

SCALE AND MASSING

The following visualisations show emerging massing studies in context with surrounding roads, buildings and trees. These were prepared to allow us to analyse the impact of the proposal on neighbouring properties, and understand key relationships with the main road.

These images demonstrate that the building is set at a considerable distance from neighbouring buildings and will have little impact on them.

It can be seen that the building sits parallel to the west boundary line, maximising garden spaces to the south and creating a court yard garden to the east.

The design is based on a contemporary flat roof approach that has been adopted to minimise heights all along the building. The top floor has been stepped in away from the main elevation to help reduce visual appearance, providing opportunity to change the building materials to further help reduce the massing.



1. View from the North West



2. View from the South East



3. View from the West



4. View from the East

LOCAL ARCHITECTURAL PRECEDENTS



Alston House



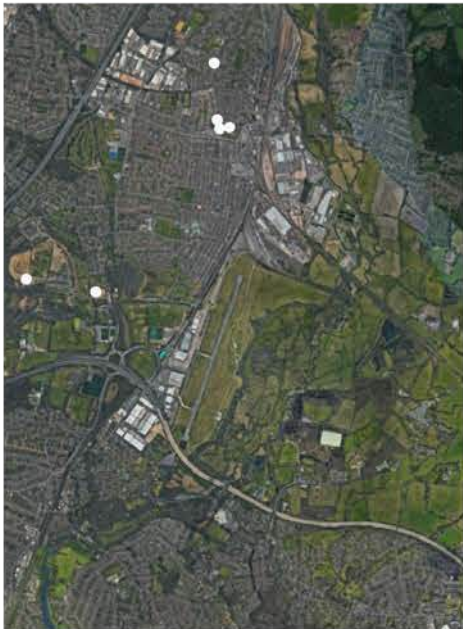
Tonybee Road



Rathbone Road



Bandstand Court



Sonnet Court



Summergate Lodge



Charlotte Lodge

ARCHITECTURAL PRECEDENTS



SKETCH ELEVATION AND MATERIALS

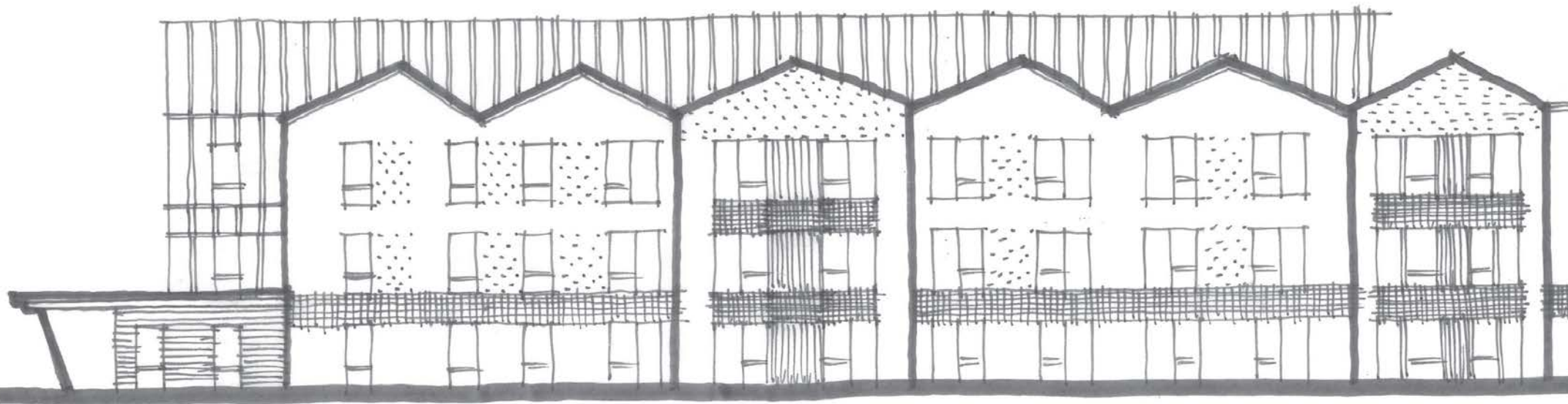
The initial design proposal intended to use exposed light red multi stock brick as the main material, with an imitation timber cladding for the second floor volume and feature windows details . This selection of materials was kept simple, earthy-toned and in rough finishes to provide a more natural, calmly and less urban feeling to the elevations, enhancing the edge-of-woodland character of the Site.

Window proportions between ground and first floors kept to asymmetrical proportions and were sized to allow as much natural daylight into the residential spaces behind.

Strong horizontal forms were proposed in order to highlight every storey in the building. This was achieved in ground, first floor and second floor with the use of brick in different bonds and patterns. The top floor would be perceived as a top box cladded in timber, contrasting the brick of the main building form. This top floor would also be set back from the main elevations below, in order to control the apparent scale of the elevations and express a feeling of lightness.

A flat roof design has been adopted in order to minimise heights and lower the visual impact of the building. With gable elements on the primary elevation, to reference the nearby terraced housing.

To the right, this initial design sketch and material palette are presented.



Concept Sketch Elevation (West)



Timber cladding detail



Brick detail, decorative projecting brickwork



Brick tones and bonding details



SKETCH ELEVATION AND MATERIALS

Following the initial Elevation proposal, the design was further developed to explore different ideas and themes.

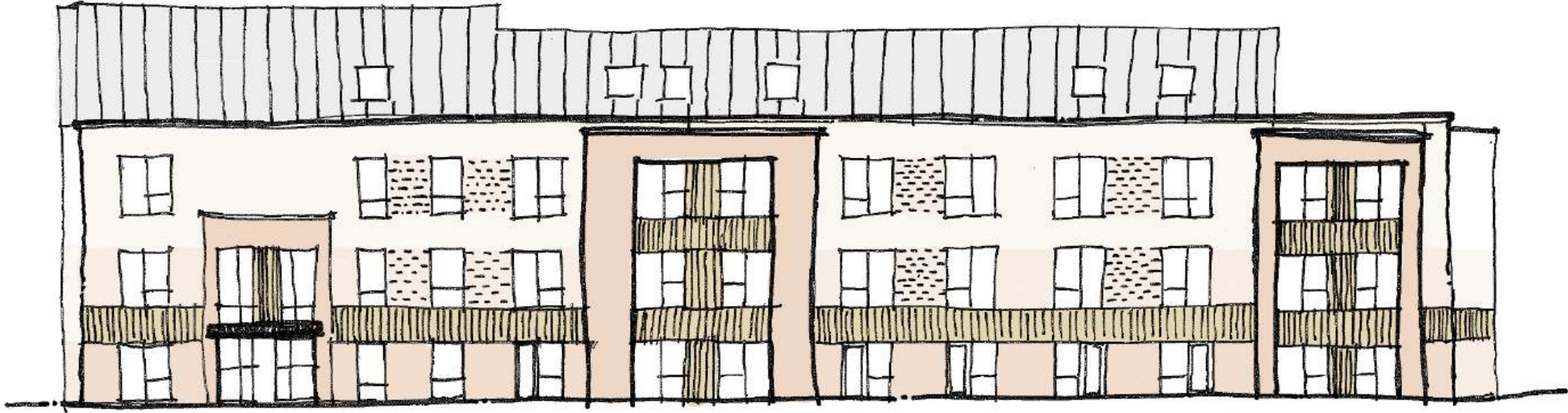
In particular, how to better reflect the immediate context and create a smooth transition between the industrial park and the proposed development in the Itchen Valley. In order to do this, it was felt that a flat roof was more appropriate than the previously proposed gabled frontage. As this helps reduce the height and volume of the building.

To help further lighten the scale and impact of the building, the idea of a brick gradient was explored. Grounding the base of the proposal in darker bricks before transitioning into lighter tones at the second storey.

A move was also made away from the initially proposed timber detailing, towards a more homogeneous approach. Using different bonds and patterns to create rhythm in the elevations. And swapping the timber flat roof portion for a zinc cladding system that would be more in line with the neighbouring industrial buildings.



Iteration 1



Iteration 2

SKETCH ELEVATION AND MATERIALS

Further development ideas see the exploration of the gradient and a transition from using brick colour to suggest lightness, to the use of brick detailing to create a sense of grounding to the proposed building.

Roof materials are also explored from standing seam to a scale- like cladding system.

Indicative Materials



VM Zinc Adeka
'Dragon Scale'
Tiles



Light Brick with brick
sweep detailing to
create gradient effect.



Window Head
Cladding detail.



Iteration 4



Iteration 5



Iteration 6

DEVELOPED ELEVATIONS

The adjacent images represent the formalising of the previous sketches.



North West Elevation



North East Elevation

DESIGN AMENDMENTS IN RESPONSE TO PRE-APP COMMENTS

Upon receipt of comments from both the LPA and the client, the following design amendments were made.

These include the reduction of the scheme from 4 floors to 3, marginally increasing the footprint, to bring down the scale of the building in elevation. Thus creating a better transition between the industrial language of the neighbouring business park and the countryside of Itchen Valley.

This meant distributing the staff and service areas that were previously located on the 4th floor across the remaining storeys. In doing so, creating a core of services on the northern end of the proposed building.

A scaling down of glazing on the western elevation will also be implemented, to reduce potential noise pollution from Chickenhall lane and the urbanised area to the west.

Providing areas of quiet and comfort for residents, within the proposed communal spaces.



Ground Floor



First Floor



Second Floor

DESIGN AMENDMENTS IN RESPONSE TO ECOLOGY

An additional buffer was added to the development in response to the comments from the Ecology and Environmental Report.

This equates to a 15m zone adjacent to Barton River, put in place to protect the area of scientific interest on the river banks.

As a result the area highlighted by a red dotted line, will need to be moved from the buffer zone area.



STATEMENT OF COMMUNITY INVOLVEMENT

Highwood and their consultant team have undertaken a comprehensive engagement process in advance of submitting this detailed planning application, which has informed the design evolution of the proposed development.

Key stakeholders consulted include:

- Eastleigh Borough Council
- Hampshire County Council
- Environment Agency
- Local stakeholders (i.e. public and businesses)
- Local Ward Councillors

PRE-APPLICATION CONSULTATION WITH LOCAL AUTHORITIES

EASTLEIGH BOROUGH COUNCIL

A formal pre-application consultation with the local planning authority began in July (ref. Q/24/97879).

Engagement with authority officers was positive, in line with the NPPF’s promotion of constructive engagement, and consisted of a site meeting with follow up telephone conversations and formal written feedback in September 2024.

Comments made by officers in pre-application discussions are summarised below.

- **Planning Policy / Principle of Development**
Officers acknowledged the need for older persons housing and the accessible location of the site close to Eastleigh town centre and other facilities in accord with Policy DM25.

Concerns were raised regarding safety of pedestrians crossing Chickenhall Lane when accessing those facilities, due to the busy nature of the road.

Officers concluded that they could not support the principle of development as the proposals would be contrary to Local Gap/Countryside Policies S5/S6, with the harms not outweighed by benefits, based on the information provided. Concerns were raised over intrusion into the narrow Gap between Eastleigh and Bishopstoke, considered to be well defined by the existing settlement boundaries.

Concerns were raised regarding the locating of a care home close to a

busy main road, industrial estate and ecology constraints associated with proximity to Barton River as well as a need to overcome flood risk, noise and air quality constraints.

- **Urban Design**
Design officers noted the countryside location and settlement gap status of the site, raising an in-principle objection. Any full application would need to be accompanied by a Landscape Appraisal, site levels plan and a comprehensive landscape strategy plan. Landscape principles should be foundational to the final site layout with priority given to connected green infrastructure.

Locating a care home next to an industrial estate and busy road was questioned.

It was considered that the building footprint is large and takes up too much of the site, leaving little room for landscaping. Opportunities to break up the building would need to be explored. Any scheme would need to have a positive relationship with the surrounding area and landscape character.

PUBLIC CONSULTATION

LAND EAST OF CHICKENHALL LANE
EASTLEIGH

PROPOSED 70 BED CARE HOME

As a local resident or business, we would like to invite you to view our online public consultation regarding our proposal for a new care home ahead of a planning application being made to Eastleigh Borough Council in the Autumn.

VISIT OUR ONLINE PUBLIC CONSULTATION AT:

www.highwoodgroup.co.uk/chickenhall-lane-eastleigh

AVAILABLE ONLINE 10TH SEPTEMBER 2024

ALL EXHIBITION MATERIAL & COMMENT FORMS ARE AVAILABLE IN HARD COPIES ON REQUEST.

Highwood Group, The Hay Barn, Upper Ashfield Farm, Hoe Lane, Romsey, Hampshire, SO51 9NJ
EMAIL: planning@highwoodgroup.co.uk PHONE: 02380 748900

Car parking on the northern side of the site seems appropriate, but the layout should be landscape led. There is a lack of amenity space around the building.

Insufficient information provided at this stage to comment on height. Street scenes and section plans would be needed.

Any development would need to incorporate sustainable design elements.

- **Landscape**
Concurs with the Urban Design Officer about whether the site is suitable for a care home given its location adjacent to an industrial estate and busy roundabout / roads. Although noted that the building is shown set back from the roads.

Concern that the easement would prevent significant tree screen planting in the far northern corner of the site, which means there would be clear views from the main road.

Some tree loss appears to be shown on north-east boundary. Any tree loss would need to be clearly marked and justified.

Tree planting along Chickenhall Lane would be welcomed to filter views of the industrial units.

Southern boundary is shown completely open which would not be acceptable. Some planting would be suggested here.

Tree planting should be provided in the parking area to break up its stark appearance.

Additional planting could be considered along the north and eastern edges of the site to bolster existing screening to protect the setting of the River Itchen.

If any SuDS are proposed, there must be no impact on the river.

Essential that any full application is accompanied by a landscape appraisal,

site levels plan and comprehensive landscape strategy. Landscape principles must be fundamental to the final layout with priority given to creating connected green infrastructure.

- **Ecology**
The site is located within priority habitat along the Barton River, which is designated as protected waters of the River Itchen SAC. It is functionally linked to the rest of the ecologically sensitive River Itchen complex. A 50m buffer to the Barton River would be required.

A surface water drainage plan is required, to conform with water quality requirements of Policy DM6 of the Local Plan and show that all pollution hazards are mitigated. DM6 states that wherever feasible, naturalised filtration should be included within the treatment train: on sites of 1ha or more, or within 100m of the River Itchen SAC or Solent Maritime SAC, SuDS schemes should include at least three forms of naturalised filtration.

There are records of bats, great crested newts, nesting birds, hedgehogs and water voles near the site. Also records of nesting swifts to the west. It is in an amber zone (suitable habitat- likely to be present) for great crested newts. Would need to demonstrate that the development poses no risk to great crested newts.

The site is located in an EBC Biodiversity Priority Area, an HBIC Biodiversity Opportunity Area and Network

Opportunity Area and is listed in the HBIC priority habitats layer as probable coastal and floodplain grazing marsh. It provides a habitat link between the Swamp West of Recreation Grounds SINC to the north and the Ashtrim Nurseries SINC to the south.

BNG – 10% biodiversity net gain required. The mitigation hierarchy must be fully explored before off-site BNG is considered. A BNG strategy would be required for validation. The Council does not currently have an established strategy for off-site provision of BNG. With the current layout, 10% BNG would be difficult to achieve and avoid impacts on the River Itchen SAC.

- **Environmental Health**
Transportation noise:
Generally satisfied with the method used to characterise the site in respect of road and aircraft noise. However, the ground level free field predicted daytime data should be shown contoured on a site plan. The façade noise level should also be clearly shown for the various parts of the façade.

External amenity space – transport noise:
To assess this fully, it would be necessary to see the daytime noise plot referenced. However, the submitted report indicates daytime noise levels up to 60dBA within the external amenity areas without mitigation, which exceeds the Local Plan criteria of 55dBA. Would need to consider how much of the

external areas are impacted by the high noise levels, and whether the noise could be mitigated on site (e.g. acoustic barriers).

- **Habitable rooms:**
The applicants’ noise report concludes that satisfactory internal acoustic conditions can be achieved within habitable rooms, but not while windows are open. Alternative ventilation is recommended and mechanical ventilation, which may be appropriate. Once a design is more mature, the sound insulation assessment would need to be reconsidered in detail.

