

APPENDIX 1

COMMITTEE REPORT REVISED SCHEME

Bursledon, Hamble and Hound (BHH) Local Area Committee

DATE: 19 June 2025

Application Number: F/25/99169
Case Officer: Rebecca Altman
Received Date: 31/03/2025
Site Address: Land adjoining 4 Brookfield, Providence Hill, Bursledon
Applicant: Colten Care Limited
Proposal: Construction of a 68-bed care home (Use Class C2) and 3 x close care cottages (Use Class C3 Age Restricted) with associated access, internal access roads, parking, landscaping and infrastructure (revision to application ref. F/24/97312).

Recommendation: **Subject to:**

- **Receipt of Natural England's response to the Habitats Regulations Assessment (HRA) Appropriate Assessment;**
- **Completion of S106 Agreement to secure:**
 - **Community Infrastructure contributions;**
 - **Public open space contributions;**
 - **Public art contributions;**
 - **Sustainable transport contributions;**
 - **Traffic Regulation Order contribution;**
 - **New Forest recreational impact mitigation;**
 - **Solent recreational impact mitigation;**
 - **Biodiversity Net Gain monitoring.**

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

CONDITIONS AND REASONS:

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

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.
2. Approved plans
The development hereby permitted shall be implemented in accordance with the following plans numbered:
 - 6185-WLA-ZZ-XX-DR-A-0005 B – Location and Block Plan

- 6185-WLA-ZZ-XX-DR-A-0010 P – Proposed Site Plan
- 6185-WLA-ZZ-XX-DR-A-0220 I – Elevations 1 – East and West
- 6185-WLA-ZZ-XX-DR-A-0221 I – Elevations 2 – North and South
- 6185-WLA-ZZ-XX-DR-A-0222 G – Elevations 3 – Courtyard elevations
- 6185-WLA-ZZ-00-DR-A-0112 M – Lower Ground Floor Plan
- 6185-WLA-ZZ-00-DR-A-0113 K – Ground Floor Plan
- 6185-WLA-ZZ-01-DR-A-0114 K – First Floor Plan
- 6185-WLA-ZZ-02-DR-A-0115 K – Second Floor Plan
- 6185-WLA-ZZ-XX-DR-A-0420 C - Elevations Cottages 1-3
- 6185-WLA-ZZ-XX-DR-A-0410 D – Floor Plans Cottagers 1-3
- 6185-WLA-ZZ-XX-DR-A-0050 G – Site Sections Sheet 1
- 6185-WLA-ZZ-XX-DR-A-0051 D – Sections Through Site Sheet 2
- 6185-WLA-ZZ-XX-DR-A-0017 B - Proposed Street Scenes
- PR124477-03B – Tree Protection Plan
- 2499-TF-XX-00-DR-L-1004 – Landscape – Lower Ground Floor
- 2499-TF-XX-00-DR-L-1005 – Landscape – Ground Floor
- 2499-TF-XX-00-DR-L-1006 – Landscape – First and Second Floor Terraces
- 197.5004-0002 P06 – Proposed Drainage Strategy Layout

3. Contaminated Land

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

a) A report of a site investigation (including an amended site plan, site investigation and risk assessment and any subsequent mitigations as a result of findings) documenting the ground conditions of the site and incorporating chemical and gas analysis in accordance with UK Land contamination risk management (LCRM) national guidance, and BS10175:2011+A2:2017, and BS 8576:2013, BS 8485:2015+A1:2019, Claire RB17, CIRIA 2 C665 and as agreed with the LPA. This document should also include reference to the updated Preliminary Risk Assessment (WSP, April 2025).

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

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

4. Contaminated Land Verification

The development hereby permitted shall not be occupied / brought into use until there has been submitted to the LPA verification by the competent person approved under the provisions of condition 3(b) that

any remediation scheme required and approved under the provisions of condition 3(b) has been implemented fully in accordance with the approved details (unless varied with the written permission of the LPA in advance of implementation). Unless agreed in writing with the LPA such verification shall comply with UK Land contamination risk management (LCRM). Typically, such a report would comprise:

- a) a description of the site and its background, and summary of relevant site information;
- b) a description of the remediation objectives and remedial works carried out;
- c) verification data, including - data (sample locations/analytical results, as-built drawings of the implemented scheme, photographs of the remediation work in progress, etc;
- d) Certificates demonstrating that imported and/or material left in situ is free from contamination, confirmation of material removal, gas/vapour membranes have been installed correctly.

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

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

5. Construction Environmental Management Plan (CEMP)

No construction or site preparation works involving excavation shall start until a final Construction Environment Management Plan (CEMP) has been submitted to, and approved in writing by, the Local Planning 25 Authority. Preparation and construction work shall only take place in accordance with the approved CEMP which shall include:

- a) the location of temporary site buildings, compounds, construction material and plant storage areas used during demolition and construction;
- b) the arrangements for deliveries associated with all construction works, loading/ unloading of plant & materials and restoration of any damage to the highway including vehicle crossovers and grass verges.
- c) the provisions for parking for site operatives and visitors, and retention of 3 parking spaces for use by 1-3 Brookfield for the duration of the construction period;
- d) measures to control the emission of dust, dirt and airborne pollution generated by demolition and construction;
- e) a scheme for controlling noise and vibration from demolition and construction activities (to include piling);
- f) provision for storage, collection, and disposal of rubbish from the development during construction period;
- g) measures to prevent mud and dust on the highway during demolition and construction;
- h) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- i) temporary lighting;
- j) protection of pedestrian routes during construction;

- k) temporary surface water drainage provisions;
- l) hours of working;
- m) precautionary working methods for protected and invasive species as set out in the CEMP Ecology Input letter prepared by Ecosupport, dated 2 June 2025;
- p) public relations procedures, including complaint management and community engagement, and arrangements for liaising with the Council's Pollution Control Team.

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

6. Invasive species – Japanese Knotweed

No development shall take place until an updated survey during the optimal growing season for Japanese Knotweed has been undertaken and a method for eradication by a suitability accredited contractor has been submitted to and approved in writing by the Local Planning Authority. The eradication works shall thereafter be carried out in accordance with the approved details.

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

7. Tree protection

The development hereby permitted must accord with the Arboricultural Impact Assessment and Method Statement ref. PR124477aia_amsB. No excavation, demolition or development related works shall commence until the tree protection measures have been installed as per the tree protection plan reference PR124477-03B. Once installed, no access by vehicles or placement of goods, chemicals, fuels, soil or other materials shall take place within the protected area. Tree protection measures shall be retained in their approved form for the duration of the work and may only be modified subject to written agreement from the LPA.

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

8. Arboricultural monitoring statement

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

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

9. Access provision

No development (other than enabling groundworks and clearance required to create the access) shall start on site until the access, including the footway and/or verge crossing shall be constructed and lines of sight of 2.4 x 78.0m looking north-west and 2.4 x 79.0m looking south-east provided in accordance with the approved plans. The lines of sight splays shown on the approved plans shall be kept free of any obstruction exceeding 0.6m in height above the adjacent carriageway and shall be subsequently maintained so thereafter.

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

10. Materials

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

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

11. Drainage and maintenance

The surface water drainage system shall be implemented and thereafter maintained in accordance with the details set out in the Flood Risk Assessment & Drainage Strategy Rev. 4 (prepared by Paul Basham Associates, dated 16.04.2025), and as shown on the Proposed Drainage Strategy Layout Plan ref. 197.5004-0002 Rev. P06.

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

12. Landscaping

(a) No development above foundation / slab level shall take place until final versions of the Landscape Strategy and General Arrangement Plans, and detailed Planting Plans to 1:200 scale have been submitted to and approved in writing by the Local Planning Authority. The final Landscape Plans shall be in line with the principles shown on submitted Plans ref. 1001 Rev. P13, 1002 Rev. P08 and 1003 Rev. P12, and shall include:

- additional screen planting to the northern boundary;

- details of the proposed green roof;
- details of measures to protect drainage services.

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

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

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

13. Landscape Management and Maintenance Plan

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

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

14. Boundary treatment

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

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

15. Hard surfacing details

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

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

16. Protected species mitigation

The development shall be carried out in strict accordance with the mitigation measures and precautionary working methods for protected species as set out in Section 7 of the Ecological Impact Assessment (Ecosupport Ltd, 2 June 2025), unless any amendments are first submitted to and agreed in writing by the Local Planning Authority.

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

17. Biodiversity Enhancement Plan and Lighting

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

- a) A Biodiversity Enhancement Plan, showing the specific locations and recommendations for enhancement;
- b) Details of any external lighting, which shall be designed to conform with the guidelines set out in Guidance Note 08/23 'Bats and Artificial Lighting at Night' (ILP, 2023), or any relevant update.
- c) A copy of the lighting plan overlaid with the Biodiversity Enhancement Plan to demonstrate that biodiversity enhancement features such as bat boxes and foraging areas are not illuminated by more than 1 lux.

The biodiversity enhancements and external lighting shall be implemented / installed and thereafter retained in accordance with the approved details.

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

18. Works outside bird nesting season

Any vegetation clearance works must take place outside of bird nesting season (March to August inclusive), unless a nesting bird survey is carried out by a suitability qualified ecologist within 48 hours prior to works commencing. Any active nests must be protected from disturbance by a 5m buffer until after the young have fledged and left the nest.

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

19. Vehicle parking

Prior to first occupation of the development hereby permitted, the vehicle parking spaces shown on the approved plans shall be provided and retained thereafter for vehicle parking only. This shall include provision of three of the four parking spaces in parking area 4, as

annotated on approved plan ref. 6185-WLA-ZZ-XX-DR-A-0010 Rev. P, to be made available for use by the residents of 1-3 Brookfield and thereafter retained for sole use by those residents.

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

20. Refuse and recycling

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

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

21. Cycle storage

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

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

22. Noise mitigation:

Prior to any development above foundation / slab level, a Noise Assessment and a site specific scheme of acoustic measures shall be submitted to and approved in writing by the Local Planning Authority. The noise report shall demonstrate that the impact of noise from road traffic has been considered and shall include a scheme of mitigation measures for protecting the development from noise including a ventilation strategy. The noise report shall include a noise survey over a representative period. The development must thereafter be carried out in accordance with the approved details.

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

23. Prior to occupation of the development hereby approved, a pre-occupation noise test shall be carried out and the results submitted to and approved in writing by the Local Planning Authority. This shall demonstrate that internal and external noise levels for the proposed site comply with the noise criteria set out in BS 8233:2014 and the WHO Guidelines.

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

23. Plant noise:

- a) Prior to installation of any external plant, mechanical ventilation and flues, an assessment to demonstrate that the design can achieve the standard set out in part (b) of this condition shall be carried out for three separate periods of interest: 07:00 hours to 18:00 hours; 18:00 hours to 23:00 hours and 23:00 hours to 07:00 hour, and submitted to the Local Planning Authority for approval.
- b) The combined sound from all external plant, mechanical ventilation and flues shall be designed to achieve a rating level ($L_{A,T,r}$) below the measured background noise (L_{A90}) as measured one metre from the nearest affected window of the nearest affected residential property, as defined in British Standard BS 4142: 2014 +A1:2019 'Methods for rating and assessing industrial and commercial sound'.
- c) The external plant and flues shall be constructed in accordance with the approved details prior to occupation of the development and retained as such for the lifetime of the development, unless otherwise agreed in writing with the local planning authority.

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

24. Terrace privacy screens

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

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

25. Solar panel details

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

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

26. Occupancy age restriction – dwellings

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

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

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

27. Guest bedroom occupancy

The guest bedroom shown on the second floor of the care home, as per Plan ref. 6185-WLA-ZZ-02-DR-A-0115 Rev. K, shall only be occupied by visitors to residents at the care home and at no time shall be occupied as a permanent residents bedroom.

Reason: To ensure that the number of rooms does not increase from that assessed as acceptable in relation to amenity considerations and traffic impacts in accordance with Policies DM1 and DM13 of the Eastleigh Borough Local Plan (2016-2036).

28. Travel Plan implementation and monitoring

Measures to encourage sustainable travel shall be implemented and monitored in accordance with the details set out in the Travel Plan prepared by Paul Basham Associates, dated April 2025 (ref. 197.0004/RATP/2 Rev. 2). This shall include submission of monitoring reports to the Local Planning Authority following the opening of the care home and at the end of years 1 and 3, as per the approach set out in Section 7 of the Travel Plan.

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

29. Accessibility standards

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

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

30. Water consumption

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

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

31. BREEAM

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

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

32. Kitchen extraction details

No development above foundation / slab level shall take place until details of the proposed ventilation system for the extraction and dispersal of cooking odours/fumes from the kitchen have been submitted to and approved in writing by the Local Planning Authority. The system must include:

- Construction method, odour control measures, noise level and aesthetic considerations;
- Flues that either:
 - a) terminate at least 1m above the ridge height of any nearby building with no obstruction to upward air movement, or
 - b) incorporates odour control measures (e.g. activated carbon filters or electrostatic precipitation).

The approved system must be installed prior to occupation of the development and retained thereafter.

Reason: To ensure appropriate odour control to safeguard the amenities of neighbouring properties in accordance with Policies DM1 and DM8 of the Eastleigh Borough Local Plan (2016-2036).

33. Electric vehicle charging

The development shall not be occupied until electric vehicle (EV) charging infrastructure has been installed in accordance with details

that have first been submitted to and approved in writing by the Local Planning Authority. Details must include:

- Total number, type, location and operation of EV charging points;
- Passive provision for future EV charging;
- A timeline for installation and maintenance.

Reason: To promote sustainable travel to reduce air pollution in the Hamble Air Quality Management Area and support climate change mitigation, in accordance with Policies DM3 and DM8 of the Eastleigh Borough Local Plan (2016-2036).

34. Nitrate mitigation

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

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

Note to applicant: Given the nature of the proposed development, it is possible that a crane may be required during its construction. Please note the requirement within the British Standard Code of Best Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4 – Cranes.

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

Note to applicant: The applicant is reminded that, under the Conservation of Habitats and Species Regulations 2017 (as amended) and the Wildlife and Countryside Act 1981 (as amended), it is an offence to (amongst other things): deliberately capture, disturb, injure, or kill great crested newts; damage or destroy a breeding or resting place; intentionally or recklessly obstruct access to a resting or sheltering place. Planning permission for a development does not provide a defence against prosecution under this legislation. Should

great crested newts be found at any stage of the development works, then all works should cease, and a professional and/or suitably qualified and experienced ecologist (or Natural England) should be contacted for advice on any special precautions before continuing, including the need for a licence.

Conditions to comply with the Environment Act (2021)

32. BNG management and monitoring

On-site habitat shall be created, managed and monitored in accordance with the details set out in the BNG Monitoring & Management Plan (Ecosupport Ltd, 3 April 2025), unless any amendments are first submitted to and agreed in writing by the Local Planning Authority. This shall include monitoring of habitats for a 30 year period, with monitoring reports submitted to the Local Planning Authority for approval in years 2, 3, 5, 10, 15, 20, 25 and 30.

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

33. Notice in writing shall be given to the Local Planning Authority when the:

- a) Habitat creation and enhancement works as set out in the BNG Monitoring & Management Plan (Ecosupport Ltd, 3 April 2025), have commenced, and;
- b) Habitat creation and enhancement works as set out in the BNG Monitoring & Management Plan (Ecosupport Ltd, 3 April 2025), have been completed.

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

Note to applicant: A formal connection is required to the public sewer. To make an application, please visit Southern Water's Get Connected Service: [Home](#)

Note to applicant: The access works will require a separate S278 Legal Agreement to be entered into. Details can be found via the following link: [Section 278 agreement | Transport and roads | Hampshire County Council](#)

Note to applicant: Given the nature of the proposed development, it is possible that a crane may be required during its construction. Please note the requirement within the British Standard Code of Best Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4 – Cranes.

REPORT

1. This application has been referred to Committee in the public interest as the previous scheme was determined at planning committee.

Site Characteristics and Character of the Locality

2. The application site is located on the north-east side of Providence Hill (A27), between the junctions with Windmill Lane and Oakley Vale. The site is roughly triangular in shape measuring 1.1ha, and extends to the rear of four existing dwellings, Nos. 1-4 Brookfield, at its eastern end. The site comprises a mix of grassland, trees and shrubs and it is understood that parts of the site were once used as informal garden land, with some outbuildings having recently been removed. The land levels on the site slope downwards from west to east and south to north, with the lowest point in the north-east corner. The site is allocated for residential development under Policy BU1 of the Eastleigh Borough Local Plan and lies within the defined Urban Edge.
3. The site is bordered by mature trees along the northern, south-western and part of the eastern boundaries, with those along the north and part of the east boundary being subject to an area Tree Preservation Order. There is a stream that runs adjacent to the northern boundary of the site, and the Windmill Fields Site of Importance for Nature Conservation (SINC) lies to the east. The site also borders the Bursledon Windmill Conservation Area, which extends to the north and incorporates part of the adjacent residential development of Goslings Turning along with the Grade II* listed Bursledon Windmill and Grade II listed Granary further to the north. Views of Bursledon Windmill can be gained across the application site from Providence Hill.
4. The surrounding area is characterised predominantly by residential development, with the exception of a telephone exchange building adjacent to the eastern site boundary. Along Providence Hill, the nearest residential properties are Nos. 1-4 Brookfield, which comprise two pairs of 2-storey semi-detached dwellings with their rear gardens bordering the application site. On the southern side of Providence Hill, the properties are generally set back from the road with landscaped frontages, and comprise a mix of detached and semi-detached 2-storey houses and some 3-storey flats. Further to the east is a higher density residential development at Oakley Vale. To the north of the site, beyond the row of trees and stream, Goslings Turning is a low density residential development characterised by a mix of detached, semi-detached and terraced 2-storey housing in a landscaped setting.

Description of Application

5. Planning permission is sought for the construction of a care community on the site, comprising a 68-bed care home for nursing care, and 3 x 2-bedroom dwellings for age restricted occupancy (age 55+). This is a

revision to a previous scheme refused in November 2024. The main changes between the previous scheme and the current scheme are as follows:

- Reduced height and bulk of the care home building;
 - Further set back of the care home building from the boundaries with Nos. 1-4 Brookfield;
 - Internal layout changes and reduction in care home bedrooms from 69 to 68;
 - Removal of fourth floor dormer windows facing south;
 - Removal of north facing terrace;
 - Reduction in the number of dwellings from 5 to 3;
 - Revision to parking layout and provision of additional on-site parking spaces;
 - Retention of 3 parking spaces for use by Nos. 1-3 Brookfield.
6. The care home would be located on the eastern side of the site and would have a roughly L-shaped layout with a height of up to 4-storeys from the lowest land level, with the fourth floor contained within the roofspace and served by dormer windows. The roof form would be pitched, but with varying eaves and pitch heights. From the lowest ground level at the rear of the building to the highest roof pitch on the projecting gable, the height would be 15.4m. The entrance would be located on the west elevation.
7. The care home has been designed to cater for a range of levels of care including nursing, palliative, respite and dementia, and the rooms would be for single occupancy only. The internal accommodation would comprise the following:
- Lower ground floor – 20 x bedrooms; resident lounge; staff facilities including staff room, laundry and stores; garden room and access to sunken garden;
 - Ground floor – main entrance; 12 x bedrooms; kitchen; dining room; lounge; café; staff offices;
 - First floor – 25 x bedrooms; lounge; access to terrace;
 - Second floor – 11 x bedrooms; 1 x guest bedroom; lounge; access to terrace.
8. The dwellings would be sited as a terrace of 3 on the west side of the site. These buildings would be 2-storey in height with the first floor contained within the roofspace. The dwellings would have a maximum height of 7.7m, and would each have 2-bedrooms.
9. Vehicle access into the site would be from Providence Hill, via a new bellmouth vehicle entrance. An existing access point adjacent to No. 4 Brookfield would also be retained. This would provide access to 4 retained parking spaces only, but would also be where the main pedestrian access into the site is located. In total, 40 parking spaces would be provided on-site, comprising 33 for the care home, 4 for the dwellings and 3 for use by Nos.1-3 Brookfield.

10. A pedestrian access path would lead into the site from Providence Hill adjacent to No.4 Brookfield. The grounds surrounding the care home and dwellings would be landscaped to provide a mix of private and communal amenity space and wildlife habitats.

11. The application is accompanied by the following reports and technical assessments, which can be viewed via the following link: [Planning Application: F/25/99169](#)

- Design and access statement
- Planning Statement
- Nutrient calculator
- Nutrient Neutrality Report
- Air Quality Assessment
- Heritage Statement
- Noise Assessment
- Transport Statement
- Flood Risk Assessment and Drainage Strategy
- Preliminary Risk Assessment (Contaminated Land)
- Ecological Impact Assessment (May 2025)
- Arboricultural Impact Assessment and Method Statement
- Sustainability Statement
- BNG Metric
- Travel Plan
- Construction Environmental Management Plan
- Internal Daylight Assessment
- Care Home Need Assessment
- Healthcare Impact Briefing Note

Environmental Impact Assessment

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

Relevant Planning History

13. There have been three previous applications for development on the site:
- F/24/97312 – construction of residential care community, comprising a 69-bed care home (Use Class C2) and 5 x 2-bedroom close care cottages (Use Class C3 age restricted), with associated access, internal access road, parking, landscaping

and infrastructure – refused 29 November 2024 for the following reasons:

1. The proposed care home, due to its excessive height and bulk and close proximity to the rear garden boundaries of Nos.1-4 Brookfield, would represent a visually dominant, overbearing and intrusive form of development when viewed from the adjacent rear gardens, resulting in an unacceptable impact on the amenities of the existing residents. The proposal would therefore be contrary to Policy DM1 of the Eastleigh Borough Local Plan (2016-2036).
 2. The proposed development would have insufficient on-site parking and would result in the loss of existing parking for adjacent residents, which would result in increased pressure for parking on Providence Hill, leading to increased highway safety risks from obstructions caused by unauthorised parking. The proposal would therefore be contrary to Policy DM13 of the Eastleigh Borough Local Plan (2016-2036).
 3. Insufficient information has been provided to demonstrate that a care home of the proposed scale would not place undue pressure on healthcare services in the local area. The proposal is therefore contrary to Policy S10 of the Eastleigh Borough Local Plan (2016-2036).
 4. Due to the speed and volume of traffic on Providence Hill, the increased level of vehicles entering and leaving the site from the proposed new access for such a large scale development, would pose increased risk to highway safety on the local highway network, contrary to Policy DM13 of the Eastleigh Borough Local Plan (2016-2036).
 5. In the absence of developers contributions towards public art, community infrastructure, public open space, sustainable transport and a traffic regulation order, the development would not make provision for the infrastructure improvements necessitated by the proposed development. The proposal would therefore be contrary to Policy DM38 of the Eastleigh Borough Local Plan (2016-2036).
 6. In the absence of mitigation, the development would fail to offset its impacts on the European protected sites from nutrient loading and recreational pressure. The proposal would therefore be contrary to Policy DM11 of the Eastleigh Borough Local Plan (2016-2036) and The Conservation of Habitats and Species Regulations 2017.
- F/22/93160 – mixed use development comprising veterinary surgery and 14 dwellings – refused 31 January 2023 for seven reasons relating to:
 - Inefficient use of land due to excessive land take of the veterinary surgery and shortfall in housing provision;
 - Poor quality layout and design and adverse visual impacts;
 - Visual impact of veterinary surgery and failure to create a sense of place;

- Inadequate sustainable drainage system;
 - Impact on trees and water quality of adjacent stream;
 - Lack of developers contributions towards infrastructure;
 - Lack of mitigation of the impacts on European protected sites.
- O/17/80899 – Outline application for erection of up to 20no. dwellings with associated parking, creation of new access from Providence Hill, substation and attenuation pond (landscaping reserved) – withdrawn 8 October 2020

Representations Received

14.23 representations have been received, raising objection on the following grounds:

Traffic and transport:

- Increased traffic congestion;
- Dangerous site entrance/exit onto busy road;
- Concerns about traffic issues during construction;
- Insufficient on-site parking, leading to risk of overspill parking on Providence Hill and nearby roads;
- Cancellation of Windhover roundabout improvement plans will mean traffic impacts will be worse;
- Staff are not likely to use public transport due to insufficient local services;
- Footways and crossing points in the local area are not suitable for disabled access;
- On-site car parking remains insufficient, obstructive parking on Providence Hill still likely;

Ecology / wildlife impacts:

- Loss of green space and displacement of wildlife; vegetation previously cleared from the site has disturbed wildlife;
- Concern that trees will be removed;
- Further great crested newt surveys are required;
- Landscaping may not be properly maintained in the long term;

Amenity and pollution:

- Loss of views for neighbouring residents;
- Loss of light to nearby residents;
- Loss of privacy to nearby residents, exacerbated by roof terraces;
- Impact on health and wellbeing of neighbouring residents due to increased noise and disturbance;
- Negative impact on residents of Oakley Vale estate;
- Increased air pollution; negative impact on air quality;

- Increased noise pollution, including from activities such as bin collection, deliveries and entertainment;
- Negative impact on quiet, peaceful community;
- Increased light pollution.

