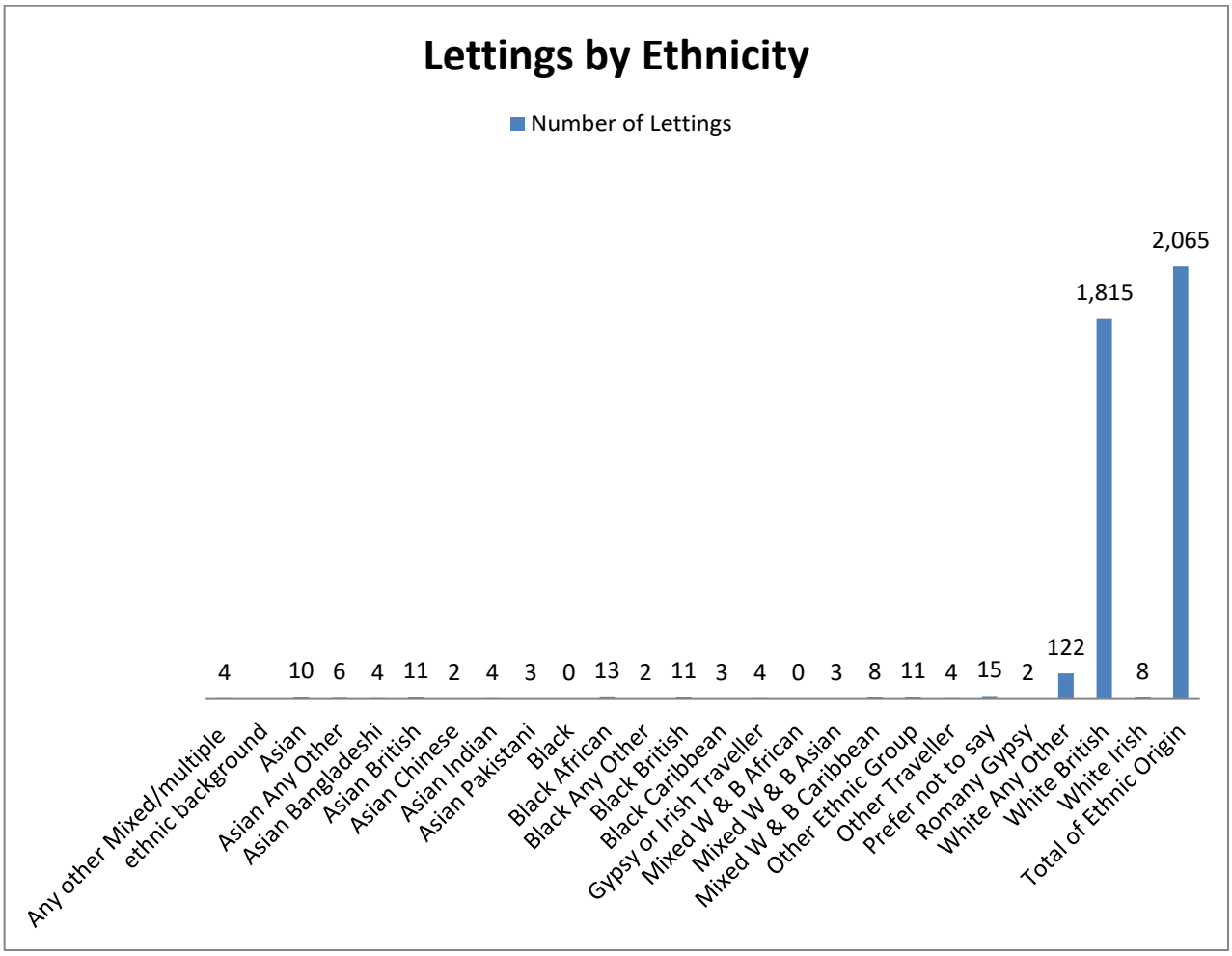
Of the 2,065 lettings, 26 (1%) were made to applicants in band 1, 759 (37%) to applicants in band 2, 1,255 (61%) to applicants in band 3 and 25 (1%) to applicants in band 4.

Local authority area and application type:



Overall, 456 (22%) of lettings were made to transfer applicants. 28% of lettings in Test Valley were made to transfer applicants, compared with 26% in East Hampshire, 22% in Havant, 20% in Winchester and 18% in Eastleigh. A Transfer Application means an applicant is an existing social housing tenant and has been assessed as having a need to move, whilst General Application is applied to all other applications.

Ethnicity:



1,815 (88%) properties were let to applicants who stated on their application form they are White British.

122 (6%) properties were let to applicants who stated on their application form they are White Any Other.

113 (5%) properties were let to applicants who stated on their application form they are; Any other Mixed/multiple ethnic background, Asian, Asian Any Other, Asian Bangladeshi, Asian British, Asian Chinese, Asian Indian, Asian Pakistani, Black, Black African, Black Any Other, Black British, Black Caribbean, Gypsy or Irish Traveller, Mixed W & B African, Mixed W & B Asian, Mixed W & B Caribbean, Other Ethnic Group, Romany Gypsy or White Irish.

15 properties were let to applicants who stated on their application form they would Prefer not to say what their ethnic origin is.

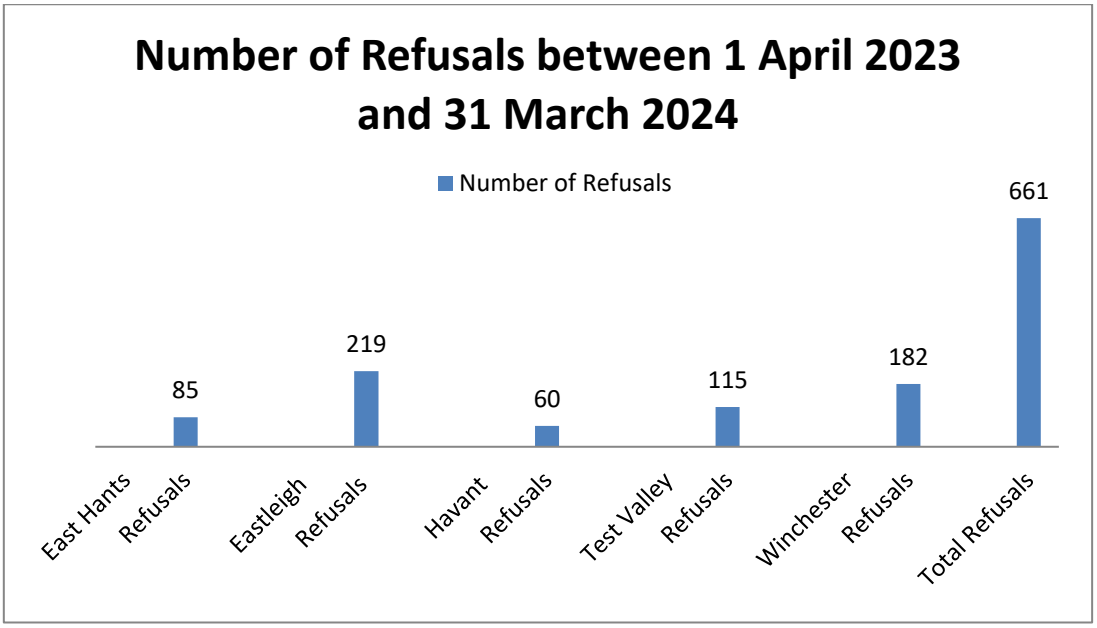
Refusals

A refusal is where an applicant refuses an offer of a property they have bid on or where a Landlord refuses to accept an applicant (the nominee) for a property.

The issue with refusals is that they impact on the timescales a property is empty (known as void times), which incurs rent loss for landlords. It is important that applicants only bid for suitable properties that they are genuinely interested in.

Anyone who successfully bids and is offered suitable accommodation, but subsequently refuses an offer of a property on two occasions within a six month period, will not be able to bid for further properties for six months from the date of the second refusal, as their application will be suspended.

Refusals by local authority area and refusal type:



Between 1 April 2023 and 31 March 2024, a total of 2,726 offers were made for 2,065 properties. Of these, **661** offers were refused, a 24% refusal rate.

East Hampshire - a total of 356 offers were made for 271 properties. Of these, 85 offers were refused, a 24% refusal rate.

Eastleigh - a total of 652 offers were made for 433 properties. Of these, 219 offers were refused, a 34% refusal rate.

Havant - a total of 368 offers were made for 308 properties. Of these, 60 offers were refused, a 16% refusal rate.

Test Valley - a total of 519 offers were made for 404 properties. Of these, 115 offers were refused, a 22% refusal rate.

Winchester - a total of 831 offers were made for 649 properties. Of these, 182 offers were refused, a 22% refusal rate.

Average Waiting Times

The following details the average waiting times for applicants housed between 1 April 2023 and 31 March 2024 by local authority area.

These figures do not include properties advertised as requiring a local connection to a village/parish or properties subject to any other specific requirements.

The average waiting times are meant as an indication and do not mean an applicant will be housed within these timescales. It is likely that the waiting times will vary when calculated again in 12 months.

East Hampshire

Band 2	Band 3
1 bed – 1 year	1 bed – 3 years 10 months
2 bed flat – 11 months	2 bed flat – 2 years 5 months
2 bed house - 2 years 7 months	2 bed house - insufficient data
3 bed - 2 years 7 months	3 bed - insufficient data
4+ bed - 4 years 1 month	4+ bed - insufficient data
55+ properties - 8 months	55+ properties – 1 year 1 month

Eastleigh

Band 2	Band 3
1 bed – 1 year 10 months	1 bed – 5 years 2 months
2 bed flat – 7 months	2 bed flat – 1 year 11 months
2 bed house - 1 year	2 bed house - 3 years 2 months
3 bed - 1 year 10 months	3 bed - 4 years 8 months
4+ bed - 2 years 2 months	4+ bed - insufficient data
55+ properties - 1 year 4 months	55+ properties - 2 years 9 months

Havant

Band 2	Band 3
Bedsit – 10 months	Bedsit - 2 years 10 months
1 bed – 1 year 9 months	1 bed – 4 years 1 month
2 bed flat – 1 year 2 months	2 bed flat – 2 years 6 months
2 bed house - 2 years 5 months	2 bed house - 4 years 3 months
3 bed – 1 year 11 months	3 bed - 5 years
4+ bed - 2 years 4 months	4+ bed - insufficient data
55+ properties – 1 year 3 months	55+ properties – 2 years 10 months

Test Valley (Andover)

Band 2	Band 3
1 bed – 1 year 2 months	1 bed – 3 years 10 months
2 bed flat – 9 months	2 bed flat – 2 years 2 months
2 bed house - 1 year 7 months	2 bed house - 4 years 2 months
3 bed – 2 years 4 months	3 bed - insufficient data
4+ bed - 3 years 1 month	4+ bed - insufficient data
55+ properties – 1 year	55+ properties – 1 year 8 months

Test Valley (Romsey)

Band 2	Band 3
1 bed – 1 year 1 month	1 bed – 3 years 3 months
2 bed flat – 1 year 3 months	2 bed flat – 2 years 5 months
2 bed house - 2 years 2 months	2 bed house – 4 years 8 months
3 bed - 2 years 10 months	3 bed - insufficient data
4+ bed – 4 years 4 months	4+ bed - insufficient data
55+ properties – 1 year 3 months	55+ properties - insufficient data

Winchester

Band 2	Band 3
1 bed – 11 months	1 bed – 3 years
2 bed flat – 8 months	2 bed flat – 1 year 2 months
2 bed house – 1 year 1 month	2 bed house - 2 years 11 months
3 bed – 1 year	3 bed - 2 years 4 months
4+ bed - 2 years 6 months	4+ bed - 5 years
55+ properties – 1 year	55+ properties – 1 year 3 months

East Hampshire District Council
Housing Development

Figure 4 East Hampshire District Council logo

This year the Council helped support the delivery of 144 new affordable homes. A range of tenures including social rent, affordable rent and shared ownership were delivered to meet the various needs of those seeking affordable housing in the district.

The Council also participated in the Local Authority Housing Fund. This scheme was announced by the Department for Levelling Up, Housing & Communities to provide grant funding to support local authorities deliver more move on accommodation for people who have arrived in the UK under the Ukraine and Afghanistan resettlement schemes. The government grant, alongside funding from our affordable housing developer contributions has enabled the Council to purchase 8 properties from the open market. Due to the large need for accommodation, all the homes are occupied which generates a rental income for the Council. The homes will be used in the future to help boost our supply of temporary accommodation for local people.

We are pleased to have part funded another 4 shared equity properties this year with Merlion Homes. The Council's investment has enabled the homes to be sold at a discount of up to 50% from the market value. Our shared equity model continues to work well, and all of the homes are reserved. The Council have part funded the delivery of 43 shared equity homes in the district since 2016.

The Wickets, Rowledge – Merlion Homes



Figure 5 The Wickets, Rowledge – Merlion Homes

Selection of affordable housing schemes in construction during 2023/24

Dragon Court, Petersfield – PHA Homes

PHA Homes delivered 11 new 1 & 2-bedroom affordable homes at Dragon Court, Petersfield. A mix of tenures including social rent and affordable have been provided as part of this high quality, sustainable, town centre redevelopment.