The glazing and ventilation specifications could potentially be simplified to fewer designs.
- **New plant:**
Agree in principle that noise impacts of fixed plant could be adequately controlled by specification, placement and noise mitigation measures. In respect of the target to be achieved for cumulative noise levels at sensitive facades, there is currently not enough information. Three periods of interest 07:00–18:00; 18:00–23:00 and 23:00–07:00 should be considered. Distribution charts of the measurements for the three periods should be included and a more reasoned view offered as to the representative level for each period. Generally, agree that a rating level equivalent to the representative background level is sufficient.

- **Land contamination:**
The site was formally used as farmland and is adjacent to an industrial estate, therefore has the potential for land contamination. It is recommended that a Desk Top Study and Site Investigation is carried out with the reports submitted with any future application.
- **Air quality:**
An Air Quality Assessment would be required as it is a major development in close proximity to an Air Quality Management Area (AQMA 1 – Eastleigh). The assessment would need to address the potential impacts on local air quality during both construction and operational phases of the development. It would also need to consider any necessary mitigation measures to ensure that air quality objectives are met.

Dust and air pollution would need to be managed during the construction phase and would likely require a Dust Management Plan.

Odour from any kitchen or laundry facility would also need to be considered in the design.

HAMPSHIRE COUNTY COUNCIL

- Formal pre-application liaison has taken place with Hampshire County Council (HCC) in respect of their various authority roles, including:
- **Highways and Transportation**
 - **Lead Local Flood Authority**
 - **Minerals and Waste**

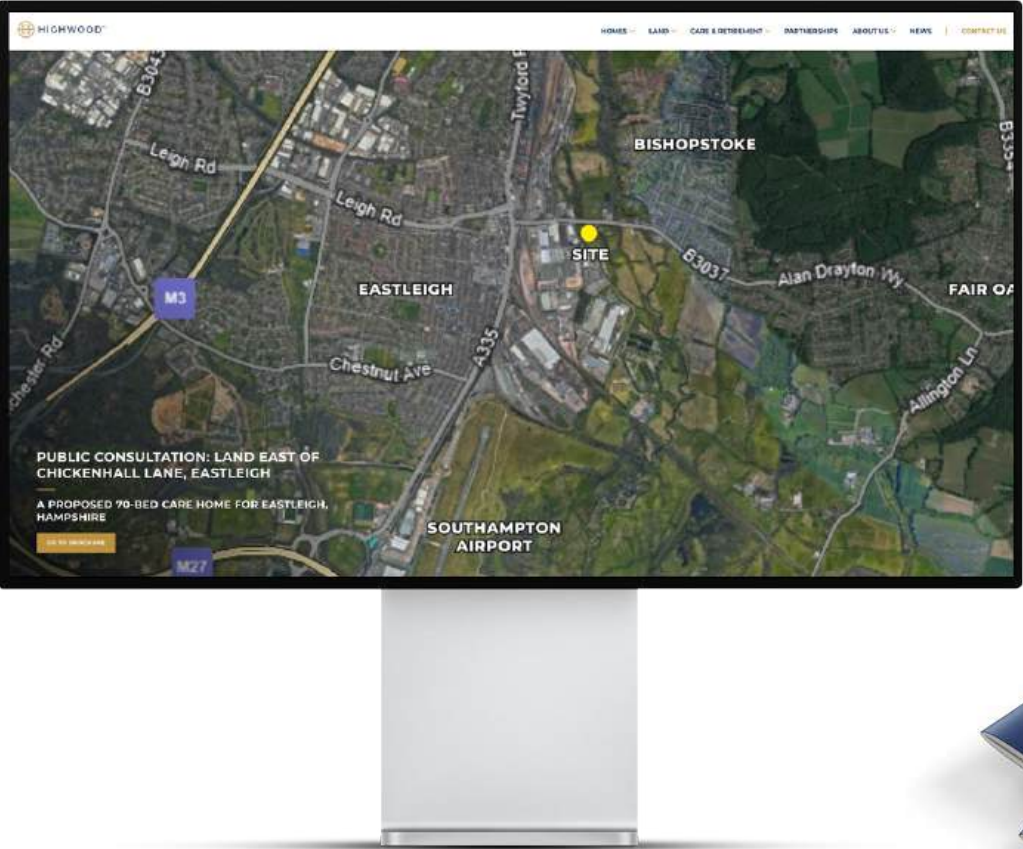
Engagement has been in the form of submission of information, helpful written and verbal advice from relevant officers. The specific nature of the advice given in each respect and how this has been addressed in the submission proposals is detailed in the relevant technical reports that accompany this planning application or in later sections of this PDAS.

ENVIRONMENTAL AGENCY

The applicants conducted a formal pre-application process with the Environment Agency due to the site’s close proximity to the River Barton and nearby flood zone constraints. The Environment Agency confirmed that the site would fall entirely within Flood Zone 1 and that there would be no objections in principle on flood risk grounds. Helpful technical advice was given on drainage and outfall strategies as described in the accompanying Flood Risk Assessment and Drainage Strategy report that accompanies the application.

PRE-APP ADVICE - CONCLUSION

These helpful comments have been addressed (where possible) within the amended proposals as reflected in the application and through the detailed information that supports the Full application in accompanying reports, assessments and drawings.



PUBLIC CONSULTATION

An online public consultation was conducted over a two-week period from 12th to 27th September 2024. Invitations were sent to local residents and businesses, and details of the consultation were shared with councillors, officers, and Eastleigh Town Council via email. Additionally, an advertisement was published in the Hampshire Independent, a local newspaper.

The consultation materials, including a Vision Document (identical to the one submitted to the Local Planning Authority for pre-application feedback) and a draft Site Plan, were made available on the dedicated project website:
<https://highwoodgroup.co.uk/chicken-hall-lane-eastleigh/>

Feedback was invited through the website’s contact form, via the project’s dedicated email address (‘planning@highwoodgroup.co.uk’), or by post. During the consultation period, approximately 15 people visited the webpage, with 19 combined views and downloads of the vision document. Engagement levels were low, and no public responses to the consultation were received.

This muted response is perhaps understandable given the site context. The absence of immediate residential neighbours and the separation from business neighbours—who are located across adjoining roads or within industrial units at Barton Park that face away from the site—likely contributed to the limited interest.



PROPOSED DESIGN

PROPOSED SITE PLAN

The site plan opposite represents the latest proposed layout. This details the site boundary, highlighted in red. The site boundary is therefore shown entirely outside of any areas at risk of flooding.

Access remains from the existing point off Chickenhall Lane.

Landscaping is indicative but reflects the Deacon Design landscape strategy.

Area Schedule
Site Area – 0.6 hectares

Gross Internal Area		
	Beds	Area
Ground Floor	22	1185.9 sqm
First Floor	24	1185.6 sqm
Second Floor	24	1185.6 sqm
Total	70	3557.1 sqm

Planning Application Boundary



PROPOSED FLOOR PLANS

Ground Floor provides both the main entrance and the service entrance. This includes access to all front of house areas, such as Reception, Staff Offices, Visitor facilities and a Cafe with garden access.

This floor hosts one large care group of 22 beds, with shared facilities, including Nurse and Drugs Stations and an Assisted Bath. Residents also have access to a range of day spaces and a Hair & Beauty Salon.

All ground floor bedrooms have level access to secure gardens.

The service entrance at the northern end of the layout provides access to the Plant Room and BOH stairs and lift to further staff only areas and amenities.

Entrance Hub

- Cafe
- Offices
- Hair & Beauty Salon
- Staff Offices
- Reception
- Visitor WC

Care Group

- 22 Ensuite Bedrooms
- Nurse Station, Drug Store and Sluice
- Assisted Bathroom
- Lounge and Dining Rooms
- Storage

BOH

- Plant
- Comms



PROPOSED DESIGN

PROPOSED FLOOR PLANS

First Floor provides further ancillary services including Laundry, Maintenance Store and a Staff Training Room.

Generally, this floor hosts one large care group of 24 beds with the following shared facilities: Nurse and Drugs Station and an Assisted Bath. Residents also have access to a range of Day Spaces, including a Cinema and Activity Room.

All first floor bedrooms also have access to a terrace area via the Dining area.

Residents Hub

- Activity Room

Care Group

- 24 Ensuite Bedrooms
- Nurse Station, Drug Store and Sluice
- Assisted Bathroom
- Lounge and Dining Rooms
- Storage
- Terrace

BOH

- Laundry
- Maintenance Store
- Training Room



PROPOSED FLOOR PLANS

Second Floor provides the remaining services, with the Kitchen, Staff Room and changing spaces.

This floor also hosts one large care group, comprising of 24 beds with shared facilities and a range of Day Spaces. All bedrooms on this floor have access to a terrace via the Dining area.

Residents Hub

- Cinema

Care Group

- 24 Ensuite Bedrooms
- Nurse Station, Drug Store and Sluice
- Assisted Bathroom
- Lounge and Dining Rooms
- Storage
- Terrace