Design and scale of development:

- Too much development when combined with other recent developments in the area;
- Care home is excessive in size and not in keeping with the area;
- Care home will be dominant and intrusive;

Impact on local services:

- Increased pressure on sewerage system and utilities services;
- The cottages increase the residential density on the site, further increasing demand for local services and infrastructure;
- Increased pressure on local healthcare services;

Drainage and flood risk:

- Increased flood risk and drainage problems due to low land levels towards Goslings Turning;

Other:

- Revised scheme does not address previous concerns;
- Other suitable sites should be considered for a care home instead, e.g. reuse of an existing building;
- Concern that the internal layout changes would reduce the quality of the building;
- Views to the windmill are not being adequately preserved.

Consultation Responses

15. Bursledon Parish Council – No objection.

16. Landscape Officer – No objection subject to clarifications and conditions.

17. The landscape strategy remains largely unchanged from the previous submission. Fully detailed planting plans have not been submitted at this stage but these could be conditioned, along with a landscape maintenance plan.

18. Other comments on the proposals:

- Some concern about the kingpost concrete retaining walls in terms of visual impact. Would prefer these to be stone gabion walls, and they should be softened with creepers, with a drip irrigation scheme.

Additional strips of shrub planting along the base of the walls would also assist in bolstering screening.

- Guardrails should be lightweight steel to minimise visual impact. Full details of the retaining walls and guardrails should be conditioned.
- Scope to increase the number of trees planted around the parking area near the cottages.
- Also scope to increase density of tree planting behind 1-4 Brookfield. At least 30% should be evergreen.
- Recommend including low clipped hedges within the shrub planting.
- Details of green roof required.
- Need to confirm that visibility splays will not result in further vegetation loss along Providence Hill.

19. The submitted CGI's are helpful in assessing the level of visual impact of the development on the streetscenes. The Goslings Turning view shows existing established boundary trees in leaf, which help to reduce the likely visual impact. During winter, the views would be much more open but although the care home would be an obvious new element in the scene, its impact would be reduced as it is set slightly lower than Goslings Turning and is set back from the boundary. The existing lower level screening is fairly weak but over time the proposed native scrub planting will bolster screening. It is recommended that the planting design includes a percentage of evergreen species for year round effect. The existing gap shown on the strategy plan should be closed with additional native planting to ensure a continuous lower level screen.

20. The view from the Brookfield property gardens is an improvement on previous iterations but relies heavily on new tree planting. Recommend including at least 30% evergreen species for year round screening. The new planting should also include a range of tree stock sizes (semi-mature, standards and featured trees) to create a layered screen from day 1. At least 2 or 3 trees should be semi-mature, at least 7m-10m high for immediate impact, and carefully located to maximise screening effect.

21. Urban Design Officer – No objection.

22. The scheme is based on the same layout and design principles of the refused scheme but with a reduced mass and bulk of the care home and a reduction in the number of cottages.

23. There has been a notable reduction in height with the ridge reduced by 2.3m, and the southern dormers have been omitted. The eaves level has also dropped on the southern elevation and the footprint has been moved back away from 1-4 Brookfield by between 1.8 and 2m. The

projected wing has also been omitted above ground level on the south-eastern side of the building, to reduce overbearing impacts on neighbours. The overall building mass has been reduced by approx. 24% compared with the refused scheme. There is only 1 less bedroom due to significant internal rearrangement.

24. It is welcomed that the sunken garden has increased in size to improve daylight to the lower ground floor rooms, and the outdoor stairs have been retained to connect the garden with the outdoor footpath.
25. Reducing the number of cottages to 3 and taking the opportunity to use the space to increase parking is supported.
26. The visualisations show the relationship between the proposal and surrounding area and how the external appearance relates to and enhances the character of place by using appropriate features and materials. The entrance view clarifies the buildings exposed south west corner, which is successfully articulated and set into the significant level changes, whilst punctuated with trees to help frame and soften the buildings outlook from the entrance. Recommend submission of a verified visualisation from 1-4 Brookfield's rear gardens.
27. Ecologist – No objection subject to conditions.
28. The ecological and surface water considerations are not significantly different to the previous scheme.
29. Agree with Landscape Officer comments about stone wall gabions being better than concrete panel retaining walls, as they are better for wildlife.
30. The Ecological Impact Assessment has been updated with the new layout, and surveys have been updated where required. The latest great crested newt eDNA tests were negative for Windmill Pond, so great crested newts are considered likely absent from the site. The proposed habitat enhancements for reptiles would benefit any amphibians which may use the site in the future.
31. An updated survey for Japanese Knotweed is required and an eradication method agreed.
32. The Biodiversity Net Gain metric shows that the site can deliver an on-site net gain of 11.47% in habitat units and 39.28% in hedgerow units. BNG can be secured by condition, with monitoring secured through a S106 Agreement.
33. NatureSpace - No objection.
34. The development falls within the amber impact risk zone for great crested newts, where there is suitable habitat and a high likelihood of

great crested newt presence. There are two ponds within 500m of the site with the closest being 135m north.

35. Within the Ecological Impact Assessment, it is stated that a nearby pond at Bursledon Windmill was assessed as holding 'good' suitability for great crested newts, but that 2022 eDNA samples returned a negative result. The site offers some suitable habitat for great crested newts in the form of unmanaged grassland and scrub. An updated eDNA analysis of the nearby pond was carried out in April 2025 and returned a negative result. It is concluded that great crested newts are unlikely to be present on site and no mitigation is required, but an informative note is recommended to advise of the legal requirements regarding great crested newts. Also recommend that the CEMP and Ecological Report are updated to reference the latest eDNA results.
36. Tree Officer – No objection subject to conditions.
37. Whilst the site layout has changed compared to previous iterations, the arboricultural impacts remain much the same. No objection subject to conditions to ensure adherence to the recommendations of the arboricultural report, installation of tree protection measures and provision of an arboricultural monitoring.
38. Highway Officer – No objection subject to conditions.
39. Access is via a proposed priority junction taken from Providence Hill, and there is no change to that submitted for the previous application. There is no objection to this proposal, subject to the access being in place prior to the start of works, and subject to developers contributions towards a TRO to ensure visibility splays are maintained.
40. A second vehicle access is shown located to the Brookfield houses. This would be the same as previously proposed and there is no highway objection to this. This access would also accommodate a footway link into the site which is acceptable. The applicant is advised that a separate S278 agreement will be required for the access works.
41. The internal site layout has been amended with an expanded parking area to the northwestern side of the site. The rest of the internal road / footway layout remains as per the previous application other than a small section of additional footway leading towards the Brookfield Houses. The revised internal layout is acceptable, and is understood to remain in private ownership/ management.
42. An additional 6 parking spaces are now provided on site. This is welcomed along with the minor reduction in the amount of development. The overall parking number has been confirmed to accord with the Council's Parking Standards. It is further noted that 3 of the 4 parking spaces adjacent to the Brookfield houses are being made available for the use by those residents.

43. The development will result in additional vehicle movements which, in conjunction with other development in the area, will impact on the local highway network. A financial contribution of £44,000 is requested towards highway improvements, to be utilised for:
- Cycle infrastructure improvements;
 - Bus infrastructure improvements;
 - Road improvements on the local network.
44. No objection subject to conditions to secure access construction, Construction Management Plan, parking provision and parking for Brookfield Cottages.
45. Natural England – Further information required.
46. A Habitats Regulations Assessment (HRA) Appropriate Assessment is required to assess potential impacts on European protected sites.
47. Heritage Consultant – No objection.
48. The most important aspect is to maintain the agreed easement view to Bursledon Windmill. This is one of the important views of the windmill highlighted in the Bursledon Windmill Conservation Area Appraisal SPD and as one of the last remaining semi-rural views is absolutely sacrosanct.
49. In the scheme, the view cone has been preserved and the adjacent peripheral elements have also been given serious consideration. The scheme has reduced the number of cottages at the west end of the site allowing a greater proportion of the central area to remain building free, retaining a more rural feel when driving up Providence Hill, appropriate for the setting of Bursledon Windmill. Landscaping would help shield the cars and no enclosed built form is proposed in the viewing cone of the windmill. The scheme is considered to preserve and enhance the view of the windmill.
50. The main building has picked up on the finishes vocabulary of the windmill and its associated structures together with that of Goslings Turning. The building is set well down into the ground making the most of the slope to lessen the apparent volume, and is well articulated to help reduce its impact. The volume and height have both been reduced. The cottages also follow a similar pattern with the south-west elevation well articulated to give interest and strengthen the individual identities of each cottage.
51. Environmental Health – Contaminated Land – No objection subject to conditions.
52. The submitted Risk Assessment indicates potential for contamination on site. No objection is raised provided that further information is

secured by condition to demonstrate that the risk from contamination have been fully assessed and mitigated. Information required comprises a Ground Investigation Report, and Verification Report.

53. Environmental Health – Noise - No objection subject to conditions.
54. Further noise information is required, which can be secured by condition. The submitted noise survey does not provide sufficient data. Further survey data from the northeast side of the site is required to rule out impacts from the M27. Additional queries as follows:
- Clarification needed on monitoring location.
 - Query about nighttime calculations/assessment.
 - Query on type of ventilation scheme being proposed.
 - More detail required in CEMP to address noise impacts including vibration from piling, as well as air quality mitigation, dust control and complaints procedures.
55. Conditions required to secure noise mitigation, and to ensure plant and equipment meets relevant noise levels.
56. Environmental Health – Air Quality - No objection subject to conditions.
57. The applicant has confirmed that up to date software has been used for the air quality assessment. The conclusion of the assessment are agreed. No objection is raised subject to conditions to secure details of kitchen extract system and provision of electric vehicle charging points.
58. Southern Water – No objection subject to condition.
59. There is adequate capacity in the local sewerage network to accommodate a foul flow of 0.64 l/s for the development. No surface water flows can be accommodated within the existing foul sewerage system unless agreed by the Lead Local Flood Authority and Southern Water. Southern Water requires a formal application for connection to the public sewer.
60. Foul and surface water drainage needs to be approved prior to commencement of the development, and the SuDS system will require maintenance in perpetuity.
61. There are restrictions on proposed tree planting adjacent to Southern Water sewers, rising mains or water mains. Recommend a condition for details of protection measures for landscaping in proximity of public apparatus.
62. Lead Local Flood Authority (HCC) – No objection.
63. Comments on the previous scheme raised some minor concerns with surface water drainage design, and some minor amendments to the drainage strategy and hydraulic calculations were requested. The

information provided in the updated Flood Risk Assessment and Drainage Strategy is now sufficient to address these previous comments.

64. It is noted that the updated drainage design does not quite achieve the goal of restricting to 2l/s discharge with no flooding for the 1 in 100+climate change design storm. However, we consider the small increase in discharge rate and small volume of flooding indicated by the hydraulic modelling report to be within acceptable tolerances.
65. Noted that filter pipes are located relatively close to the proposed building. The LLFA would note that there is a risk of placing filter pipes close to buildings as they can cause surrounding soil to become saturated. The applicant would need to satisfy building regulations and provide suitable measures to assure the suitability of the building foundations and the surrounding soil.
66. Hampshire Countryside Services (rights of way) – No objection. Advice provided regarding works near to public rights of way.
67. Southampton Airport – No comments received. Note that no objection was raised to the previous application. Advice regarding cranes to be included as an informative.
68. NHS Hampshire and Isle of Wight Integrated Care Board – No objection.
69. Residents of care homes often have complex health needs and rather than visiting the GP surgery for treatment, non-ambulant residents are visited at their place of residence creating additional operational pressures on GP services. Therefore, the ICB cannot request a contribution to proportionately increase the existing primary care infrastructure.
70. The ICB would note that if there is already sufficient care home capacity in the area then the development could lead to an increase in patients with higher health and care needs, which could place pressure on GP surgeries. The application has been shared directly with the local GP surgeries in this area.

Policy Context and Designations Applicable to Site

- Within Urban Edge
- Residential site allocation (Policy BU1 of the Local Plan)
- Adjacent to Bursledon Windmill Conservation Area and close to Grade II* listed Windmill and Grade II listed Granary
- Airport safeguarding zone
- Air Quality Management Area (AQMA) along Providence Hill
- Surface water flood risk northern side of site

- Tree Preservation Area along north and part of eastern boundary
- Within Bursledon, Hamble and Hound Character Area 15
- Great crested newt amber area (medium risk)
- Adjacent to Windmill Fields Site of Importance for Nature Conservation (SINC)
- Minerals consultation area
- Within Solent and New Forest recreational disturbance zones
- River alongside northern side of site
- Close to public footpath (Bursledon 13b)
- Southern Gas pipeline along Providence Hill

Development Plan

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

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

Development Plan Policies

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

- S1 (Delivering sustainable development)
- S2 (Approach to new development)
- S3 (Location of new housing)
- DM1 (General criteria for new development)
- DM2 (Environmentally sustainable development)
- DM6 (Sustainable surface water management)
- DM8 (Pollution)
- DM11 (Nature conservation)
- DM12 (Heritage Assets)
- DM13 (General development criteria – transport)
- DM14 (Parking)
- DM23 (Residential development in urban areas)
- DM25 (Delivery older peoples housing)
- DM29 (Dwellings with higher access standards)
- DM30 (Internal space standards for new residential development)
- DM38 (Funding infrastructure)
- BU1 (Land north of Providence Hill)

74. Policy BU1 relates specifically to the application site. Under this policy, the site is allocated for residential development of approximately 19 dwellings and the following criteria is required to be met for any development:
- a) Noise and air quality assessments to be undertaken to consider the proximity of the A27;
 - b) Hydrological surveys to be undertaken to assess the nature and quality of the stream headwater;
 - c) Incorporate measures to safeguard the adjoining stream and Windmill Woods SINC with 20m undeveloped buffers;
 - d) Preserve water quality and flows into the watercourse to the north;
 - e) Ensure avoidance or mitigation of adverse impacts on habitats and protected species and provide a net gain in biodiversity;
 - f) Provide a high quality landscaped setting and preserve the adjoining Bursledon Windmill Conservation Area and setting of the listed windmill;
 - g) Provide a new vehicular and pedestrian access onto Providence Hill;
 - h) Ensure phased occupation in line with any necessary water water improvements.
75. Commentary on how the scheme complies with the various criteria of Policy BU1, and other relevant policies, is provided in the main body of this report.

Hampshire Minerals and Waste Plan

- Policy 15 – Safeguarding of Mineral Resources.

Supplementary Planning Documents

- Quality Places (November 2011);
 - Accommodation for Older People and Those in Need of Care (May 2011);
 - Residential Parking Standards (January 2009);
 - Environmentally Sustainable Development (March 2009);
 - Biodiversity (December 2009);
 - Planning Obligations (July 2008, updated 2010);
 - Bursledon, Hamble and Hound Character Area Appraisal (Area 15)
 - Hampshire Minerals and Waste Safeguarding in Hampshire SPD (February 2016)
76. The guidance for BHH Character Area 15 states that development should seek to:
- Retain grass verges and semi-mature tree planting along the eastern edge of Providence Hill;
 - Maintain the importance of the views east to Providence Hill;
 - Maintain predominant deep building setbacks to retain / enforce existing levels of on-plot planting; and
 - Mitigate effects of heavy traffic on Providence Hill.

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

National Planning Policy Framework

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

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

National Planning Practice Guidance

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

ASSESSMENT OF THE PROPOSAL

Principle of the proposal

81. The site lies within the defined urban edge and is allocated for residential development of approximately 19 dwellings under Policy BU1 of the Local Plan. The proposal is for the construction of a nursing care home (Use Class C2) along with three age-restricted dwellings (Use Class C3). Whilst this is a different form of development to that referred to in Policy BU1, it is nevertheless a form of residential development which would contribute positively towards the housing needs of the Borough. Eastleigh Borough Council is required to demonstrate a five year housing land supply in accordance with Section 5 of the National Planning Policy Framework. In accordance with the Council's latest calculations, the Borough can demonstrate 4.1 years worth of supply, therefore below the 5 year requirement. There is also an identified need for further accommodation for older persons in the Borough (as discussed in further detail below). The proposal would therefore contribute positively towards the Council's housing land supply through the provision of 3 new dwellings and specialist care accommodation.

82. The requirement to cater for housing needs of different groups is set out in the NPPF. Paragraph 63 of the NPPF states that within the context of establishing housing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy. This includes the need for older people including those who require retirement housing, housing with care and care homes.
83. For Eastleigh, reports carried out in 2017 during the preparation of the Local Plan, including a 'Demography Background Paper' and an 'Assessment of Affordable Housing and Other Housing Types', predicted a substantial increase in the population of the Borough in older age groups during the period 2016-2036. The reports identified that more specialist, adaptable accommodation would be required within the Borough to meet the needs of the increased older person population, and that the delivery of Class C2 bedspaces was one element of the overall requirements.
84. The applicants have also submitted their own Care Home Need Assessment. This highlights a forecasted increase in people aged 85 and over in the Borough by 2040 and a lack of existing care home provision particularly in the areas of Bursledon and Hound North. It concludes that the demand for care accommodation in the Borough exceeds current and consented supply, and therefore the proposed development would help to address the shortfall in provision.
85. To help meet identified needs, Policy DM25 of the Local Plan provides specific support for increasing the supply of specialist accommodation for older persons. The policy requires that such development is located in sustainable locations with good access to the public transport network, close to local facilities and well integrated into the local community. The Council's SPD on accommodation for older people expands on this and advises that sites should be located within 400m of services and facilities so that residents are well connected with the local community and do not need to leave the local area to access key services.
86. The proposed development would be located within an established residential area of the Borough, on a main road with access to bus services and within 500m of a large supermarket (Tesco Extra), and approximately 700m from Lowford Local Centre. Whilst the services and facilities are a little further than 400m away, the site is considered to be suitably accessible to meet the objectives of Policy DM25 in terms of location. The applicants are also intending to incorporate measures to encourage the use of sustainable transport among staff through a Green Travel Plan, and financial contributions have been agreed towards sustainable transport improvements.
87. The principle of the proposed care community comprising a care home and dwellings for older persons is therefore considered acceptable to help towards meeting the housing and accommodation needs of the Borough.

Sustainable Development

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

Economic Sustainability:

89. Section 2 of the NPPF, when discussing economic sustainability, seeks to 'help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure'.

90. The proposed development would be located in an existing residential urban area, on a site which is allocated specifically for residential development.

91. The development would contribute to the local economy by providing employment opportunities both short term during construction (including construction job opportunities and increased local spend), and on completion with new staff required for the care home. The proposal is therefore considered to meet the objectives for economic sustainability.

Social Sustainability:

92. The social objective of sustainability as set out in the NPPF is to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations, and to foster well designed places.

93. The proposal would make efficient use of a site that is allocated for development in the Local Plan, and would provide accommodation and care provision for older persons for which there is a recognised need within the Borough.

94. The development has been designed to achieve a high quality environment for future residents and to protect the amenities of existing residents as explained further in the relevant sections of this report. The development is therefore considered to meet the objectives for social sustainability as set out in the NPPF.

Environmental Sustainability:

95. This relates to the protection and enhancement of the natural, built and historic environment, including making effective use of land, improving biodiversity and minimising pollution.

96. The proposed development has been designed to take account of various environmental constraints and to preserve the character and heritage of the adjacent Conservation Area and nearby listed buildings. The scheme

would include landscaped areas and gardens providing opportunities for biodiversity enhancement and would incorporate measures to mitigate pollution impacts. A suitable drainage scheme has been developed and the development would incorporate measures to enhance energy and water efficiency. Further commentary on these matters is provided under the relevant headings of this report.

Layout, design and appearance

97. Policy DM1 of the Local Plan requires new development to be appropriate in relation to its context in terms of mass, scale, materials, layout and design.

98. This application is for a revised scheme following refusal of a 69-bed care home and 5 dwellings in November 2024 (ref. F/24/97312). In terms of overall layout and position of buildings and access points, the current proposal is broadly the same as the previous scheme, influenced by a number of site constraints and considerations as follows:

- The tapered shape of the site;
- Significant changes in land levels;
- The need to maintain a view of the nearby Grade II* listed Bursledon Windmill;
- The requirement to provide buffer zones clear of development to protect the adjacent watercourse and Site of Importance for Nature Conservation (SINC);
- The need to protect mature trees along the site boundaries, and;
- The proximity of neighbouring residents.

99. As per the previous scheme, the care home, which represents the majority of the proposed built form, would be located on the widest and lowest part of the site at its eastern end. This allows for a central view cone to be maintained for the nearby Windmill and the provision of appropriate buffers around the site edges. This also allows for the retention of trees along the boundaries, including those along Providence Hill in accordance with the BHH Character Area 15 guidance.

100. Reason for refusal 1 of the previous scheme referred to the excessive height and bulk of the care home, but this related specifically to the impact on the adjacent residents at 1-4 Brookfield rather than wider visual impacts. The reductions in the height and bulk of the building that have been made in this revised seek to address this reason for refusal by improving the relationship to the neighbouring residents. This matter is discussed further under the relevant section of this report.

101. In terms of visual impacts on the surrounding area, even with the reduced height and bulk, it is acknowledged that the care home would be a large building, and bigger in form than other buildings in

the surrounding area. However, its position on the lowest part of the site and set back from the road boundary within a landscaped setting, allows for a taller building to be accommodated without being visually intrusive when viewed from Providence Hill or wider public viewpoints. A visual image of the development when viewed from the site entrance has been provided and this shows how the landscaping (existing and proposed), would soften the views of the building. Therefore, from public vantage points along Providence Hill, it is not considered that the development would appear overly intrusive or out of keeping with surrounding development.

102. From the north, there would be views of the development from Goslings Turning, where the rear (northern) elevation of the care home would be visible between trees. From this direction, the full four-storey height and large scale of the care home would be apparent, however, the care home would be set well back from the northern boundary at a lower land level, and the view would be softened by existing trees and proposed landscape planting. The northern elevation has also been designed with variations in roof height, materials and building projections to break up the visual mass. Therefore, whilst the development would substantially change the current appearance of the site when viewed from Goslings Turning, having regard to the design features, landscaping and levels changes, it is not considered that it would be harmful to the wider character of the area. The impact on the outlook and views from the nearest neighbouring properties in Goslings Turning is addressed in further detail in the relevant section of this report.
103. In terms of external appearance, and in addition to the reduction in ridge height and mass from the previous scheme, the care home would incorporate a number of design features to help break up its visual bulk. This includes the provision of projecting gable elements, features such as chimneys and terraces, variations in materials, and variations in the roof form and heights. The materials would comprise a mix of red brick and dark stained timber effect cladding for the walls and slate for the roof. These materials are considered appropriate for the context of the site, with the red brick complementing the brickwork of surrounding houses and the dark cladding reflecting the colour of materials on the nearby historic windmill.
104. The Council's Urban Design Officer has been involved in the review of the scheme throughout the previous and current application process and considers that an appropriate design approach has been adopted to accommodate the scale of the care home and reduce wider visual impacts.
105. In addition to the care home, three dwellings are proposed. These would be located on the western side of the site, set out in a terrace of 3. These buildings would be two-storey with the first floor contained within the roofspace, constructed with red brick and dark timber cladding to the elevations and slate tiles to the roof. These

materials would reflect those used on the main care home and provide a coherent appearance for the development. These buildings are considered to sit well within their proposed landscaped setting and would not be visually prominent in views from the surrounding area due to their modest height and the presence of boundary vegetation.