Figure 6 Dragon Court, Petersfield



Figure 7 Dragon Court, Petersfield

Norton Chase, Lovedean - VIVID

VIVID delivered 17 affordable homes as part of this larger development with Bargate Homes. The scheme delivers a mix of 1, 2 & 3-bedroom properties for affordable rent and shared ownership.



Figure 8 Norton Chase, Lovedean

Eastleigh Borough Council
Housing Development

Figure 9 Eastleigh Borough Council logo

Our Corporate Plan 2023 – 2026 identifies that demand for housing of all tenures remains high, with insecure housing known to be a significant determinant of poor health outcomes. Our Local Plan has been adopted and we are seeking to maintain a long-term housing land supply pipeline to support a planned approach to housebuilding.

Eastleigh Borough Council continues to strive to support the delivery of a continual supply of affordable homes to meet the needs of those on Hampshire Home Choice as well as those seeking low-cost homeownership. In conjunction with our partners 218 new affordable homes were completed between 1st April 2023 and 31st March 2024. This provided 151 homes for rent and 67 homes for shared ownership.

There are several larger developments in the Borough that have been under construction for some years that are still contributing to our affordable housing provision. These include developments at North Stoneham Park, Eastleigh, and Boorley Park, Boorley Green. These larger sites together with other new developments now under construction will support the supply of new affordable housing throughout next year and beyond.

Selection of affordable housing schemes in construction during 2023/24

Heath House Lane, Hedge End - VIVID

This development is due to complete this year. On completion, VIVID in conjunction with the developer will have provided 81 homes for rent and shared ownership. The first completions came through in spring 2023 with the remainder of the homes phased to complete through to winter 2024.



Figure 10 Heath House Lane, Hedge End

Boorley Park, Boorley Green – Aster, Sovereign Network Group & VIVID

This development delivered its first affordable homes in 2017 / 2018. Since then, affordable homes have completed in each successive year. Over the lifetime of the development there will be more than 400 homes completed for rent and shared ownership. The main housing provider is Aster, and the last of their affordable homes are due to complete by summer 2024. Additionally, both VIVID and Sovereign Network Group have also delivered some affordable homes on this site. Their homes completed in 2019/2020 and 2022/2023 respectively.

Abri is delivering an extra 67 affordable homes on the Gateway part of the development for rent and shared ownership. The first of these homes completed in March 2024 with the remainder phased over the coming months.



Figure 11 Boorley Park, Boorley Green, Botley

Crows Nest and Maddoxford Lane , Boorley Green – Sovereign Network Group

This Development recently completed. Sovereign Network Group in conjunction with the developer have provided a total of 18 affordable homes for rent and shared ownership.



Figure 12 Boorley Green, Botley

Boorley Gardens, Boorley Green, Botley - VIVID

This development is being delivered by two developers with over 230 affordable homes due. The affordable homes will be for rent and shared ownership and will be phased throughout the whole development. VIVID completed some of the affordable homes in the last year with further homes due to be delivered in the coming months and years.



Figure 13 Boorley Gardens, Boorley Green, Botley

Havant Borough Council Housing Development

Figure 14 Havant Borough Council logo

The Havant Borough Council Corporate Strategy 2022-2026 lists amongst it's aims to facilitate the delivery of and improve the quality of our affordable housing, and this will be inextricably linked with the development of our new Local Plan.

After the withdrawal of our previous Local Plan from Examination we have published a Housing Delivery Position Statement- March 2022 which requires developers to provide 30% affordable housing outside of Havant, Waterlooville, and Leigh Park town centres; and 20% affordable housing on sites within Havant, Waterlooville, and Leigh Park town centres. In addition, new development is expected to meet Nationally Described Space Standards and deliver 2% of homes designed to meet Part M4(3) of the Building Regulations as part of the affordable housing provision.

There remains a significant need for affordable dwellings and increasing the supply of affordable housing within the district is a priority for Havant Borough Council. According to latest housing register data there are 1639 households seeking rented affordable housing in our borough; applicant numbers have remained significantly high in response to the continued shortage of social housing, the high cost of purchasing a home, the rental values in the private rented sector, and the continuing cost-of-living crisis affecting the UK.

Like last year, there are larger developments in the Borough that have contributed to our affordable housing provision in the 2023/24 financial year despite being under construction for a few years. These included developments at Harbour Place in Bedhampton-Havant, Woodcroft Farm-Waterlooville, Elm Tree Place-the Colt site in Havant, and Pebble Walk in Hayling Island.

Winchester Housing Trust and Rentplus have formed a partnership that will help 21 new affordable rent-to-buy homes become, consisting of 2, 3 and 4-bedrooms available in Havant. 11 were handed over in April 2024, with a further 10 in 2025.

These 'Rent to Buy' homes are part Redrow's Harbour Views development in Bartons Road, Havant, and will offer those families on the Hampshire Home Choice waiting list, who fit the criteria, the opportunity to be allocated a home with an affordable rent of 80% of the local market rent for a minimum period of five years. At the end of their tenancy occupiers will be given the chance to buy their rental home and gifted a 10% deposit by Rentplus to achieve this.

Selection of affordable housing schemes in construction during 2023/24

Harbour Place, Bedhampton, Havant – VIVID



Figure 15 Harbour Place, Bedhampton, Havant



Figure 16 Harbour Place, Bedhampton, Havant

This site of over 300 units in total, has been under construction for the last 2 years in a prime area and has delivered a selection of market sale, through Barratts & David Wilson Homes, and both Affordable Rent and Shared Ownership Homes through VIVID.

Woodcroft Farm, Waterlooville - Aster & VIVID



Figure 17 Woodcroft Farm, Waterlooville



Figure 18 Woodcroft Farm, Waterlooville

This site will eventually deliver a total of 288 new homes, over 2 phases, and developed by Linden Homes.

30% affordable housing has been provided by both Aster & VIVID, and consists of 2, 3, & 4-bedroom houses and 2-bedroom apartments.

The final affordable housing homes will be handed over in late Summer 2023.



Figure 19 Woodcroft Farm, Waterlooville

Elm Tree Place, West Leigh, Havant - VIVID



Figure 20 Elm Tree Place, West Leigh, Havant

This site, acquired by VIVID and developed by Drew Smith, has been delivered as 100% affordable. The new homes consist of 1 & 2-bedroom apartments and 2, 3 & 4-bedroom houses.

70% of the dwellings are let at Social Rent with the remainder marketed as Shared Ownership. This site completed in 2023/24.



Figure 21 Elm Tree Place, West Leigh, Havant



Figure 22 Elm Tree Place, West Leigh, Havant

Pebble Walk, Hayling Island - Aster



Figure 23 Pebble Walk, Hayling Island



Figure 24 Pebble Walk, Hayling Island

This site in the south of Hayling Island is being developed by Barratts, with the affordable homes being provided by Aster.

In total there will be 195 new homes including 58 for Affordable Rent and Shared Ownership.

This development has been subject to delays but will continue to deliver social housing throughout 2024 and into 2025.



Figure 25 Pebble Walk, Hayling Island

Harbour Views, Havant – Rentplus and Winchester Housing Trust

2-bedroom Tavy house type:



Figure 26 Harbour Views, Havant

Test Valley Borough Council
Housing Development



Figure 27 Test Valley Borough Council logo

The delivery of affordable homes is important in improving the quality of life for residents in the borough. The Council continue to make every effort to meet, and often exceed the annual target for the provision of 200 affordable homes.

Affordable housing provides homes for people on lower incomes who are unable to meet their housing needs through the private housing market. In Test Valley the Housing Development Team works in partnership with primarily Affordable Housing Providers (also known as “Registered Providers” or “Housing Associations”), focusing on affordable/social rent and low-cost homeownership housing (such as shared ownership). We also work closely with private housing developers and Parish Councils for rural affordable housing delivery.

2023-24 financial year has seen the delivery of a total of 112 affordable homes. The target set out in the Housing Strategy 2020-2025 is for the delivery of 200 affordable dwellings per year and whilst this year’s figure of 112 falls short, the Council is still on course to meet the delivery target of 1000+ new affordable homes over the duration of that strategy. The 112 completions for 2023-24 incorporates 39 social rented homes, 32 affordable rented homes and 41 shared ownership homes.

Test Valley Borough Council received funding under the Local Authority Housing Fund programme which enabled the delivery of 14 homes for Ukrainian and Afghan refugees, with the properties becoming part of the permanent affordable housing stock in the borough. Within the 112 new affordable homes delivered in 2023-24, Test Valley provided 4 x 2 bed flats, 9 x 3 bed houses, and 1 x 4 bed house through the use of this funding, in partnership with VIVID.

New affordable homes are still being built across Test Valley and we look forward to providing new homes in the future, for local residents. All of the rented homes will be advertised on Hampshire Home Choice website**. Hampshire Home Choice** is a way of looking for social housing available for rent across the Hampshire Home Choice sub-region and aims to give applicants a choice in deciding where they wish to live. Visit the Hampshire Home Choice website www.hampshirehomechoice.org.uk to see properties advertised for rented tenure.

Shared Ownership homes will be advertised by Affordable Housing Providers who have homes available for sale. The way in which customers apply for shared ownership has changed, and information on how to access shared ownership schemes and other affordable home ownership schemes and initiatives can be found by following this link: www.gov.uk/affordable-home-ownership-schemes .Discount Market homes (relets) are advertised via Local Estate Agents and Rightmove.

Selection of affordable housing schemes in construction during 2023/24

Azure Place, Romsey - VIVID

The Cupernham Lane site (known as Azure Place), at Romsey has delivered 21 new affordable homes, all houses, and delivered as social rent and shared ownership. These dwellings have been produced through working in partnership with VIVID Homes.



Figure 28 Azure Place, Romsey



Figure 29 Azure Place, Romsey

Stoneham, Chilworth

The Old Mansion site, Stoneham, Chilworth has been a successful mixed tenure affordable housing scheme with open market dwellings, working in partnership with VIVID Homes. The site consists of 48 affordable dwellings in total, including 17 social rented dwellings, 12 affordable rented dwellings and 19 shared ownership dwellings, with a mix of 1 & 2-bedroom flats and 3-bedroom houses.



Figure 30 Stoneham, Chilworth

Should you wish to discuss affordable housing delivery in more detail, please contact the Housing Development Team
HousingDevelopmentTeam@testvalley.gov.uk
Last Updated: April 2024

Winchester City Council
Housing Development

Figure 31 Winchester City Council logo

Winchester City Council is embracing sustainable technologies and renewable energy in its schemes to contribute to the council's ambition of making the Winchester District carbon neutral by 2030.

As a council, we are working to ensure that every resident across the district has access to a good quality home that is both affordable and energy efficient. To achieve this, we have set an ambitious target to provide 1000 new homes between 2021 and 2030. We also have bold ambitions to mitigate the climate emergency through our house building programme by designing and building new homes to achieve as close to net zero emissions as possible.

The council is very excited to have completed its first PassivHaus scheme and to have its first Passivhaus Plus scheme under construction. Winchester City Council is committed to building to PassivHaus and AECB building standards wherever practicable.

Selection of affordable housing schemes completed during 2023/24

Winnall Flats

We have just taken partial handover of the un76 units at our new affordable housing scheme in Winnall.

The new flats are accredited to Passivhaus low energy building standard. The scheme provides a total of 73 new flats in two new blocks and three new houses.



Completion of the landscaping is due in the coming weeks. A major feature of the scheme is the upgrading of the public open space around the existing four blocks on the site by changing the previous car-dominated areas to a more people focussed environment – making it more pleasant to walk around the site and also making space for a new pocket park to encourage positive resident interactions.

North Whiteley

The council took final handover of the scheme in August 2023. Winchester City Council completed a purchase agreement with Drew Smith Ltd (part of the Vistry Partnerships) for the completion of 54 new homes in North Whiteley. The scheme will be a mix of 2, 3 and 4-bedroom homes for affordable rent and shared ownership

The homes are built to the AECB standard (Association for Environment Conscious Building) addressing the climate emergency by delivering as close to net zero carbon as possible.

To date all the rented homes are occupied and the remaining shared ownership plots are under offer.



Figure 32 North Whiteley

Selection of affordable housing schemes in construction during 2023/24

Southbrook Cottages, Micheldever

Work is still underway to convert a former garage block into six affordable and highly energy efficient new homes at Southbrook Cottages in Micheldever.



Figure 33 Southbrook Cottages, Micheldever

This is the council's pilot Passivhaus Plus scheme, addressing the climate emergency by delivering as close to net zero carbon as possible. This standard of construction means the homes will need far less energy to heat or cool than conventional homes – and the little energy that will be needed will be from renewable sources.

The scheme consists of 6 affordable rent homes with a mix of 1 and 2-bedroom flats and is due to be completed May 2024.