BOH

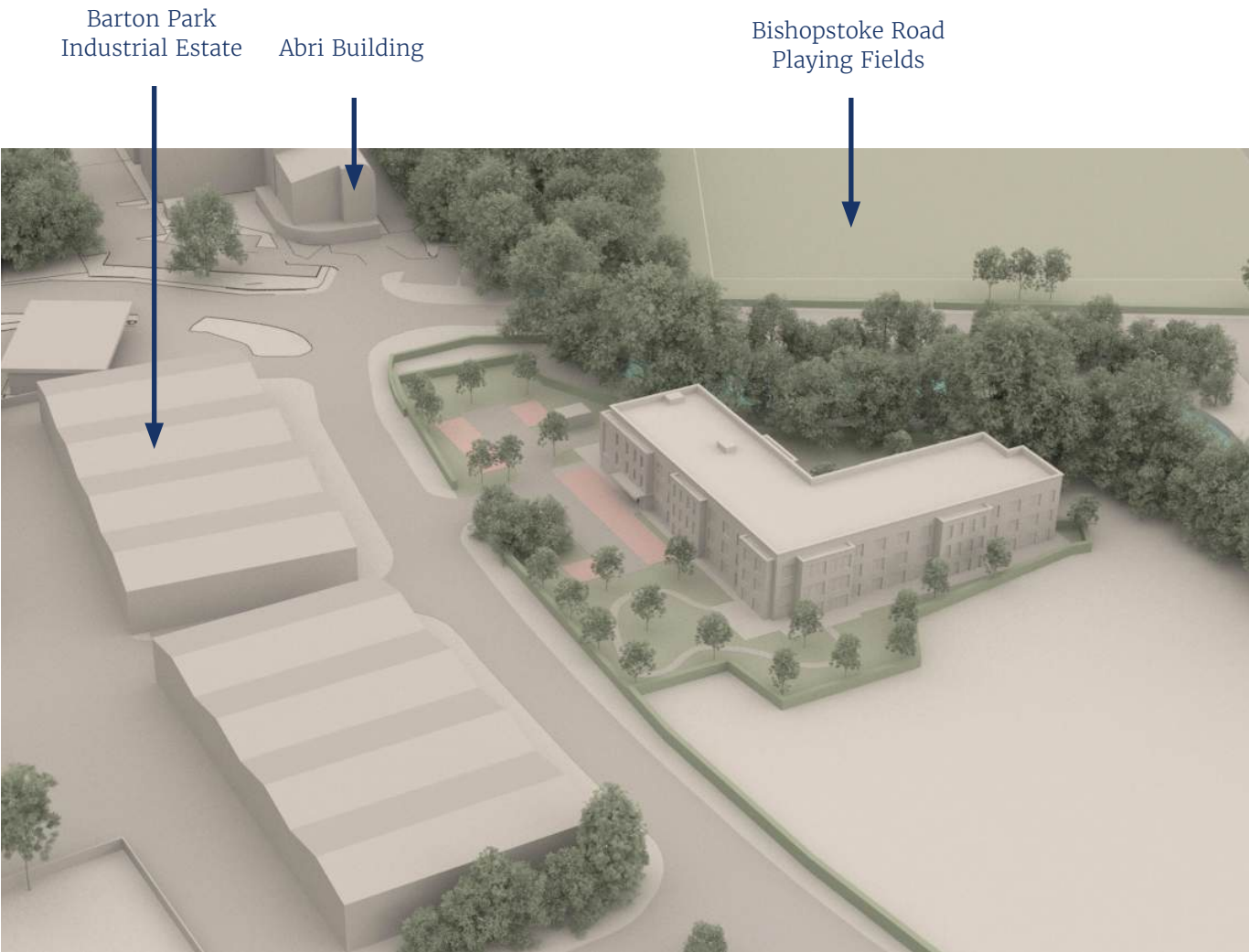
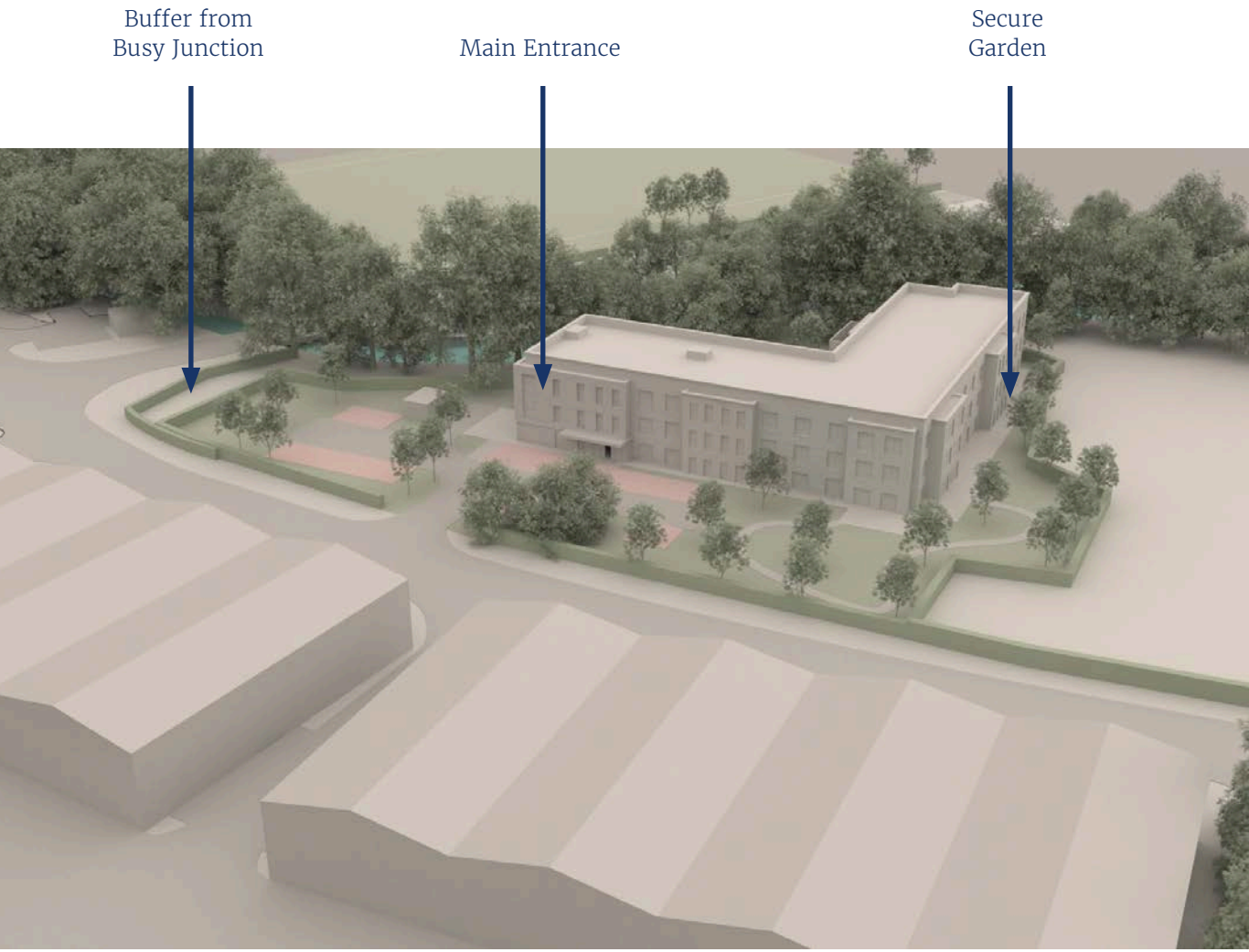
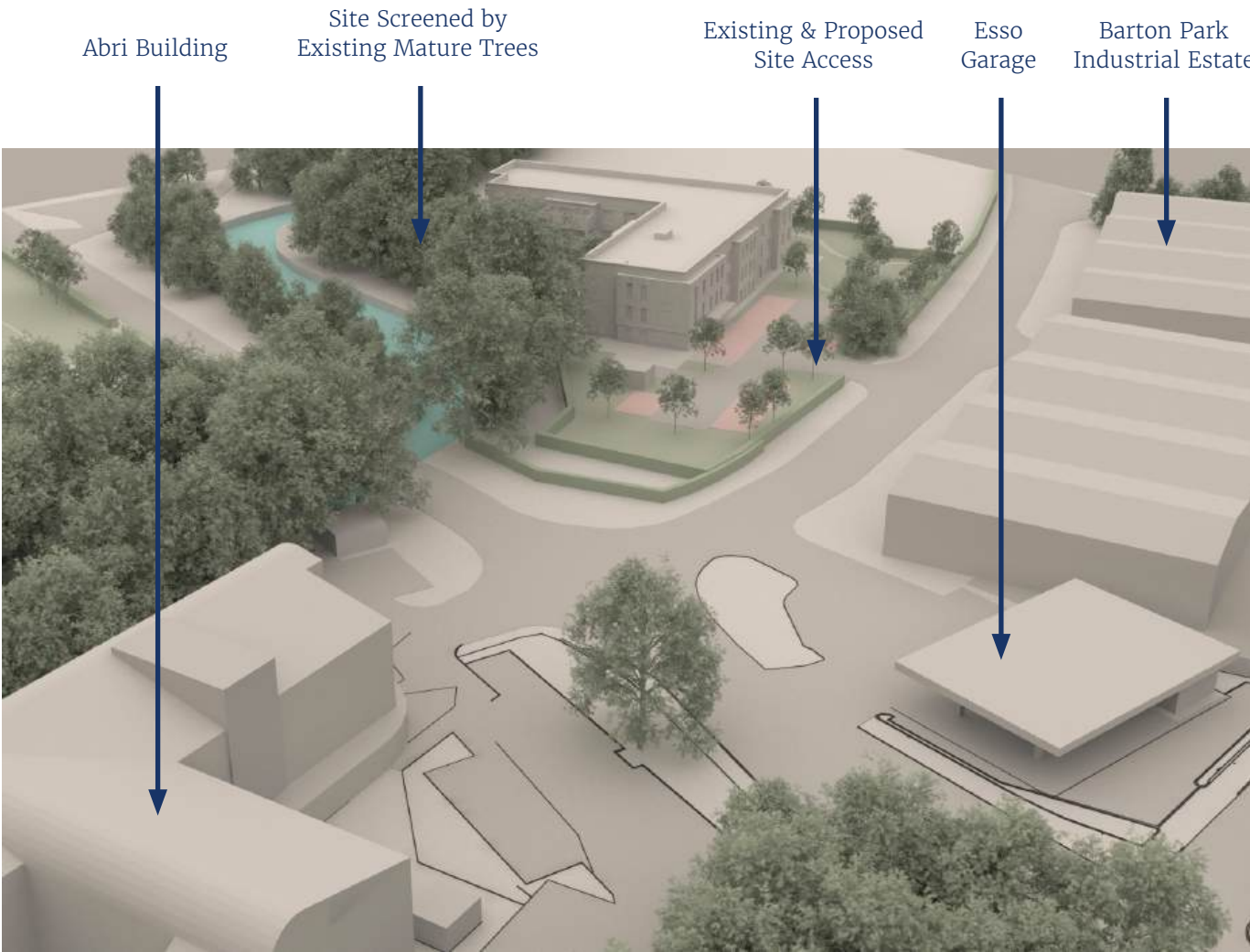
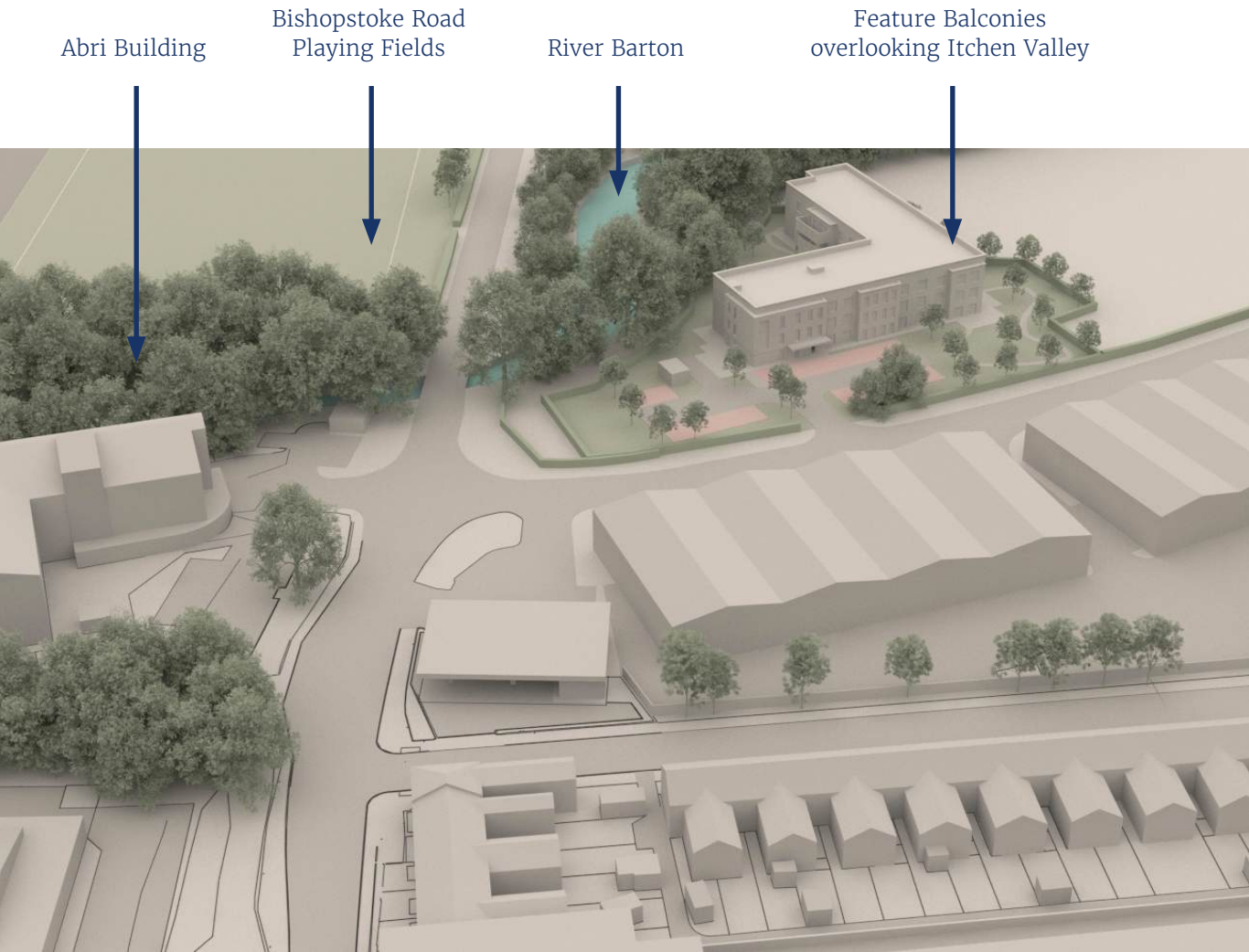
- Kitchen, Stores, Chef Office and Changing
- Male and Female Changing
- Staff Room
- Storage



PROPOSED DESIGN

PROPOSED SCALE AND MASS

The following massing images help understand the building's relationship with the surrounding properties, including the Abri building and the neighbouring industrial park. They also demonstrate how the proposal is pulled back from Chickenhall Lane and the roundabout at the junction with Bishopstoke Road.

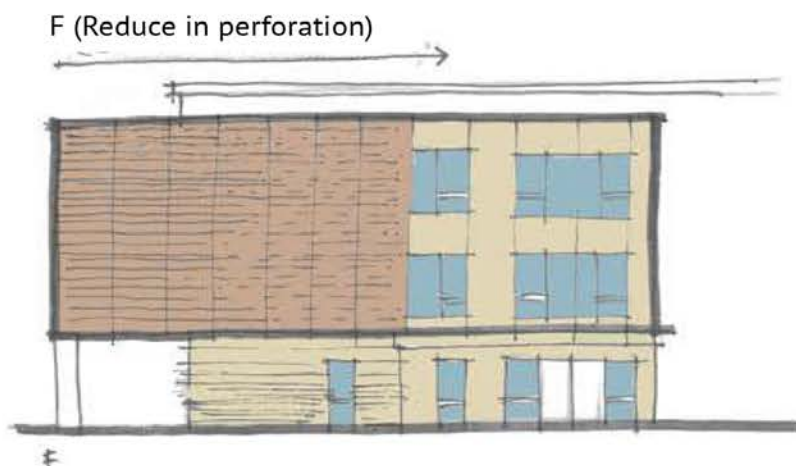
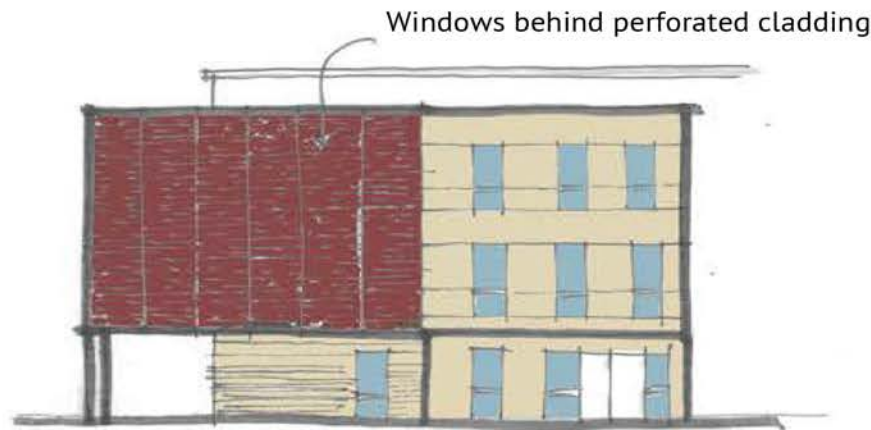
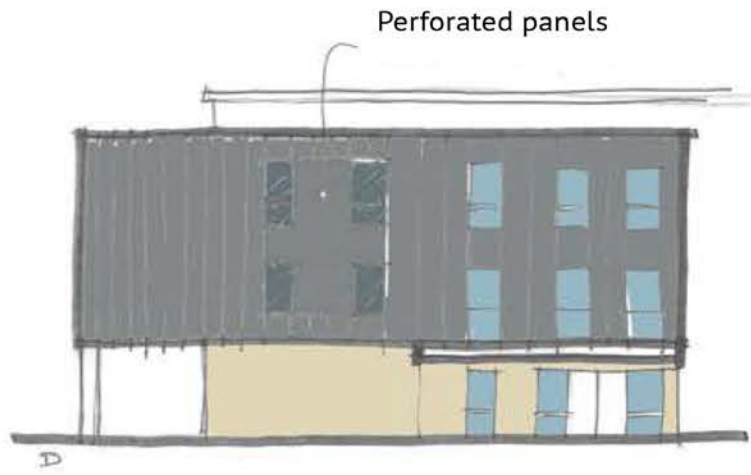
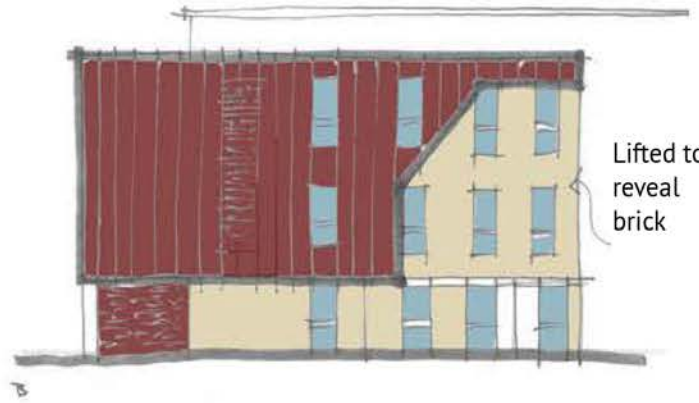
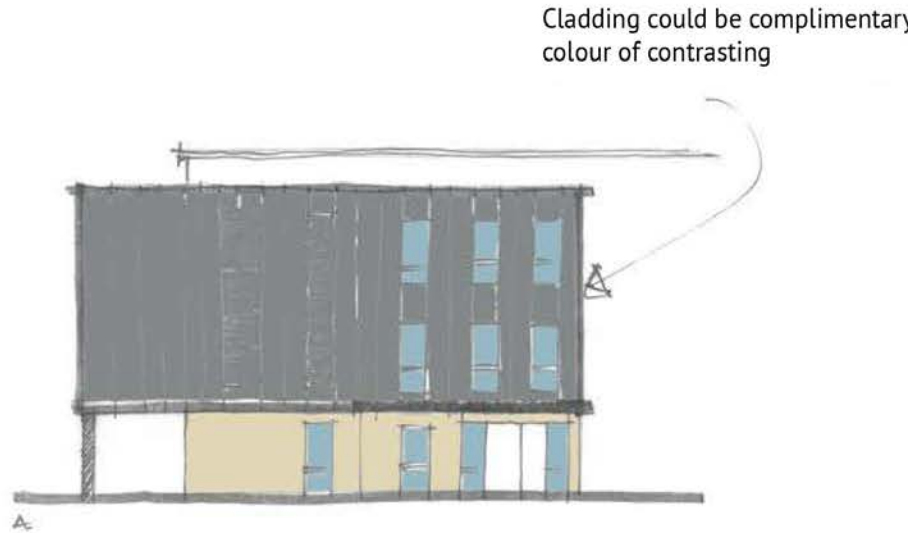


PROPOSED DESIGN

DESIGN AND APPEARANCE

The proposed cladding sketches effectively illustrate how each colour and type of cladding would enhance the building's overall aesthetic. After careful consideration, the grey cladding was selected from the proposed options.

This choice complements the buff brick, creating a contrast and adding depth to the elevation. The darker tone of the grey not only enhances the visual appeal but also provides a sophisticated offset, adding to the architectural character of the building.