106. In summary, it is acknowledged that even with the reduced height and mass compared to the previous scheme, the proposed care home would represent a large built form on the site, however it is considered that the layout and design has been carefully thought out to take account of the various physical, environmental and historic site constraints and achieve a high quality design that accords with the objectives of local and national design policy.

Impact on adjacent heritage assets

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

considered to accord with the Planning (Listed Buildings and Conservation Area) Act 1990 and Policy DM12 of the Local Plan.

Space standards and accessibility standards

111. Policy DM30 of the Local Plan requires all new dwellings to meet the floorspace standards set out in the Government's Nationally Described Space Standards. The cottages on the site have 2-bedrooms and the minimum floorspace required for a 2-bedroom property with 2-storeys is 70m² for 3 persons or 79m² for 4 persons. The plans confirm that the cottages would exceed the minimum floorspace size for 4 persons, therefore complying with Policy DM30. The bedroom sizes and storage have also been confirmed to accord with the size requirements set out in the NDSS.
112. In terms of accessibility, Policy DM29 of the Local Plan requires all dwellings to meet higher national access standards as set out in Part M of the Building Regulations. The Policy states that all dwellings shall meet at least Part M4(1) standard and that a target of 80% of dwellings should meet Part M4(2) standard, for accessible and adaptable dwellings. The applicant has confirmed that all of the cottages have been designed to meet Part M4(2) standard, therefore complying with this policy requirement.

Landscaping and trees

113. Policy BU1 of the Local Plan which allocates the site for development sets out a number of specific requirements, including the need to provide a high quality landscape setting.
114. The site is bordered by mature trees along the northern, south-western and part of the eastern boundaries, with those along the north and part of the east boundary being subject to an area Tree Preservation Order. The trees on the southern boundary lie outside of the application site red line, within highway land. There are also some trees within the site.
115. The application is supported by a Tree Survey, which identifies the majority of trees on the site as Category A or B and worthy of retention. The proposal has been designed to allow for the retention of boundary trees, but some existing trees within the site are proposed to be removed. These have been identified within the submitted Arboricultural details and the Council's Tree Officer has raised no objection to the trees recommended for removal.
116. One of the retained trees on the northern side of the site is a Veteran Oak Tree, which requires a larger area of root protection. This tree and its root protection area is identified on the submitted plans and no development is proposed within the root protection area.
117. Following some concerns raised by the Tree Officer during the previous application, it was confirmed that a bespoke foundation design would be used for the entrance hard surfacing where it encroaches into the root protection area of adjacent trees, and a methodology for installing services within root protection areas is set

out in the AIA. The Council's Tree Officer is satisfied that the trees adjacent to the access can be satisfactorily protected and that the tree protection proposals relating to the overall site are acceptable. Subject to ensuring that the tree protection proposals and methods are adhered to, which can be secured by condition, it is concluded that the development would not harm protected trees and would accord with the tree protection objectives set out in Policy DM1 of the Local Plan.

118. The landscaping proposals have been designed with the aim of providing a high quality landscaped setting, enhancing biodiversity and protecting existing mature trees. Different areas of the site would incorporate different surfacing and planting proposals depending on their future use, such as lawn for rear gardens, ornamental planting for communal amenity areas and native scrub planting around the site edges and watercourse buffer zones. The proposals have been reviewed in detail throughout the current and previous application processes by the Council's Landscape Consultant, who has provided advice about a number of landscape features, including appropriate planting species and positions, designs for retaining walls, and provision of screen planting along the site boundaries. The applicant has been advised that a combination of evergreen and deciduous plants should be included in the species mix and that a variety of tree stock sizes should be provided to create layered screening from the outset. Much of this advice has been taken on board in the latest landscape proposals, although the Council's Landscape Officer considers that further planting should be provided along the northern side of the site to further soften the visual appearance of the development from Goslings Turning, and that further consideration should be given to the design of the retaining walls to enhance their appearance. A final version of the landscape plan to include further planting along the north side of the site, along with details of planting species, hard surfacing, boundary treatments and retaining walls, can all be secured by condition.

119. Overall, subject to conditions to secure the final details of landscaping and boundary treatments, it is considered that a high quality landscaped setting would be achieved for the development, which would enhance its visual appearance and provide biodiversity enhancements in accordance with policy objectives.

Ecology matters and Biodiversity Net Gain (BNG)

120. The existing vegetation on the site comprises a mix of trees, scrub and grassland, and there is a watercourse that runs alongside the northern boundary. The Windmill Fields Site of Importance for Nature Conservation (SINC) lies to the east of the site.
121. The proposed site layout includes a 20m buffer zone to the watercourse and a 30m buffer zone to the SINC, which would be kept clear of development and enhanced for wildlife. The Council's Ecologist is satisfied that these buffer zones are appropriate to prevent direct harm to these nearby protected areas.

122. The submitted Ecological Impact Assessment (updated May 2025), identified a number of ecological features and potential species habitat on the existing site. The site was identified to have moderate bat activity, high potential for breeding and nesting birds, local value for reptiles, and moderate potential for badgers and hedgehogs. The report sets out various mitigation measures to ensure no adverse impact on these protected species, including:
- Protection of trees, hedgerows and species habitats during construction, with protective fencing and buffer zones;
 - Provision of a Construction Environmental Management Plan to minimise pollution during construction;
 - Retention of trees and scrub that provide habitat for bats;
 - Lighting to comply with guidance for the protection of bats;
 - Reptile translocation procedure, with reptiles to be relocated to a receptor area on the site;
 - Reptile habitat enhancement;
 - Avoidance of tree and shrub works within bird nesting season;
 - Excavation holes to be covered or incorporate ladders to allow badgers or other mammals to escape should they fall in;
 - Precautionary working method for vegetation works to protect hedgehogs.
123. Subject to the recommended mitigation measures and precautionary working methods being adhered to, it is concluded that the development would not harm protected species, in accordance with the requirements of Policy DM11 of the Local Plan.
124. Some of the representations raised concerns about early removal of vegetation and structures on the site. The applicant confirmed that this work was carried out under ecological supervision, and the Council's Ecologist has raised no concerns on this matter.
125. The development is required to achieve 10% biodiversity net gain (BNG) in accordance with the Environment Act 2021. Policy DM11 of the Local Plan and the NPPF also set out requirements for achieving biodiversity net gain on application sites. The application is supported by a BNG Monitoring and Management Plan and a Biodiversity Metric calculation, which confirms that the 10% net gain can be achieved. The BNG report explains that loss of biodiversity on the site has been minimised by the retention and enhancement of mixed scrub habitat and the creation of new habitats including natural grassland, mixed scrub and new trees. These proposals all form part of the landscaping scheme for the site, and are illustrated on the submitted landscape plans. The Council's Ecologist is satisfied with the BNG proposals and has raised no objection subject to adherence to the recommendations of the BNG Report and

management and monitoring of habitats for a 30 year period. This can be secured through conditions and S106 Agreement.

Drainage and Flood Risk

126. Policy DM5 of the Local Plan relates to flood risk and specifically to developments proposed within areas at risk of flooding (Flood Zones 2 and 3). The application site lies within Flood Zone 1 and is therefore at low risk of flooding from rivers or sea in accordance with Environment Agency guidance and the requirements of Policy DM5 do not apply.
127. There is, however, surface water flood risk on the site and an adjacent stream, and Policy DM6 of the Local Plan requires all new development to incorporate suitable sustainable surface water management to reduce flooding risks and maintain water quality. In this case, the watercourse adjacent to the northern boundary of the application site is a tributary of the River Hamble, which is part of the European protected Solent complex of sites. There is, therefore, an additional requirement to ensure that the quality of the watercourse is protected to prevent wider adverse impacts on the River Hamble.
128. The application is accompanied by a detailed Flood Risk and Drainage Strategy. The drainage strategy would involve the storage of surface water in attenuation tanks beneath the site and controlled discharge into the watercourse via various filtration features, to prevent pollution of the watercourse. The strategy has been reviewed and agreed by the Lead Local Flood Authority (LLFA) and by the Council's Ecologist. The LLFA queried the proximity of the proposed filter drains to the building foundations but the applicant has confirmed that they have been designed appropriately to ensure no risk to the adjacent building.
129. For foul water, this would be drained via gravity towards a private package pump, which would then pump the foul water through a rising main to the nearest connection point. Southern Water raised no concerns about the foul drainage proposals and the applicant has confirmed that the pump would be managed and maintained privately.
130. Subject to implementation of the drainage strategy in accordance with the proposed details and on-going management and maintenance (which can be secured by condition), the proposal accords with the requirements of Policy DM6 of the Local Plan.

Residential amenity

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

Amenity of neighbouring residents – Brookfield properties

132. The first reason for refusal of the previous scheme related to the impact of the proposed care home on the amenities of the residents of 1-4 Brookfield. It was determined that due to the overall height, bulk

and close proximity of the building to these neighbouring properties, it would result in an overbearing and intrusive form of development when viewed from their rear gardens.

133. Nos. 1-4 Brookfield are the nearest neighbouring properties, located directly adjacent to the south-east side of the site, fronting Providence Hill. The red line boundary of the application site extends alongside the rear garden boundaries of these properties and along the side boundary of No.4.
134. To address the previous reason for refusal, changes have been made to height, bulk and position of the proposed care home to improve the relationship with the Brookfield properties. The relevant changes can be summarised as follows:
 - Height of the care home (to roof pitch) reduced by 2.3m on the eastern wing;
 - Reduced depth of the care home resulting in a set back of an additional 3.4m from the boundaries with Nos. 1-4 Brookfield;
 - Overall volume of the care home building reduced by 24%;
 - Removal of fourth floor dormer windows facing south.
135. Updated Section Plans show that although the care home would have four storeys, with the reduced ridge height and the position of the care home on the lowest part of the site, the building would be around 0.8m lower than the ridge height of the Brookfield properties. In terms of separation distance, the south elevation of the care home would be around 40m from the nearest rear windows of Nos. 1-4 Brookfield, and the Section Plan shows that the highest windows on this side of the care home would be roughly level with the top of the ground floor windows of these neighbouring properties. It is considered that with the reduced height of the care home, its further set back from the southern boundary with Nos 1-4 Brookfield and the removal of the upper floor windows facing south, the visual dominance and intrusiveness of the development when viewed from the neighbouring gardens has been satisfactorily reduced. It is therefore considered that the first reason for refusal has been addressed with the revised scheme.
136. The development would also incorporate new landscaping and planting alongside the southern boundary, including adjacent to the side boundary of the garden of No.4 Brookfield, which would help further soften the visual impact from these properties and gardens. The Council's Landscape Officer has advised that new trees are planted at various heights to ensure good screening levels from the outset, and the full details of planting would be secured by condition.
137. In terms of overlooking impacts on these neighbouring residents, this did not form part of the previous reason for refusal of the previous scheme as the separation distance of over 35m between windows was considered appropriate and in line with guidance in the Council's Quality Places SPD. As the separation distance has now been increased, and the upper floor windows of the care home removed

(on the south side), it is considered that the privacy of the neighbouring residents would be protected.

Amenity of neighbouring residents - Goslings Turning

138. The next nearest neighbouring properties are located in Goslings Turning to the north of the application site, with the nearest dwellings being No.32 and No.33. Both of these neighbouring properties have side facing windows that overlook the application site beyond an existing row of trees. The side windows to No.32 Goslings Turning serve a kitchen and living room, and each of these rooms also have additional windows facing east and west. The side windows of No.33 Goslings Turning serve a kitchen and dining room at ground floor level and bedrooms at first floor level. The dining room and one of the bedrooms also have windows facing east.
139. The reasons for refusal of the previous scheme did not relate to the impacts on the residents of Goslings Turning as it was determined that the separation distance between buildings, and existing tree screening would protect the amenities of these residents. In terms of separation distance, the revised scheme remains over 40m away from the nearest properties in Goslings Turning and this is considered sufficient to prevent an adverse loss of privacy or light to these neighbours. A previously proposed roof terrace on the north side of the care home has also been removed from the scheme, and the terrace proposed on the west side of the care home would have a 2m high privacy screen on the northern side to prevent direct overlooking towards Goslings Turning. Therefore, whilst the views from these neighbouring properties would be impacted by the development, due to the separation distances, it is not considered that the amenities of these residents would be adversely impacted in terms of loss of outlook, light or privacy. The landscape proposals for the development would also include further scrub planting on the northern side of the site, which would help bolster the vegetation screening between the site and Goslings Turning.
140. Concerns have also been raised in the representations about a general increase in noise and disturbance associated with the operation of the care home, such as from service operations and the increased comings and goings of vehicles and people. In this regard it must be recognised that the site is in an existing residential area and is allocated for development in the Local Plan. The types of activity associated with the care home use would not be considered inappropriate in a residential environment. Furthermore, the development has been designed to maintain appropriate levels of separation between the new building and neighbouring properties, and plant noise would be subject to noise level restrictions (refer to Noise section of the report). It is therefore not considered that the development would result in an adverse impact on neighbouring residents by virtue of the day to day operations of the care home.

Amenity of future occupants

141. In accordance with Policy DM1 of the Local Plan, it is important to ensure that future residents of the development would have a good standard of living environment.
142. In relation to the dwellings, these have been designed to exceed the internal floorspace standards set out in the Nationally Described Space Standards and as required by Policy DM30 of the Local Plan. The dwellings would also have good levels of natural light from habitable room windows and would have their own private areas of amenity space as well as access to the wider communal grounds of the care home.
143. The amenity space for the care home would include areas of communal space around the building, a sunken courtyard to the southern side of the building, and roof terraces. In comparison to the previous scheme, the slight set back of the building has allowed for the sunken courtyard to be increased in size and a Daylight Assessment has demonstrated that there would be suitable levels of light within this area and the adjacent rooms. The Daylight Assessment also confirms that other rooms in the building, including those facing north, would receive appropriate levels of light.
144. The extent of amenity space and overall layout of the scheme is considered appropriate to ensure a good standard of living environment for future occupants. Further commentary on matters such as noise and air quality is provided in the following section of the report.

Pollution impacts – noise, air quality and contaminated land

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

Noise

146. Potential noise impacts relevant to the site include temporary noise impacts during construction, and impacts of road noise and operational plant noise.
147. Regarding the impact on future occupants, the application is supported by a Noise Impact Assessment, which has been reviewed by the Council's Environmental Health Officer. Some concerns have been raised about the level of surveys carried out for the assessment, although it is accepted that with appropriate glazing and ventilation design, appropriate noise levels can be achieved within the development. Conditions are recommended to require an updated Noise Assessment to be undertaken and relevant mitigation measures agreed by the LPA. Subject to these conditions, it is considered that future occupants of the development would not be adversely impacted by external noise.
148. There is also the potential for plant and equipment to result in additional noise impacts both to future occupants and neighbouring residents. Appropriate noise level limits for plant and equipment has

been agreed by the Council's Environmental Health Officer and would be secured by condition. Subject to this condition, it is not considered that future occupants or neighbouring residents would be adversely impacted by plant noise.

149. During the construction phase of development, it is acknowledged that there would be an increase in noise and potential pollution to the surrounding area. These impacts can be suitably managed through measures set out in a Construction Environmental Management Plan (CEMP). The application was supported by a CEMP but a final version would be secured by condition. The CEMP would set out methods and mitigation measures relating to a variety of activities, including construction traffic and parking, noise, odour and dust, surface water management and ecological impact mitigation. It can be confirmed that construction access would be via the new site access from Providence Hill and not from the access adjacent to No.4 Brookfield. The construction of the access before any other development would also be secured by condition.

Air Quality

150. The application is accompanied by an Air Quality Assessment, which concluded that the development would have a negligible impact on air quality in the local area. This has been reviewed by the Council's Environmental Health Officer and no objection is raised. However, due to the proximity to the Hamble Air Quality Management Area, conditions are recommended to minimise air pollution impacts, including a condition to secure a CEMP, to ensure appropriate extraction and ventilation details for the kitchen, and to install electric vehicle charging points for vehicles.

Contaminated Land

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

Access, Parking and Transport Matters

152. Policy DM13 of the Local Plan requires new development to achieve safe and convenient access to the public highway and encourage sustainable transport. Where impacts on the local highway network are identified, appropriate mitigation is required, which can take the form of contributions towards off site highway improvements, on site facilities for pedestrians and cyclists, or the implementation of Travel Plans.
153. Whilst the Highway Authority raised no objection to the previous scheme, it was refused by the Local Planning Authority for two highway related reasons, one relating to parking and one relating to highway safety impacts from increased traffic onto Providence Hill.

154. Parking provision

155. The second reason for refusal of the previous scheme related to increased pressure for parking on Providence Hill and associated highway safety risks due to a lack of on-site parking and a loss of parking for adjacent residents (1-3 Brookfield). The parking spaces used by the Brookfield residents is within the red line of the application site, but has been used by the residents for many years. It is understood that this arrangement was a private agreement between landowners, and other than No.4 Brookfield which has a front driveway, none of the other properties have any other off-street parking provision.
156. In terms of on-site parking, the previous scheme had a shortfall of 6 on-site parking spaces against the Council's Adopted Parking Standards. In addition, it would have resulted in the loss of the parking spaces which are currently used by the residents of the Brookfield dwellings. In comparison, the revised scheme would provide a level of parking that would accord with the Adopted Standards and would retain 3 parking spaces for use by Nos. 1-3 Brookfield (noting that No.4 Brookfield has an existing driveway). A summary of the parking provision against the Adopted Standards is set out below.
157. In relation to the care home, the Eastleigh Borough Council Parking Standards set out that a care home development should provide 1 parking space per 6 bedrooms plus 1 parking space per staff member. In addition, 1 cycle space is required per staff member. The applicants have stated that there would be a total of 20 staff on site at any one time. Having reviewed other care home schemes in the Borough, the amount of staffing estimated to be on site at any one time is consistent with other care homes of a similar size. On this basis, the parking requirement for the care home would be calculated as follows:
- 1 space per staff member = 20
 - 1 space per 6 bedrooms: $68/6 = 11.3$, rounded up to 12
 - Total = 32
158. For the proposed 2-bedroom houses, where the parking is to be unallocated as in this case, the Parking Standards require 1.5 spaces per property (total 4.5, rounded up to 5), along with 2 cycle spaces each. The overall parking requirement for the care home and dwellings, based on the Council's Adopted Standards, is 37 spaces.
159. The proposed plans show that there would be 33 parking spaces for the care home (1 more than the requirement), and 4 for the dwellings (1 less than the requirement). This would amount to a total of 37 on-site parking spaces, as per the total number required under the Adopted Standards (albeit with a different balance in the allocation between the dwellings and care home).

160. In addition to providing a compliant level of on-site parking, the revised scheme would retain 3 parking spaces for use by Nos. 1-3 Brookfield. This would ensure that the residents of these properties have at least 1 off-street parking space each. Although there is also a layby in front of these properties, due to the presence of double yellow lines and its tapered design, it can only formally accommodate 4 cars and this is not restricted to the Brookfield residents. Other than this, there is very little opportunity for parking in the immediate vicinity of these properties due to the nature of Providence Hill being a busy main road. The retention of off-street parking on the site for these residents is therefore considered important for addressing the previous highway safety concerns relating to displaced parking on Providence Hill, and would be secured by condition.
161. A query was raised during the previous application as to whether minibus parking would be required on site. The applicant has confirmed that Colton Care only uses minibuses for drop-off purposes and there is no requirement for minibus parking spaces on the site.
162. As the total level of on-site parking now accords with the Adopted Parking Standards and 3 spaces are being retained for use by Nos 1-3 Brookfield thereby reducing the risk of displaced parking, it is considered that reason for refusal 2 of the previous scheme has been addressed.
163. Trip generation and traffic impacts
164. The fourth reason for refusal of the previous scheme related to highway safety concerns on Providence Hill. The reason for refusal stated that due to the speed and volume of traffic on Providence Hill, the increased level of vehicles entering and leaving the site from the proposed access for such a large scale development would pose increased risk to highway safety.
165. The revised scheme is of a slightly reduced scale to the previous scheme with the reduction in two dwellings and 1 care home bedroom. The anticipated trip rate from the care home would be similar to the previous scheme at 141 trips over a 12 hour period (previously 143). For the dwellings, anticipated vehicle trips would be reduced from an anticipated 21 over a 12 hour period in the previous scheme to 13 in the revised scheme. Overall, the revised scheme as a whole is predicted to result in 154 vehicle movements across a 12 hour period (reduced from 164). The Highway Authority did not object to the previous scheme in relation to highway impacts, noting that the increased trips would be negligible when compared to existing traffic flows utilising Providence Hill. As the anticipated trip rate has now reduced, the Highway Authority's stance on this matter has remained the same. However, as there would be an increase in traffic using Providence Hill, the Highway Authority has requested developers contributions towards cycle and bus infrastructure improvements, to encourage the use of sustainable transport modes.

These contributions have been agreed with the applicant and would be secured by S106 Agreement.

166. The applicants have also prepared a Green Travel Plan, which sets out measures that would be implemented to encourage staff and visitors to access the site by alternative means of transport to the private car. The applicant proposes to appoint a Travel Plan Coordinator and to provide information to staff about sustainable travel options including walking and cycle routes, bus stop locations and timetables and car sharing opportunities. The Travel Plan would be implemented and monitored, with staff travel surveys / questionnaires being carried out within 3 months of the care home opening and then at the end of years 1 and 3, with the results being used to inform any updates to the Plan. The implementation and monitoring of the Travel Plan would be secured by condition.
167. Although the scale of the proposed development has not significantly reduced, the anticipated traffic levels would be slightly lower and the increased level of on-site parking would further assist in reducing highway safety impacts by reducing the risk of obstructive parking on Providence Hill. Taking this into account, and given the lack of objection from the Highway Authority to the previous and current proposal, the agreed developers contributions and proposed Travel Plan to encourage sustainable travel, it is not considered that there are sufficient grounds to refuse the scheme on highway safety.
168. Access
169. The main site would be accessed via a single point of access from Providence Hill. This would comprise a bellmouth access, with a dropped kerb crossing and tactile pavement to facilitate pedestrian crossings. The access would provide visibility splays of 2.4m x 78m to the west and 2.4m x 79m to the east. This level of visibility is confirmed as acceptable by the Highway Authority, provided that the visibility splays are not obstructed. In order to prevent obstruction of the visibility splays from parked vehicles, the Highway Authority has requested a financial contribution towards a Traffic Regulation Order to instigate parking restrictions on Providence Hill adjacent to the access. The applicant has agreed to this contribution, which could be secured through a S106 Agreement.
170. There would also be a separate access to 4 parking spaces at the south-east side of the site. This is an existing unmarked parking area that is used by the residents of the adjacent Brookfield properties as part of a long standing private agreement. The proposal would be to retain 4 parking spaces here, with 3 of those spaces remaining for the Brookfield residents and the other for the care home. No amendments to this access point are required for vehicles due to the low level of vehicle movements, but a pedestrian footpath would be created to link into the site and form the main pedestrian access.
171. Internal highway and parking layout

172. The Highway Authority has confirmed that the internal parking and road layout is acceptable and tracking plans have been provided to demonstrate suitable provision for vehicle maneuvering, including refuse and emergency vehicles. The access is also demonstrated to be suitable for two-way car movements, with suitable angles and levels for the access drive.
173. The pedestrian footway provision around the site is also considered acceptable, with clearly defined routes to and from the accesses and between the care home and dwellings.