Figure 34 Southbrook Cottages, Micheldever



Figure 35 Southbrook Cottages, Micheldever

Strategic Planning Research Unit

Appendix 27

PN/24/97248 Bursledon Hall Cover Letter

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

bell cornwell
CHARTERED TOWN PLANNERS
01256 766673 | info@bell-cornwell.co.uk | bell-cornwell.co.uk

Head of Planning

Eastleigh Borough Council

Our ref: 3441

BY ELECTRONIC SUBMISSION VIA PLANNING PORTAL

15 April 2024

Dear Sir/ Madam

Application for Prior Approval – Part 3 Class MA Town and Country Planning (General Permitted Development) (England) Order 2015 – Bursledon Hall, Blundell Lane, Bursledon SO31 1AA.

On behalf of our client, DSRU at Bursledon Hall, we apply for the prior approval of the Local Planning Authority for the change of use of a building from Class E (Business) to Class C3 (Residential Dwellings), pursuant to Part 3, Class MA of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) ("the GPDO").

The following plans are submitted with the application:

- Site Location and Block Plan
- Existing Floor Plans
- Proposed Floor plans
- Existing and Proposed Elevations

The Site and Surrounding Context and Site Planning History

Bursledon Hall is located to the north of the M27, between Hedge End and Bursledon. Access is via Dodwell and Blundell Lanes. Whilst originally built/ occupied as a dwelling and subsequently used as a childrens' hospital, planning permission was granted in 1989 for change of use to allow for office purposes, for academic and medical statistical research purposes. (Ref Z/25924/002/00). The Council has confirmed, via the grant of previous applications under Class O of the GPDO, that the lawful status is office (B1, now Class E). Prior approval has been granted for change of use to residential (PN/21/91216), but this has not been implemented. A further application, for full permission for change of use to residential has been submitted and is, subject to production of further supporting information, pending determination.

The Proposal

The proposal is to convert the building, internally, to create 16 no. residential dwellings, as follows:

	1 bedroom Flats	2 bedroom Flats	TOTAL
Main House – Ground Floor	3	2	5
Main House – First Floor	3	1	4
Main House – Second Floor	3	1	4
The Annex	0	2	2
The Pavilion	1	0	1
TOTAL	10	6	16

This application is made pursuant to Part 3 Class MA of the GPDO, which provides:

Permitted development

MA. *Development consisting of a change of use of a building and any land within its curtilage from a use falling within Class E (commercial, business and service) of Schedule 2 to the Use Classes Order to a use falling within Class C3 (dwellinghouses) of Schedule 1 to that Order.*

This proposal replicates the plans for the Class O Prior Approval already granted under reference PN/21/91216.

As of 6 April 2021, the GPDO has been amended to require that any dwellings created under permitted development rights must comply with the nationally described space standards. Section 3(9A) provides:

" Schedule 2 does not grant permission for, or authorise any development of, any new dwellinghouse—

(a)where the gross internal floor area is less than 37 square metres in size; or

(b)that does not comply with the nationally described space standard issued by the Department for Communities and Local Government on 27th March 2015."

All of the dwellings to be created will meet/ exceed these standards.

Restrictions on the Application of Class MA

Having established the lawful use of the site within Class E, it is clear that the site qualifies for the change of use under the provisions of Class MA. It therefore remains to assess the proposals against all other relevant tests of that class and then the subjective considerations of the process.

Development is not permitted by Class MA unless certain requirements are met, as addressed in turn below. These considerations are set out in MA.1 of the GPDO.

MA.1(b) – The building must have been within Use Class E for a continuous period of at least 2 years prior to the date of the application.

Bursledon Hall has been in office use since the late 1980s, as confirmed by the planning history analysis above.

MA.1(d) – where land covered by, or within the curtilage of, the building – (i) is of forms part of a site of special scientific interests; (ii) is or forms part of a listed building or land within its curtilage; (iii) is of forms part of a scheduled monument or land within its curtilage; (iv) is or forms part of a safety hazard area; or (v) is or forms part of a military explosives storage area.

Neither the land covered by Bursledon Hall, nor its curtilage falls within any of these exceptions.

MA.1(e) – if the building is within – (i) an area of outstanding natural beauty; (ii) an area specified by the Secretary of State for the purposes of section 41(3) of the Wildlife and Countryside Act 1981; (iii) the Broads; (iv) a National Park; or (v) a World Heritage Site

None of these exceptions apply.

MA.1(f) – where the site is under agricultural tenancy.

The site is not under any such tenancy.

MA.1(g) - before 1 August 2022, if – (i) the proposed development is of a description falling within Class O of this Part as that Class had effect immediately before 1 August 2021 and (ii) the development would not have been permitted under Class O immediately before 1st August 2021 by virtue of the operation of a direction under article 4(1) of this Order which has not since been cancelled in accordance with the provisions of Schedule 3."

The 1 August 2022 date has now passed so this clause is no longer relevant. For clarity, Class O of the GPDO 2015 (prior to amendment in 2020) authorised change of use of B1(a) offices to C3 dwellinghouses in certain situations. This condition on the exercise of Class MA sought to prevent conversion from office to residential where a previous Article 4 direction had been made to restrict such change and where the direction remains in force.

There are no Article 4 direction in force restricting the ability to exercise permitted development rights for change of use from Class E to C3 in this specific location.

For completeness, we note that prior to 5 March 2024 Class MA.1 contained two further restrictions which no longer apply:

MA.1(a) – It was previously a requirement that the building be vacant for a continuous 3 month period prior to application.

MA.1(c) – It was previously a requirement that the cumulative floorspace being changed not exceed 1500sqm.

Both of these requirements have now been removed for applications submitted after 5 March 2024.

Conditional Requirements of Class MA

As set out in MA.2 of the GPDO there are also a number of additional conditions which apply to Class MA applications. The applicant is required to apply to the local planning authority for a determination as to whether the prior approval of the authority will also be required, as to:

Transport impacts of the development, particularly to ensure safe site access:

When considering the previous Class O application (PN/21/91216), the HCC Highways Officer confirmed they had no objection to conversion of the building to residential use, as proposed, as the existing access would be used, and the trip rates would likely be reduced as compared to office use. Subject to compliance with the parking standards and cycle parking, they were content with the transport impacts of the proposal. A similar conclusion arises for the present application.

Contamination risk in relation to the building

When considering PN/21/91216, Eastleigh Borough Council's Environmental Health Officer (Contaminated Lane) raised no objection to conversion. Given the historic us as a hospital, they did suggest the preparation of a preliminary risk assessment to include a site walkover and conceptual site model. This would be secured by standard contaminated land conditions.

Flooding risks in relation to the building

The Site/ building is in Flood Zone 1, at lowest risk of flooding. The officer's report for PN/21/91216 confirms that the site is not in an area with critical drainage problems: "Taking account of this, as well as the elevated position of the building and its ground relative to the surrounding topography, it is not considered that the site would be at adverse risk of flooding and the prior approval of the local planning authority is not therefore required in this particular respect".

Impacts of noise from commercial premises on the intended occupiers of the development;

As confirmed in the officer's report for PN/21/91216, the matter for consideration in a Class O application (and equally in the present Class MA application) is commercial noise only, not general ambient noise or noise arising from non-commercial sources. The officer was content that "there are no commercial premises which could impact the development from a noise perspective in the immediate visible of the site and thereby it is considered that the prior approval of the LPA is not required in this respect."

Where the building is located in a Conservation Area and the development involves change of use of the ground floor, the impact of that change on the character or sustainability of the Conservation Area;

The Site is not within any Conservation Area.

The provision of adequate natural light in all habitable rooms of the dwellinghouses;

In the previous application the officer was content that the habitable spaces within the flats would be served by good sized window openings which would not be unduly impeded or impacted upon by external obstructing features such as trees or other buildings. The layout proposed repeats and replicates this.

The impact on intended occupiers of the introduction of residential use in an area considered important for general or heavy industry, waste management, storage and distribution.

The area is not important for these purposes.

Where the development involves the loss of services provided by (i) a registered nursery or (ii) a health centre maintained under section 2 or 3 of the National Health Service 2006, the impact on the local provision of the type of service loss;

The site is not in use for either of these purposes.

Where the development meets the fire risk condition, the fire safety impacts on the intended occupants of the building.

MA.3. clarifies that development meets the fire risk condition if the development relates to a building which will—(a) contain two or more dwellinghouses; and (b) satisfy the height condition in paragraph (3), read with paragraph (7), of article 9A (fire statements) of the Town and Country Planning (Development Management Procedure) (England) Order 2015.

These requirements are as follows:

- Article 9A (3): The height condition is that— (a) the building is 18 metres or more in height; or (b)the building contains 7 or more storeys.

- Article 9A (7): (7) For the purpose of paragraph (3)— (a)the height of a building is to be measured from ground level to the top floor surface of the top storey of the building (ignoring any storey which is a roof-top machinery or plant area or consists exclusively of machinery or plant rooms); (b)when determining the number of storeys a building has— (i) any storey which is below ground level is to be ignored; and(ii) any mezzanine floor is a storey if its internal floor area is at least 50% of the internal floor area of the largest storey in the building which is not below ground level.

Bursledon Hall does not meet the fire risk condition (being lower than 18m/7+ storeys) and therefore a risk safety impact assessment is not required.

In summary, this application replicates the application previously made and approved and is policy compliant, as such we look forward to receiving a positive and prompt determination.

Should you have any queries, please do contact the writer.

Yours faithfully

BELL CORNWELL LLP

[redacted]

Associate
DD: 01256 382 031
btaylor@bell-cornwell.co.uk

Strategic Planning Research Unit

Appendix 28

PN/24/97248 Bursledon Hall Decision Notice

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

EASTLEIGH BOROUGH COUNCIL

Application	PN/24/97248
Please ask for	Summer Sharpe
Direct dial	023 8068 8841
Working hours	Mon to Fri 8:30am to 5pm
Email	summer.sharpe@eastleigh.gov.uk

MRS BRIGID TAYLOR
UNIT 2
MERIDIAN OFFICE PARK OSBORN WAY
HOOK
RG27 9HY

Tuesday 4 June 2024

The Town and Country Planning (General Permitted Development) (England) Order 2015, Schedule 2, Part 3, Class O

Application No. PN/24/97248

In pursuance of their powers under the above Act and in accordance with your application received on Friday 19 April 2024 the Council, as Local Planning Authority hereby confirms that **Prior Approval** is **Granted** for the following :

Description:	Prior Notification Application Under Class MA for the change of use from offices (Class E) to 16no. dwellings (Class C3)
Site:	BURSLEDON HALL, BLUNDELL LANE, BURSLEDON, SOUTHAMPTON, SO31 1AA

Subject to due compliance with the following conditions:

1 The development hereby permitted must be completed within a period of three years from the date of this decision.

Reason: To comply with the provisions of Schedule 2, Part 3, Class MA of The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended).

2 The development hereby permitted shall be implemented in accordance with the following plans numbered:
- Site Plan Existing/ Proposed 4335-01 Rev 0
- Main House – Ground Floor Plan Existing 4335-02 Rev 0
- Main House – First and Second Floor Plans Existing 4335-03 Rev 0
- Annex, Pavilion and Barn Floor Plans Existing 4335-04 Rev 1
- Main House – Ground Floor Plan Proposed 4335-05 Rev 0

- Main House – First and Second Floor Plans Proposed 4335-06 Rev 1
- Annex and Pavilion Floor Plans Proposed 4335-07 Rev 1
- Bursledon Hall Drug Research Unit Blundell Lane ENC/0912197HH9Top
- Location plan ENC/0912197HH9Loc
- Elevations ENC0912197HH9LP

Reason: For the avoidance of doubt and in the interests of proper planning.

3 No construction or site preparation works involving excavation shall start until a 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;
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 construction;
e) a scheme for controlling noise and vibration from construction activities;
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 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; and
l) hours of working

Reason: To limit the impact the development has on the amenity of the locality and to protect biodiversity

4 No work shall commence on site until the following has been submitted to, and approved in writing by the Local Planning Authority:
a. A Report of Preliminary Investigation comprising a Desk Study, Conceptual Site Model, and Preliminary Risk Assessment documenting previous and existing land uses of the site and adjacent land in accordance with UK Land contamination risk management (LCRM) national guidance, and BS10175:2011 Investigation of potentially contaminated sites - Code of Practice, and, unless otherwise agreed with the Local Planning Authority,
b. A Report of a site investigation documenting the ground conditions of the site and incorporating chemical and gas analysis identified as appropriate by the

Preliminary Investigation and in accordance with BS10175:2011, BS 8576:2013, BS 8485:2015+A1:2019, Claire RB17, CIRIA C665 and unless otherwise agreed with the Local Planning Authority
c. if required, a detailed site-specific scheme for remedial works and measures to be undertaken to avoid the risk from contaminants and/or gases when the site is developed and proposals for future maintenance and monitoring. Such a scheme shall include nomination of a competent person to oversee the implementation of the works.