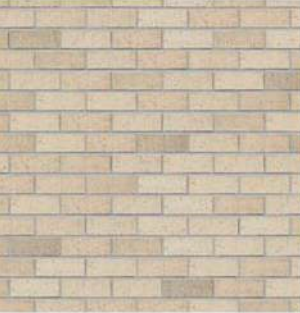
PROPOSED ELEVATIONS

The developed proposal for the elevations



PROPOSED DESIGN

MATERIALITY



Light Brick



Dark Brick



Cladding detail



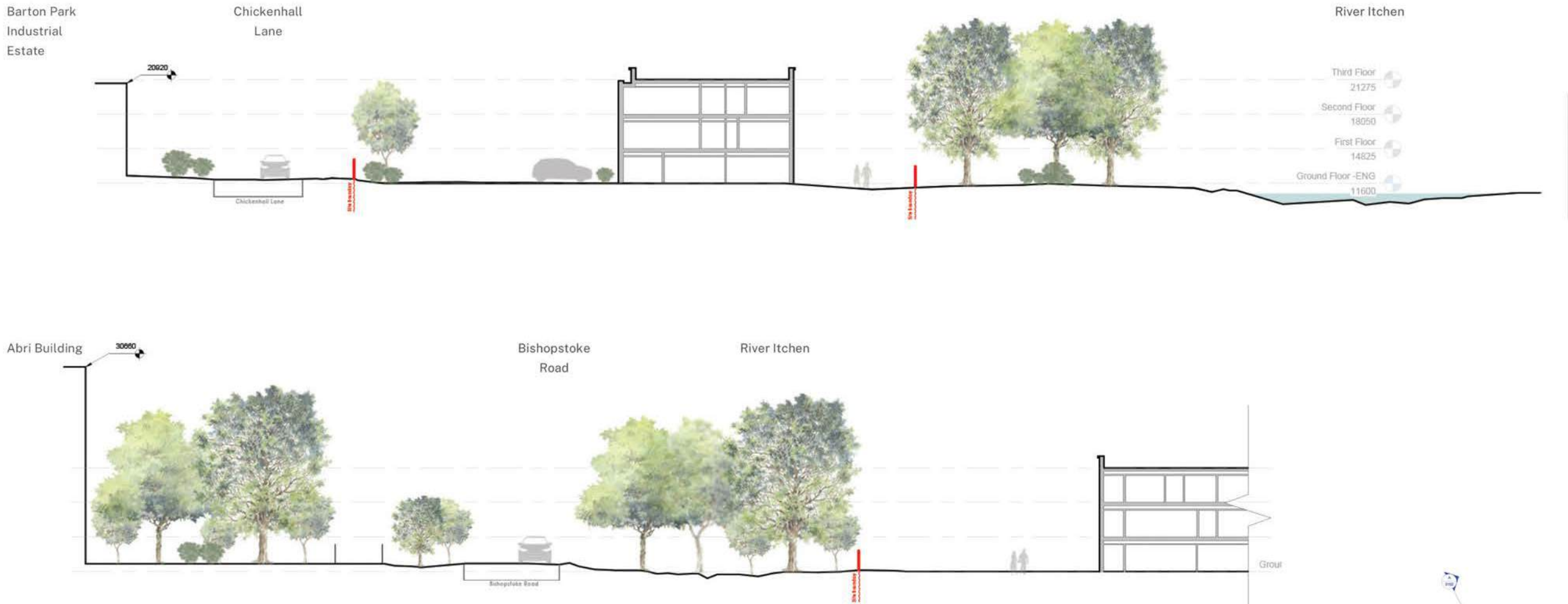
Buff Brick Detail



Grey Corrugated Cladding Panel



PROPOSED SITE SECTIONS



ACCESS AND ACCESSIBILITY

The roundabout to the northwest of the proposed site is currently slated for works to improve the junction. This includes the restructuring of the pedestrian and cycle ways on Bishopstoke Road and Chickenhall Lane.

- **Level Access**
Level access will be provided around the perimeter of the building. This allows access to the building at any entrance.
- **Vehicular Access**
Appropriate levels of car parking have been provided, which include 2 disabled parking bays which are located within close proximity to a footpath allowing for easy access into the buildings entrance which is located near the disabled bays.
- **Servicing and Refuse**
A refuse collection with accompanying turning area is provided to the north of the building with a refuse store located alongside for easy access.



Level Access Around Building



Disabled Bays and Access

ACCESS AND ACCESSIBILITY

The proposed access largely retains the existing to Chickenhall Lane, taking the form of a bellmouth arrangement that measures 6m x 5m radius on the northern side and 7m radius on the southern side, with a 2m footway to tie into the existing footway on Chickenhall Lane. The footway continues into the site (see drawing 024.0060-0001), equipped with dropped kerbs and tactile paving.

Vehicle tracking (see drawing 024.0060-0004) shows two way vehicle movement can occur without conflict. Adequate visibility splays are provided.

- **Car Parking**
Eastleigh Borough's adopted Residential Standards SPD (2009) state that for 'Nursing and Rest Homes' 1 space per 6 beds plus one space per 1 staff member is required. In line with the accepted methodology at the approved, 'Moorhill' development (ref: F/22/94034), there was assumed a maximum of 22 staff members on site at any one time. Therefore, for the proposed development of 70 beds, this would require 12 spaces plus up to 22 car parking spaces for staff,

totalling 34 spaces for the development. At Moorhill, it was agreed that 13 staff would drive when the highest number of staff (22) were anticipated to be on site and therefore a provision has been proposed for 24 car parking spaces. Taking into consideration that this site is located in a more sustainable location, the level of parking proposed should be considered acceptable, with adequate pedestrian and cycle access.

Car parking space dimensions measure 2.5m x 5m with a 6m reversing distance, which is in excess of the guidance outlined within Manual for Streets.

EV and Disabled Spaces The SPD states that a minimum of 5% of residential spaces should be designated for blue badge use, which would equate to 1.2 spaces. Therefore, 2 disable spaces will be provided. As per Building Regulations Document Part S, 5 spaces with cable routes in addition to 1 active space will be provided.

- **Cycle Parking**
1 space per 6 staff is to be provided, equating to 4 cycle spaces.





PLANNING ASSESSMENT

This section assesses the proposed scheme’s compliance with the relevant development plan policies, alongside any other material considerations.

PRINCIPLE OF DEVELOPMENT

Planning law requires planning decisions to be taken in accordance with the adopted development plan unless material considerations indicate otherwise. National planning policy is a significant material consideration in the determination of applications.

Paragraph 11 of the NPPF requires that plans and decisions should apply a presumption in favour of sustainable development. For decision making, this means approving development proposals that accord with an up-to-date development plan without delay; or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, applications should be granted permission unless the adverse impacts significantly and demonstrably outweigh the benefits when assessed against the Framework as a whole. This is commonly referred to as the ‘tilted’ planning balance exercise.

Even in a scenario where the ‘tilted balance’ is not triggered by the provisions of the NPPF, the requirement to consider all material considerations against the provisions of the development plan still applies. This is often referred to as the ‘flat’ planning balance exercise.

Key in both regards as applicable to this case is the critical need set out in national policy and guidance for local authorities to plan for and deliver specialist homes for older people.

Paragraph 62 of the NPPF explains that local planning authorities should plan to meet housing needs of different groups in the community. This includes older people, which are defined in the Framework’s glossary as, *“People over or approaching retirement age, including the active, newly-retired through to the very frail elderly; and whose housing needs can encompass accessible, adaptable general needs housing through to the full range of retirement and specialised housing for those with support or care needs.”*

The Carterwood report demonstrates how the UK, Hampshire and Eastleigh Borough has an ageing population and the need to provide specialist housing for older people is ‘critical’ (PPG). The dictionary definition of the word ‘critical’ suggests a ‘point of crisis’ and being of ‘decisive or crucial importance’. This is the only housing typology considered in the PPG to be of such stated importance and should be given significant weight as a material consideration. The adopted local plan acknowledges the challenges facing the borough at paragraph 5.124 where it is states,

“in the next twenty years the population of Eastleigh Borough will change with an estimated increase of 24% in the number of people aged 65 and over living in the Borough and an increase of 5% of people over 85 or over’. This, it is acknowledged, ‘will lead to an increasing number of older people requiring accommodation, estimated to increase by 24%’.

Carterwood’s Planning Needs Assessment demonstrates a quantitative need for care beds on a borough-wide and catchment basis and highlights a shortfall in delivery now and into the future. In addition, the national assessments of growth in the over 85 cohort would indicate that the number of residents of Eastleigh falling within this age range is likely to be substantially higher.

ACCORDANCE WITH THE DEVELOPMENT PLAN

Policies S2, S5 and S6 – The Urban Edge, Countryside and Settlement Gaps
The adopted policies map accompanying the Local Plan shows that the site is in ‘Countryside’ (Policy S5), outside of but contiguous with the ‘Urban Edge’ (Policy S2). It is also located within the Eastleigh-Bishopstoke ‘settlement gap’ (Policy S6).

These policies seek to generally limit development in countryside and gap locations outside of the urban edge, as set out in the Planning Policy Context section earlier in this PDAS. It is fair to say that the proposals are contrary to these policies taken in isolation.

However, in assessing whether the proposals are ‘in accordance with the development plan’, the policies of the development plan need to be considered as a whole.

In this case, the countryside and gap protection policies need to be weighed against another policy of the plan, Policy DM25, which states that the council will support the delivery of older peoples housing.

Policy DM25 – Delivering Older Peoples Housing
Whether the proposals are in accordance with Policy DM25 is considered below. Our emphasis in bold text highlight elements considered relevant to the consideration of this application – which is for a specialist care home (as opposed to ‘accessible’ or ‘Extra Care’ accommodation):

1. New development should seek to respond to the requirements of an ageing population by increasing the supply of specialist housing and accessible housing in accordance with policy DM29.

2. The Council will support the provision of accommodation suitable for the needs of older people. Proposals should be:

- a. located in sustainable locations with good access to the public transport network;**
- b. close to local facilities that residents can use, ideally Extra Care housing should be in or close to local centre; and**
- c. well integrated into the local community.**

Supporting text at paragraph 5.124 reaffirms that the Council **will support the provision of specialist accommodation meeting the criteria set out in policy DM25.**

Supporting text in paragraphs 5.124 clarifies that the council expects to meet the need for accessible housing [rather than specialist accommodation] through Policy DM29 and (para 5.125) specialist accommodation will be required as part of the housing mix and on larger allocations, subject to viability considerations.

A KEY REQUIREMENT FOR OPERATORS OF A CARE HOME IS THE AVAILABILITY OF AN INCUMBENT POPULATION CATCHMENT TO PROVIDE STAFF FOR THE DEVELOPMENT, WHICH THIS LOCATION PROVIDES.

Paragraph 5.126 explains that while support and care can be provided to people in their own homes, in some cases it is better for people to move to more appropriate housing or specialist accommodation. It consequently states that,

“it is necessary to provide for a range of housing for older people, and other vulnerable groups where there is an identified need, both in the general housing mix and through the provision of specialist accommodation”

The following paragraphs consider whether the proposals accord with the DM25 suitability criteria.

Criterion 1
In accordance with Criterion 1 of Policy DM25, the site can be considered to respond to the requirements of an ageing population by increasing the supply of specialist housing.

Criterion 2,a
In relation to Criterion 2a of Policy DM25, Section 7.0 of this Statement, along with the Transport Statement and Travel Plan reports prepared by Paul Basham Associates demonstrate how the site is in a sustainable location with good access to public transport (Bluestar bus services 2 and 3 within 150m as per policy TR4 requirements, and Eastleigh Railway

station) and access to local shops, services and facilities and Eastleigh Town Centre. In accordance with Policy DM25 (2, a) the site is demonstrably in a sustainable location with good access to the public transport network.

Criterion 2,b
Being in a care home, future residents of the Chickenhall care home are likely to be more frail and less mobile than residents that would occupy sheltered or Extra Care accommodation and by definition will have significant care needs. The care home will be secure with onsite facilities and gardens to cater for residents’ needs and amenity. Only on rare occasions will residents be likely to leave the home to visit local facilities and will usually be accompanied.

The site is in any event accessible to services and facilities that the Eastleigh and Bishopstoke locality has to offer. Section 2 of the Transport Statement outlines that the site is situated within walking/cycling distance of several local amenities and services in the local area. In accordance with Policy DM25 (2, b) the site is demonstrably close to local facilities.

Criterion 2,c
The previous sections of this Planning Design and Access Statement when read alongside other reports submitted with

the application together demonstrates how the development will be well integrated physically and visually with the local surroundings.

The Carterwood Planning Needs Assessment demonstrates how the development will meet a community need for more older persons’ care accommodation. Paragraphs above have shown how the site is ideally located to benefit from local shops, services and facilities.

A key requirement for operators of a care home is the availability of an incumbent population catchment to provide staff for the development, which this location provides. Staff, visitors and residents that are mobile will be able to travel to the facilities by a range of travel options (other than the private car) in accord with measures promoted by and set out in a Travel Plan.

In accordance with Policy DM25 (2, c) the site will be well integrated into the local community.

Policy DM25 – Conclusion
The development is considered to fully accord with Policy DM25 criteria and should therefore be supported in accordance with the policy.

Policy S1 – Sustainable Development
Policy S1 of the local plan outlines the characteristics new development in the Borough should have to be sustainable. The development at Chickenhall Lane complies with each of the eleven criteria a–k listed in part 1 of Policy S1 as demonstrated by the suite of reports and assessments forming this application.

As required by part 2 of Policy S1, Highwood as applicants have undertaken pre-application consultation with the LPA. This has included engagement with key stakeholders and consultees. We have also undertaken engagement with the local community in the form of a public consultation (online) and have revised proposals positively in response to feedback received from consultees and the council.

In accord with parts 3 and 4 of policy S1, the development will improve economic, social and environmental conditions in the area.

The plan advocates a hierarchical approach to development with Policy S2 promoting a sustainable pattern of development that maintains and enhances the role and function of settlements by directing the majority of all new development to the settlements listed in Table 1, including Eastleigh as the principal settlement in the borough at the top of the Hierarchy.

Other Development Plan Policies
Other relevant development plan policies, many of which relate to development management issues of a technical nature are considered later in this Statement under ‘other technical considerations’, but it is concluded that the proposals accord with the development plan in this regard.

DEVELOPMENT PLAN - CONCLUSION

The Carterwood report demonstrates that the housing and care needs of older people are not being met by development within existing settlement boundaries across either the market or borough catchments. It is critical in accordance with national policy that these needs are met.

Policy DM25 provides a development plan policy mechanism to approve the proposals and contribute towards meeting those needs.

The site is in an edge of urban context with neighbouring industrial units and four storey office buildings adjacent. The site has low visibility within the surrounding landscape, and the function of the Eastleigh-Bishopstoke settlement gap will be maintained.

For the reasons set out in the previous section, the level of relative harms associated with the proposals being contrary to policies S2, S5 and S6 are low level and localised in nature.

We argue that Policy DM25 is more important than Policies S2, S5 and S6 in terms of importance and weighting. It is therefore argued that the proposals are in accordance with the development plan and, as per Section 38(6) and the

presumption in favour of sustainable development outlined in Paragraph 11 of the NPPF, should be granted permission without delay.

Should the Council arrive at a contrary conclusion regarding compliance with the development plan—or even if they agree—consideration must be given to the weight of material considerations, as required by Section 38(6), to determine whether a decision contrary to the development plan is justified. This is often referred to as the ‘Flat Balance’ exercise.

Before proceeding, it is necessary to consider whether a ‘Tilted Balance’ exercise, under Paragraph 11(d) of the NPPF, is appropriate in this case.

A TILTED BALANCE UNDER PARA 11 OF THE NPPF

Even though the site lies within defined countryside in the adopted local plan, the above paragraphs have demonstrated that this proposal accords with the development plan by virtue of Policy DM25 and should therefore be accepted in principle.

In addition to this point, it is our view that whilst the local plan supports the provision of specialist housing for older people through Policy DM25, it is not quantified in the plan what the need

for care home beds is in the Borough across the plan period (e.g. in the same way as it is for housing, employment etc) and consequently we need to explore whether the tilted balance should be engaged in this case.

The local plan does not allocate or identify sites for the provision of specialist care accommodation under use class C2 to meet such need, instead relying on what is effectively a ‘windfall’ and market-led approach to delivery.

Whilst delivery of accessible accommodation is supported through Policy DM29, no comparable policy is provided that caters for the delivery of care home beds specifically alongside the delivery of other general forms of housing during the plan period.

In this context, it is worth noting that the pattern of housing delivery set out in Strategic Policy S2 results in a shortfall of 2,614 dwellings against the identified plan target of 14,580. The local plan acknowledges this shortcoming stating this is primarily due to the deletion, as recommended by the Local Plan Examination Inspector, of the Strategic Growth Option which had been proposed in the submitted version of the plan.

Paragraph 4.11 of the plan suggests that due to the scale of development currently committed and under construction this

shortfall in dwelling supply will occur in the latter years of the plan period and as a result, the Inspector recommended that this shortfall be addressed in an early review of the local plan. However, such a review has not yet been commenced, adding further uncertainty as to the location and type of development to be delivered later in the plan period, including on large sites.

The local plan therefore says nothing in terms of how it will meet the needs of older people in accordance with national policy and guidance when it comes to care home beds, particularly late in the plan period.

Carterwood’s Planning Needs Assessment demonstrates a quantitative need for care beds on a borough-wide and catchment basis and highlights a shortfall in delivery now and into the future.