Impact on local healthcare services

174. The third reason for refusal of the previous scheme related to the impact of the development on local healthcare services. To address this reason for refusal, the applicants have submitted a Healthcare Impact Briefing Note, which explains how the care home would operate and reviews the capacity at local health facilities.
175. The report notes that the care home is designed to provide nursing care, 24 hours a day, 7 days a week. Nurses employed at the care home would be trained to manage complex medical needs and to manage medical conditions. Each resident would have a medical assessment and a care plan in place, with the aim that they would receive the care they require on a day to day basis. The report states that the nurses work in partnership with external healthcare professionals and GPs and arrange regular reviews of non-urgent medical conditions to avoid unnecessary GP contact. This type of nursing care can therefore help to reduce the pressure on external healthcare services, with the following benefits highlighted:
- Increased hospital bed availability / faster discharge rates – residents of care home can be discharged to the care home rather than remaining in hospital;
 - Reduced burden on A&E services – the provision of care within the home reduces the need for A&E visits;
 - Reduced pressure on local medical teams – the nurses of the care home would be capable of triaging calls to the GP, which can help relieve pressure on GP practices;
 - Clinical risk management – the care home would have a strategy in place for identifying clinical risk, which includes monthly review and analysis of matters such as nutrition, medication and infections, which helps to reduce clinical incidents and therefore reduce hospital and GP calls;
 - Reduced need for GP appointments – the care home nurses would have a range of clinical skills, which helps reduce the need for GP appointments;
 - Clinical support and development – the applicant employs ‘Admiral’ nurses to provide additional clinical support and has

a learning and development programme in place to continue to develop the clinical skills of its employees.

176. In addition to the above points, it is noted in the report that residents of the care home often come from the local area, and will already be registered with a local GP practice, therefore not placing additional pressure on these services. The report goes on to provide an analysis of capacity at local GP practices, which appears to demonstrate sufficient capacity for the number of residents of the care home, although as previously noted, it is likely that many would already be registered locally. The applicant has provided data that shows that for two of their existing care homes (Bourne View in Pool and Wellington Grange in Chichester), 73% of residents moved to the care home from within a 5 mile radius of the site.
177. The Hampshire and Isle of Wight Integrated Care Board were also consulted on the application. They have stated that as residents of care home often have complex health needs, they are often visited at their place of residence rather than visiting GPs, and have not requested any contribution towards increasing primary care infrastructure. They do note that there could still be an increase in pressure on local GP surgeries if there is already sufficient care home capacity in the area. However, as noted previously in this report, there is an identified need for additional care home provision in the Borough including within the Bursledon area.
178. In summary, taking account of the way in which the proposed care home would operate, the level of nursing care that would be available and the likelihood that a proportion of new residents would come from the local area, it is not considered that the development would place an undue level of pressure on local healthcare services. It is considered that the additional information provided by the applicants has satisfactorily addressed reason for refusal 3 of the previous scheme.

Sustainability Measures and Climate Change

179. In July 2019, the Council declared a Climate Change and Environmental Emergency. In doing so it agreed, among other things, to: (a) put in place measures to ensure the Council's own operations and functions achieve carbon neutrality by 2025; (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality by 2030; (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020–2030 and the supporting Climate and Environmental Emergency Action Plan – Update June 2020.
180. The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. The NPPF, development plan and adopted local plan

policy do not set this as a specific target, but it is a material consideration to be considered alongside all other material considerations. In any case addressing climate change is a core part of the NPPF and local plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the adopted local plan, as is an assessment of climate impacts.

181. Policies S1, DM2 and DM3 of the Local Plan require new development to be sustainable in terms of resource use, climate change and energy use. The application is accompanied by a Sustainability Statement, which sets out the various measures that would be put in place to enhance energy efficiency and contribute to minimising the impacts of climate change, as follows:

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

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

Minerals

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

Impacts on European Protected Sites

184. The sixth reason for refusal of the previous scheme related to the absence of mitigation to offset the impacts of the development on European protected sites. For this application, the applicant has confirmed their commitment to secure the required mitigation, via S106 legal agreement and condition. Therefore, subject to conditions and completion of the legal agreement, this reason for refusal would be addressed. A summary of the required mitigation is set out below.

Nutrient impact

185. Natural England has advised that the increase in wastewater from new housing developments, and overnight accommodation within the Borough is having a detrimental effect on the quality of water entering the Solent catchment area through eutrophication. As such, all development for additional housing or overnight accommodation is required to reach nutrient neutrality (ensuring the development does not add to existing nutrient burdens), in order to meet the requirements of The Conservation of Habitats and Species Regulations 2017. The proposed development would discharge to the Peel Common wastewater treatment works, which in turn discharges into the Solent and the development is required to achieve nutrient neutrality for nitrates.
186. The applicants have provided a nutrient budget calculation, which, for the care home, takes account of the total number of new bedrooms being provided and uses an occupancy rate of 0.9 persons. The occupancy rate takes account of the care home use and turnover of residents and is considered a reasonable approach. The dwelling nitrate output is calculated based on Natural England's standard methodology. Based on these calculations, the development would generate 23.65 kg/TN/yr, which requires mitigation.
187. To mitigate the increased nitrogen load, the applicant intends to purchase nitrate credits through the Council's Mitigation Scheme. The Council's scheme offsets the nutrient impact by taking land out of agricultural use and creating recreational spaces, thereby reducing the nutrient output of the land. This mitigation can be secured by condition.

Recreational impacts on the Solent protected sites

188. The site lies within 5.6km of the Solent Special Protection Areas and Ramsar sites. In accordance with advice from Natural England, a net increase in housing development within the 5.6km catchment is likely to result in impacts on the integrity of these sites through an increase in recreational pressure/disturbance. To mitigate these impacts, Eastleigh Borough Council has endorsed the Solent Recreation Mitigation Strategy (Bird Aware Solent, December 2017).

189. In relation to the proposed care home, paragraph 6.9 of the Solent Recreation Mitigation Strategy states that: *'...in respect of residential accommodation designed specifically for elderly people, a developer contribution (or bespoke mitigation) will be required for apartments for the active elderly, but not for secure accommodation such as a residential nursing home for people who are unable to independently leave the accommodation and which does not provide residents parking or allow pets.'* As the proposed care home is for nursing care, residents would be unable to leave the accommodation independently and would therefore not place increased recreational pressure on the Solent protected areas. Mitigation is therefore only required in relation to the proposed 3 cottages.

190. For the 3 cottages, mitigation can be secured through a financial contribution in accordance with the Strategy. For 2-bedroom dwellings, the required contribution is £696 per dwelling, therefore the total mitigation amount would be £2,088. This contribution would be secured through a S106 Agreement.

Recreational Impacts on the New Forest protected sites

191. The site also lies within the 13.8km catchment area for the New Forest National Park Special Protection Area (SPA). Natural England has advised that developments within this catchment area are likely to result in additional visitors and increased recreational pressure on the New Forest. In order to mitigate this impact, the Council has developed a Strategy which takes a combined approach aimed partly at diverting visitors away from the New Forest through the provision of new Suitable Alternative Natural Greenspaces (SANG) within the Borough, and partly at providing funding of a Ranger within the National Park. For developers to utilise this Strategy, a financial contribution of £2,220 per dwelling is required. For the 3 dwellings, the total contribution amount would be £6,660.

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

Impacts on adjacent watercourse

193. The watercourse adjacent to the northern boundary of the site is a tributary of the River Hamble, which is part of the Solent protected sites. It is therefore necessary to ensure that the proposed development would not harm the quality of the watercourse, which in turn could impact on the integrity of the protected areas. The application is supported by a Drainage Strategy which involves the collection of surface water in attenuation crates beneath the site, with controlled discharge into the adjacent watercourse. The Drainage Strategy would include three forms of filtration, comprising permeable paving on the parking areas, a vortex separator, swale

and bio-retention filter stirs. These filtration measures accord with the requirements set out in Policy DM6 of the Local Plan and the Council's Ecologist is satisfied that they would be sufficient to prevent pollution of the watercourse.

Habitats Regulations Assessment (HRA)

194. A Habitats Regulations Assessment Appropriate Assessment has been prepared and issued to Natural England, setting out the potential impacts and proposed mitigation and concluding that with the mitigation in place, the development would not have an adverse impact on the integrity of the protected sites. Natural England's comments on the appropriate assessment are awaited.

Planning obligation /considerations

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

196. Financial contributions towards the provision of the following infrastructure are required:

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

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

- Cycle infrastructure improvements, for the continuation of the cycle route between Windhover roundabout and the River Hamble overbridge to the south-east;
- But infrastructure improvements local to the site, including the provision of new shelters and Real Time Information screens, and continuing bus service provision.

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

199. There is also the requirement to the impacts of nutrient loading and increased recreational pressure on the Solent and New Forest Special Protection Areas, as discussed in the previous section of this report.
200. Reason for refusal 5 of the previous application related to the absence of developers contributions, and therefore the failure to make the provision for infrastructure improvements necessitated by the development. For this application, the applicants have confirmed their agreement to secure the required developers contributions via a S106 legal agreement. Therefore, provided that a S106 Agreement is completed, this reason for refusal would be addressed.

Equalities Implications:

201. Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-
- A public authority must, in the exercise of its functions, have due regard to the need to:
 - i. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - ii. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - iii. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
202. When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. It is considered that this application does not raise any equality implications. The application is for a care community and has been designed to be fully accessible for people with differing needs.

Planning Balance and Conclusion

203. The proposal would see the development of an allocated site in the urban edge and would contribute positively towards the provision of accommodation for older persons in the Borough, and towards the Council's five year housing land supply. The layout has been designed to take account of a variety of site constraints and although the care home would be significant in size, it has been sited and designed to minimise visual impacts on the surrounding area. The setting of the nearby listed Bursledon Windmill would be protected and the development would have a high quality landscaped setting.
204. Previous reasons for refusal relating to residential amenity have been addressed through reductions in the care home height and mass, removal of upper floor windows and amendments to the building position, and overall the development would accord with local policy and guidance aimed at protecting residential amenity.

205. The vehicle access design is acceptable and additional parking provision has been accommodated on site to overcome the previous reason for refusal relating to lack of parking and displaced parking. The reduced scale of development and increased on-site parking has also helped to address previous concerns relating to the impact of the development on the operation of Providence Hill. Further information has also been provided to demonstrate that the development would not place undue pressure on local healthcare services.
206. Other technical matters and policy requirements including drainage, tree protection, prevention of impacts on nature conservation, pollution mitigation and provision of biodiversity net gain have been taken into account and satisfactorily addressed.
207. In conclusion, subject to the proposed conditions and completion of a S106 Agreement, the proposal is considered to have addressed previous reasons for refusal and accords with the Development Plan and is therefore recommended for permission.



APPENDIX 2

**CALCULATION OF FIVE YEAR HOUSING LAND
SUPPLY**

Calculation of Five-Year Housing Land Supply

Eastleigh Borough Council

November 2024

Prepared by
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Executive Summary:

- i. The Eastleigh Borough Council 'Calculation of Five-Year Housing Land Supply' document has been prepared to identify the latest five-year housing land supply position as of 1st April 2024. It comprises this main document and appendices detailing the housing sites involved. This updates and replaces the previous report covering the period 1 July 2022 to 30 June 2027.
- ii. The Eastleigh Local Plan was adopted on 25th April 2022. It identifies a planned housing requirement figure of 729 net new dwellings per annum in Eastleigh for the period 2016-2036.
- iii. As of 1st April 2024, 6,745 net new dwellings (including 148 C2 equivalent dwellings) have been completed in Eastleigh since the base date of the Eastleigh Local Plan (1st April 2016), which represents a cumulative over-provision of 913 dwellings compared to the Local Plan monitoring target of 729 per annum.
- iv. On the basis of the information as presented in this document it is concluded that Eastleigh Borough Council cannot currently demonstrate a five-year supply of housing, with 4.3 years' worth of housing using the housing requirement figure.
- v. A total of 3,143 dwellings are expected to be delivered between 1st April 2024 and 31st March 2029 to meet planned housing need.

1 Introduction

1.1 Hampshire Services has been instructed by Eastleigh Borough Council (“the Council”) to assemble and analyse evidence of housing land supply, in order to inform an update to the Council’s five-year housing land supply position.

1.2 The purpose of this assessment is to consider whether there are sufficient deliverable sites within Eastleigh Borough to demonstrate provision of at least five years’ worth of housing. The housing requirement that it will be measured against for this update is that based on the planned housing requirement set out in the Eastleigh Local Plan adopted on 25th April 2022.

1.3 This assessment uses a base date of 1st April 2024 and covers the anticipated supply to be delivered in the five-year period from 1st April 2024 to 31st March 2029. The assessment includes up-to-date information regarding permissions, commencements, and completions, including contributions from developers on when, and how quickly, sites are likely to come forward.

2 Policy Background

2.1 The National Planning Policy Framework 2021 (NPPF) required Local Planning Authorities to assess and demonstrate a five-year supply of deliverable sites. Specifically, paragraph 74 of the NPPF stated:

“Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.”

2.2 However, following the publication of the revised NPPF in December 2023, the requirement to assess and demonstrate a five-year supply of deliverable sites was removed in some circumstances. Specifically, paragraph 76 of the NPPF 2023 stated:

“Local planning authorities are not required to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing for decision making purposes if the following criteria are met:

- a) their adopted plan is less than five years old; and
- b) that adopted plan identified at least a five-year supply of specific, deliverable sites at the time that its examination concluded”

2.3 The Eastleigh Local Plan was adopted on 25th April 2022 and therefore was adopted less than five years ago, and the adopted plan identified at least a five-year supply of specific, deliverable sites at the time that its examination concluded.

2.4 However, in July 2024 a draft NPPF was published by the government which proposes to reintroduce the five-year land supply requirement test for Councils who have adopted a local plan in the last five years.

3 Methodology for Calculating the Five-Year Supply

Source of Housing Target

3.1 The total five-year housing land supply requirement for Eastleigh is 3,645 dwellings (729 dwellings per annum). This is based on the housing figure identified in Eastleigh's adopted Local Plan.

Housing Delivery Test

3.2 The Housing Delivery Test identifies whether past rates of development have met housing requirements. (based on the percentage of "net homes delivered against the number of homes required" over a rolling three-year period). Where the requirements of the test have been fully satisfied, there are no further requirements placed on a local authority.

Appropriate Buffer

3.3 Where a plan-making authority's delivery rate falls below the number of homes required then certain consequences as set out in the NPPF apply, including the application of a 20% buffer on a plan-making authority's five-year housing land supply, if housing delivery falls below 85% of the required number of homes.

3.3 Results published in December 2023 showed that Eastleigh had delivered 2,795 dwellings over the three years between 1st April 2019 and 31st March 2022 against a target of 1,795 dwellings in the same period. Giving a Housing Delivery Test measurement of 156%. This meant that Eastleigh Borough passed the Housing Delivery Test and is not subject to a 20% buffer.

3.4 National Planning policy previously required that even where the Housing Delivery Test has been passed an 'appropriate buffer' of 5% should be added to the supply 'to ensure choice and competition in the market'. However, the latest NPPF (December 2023) does not include a requirement for a 5% buffer.

3.5 Consequently the housing requirement figure identified in the Local Plan excluding a buffer being applied would make Eastleigh Borough Council's figure 729 dwellings per annum.

Delivery

3.6 The NPPF, and accompanying PPG, require that only those sites that are demonstrably deliverable within the five-year period are included within the calculations of supply. They go on to define 'deliverability', identifying sites which, by virtue of their planning status, are considered to be deliverable in principle, as well as those sites where further evidence is required. Further details are provided in the PPG of the types of evidence that could be provided to demonstrate deliverability.

In identifying the sites which can be clearly identified as being deliverable, this study has specifically considered the following:

- the current planning status of the site – allocated, outline planning permission (and progress towards reserved matters), detailed planning permission, or resolution to grant planning permission;
- whether a planning performance agreement is in place for the site;

-
- correspondence with the developer/housebuilder/landowner or agent in relation to anticipated:
 - o start date,
 - o first housing completions,
 - o phasing of development for the duration of the build,
 - o information on site assessment work being undertaken,
 - o anticipated dates for planning applications being submitted or planning permissions being approved,
 - o constraints, ownership and market or cost factors that have the potential to delay delivery of the development;
 - progress towards the discharge of planning conditions;
 - assumed lead-in times, build-out rates and lapse rates
 - general information available from public records relating to typical build-out rates of similar sites and housebuilders general rates of delivery;
 - The Council's inclusion of schemes in its Housing Programme and commitment to delivery (subject to planning) See www.eastleigh.gov.uk/media/9026/appendix-1-housing-delivery-strategy-2.pdf.

Windfall

3.7 The National Planning Policy Framework (NPPF) glossary defines windfall sites as “sites not specifically identified in the development plan”. Paragraph 72 of the NPPF allows local authorities to make an allowance for windfall sites as part of anticipated supply. However, local authorities may only make an allowance for windfall if they have “compelling evidence that they will provide a reliable source of supply”. In addition to this, any windfall allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends.

3.8 The PPG guidance on housing and economic land availability assessment states a windfall allowance may be justified in the five-year housing land supply calculations.

4 Deliverable Supply

4.1 Hampshire County Council undertakes monitoring of starts, completions and commitments. This data records commitments, sites which have lapsed, and completions on an annual basis including site visits each year to ascertain the situation on sites for a base date of the 1st April of each year. During the year, and outside of the annual visits to sites, data on starts, completions and new permissions are also monitored. Starts and completions during this time are gathered through the receipt of Building Control and National House-Building Council reports. The monitoring data specifically considered for this update covers the period to 1st April 2024.

4.2 On this basis, this assessment of five-year land supply has a base date of 1st April 2024 and covers the five-year period to 31st March 2029. The assessment of the deliverable supply over this five-year period is structured to consider the following sources of supply.

Small Site Commitments

4.3 The small site commitments fall within part A of the NPPF definition of deliverable. They are “sites which do not involve major development and have planning permission”. The small site commitments cover sites for less than 10 dwellings (gross). Some of these sites are under construction whilst others are yet to be implemented.

4.4 Although the PPG no longer specifically requires this, a discount on the anticipated supply of small sites with permissions by a rounded 4% has been applied to take account of the number of planning permissions on small sites that, on average, have lapsed over the period since 2006/7. This data is set out in Table 1.

Table 1: Small Sites Lapsed Planning Permissions

Year	Small Sites with Planning Permission	Net Lapsed Units	% Lapsed
2006-2007	288	2	0.7
2007-2008	288	4	1.4
2008-2009	215	14	6.5
2009-2010	181	7	3.9
2010-2011	144	14	9.7
2011-2012	123	9	7.3
2012-2013	137	11	8.0
2013-2014	159	2	1.3
2014-2015	188	6	3.2
2015-2016	213	3	1.4
2016-2017	209	4	1.9
2017-2018	196	12	6.1
2018-2019	200	6	3.0
2019-2020	232	6	2.6
2020-2021	217	4	1.8
2021-2022	155	19	12.3
2022-2023	131	13	9.9
2023-2024	140	3	2.1
Total	3,366	139	4.1

4.5 For a 1st April 2024 base date, the monitoring data shows that there are planning permissions for a gain of 174 dwellings (gross) outstanding for sites of less than 10 dwellings. Taking account of the outstanding planning permissions for a permitted loss of 34 dwellings, the net additional number of dwellings to the supply would be 140. The detailed list of small sites with outstanding planning permissions is set out at Appendix A.

4.6 Once an allowance for lapses of 4% is included, it is considered that small site commitments will yield 134 dwellings within the five-year period.

Large Site Commitments

4.7 The large site commitments fall within parts A and B of the NPPF definition of deliverable. They are sites with detailed planning permission and sites with outline planning permission for major development. The large site commitments cover sites with a capacity for 10 or more dwellings.

4.8 These sites include developments with outline and full planning permission, some of which may have started on site, and others which are yet to be implemented but are demonstrably capable of delivering units within the five-year period to 31st March 2029.

4.9 For the large site commitments, a detailed review has been undertaken by assessing the current planning status of the site (including discharge of conditions and any planning performance agreements) and available phasing plans, supplemented by discussions with the relevant agent and/or landowner/developer of the sites, to ascertain the likely commencement and build out rate of the individual schemes. The delivery assumptions for individual sites are shown in the commentary in Appendix B along with the number of completions that have been recorded through Building Control, National House-Building Council reports and annual end of year site visits for the period 1st April 2023 to 31st March 2024.

4.10 Given the detailed review undertaken, it is not considered a discount for non-implementation for large sites to be warranted which is not, in any event, required by the PPG.

4.11 For a 1st April 2024 base date there are 20 large committed sites which are expected to contribute to the five-year land supply. Of these sites, 18 either have a material start on site or were under construction and over 500 plots were recorded as having commenced. Appendix B sets out the delivery assumptions for these sites, provides a commentary on site progress, and summarises information ascertained through direct engagement with site promoters/ developers and other sources of information.

4.12 Collectively there are 2,915 dwellings (net) which are yet to be built across these 20 sites. Of this, 2,083 dwellings are expected to be built within the five-year period to 31st March 2029. There are thus a further 832 dwellings on these sites which are expected to be delivered in Years 6+.

4.13 Information provided by site promoters/developers on delivery expectations have also been reviewed in light of the above information to ensure that delivery assumptions are realistic.

Sites subject to a Resolution to Grant Planning Permission

4.14 These sites relate to part B of the NPPF definition of deliverable i.e. sites with a grant of permission in principle. This includes sites with resolutions to grant planning permission prior to the base date of 1st April 2024. The local planning authority is working to issue permissions for those schemes with Committee resolution to grant (for example securing a section 106 agreement prior to issuing permission).

4.15 There are 2 sites within this category, these are set out at Appendix C with commentary on the latest position.

4.16 The sites within this category have a total net capacity for 2,168 dwellings. Taking account of the evidence of likely timescales for issuing of decision notices (and any necessary legal agreements), subsequent discharge of any pre-commencement conditions, other non-planning factors impacting on implementation and subsequent anticipated build out rates, we expect that 351 of the dwellings to be delivered from this source of supply within the five-year period to 31st March 2029.

Specialist Housing for Older People

4.17 In its guidance on how to calculate a five-year housing land supply, the NPPG (para. 035, ref. ID: 68-035-20190722) states that local planning authorities should 'count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply'.

4.18 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.'

4.19 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. (see Appendix G).

4.20 There are currently 2 sites within this category, and these sites are set out at Appendix D with commentary on the latest position.

4.21 There are 184 bed spaces associated with these sites; this is the equivalent of 96 dwellings. This means that an equivalent of 96 dwellings are expected within the five-year period to 31st March 2029.

Sites in Adopted Local Plan

4.22 These sites relate to part B of the NPPF definition of deliverable i.e. sites that have been allocated in a development plan prior to the base date of 1st April 2024.

4.23 There are 4 sites within this category, this is set out at Appendix E with commentary on the latest position.

4.24 The site within this category has a total net capacity for 271 dwellings. Taking account of the evidence of likely timescales for issuing of decision notices (and any necessary legal agreements), subsequent discharge of any pre-commencement conditions, other non-planning factors impacting on implementation and subsequent anticipated build out rates, we expect that 271 of the dwellings to be delivered from this source of supply within the five-year period to 31st March 2029.

Sites in Eastleigh Borough Council's Housing Programme (Pre-Planning)

4.25 These sites relate to part B of the NPPF definition of deliverable i.e. sites that are considered deliverable where there is clear evidence that housing completions will begin on site within five years of the base date of 1st April 2024.