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

5 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 4(c) that any remediation scheme required and approved under the provisions of condition 4(c) has been implemented fully in accordance with the approved details (unless varied with the written permission of the Local Planning Authority in advance of implementation). Unless otherwise agreed in writing with the Local Planning Authority such verification shall comply with UK Land contamination risk management and the guidance contained in EA Guidance for the Safe Development of Housing on Land Affected by Contamination – R&D Publication 66:2008. Typical such a report would comprise:
i) A description of the site and its background, and summary of relevant site information
ii) A description of the remediation objections and remedial works carried out
iii) Verification date, including – data (sample locations/ analytical results, as-built drawings of the implemented scheme, photographs of the remediation works in progress, etc)
iv) Certificates demonstrating that imported and/or material left in situ is free from contamination and gas/vapour membranes have been installed correctly. Thereafter the scheme shall be monitored and maintained in accordance with he scheme approved under condition 4(c).

Reason: To minimise the risk from land contamination for the safety of the occupiers of the approved dwellings.

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

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

7 The development hereby permitted shall not be occupied until a plan showing the layout and allocation of car parking to serve the dwellings has been submitted to and approved in writing by the Local Planning Authority and the car parking has subsequently been provided in accordance with the approved details. The approved parking shall thereafter be retained and reserved for that purpose at all times.

Reason: To make provision for adequate off-street parking in the interest of highway safety.

8 The development hereby permitted shall not be occupied until details of secure cycle and bin storage for the occupiers of the residential dwellings have been submitted to and approved in writing by the Local Planning Authority and the storage has subsequently been provided in accordance with the approved details. This shall thereafter be retained and reserved for this purpose at all times.

Reason: To provide secure cycle storage facilities for residents in the interests of encouraging the use of sustainable modes of travel.

Note to Applicant:
Development must not be begun until the applicant has submitted a Regulation 77 application and obtained subsequent written consent from the Local Planning Authority and Natural England (as required under Regulations 75-78 of The Conservation of Habitats and Species Regulations 2017). A regulation 77 application is required because the site is within the catchment of The Solent and Southampton Water Special Protection Area (SPA) and, through the introduction of new residential dwellings, the development has the potential to increase recreational pressure within the SPA as well as to cause additional nitrogen loading through the waste water system, thereby resulting in a likely significant effect on the designated site.

10 Note to Applicant:
In accordance with paragraph 38 of the National Planning Policy Framework (December 2023), Eastleigh Borough Council takes a positive approach to the handling of development proposals so as to achieve, whenever possible, a positive outcome and to ensure all proposals are dealt with in a timely manner.

Yours faithfully



Nicholas Parker
Planning Manager

N.B. See Attached Notes

Strategic Planning Research Unit

Appendix 29

Eastleigh Borough Council 5 December 2024 Cabinet Item 8 Report – One Horton Heath Update

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

CABINET

Thursday, 5 December 2024

ONE HORTON HEATH UPDATE

Report of the Deputy Chief Executive (CFO)

It is recommended that Cabinet notes the Council's progress across various projects within the One Horton Heath programme.

Summary

This report is a quarterly update to the Audit and Resources Committee on the progress of the One Horton Heath development. An update report will continue to be presented quarterly to the Committee throughout the life of the project so that Councillors are fully appraised of progress.

The last update in July 2024 saw the approval of the award of a contract to Wates Construction Ltd to enable the delivery of 381 homes on the Lower Acre. Final discussions are currently ongoing with Wates to confirm a revised delivery programme and any resulting additional costs as the start on site date in September has moved to February 2025.

Work has been progressing on many other elements within the programme including:

- Near completion of "The Avenue";
- Continued monitoring of environmental improvements;
- Ongoing work on piling and foundations for the Lower Acre;
- Launch of the eastbrooke homes website and estate agency;
- In-house design of the new housing rent system;
- Revision to house type packs to make them more effective for future residential parcels;
- Work on appointing a team to master plan the development;
- Work on the delivery route for the primary school;
- Work on a brief for the Local Centre;
- Specialist advice around the housing market received; and
- Specialist advice around older persons housing provision to be received imminently.

In future, where elements of the project need Councillor decisions, separate reports will be presented to both this Committee and Cabinet for consideration.

Statutory Powers: Localism Act 2011, Section 1

Introduction

1. This report updates the Audit and Resources Committee on the progress with the One Horton Heath (OHH) Programme. Updates are brought to this Committee on a quarterly basis to ensure Councillors are sighted on progress against approved timetables and budgets across all workstreams within the programme. There will continue to be targeted briefings for all councillors on specific elements of the programme as appropriate/requested.

2. A plan of the One Horton Heath site, split into parcels, with parcel names and the number of units planned within each parcel can be found in Appendix A to provide additional context. For images of the latest progress photos and a web link to take a virtual tour via drone footage, please refer to Appendix B.

3. As well as updating on progress, this report details where there are delays on delivery timelines and potential increased cost for the Lower Acre. The Outline Planning Application (OPA) and the Design Code are close to completion, which will make the bringing forward of future parcels easier to plan. Work is continuing to review the business plans around both residential parcels and other areas including the potential cost of the primary school. Once the outcome of this work is known a further report will be brought to the relevant committee.

4. Work is now underway to staff a team to work on the site wide master-planning. This team will use the information being gained from Local Centre, early years and Older Persons Housing consultancy reports that have been or are to be commissioned, to ensure that the masterplan considers all aspects of the development, not just residential, to ensure that One Horton Heath is a thriving community.

5. The infrastructure works are continuing well with a recent site tour demonstrating the progress made with Road 3 “The Avenue” virtually completed and piling and foundations progressing across the Lower Acre. The ecological works are reaping dividends with bat habitat improvement works and approximately 100 bat boxes installed across the site, already showing signs of habitation from both bat colonies, wood mice, and birds, including barn owls.

Strategic Implications

6. A key Council Corporate Plan (2023-26) theme of ‘Creating homes and communities’ seeks to ensure there is a planned housing supply to meet residents’ requirements for new housing in the Borough. Furthermore, the Corporate Strategy for Housing (February 2018) also explains the Council is a housing delivery enabler and taking responsibility for making development happen in the area, with an emphasis on actively using its own assets and capabilities to unlock housing opportunities. The One Horton Heath development is a key programme in achieving this objective.

7. Cabinet also endorsed an Eastleigh Homes Delivery Strategy in December 2020, which provides a direction of travel for the Council's Strategic Housing Programme activity from 2021. The Delivery Strategy confirms the Council's aim to enable and encourage green and sustainable lifestyles for all (Aim 4).

Cabinet Approvals to Date

8. The One Horton Heath Programme is a large-scale development spanning several years across several phases. There is an overarching masterplan with an outline planning permission (subject to s106 agreement) and a business plan which supports the scheme. However, for the Council to move ahead with the scheme, each phase will be brought to Cabinet, after scrutiny by this Committee, with additional detail in order that a fully informed approval can be made at each stage.

9. To date, formal approval has been received to purchase the land, deliver secondary infrastructure across the wider site and to self-deliver the "Lower Acre" which is the first residential parcel of 381 homes. Approval has also been received to consider the feasibility for self-delivery of the new Primary School, obtain planning permission for the next housing phases (Quobleigh Breach and Upper Acre) and produce briefs for The Holme and Homestal residential parcels.

10. A table summarising the financial approvals received to date is as follows:

Project Workstream	**Budget £000**
Serviced Land	271,116
Overheads	34,799
Sales and Marketing	9,946
Lower Acre	182,241
Quobleigh Breach (up to planning)	831
Upper Acre (up to planning)	950
Local Centre (Feasibility)	300
Total	**500,184**

11. Note, current approvals are only for self-delivery for the Lower Acre, however the overarching business plan is being refined to demonstrate the financial impact of full self-delivery and the consequent stock that the Council would hold. It remains the intention to demonstrate, prior to commencement, the feasibility of self-delivery of each phase through scrutinised Cabinet decision.

Lower Acre Delivery

12. On 31 July 2024, Cabinet approved the award of the tender to Wates Construction Ltd for the superstructure at the Lower Acre. This brought the approved capital expenditure budget for the Lower Acre to £182M which includes all works on that area of the site. Work has been ongoing to enable the contract with Wates to be finalised and signed by both parties.

Discussions on terms, in conjunction with the Council's external legal advisors, have progressed well and should conclude within the next two weeks. A tender for the appointment of an external Contract Administrator to monitor the Wates contract for the Council is currently under way. This will be awarded prior to Wates commencing work.

13. There are several matters which have caused delays on the lower Acre The delays are largely due to poor ground conditions leading to the need to instruct for additional excavation and filling work. A variation of works to Foxwood Road has also added an additional 12 weeks to the programme and this, coupled with design inconsistencies / availability of drawn information for contractors working on site; Hope & Clay and Speedeck. This has impeded the continuity and sequencing of both contractors' ability to carry out their contract works to programme.

14. It is likely that additional costs will be incurred for the groundworks as both Hope & Clay and Speedeck contract dates expire before their works will be completed. The Commercial Team are in the process of assessing the costs for prolongation and re-setting of contract dates / duration, which will be included in the revised business plan.

15. A final set of drawings is being prepared to issue to Wates to enable construction to begin. Once construction begins, it is important that this can continue in line with the programme as delays resulting in down time for the contractor will lead to additional costs. Discussions with Wates also clarified that they could not accommodate an accelerated build programme to keep to the initial end date. This would also have posed a significant problem for the Council around the cost of holding housing stock which would have been produced more quickly than it could have been sold. The revised programme has been flexed to make the delivery trajectory more realistic. The Sales and Marketing Team are aware that the delivery of homes will be later than initially envisaged so that recruitment can be delayed/staggered where appropriate.

16. The planned programme has been reworked as a result of the above-mentioned issues, leading to start on site moving back to February 2025. This will result in delivery of first homes on the Lower Acre beginning in August 2025. A summary of the revised programme, agreed with all relevant contractors, is attached at Appendix C. The revised Business Plan which is currently being worked on will include any forecast costs of delay. The intention is to sign the contract with Wates by the end of November and Councillors will be informed when this milestone is achieved.

17. As part of the ongoing contract with Wates, the Value Engineering (VE) process needs to be fully costed and agreed both with the contractor and the Council. Any savings will have a positive impact on the Business Plan for both Lower Acre and subsequently the wider OHH Business Plan, as the changes will be incorporated in future residential parcels.

18. The Board has decided the strategy for electric vehicle charging (EVC) which will result in chargers from allocated spaces being wired directly to meters of

properties allowing homeowners/renters to choose supplier. Agreeing a strategy allows designs to be finalised, priced and implemented. It is anticipated the cost to implement this strategy is well within the budget allowance. It further provides the homeowner the ability to choose their energy provider and control usage.

19. Once the impacts of changes to the programme and the impacts of VE have been finalised, the Business Plan will be revised, both for Lower Acre and the wider site. This will confirm whether the Lower Acre budget is sufficient and will also provide an update on the business plan for the wider site.

20. Work to progress the planning approval for the Lower Acre continues. A programme has been put in place to discharge conditions and to secure approval for amended house types using non-material amendments (NMAs) where appropriate, or section73s (application to amend approved plans) where necessary. Overlay Plans are in the process of being prepared by Ridge to discuss the necessary amendments with Development Management. Revised Plans for the apartments have been progressed and will be discussed with Development Management imminently, after which point a s73 application will be prepared. The Deed of Variation submitted to the s106 for the removal of affordable housing needs to be signed with a subsequent Deed of Variation to follow for the highway crossing points in Burnetts Lane.

Outline Planning Approval (OPA)

21. Regarding the OPA, one of the remaining matters has been the approach to mitigating the impact of increased visitors to the New Forest. A Board workshop was held on 17 October 2024 to provide an update on the approach to mitigation of the New Forest Protected Sites. The OHH Board has accepted the ‘financial risk’ associated with providing s106 contributions to a new SANG (Suitable Alternative Natural Green Space) at Stoke Park Farm (£4.6M). This risk can be mitigated through the creation of additional Alternative Natural Recreational Greenspace (ANRG) on land that falls both within and immediately adjacent to the boundary of One Horton Heath. This has the potential to significantly reduce, or remove, the s106 contribution to SANG at Stoke Park Farm.

22. The update also advised that Natural England (NE) were supportive of the broad approach to New Forest mitigation however would not remove their objection as residents at OHH would not have free car parking at Itchen Valley Country Park (IVCP). OHH Board took the decision that the free parking requirement was onerous and set an unacceptable precedent for the wider Borough, as a compromise however each new resident would be offered an annual parking pass at IVCP for one year only.

23. The following documents will be submitted shortly for the OPA to allow it to be taken to Committee following the appropriate consultation period; Mitigation to the New Forest Protected Sites Report; the Shadow HRA; Energy & Sustainability Assessment, Biodiversity Net Gain Statement, and the Revised SuDs Maintenance & Management Protocol.

24. The education elements of the s106 are still being negotiated with HCC with regular chasing for their comments in order that wording can be agreed. The s106 has been drafted on the assumption of self-delivery of the primary school and as this is not the usual approach, agreeing the details within the s106 has been time consuming.

25. The timetable for taking the OPA back to Committee is now early December. The delays to the OPA determination are largely attributed to working through the finer details of issues associated with the New Forest protected sites and education.