In the absence of any adopted policies in respect of care home provision, and the clear evidence which points to there being an unmet need for care home accommodation at the Borough and local level, the Framework’s tilted balance is engaged under NPPF paragraph 11 d) ii). As such it is necessary to consider whether any adverse impacts of approving the application would significantly and demonstrably outweigh the benefits, when assessed against the policies of the NPPF taken as a whole.

If the Council do not agree that the ‘Tilted Balance’ is engaged, it is still necessary to undertake the Section 38(6) ‘Flat Balance’ exercise.

THE PLANNING BALANCE – BENEFITS VS HARMS

Under either a ‘Flat’ or a ‘Tilted’ balance exercise, it is necessary to consider the benefits vs the harms of the proposals, as set out in the following sections.

HARMS

- Loss of Countryside
- DeveloppeGap

These identified policy harms have been discussed earlier in this statement and have been described to be of low level and localised in nature.

BENEFITS OF THE SCHEME

In addition to meeting the care and accommodation needs of the elderly, the proposed care home will have wider social and economic benefits for the Borough and local area.

THE RESULT IS THAT AN INCREASING NUMBER OF OLDER PEOPLE ARE LIVING IN ACCOMMODATION THAT NO LONGER MEETS THEIR NEEDS, AND A HIGH PROPORTION OF HOSPITAL ADMISSIONS ARE LINKED TO OLDER PEOPLE HAVING ACCIDENTS IN THE HOME, SUCH AS SLIPS, TRIPS AND FALLS.

BENEFITS - DEVELOPMENT OF THE SITE FOR A CARE HOME IN A SUSTAINABLE LOCATION

It has already been demonstrated under the DM25 analysis that the site is in an appropriate location for a care home, close to public transport, local services and facilities and can be integrated into the local community.

The development is in a sustainable location that has access to services and facilities, immediately adjacent to the urban area of Eastleigh, for a care home that will make provision for a recognised need and contributing to housing supply, will have social and economic benefits. Where it will be built out in accordance with sustainable design principles, the care home proposals will include for environmental protection and enhancement.

This proposal will contribute to meeting the Borough’s needs for housing for older people, and more specifically in helping to address the identified undersupply of care-beds locally where those needs are currently not being met. By providing a better choice of modern, purpose-built accommodation to suit their changing and increasing care needs, those living locally could remain within their local community – helping them to feel more connected to their communities, which would be of great comfort and support to them, and those visiting them.

Those associated social, economic and environmental benefits of the proposal are set out further below.

BENEFITS – REDUCED BURDEN ON HEALTH AND CARE SYSTEMS

The impact of the ageing population on our health and care systems can be severe. The older we get, the more likely we are to need access to care and support. Ideally this would be provided in our homes. Yet due to limited availability and resources, publicly provided care is not always easy to secure. Our existing homes, particularly older stock are not always straightforward to adapt to meet our needs as we get older and our care needs change over time.

The result is that an increasing number of older people are living in accommodation that no longer meets their needs, and a high proportion of hospital admissions are linked to older people having accidents in the home, such as slips, trips and falls. Older people being admitted to hospital can put a significant strain on the system. Despite being well enough to leave hospital after treatment, many older people cannot be discharged because their home is unsuitable for their ongoing needs during recovery, or the care and support they need is not available in the community.

As hospital stays become increasingly shorter due to delayed discharge legislation, rehabilitation within a care home is often considered as a short-term measure. For those with high dependency nursing needs or dementia, 24-hour care within a care home setting may be the only suitable long-term option.

Carterwood highlight the issues in Section 17 of their Planning Need Assessment report. Significantly above the average for England pre-pandemic, the level of delayed discharged (aka ‘bed blocking’) in Hampshire highlights a failing of the Health & Social Care system. If the system were functioning with zero bed blocking through more effective use of care home beds or suitable adaptable specialist retirement housing, this would reduce reliance on the NHS.

Care homes have the capacity to ease pressure on local healthcare services also. Section 18 of the Carterwood report examines this. An example could be where a GP may hold a single in-house surgery visit at the care home and see several patients in a single session – reducing by comparison the overall number of trips (home visits) that might be needed for a GP to see individual patients were they at home individually elsewhere. Alternatively, it reduces the number of trips needed for frail or unwell residents to have to travel individually to GP surgeries.

In addition, the presence of care and / or nursing staff at a care home can also reduce the need for GP trips in the first place as services / care can be provided at source, negating the need for GP surgery involvement or call-out.

Further, the pressure on GPs will not be a direct result of the proposed development – demand is not created, it is catered to, and the proposed scheme will provide a much-required care facility to help battle the rising demographic pressure in the area.

This is a clear benefit of the proposal, which should be afforded significant weight.

BENEFITS – CONTRIBUTION TO HOUSING LAND SUPPLY AND A MORE EFFICIENT HOUSING MARKET

Delivery of Housing
The NPPF at paragraph 60 sets out the Government’s objective of significantly boosting the supply of homes, and the importance of a sufficient amount and variety of land coming forward where it is needed and that the needs of groups with specific housing requirements are addressed.

In its guidance on how to calculate a five-year housing land supply, the NPPG (Paragraph: 016a Reference ID:

63-016a-20190626) states that local planning authorities should ‘count housing provided for older people, [including residential institutions in Use Class C2], against their housing requirement’.

To establish the amount of accommodation released in the housing market, the guidance indicates that authorities should base calculations on the average number of adults living in households using the published Census data. This is ‘to establish the amount of accommodation released in the housing market.’

The 2011 Census estimated that there were 97,048 adults (aged 16 or over) living in 52,176 households in Eastleigh. This provides a ratio of 1.86 adults per household. The number of dwellings generated by accommodation in C2 use can therefore be derived by dividing the number of bed spaces by 1.9.

Where this ratio is applied to the proposals, the 70-bedroom care home would provide for the equivalent of 37 new dwellings, to be included in the LPAs Housing Delivery Test and where it would provide a contribution to the 5YHLS.

This is a useful contribution when considered against the fact that the recently adopted local plan Policy S2 does not provide for enough homes to meet the identified plan target across the plan period.

RELEASE OF FAMILY HOUSING IN THE LOCAL MARKET

Care home provision can contribute to addressing wider housing market concern, by releasing residents’ homes onto the market for families and younger people. Often, people who move into care homes are moving from larger, family-sized homes, quite often within the local area (being close to existing family often). When this happens, there is the potential to either sell or rent out the original home, contributing to the wider supply of housing.

Households have been shrinking for four decades, while dwelling sizes have not changed much. The existing stock is skewed towards family homes, with 60% having three or more bedrooms (CSFI report, Too Little Too Late? Housing for an Ageing Population, 2020).

The UK has nearly 29m households, with an estimated 2.86 bedrooms per dwelling. This equates to about 82m bedrooms, of which just over 15m are ‘surplus’, using reasonable assumptions about the number needed for different sizes of household.

The trend towards decreasing household size is projected to inflate this bedroom surplus to 20.3m in 2040 (CSFI report, 2020).

The surplus is concentrated in the older age group. For the 65+ cohort, the number of surplus bedrooms is on track to almost double from 6.6m in 2000 to 12.8m by 2040, unless behaviour and public policy change. The youngest households have a bedroom deficit (CSFI report, 2020).

Under-occupation of the housing stock caused by an ageing population has created a dysfunctional housing market. Older households are only 40–60% efficient based on space usage, whereas space is at a premium for younger ones.

Far too few dwellings are being built that cater for older people. Retirement housing has only accounted for about 125,000, or 2%, of all new homes built since 2000, but each year around 700,000 people turn 65 years of age (CSFI report, 2020).

With the number of households growing more quickly than the population, average household size is set to continue its decline. This causes increasingly inefficient use of the housing stock. The number of

‘surplus’ bedrooms is forecast to exceed 20m by 2040, 60% of them in older households (CSFI report, 2020).

The proposals will provide an opportunity for residents to move to a specialist form of accommodation to meet their individual needs, but to be shared with people with similar needs and with a level of management and support available. At the same time, the release of their previous homes can help provide a more efficient housing market.

BENEFITS – LOCAL ECONOMY

Jobs

In addition to the economic benefits associated with cost savings for the NHS and social care system, the development of care homes brings direct economic benefits to the communities in which they are located through employment.

Typical jobs available in older persons housing include roles in care provision, housekeeping, laundry, catering, maintenance, estate management and gardening.

Additional jobs are created during the construction phase, which contribute a significant injection of expenditure for the local economy.

Local Spend

Other economic benefits arise through use of local suppliers by the care home operators, increased use of local shops and businesses by residents, their visitors and staff.

Increased Receipts to Local Authority
The development will realise direct funding benefit to the local authorities through increased council tax revenues and business rates revenues. In addition, the development accords with the Council’s economic growth strategies. The development will contribute towards the provision of local infrastructure through developer contributions to be secured by way of Section 106 Legal Agreement in accordance with the Community Infrastructure Levy Regulations.

Jobs and Economy

The proposed development will bring extensive economic benefits to the local community, securing economic growth and creating jobs in the local area, in line with the NPPF and in accordance with the Council’s economic growth strategies.

BENEFITS – HIGH QUALITY DEVELOPMENT

Paragraph 131 of the NPPF outlines that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. This is reiterated in Policy DM1 of the Local Plan which seeks to ensure that all development is of good design.

In this regard, it is considered that the proposed care home will deliver a high-quality design that will complement the character of the area and create an attractive place to live. This PDAS describes the proposed design of the scheme and the rationale for achieving the high-quality outcomes needed to reflect the location.

The constraints and opportunities posed by the site have been identified at the outset and have informed the proposed scheme. In terms of constraints, for instance, the retention of trees to the boundaries and within the site has been considered from the outset with enhancement proposed to help improve the relationship of the site to the

boundaries while also protecting the site and enhancing the distinctiveness of the area, whilst providing site access that meets the necessary technical requirements.

An analysis of the local character has been carried out, which has influenced key decisions on built form, height, appearance, materials and the planting strategy for the development, which has reflected the comments of officers during the preapplication liaison process.

An attractive external appearance has been designed by Harris Irwin Architects and Deacon Design, appropriate to the locale with use of quality external materials on buildings and external landscaping. The building has been designed to ensure it sits as low as possible in the surrounding landscape, adopting a design concept that reflects its context utilising a flat roof solution.

The layout, design and landscaping of the development has been influenced by the feedback received from consultees in pre-application engagement.

The delivery of a high-quality development that creates a successful place should be noted as a benefit of the proposal.

BENEFITS – PROVISION OF BIODIVERSITY NET GAIN AND OTHER ECOLOGICAL ENHANCEMENTS

Policy DM11 of the local plan sets out that the Council will work with developers to protect, conserve, and enhance biodiversity through a range of measures, including a net gain of biodiversity on all development sites.

The application is supported by an Ecological Impact Assessment prepared by FPCR supporting surveys and assessment reports. This includes a Biodiversity Net Gain Assessment in support of the application which concludes that the development would result in a net gain of over the 10% required by statute.

AN ATTRACTIVE EXTERNAL APPEARANCE HAS BEEN DESIGNED BY HARRIS IRWIN ARCHITECTS AND DEACON DESIGN, APPROPRIATE TO THE LOCALE WITH USE OF QUALITY EXTERNAL MATERIALS ON BUILDINGS AND EXTERNAL LANDSCAPING.

TECHNICAL CONSIDERATIONS

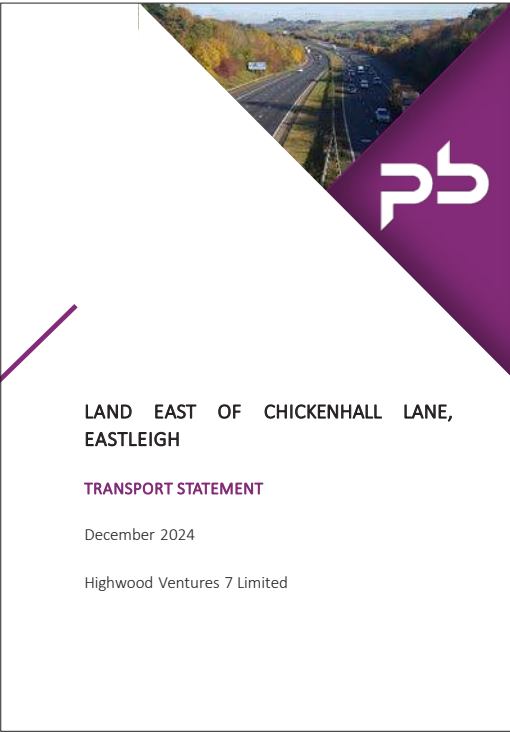
HIGHWAYS AND ACCESS

A Transport Assessment has been submitted alongside this statement and demonstrates the suitability of the site for a care home in terms of transport, being accessible on foot, by cycle and by using public transport. It is demonstrated that the effect of the increase in traffic on the local highway network would be negligible and that satisfactory provision is to be made for access and egress to and from the site and an internal layout and level of parking provided, appropriate to serve the new care home.

24 parking spaces, with 2 designated for disabled users and a service delivery bay is to be provided. Furthermore, recent BREEAM standards emphasise the increased demand for electric vehicles and state that 10% of parking must be provided with electric charging spaces. Three of the proposed parking bays will be supplied with EV charging points, with the remainder being provided with necessary EV infrastructure to facilitate future installation, subject to operator demand.

Secure, covered cycle spaces will be provided and along with a range of measures set out in an accompanying Travel Plan will promote alternative forms of travel to the private car.

As such it is considered that the proposed development will accord with Policies S1, DM1 and DM13 and DM14 of the adopted Local Plan.



Turley

SUSTAINABILITY AND CLIMATE CHANGE

The application is supported by a Sustainability and Climate Change Statement prepared by Turley.

In recognition of the climate emergency and local policies relating to climate change and sustainability (predominantly Policies S1, S9, DM2, DM3, DM5, DM6, and DM11) the development will incorporate a range of measures to maximise sustainable construction and design in the scheme and reduce carbon emissions, mitigate the effects of climate change, and to ensure the long-term resilience of the development to the effects of climate change.

Social and Economic Benefits

The development aims to provide a range of social and economic benefits to both new and existing residents, through:

- Provision of a high-quality residential care home to support those in the local area who require it.
- Support to the local community through increased jobs and population.
- Incorporation of sustainable transport measures to encourage active travel in the form of walking and cycling, through provision of cycle storage and facilities.

- Provision of a Travel Plan to provide staff with sustainable and safe transport options.
- Provision of a healthy and comfortable indoor and outdoor environment in line with the requirements of BREEAM Health and Wellbeing.

Environmental Protection and Enhancement

Through a range of design measures the development aims to protect and enhance the local environment. The following measures align with Local Plan Policies S9, DM2, DM6, and DM11, including:

- To help limit air pollution, EV infrastructure will be supplied to 10% of the proposed parking bays, in line with BREEAM requirements, and ASHP's will be incorporated to serve space heating and hot water generation.
- Provision of biodiversity enhancement measures to provide multi-functional benefits including support to protected species, climate resilience and recreation.
- Provision of measures through construction and operation of the site to reduce pollution, minimise waste and encourage recycling.

Mitigating and Adapting to Climate Change

In recognition of the climate emergency and local policies relating to climate change (predominantly Policies S1, DM2, and DM3), the development will incorporate a range of measures to reduce carbon emissions, mitigate the effects of climate change, and to ensure the long-term resilience of the development to the effects of climate change.

Measures include:

- Targeting a BREEAM Excellent rating.
- Use of passive design measures, ASHPs, and solar PV to reduce grid energy demand, helping mitigate the effects of climate change and reducing carbon emissions by circa 17% over Part L 2021.
- Reduced emissions associated with private car travel though development in a sustainable location, with access to public transport and amenities, and provision of cycle storage.
- Encouraging electric vehicle uptake by providing three EV charging spaces, equivalent to 10% provision.
- A design which has considered the embodied carbon associated with construction materials and selected sustainable products where possible to reduce environmental impacts of construction.