4.26 In a High Court Consent Order in May 2020 quashing an appeal decision which had approved outline plans for four new houses in East Northamptonshire, the Secretary of State confirmed that the NPPF's definition of a deliverable housing site is not a 'closed list' but leaves room for decision-makers to exercise their 'planning judgment'. As such, 'the examples given in categories (a) and (b) are not exhaustive of all the categories of site which are capable of meeting that definition' (Consent Order CO/917/2020; May 2020)

4.27 There are 3 sites within this category, this is set out at Appendix F with commentary on the latest position.

4.28 The sites within this category have a total net capacity for 46 dwellings. Taking account of the evidence of likely timescales for issuing of decision notices (and any necessary legal agreements), subsequent discharge of any pre-commencement conditions, other non-planning factors impacting on implementation and subsequent anticipated build out rates, we expect that 46 of the dwellings to be delivered from this source of supply within the five-year period to 31st March 2029.

Windfall

4.29 Eastleigh Borough Council has had a consistent approach to windfall sites that has been set out and evidenced within its position statements on Five-Year Housing Land Supply, in its 'Housing Trajectory Update' published in June 2019 and the Strategic Land Availability Assessment (SLAA) prepared to inform the Eastleigh Borough Local Plan 2036.

4.30 In the Inspector's Report on the Examination of the Eastleigh Local Plan (para. 75), the Planning Inspector agreed that;

"The Council have provided evidence to justify the approach to the windfall allowance and have explained the past delivery rates in relation to windfall as I have set out above. The approach to the windfall allowance presents a justified and evidence-based approach."

4.31 Therefore, the Council consider a small sites windfall allowance totalling 162 dwellings over the five-year period (applicable to years 3, 4 and 5) is appropriate and justified.

Total expected supply 2024-2029

4.32 From the analysis of the various sources of housing supply mentioned above, the number of dwellings that can be considered deliverable over the period 1st April 2024 to 31st March 2029 is 3,143 dwellings. This is set out in Table 2 below.

Table 2: Housing Supply 1st April 2024 to 31st March 2029

Housing Supply 1st April 2024 to 31st March 2029	
Source of Supply	Number of Dwellings
Net Outstanding Permissions for small sites (1-9) units (discounted by 4% for Lapses)	134
Net Outstanding planning permissions for large sites (10 or more units)	2,083
Sites with a resolution to grant planning permission	351
Housing for Older People (C2) (Equivalent of)	96
Sites in Adopted Local Plan	271
Sites In Eastleigh Borough Council's Housing Programme (Pre-planning)	46
Windfall allowance for years 3, 4 and 5	162
Total expected supply for the period 1 st April 2024 to 31 st March 2029	3,143

5 The Five-Year Housing Land Supply Calculation

5.1 In this section we move on to outline the five-year land supply position, against the housing requirement figure in the Adopted Local Plan. As set out above, the five-year period is taken from 1st April 2024 to 31st March 2029.

Calculation of the Five-Year Housing Land Supply Position

5.2 Table 3 illustrates Eastleigh Borough Council's Five-Year Housing Land Supply Position. On the basis of including sites with planning permission, sites that have resolution to permit and sites where inclusion can be justified then Eastleigh Borough can demonstrate a land supply of 4.3 years and are therefore currently unable to demonstrate a five-year housing land supply.

Table 3 : Five Year Land Supply Calculation (1st April 2024 Base Date)

Five Year Land Supply Calculation (1st April Base Date)

Column ID	Housing Requirement 1st April 2024 – 31st March 2029	Eastleigh Borough
a	Housing Requirement Figure in Adopted Local Plan: Dwellings per annum	729
b	Housing Requirement Figure in Adopted Local Plan for 1 st April 2024 – 31 st March 2029	3,645
	Housing Supply 1st April 2024 – 31st March 2029	

c	Net outstanding planning permissions for small sites (1-9 units) expected to be built by 31 st March 2029 (discounted by 4% for lapses)	134
d	Net Outstanding planning permissions for large sites (10 or more units) expected to be built by 31 st March 2029	2,083
e	Sites with Resolution to Grant Planning Permission that are expected to be built by 31 st March 2029	351
f	Specialist Elderly Housing (C2) expected to be built by 31 st March 2029	96
g	Sites in Adopted Local Plan expected to be built by 31 st March 2029	271
h	Sites in Eastleigh Borough Council's Housing Programme (Pre-Planning) expected to be built by 31 st March 2029	46
i	Windfall Allowance for year 3, 4 and 5	162
j	Expected Supply for the period 1st April 2024 - 31st March 2029 (c+d+e+f+g+h+i)	3,143
k	Expected Supply Surplus/Deficit over period 1st April 2024 – 31st March 2029 (j-b)	- 502
l	Supply in Years (j/a)	4.3

5.3 The conclusion is therefore that, based on the latest evidence, the five-year housing land supply in Eastleigh Borough is 4.3 years

Appendix A: Small Site Commitments 1st April 2024

APPLICATION REFERENCE	TYPE	DECISION DATE	EXPIRY DATE	ADDRESS	TOWN	STARTED	OUTSTANDING GAINS DWELLINGS	OUTSTANDING LOSSES DWELLINGS	NET OUTSTANDING DWELLINGS
F/08/63689	FULL	11-Dec-08	11-Dec-11	STEWART HOUSE SYCAMORE AVENUE	EASTLEIGH	Commenced	3	0	3
F/09/64869	FULL	17-Jul-09	17-Jul-12	1 ADJ HILL PLACE	BURSLEDON	Commenced	1	0	1
F/11/68419	FULL	03-Oct-12	03-Oct-15	GLEN FARM STROUDWOOD LANE	LOWER UPHAM	Commenced	1	0	1
R/13/72928	DETAILS	18-Sep-13	18-Sep-15	116 REAR OF PARK ROAD	CHANDLERS FORD	Commenced	1	0	1
F/13/73761	FULL	29-Dec-14	29-Dec-17	38 HUNT AVENUE	NETLEY ABBEY	Commenced	2	0	2
F/15/76637	FULL	05-Oct-16	05-Oct-19	1 OAKMOUNT AVENUE	CHANDLERS FORD	Commenced	1	1	0
F/16/78096	FULL	09-Feb-17	09-Feb-20	MIDLANDS ESTATE	WEST END	Commenced	2	0	2
F/17/80188	FULL	08-Dec-17	01-May-21	86 REAR OF EDWARD AVENUE (ROEBUCK CLOSE)	BISHOPSTOKE	Commenced	5	0	5
F/18/82759	FULL	11-May-18	11-May-21	35 FALCON SQUARE	EASTLEIGH	Commenced	1	0	1
F/19/85935	FULL	12-May-21	12-May-24	32 VALLEY ROAD	EASTLEIGH	Commenced	1	0	1
F/19/86015	FULL	07-May-21	07-May-24	27 REAR OF SEAVIEW ESTATE	NETLEY ABBEY	Not Started	1	0	1
F/20/87926	FULL	11-Feb-21	11-Feb-24	OAK LODGE BRIDGE ROAD	SOUTHAMPTON	Commenced	6	0	6
F/20/88114	FULL	24-May-21	24-May-24	CHALCOT YORK ROAD	SOUTHAMPTON	Not Started	1	1	0
F/21/90716	FULL	22-Jul-21	22-Jul-24	HALL LANDS FARM HALL LANDS LANE	EASTLEIGH	Not Started	1	1	0
F/20/88124	FULL	11-Nov-20	11-Nov-23	ALLINGTON MANOR FARM HOUSE ALLINGTON MANOR ALLINGTON LANE	SOUTHAMPTON	Commenced	1	1	0
F/20/88620	FULL	20-May-21	20-May-24	9 NICHOL ROAD	EASTLEIGH	Commenced	1	0	1
F/20/88658	FULL	08-Mar-21	08-Mar-24	HOLME FARM DURLEY ROAD	EASTLEIGH	Commenced	1	0	1
RM/20/88841	DETAILS	18-Mar-22	18-Mar-24	PINEWOOD PARK LAND ADJOINING	SOUTHAMPTON	Commenced	6	0	6
F/21/89882	FULL	11-Aug-21	11-Aug-24	THORNEYDOWN FARM MOORHILL ROAD	SOUTHAMPTON	Not Started	1	1	0
F/20/89336	FULL	26-Feb-21	26-Feb-24	44 BUILDERS YARD TO REAR OF TWYFORD ROAD	EASTLEIGH	Commenced	2	0	2
F/21/91336	FULL	11-Oct-21	11-Oct-24	69 LAKEWOOD ROAD	EASTLEIGH	Not Started	1	1	0
F/21/91371	FULL	11-Oct-21	11-Oct-24	WINTON BOTLEY ROAD	SOUTHAMPTON	Not Started	1	1	0
F/20/89254	FULL	13-Oct-21	13-Oct-24	ROMANY WAY HEATH HOUSE LANE	SOUTHAMPTON	Not Started	1	0	1
F/21/89959	FULL	14-Oct-21	14-Oct-24	11 DEAN COURT	SOUTHAMPTON	Not Started	1	1	0
F/21/91298	FULL	03-Nov-21	03-Nov-24	46 STATION ROAD	SOUTHAMPTON	Not Started	1	0	1

APPLICATION REFERENCE	TYPE	DECISION DATE	EXPIRY DATE	ADDRESS	TOWN	STARTED	OUTSTANDING GAINS DWELLINGS	OUTSTANDING LOSSES DWELLINGS	NET OUTSTANDING DWELLINGS
F/21/90176	FULL	04-Nov-21	04-Nov-24	CROFT FARM WINCHESTER ROAD	EASTLEIGH	Not Started	1	0	1
F/21/91322	FULL	04-Nov-21	04-Nov-24	14 NICHOL ROAD	EASTLEIGH	Not Started	1	1	0
F/21/90585	FULL	10-Nov-21	10-Nov-24	3 KEBLE ROAD	EASTLEIGH	Not Started	1	0	1
F/21/89986	FULL	22-Dec-21	22-Dec-24	OAKFIELD LAND TO THE REAR OF BOTLEY ROAD	EASTLEIGH	Not Started	1	0	1
F/20/88079	FULL	24-Jan-22	24-Jan-25	82 LAND TO THE REAR OF ST JOHN'S ROAD	SOUTHAMPTON	Not Started	1	0	1
O/22/92300	O/L	17-Mar-22	17-Mar-25	2 LAKEWOOD CLOSE	EASTLEIGH	Not Started	1	1	0
F/21/91367	FULL	10-Feb-22	10-Feb-25	44 TWYFORD ROAD	EASTLEIGH	Commenced	3	0	3
PN/22/92315	PRIOR APPROVAL	25-Mar-22	25-Mar-25	COCKPIT FARM KNOWLE LANE	HORTON HEATH	Not Started	5	0	5
F/21/91532	FULL	01-Nov-21	01-Nov-24	7 SHAFTESBURY AVENUE	EASTLEIGH	Commenced	1	0	1
F/21/91590	FULL	21-Jan-22	21-Jan-25	NETLEY HILL FARM LAND SOUTH OF ST JOHN'S ROAD	SOUTHAMPTON	Commenced	1	0	1
F/22/92492	FULL	07-Apr-22	07-Apr-25	LEEWAY BURNETTS LANE	EASTLEIGH	Not Started	1	1	0
F/21/90245	FULL	22-Jun-22	22-Jun-25	192-194 LEIGH ROAD	EASTLEIGH	Not Started	9	0	9
PN/22/93015	PRIOR APPROVAL	19-Jul-22	19-Jul-25	25 SHAFTESBURY AVENUE	EASTLEIGH	Not Started	1	0	1
F/21/91726	FULL	11-Aug-22	11-Aug-25	HILL HAVEN WINCHESTER ROAD	EASTLEIGH	Not Started	2	0	2
F/22/92177	FULL	23-Aug-22	23-Aug-25	45 NEW ROAD	SOUTHAMPTON	Not Started	1	0	1
F/22/93217	FULL	15-Sep-22	15-Sep-25	26 SATCHELL LANE	SOUTHAMPTON	Not Started	1	1	0
F/21/92172	FULL	26-Sep-22	26-Sep-25	56 NICHOL ROAD	EASTLEIGH	Not Started	1	1	0
F/22/92890	FULL	18-Oct-22	18-Oct-25	2A - 2B HIGH STREET	SOUTHAMPTON	Not Started	0	1	-1
F/22/93437	FULL	01-Nov-22	01-Nov-25	6 GROSVENOR ROAD	EASTLEIGH	Not Started	1	1	0
F/22/92482	FULL	09-Nov-22	09-Nov-25	SUNNYSIDE HEATH HOUSE LANE	SOUTHAMPTON	Not Started	1	1	0
F/22/93033	FULL	16-Aug-22	16-Aug-25	HILLSDALE HAMBLE LANE	SOUTHAMPTON	Commenced	1	0	1
PN/22/93927	PRIOR APPROVAL	24-Nov-22	24-Nov-25	22A SUMMERLANDS ROAD	EASTLEIGH	Not Started	1	0	1
C/22/92414	FULL	03-Jan-23	03-Jan-26	10 LAND ADJACENT TO CROWSPORT ESTATE	SOUTHAMPTON	Not Started	1	0	1
F/22/93954	FULL	02-Feb-23	02-Feb-26	LONG GARDEN COTTAGE WINCHESTER ROAD	SOUTHAMPTON	Not Started	2	0	2
F/22/93758	FULL	08-Feb-23	08-Feb-26	ANTRIM BOTLEY ROAD	EASTLEIGH	Not Started	1	0	1
F/22/94204	FULL	15-Feb-23	15-Feb-26	THE BAYS UPPER NORTHAM DRIVE	SOUTHAMPTON	Not Started	2	1	1

APPLICATION REFERENCE	TYPE	DECISION DATE	EXPIRY DATE	ADDRESS	TOWN	STARTED	OUTSTANDING GAINS DWELLINGS	OUTSTANDING LOSSES DWELLINGS	NET OUTSTANDING DWELLINGS
F/22/94078	FULL	16-Feb-23	16-Feb-26	DROVES END 49 THE DROVE	SOUTHAMPTON	Not Started	2	1	1
F/21/90522	FULL	02-Mar-23	02-Mar-26	74 LEIGH ROAD	EASTLEIGH	Not Started	3	1	2
F/22/93356	FULL	04-May-23	04-May-26	59 POUND ROAD	SOUTHAMPTON	Not Started	1	0	1
F/23/94930	FULL	12-Jun-23	12-Jun-26	BARNCROFT FARM CLOSE	HAMBLE-LE-RICE	Not Started	1	0	1
F/23/95122	FULL	12-Jun-23	12-Jun-26	HANNS WAY CAR PARK LAND AT THE HANNS WAY	EASTLEIGH	Not Started	6	0	6
PN/23/94808	PRIOR APPROVAL	14-Jun-23	14-Jun-26	5A THE CENTRAL PRECINCT WINCHESTER ROAD	EASTLEIGH	Not Started	1	0	1
F/22/94044	FULL	21-Jun-23	21-Jun-26	242 LEIGH ROAD	EASTLEIGH	Not Started	1	0	1
F/23/94860	FULL	28-Jun-23	28-Jun-26	15 & 17 LAND AT LOWER NEW ROAD	EASTLEIGH	Not Started	2	0	2
F/23/95140	FULL	10-Jul-23	10-Jul-26	MONKS LAKE GRANGE ROAD	SOUTHAMPTON	Not Started	1	1	0
F/23/94918	FULL	03-Aug-23	03-Aug-26	VILLA CERVINO BOTLEY ROAD	EASTLEIGH	Not Started	1	1	0
F/22/93988	FULL	08-Aug-23	08-Aug-26	OAK LODGE BRIDGE ROAD	SOUTHAMPTON	Not Started	1	0	1
PN/23/95595	PRIOR APPROVAL	25-Aug-23	25-Aug-26	111 WINCHESTER ROAD	EASTLEIGH	Not Started	5	0	5
F/22/93781	FULL	31-Aug-23	31-Aug-26	HATTS COPSE FARM BROOK LANE	SOUTHAMPTON	Not Started	1	1	0
F/22/94435	FULL	11-Sep-23	11-Sep-26	MORTIMERS FARM MORTIMERS LANE	EASTLEIGH	Not Started	9	0	9
F/23/95151	FULL	19-Sep-23	19-Sep-26	THE BARN LAND REAR OF SAXON COURT BURNETTS LANE	HORTON HEATH	Not Started	1	0	1
F/23/94675	FULL	03-Oct-23	03-Oct-26	1 SOVEREIGN DRIVE	SOUTHAMPTON	Not Started	1	0	1
F/23/95155	FULL	05-Oct-23	05-Oct-26	52 LAND ADJACENT TO THE CROSSWAYS	EASTLEIGH	Not Started	1	0	1
F/23/94934	FULL	26-Oct-23	26-Oct-26	20 LAND ADJACENT TO STEELE CLOSE	CHANDLERS FORD	Not Started	1	0	1
PN/23/96241	PRIOR APPROVAL	23-Nov-23	23-Nov-26	33-34 VICTORIA ROAD	SOUTHAMPTON	Not Started	2	0	2
F/23/95415	FULL	07-Nov-23	07-Nov-26	107-109 LEIGH ROAD	EASTLEIGH	Commenced	2	0	2
F/23/95453	FULL	14-Dec-23	14-Dec-26	SITE OF RAMCREST LOWFORD HILL	BURSLEDON	Commenced	1	0	1
F/23/95753	FULL	08-Dec-23	08-Dec-26	KYPE VIEW 5 ALLINGTON LANE	EASTLEIGH	Not Started	1	0	1
F/23/96357	FULL	21-Dec-23	21-Dec-26	3 WHALESMEAD ROAD	EASTLEIGH	Not Started	1	0	1
F/23/96301	FULL	04-Jan-24	04-Jan-27	18 CROWSPORT	SOUTHAMPTON	Not Started	1	1	0
F/23/95608	FULL	11-Jan-24	11-Jan-27	7 VALLEY ROAD	EASTLEIGH	Not Started	1	0	1
LDC/23/95675	CERT OF LAWFULNESS	03-Oct-23		420 SOUTHAMPTON ROAD	EASTLEIGH	Commenced	1	1	0

APPLICATION REFERENCE	TYPE	DECISION DATE	EXPIRY DATE	ADDRESS	TOWN	STARTED	OUTSTANDING GAINS DWELLINGS	OUTSTANDING LOSSES DWELLINGS	NET OUTSTANDING DWELLINGS
F/23/95592	FULL	17-Jan-24	17-Jan-27	54 LEIGH ROAD	EASTLEIGH	Not Started	3	1	2
F/23/96103	FULL	18-Jan-24	18-Jan-27	OAKFIELDS PARCEL OF LAND REAR OF	FAIR OAK	Not Started	8	0	8
F/23/96117	FULL	25-Jan-24	25-Jan-27	71 HIGH STREET	SOUTHAMPTON	Not Started	1	0	1
F/23/96266	FULL	05-Feb-24	05-Feb-27	NETLEY HILL FARM LAND TO THE SOUTH OF ST JOHNS ROAD	SOUTHAMPTON	Not Started	1	0	1
F/23/96419	FULL	08-Feb-24	08-Feb-27	WEST END COTTAGE SWAYTHLING ROAD	SOUTHAMPTON	Not Started	1	0	1
F/23/95242	FULL	16-Feb-24	16-Feb-27	10 FLAT CORONATION PARADE	SOUTHAMPTON	Not Started	0	1	-1
F/23/95533	FULL	16-Feb-24	16-Feb-27	17 SWAYTHLING ROAD	SOUTHAMPTON	Not Started	4	0	4
PN/23/96575	PRIOR APPROVAL	05-Mar-24	05-Mar-27	62 HIGH STREET	SOUTHAMPTON	Not Started	1	0	1
F/23/96022	FULL	07-Mar-24	07-Mar-27	25 HIGH STREET	SOUTHAMPTON	Not Started	1	0	1
F/22/93935	FULL	08-Mar-24	08-Mar-27	HILLTOP PINWOOD PARK	SOUTHAMPTON	Not Started	0	1	-1
F/23/96368	FULL	13-Mar-24	13-Mar-27	59 LEIGH ROAD	EASTLEIGH	Not Started	3	0	3
F/24/96738	FULL	14-Mar-24	14-Mar-27	11 ST JOHNS CENTRE THE FLAT ST JOHNS ROAD	SOUTHAMPTON	Not Started	0	1	-1
F/24/96785	FULL	21-Mar-24	21-Mar-27	418 SOUTHAMPTON ROAD	EASTLEIGH	Not Started	1	1	0
F/24/96741	FULL	22-Mar-24	22-Mar-27	33-34 VICTORIA ROAD	SOUTHAMPTON	Not Started	2	1	1
PN/23/96620	PRIOR APPROVAL	28-Mar-24	28-Mar-27	111 WINCHESTER ROAD	EASTLEIGH	Not Started	6	0	6
LDC/23/95183	CERT OF LAWFULNESS	14-Jun-23		83A HIGH STREET	SOUTHAMPTON	Not Started	1	1	0
LDC/23/95186	CERT OF LAWFULNESS	03-Aug-23		25 OAK VALE	SOUTHAMPTON	Not Started	1	1	0
LDC/24/96745	CERT OF LAWFULNESS	06-Mar-24		380 SOUTHAMPTON ROAD	EASTLEIGH	Not Started	1	1	0
26357/005	FULL	19-Jan-05	19-Jan-10	NIGHTINGALE HOUSE VICTORIA ROAD	NETLEY ABBEY	Commenced	4	1	3

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Appendix B: Large Site Commitments 1st April 2024

Local Plan Site Reference	Address	Application Reference	Total Net Dwellings	Net Outstanding April 2024	Planning Status	Planning Permission Expiry	Completions April 2023-March 2024	24/25	25/26	26/27	27/28	28/29	5 Year Supply	1st April 2024 Commentary
	Botley													
	Land north and east of Boorley Green, Winchester Road, Botley	O/12/71514 R/15/77595 R/16/79470 X/18/83548	1330	115	Reserved Matters	Under Construction	22	60	55	0	0	0	115	The site known as Boorley Park received Outline Planning Permission for 1,400 dwellings in November 2013. 70 of the 1,400 were originally for C2 sheltered elderly accommodation. An application for 67 dwellings replacing the C2 element has now been permitted and is shown separately in the next row (F/19/86233). There is a consortium of three developers for the site which comprises Bloor Homes, Bovis Homes and Linden Homes (Bovis Home and Linden Homes are now known as Vistry). The site has received Reserved Matters approval for (a) spine road and associated infrastructure (b) 441 dwellings and (c) 889 dwellings, with the most recent approved in October 2017. There were 91 dwellings under construction as of 1st April 2024, and the developer expects the outstanding 115 dwellings to be completed by December 2025.
	Land north and east of Boorley Green, Winchester Road, Botley	F/19/86233	67	67	Full Permission	Under Construction	0	50	17	0	0	0	67	The site forms the local centre of the wider Boorley Park development (Land north and east of Boorley Green, Winchester Road, Botley, see row above). The application is for mixed use retail and residential and is known as 'The Gateway' site. With Abri/Vistry delivering the residential element which will be all open market dwellings with a mixture of houses and flats. Full planning permission was granted on 27th May 2021. The site came forward in January 2023 and the developer is expecting the site to be completed by the end of March 2025. All 67 dwellings are currently under construction. A slightly more cautious approach has been taken, with 17 units moved into 2025/26. The existing dwelling on site along with employment units have all been demolished as part of this scheme.
	Land at Crows Nest Lane, Botley	O/16/78389 RM/18/83875	50	9	Reserved Matters	Under Construction	31	9	0	0	0	0	9	The site received Outline Planning Permission on 28th July 2017. The housebuilder is Foreman Homes. A reserved matters application was approved on 25th November 2019. The site is currently under construction with 41 completed dwellings, the remaining 9 are expected to be delivered in 2024/25.