Design Code

26. The current version of the Design Code has three sections. The first is the strategic landscape, setting out the framework of the Code including referencing the OHH overarching vision, strategies and approaches to "site wide" matters. The second section focuses on the character / neighbourhood areas, setting out what is or could be expected in each area and the third section covers the "design standards". This will be a technical document that explains the design approach to many elements e.g. parking, amenity space, rainwater goods, and boundary treatment.

27. Consultants have contributed to this version of the Code, drawing from the National Model Design Code process / guidance and the OHH vision statement and specific documents. The draft Code was presented to and discussed at a Board workshop (28/08) since which time staff have met to review the content, highlighted gaps in information needed to inform the Code and agree the next steps, including public consultation.

Site-wide Utilities and infrastructure

28. Work has been completed to secure electrical capacity (15MVA) for the wider site. Works are well under way to install cables on the first 5MVA, which will serve The Avenue and the Lower Acre, with a target of energising the site in November 2024. All legal work relating to this has been completed and the wayleaves are signed off and in place.

29. The remaining 10MVA requires a substantial upgrade at Velmore substation. as it requires additional transformers and switchgear to be installed inside the substation a new cable will then need to be installed from the substation to the OHH site to bring the additional power for the remaining works - these works are currently in detailed design and anticipated costs have been included in the period 5 cost reports. The works are currently on track to enable power to site in Spring 2026.

30. All utilities are currently being installed on the Lower Acre and progressing well: mains and communications have been laid to Foxwood Road and now commencing on parcel 1 (first 46 plots) along with the ground source heating

network. The first substation on parcel 2 is currently being piled and the three substations on the Avenue are now all completed.

31. Pumping stations and wet wells in the North and South of the site are now installed, and concrete aprons and fencing being installed on site. The last section is with Southern Water and works are planned for 23 November 2024, which will see Allington Lane fully closed for two weeks and then under two-way temporary traffic lights for 2 weeks.

32. Openreach and Virgin Media infrastructure works to The Avenue are 98% and 20% complete respectively on the Lower Acre. This will give residents of One Horton Heath full access to the choice of both fibre options when they move in.

33. Works are being progressed to determine the OHH site wide cut and fill strategy. Currently it is likely that that the site will have large amounts of surplus material which could cost £15M to remove, including excess topsoil. The team are currently developing a strategy to mitigate the cost of taking this this material off site by looking to increase the levels on future parcels and Foxwood Road. Further work is being undertaken to develop the strategy and provide the optimal solution and for this to be budgeted in future work packages.

Secondary Road Network

34. Works are in the final stages for the new link road (Road 3) known as “The Avenue”. The current works completion date is programmed for 26 November 2024 after which Road Safety Audits (RSA) stage 3 will be carried out. Issues that are raised during RSA 3 must be addressed before the road can formally be opened. This will be another welcome infrastructure addition to the site which, once opened, will provide additional highway capacity relieving pressure on the local road network. Inevitably there will be instances during the remainder of the site build-out when the road will need to be fully or partially closed; the team are aware of the impact this will have on local residents and will aim to minimise impact and ensure any works are widely communicated.

35. Work planting new landscape species to the newly installed sustainable drainage systems (SuDS) basins along the Avenue and at the top of the Lower Acre has been completed.

36. Lower Foxwood Road, which runs through the Lower Acre, is well underway with the road now surfaced to binder course with both foul and storm drainage lines including manholes installed and capped.

Off Site Junctions (s106 site wide improvements)

37. The team has awarded the civils contract for off-site junctions to Mildren Construction Ltd, following Board approval and expiry of standstill period. The

civils contract has been prepared and circulated for signature. Works will start on site in January 2025 and will take around four months to complete.

38. Allington Lane / Blackberry Drive new signal junctions – Detailed design works are progressing well, and the final submission will be submitted to HCC at the end of November 2024 with a view to commencing on site in spring 2025 following the technical approval and the s278 agreement with HCC. The road space has been amended to reflect the current programme, and these works will be commenced following the opening of The Avenue in early 2025.

39. Burnetts Lane single crossing works have been tendered with the Bubb Lane to Hedge End Station works. These works will run concurrently with the Bubb Lane to Hedge End Station foot and cycle path works and will be completed at the same time. These works will also require a s278 agreement which is currently being drafted.

40. The Burnetts Lane multiple crossings scheme has been rejected by HCC with all three separate designs raising safety concerns following RSA's (Road Safety Audits). A decision has been agreed to not peruse this scheme and Deed of Variation will be submitted for the current S106 on the Lower Acre with HCC agreement. The OPA draft S106 will be amended accordingly.

41. Other offsite junction improvements that are associated to the wider One Horton Heath development are not able to be implemented until the OPA has been granted. Progress made in the period is as follows:

- Fir Tree Lane improvements – Prelim S278 application submitted to HCC, comments received and being responded to. Bill of Quantities (BOQ) now prepared for a March 2025 tender – Works to start on site summer 2025 – Once OPA is granted.
- Bubb Lane / Tollbar Way – Signal Crossing – Prelim S278 application with HCC, comments received and resubmitted to HCC – Start on site Winter 2025. - Once OPA is granted.
- Sandy Lane / Winchester Road – Signal Junction Crossing – Prelim S278 application submitted to HCC – Start on site Spring 2026. - Once OPA is granted.
- A27 / Townhill Way / Allington Lane – Junction Capacity Improvement – Prelim S278 application submitted to HCC, comments received and being responded to – Start on site Spring 2026. - Once OPA is granted.
- Allington Lane Railway bridge – signal works – Drawings being prepared ready for a preliminary S278 submission to HCC – start on site date Summer 2026. - Once OPA is granted.

Land Management

42. The Council's Neighbourhood Services and Green Spaces Teams are carrying out all land management planned and scheduled general maintenance activities in accordance with the agreed plan of works on a cyclical basis.

43. Regular weekly inspections are being carried out on all unadopted highways and footways and sweeping continues across the entire development, again through the Neighbourhood Services and Green Spaces Team. Insurance cover for new assets (e.g. roads) has been clarified and inspection regimes put in place to help ensure compliance.

44. Winter and cyclical maintenance and will commence in line with HCC instructions in the coming months on Council owned roads and footways whilst awaiting adoption.

Site Wide Green Infrastructure (inc. Sports Pitches & Southern Allotments)

45. The previous Green Infrastructure (GI) planning application (Ref: F/24/96895) has been withdrawn to facilitate a comprehensive redesign with the focus shifting from the delivery of Biodiversity Net Gain to Alternative Natural Recreational Greenspace in order to overcome Natural England's objection in respect of mitigation to the New Forest Protected Sites.

46. Work on a new Green Infrastructure Plan has commenced but would benefit from a site-wide proving plans, so as to ensure that the overall development approach knits together. A revised GI Plan is planned to come forward in the second quarter of 2025.

47. The sport pitches and allotments are progressing slowly with some high-level feasibility studies and co-ordination of owned site-wide information and reviewing some constructive collaboration in procurement with other workstreams. Consideration needs to be given to the wider context of these parcels, with the Upper Acre residential parcel to the south and the Primary School to the north.

48. A planning submission for the Sports pitches and Southern Allotments could also come forward in the second quarter of 2025 further to the completion of the site-wide proving plans.

House Type Packs

49. The Lower Acre house type pack (Mk1) was designed some time ago and reflects the aspirations of the development. During the planning and design stages for the Lower Acre, improvements have been identified that can be incorporated into future parcels.

50. A new suite of Council house types has been proposed to prioritise what is important to Borough residents. This review will go on to include a full commercial review of each unit and local housing need whilst ensuring 35% Affordable Housing is provided subject to grant being received. Any changes to house types are likely to improve upon construction costs. There may also be an impact on income levels although this is thought to be less likely. Any anticipated financial impacts will be reflected in future business plan iterations.

51. Discussions have already been held between the Design Team and the Sales and Letting Teams to determine the improved design. This has resulted in the vision for a new house type pack (Mk2). This vision has been shared with architects for them to work up comprehensive designs and these are expected to be finalised April 2025 and will be used in all future phases. The revised designs will also include the impact of value engineering driven out through the review of the Lower Acre build process.

Trajectory

52. A significant amount of work has been undertaken over recent weeks on the trajectory which demonstrates the master programme for delivery of the whole OHH development. The trajectory highlights where the Council needs to focus efforts to remain on programme including areas such as delivery of the new primary school by September 2028, progression of the Local Centre, confirmation of client requirement/project briefs for the third phase of housing as well as the community centre and non-residential elements of the development. There is currently insufficient capability within the Council to bring these dates forward in line with trajectory requirements hence the decision to recruit a team to work on strategic planning. Furthermore, additional staffing resource has been allocated to both the Technical and the Developer Planning Teams.

53. As part of the trajectory work, a specialist housing consultancy previously used by the Council, Three Dragons, was tasked with preparing a report looking at housing need and local market forces. This report provided updated information on the local housing market. It also considered sales rates, and this information is one of the factors which will impact delivery rates within the revised trajectory.

54. The impact of changes to the trajectory cannot be underestimated and the internal team have been working on the resulting impact on the Business Plan with changes to dates of completions of dwellings having an impact on both timing of income and also borrowing costs. The revised trajectory for the full site along with a revised business plan will be included as part of the next Audit and Resources Committee update report.

Upcoming Development

55. Now that work is progressing on the Lower Acre, a team is being assembled to work on the wider site requirements including looking at the capacity of the site and the integrations of key infrastructure to ensure that the community is fully connected across the whole development. The first appointment will be to a Strategic Development Manager role to look at site wide proving layouts, incorporating evidence gained and being gained from specialist consultants for areas such as early years provision, older persons housing, the planned commercial spaces and the local centre.

Quobleigh Breach (c.280 units)

56. Preparation of the detailed planning application is progressing with consideration of consultee feedback from pre-application submissions from the Development Management Team, Hampshire Highways and Local Lead Flood Authority. Lessons learned in connection with flats on the Lower Acre are being realised in this phase resulting in more efficient designs and unit sizes. The unit mix is being refined to meet the aspirational requirements of the Council's housing targets. Regular Design Team meetings are being held with expert advice being integrated into the proposals.

57. Submission of the application was postponed, while the site layout was developed to reflect the aspirational mix. With the advancement of the outline application nearing a position for determination and additional complexities around a standalone submission, the scheme is being prepared as a reserved matters planning submission which will be a more expedient and lower cost route than a stand-alone application.

58. The application was being prepared using the Mk1 house types, to continue momentum through the programme. However, the initial business plan has shown that costs need to be reduced before Cabinet can be asked to approve the scheme. The Planning Team will now work on developing the plans for Quobleigh Breach incorporating the Mk2 house type pack prior to submission.

59. By using the Mk2 house type pack, costs will reduce, but further cost savings are still likely to be needed and therefore ensuring that all value engineering opportunities are reflected alongside determining a more cost-effective procurement route is imperative. Submission of the application will be delayed to allow the completion of the Mk2 house type pack and any necessary revisions to the site layout.

Upper Acre

60. With regard to the Upper Acre (c.430 units), preparation of the detailed planning application progresses, including early engagement with local resident groups neighbouring the development parcel is underway. Lessons learnt are being incorporated into the master plan from Lower Acre and Quobleigh Breach. These include apartment evolution, communal spacing and efficiencies. The Upper Acre will use the refined Mk2 house type pack to maximise design evolution.

61. Concept designs have been prepared for the neighbouring parcel, including the sports pitches and allotments, to establish a wider site connectively beyond and to achieve a more harmonious relationship between parcels. The evolution of the scheme includes direct integration of the emerging design code, including the inclusion of a green cycleway, over an existing site constraint, through the Upper Acre parcel. The interconnectivity between the two parcels would benefit from the preparation of site-wide proving plan.

62. The site layout is continuing to be developed with the possibility of a pre-application submission before the end of the calendar year. A planning submission may be delayed to allow the work on the Mk2 House Types to complete, alongside other feasibility planning work. On that basis a Reserved Matters application could be submitted in late Quarter 2 / early Quarter 3 in 2025.

Primary School

63. The aspiration is for self-delivery of the OHH primary school to enable a building design that is in keeping with the vision for the development, rather than a standard Hampshire County Council-delivered school design, where the Council will have limited influence over design.

64. Based on the current trajectory, and the s106 trigger of 400 eligible dwellings, it is likely that the school will not need to be ready to open until September 2028 at the earliest. The completion date will flex depending on the final agreed trajectory. However, a firm decision on delivery needs to be made before the OPA s106 can be finalised.

65. Initial estimates for self-delivery of the primary school suggest a final cost significantly in excess of the s106 requirement. The Chief Executive has led discussions with external parties who have been involved in self-delivery of schools on sites and the higher estimate is corroborated as the likely additional cost to the Council of self-delivery. Once the full impact on the Business Plan is known, a recommendation will be brought initially to the OHH Board and then to Cabinet, after scrutiny by this Committee to determine the future delivery route. As previously requested by this Committee, an all-Councillor briefing will be held in advance of any formal meetings in order to explain the options in more detail.

Local Centre

66. The brief for the Local Centre is currently being finalised and it is hoped that the Council will shortly be offering the opportunity through a tendering exercise to design an appropriate offering, whilst reflecting market forces. Consideration will need to be given to whether the Council develops a local centre solely for Horton Heath residents or whether a district centre is more appropriate which could serve a wider catchment.