- A design which reduces the risk of overheating at current and future climate scenarios.
- Targeting two credits under BREEAM Wat 01 by reducing flow rates, flush volumes, and specifying water efficient kitchen equipment.
- Development in Flood Zone 1, and incorporation of SuDS including raingardens, french drains, permeable paving and swales to ensure that post development surface waterrun off is managed up to 1-in-100 year storm events with a 45% allowance for climate change.

Highwood is committed to the delivery of a sustainable, high quality care home, which provides economic and social benefits; protects and enhances the environment and mitigates and adapts to the effects of climate change in accordance with the adopted development plan polices as set out in the Sustainability Statement.

HIGHWOOD HOMES LIMITED IS COMMITTED TO THE DELIVERY OF A SUSTAINABLE, HIGH QUALITY CARE HOME, WHICH PROVIDES ECONOMIC AND SOCIAL BENEFITS; PROTECTS AND ENHANCES THE ENVIRONMENT AND MITIGATES AND ADAPTS TO THE EFFECTS OF CLIMATE CHANGE.



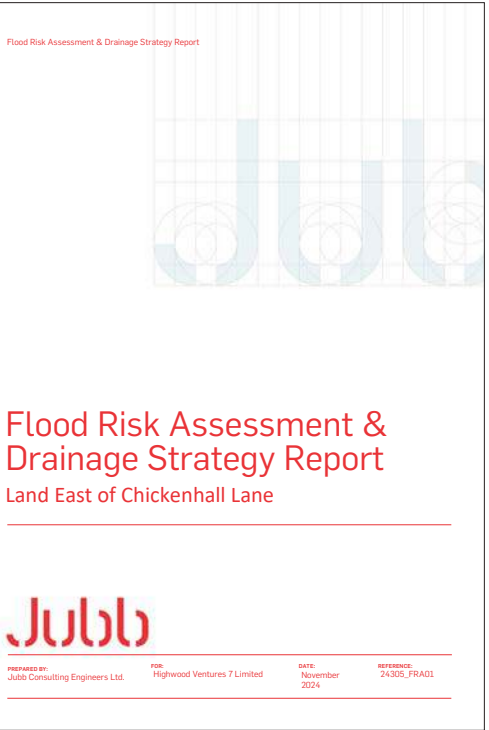
FLOOD RISK AND DRAINAGE

The application is supported by a Flood Risk Assessment and Drainage Strategy prepared by Jubb.

This demonstrates that the proposed plans can be delivered sustainably in terms of flood risk and drainage, summarised as follows:

Subject	Conclusion
TIDAL & FLUVIAL FLOOD RISK	Flood Zones and EA flood model levels have been considered within the design. The development is located wholly within Flood Zone 1 - Low Risk
FLOOD RISK FROM OTHER SOURCES	Low Risk from all other sources, overland flow routes have been provided and groundwater risk accounted for within the design.
DEVELOPMENT SUITABILITY	Development suitable in line with table 2 of the NPPF. This report has shown the site will not be subject to significant flood risk or increase the risk of flood risk downstream.
EXISTING DRAINAGE	There are existing FW sewers within the site boundary. Existing SW drains via overland towards the neighbouring watercourse.
PROPOSED DRAINAGE	Foul water to discharge towards the existing Southern Water network. Surface to discharge at a controlled rate towards the watercourse.
SURFACE WATER MANAGEMENT	Runoff rates will be limited as close to greenfield as possible, for all storms up to and including 1 in 100 + 45% Climate Change. Attenuation will be provided via permeable paving. In line with the LLFA requirement (and CIRIA guidance), suitable levels of treatment are provided. In line with Eastleigh policy, minimum of three stages of naturalised filtration are provided.
FOUL WATER DISPOSAL	Discharge via gravity to sewer in Chickenhall Lane.

It is considered that the proposals are in accord with development plan Policies DM1, DM3 (adaptation to climate change) and DM6 (sustainable surface water management and watercourse management) in relation to flood risk and drainage.



BIODIVERSITY, ECOLOGY AND ARBORICULTURE

The application is supported by:

- Ecological Impact Assessment prepared by FPCR Environment and Design;
- Arboricultural Method Statement prepared by James Fuller Arboriculture
- Landscape, Environmental Management Plan (LEMP)
- Construction Environmental Management Plan (CEMP)
- Bird Hazard Management Plan (BHMP)

ECOLOGY

Following an initial site visit and preliminary protected species survey in 2024, subsequent ecological surveys were undertaken, including UK Habs habitat survey, desktop study, and protected species surveys (bats, breeding birds, reptiles, riparian mammals).

The surveys identified important ecological features (IEFs) on site and within its zone of influence. The impacts on these were assessed.

- The Barton River off-shoot of the River Itchen SAC is adjacent to the site. The site is within scoping distance of the Solent and New Forest Statutory Protected Sites Network.
- The site is comprised of modified grassland, other neutral grassland managed by regular cutting bounded by hedgerows, introduced shrubs and trees.
- Surveys for bats were completed during 2024. Low levels of activity were recorded with common and widespread species accounting for most of the activity recorded.
- A bird scoping survey recorded an assemblage of common species. Nesting habitat is present across the site.
- Great crested newts are present within 300, however the site is isolated by significant barriers to dispersal including the Barton River.

- A low population of common lizard and grass snake was identified along the eastern site boundary.
- Badgers and dormice were scoped out of assessment following desktop search and site surveys.

FPCR in their EcIA conclude that in the absence of mitigation, likely significant effects would be generated on the River Itchen SAC/SSSI from construction works within the protected sites boundary, surface water drainage entering the site and increased nutrients arising from the proposals entering the same SAC/SSSI. On site storage and treatment will ensure that water enters the protected site at a permitted rate and will meet water discharge standards.

Detailed CEMP and LEMP reports are submitted with the application and the measures set out in those reports can be conditioned to ensure that the designated features of the protected site are maintained during the construction and operational phases.

The proposals will secure phosphate and nitrate credits from a local mitigation scheme to remove any likely significant effects on the River Itchen SAC.

No priority or irreplaceable habitats are present, and the loss of medium distinctiveness habitats is offset on and off site through the creation of new habitat to reduce encroachment along the River Barton, enhancement of retained

ONG through seeding and beneficial management and removal of invasive cherry laurel with new tree and scrub planting.

Mitigation for minimising impacts on bats, birds, reptiles and other protected species is integrated into the site design and precautionary works methods proposed during the construction phase. Enhancements for bats and birds are integrated into the proposed buildings. Table 7 within the EcIA summarises

the assessment of effects arising from development on Important Ecological Features as assessed within the EcIA.

The assessment has demonstrated that following mitigation measures, all residual effects on IEF’s are not significant.

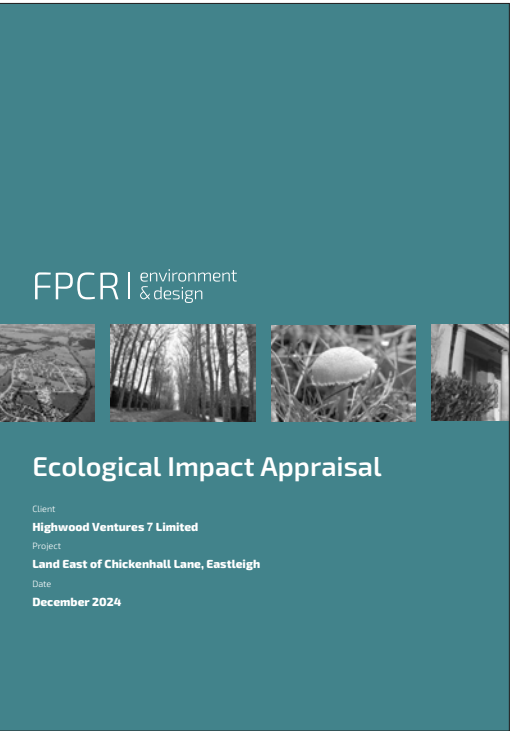
The proposals will result in significant Biodiversity Net Gain in excess of the minimum statutory requirement of 10% as set out in Table 4 of the EcIA.

Table 4: Headline BNG Results

On-Site Habitats	Pre-intervention Units	2.68
	Post-Intervention Units	1.65
	Net change	-1.04(-38.60%)
On-Site Hedgerows	Pre-intervention Units	0.23
	Post-Intervention Units	0.52
	Net change	+0.29 (123.78%)
Off-Site Habitats	Pre-intervention Units	3.38
	Post-Intervention Units	4.84
	Net change	+1.46(+43.16%)
Off-Site Watercourse	Pre-intervention Units	1.60
	Post-Intervention Units	1.86
	Net change	+0.27 (+16.62%)
Combined Net Unit Change	Habitats	0.91 (+26.33%)
	Hedgerows	0.29(+23.78%)
	Watercourse	0.27

A Bird Hazard Management Plan has also been prepared to ensure that the proposals will not adversely affect safety at the nearby Southampton Airport in terms of bird strike risk.

The proposals therefore accord with policy DM1 and DM11 of the local plan in relation to biodiversity and ecology.



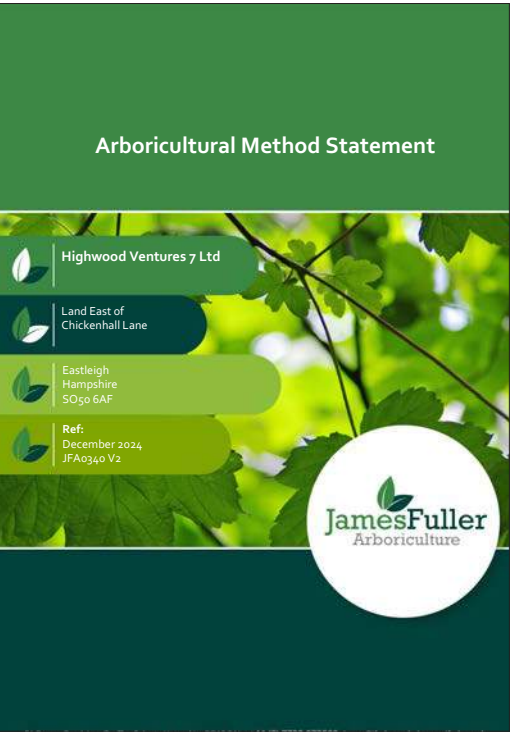
TREES

James Fuller Arboriculture have undertaken an Arboriculture Method Statement (AMS) which accompanies the application.

The AMS demonstrates the protection measures for the retained trees within the proposals and should be read in association with the Tree Protection Plan contained in the AMS appendices.

The emphasis of the report is predominantly that of preservation and tree protection. It identifies methodologies to provide protection for retained trees, to ensure their safe and healthy retention during and post development, as guided by BS5837:2012 and current best practice. A total of 3 (three) individual trees and 1 (one) group of trees shall be retained adjacent to the site as detailed within this report.

1 (one) low quality ‘C’ grade Group (Group 4) and sections of Groups 1 and 5 and Hedge 1 will be removed to facilitate the proposed design layout for the site. There are 24 (twenty-four) new trees being planted as part of the proposed landscaping scheme by Deacon Design.



James Fuller Arboriculture believes that the trees highlighted for retention within the report can be retained without undue stress on their long-term health.

Taking the above into account, it is considered that the proposals will have a limited impact on trees if the measures outlined in the AMS are followed.

Any impact on biodiversity can be mitigated either off-site or via other specified means as set out in the application proposals and as described in the EcIA.

It is considered therefore that the proposals comply with the National Planning Policy Framework and Local Plan policy DM1 in relation to the protection of trees.



HERITAGE AND ARCHAEOLOGY

Heritage consultants, EDP have appraised the site and proposals regarding matters of heritage and archaeology.

Heritage Matters

The site does not contain any known or recorded ‘heritage assets’ (as per the NPPF) and so therefore its proposed development would not have a direct, physical impact in that respect, although consideration has still been given to the potential for its development to give rise to indirect impacts in terms of the setting of assets located in its wider surroundings.

The nearest ‘designated’ heritage assets to the boundary of the site are the Grade II listed Eastleigh Railway Station [1281411] circa 430 metres to the west and Bishopstoke Conservation Area circa 165 metres to the north east and where it contains a number of statutorily listed buildings including Manor House [1111942] and Itchen House [Ref 1281447] circa 300 metres and 325 metres to the north east respectively.

It is concluded that none of these three assets (or their settings) would be affected by the site’s proposed development due to (1) their spatial

separation, (2) the screening effect of intervening built form, which includes industrial and employment buildings to the south of Bishopstoke Road, in the case of Eastleigh Railway Station, and the rugby club and residential houses to the north of Bishopstoke Road in the case of both Manor House and Itchen House, as well as the fact that the Conservation Area Appraisal identifies no key or important views westwards in the direction of the site from within the area that is identified as being of Special Architectural or Historic Interest.

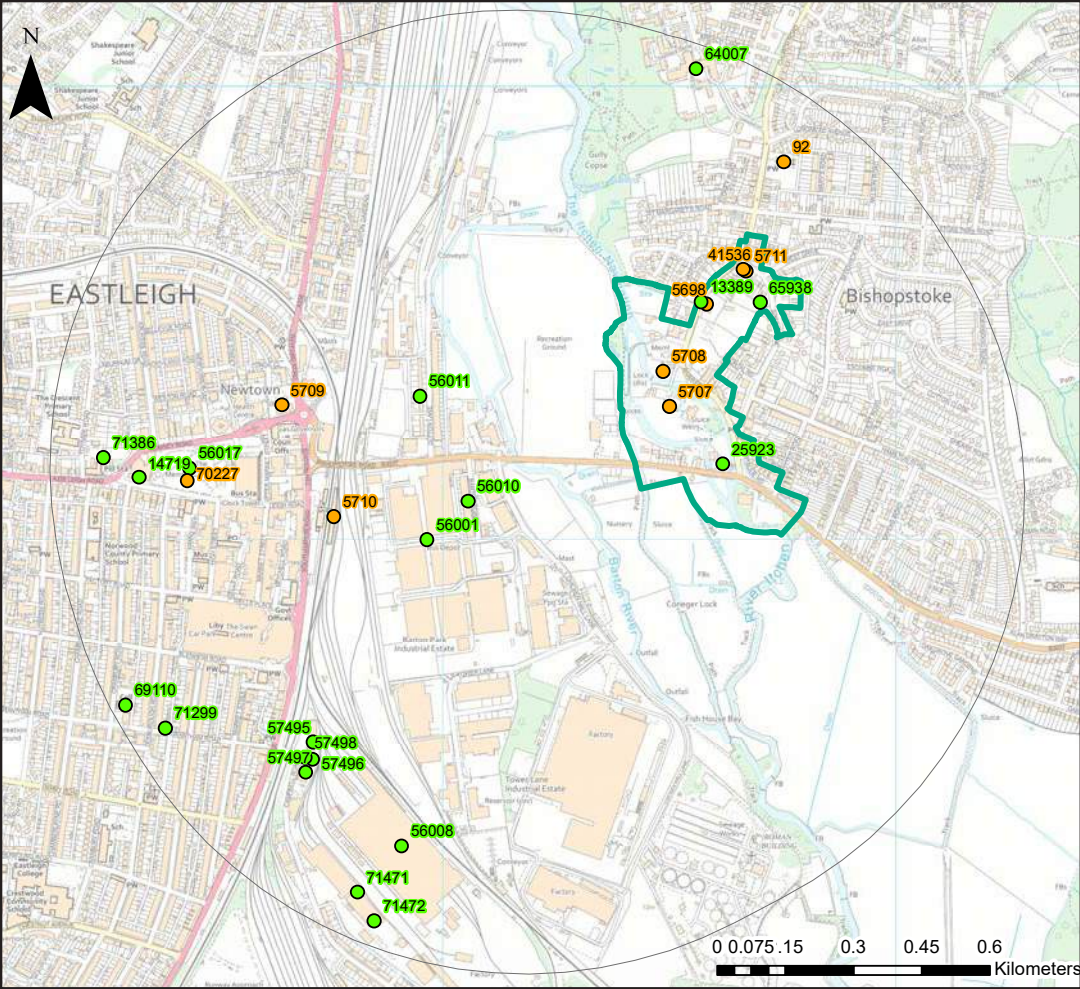
As such, it is considered that none of the listed buildings (or other designated assets) in the site’s wider surroundings would be affected (or harmed) by the site’s proposed development. Therefore, it is concluded that the planning application responds to and addresses current legislation, as well as relevant national and local planning policies in this respect.