Local Plan Site Reference	Address	Application Reference	Total Net Dwellings	Net Outstanding April 2024	Planning Status	Planning Permission Expiry	Completions April 2023-March 2024	24/25	25/26	26/27	27/28	28/29	5 Year Supply	1st April 2024 Commentary
	Land north west of Boorley Green, Winchester Road, Botley	O/15/75953R M/17/81628R M/18/84466X /19/84943RM /19/86658X/2 1/91994X/23/ 94736	680	487	Reserved Matters	Under Construction	168	100	100	100	100	87	487	The site received Outline Planning Permission following an appeal which was allowed in November 2016. The applicants were Gleeson Developments, Miller Homes & Welbeck Land. A Reserved Matters Application for 301 dwellings was approved on 16th January 2019 (RM/17/81628). Phase 2 (RM/18/84466) for 143 dwellings, was permitted on 9th April 2021, with a further Reserved Matters application approved on the 5th April 2022 for a further 236 dwellings in Phase 3 (RM/19/86658). The development called Boorley Gardens is being delivered by Miller Homes and Bellway Homes Wessex. With the site commencing in December 2020, with 25 dwellings having been recorded as completed in 2022/23, and 168 dwellings having been recorded as completed in 2023/24. With a further 156 dwellings recorded as under construction at the 1st April 2024.
	Land south of Maddoxford Lane, Boorley Green	O/16/79600 RM/19/84879 F/19/84937	73	73	Reserved Matters	Under Construction	0	44	29	0	0	0	73	The site received Outline Planning Permission on 29th March 2018 for 50 homes. The site was sold to Foreman Homes and a Reserved Matters Application was permitted on 2nd March 2021. Foreman Homes have subsequently gained Full permission (F/19/84937) for 73 dwellings on this site on 27th May 2022. The site commenced early 2024 with 28 dwellings currently under construction, and the developer is expecting the site to be completed by 2025/26.

Local Plan Site Reference	Address	Application Reference	Total Net Dwellings	Net Outstanding April 2024	Planning Status	Planning Permission Expiry	Completions April 2023-March 2024	24/25	25/26	26/27	27/28	28/29	5 Year Supply	1st April 2024 Commentary
BO2	Land to the North and East of Winchester Street, Botley	O/18/83698	375	375	Outline Permission	24-Mar-26	0	0	0	0	0	26	26	The site is known as Botley Fields and is owned by Hampshire County Council and is allocated in Eastleigh Borough Council's Adopted Local Plan 2016- 2036. Outline permission was granted on 24th March 2022 following the signing of the Section 106 agreement. There are two discharge of conditions applications pending (DC/24/97105 and DC/24/97107). There is also a reserved matters application pending for the delivery of the biodiversity enhancement phase (RM/24/97106). The County Council has now purchased the previous third-party landowners' interest and is looking to present to the market an assembled site in a single (County Council) ownership. Design details for the remaining sections of the bypass and associated infrastructure – including noise bunds – is being progressed, along with negotiations with SSE in respect of the overhead power lines. Marketing for the entirety of the site is currently planned for late 2025/ early 2026. The Council is aware of two housing developers who are looking to purchase this site are currently in communication with the County Council. As a result, completions on site could begin in 2028/29.
	Bursledon													
	Land at Providence Hill, (rear of Oakeley Vale) Bursledon	O/17/81166R M/21/91772	92	92	Reserved Matters	Under construction	0	42	50	0	0	0	92	Outline planning permission was granted for 92 dwellings on 17th September 2021. Subsequently a reserved matters application for 92 dwellings was permitted on 14th March 2022, and the developer is expecting completions to begin on site in 2024/25, and for the site to be completed by the end of the following year.
	Bursledon Hall, Blundell Lane, Bursledon	PN/21/91216	16	16	Prior Approval	24-Sep-24	0	0	16	0	0	0	16	Prior approval was granted on 24th September 2021 for change of use from offices to 16 residential flats. 13 of the flats are within the main building (Bursledon Hall) whilst the remaining 3 flats are within outbuildings known as the 'Annexe' and 'Pavilion'.

Local Plan Site Reference	Address	Application Reference	Total Net Dwellings	Net Outstanding April 2024	Planning Status	Planning Permission Expiry	Completions April 2023- March 2024	24/25	25/26	26/27	27/28	28/29	5 Year Supply	1st April 2024 Commentary
	Eastleigh													
	North Stoneham Park, Chestnut Avenue, Eastleigh	O/15/76023 R/17/79892 RM/17/81168	1074	236	Reserved Matters	Under Construction	76	50	75	75	36	0	236	The site received Outline Planning Permission in January 2016 for 1,100 dwellings. The main developer is Highwood. Reserved Matters approval has subsequently been approved for two phases: Phase 1 - 560 dwellings Phase 2 - 514 dwellings. 109 units were completed in 2018/19, and a further 322 units have been completed in 2019/20. In 2020/21 a further 174 dwellings were completed. Followed by a further 123 dwellings in 2021/22. 2022/23 had 125 completions and 2023/24 had 76 completions. The area of the site known as 'Avenue Park' was completed in March 2023. With the final area of the site known as 'Heritage Place' being delivered by Bargate Homes, currently expected to complete in 2027/28.
	Former Eastleigh Post Office, 14 High Street, Eastleigh	F/20/89125	28	28	Full Permission	Under construction	0	28	0	0	0	0	28	The site is within Eastleigh Town Centre and is therefore within a sustainably located area. The site is being brought forward by Eastleigh Borough Council and involves promoting regeneration and change of a partly vacant brownfield site. The application was permitted on the 20th October 2022. With the site having commenced, and expectations that all flats to be completed in 2024/25.
	land at Toyndee Road	F/21/91686	105	105	Full Permission	Under construction	0	0	49	56	0	0	105	The site lies inside the urban edge in a highly accessible and sustainable location and has been identified as being suitable for redevelopment as part of the previous Local Plan and the latest Adopted Local Plan. Vivid and Foreman Homes are bringing forward this site for 105 dwellings. The site gained full planning permission on the 6th October 2022. The site has commenced, with first dwelling completions expected in 2025/26.
	Regal Buildings, Market Street	F/22/92939	18	18	Full Permission	Under construction	0	0	18	0	0	0	18	The site gained permission on 14th September 2023. Work is well underway on the scheme which is for a mixed use of 4 commercial units and 18 residential flats. The site is expected to complete in 2025/26.
	Fair Oak													

Local Plan Site Reference	Address	Application Reference	Total Net Dwellings	Net Outstanding April 2024	Planning Status	Planning Permission Expiry	Completions April 2023- March 2024	24/25	25/26	26/27	27/28	28/29	5 Year Supply	1st April 2024 Commentary
	Pembers Hill Farm, Mortimers Lane, Fair Oak	O/15/77190 RM/18/83278	242	8	Reserved Matters	Under Construction	35	8	0	0	0	0	8	The site received reserved matters on 28th November 2018 and work commenced on site in June 2019. The site has recorded 234 completions by 1st April 2024. The site is near completion, and the remaining 8 units are expected to complete in 2024/25.
	Treetops, Allington Lane, Fair Oak	F/21/91132	35	35	Full Permission	Under Construction	0	5	30	0	0	0	35	The application was permitted on 27th October 2022. Construction began on the site in 2024, with the developer expecting 5 completions by 31st of March 2025 and the remainder to be built out in 2025/26.
	Hedge End													
HE1	Land west of Woodhouse Lane	O/18/83634	605	605	Outline Permission	Material Start	0	0	0	0	44	78	122	The site known as Woodhouse Meadows is owned by Hampshire County Council and is allocated in Eastleigh Borough Council's Adopted Local Plan 2016- 2036. Application submitted 17th July (ref O/18/83634) with permission granted on 6th September 2019. Alongside the housing element significant infrastructure and servicing has now all been constructed. The first phase of the Botley bypass works has provided a widened carriageway as well as a shared footway/cycleway along Woodhouse Lane and support the Woodhouse Lane development to the west and provide improved access to the new Deer Park School which opened in September 2021. The site was previously withdrawn from the market due to prevailing market conditions but is now being brought to market with an updated marketing strategy. Looking to bring phases 1&2 to the market together in the Spring of 2025. With first completions estimated for 2027/28.
HE2	Land west and north of Waylands Place and Peewit Hill Close	F/17/80651	106	106	Full Permission	Material Start	0	0	25	52	29	0	106	The site received Full Planning Permission on 13th October 2017 and sits alongside Land at St Johns Road/Foord Road for 110 dwellings which has now been completed. The developer is Foreman Homes. The site is also known as St. Johns Phase 2. There have been a number of conditions discharged (DC/18/82328, DC/18/82434, DC/18/82751 and DC/21/89845). Works on site commenced in March 2021 and were signed off in April 2021. The application is now deemed to have been implemented, and the developer is expecting completions on site in 2025/26 with the site to be built out by 2027/28.

Local Plan Site Reference	Address	Application Reference	Total Net Dwellings	Net Outstanding April 2024	Planning Status	Planning Permission Expiry	Completions April 2023-March 2024	24/25	25/26	26/27	27/28	28/29	5 Year Supply	1st April 2024 Commentary
BU2	Serenity, Heath House Lane, Hedge End	F/19/86829	122	40	Full Permission	Under Construction	67	40	0	0	0	0	40	An application was submitted on 11th November 2019 which was given a resolution to grant planning permission at Bursledon, Hamble and Hound Local Area Committee on 24th September 2020. Subsequently permission was granted on 8th September 2021. The development known as 'Hamblewood' had 67 completions in 2023/24 with the remaining 40 dwellings expected to complete in 2024/25. There is an existing house which has been demolished as part of the development, giving an overall net figure of 122 dwellings. The applicants are Bargate Homes and Vivid Homes.
	Horton Heath													
HH1	Land West of Horton Heath	F/20/89500	381	381	Full Permission	Under Construction	0	0	46	123	212	0	381	The site known as One Horton Heath gained a resolution to support in principle at Horton Heath Development Committee on 30th September 2021. The scheme is for a phased mixed-use development comprising up to 2,500 residential units; Local Centre comprising retail, leisure, community and employment uses. Plus, a Primary School and key infrastructure and utilities uses. This scheme looks to combine the two previous outline permissions, which were for a mixed-use development including up to 1,400 homes (O/14/75735 and O/16/79354) as well as including other areas. The outline application O/20/89498 for 2,500 dwellings is being brought forward at the same time as a Full application for the first 381 dwellings which was granted in December 2022 (F/20/89500). This part of the site is known as 'Lower Acre' and work has commenced on this area of the site with the Council expecting dwelling completions to begin on site in 2025/26, and for the site to be built out during 2027/28. This part of the site is separate to the resolution to permit element of the site O/20/89498.
	Netley													
	Land North of Grange Road, Netley Abbey	O/16/78014 RM/19/86186	89	89	Reserved Matters	Under construction	0	60	29	0	0	0	89	The site received Outline Planning Permission 8th January 2018. Reserved Matters has been submitted and were approved on 10th February 2020. Work commenced on this site in March 2023, and the developer is expecting 60 dwellings to be built by the end of March 2025, with the remaining 29 dwellings being completed in 2025/26.

Local Plan Site Reference	Address	Application Reference	Total Net Dwellings	Net Outstanding April 2024	Planning Status	Planning Permission Expiry	Completions April 2023-March 2024	24/25	25/26	26/27	27/28	28/29	5 Year Supply	1st April 2024 Commentary
	West End													
	Land at Botley Road, West End (Phase 2)	F/19/85439	29	30	Full Permission	Under construction	0	30	0	0	0	0	30	The application was initially submitted for 58 dwellings on a larger parcel of land. this has subsequently been amended to ensure a reptile area and reduce the number of dwellings to 30. The application for this site went to Hedge end, West End and Botley Local Area Committee on 28th September 2020. At the meeting, a resolution to grant full permission was given. The application was subsequently granted on 15th December 2021. The site commenced in January 2024 (along with the demolition of the existing dwelling) and the developer is expecting the site to be completed by the end of March 2025.
2,915				399				526	539	406	421	191	2,083	

Appendix C: Permissions Subject to Agreement 1st April 2024

Local Plan Site Reference	Address	Application Reference	Total Net Dwellings	Planning Status	24/25	25/26	26/27	27/28	28/29	5 Year Supply	1st April 2024 Commentary
AL2	Land West of Allbrook Way, Knowle Hill	O/19/86980	52	Resolution to grant Outline permission	0	0	10	42	0	52	The application was subsequently considered at the meeting of the Eastleigh Local Area Committee on Tuesday 8th June 2021, after being deferred in March. At this meeting a resolution to grant outline planning permission was given. Due to the provision of a play area, minor changes to the proposed indicative layout have been required with the total number of units reducing from 53 to 52 and, whilst remaining at 35% provision, the number of affordable units has also reduced from 19 to 17. Permission is expected to be granted in the summer of 2024/25. With the reserved matters expected to be submitted soon after. The developer is expecting first housing delivery in 2026/27, subject to achieving the reserved matters consent, water monitoring, GCN clearance and archaeology.
HH1	Land West of Horton Heath	O/20/89498	2119	Resolution to support in principle outline permission	0	0	0	51	248	299	The site known as One Horton Heath gained a resolution to support in principle at Horton Heath Development Committee on 30th September 2021. The scheme is for a phased mixed-use development comprising up to 2,500 residential units; Local Centre comprising retail, leisure, community and employment uses. Plus, a Primary School and key infrastructure and utilities uses. This scheme looks to combine the two previous outline permissions, which were for a mixed-use development including up to 1,400 homes (O/14/75735 and O/16/79354) as well as including other areas. The outline application O/20/89498 for 2,500 dwellings is being brought forward at the same time as a Full application for the first 381 dwellings which was granted in December 2022 (F/20/89500) and known as 'Lower Acre' Under the existing permissions for the site, the delivery of part of the distributor road site has commenced with the construction of the Bubb Lane to Burnetts Lane stretch. The reserved matters application for the Quobleigh Breach phase for an expected 267 dwelling is expected in early 2025 following the expected granting of outline permission in early 2025. A reserved matters is also expected in 2025 for the Upper Acre phase for an expected 430 dwellings. This part of the site is separate to the Full planning permission part of the site F/20/89500.
					2171	0	0	10	93	248	351

Appendix D: C2 Commitments 1st April 2024

Local Plan Site Reference	Address	Application Reference	Total Net C2 Bedrooms	Equivalent Number of Dwellings	Planning Status	Planning Permission Expiry	Completions April 2023-March 2024	24/25	25/26	26/27	27/28	28/29	5 Year Supply	1st April 2024 Commentary
	North Stoneham Park, Chestnut Avenue	F/19/86946	114	60	Full Permission	Material Start	0	0	0	0	60	0	60	The site - which is linked to other developments in Stoneham Park - received permission on 14th September 2020. This part of the site is a joint application with Test Valley Borough Council for a Continuing Care Retirement Community (CCRC) Class C2 development consisting of 40 care bedrooms, providing both nursing and dementia care, 41 Care Suites offering fully supported living, 91 close care apartments. However, the total number of C2 units falling within Eastleigh Borough Council is 114 bedrooms which equates to 60 equivalent dwellings. Work has been delayed on this site due to a fire and the subsequent need for a further planning permission for a replacement coach house. However, it is still deemed reasonable that this site will be fully built out within five years.
	Moorhill, Moorhill Road	F/22/94034	70	36	Full Permission	Under Construction	0	0	36	0	0	0	36	This brownfield site was formally occupied by a large, detached dwelling. The dwelling was demolished following a fire in 2018. This full application (F/22/94034) for a 70-bed care home was granted permission on 3rd August 2023, with commencement happening soon after. The developer expects the site to be completed in 2025/26.
			184	96				0	36	0	60	0	96	

Appendix E: Allocated Sites 1st April 2024

Local Plan Site Reference	Address	Total Net Dwellings	Planning Status	24/25	25/26	26/27	27/28	28/29	5 Year Supply	1st April 2024 Commentary
BO1	Land south of Maddoxford Lane and east of Crows Nest Lane	30	Allocated in Adopted Local Plan	0	0	0	30	0	30	The site is allocated in the Adopted Local Plan 2016-2036 for an estimated 30 dwellings. Pre-app enquiries have taken place and there is an expectation of a planning application being submitted towards the end of 2024.
BO3	Kings Copse Avenue, Botley	200	Allocated in Adopted Local Plan	0	0	0	100	100	200	The site is owned by Eastleigh Borough Council and is allocated in the Adopted Local Plan 2016-2036. A pre-app is currently being worked on by the borough council and submission of an application is proposed for September 2025. The site is expected to deliver 200 dwellings within the next 5 years.
BO4	Land north of Myrtle Cottage, Winchester Road	22	Allocated in Adopted Local Plan	0	0	0	22	0	22	The site is allocated in the Adopted Local Plan 2016-2036 for an estimated 22 dwellings.
BU1	Land north of Providence Hill	19	Allocated in Adopted Local Plan	0	0	0	19	0	19	The site is allocated in the Adopted Local Plan 2016-2036 for an estimated 19 dwellings. Pre-application discussions relating to proposed development of the site were completed in January 2024. With an application expected to be submitted during the Spring of 2024.
		271		0	0	0	171	100	271	

Appendix F: EBC Housing Programme 1st April 2024

Address	Application Reference	Total Net Dwellings	Planning Status	24/25	25/26	26/27	27/28	28/29	5 Year Supply	1st April 2024 Commentary
Land at 30-32 Queens View, Netley	Q/22/92640 - F/23/96224	18	Pre-application advice received	0	0	18	0	0	18	This site is in full EBC ownership with emerging redevelopment plans for an 18- unit residential scheme, subject to planning. This scheme has been approved for progress by the EBC Housing Programme Board (July 2022), with the planning application becoming valid in October 2023 and expectation for a decision to be made in October/November 2024. Assuming that permission is granted then the borough council are looking to appoint a principal contractor as soon as the decision has been determined and are aiming to commence the site in mid-February. With completions expected in the Summer of 2026.
Land at 237 Chamberlayne Road, Eastleigh	Q/21/90499	11	Pre-application advice received	0	0	0	11	0	11	This site is currently in full EBC ownership, but the Council are expected to take the site to auction. The site lies in the urban edge with policy support for redevelopment.
Land at Station Road (Arch Theatre), Chandlers Ford	Q/21/90496	17	Pre-application advice received	0	0	0	0	17	17	This site is in full EBC ownership with the expectation of the project being brought forward towards the end of 2026/27. With a two-year planning /build programme, based on the previous plans for 17 units. However, a conservative approach has been taken with completions being expected in 2028/29.
		46		0	0	18	11	17	46	

Appendix G: Specialist Elderly Housing Table

The Household Reference Persons table from the 2011 Census showing the average number of adults per household (aged 16 and over) in the Eastleigh Borough area:

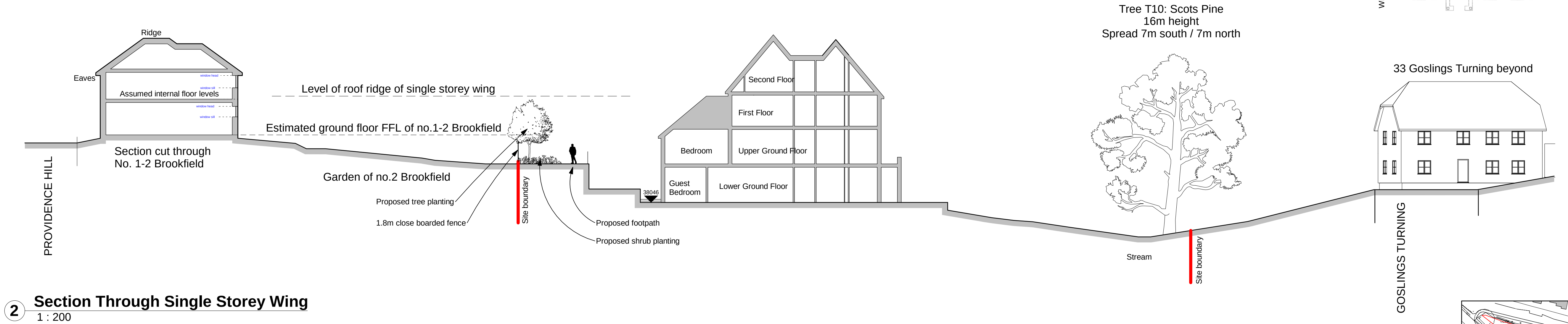
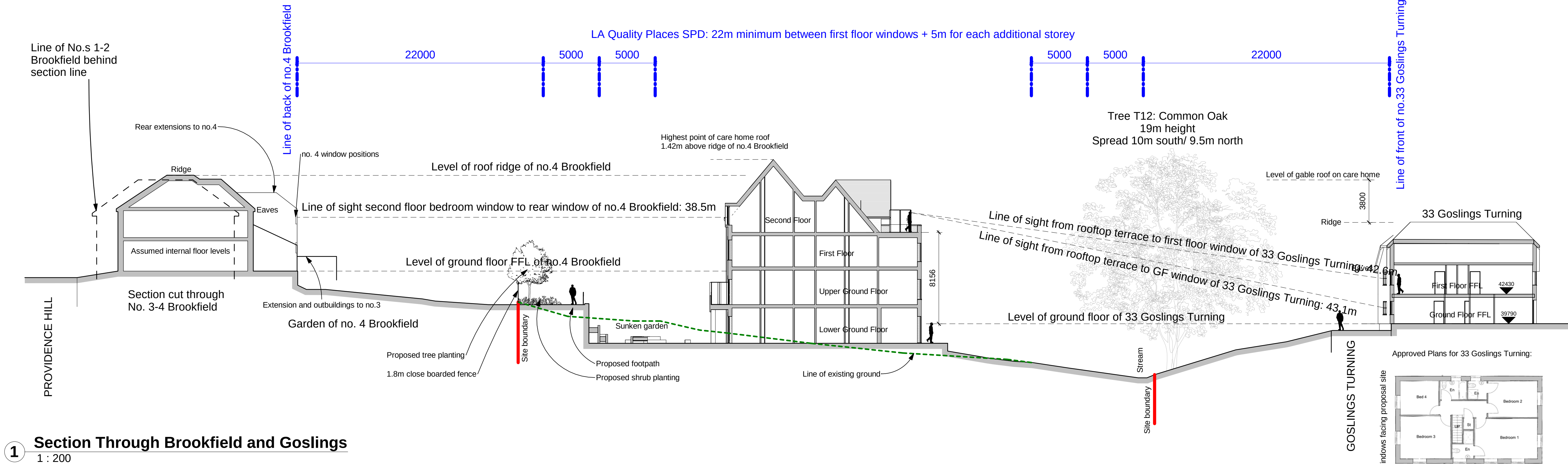
	Total: HRP's aged 16 or over															
	Total	1 adult in household	2 adults in household	3 adults in household	4 adults in household	5 adults in household	6 adults in household	7 adults in household	8 adults in household	9 adults in household	10 adults in household	11 adults in household	12 adults in household	13 adults in household	14 adults in household	15 or more adults in household
Eastleigh Number of adults in household		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Eastleigh Households	52,176	16,763	28,430	4,982	1,610	331	45	10	2	2	1	0	0	0	0	0
Eastleigh adults (16+)	97,048	16,763	56,860	14,946	6,440	1,655	270	70	16	18	10	0	0	0	0	0

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/adhocs/008208ct07742011censusageofhouseholdreferencepersonhrpbynumberofadultsinhouseholdnationaltolocalauthoritylevel>

APPENDIX 3
SITE SECTION PLAN REV. D

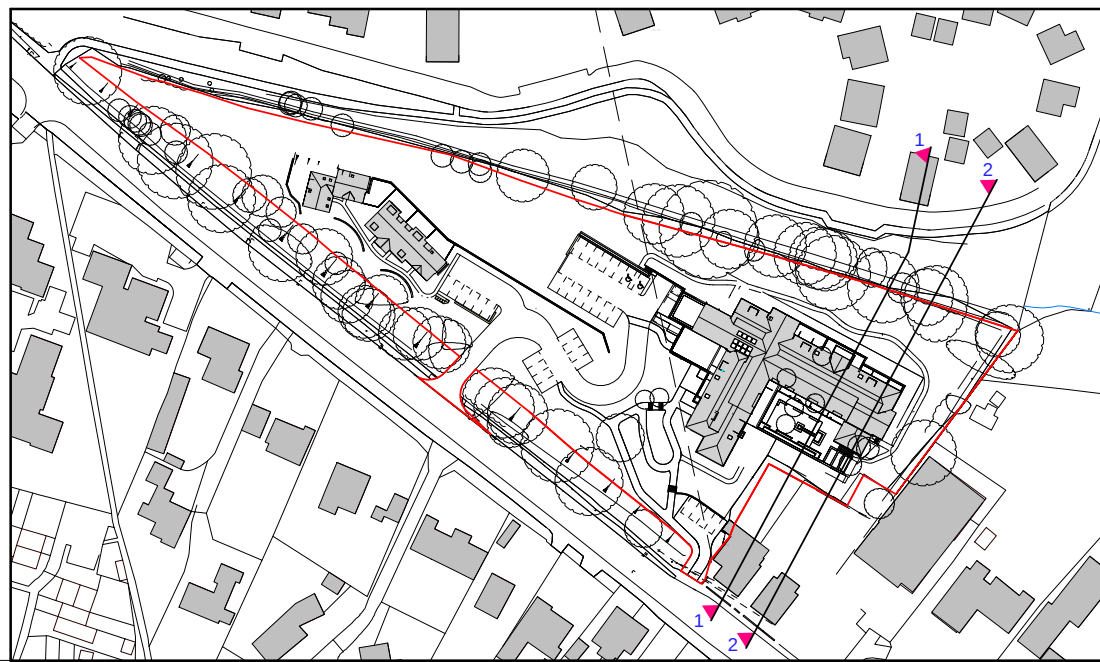
REVISION NOTES

Rev	Date	Description	Drw	Chk
A	DDMMYYYY	Initial Issue	Drw	Chk
B	19/06/2024	Site Sections	LS	LS
C	21/06/2024	Sections Amended	LS	LS
D	28/08/2024	Landscape amendments	LS	LS



3 Site Sections Key

1 : 2000



Project
Providence Hill
Bursledon

Client



WLAWilliamsLester.