Older Persons Strategy

67. Housing LIN, an expert consultancy who can give advice on older persons living, have been appointed to provide a specialist report into the older peoples housing market. The insights provided could then be used to determine that an appropriate product and tenure mix is available across the OHH development.

Early Years Provision and Commercial Provision

68. Work is needed, to consider the early years and commercial provision across the site. This work has not yet commenced although it is envisaged that the Strategic Team will engage with the specialist market to develop a strategy for provision across the site that meets both the needs of the community and also providers / businesses.

Future Residential Parcels

69. Work is yet to commence on the development of the brief for the Holme and Homestal as efforts are focussing on Quobleigh Breach, Upper Acre and the conclusion of the OPA. Subsequently, work needs to commence on future parcels starting with The Folds. Once estimated costs of planning are known this will be brought back to Cabinet for approval to enable works to commence.

Business Plan/Financial Implications

Expenditure

70. A robust process of reviewing, updating, justifying and forecasting project expenditure against approved budgets has been established between the Project Delivery Commercial Team and the Finance team. These processes inform the overall OHH business plan and enable the monitoring of actual project costs including the Lower Acre and all-other costs such as land purchase, infrastructure projects, finance, overheads and sales and marketing costs associated to the entire development.

71. The Business Plan is also updated with the addition of any changes to the income forecast. This information is used to determine the overall position and performance of the project in the month. The revised financial information is reported to the One Horton Heath Board at every meeting for scrutiny, including discussions around the use and levels of contingency. Should any decisions be required they will be highlighted at this point. A quarterly update will also be reported to this Committees and/or Cabinet in future ensuring any decisions are formally scrutinised and/or approved.

72. The current project expenditure to date (accumulative to Period 5 2024) was £168.786M with a cost to complete of £331.399M. The current summary shows no overall cost variance in the period

OHH reporting	**Approved Budget * £000**	**P5 Forecast £000**	**Variance £000**
Lower Acre	182,241	182,227	14
Serviced Land	271,116	271,025	91
Overheads	34,799	31,356	3,443
Sales & Marketing	9,947	13,390	(3,443)

Quobleigh Breach (up to planning)	831	861	(30)
Upper Acre (up to planning)	950	950	0
Local Centre (Feasibility)	300	375	(75)
Total	**500,184**	**500,184**	**0**

*Approved at July 2024 Cabinet

73. The Commercial team and the Council's Finance Team are currently finalising cost reporting for Period 6 cost data which will be reported at the next updated of the Business Plan. This will include the implications detailed earlier on in this report.

74. As can be seen above, there have been cost movements in the period, predominantly offset through use of contingency. The movements were:

- Lower Acre - £14k cost saving due to the allocation of the cost saving on Serviced Land being shown in Lower Acre.
- Quobleigh Breach reserved matters - £29k cost increase identified for a standalone planning application. This cost may be removed should a reserved matters planning application be brought forward instead.
- Local Centre - £75k cost increase identified for additional feasibility works for the Local Centre.
- Sales & Marketing / Overheads – £3,443k cost reclassification.

75. Changes have been made in the cost reporting to show contingencies in a different way to allow more visibility of contingencies within the project. To allow this, contingencies have been removed from within the workstreams and placed on a separate reporting line managed by Council's Finance team and shown in Appendix D. The contingency budgets are summarised below.

Lower Acre	£6.28M
Serviced Land	£3.50M
Overheads	£1.35M
Sales and Marketing	£0.88M
Total Contingency	**£12.01M**

Income forecasts during development period

76. Market conditions for open-market housing remain subdued, despite a flurry of activity early in the year. Demand and sales are both higher than this time last year and whilst House Price Inflation was reported to be 0% in May, it is predicted to increase to 1.5% by the end of the year. Sales values projections continue to be regularly updated based on local agents' valuations. Whilst overall balance in the local market shows a reduction in values of circa -1.2%, the forecast position on our market product reflects a -0.83% erosion in predicted sales values between February '24 and May '24. This position has been based on the fact that we have ensured that the right products have been allocated for the open market. Independent market research is being undertaken to further validate these figures, and to test our assumptions on demand / projected sales rates.

77. For the Lower Acre the average monthly rent for the market rent stocks remains at £1,500 per month. This is measured against the Council's own existing stock and the open market. Independent market research is being undertaken both to further assess rental values and also estimate demand. It is recognised that as rental plots are developed there is the potential that the increased supply will reduce the rents that can be demanded and/or increase the time it takes to let properties.

78. The outcome of this research will be reflected in later versions of the business plan, but the Council is comfortable that this can be accommodated with the void allowance of 8% in the assumptions table below. Current void rates across the Council's existing owned and partnership stock are around 2%.

79. Following the suggested divestment of the Council-owned asset known as Hillcrest located opposite Lower Acre along Burnetts Lane and agreement by the OHH Board. The house has been placed on the market following agreement of preferential terms with Charters.

Future Business Plan iterations

80. After the quarterly reporting process for cost and income detailed above is complete, the figures are updated into the ongoing business plan for the Lower Acre for long-term ownership of the three tenure types (Market Rent, Shared Ownership and Affordable/Social Rent). For updated appraisals please refer to Appendices E1, E2 and E3.

Tenure	**50 year Net Revenue Surplus £000**	**Peak Debt £000**	**Debt after 50 years £000**
Market Rent (App E1)	71,142	71,966	0
Affordable Housing (App E2)*	24,588	26,322	26,322
Shared Ownership (App E3)*	13,579	12,813	12,813

*debt is not repaid within the Housing Revenue Account

85. These estimates are based on assumptions as detailed in the table below. These assumptions are tested against the market, discussed with independent experts and also generated through the team's experience in managing other housing assets. The income and cost implications detailed above are immaterial to the overall business plan and the impact on the ongoing ownership model is negligible and there remains an estimated 50-year position as detailed in the table above and as reported in December 2023.

	Market Rent	Affordable Rent	Shared Ownership
Management Cost	8%	10%	8%
Maintenance Cost	7%	8%	8%
Major Repair Allowance	15%	15%	15%
Voids & Bad Debts	6%	8%	6%
Rental Inflation	3%	3%	3%

86. The next evolution of the business plan will aim to increase certainty around these assumptions as far as possible so that risk areas can be analysed in more detail. This process is well underway with the new creation of the Housing Team already costed and the exercise to breakdown the maintenance allowance being reviewed next. The maintenance percentage will be analysed across individual areas of maintenance so that the full costings are more detailed and therefore more robust. This will likely lead to a reduction in the surplus for the units held within the Housing Revenue Account as further allowances are made.

Organisational Implications

87. The organisational impacts of not only a development of this size but also the creation of a new Housing Service, the ownership and management of a range of new assets (e.g., houses, roads, green spaces, community facilities) and the creation and operation of a Housing Revenue Account have wide-ranging implications on staffing and financial resources.

88. The impact of these changes on the Council must not be under-estimated. There will be changes in the Council structure with the creation of new teams and services. These will be funded from income from the housing on the One Horton Heath Development along with income from other housing schemes across the programme. With a continuing focus on efficiency and budget savings where possible, business plans for each new service area will be drafted and their implementation carefully monitored through the Council's performance process. Where economies of scale can be achieved by growing existing teams and expanding their remit this will be implemented.

89. An all-Councillor briefing was held on 3 October 2024 to explain the approach to managing future assets and to introduce the Council's eastbrooke brand the emerging approach to housing and estate management and the Council's approach to social housing and private sales, rental and marketing

Sales & Marketing

90. As previously shared, in order to allow the Council to rapidly establish a sales function, whilst retaining a high degree of flexibility to adjust sales and marketing effort (and resource levels), the intention is to use a mix of Estate Agency support and in-house resource. Following an open tender process, a contract award has been made for an Estate Agency partner and contract formalities are now being completed. A new Sales & Marketing Lead has

been appointed to manage both the external agents and internal team members.

91. The Council's new property retail housing website was launched in early October at www.eastbrookehomes.co.uk. At this point, the site is focused on the launch of private-rented units at Postmark Place, with a limited amount of content also included on Lower Acre, at Horton Heath. Over the next couple of months, as any design changes are finalised, more detail will be added in preparation for launching off-plan sales for Lower Acre.

92. The website integrates with the Council's Customer Relationship Management (CRM) system (Salesforce), which has been developed to allow the team to record customer details and manage the sales and lettings in a manner that is compliant with the relevant legal and regulatory requirements. Phase 1 of the development of the CRM system was completed to support the first private rental lettings at Postmark Place, in November. Phase 2, focused on off-plan sales of Open Market Sale (OMS) and Shared Ownership (SO) homes, is currently in development.

93. Alongside this, associated sales and lettings policies are currently being consulted on internally, with the aim of achieving formal approval by Cabinet in November after scrutiny at Policy and Performance Scrutiny Panel.

94. A contract has been awarded to Futurium to produce our Computer Generated Images (CGIs) and a home 'configurator', to enable off-plan sales of homes. The software will allow our customers to select additional options and see how those look within spaces. As we will not have a show complex / show homes for at least the first six months of sales, we will rely heavily on these 'mock ups' / CGIs, and models to drive off-plan sales / lettings. Futurium work with a wide range of Tier 1 house builders, including Redrow and Bovis, so have experience of working at volume across numerous live sites.

95. The priority over the next few months mobilising the Council's Estate Agency and in-house teams to generate a database of demand for the sales launch of Lower Acre, at Horton Heath.

Housing Landlord Services

96. A staffing structure has been approved to ensure successful delivery of housing landlord services, meeting the required regulatory standards and corporate plan objectives. The structure will provide the necessary resilience and staffing capabilities needed to deliver a responsive, customer focussed housing management service. The structure will be kept under review as the service develops, ensuring it meets statutory requirements and business needs aligning to the new delivery timescales.

97. Recruitment to the new posts will be phased in line with the number of homes being completed throughout the development as outlined in the Lower Acre trajectory and as future phases come online. A Tenancy Services Manager

has been appointed and the Housing Maintenance and Contracts Manager post is due to go back out for recruitment in the coming months.

98. The need for a housing management IT system had been identified, and it was agreed this would be developed in house using the Salesforce platform. The rental element of the system is now live with work underway on the wider CRM functions.

99. Work is also continuing to ensure the required governance, policies, processes and documentation are in place so that services are compliant with all relevant legal and regulatory requirements.

Risk

100. As detailed in the previous Report in July 2024, a process has been embedded within the One Horton Heath programme to effectively identify and manage risk that would affect the Programme or the Council as a whole. This has been supported by the Project Management Office (PMO) leading quarterly reviews of the Risk Register in its entirety.

101. The last scheduled quarterly review of the OHH Risk Register took place on 19 September 2024, and several new risks were added or updated with further information. Risk management is a continual activity, and is considered throughout the programme, not just at fixed reviews or checkpoints. In addition, the Corporate Leadership Board has reviewed the identified risks and escalated a number to the Corporate Risk Register where they are considered to be of significant impact or likelihood to occur.

102. The OHH Risk Register will also be presented to Strategic Risk Management Group (SRMG) in January 2025, to support the overall monitoring and governance of the Programme and to provide assurance.

103. The most recently identified significant risks can be summarised as follows:

- The large quantity of spoil that will be generated by the development over its lifecycle has a risk of being very costly to remove and dispose of. Appropriate mitigation strategies are being developed to remove, or dramatically reduce the cost implications through various approaches. These will include re-use of the spoil both on and off site, for example in landscaping works.

- The delay to the signing of the contract with Wates has meant that there has been a pushback of the Start on Site date, and a risk created in terms of increased costs from Wates due to the delay. This has been discussed earlier in this document, and mitigations alongside revised programmes are being developed.

104. The Risks and Issues that the OHH Programme have identified and logged have meant that there is a strong body of evidence to contribute to a Lessons

Learned exercise that will help inform and improve the delivery of future phases of the Programme.

Health and Safety

105. Responsibility for co-ordination of Health and Safety arrangements for construction projects sits within the Project Delivery Directorate. There is regular reporting from this Directorate to the Corporate Health and Safety Team within the Governance and Support Directorate to maintain corporate oversight of health and safety. Incident reporting is monitored by the Audit and Resources Committee includes incidents arising from construction projects reported under 'Project Delivery'. The Council as client must ensure that whoever carries out the work is able to do so in a way that controls health and safety risks and that they are not forcing conditions or systems that put workers or the public at unacceptable risk.

106. The Project Management Team and the One Horton Heath Board receive monthly Health and Safety and Environment reports from the One Horton Heath Health and Safety Lead which provide detail on accidents, incidents and near misses each month. As there are a number of contractors operating on site at any one time and the Health and Safety Lead is co-ordinating consortium meetings with contractors. The purpose of these meetings is to ensure that all companies working on the project are in regular contact specifically with health and safety and environment in mind and work in a transparent manor. The team aspiration is to ensuring best practices for health, safety and environmental issues, a key requirement of this is effective communication and relationships which will be facilitated by this consortium.