Archaeology

In line with Government guidance in paragraph 200 of the NPPF (December 2023), EDP consulted the Hampshire Historic Environment Record (HER) to inform and support the preparation and submission of the planning application.

This exercise confirmed that there are no known and recorded archaeological features or deposits within the site. The site also falls outside of the Areas of High Archaeological Potential and Area of Archaeological Potential around the complex of buildings and archaeological features across the River Itchen at Bishopstoke. No other local archaeological designations are identified on the west side of the river in proximity to the site and which could be affected by proposals for development and therefore constrain its delivery and/or capacity.

The site occupies solid geology of the Whitecliffe Sand Member overlain by alluvial deposits of clay, silt, sand and gravel (with river terrace deposits of sand and gravel immediately to the west), thus suggesting potential for the presence of sub-surface archaeological remains of significance from the prehistoric and later periods. This is to an extent reflected in the HER data, with a Roman villa site identified circa 900 metres to the south east [HERs 25907 & 25908] but in the main the HER records in the immediate surroundings of the site in fact focus on buildings associated with the London & South Western Railway (LSWR) works at Eastleigh opened in the 19th century. These are a mixture of extant [HERs 56010, 56011] and demolished structures [HER 56001] and afford no information on the site’s archaeological interest.





NOISE

Policy DM8 of the adopted local plan requires new development to avoid any unacceptable effects arising from Pollution, including noise.

Dice Environmental has prepared a Noise Impact Assessment which supports the application.

Environmental noise surveys have been completed to quantify the prevailing soundscape at the site. This comprised an unattended logging survey over a full weekday and weekend period to capture the background noise levels and attended measurements in accordance with Calculation of Road Traffic Noise (CRTN) to capture noise associated with Bishopstoke Road and Chickenhall Lane.

Dice have also utilised noise measurement data from www.noisemap.com for up-to-date noise levels associated with the flight path which travels alongside the west of the development.

A 3D CadnaA noise model has been constructed including all significant noise sources at the site, primarily noise from road traffic and air traffic. This has been used to predict the noise levels incident upon the facades of the proposed residential care home development.

Accordingly, appropriate consideration has been given towards the mitigation measures required to ensure that the internal ambient noise level requirements set out in BS8233:2014 can be met for the development. Double-glazing configurations with a minimum performance range of Rw + Ctr 25 dB to Rw + Ctr 36 dB would be required to control noise break-in from external sources and achieve the requirements of BS8233. In addition, the assessment has found that a ventilation scheme, providing a performance of Dn,e,w + Ctr 36 dB will be required within a number of rooms, depending on internal layout and orientation.

The assessment has determined that the predicted noise levels in the resident’s communal garden area will be up to LAeq,ih 60 dB without any mitigation measures. Exceeding the upper guideline value of LAeq,ih 55 dB recommended in BS8233. Accordingly, measures of mitigation will be required.

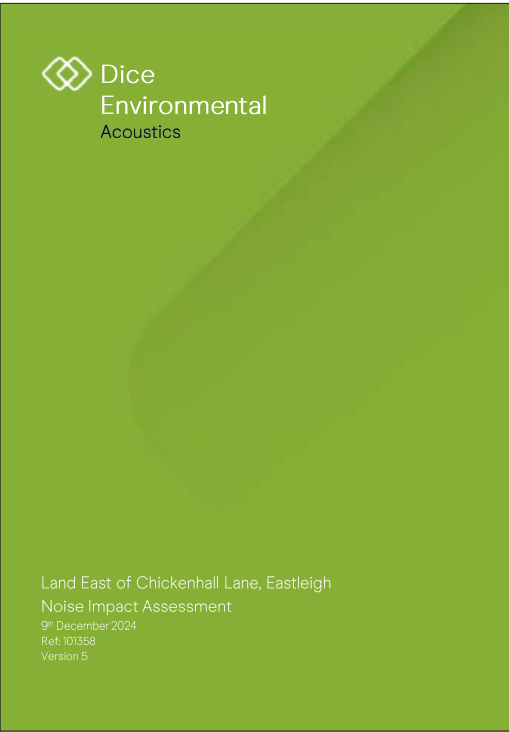
It is proposed to include for a walled courtyard within the design to provide a tranquil external area for residents. The wall should be a height of at least 2.4m, be sealed at the base, free from holes and a massing of S10 kg/m2. The courtyard will include a 3m garden room to provide additional shielding and an aesthetically pleasing tranquil addition for future residents.

In addition, a 1.8m barrier is proposed around the proposed external amenity along the southern boundary of the site to provide additional tranquil space for the residents.

The proposed mitigation measures will reduce the noise in the northern external amenity areas to the lowest practical levels, resulting in noise levels of S55dB. Whilst an exceedance can be found within the southern external amenity space, the best practicable design ensures that 50% of the overall amenity space, that being the area within the northern courtyard, results in levels in accord with Policy DM8 of the local plan.

Consequently, it is thought that the proposed external amenity areas will be suitable for their intended use following the incorporation of the recommended mitigation measures.

A number of floors and facades exceed the noise levels set out in Approved Document O: Overheating for bedrooms at night. As such, open windows cannot be relied upon as the standard means of cooling for overheating scenarios in all locations. Noise limits have been set to apply to all externally located plant units proposed for the site including, but not limited to, kitchen and bathroom extraction units. These are determined in accordance with BS4142.



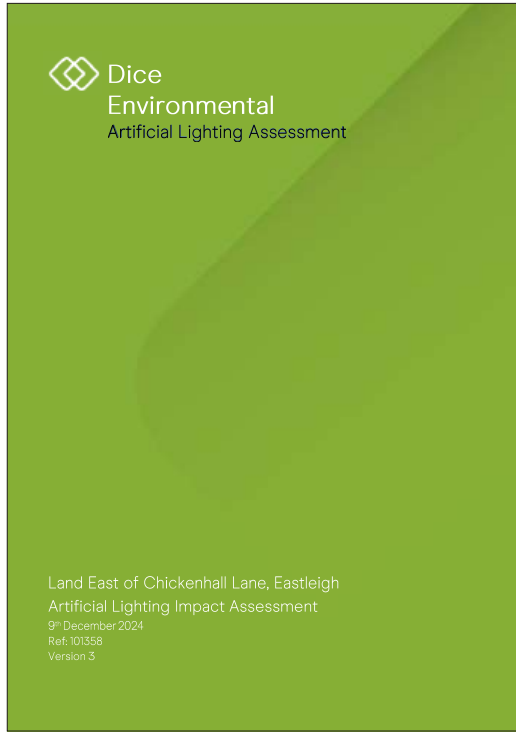
The assessment is based upon robust and worst-case assumptions and demonstrates that, in principle and subject to the incorporation of the identified mitigation measures, there should not be any adverse impacts upon the proposed noise sensitive properties. The development is in accordance with national policy and BS requirements and therefore is in accord with Policy DM8 of the local plan.



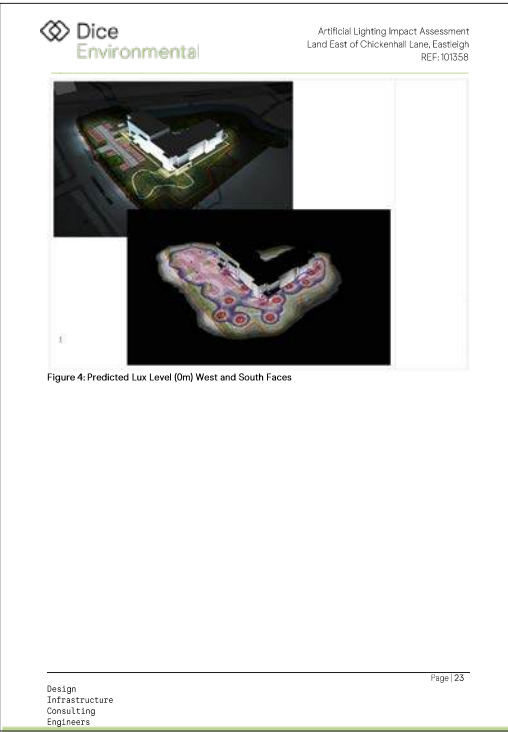
LIGHTING AND AMENITY

An Artificial Lighting Assessment has been undertaken by Dice Environmental and their report accompanies the application.

Modelling was undertaken to predict impacts associated with changes in artificial lighting levels at sensitive environmental locations along the site boundaries.



The modelling results indicate that there are no predicted exceedances of 1lx at any of the sensitive receptors and consequently, the artificial lighting impacts are deemed to be insignificant. Based on the assessment results, artificial lighting is not considered a constraint to planning consent for the proposed development, being in accordance with the NPPF and local plan policies DM1 and DM8.



GROUND CONDITIONS AND CONTAMINATION

Ground Condition Consultants GCC have prepared a ground condition desk top study to accompany the application. The GCC report contains conclusions and recommendations in relation to the site which will be followed.

The risks to the health of future site users from contamination have been assessed to be low/moderate.

The risks from contaminants in the near surface soil will therefore need to be mitigated with remediation measures such as source removal and engineered cover system in the soft landscaped areas. CS2 ground gas protection measures are recommended to address the potential for ground gas generation from the underlying organic rich Alluvium and Peat.

With these measures, it is anticipated that the proposals will meet requirements of policies DM1 and DM8 in relation to ground pollution.



TECHNICAL CONSIDERATIONS

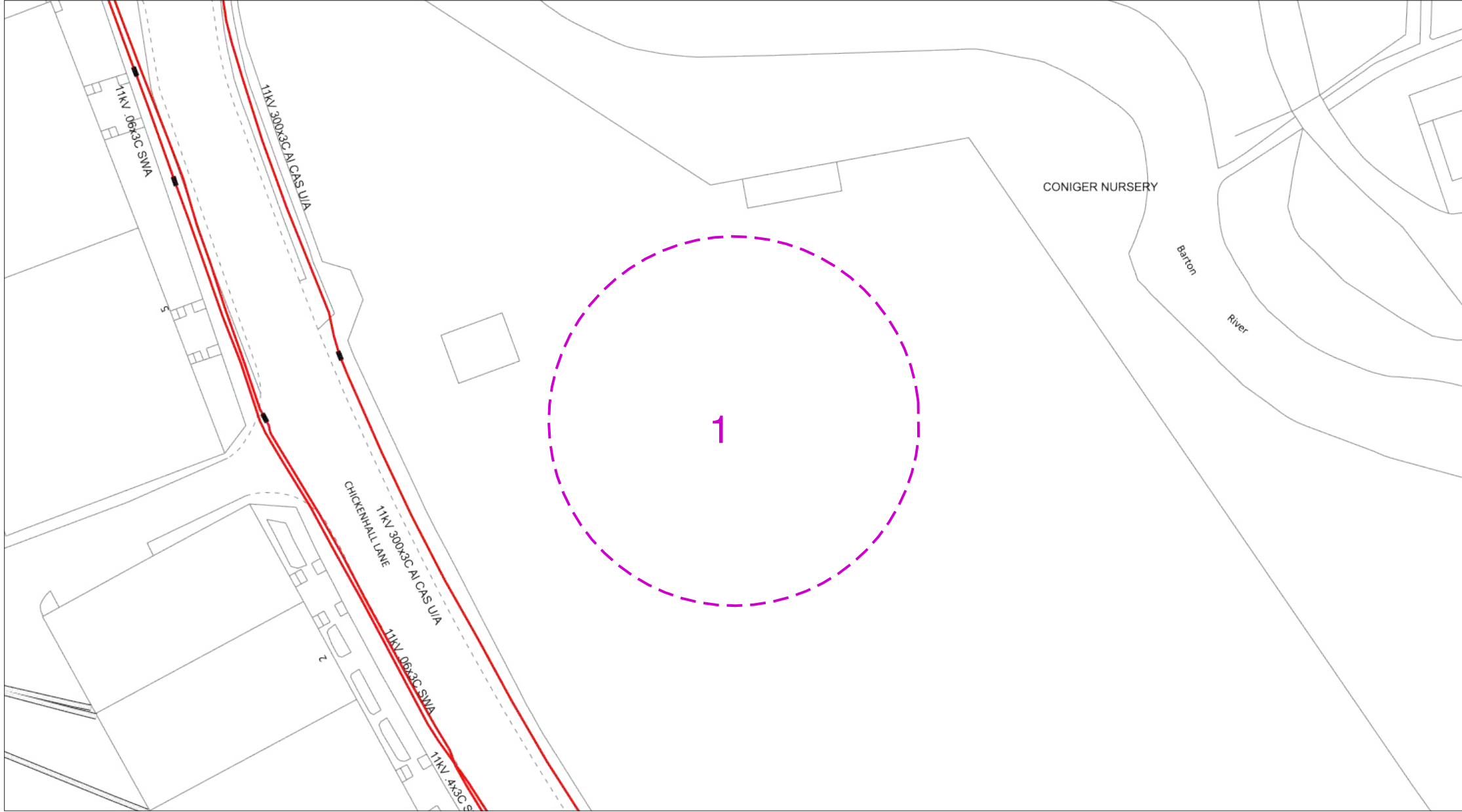
UTILITIES

Electricity Infrastructure
Scottish and Southern Energy
Networks (SSEN)

Existing
Records indicate there is a HV cable
(11KV) within the verge on the east side
of Chickenhall Lane.

Point of Connection and Capacity
An application for a point of connection
has been made to SSEN. Provision has
been made for a sub-station within the
scheme layout design.

Diversions and Disconnections
A streetlight column within the bell
mouth of the proposed widened access
will be re-located.



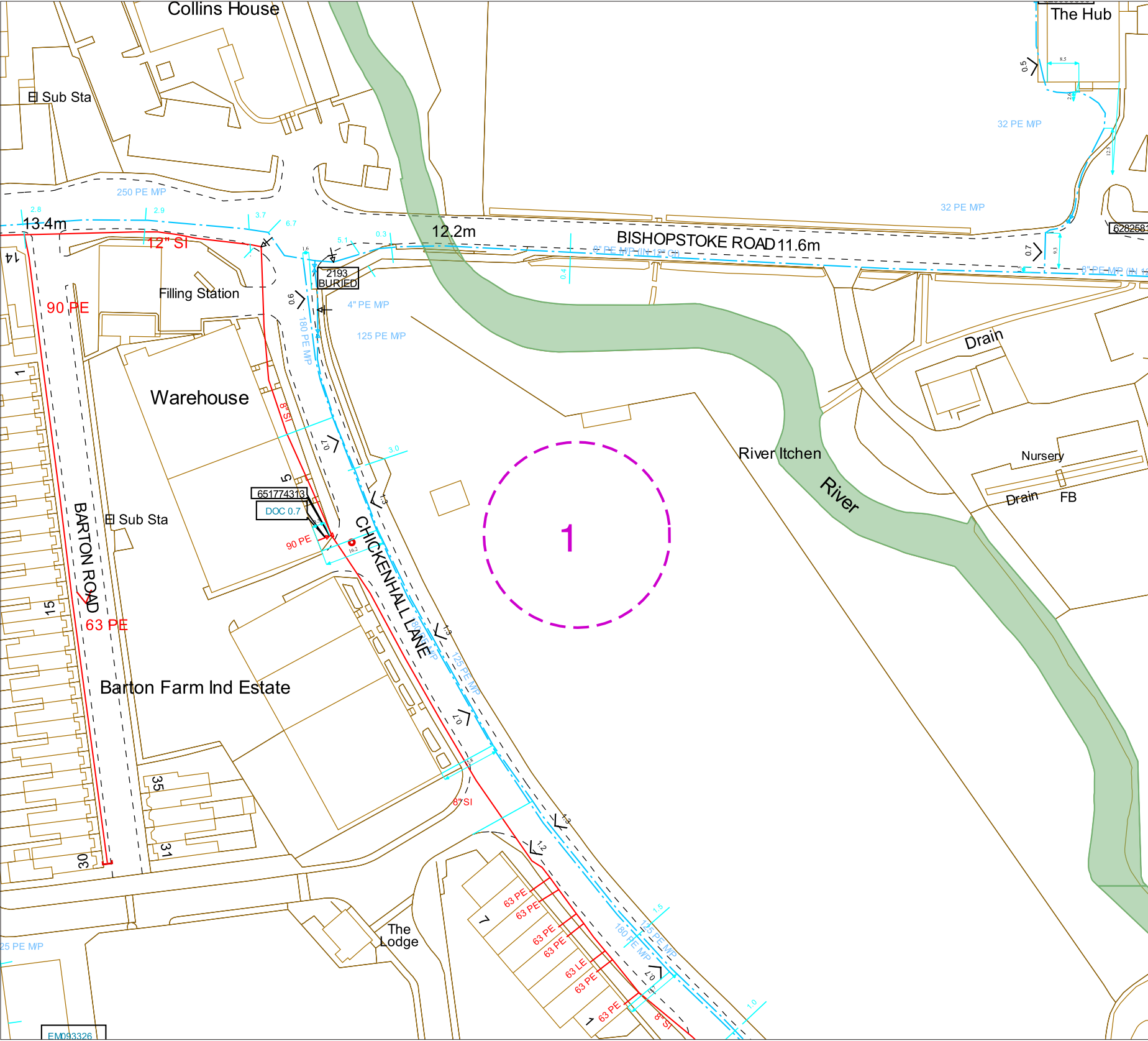
GAS INFRASTRUCTURE

SGN

Existing
Records indicate that Southern Gas
Networks (SGN) have both low pressure
mains and medium pressure mains
within Chickenhall Lane.