1 Star Lane, Ringwood, BH24 1AL
www.williamslester.com 01425 485234 mail@williamslester.com

Site Sections Sheet 1

Scale A1 @ As indicated

Revision Drawing Status

D Spatial Coordination

Suitability Description

S2 For Information

Drawing No.

6185-WLA-ZZ-XX-DR-A-0050

APPENDIX 4

SITE PHOTOGRAPHS

APPENDIX 4 TO LPA STATEMENT OF CASE: Site Photographs

RELATIONSHIP WITH BROOKFIELD PROPERTIES



No.4 Brookfield
rear of property
and garden

Views from within the site looking south to towards the rear garden boundaries of the Brookfield Properties (date 22 May 2024).



Rear garden of 1
Brookfield

No.4 Brookfield



Rear garden of No.1 Brookfield looking north towards appeal site (5 June 2024)



Rear part of gardens of Nos. 1 and 2 Brookfeild, looking towards appeal site (5 June 2024)



View into appeal site from lowest part of garden of No.1 Brookfield (5 June 2024)





Lowest part of the garden of No.1 Brookfield (5 June 2024)



View from rear door of No.4 Brookfield looking over rear garden towards appeal site (5 June 2024).



View from rear door of No.4 Brookfield looking north-west into appeal site (5 June 2024).

PARKING



Informal parking area adjacent to No.4 Brookfield (22 May 2024)





Photographs showing cars parked on verges in front of appeal site (9 July 2025, 6:50pm)





Vehicle parked on verge near to Brookfield properties (9 July 2025, 6:50pm)



APPENDIX 5
EXTRACT FROM QUALITY PLACES SPD

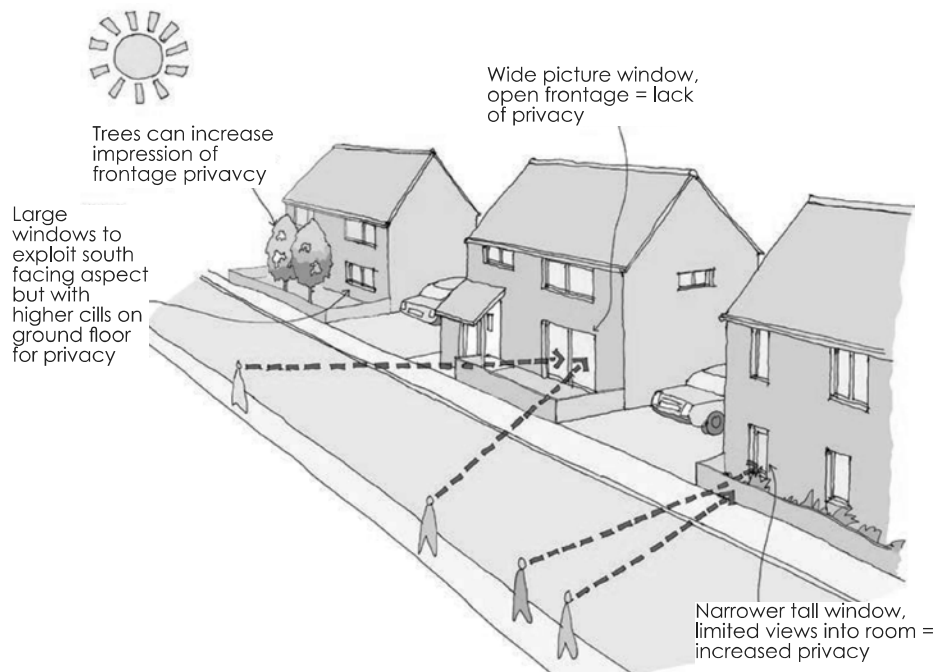
Residential Privacy

Front Privacy:

The 'public' front of residential properties should achieve a balance between natural surveillance of the street from inside the property and reasonable privacy from passers by.

- Developers of ground floor flats are encouraged to provide private outdoor sitting space wherever possible. Where direct access to communal space is provided from ground floor flats, some defensible space should be provided which may include

Fig.47: Privacy for street elevations

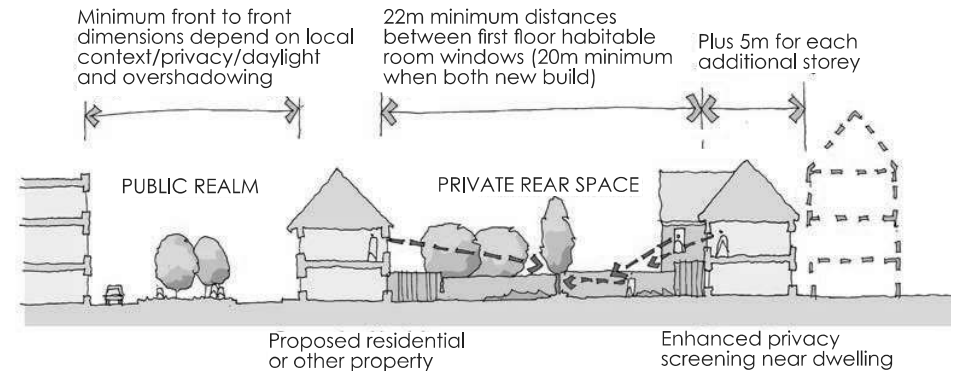


planting, to safeguard the privacy of residents from other users of the communal space(see fig 49).

Rear Privacy:

On the non-public side, (normally the rear of the building), a high standard of privacy is required for the windows of living rooms and outdoor private garden space (particularly near the house). Some overlooking of gardens from the upper storeys of adjoining dwellings will be unavoidable in most urban and suburban housing layouts. Rear privacy can best be assured by arranging garden boundaries back to back, and not adjoining a public space.

Fig.48: Rear residential privacy



Where private gardens must adjoin a public space they should be enclosed with brick walls of an appropriate height (rather than timber fences).

- Proposals for housing significantly higher than existing dwellings are unlikely to be approved where habitable rooms directly overlook the back of existing properties.
- Apartments looking onto other apartments, separated exclusively by public or communal space, should be a minimum distance apart between windows of habitable rooms to ensure satisfactory standards of privacy and day light considerations and to prevent unacceptable levels of overshadowing(see fig 44).
- Beyond a distance of about 35m, reasonable privacy is achieved by remoteness.
- For conventional houses with private rear gardens, the front of one house should not face the rear windows of another, for reasons of privacy and informal surveillance. Exceptions to this rule will require a combination of increased separation distance (above the accepted back to back minimum) and privacy screening.
- These principles should also be applied to rear extensions, where consideration should be given to the potential impact of side windows above ground floor level on adjoining properties.
- Overlooking can also be a particular problem on sloping sites. Changes in orientation, the arrangement of rooms and the presence of established vegetation may be used to help mitigate rear overlooking problems.

APPENDIX 6
EXTRACT FROM REVISED SCHEME DESIGN
AND ACCESS STATEMENT

Clay Render | **Refused**

The above images show the refused scheme on the left and proposed scheme on the right.

The images show a much simplified form on the revised proposals and a wider more open space between the care home and the gardens on 1-4 Brookfield.

Clay Render | **Proposed**

The projecting wing can be seen to have been removed, replaced by a sub-ground level space that blends into the landscaping.

The overall impression is of a smaller built form and a much reduced impact upon the neighbouring properties.

APPENDIX 7

EXTRACT FROM PLANNING FOR WALKING



Photograph: Derek Palmer

Front entrances should face streets and bus stops

Planners need, above all, to see them from the viewpoint of pedestrians, understanding their requirements and limitations.

Additions to towns, be they renewal areas or new suburbs, will be isolated if adjoining roads, footways and bus routes are not extended into and across them. Traffic on these roads should not deter pedestrians. Major roads can be designed as boulevards fronted by shops and parking. Minor roads should be subjected, as appropriate, to traffic calming or 20-mph limits.

The roads for new suburbs must be complemented by networks of pedestrian routes, consisting of footways (pavements running alongside roads), footpaths (which do not follow roads) and crossings. Maps of such networks should be made at an early stage of design to reveal the presence or absence of walkability. They should show bus stops, local shops and health centres to ensure that the network provides direct routes between them and as many houses as possible. Where there are breaks in the network due, for example, to cul-de-sacs, additional footpath links should be inserted.

The National Planning Policy Framework states (Para. 35, Page 10) (DCLG, 2012)

Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to:

- accommodate the efficient delivery of goods and supplies;
- give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
- create safe and secure layouts which minimise

conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones.

6.4 Pedestrian catchments

Building Sustainable Transport into New Developments (DfT, 2008) gives the following advice on pedestrian catchment areas:

Traditional compact town layouts

Walking neighbourhoods are typically characterised as having a range of facilities within 10 minutes' walking distance (around 800 metres). However, the propensity to walk or cycle is not only influenced by distance but also the quality of the experience; people may be willing to walk or cycle further where their surroundings are more attractive, safe and stimulating. Developers should consider the safety of the routes (adequacy of surveillance, sight lines and appropriate lighting) as well as landscaping factors (indigenous planting, habitat creation) in their design.

The power of a destination determines how far people will walk to get to it. For bus stops in residential areas, 400 metres has traditionally been regarded as a cut-off point and in town centres, 200 metres (DOENI, 2000). People will walk up to 800 metres to get to a railway station, which reflects the greater perceived quality or importance of rail services.

6.5 Improving pedestrian safety

An OECD (2001) report on road safety recommends that whenever infrastructure is created or improved, highway authorities should "endeavour above all to create a safe environment for pedestrians," and that "this concern [should] underlie any land-use planning." This is the "putting pedestrians first rule," and it reflects a recognition that if, in highway works, people on foot are not considered first, they will end up being put last.

A more recent report (Mathieson et al., 2013) on the mobility and safety of older road users has, as one of the principal recommendations, the following:

Pedestrians – strong stakeholder views have been expressed about the inappropriate and inconsiderate use of footways and pedestrian areas by cyclists, parked vehicles and mobility scooters. There is a need for enforcement and encouragement for other users to consider the needs of older pedestrians who are fearful of being involved in an accident. Footways of appropriate width and adequately maintained for the older user must be considered in design and maintenance regimes.

In general, the fundamental requirements are to separate pedestrians from vehicle traffic and to limit vehicle speed. Separation can be in space, by providing separate areas for pedestrians and vehicles, or in time, by the use of traffic signals. The exception is that pedestrians and vehicles can share space in areas where traffic speeds are very low—see the paragraphs below on shared space in Section 6.7.

Infrastructure to improve pedestrian safety includes:

- Adequate footway and footpath widths
- Kerb line build-outs to minimise the time taken to cross carriageways and slow traffic
- Preventing parked vehicles blocking footways through better enforcement or physical means
- Good pedestrian access to public transport
- More crossings which provide effective pedestrian priority
- Fully protected pedestrian phases at traffic signals
- Median pedestrian refuges
- 20-mph speed limits



Bollards to prevent pavement parking

6.6 Giving pedestrians priority

Since Britain's first pedestrian town centre streets in Southend, Salisbury and Norwich in the 1960s, the provision of traffic-free or pedestrian priority areas in town centres has become widespread. Providing priority for pedestrians comes in various forms.

Pedestrianised streets

Pedestrianised streets are characterised by the exclusion of motor vehicles. This exclusion can be full time or service vehicles may be allowed to enter early in the morning and during late afternoons or evenings. Visitors' cars may be given access to evening activities, or to hotels. The road surface can be flush as in a fully pedestrian space, or an area for vehicles can be indicated by low kerbs, a change of surface or bollards. Whatever the surface and access arrangements, it is necessary to provide access routes for emergency vehicles.

Pedestrian precincts

Traffic-free shopping streets with or without linking arcades: open air, as in Leeds, or enclosed as in Eldon Square, Newcastle upon Tyne.

Pedestrian priority streets and areas

Pedestrian priority streets are those where only a few vehicles, such as buses, cycles or cars with blue badges, are allowed to enter, usually at low speeds. An early scheme in Oxford was monitored by TRRL, and



Photograph: Living Streets

Pavement parking

APPENDIX 8

HEALTHCARE IMPACT BRIEFING NOTE

Bursledon Care Home

Healthcare Impact Briefing Note

May 2025

Prepared on behalf of Colten Care Ltd

Bursledon Care Home

Quality management			
Prepared by:	Tara Barratt	Associate Director	
Authorised by:	Dr Andrew Buroni	Director	
Report ref:	Bursledon Care Home Healthcare Briefing Note v3.docx	Date of issue:	14/05/25

Revision history			
Rev	Date	Link	Status
0	17/04/25	ss\Bursledon Care Home Healthcare Briefing Note v0.docx	Draft for initial review
1	24/04/25	ss\Bursledon Care Home Healthcare Briefing Note v1.docx	Second round of comments
2	25/04/25	ss\Bursledon Care Home Healthcare Briefing Note v2.docx	Additional comments
3	14/05/25	Bursledon Care Home Healthcare Briefing Note v3.docx	Final comments

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Figure 2: Wellington Grange Enquiry Analysis

1 Healthcare Impact Briefing Note

1.1 Introduction

- 1.1.1 The Savills Health and Social Impact Assessment team have been commissioned by Colten Care Limited (hereafter referred to as 'the Applicant') to address concerns that insufficient information has been provided to demonstrate that the proposed residential care community at Land Adjacent to 4 Brookfield Providence Hill, comprising a 68-bed care home (Use Class C2) and 3 x 2-bedroom close care cottages (Use Class C3 age restricted)¹, would not place undue pressure on healthcare services in the local area.
- 1.1.2 The purpose of this briefing note is to respond directly to Reason for Refusal 3 of permission F/24/97312.
- 1.1.3 The reality is that good quality residential care prevents, reduces and delays the need for clinical intervention and external referrals to primary and secondary care facilities. Residential care that provides nursing, such as the proposed development, directly improves NHS hospital bed availability as individuals can be discharged immediately to these facilities. Furthermore, the majority of future residents of the proposed development would be moving from the local area, and would already be registered with local GP facilities and would not result in any material increase in demand as existing patients. For those residents relocating to the area to be closer to family, there is sufficient capacity at local GP facilities to accommodate this.
- 1.1.4 The remainder of this briefing note outlines the following to substantiate the above position:
- information on the Applicant;
 - context on how the proposed care home would function;
 - existing primary healthcare capacity analysis; and
 - migration analysis.

1.2 The Applicant

- 1.2.1 The Applicant has 21 care homes across the South of England, specialising in residential, nursing, and dementia care. Seven of these homes are rated 'Outstanding' by the Care Quality Commission (CQC), which is the highest rating possible, and signifies exceptional performance, consistently exceeding expectations and achieving outstanding outcomes for people using the service. The remaining homes hold a 'Good' rating, which signifies that the service performs well and meets all the CQC's standards.

1.3 Context on how the proposed care home would function

- 1.3.1 Consistent with the Applicant's existing facilities, the proposed development would offer residents private nursing care 24 hours per day, seven days a week. Nurses are trained not only to manage complex medical needs, but to also proactively manage changes in condition. Prior to admission a full medical assessment and care plan is put in place for each resident. Such 24/7 care provision

¹ On the basis that no care would be delivered to the small number of cottages provided, these have been excluded from analysis in this briefing note.

Bursledon Care Home

ensures that residents existing medical background and recent condition is known to the nursing team. As a result, any change in condition is recognised readily and residents receive the care they need immediately which could be vital in ensuring further complications do not arise. If care requires escalation to external healthcare professionals, this is done expediently with an informed 'handover' provided by Colten nurses.

- 1.3.2 The proposed development would work in partnership with external healthcare professionals including GP's. The highly trained in-house nurses would work in conjunction with the GPs to formulate processes for medical assessment and review. An example of this would be routine weekly scheduled reviews of non-urgent medical conditions to avoid the need to continually contact the GP. In relation to urgent medical reviews the nursing team will use a nationally recognised escalation tool, specifically RESTORE2, which give clear guidance on when a medical review is or is not needed. All nurses are trained in the use of this tool. These processes and arrangements ensure that the GPs time is used effectively.
- 1.3.3 It is considered that good quality healthcare within a social care setting prevents situations that lead to emergency hospital admissions, with good care homes having proportionally fewer admissions (QualityWatch, 2015). In the preceding 12 months across all 21 care homes owned by the Applicant that were operating, there have been only 188 hospital admissions, and of these the majority were as a result of a resident falling and needing additional investigations before returning back to the care home within 24 hours.
- 1.3.4 Taking the above into consideration, the reality is that the proposed development would contribute to/would provide:
- **Increased hospital bed availability:** The provision of care homes provides elderly and vulnerable patients with more options for discharge from hospitals and reduces "bed-blocking", where hospital beds remain occupied by patients who no longer need acute care.
 - **Faster discharge rates:** Increased availability of care home placements leads to faster discharge processes. This directly reduces the time patients remain in the hospital, contributing to facilitating new NHS hospital admissions and reducing waiting times for hospital service. The Applicant has a robust 'end of life' strategy which educates the nursing team and allows for safe discharge of residents requiring end of life care. This will relieve the growing pressures on the local hospice and palliative care services.
 - **Reduced burden on A&E services:** Without sufficient care home support, more elderly individuals may turn to A&E departments for non-emergency health issues. The provision of in-house nursing care and triage mitigates this, reducing NHS wait times for patients needing emergency care. The nursing team are highly skilled at recognising early detection of infections which results in timely treatment and prevention of hospital admissions.
 - **Reduced pressures on the local medical teams:** The highly trained nurses will be capable of triaging any calls to the GP, using recognised tools such as the RESTORE2. This will relieve pressure on the administration teams in the GP practices as it will be a dedicated nurse that will call to discuss multiple patients as opposed to individual patients calling on their own behalf. There will be occasions when the nurse can provide a reassuring assessment to the patients who otherwise would have contacted their own GP.

- **Exceptional clinical risk management:** The proposed development will have a strategic and robust process for identifying clinical risk, which is industry-leading and highly commended by the CQC. This will include monthly review and analysis of specific clinical areas including falls, nutrition, pressure area care, medication errors, continence and infections. These will be benchmarked and rated as either urgent or non-urgent so that the nurses have clear guidance of the areas of clinical risk to focus on. The process is overseen by a regional team of highly skilled 'Admiral' nurses employed by the Applicant to ensure clinical excellence is delivered. This work contributes to the overall reduction of clinical incidents and therefore the reduced number of calls to the GP or emergency services for urgent medical review.
- **Decrease the number of GP surgery appointments needed:** The Applicant employs an in-house clinical skills trainer who provide the nurses with the clinical skills they need to provide exceptional nursing care. The skills that are trained in house include venepuncture, catheterisation and verification of death. If not provided by nurses at the proposed development, all these procedures would need to be completed by external nurses or doctors associated with the GP surgery. District nurses visit patients in their own homes and practice nurses hold clinics in the surgery to see patients. The proposed development will reduce the number of patients that would need to be seen directly by the GP surgery and therefore reduce the number of appointments needed. This will make it easier for local residents to access these services.
- **Clinical support:** The Applicant employs a team of four highly skilled and experienced 'Admiral' nurses. The primary role would be to visit the proposed development on regular basis to provide clinical support and expertise to the nursing team. This provides an additional level of clinical assessment for patients that will reduce the need to request medical reviews.
- **'Continued Clinical Development':** The Applicant has a renowned learning and development department which ensure that nurses and the care team are able to develop their knowledge and skills. Programs are developed for all levels such as the Registered Nurse Associate programme, which is run in conjunction with Solent University based in Southampton. The accredited course teaches carers how to undertake clinical procedures that ultimately support the nursing team. The Applicant's induction academy ensures that the great people recruited are given the skills they need from the start of their employment and this in turn increases staff retention. The nurses are led by the clinical leads who attend a leadership academy which develops their people management skills and ensures that high standards of care are maintained.

1.3.5 The National Audit Office (NAO) estimates that the NHS spends around £820m a year treating older patients in hospital who no longer need to be there, and at least a fifth of NHS costs are thought to be spent on end of life care (National Housing Federation, n.d.). The contribution of the proposed development to the above outcomes will result in a more efficient and cost-effective functioning of the NHS and will free up the NHS to deliver its services to those who need them most.

1.4 Existing primary healthcare capacity analysis

- 1.4.1 A target list size of 2,000 patients per GP, as defined in NHS England's "Premises Principles of Best Practice Part 1 Procurement & Development", is generally considered a benchmark for safe and acceptable patient care (British Medical Association, 2024).
- 1.4.2 There are three GP facilities within catchment of the proposed development. Table 1.1 shows these GP facilities, the number of FTE GPs and patients, and the resultant calculated patient to GP ratio. In total, there is capacity for an additional 6,222 patients.
- 1.4.3 While it is understood that there are different ways of calculating primary healthcare capacity using space standards, this is not appropriate in this instance as primary healthcare provision for residents of the proposed development would generally occur off-site. The results indicate that there is capacity at nearby GP facilities to provide this service for the 68 residents of the proposed development while maintaining safe and acceptable patient care for patients using the GP facility in-person.