107. The site is being effectively managed and this is demonstrated by the low number of incidents being reported. In September 2024 there were 104 operatives on site, working a total of 15,864 hours. There were no health and safety incidents and only 3 near misses reported. It is also good to note that in September no complaints were received regarding the site.

Equality & Diversity Implications

108. The Equality Act is not relevant to the decision in this report as the decision does not relate to eliminating discrimination, advancing equality of opportunity, or fostering good relations between different people. An Equality Impact Assessment has not been carried out.

Climate Change and Environmental Emergency

109. The content and proposals in this report do not lead to an increase in Greenhouse Gas/CO2 (GHG) emissions, damage ecology or the environment. The environmental impacts and net benefits of the One Horton Heath project are set out elsewhere. Through the planning process the development is committed to the highest environmental standards including net neutral impact on the environment and a net gain in biodiversity. In

addition, the project is seeking to promote and enable many environmental initiatives such as:

a. Houses designed with emphasis on reduced energy demand through a fabric first approach.
b. No heat from fossil fuels, using GSHP & borehole technology to eliminate Carbon from the primary source of our heating strategy.
c. Reduced reliance on private vehicle and greater opportunity for walking and cycling.
d. Accelerated usage of clean fuel alternatives (large scale EV car club and 1:1 EVC to private homes and businesses).
e. A Council-owned and managed procurement platform that requires our supply chain to reduce its Scope 1, 2, and 3 GHG emissions, in turn reducing a sizeable proportion of the Council's own Scope 3 GHG emissions.

110. A review will be carried out over the coming months to determine whether the climate change and environmental objectives in the OHH Brief remain relevant or should be reviewed with new areas of focus sought e.g., embodied carbon, whole life carbon, energy use intensity, revised objectives for sustainable travel in line with [LTN/1 2024] etc.

Conclusion

111. This report asks members of the Audit and Resources Committee to consider the progress to date on the One Horton Heath Development. With a programme of this size there are inevitably risks with the achievement of the programme and also the sales and letting's function and the ongoing management and maintenance of retained assets. A detailed plan to address these areas needs to be developed to mitigate risks. There are many project workstreams within the overall programme and therefore quarterly reporting has been introduced in order that the development remains transparent and can receive an appropriate level of scrutiny.

SARAH KING
Deputy Chief Executive (CFO)

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Appendices Attached:

Appendix A	Development Boundary and Site Plan
Appendix B	Progress photos & Drone footage

Appendix C Latest Lower Acre Build Trajectory

Glossary of Terms:

BOQ	Bill of Quantities
CGIs	Computer Generated Images
CLB	Corporate Leadership Board
CRM	Customer Relationship Management
EBC	Eastleigh Borough Council
EV	Electric Vehicle
EVC	Electric Vehicle Chargers
GHG	Greenhouse Gas
GI	Green Infrastructure
GSHP	Ground Source Heat Pump
HCC	Hampshire County Council
HRA	Habitats Risk Assessment
Mk1	Mark 1 (House types)
Mk2	Mark 2 (House types)
NMA	Non-Material Amendment
OHH	One Horton Heath
OMS	Open Market Sale
OPA	Outline Planning Approval
PMO	Project Management Office
RSA	Road Safety Audit
SANG	Suitable Alternative Natural Greenspace
SO	Shared Ownership
SRMG	Strategic Risk Management Group
SuDS	Sustainable Drainage system
VE	Value Engineering

LOCAL GOVERNMENT ACT 1972 - SECTION 100D

The following is a list of documents which disclose facts or matters on which this report or an important part of it is based and have been relied upon to a material extent in the preparation of this report. This list does not include any published works or documents which would disclose exempt or confidential information.

None

Strategic Planning Research Unit

Appendix 30

Eastleigh Borough Council 5 December 2024 Cabinet Item 9 Report – One Horton Heath

Appeal Ref: APP/W1715/W/24/3350858
LPA Ref: O/23/96432
On behalf of Mulberry Investment Pension Scheme
Appeal Site: Land West of Cobbett Way, Botley

AUDIT AND RESOURCES COMMITTEE

Tuesday, 3 December 2024

CABINET

Thursday, 5 December 2024

ONE HORTON HEATH

Report of the Deputy Chief Executive (CFO)

FOR SCRUTINY

It is recommended that Audit and Resources Committee:

(1) notes the contents of this report and considers making any recommendations to Cabinet.

FOR DECISION

It is recommended that Cabinet:

(2) approves the revised Lower Acre Business Plan to enable the award of the contract to Wates Construction Ltd to deliver homes on the Lower Acre at One Horton Heath; and

(3) acknowledges the continuing need to review the approach to delivery on future phases of the One Horton Heath development to ensure they are financially viable.

Summary

This report builds on the quarterly update elsewhere on the agenda relating to the progress of the One Horton Heath development. Update reports will continue to be provided quarterly to the Audit and Resource Committee throughout the life of the project so that Councillors are fully appraised of progress.

The last update in July 2024 saw the approval of the award of a contract to Wates Construction Ltd to enable the delivery of 381 homes on the Lower Acre. Final discussions are currently ongoing with Wates to confirm a revised delivery programme and any resulting additional costs, as the start on site date in September has moved to February 2025.

There are financial implications that have arisen since the decision to award the contract, and this paper includes an updated Business Plan for the Lower Acre including these

revisions. The revised Business Plan also amends the suggested tenure mix across the Lower Acre, moving more properties to market rent rather than sale.

Future planning for the whole site is also discussed within this report. Further work is needed over the coming months to determine the most appropriate way to deliver future parcels on the site in order for the programme to be financially sustainable.

Statutory Powers: Localism Act 2011, Section 1

Introduction

1. This report updates the One Horton Heath Lower Acre Business Plan based on revised income and expenditure estimates. The impact of the changes leads to a requirement for Cabinet to reconfirm approval of entering into the contract with Wates Construction Ltd for the building of the first homes at the Lower Acre which can then commence in the new year.

2. The report also outlines further work needed to reduce costs and consider the most appropriate delivery model for the remainder of the site in order to achieve a financially sustainable Business Plan. This work needs to be completed, scrutinised and approved before the detailed delivery of future parcels can be approved.

3. The report contains, in the Appendices, details of the following:

Appendix	Description
A	Lower Acre Budget and Cost Summary
B1	Lower Acre Business Plan - Market Rent Appraisal
B2	Lower Acre Business Plan - Affordable Rent Appraisal
B3	Lower Acre Business Plan - Shared Ownership Appraisal
C	Three Dragons Report (Exempt)
D	Additional exempt detail (Exempt)

Strategic Implications

4. A key Council Corporate Plan (2023-26) theme of ‘Creating homes and communities’ seeks to ensure there is a planned housing supply to meet residents’ requirements for new housing in the Borough. Furthermore, the Corporate Strategy for Housing (February 2018) also explains the Council is a housing delivery enabler and taking responsibility for making development happen in the area, with an emphasis on actively using its own assets and capabilities to unlock housing opportunities. The One Horton Heath development is a key programme in achieving this objective.

5. Cabinet also endorsed an Eastleigh Homes Delivery Strategy in December 2020, which provides a direction of travel for the Council’s Strategic Housing Programme activity from 2021. The Delivery Strategy confirms the Council’s aim to enable and encourage green and sustainable lifestyles for all (Aim 4).

Cabinet Approvals to Date

6. The One Horton Heath Programme is a large-scale development spanning several years across several phases. At each stage of the development, a detailed report is brought to Cabinet, after scrutiny by the Audit and Resources Committee, in order that a fully informed approval can be made and before additional borrowing is undertaken.

7. To date, formal approval has been received to purchase the land, deliver secondary infrastructure across the wider site and to self-deliver the "Lower Acre" which is the first residential parcel of 381 homes. Approval has also been received to consider the feasibility for self-delivery of the new Primary School, obtain planning permission for the next housing phases (Quobleigh Breach and Upper Acre) and produce briefs for The Holme and Homestal residential parcels.

8. A table summarising the financial approvals received to date is as follows:

Project Workstream	**Budget £000**
Serviced Land	271,116
Overheads	34,799
Sales and Marketing	9,946
Lower Acre	182,241
Quobleigh Breach (up to planning)	831
Upper Acre (up to planning)	950
Local Centre (feasibility)	300
Total	**500,184**

Lower Acre Delivery

9. On 31 July 2024, Cabinet approved the award of the tender to Wates Construction Ltd for the superstructure at the Lower Acre. Revisions since approval to the Lower Acre cost plan (Appendix A) are summarised in the table below, with cost assumptions being agreed by the Heads of Commercial and Technical and the income assumptions agreed by the Head of Communications and Marketing:

	Cost Total £000
Budget approval at 31 July 2024	182,241
Variations, prolongation and inflation	2,097
Hope & Clay prolongation, capping and inflation	2,991
Ridge additional costs	197
Snagging and legal fees	186
Speedeck variation	16
Interest saving due to reduction in build programme	(558)

Additional costs being transferred to heat network project	(779)
EV charger saving	(1,060)
Anticipated Savings (para 10)	(5,750)
Revised Budget at 30 September 2024	179,579

10. The revised Business Plan for the Lower Acre includes additional savings of £5.75M which the wider team are confident can be achieved. It is anticipated that this will be met through a mixture of increased sales and rental levels, a regular review of the commercial impact of tenure types, revisions to the design of phases 3A and 4A and potential additional income from additional units on these phases.

11. The table preceding paragraph 9 is explained in full detail in paragraph 12.

12. This element of paragraph 12 is NOT FOR PUBLICATION by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972. Please refer to Appendix D for full information.

- There is an increase of £2.991M in the Hope and Clay civils and groundworks contract. This comprises £835k for prolongation and disruption delays due to poor ground conditions, £1.321M for additional capping as the engineering solution to stabilise the ground, £225k in relation to drawing changes, £15k to clear on site inherent ground water, £571k variation orders for additional works and £24k build cost inflation due to programme prolongation.

- An increase of £197k Ridge multi-disciplinary consultant fees comprises £135k for Architectural, Civils and MEP services in relation to achieving Value Engineering savings and £62k for variations in relation to design changes during the works.

- A £186k allowance is required for the procurement and appointment of a Contracts Adminstrator to perform duties under the contract including snagging services and handover.

- £16k for three additional substation bases in lieu of being carried by Hope and Clay.

- A saving in financing costs of £558k has been reflected in the revised Business Plan as there has been a delay in starting the build programme whilst the end date has been maintained.

- A saving on the Lower Acre of £779k has been included as this cost relates to the private heat network and therefore has been reallocated to that project.

- A saving of £1.060M saving is realised within the Business Plan as the strategy for electric vehicles has been refined to exclude chargers in unallocated parking spaces.

13. Work has been ongoing to enable the contract with Wates to be finalised and signed by both parties. Finalisation of terms, in conjunction with the Council's external legal advisers, should conclude shortly. The contract needs to be signed by 13 December so that Wates can mobilise in early January for work to commence on the first housing in February 2025.

14. This paragraph is NOT FOR PUBLICATION by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972. Please refer to Appendix D for full information.

15. A tender for the appointment of an external Quantity Surveyor / Contract Administrator to monitor the Wates contract for the Council is currently under way. The intention is to award this contract prior to Wates commencing work.

16. The Quantity Surveyor / Contract Administrator role is a named role within the building contract and they will assist the Council's Commercial team (named as Client in the build contract). In their CA (Contract Administrator) role they will deal with any contract administration i.e. the serving of contract notices (request or information, request for price, formal instructions, defect notice, practical completion certificates etc) on the Main Contractor, or responding to contract notices received from the Main Contractor in a timely manner, as required under the terms of the building contract. In their QS (Quantity Surveying) function, they will carry out valuations, issue interim payment certificates, open book tendering by subcontractors, producing a monthly executive cost report against the contract sum and forecast outturn cost. In addition to these services, we have requested a snagging and de-snagging service to ensure compliance standards and qualitive handovers to the Client and Asset teams.

17. As outlined in the update report elsewhere on this agenda, there are several matters which have caused delays and additional costs on the Lower Acre. These have been reflected in a revised Business Plan shown at Appendix B.

18. The tenure mix within the Business Plan has been reviewed to maximise financial return across the Lower Acre. The revised allocation delivers market rent at 39% (149 units), Affordable Rent and Shared Ownership product at 35% (134 units) and open market sale at 26% (98 units). This revision has had a positive impact on the Business Plan position, maintaining diversity of product, but increases ongoing debt by £5M to £121M.

Delivery of Future Parcels

19. The One Horton Heath site has been split into eight residential parcels, with the first being the Lower Acre. The Council has broken new ground with this first phase, which it was always known would be complex given the commitment to deliver infrastructure first, and will benefit from valuable lessons that have been learned and will be applied to improve the delivery and affordability of future phases.

20. To effectively progress future parcels the site-wide Business Plan needs to be updated for review by the Audit and Resources Committee and approval by Cabinet. Currently, further work on cost estimates across the remaining parcels of the site is needed to ensure that the Business Plan is deliverable.