There is no record of any gas services
within the development site.

Point of Connection and Capacity
It is not proposed to have any gas
services within the development site.



WASTE WATER INFRASTRUCTURE

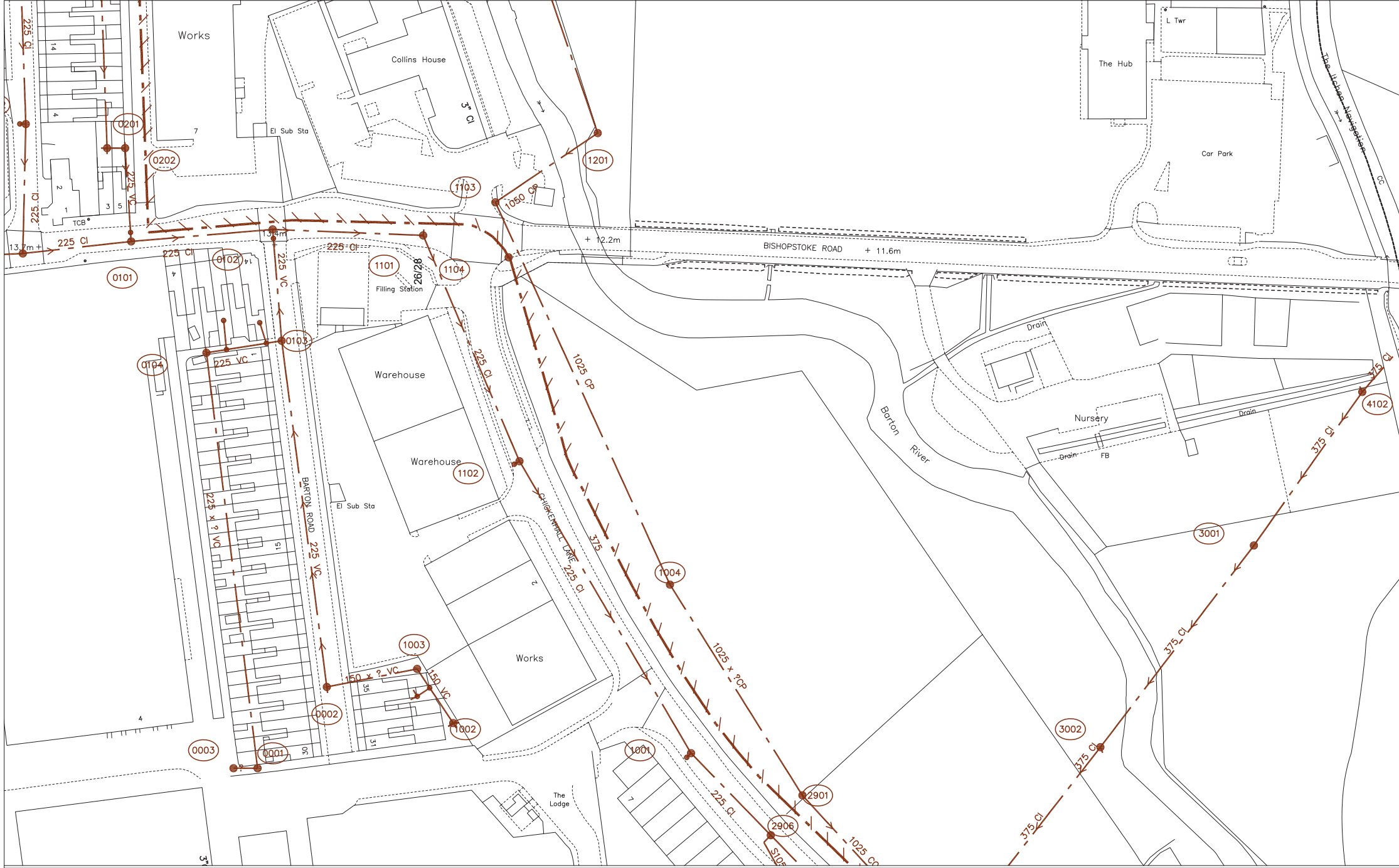
Southern Water Services

Existing
Records indicate that there are two foul water sewers on the eastern boundary of the development site. A 375mm rising main and a 1025mm sewer. Both foul sewers fall towards the waste treatment works located further south along Chickenhall Lane. There is also a 3rd sewer within Chickenhall Lane (225mm) serving the local properties.

A 5m easement should be allowed for over the 1025mm sewer and a 3m easement for the 375mm rising main.

Point of Connection and Capacity
A pre-planning enquiry has been submitted to Southern Water. However, at the time of writing, a response is yet to be received. The proposal for the foul drainage is to drain via gravity network foul manhole (see accompanying Flood Risk Assessment and Drainage Strategy report by Jubb).

Diversion and Disconnection
There are no sewers requiring diversion or disconnecting from the development.



PLANNING BALANCE AND CONCLUSIONS

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that all planning applications are determined in accordance with the development plan, unless there are material considerations which indicate otherwise.

The Planning Assessment chapter of this PDAS has set out how there are three potential policy routes available to the Council to make a positive determination on this application and to grant permission under Section 38(6) to secure the many benefits that the proposed development will deliver.

1. That the proposals accord with the development plan

Considering the proposals against the policies of the development plan as a whole, in the round, the provisions of Policy DM25 take primacy, given the fact that harms associated with the scheme not being in accord with Policies C2, C5 and C6 are outweighed by the benefits of compliance with Policy DM25 in a situation where the needs of older people are not currently being met within the Urban Areas. All development plan policies are complied with apart from C2, C5 and C6. On that basis, the proposals can be considered accord with the development plan taken as a whole. DM25.

Supporting text in paragraphs 5.124 clarifies that the council expects to meet the need for accessible housing [rather

than specialist accommodation] through Policy DM29 and (para 5.125) specialist accommodation will be required as part of the housing mix and on larger allocations, subject to viability considerations.

As per Section 38(6) and the presumption in favour of sustainable development in the NPPF paragraph 11, the application should be granted permission without delay.

Should the Council reach a contrary conclusion regarding accordance with the development plan, consideration should then be given to the weight to be afforded to material considerations as per the requirements of Section 38(6) to establish whether a decision contrary to the development plan is warranted. This is often referred to as the ‘Flat Balance’ exercise.

Before doing that, it is necessary to consider whether a ‘Tilted Balance’ exercise is appropriate under Paragraph 11 (d) of the NPPF:

2. That the adverse impacts of approving the application do not significantly and demonstrably outweigh the benefits when assessed against the policies of the NPPF taken as a whole.

This ‘tilted balance’ applies in a scenario where the relevant development plan policies are ‘absent’, e.g. due to a lack of allocations or a clear plan set out in a development plan document for older people’s housing and care provision at the time of determination of the application.

2. That material considerations indicate otherwise

If the Council do not agree that the ‘tilted balance’ is engaged, it is still necessary to undertake the Section 38(6) ‘Flat Balance’ exercise and consider whether the harms outweigh the benefits.

The Planning Assessment and other application documentation together demonstrate that there are considerably more benefits than harms generated by the development.

SUMMARY OF KEY BENEFITS VS HARMS

The NPPF specifically identifies the three dimensions of sustainable development – economic, social, and environmental which are interdependent and need to be pursued in mutually supportive ways.

The table opposite summarises the benefits vs the harms likely to arise from the development as set out in this Planning Assessment chapter, to assist with the planning balance exercise:

Sustainable Development Role	Benefits of the Proposed Development	Harms of the Proposed Development
Economic (significant under Para 85 of the NPPF)	Economic growth and improved economic productivity through:	
	Significant capital investment in the local economy.	
	Short-term construction jobs and uplift in local economic productivity.	
	Circa 70 long-term jobs associated with the care home once operational – in a range of roles including administration, management, maintenance as well as nursing and care.	
	Spending from residents, visitors and staff in local area benefiting local shops, services and facilities.	
	Boost in tax revenues including local business rates and council tax receipts.	
Social	Provision of 70-bed care home for older people in a sustainable location – addressing the identified shortfall of beds and increasing supply in the local and wider catchment area.	Policy harms arising from location outside of settlement boundary (S2 and S5).
	Contribution to overall housing land supply in the borough (39 dwellings towards the Council’s 5YHLS).	Policy harms arising from location within Settlement Gap (S6).
	Reduced burden on health and care systems.	
	Improved housing market efficiency through release of family homes onto open market.	
Environmental	Well-designed, high quality development scheme appropriate to the site context.	Limited localised harms associated with development in countryside.
	Ecological benefits and Biodiversity Net Gain far in excess of the required 10%.	Short-term temporary effects during construction.
	The proposals will be of sustainable construction, achieving BREEAM ‘Excellent’ accreditation.	

SOCIAL BENEFITS

The local area has a significant shortfall of standard market care beds and general housing supply, which this proposal aims to address on both counts. This development offers a valuable opportunity to enhance the provision within the borough, ensuring adequate care bed availability for residents, with the support of a named care home operator, Hartford Care.

Additionally, the provision of care beds contributes to the overall housing land supply, equating to approximately 39 dwellings (70 bed care home equivalent). This also facilitates the release of family accommodation into the open market. Further social benefits include potential NHS savings through reduced ‘bed blocking’ in hospitals, lower instances of falls at home, and enhanced wellbeing and reduced loneliness for residents.

Significant weight should, therefore, be placed on the broad social benefits delivered by this scheme in addition to the fact that the proposals accord with the provisions of the development plan.

The relatively minor social harms associated with development at the site being contrary to Policies S2/S5/S6 should be given minimal weight by comparison.

ENVIRONMENTAL BENEFITS

This PDAS has demonstrated that the proposals will deliver a well-designed and well laid out scheme, and a high-quality building to provide a development that will complement the site and its context through sustainable form and materials. The scale and massing of the new building respects the surrounding area, ensuring that the residential amenity of both existing and future residents is maintained.

The proposals will be of sustainable build, achieving BREEAM ‘Excellent’ accreditation.

The scheme proposes ecological enhancements to be delivered through a detailed landscaping GA scheme, which will secure a 10% net gain in biodiversity. Significant weight should be afforded to the environmental benefits provided by this scheme.

The relatively minor environmental harms associated with development in a countryside and gap location, given the site context described in the accompanying LVS report by Deacon Design and the commentary contained in the Planning Assessment section of this PDAS should be given minimal weight by comparison.

ECONOMIC BENEFITS

The development will generate short-term construction jobs and support an increase in economic productivity within the local area through increased local spend from new residents, visitors and staff.

Increased revenue will be secured for the Council through business rate and council tax receipts and Section 106 planning obligations.

Upon completion, the care home will create long-term full and part-time jobs, in various roles such as administration, management, maintenance, nursing and care.

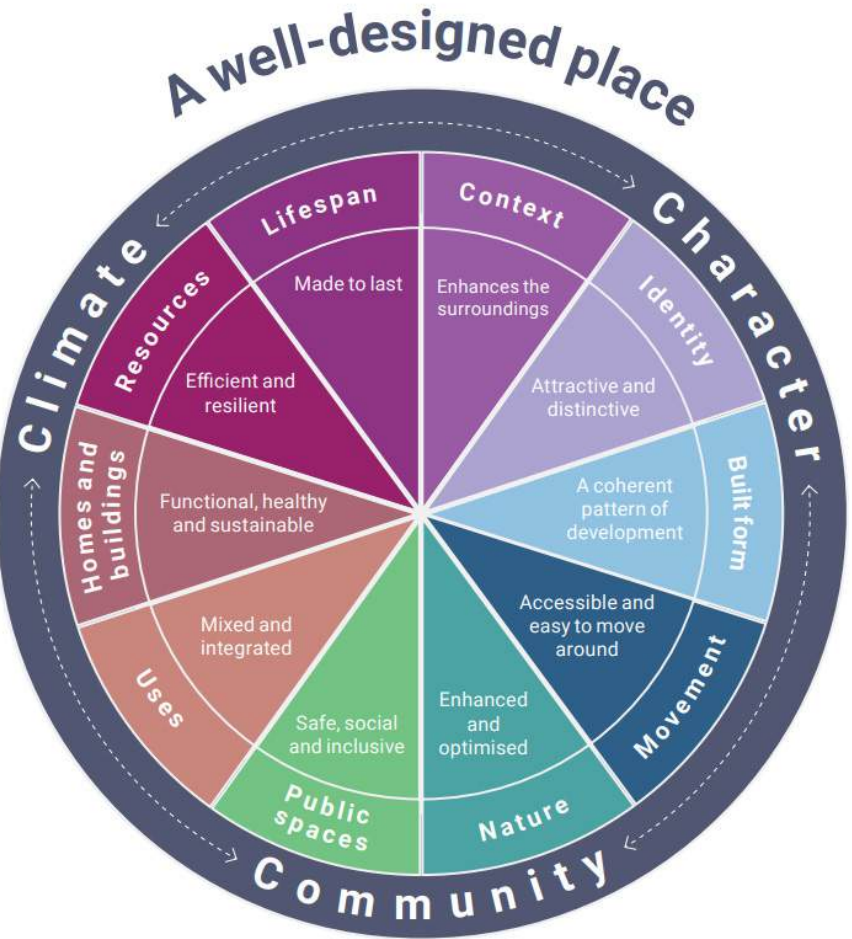
Significant weight should be given to the scheme’s broad economic benefits.

CONCLUSIONS

The proposed development is appropriate in this location, and the technical assessments conducted in support of this application confirm there are no material considerations that would cause harm sufficient to outweigh the proposed development’s benefits.

Even if a contrary view is taken against our position regarding accordance with the development plan, it is clear in this case that the significant material considerations in favour of the proposals warrant the grant of planning permission in any event as the significant benefits outweigh any harms.

The development represents sustainable development in accordance with the NPPF and the Development Plan, and planning permission should be granted as per the provisions of paragraph 11 of the NPPF without delay.





70-bed

care home providing care to meet local needs



Construction jobs including further supply chain jobs



Creation of high quality landscaping scheme



Protection and Retention of existing trees and ecological assets

High Quality Design and Layout Appropriate to the Site



Biodiversity Net Gains





An increased population to support local facilities & services

Economic growth through care home employment and future resident local spend



Sustainable development to meet EBC Policy aspirations, including BREEAM Excellent



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TEL. **023 8074 8900**
EMAIL. **INFO@HIGHWOODGROUP.CO.UK**
VIEW. **WWW.HIGHWOODGROUP.CO.UK**





THE HAY BARN, UPPER ASHFIELD FARM, HOE LANE, ROMSEY, HAMPSHIRE, SO51 9NJ

TEL.023 8074 8900

EMAIL.INFO@HIGHWOODGROUP.CO.UK

VIEW.WWW.HIGHWOODGROUP.CO.UK