21. The Project Delivery Team focussing on One Horton Heath is currently working to determine the impact on the Business Plan for the wider site on the areas listed below, with further detail given in the following paragraphs:

- House Type Packs
- Housing Density
- Cut and Fill Strategy
- Tenure Mix
- Procurement Strategy including partnership working
- Section 106 contributions
- Overhead costs
- Timing of infrastructure
- Trajectory
- Option for sale of serviced plots

House Type Packs

22. The Lower Acre house type pack (Mk1) was designed some time ago and reflects the aspirations of the development. During the planning and design stages for the Lower Acre, improvements have been identified that can be incorporated into future parcels thereby driving out cost efficiencies.

23. A new suite of Council house types has been proposed to prioritise both what is important to Borough residents and also commercial return. This review will go on to include a full commercial review of each unit and local housing need whilst ensuring 35% Affordable Housing is provided subject to grant being received. It is key that revisions to house types must improve upon construction costs. There may also be an impact on income levels although this is thought to be less likely. Any anticipated financial impacts will be reflected in future business plan iterations.

24. Discussions have already been held between the Design Team and the Sales and Letting Teams to determine the improved design. This has resulted in the vision for a new house type pack (Mk2). This vision has been shared with architects for them to work up comprehensive designs and these are expected to be finalised April 2025 and will be used in all future phases. The revised designs will also include the impact of value engineering and learning driven out through the review of the Lower Acre build process.

Housing Density

25. Work is underway to review housing densities across the site. The Business Plan has been compiled based on the delivery of 2,850 dwellings. Proving plans are being commissioned to determine the optimum number of dwellings

and the outcome of this work will enable the Business Plan for each parcel to be calculated on plans that have been tested at a high level.

Tenure Mix

26. As with the Lower Acre, tenure mix is important for each parcel as different tenures appeal to different markets and provide different financial returns. Income from rental properties takes longer to repay the associated debt but creates a surplus in the longer term for the General Fund or the Housing Revenue Account. Any income from sales of properties generates a capital receipt that will be used to offset borrowing incurred for the scheme and therefore minimise interest costs.

Procurement Strategy

27. The Commercial Team is compiling an options paper to consider procurement strategies that are available for the delivery of future phases. The self-delivery model used for the Lower Acre used employed staff, supplemented by consultant support, to design the infrastructure and housing, obtain planning permissions, let traditional contracts and administer those contracts.

28. This paragraph is NOT FOR PUBLICATION by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 Please refer to Appendix D for full information.

29. There is also the opportunity to explore partnership working with other house builders / contractors which could be through a joint venture route, a route the Council has pursued successfully in the past on the Stoneham and Pembers Hill developments.

30. The aim of any future procurement route will be to maximise speed of delivery while minimising risk and cost for the Council. Whichever route is adopted, the intention will be to retain the design influence to enable the Council to achieve the One Horton Heath vision.

Section 106 Contributions

31. The Outline Planning application has a resolution to approve subject to completion of the Section 106 agreement.

32. Where the Council is retaining assets, there is no requirement to pay a commuted sum and therefore these have been removed from the Business Plan. A commuted sum is a financial contribution made by a third party to the Council as compensation for taking on the future maintenance responsibility for newly created assets. The updated version of the Business Plan includes an allowance for future maintenance costs of these assets in the place of a one-off commuted sum payment.

Overhead Costs

33. This paragraph is NOT FOR PUBLICATION by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 Please refer to Appendix D for full information.

Timing of Infrastructure

34. The Council is committed to delivering infrastructure first across the site so that residents can benefit from full facilities as soon as they occupy their homes. The team will investigate the delivery of wider infrastructure works to ensure they are delivered at the most appropriate time to facilitate the development; and that works are not procured without having the detail of how competing elements like the road may interact with development parcels.

Trajectory

35. A significant amount of work has been undertaken over recent weeks on the trajectory, which details the master programme for delivery of the whole OHH development. The Project Delivery Team dedicated to working on the One Horton Heath Project is investigating the current programme and sequencing for the delivering of future parcels to ensure that any development is brought forward in the most efficient way. This work will review the sequencing of future residential parcels to maintain safe construction access to the site without compromising any delivered residential developments.

36. As part of the trajectory work, a specialist housing consultancy previously used by the Council, Three Dragons, was tasked with preparing a report looking at housing need and local market forces (Appendix C (exempt)). This report provided updated information on the local housing market. It also considered sales rates, and this information is one of the factors which will affect delivery rates within the revised trajectory.

37. The impact of changes to the trajectory cannot be underestimated. The latest iteration suggests completion of all phases in 2035, and the internal team has reflected the resulting impact in this Business Plan. Changes to dates of completions of dwellings could impact both timing of income and also borrowing costs at an estimated value of £17.6M. The trajectory will continue to be reviewed with the objective of reducing these costs including through changes to procurement and disposal as outlined in this report.

Option for sale of serviced plots

38. The initial concept of the One Horton Heath development was to provide serviced plots to the developer market. This was revised to consider self-delivery for the Lower Acre. It has always been the case that the delivery method for each parcel would be decided based on a business plan. In order for the Council to consider all options on future delivery, work is to be undertaken as part of the financial year end to obtain valuations for the parcels.

Financial Implications

39. A robust process of reviewing, updating, justifying and forecasting project expenditure against approved budgets has been established between the Project Delivery Commercial Team and the Finance team. These processes have led to the revisions to the Appraisals for the Lower Acre as attached at Appendix B1, B2 and B3.

40. It is to be noted that the current projections are for the market rental stock to make a cumulative surplus over the life of the appraisal. The Affordable Housing stock makes a medium-term cumulative revenue deficit, which would need to be funded either through the surplus on market rent, the housing reserve, or increased social grant levels, should a new affordable grant programme be announced by Government.

41. Current projections for the whole site indicate that using the current self-delivery model alone is unsustainable. Further work on methods of delivery that will reduce costs needs to be undertaken to allow Cabinet to approve a revised financial model for future phases. This work is currently under way and will be reported to Audit and Resources Committee and Cabinet in the new financial year.

42. Forecast increased interest rates have been reflected in the Business Plan for One Horton Heath, with a revised long-term interest rate of 4% being included for any spend above the £90m already borrowed for the Lower Acre from the PWLB at 2.2%. This has increased the cost of holding stock in the long-term rental appraisal for Lower Acre from an average of 2.38% to 2.66%.

43. Contingency on the Lower Acre has been maintained at £6.3M, representing 5.58% of cost to complete to deliver the Lower Acre.

44. For the Lower Acre the average monthly rent for the market rent stock is slightly increased to £1,533 per month. This is measured against the Council's own existing stock and the open market. Independent market valuations have been undertaken by four agents, and market research conducted (as discussed at paragraph 36) to estimate demand. It is recognised that as rental plots are developed there is the potential that the increased supply will reduce the rents that can be demanded and/or increase the time it takes to let properties.

Future Business Plan Iterations

45. The quarterly reporting process for cost and income is complete to the end of Period 6, the figures have been updated and entered into the ongoing business plan for the Lower Acre for long-term ownership of the three tenure types (Market Rent, Shared Ownership and Affordable/Social Rent). For updated appraisals reflecting changes detailed in this report please refer to Appendices B1, B2 & B3.

Tenure	50 year Net Revenue Surplus £000	Peak Debt £000	Debt after 50 years £000
Market Rent (App B1)	105,145	(74,438)	0
Affordable Rent (App B2)*	47,034	(34,591)	(34,591)
Shared Ownership (App B3)*	15,180	(12,144)	(12,144)

*debt is not repaid within the Housing Revenue Account

85. These estimates are based on assumptions as detailed in the table below.

	Market Rent	Affordable Rent	Shared Ownership
Management Cost	10%	10%	8%
Maintenance Cost	7%	8%	8%
Major Repair Allowance	15%	15%	15%
Voids & Bad Debts	6%	6%	6%
Rental Inflation	3%	3%	3%

In addition, House Price inflation has been included at 2%.

Risk

86. The process for managing and mitigating risk for the One Horton Heath programme is outlined within the update report elsewhere on this agenda. As would be expected, there are many risks associated with a programme of this magnitude and this report aims to highlight the significant risks which should be drawn to the attention of councillors as part of the decision making and outline actions that need to be taken to mitigate the risks.

87. A number of risks are explored within the detail of this report and include:

- Risk of costs further increasing for delivery of the Lower Acre, for example the impact of adverse weather leading to delays with delivery or contract variations. Contingency sums have been included within the business plan to mitigate this risk. These are prudent and cautious but with many factors outside of the Council's control it should be noted that there is a risk that they may be insufficient.
- Risk of not completing the contract with Wates and restarting the procurement process. This would lead to additional finance holding costs, delays to homes which are needed by Borough residents and there is no certainty over an alternative procurement route. Cabinet is reminded that there was limited competition from contractors to enter into the build contract and the procurement process, should it be revisited, would be time-consuming, which would lead to additional

borrowing and other holding costs being incurred. However, the contract is substantial and should not be entered into without a full understanding of the implications.

- Risk of not achieving the £5.75M target saving within the Lower Acre as identified in paragraph 11. Regular project meetings, including appropriate budgetary control measures are in place to manage project performance and sound financial monitoring with clear ownership and accountability for every activity.
- Risk of income levels not reaching those within the Business Plans. Market intelligence on rental and sales levels within the Borough for similar stock is used to estimate income levels with the aim of mitigating the risk of material variances. There is a need to be flexible with the tenure mix and move some units from sales to market rent as necessary but there is a risk that the final tenure mix could saturate the market and the Council is left with voids or properties that take longer than expected to sell or let. This will be continually monitored with current market indicators demonstrating that the rental market is buoyant and additional rental product should be attractive to the market. However, this could change as the programme progresses.
- Risk of inflationary increases, particularly around building costs for future phases of the development. Appropriate allowances are built into Business Plans with the aim of mitigating this risk.
- Risk of the Business Plan for the entire site being unaffordable. Work is currently ongoing, as discussed within the report, to determine the most appropriate delivery model for future phases of the development. This is being undertaken alongside the review of all costs to ensure that these are minimised in future phases either through design, procurement or delivery routes.
- Risk of extensions to the trajectory which leads to additional unbudgeted holding costs. Effective planning and project management will be essential in managing this risk.
- Risk that proving plans conclude housing density of 2850 dwelling is an over-estimation. A review is being commissioned to determine optimum and future business plans may need to be reconsidered and adjusted.
- Risk of costs incurred to delivered serviced plots exceeding their value effectively removing the option for the sale of serviced plots. An updated market value of the serviced plots will be requested for financial year end and reported to Councillors as part of the regular One Horton Heath update reports.

88. This paragraph is NOT FOR PUBLICATION by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972. Please refer to Appendix D for full information.

Equality & Diversity Implications

89. The Equality Act is not relevant to the decision in this report as the decision does not relate to eliminating discrimination, advancing equality of

opportunity, or fostering good relations between different people. An Equality Impact Assessment has not been carried out.

Climate Change and Environmental Emergency

90. The content and proposals in this report do not lead to an increase in Greenhouse Gas/CO2 (GHG) emissions, damage ecology or the environment. The environmental impacts and net benefits of the One Horton Heath project are set out elsewhere. Through the planning process the development is committed to the highest environmental standards including net neutral impact on the environment and a net gain in biodiversity. In addition, the project is seeking to promote and enable many environmental initiatives such as:

- Houses designed with emphasis on reduced energy demand through a fabric first approach.
- No heat from fossil fuels, using GSHP & borehole technology to eliminate Carbon from the primary source of our heating strategy.
- Reduced reliance on private vehicle and greater opportunity for walking and cycling.
- Accelerated usage of clean fuel alternatives (large scale EV car club and 1:1 EVC to private homes and businesses).
- A Council-owned and managed procurement platform that requires our supply chain to reduce its Scope 1, 2, and 3 GHG emissions, in turn reducing a sizeable proportion of the Council's own Scope 3 GHG emissions.

91. A review will be carried out over the coming months to determine whether the climate change and environmental objectives in the OHH Brief remain relevant or should be reviewed with new areas of focus sought e.g., embodied carbon, whole life carbon, energy use intensity, revised objectives for sustainable travel in line with [LTN/1 2024] etc.

Conclusion

92. This report supplements the update report elsewhere on the agenda with additional financial information including a revised Business Plan. This enables an informed decision to be taken on confirmation of the award of the contract to Wates Construction Limited for the building of homes on the Lower Acre at One Horton Heath.

93. The report also draws attention to the work that is ongoing relating to the Business Plan for the wider site. The approval of this Business Plan will be the subject of a future Cabinet decision to enable future phases to be delivered.

94. Members of the Audit and Resources Committee, as part of their scrutiny function, are asked to consider the latest position on the One Horton Heath development and make recommendations to Cabinet as appropriate.

SARAH KING
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Appendices Attached:

Appendix A	Lower Acre Budget and Cost Summary
Appendix B	Lower Acre Business Plan
Appendix C	Three Dragons Report [EXEMPT]
Appendix D	Exempt information [EXEMPT]

LOCAL GOVERNMENT ACT 1972 - SECTION 100D

The following is a list of documents which disclose facts or matters on which this report or an important part of it is based and have been relied upon to a material extent in the preparation of this report. This list does not include any published works or documents which would disclose exempt or confidential information.

None