Table 1.1: Local healthcare facilities within catchment of the proposed development

Practice code	Name	Distance (miles)	Number of patients	FTE GPs	Patients per GP	Additional capacity
J82051	Hamble Valley Health PCN (previously Blackthorn Health Centre)	1.3	18,412	10.2	1,813	1,904
J82622	Ladies Walk Practice (Living Well Partnership)	1.7	46,760	25.5	1,831	4,318
J82622	Botley Surgery (Living Well Partnership)	2.3	Part of Living Well Partnership			
J82622	Harefield Practice (Living Well Partnership)	2.3	Part of Living Well Partnership			
J82622	St Lukes Surgery (Living Well Partnership)	2.4	Part of Living Well Partnership			
J82128	Old Fire Station Surgery	2.5	8,613	4.1	2,097	0
J82622	Weston Lane Surgery (Living Well Partnership)	2.5	Part of Living Well Partnership			
J82622	West End Surgery (Living Well Partnership)	2.6	Part of Living Well Partnership			
Total						6,222

Source: NHS Digital (NHS Digital, 2025)

1.5 Migration analysis

- 1.5.1 Residents moving to care homes come through hospital referrals or the community. Analysis undertaken as part of the UnPiCD study (Ciminata, et al., 2024) concludes based on records from the Scottish Care-Home Census (SCHC) that 57% of residents come from hospital and the remaining 43% come from the community. The Applicant has provided primary data for two nearby care homes (Bourne View in Poole and Wellington Grange in Chichester) which broadly supports this. Specifically, the data across the two care homes shows that 43% of residents are

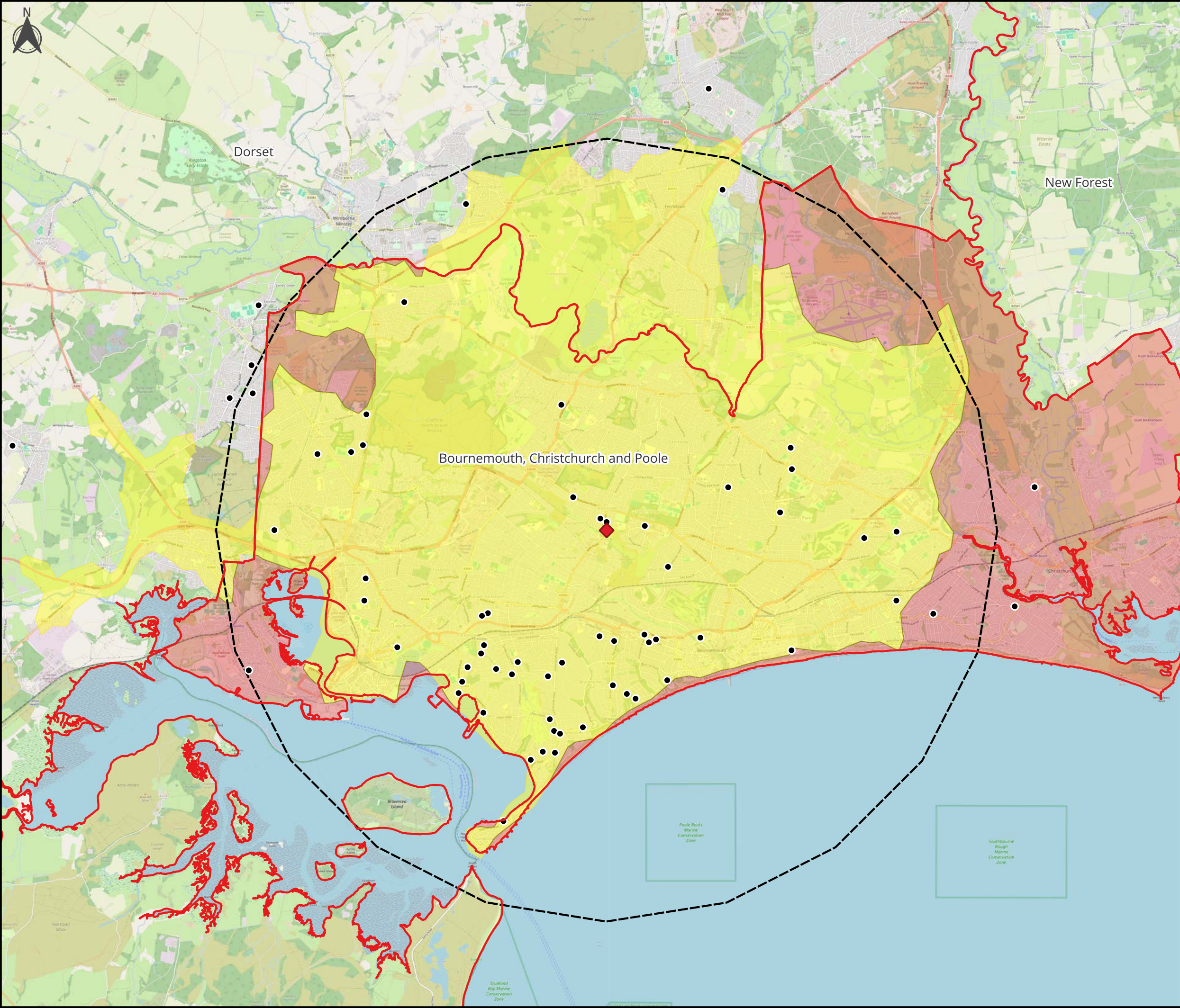
Bursledon Care Home

seeking care as they are awaiting hospital discharge or surgery, while the remaining 57% are seeking care due to increased care needs, carer respite or due to lifestyle/loneliness.

- 1.5.2 As previously stated, residents admitted directly from hospital would contribute to increased hospital bed availability, improving capacity and providing cost savings to the NHS through reducing “bed-blocking”, where hospital beds remain occupied by patients who no longer need acute care.
- 1.5.3 Most residents moving into a care home (from hospital or the community) come from the same local authority or nearby areas. This is often due to familiarity with the area, proximity to family and friends and hospital discharge referral pathways where NHS/social care teams typically aim to place individuals in local facilities. Using primary data provided by the Applicant, which provides the postcode of new residents being discharged from hospital before they moved into care, it can be established that 73% of these residents across the two care homes (Bourne View in Poole and Wellington Grange in Chichester) are moving from within a 5 mile radius or 15-minute drive time. This analysis is shown in Figure 1 (Bourne View) and Figure 2 (Wellington Grange), overleaf.
- 1.5.4 The exceptions to this, where residents move to a care home from outside of the local area, generally occur where:
 - residents have specific health needs that require specialised care that is not available locally (not the case for the proposed development, which is not a specialised facility);
 - when no local placements are available due to a lack of capacity (which the proposed development would seek to improve); and
 - to move closer to family or friends.
- 1.5.5 On this basis, it is reasonable to assume that the vast majority of future residents would be from within the NHS Hampshire and Isle of Wight Integrated Care Board (ICB) boundary, would not be considered “net additional” to the area, and would not create additional demand for local NHS services. As outlined in Section 1.3, the reality is that moving into care can reduce demand for NHS services by in-house nursing staff delivering the majority of care needs.

1.6 Conclusion

- 1.6.1 This briefing note provides information on the Applicant, who provides no less than a good to outstanding quality of nursing care at all of its existing facilities. This would be the case at the proposed development, which would provide 24/7 nursing care that ensures that residents get the care they need immediately. The resultant key benefits of such care provision include increased hospital bed availability, and reduced burden on A&E services and local primary care teams.
- 1.6.2 While the majority of residents moving to the proposed development would come from the same local authority or nearby areas, it is acknowledged that a small proportion of residents would be moving from further afield due to a potential lack of capacity elsewhere or to move closer to family. However, it is established that local GP facilities have capacity for an additional 6,222 patients, which is more than sufficient to meet the needs of the 68 residents of the proposed development via scheduled weekly rounds or urgent consultations.



Bourne View Hospital Discharge Enquiry Analysis

Date:	14-05-2025
Paper size:	A3
Scale:	1:116,417
024 km	

- Key:
- Local Planning Authority (LPA) District
 - Bournemouth, Christchurch and Poole LPA
 - Bourne View location
 - Previous address for hospital discharge enquiries
 - 5 mile radius
 - 15 minute drive time



Drawn by:	TB
Approved by:	ARB
Drawing reference:	Figure 1
Version:	v2

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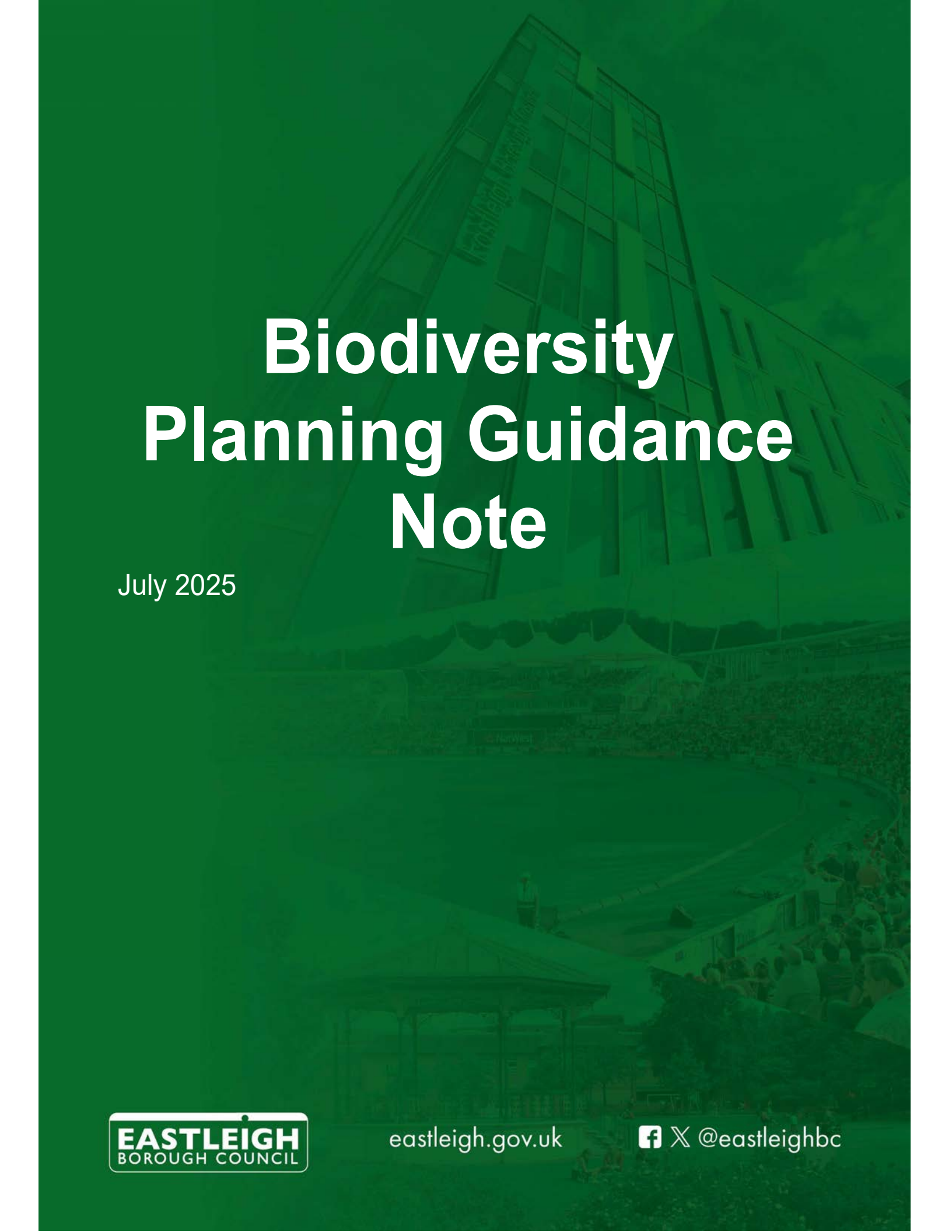
Bursledon Care Home

- 1.6.3 Overall, the content of this briefing note directly responds to Reason for Refusal 3 of permission F/24/97312, providing a range of information to demonstrate that the proposed residential care community would not place undue pressure on healthcare services in the local area.

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APPENDIX 9
BIODIVERSITY PLANNING GUIDANCE NOTE



Biodiversity Planning Guidance Note

July 2025

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1. Introduction

This document contains the practical information needed by applicants to understand their ecology and biodiversity net gain obligations under the Environment Act 2021, the Wildlife and Countryside Act 1981 as amended, the National Planning Policy Framework and the Policies of Eastleigh Borough Council (EBC) Local Plan.

Further information about Biodiversity Net Gain and definitions of terminology can be found at www.gov.uk/guidance/biodiversity-net-gain#about-biodiversity-gain.

2. Local Validation List: Ecology and Biodiversity Net Gain Requirements

The local list can be found at:

<https://www.eastleigh.gov.uk/planning-and-building/planning-permission/apply-for-planning-permission>

Local List Items 6, 7 and 8 explain the ecology and biodiversity information which must be submitted **before** an application can be validated.

3. Mitigation and compensation for impacts to protected species

3.1 Protected species and their habitats are still covered under the Conservation of Habitats and Species Regulations 2017 (as amended), The Wildlife and Countryside Act 1981 (as amended), Natural Environment and Rural Communities Act 2006 and The Countryside and Rights of Way Act 2000. Mitigation and compensation for impacts to protected species are considered in the Preliminary Ecological Appraisal and Phase 2 ecology reports which are required for all applications and considered separately from the biodiversity net gain (BNG) information.

3.2 A Biodiversity Mitigation and Enhancement Plan (BMEP) or a Landscape Environmental Management Plan (LEMP) are usually required to show the location and specifications of mitigation and/or enhancements for protected species. These documents will cover anything not addressed in the 10% BNG requirements. They can also be used to provide biodiversity enhancement information for applications which are exempt from providing 10% BNG. A BMEP or LEMP can be conditioned.

4. 10% BNG Exemptions

4.1 Exempt applications do not have to provide 10% biodiversity net gain. They do need to demonstrate **some biodiversity net gain and no net loss** to comply with Local Plan Policy DM11 and National Planning Policy Framework (NPPF) paragraph 180.

4.2 The statutory guidance on 10% BNG exemptions can be found here: [Biodiversity net gain: exempt developments - GOV.UK](https://www.gov.uk/guidance/biodiversity-net-gain-exempt-developments)

4.2.1 Self-build/custom build applications: The applicant must submit a metric with the baseline habitat. If it is unclear whether the application meets the criteria for self-build and custom applications, the metric can be used to support the discussion. It is also required in case the application is later considered not eligible for this exemption.

5. 10% BNG Required

5.1 Full applications (developments above the threshold), outline applications and phased applications are required to provide 10% Biodiversity Net Gain either on site, partly on site and partly off site, or off site.

5.2 All options for delivering biodiversity net gain on site must be evaluated before consideration of offsite options and the mitigation hierarchy must be followed.

5.3 EBC requires more Biodiversity Net Gain information at the validation stage than the national guidelines.

5.3.1 In particular, the [EBC Biodiversity Gain Strategy form](#) is required **at validation stage** and not after planning permission has been granted. This must be submitted on the form, which is different from the post-permission Biodiversity Gain Plan template provided by DEFRA on the www.gov.uk website.

5.3.2 The EBC Biodiversity Net Gain Strategy must provide the following information quantifying the pre- and post-development biodiversity value of the site, not just the pre-development information.

5.3.3 The following documents are required to be submitted with the EBC Biodiversity Net Gain Strategy:

- the Statutory Metric spreadsheet in Excel format (as a macro disabled file, .xlsx),
- condition assessment spreadsheets, and
- the pre-and post-development UKHab data in electronic plan format.
- If shape files are available, they should also be submitted.

5.3.4 The Statutory Metric spreadsheet must show no errors and that the trading rules have been satisfied.

5.3.5 The Small Sites Metric may be used instead of the Statutory Metric only if the proposal meets all of the guidelines in The Small Sites Metric User Guide (pages 6-8) available at:
[The Small Sites Metric Statutory Biodiversity Metric - User Guide 23.07.2024 .pdf.](#)

5.3.6 The Small Sites Metric cannot be used if there are any priority habitats on site (excluding hedgerows and arable field margins) or if off-site biodiversity net gain is proposed.

5.3.7 Once validated, your application will be reviewed by a planner and referred to an ecologist for further consideration. Additional information may be required.

5.3.8 Habitat connectivity, including integration with SuDS and landscaping, must be demonstrated within the site and with adjacent habitats.

5.3.9 A draft Habitat Management and Monitoring Plan (HMMP) will be required. This will provide an indication at application stage that any proposed habitat enhancement is feasible and deliverable e.g. details of changes in management or restoration/ uplift works.

5.3.10 Please note that the requirements for the EBC Tree Replacement Policy must first be satisfied. This is explained in the Tree Strategy 2022-2030, Appendix 1, [adopted-trees-and-development-spd-april-22.pdf](#). Replacement trees must be delivered on site and the remainder of trees required for 10% BNG can be delivered off site.

5.4 Outline and phased applications

At the outline stage a Biodiversity Net Gain Strategy Report with a completed baseline assessment, the statutory metric with condition assessments and accompanying GIS files will be required.

6. Habitat Degradation

6.1 Habitats must not be degraded to lower their biodiversity value.

6.2 If habitats have been impacted so that their biodiversity value has been deliberately lowered between 30 January 2020 and the submission of a planning application the pre-development biodiversity value will be taken from before the habitat has been degraded.

6.3 If there is insufficient evidence, the value will be assumed to be *the highest biodiversity value of the habitat which is reasonably supported by any available evidence relating to it*. Further information is available at: www.gov.uk/guidance/biodiversity-net-gain.

7. Strategic Significance

7.1 Until the Hampshire LNRS is approved, any relevant habitats created within the mapped Biodiversity Opportunity Areas and Priority Links in the previous EBC Biodiversity Action Plan 2012-2022 (available at: [biodiversity-action-plan-2012-22.pdf](#)) are considered to have high strategic significance.

7.2 The Priority Biodiversity links are listed on page 31, the Priority Biodiversity Areas are shown in the map on page 42 (2 maps seem to be missing on page 43) and the priority habitats are listed on page 47 and 48.

7.3 If the baseline habitats are priority habitats in the strategic areas, they are of high strategic significance. If not, they should be entered into the metric as low strategic significance.

8. Management, Monitoring and fees

8.1 Biodiversity net gain habitats must be managed and monitored for 30 years.

8.2 A Habitat Management and Monitoring Plan (HMMP) will be required.

8.3 Monitoring fees for significant on-site habitat will be secured through a S106 agreement (to be completed prior to issue of planning permission).

8.3.1 Significant Habitat is defined by EBC as:

- All on-site creation and retention of habitats of medium or higher distinctiveness (as defined by the statutory metric).
- Any on-site enhancement where:
 - The resulting habitat has medium or higher distinctiveness
 - The habitat's condition or distinctiveness is increasing
- All off-site habitats

8.4 An S106 agreement is not required for use of off-site habitat bank units or statutory biodiversity credits. These will be managed and monitored by the provider.

8.5 Key monitoring points throughout the 30-year period will be set out in the S106 agreement. Monitoring reports will be required in years 1, 3, 5, 10, 15, 20, 25 and 30 (unless otherwise agreed) after the initial work to establish the habitats, with a total of eight monitoring years per site.

8.6 A one-time monitoring fee, based on a calculated 30-year resource demand, will be charged according to the following structure:

Category 1: <0.5 hectares = £13,485

Category 2: 0.5 to <1 hectare = £ 14,363

Category 3: 1 to <3 hectares = £16, 7974

8.6.1 For sites larger than 3 hectares staff will agree a bespoke fee based on habitat types, ecological complexity and site size.

8.6.2 The charging structure will be kept under review and may change over time. The current fees were approved by Cabinet on 5 December 2024.

[Agenda for Cabinet on Thursday, 5 December 2024, 6:30 pm - Meetings, agendas and minutes - Eastleigh Borough Council](#)

9. Once the application has been permitted

9.1 A final Habitat Management and Monitoring Plan (HMMP) must be submitted and approved by the LPA. Additional guidance is available at [Creating a habitat management and monitoring plan for BNG - GOV.UK](#). The Natural England Habitat Management and Monitoring Plan Template (JP058) is available at [Habitat Management and Monitoring Plan Template - JP058](#).

9.1.1 Soil survey data must be included in grassland enhancement and creation plans. Data should include soil pH, texture and standard soil laboratory test results for the following nutrients: phosphorus (P) using the Olsen method; available potassium (K); available magnesium (Mg) and total nitrogen (N) using the Dumas method.

Soil survey guidance is available in Natural England publications: [Soil sampling for habitat recreation and restoration - TIN035](#) and [Soil texture - TIN037](#).

9.2 A final Biodiversity Net Gain Strategy/Plan must be submitted and approved by the LPA. This will include the details of the purchase of biodiversity units or statutory credits.

9.2.1 Separate proof of purchase must be submitted to the LPA. For units, this must include the Biodiversity gain site register reference number. Further information is available at [Statutory biodiversity credits - GOV.UK](https://www.gov.uk/guidance/statutory-biodiversity-credits).

9.3 The LPA must be notified at the start and end of habitat enhancement and creation work so that the monitoring period can be started.

9.4 Examples of likely conditions:

1. The development must adhere to the Biodiversity Gain Strategy (dated xxx) which has been submitted and approved by the LPA in accordance with paragraph 14(2) of Schedule 7A of the Town and Country Planning Act 1990 and shall be implemented in accordance with the approved details unless otherwise agreed in writing with the LPA.
2. The development shall not commence until a Habitat Management and Monitoring Plan (HMMP), prepared in accordance with the submitted Biodiversity Gain Plan, has been submitted to and agreed in writing by the LPA along with a timetable for implementation. Thereafter those habitats shall be managed and maintained in accordance with the approved details for a minimum period of 30 years following completion.
3. Notice in writing shall be given to the LPA when the:
 - a) habitat creation and enhancement works as set out in the HMMP have commenced, and
 - b) habitat creation and enhancement works as set out in the HMMP have been completed.

Monitoring reports shall be submitted to the Local Planning Authority in writing in accordance with the methodology and frequency specified the approved Habitat Management and Monitoring Plan.

4. Evidence of purchase of the correct number of biodiversity credits or units for the development must be provided.

Reason for all of the above: To ensure the development delivers a biodiversity net gain on site in accordance with paragraph 2 Schedule 7A of the Town and Country Planning Act 1990 and policy DM11 and to accord with the Environment Act 2021, Schedule 14.

10. Monitoring

10.1 There are three types of triggers for the start of habitat monitoring. These depend on the habitat location and what is being created/enhanced.

10.2 Where BNG is provided within the redline boundary, year 0 is when the development has been completed (i.e. signed off).

10.3 Where BNG is provided off-site and capital works are required, year 0 is when capital works (seeding, fencing, pond creation for example) have been completed.

10.4 Where the BNG is provided off-site and no capital works are required, year 0 is defined as when there is a change in management directly connected to the BNG provision (changing mowing regimes, reducing grazing for example).

10.5 The LPA will provide the BNG provider with a certificate to show that we have agreed that year 0 can be evidenced. Year 1 monitoring would be due 12 months after the date the certificate was issued.

10.6 Monitoring reports will be submitted by the applicant or their ecologist in years 1, 3, 5, 10, 15, 20, 25 and 30 (unless otherwise agreed).

10.7 Any issues flagged up by monitoring must be resolved.

APPENDIX 10
HRA APPROPRIATE ASSESSMENT

Habitat Regulation Assessment (HRA)

Screening Matrix and Appropriate Assessment Statement

PLEASE NOTE: Undertaking the HRA process is the responsibility of the decision maker as the Competent Authority for the purpose of the Habitats Regulations. However, it is the responsibility of the applicant to provide the Competent Authority with the information that they require for this purpose.

HRA drafting date:	24/07/2024
HRA completion date:	02/08/2024
Application reference:	F/24/97312
Application address:	Land adjoining 4 Brookfield, Providence Hill, Bursledon
Application description:	Construction of residential care community comprising a 69-bed care home (Use Class C2) and 5 x 2-bedroom close care cottages (Use Class C3 age restricted), with associated access, internal access road, parking, landscaping and infrastructure.
Lead Planning Officer:	Nick Parker
Case Officer:	Rebecca Altman
Please note that all references in this assessment to the 'Habitats Regulations' refer to The Conservation of Habitats and Species Regulations 2017.	

Stage 1 - details of the plan or project	
European site potentially impacted by planning application, plan or project:	Solent and Dorset Coast SPA Portsmouth Harbour SPA and Ramsar Site Chichester and Langstone Harbours SPA Solent Maritime SAC Solent and Southampton Water SPA New Forest SPA, SAC and Ramsar Site
Is the planning application directly connected with or necessary to the management of the site (if yes, Applicant should have provided details)?	No. The development consists of a care community, which is neither connected to nor necessary to the management of any European site.
Are there any other projects or plans that together with the planning application being assessed could affect the site (Applicant to provide details to allow an 'in combination' effect to be assessed)?	Yes. There have been other recent applications permitted in the locality. All schemes have mitigation measures secured to protect the integrity of the protected areas, and with these mitigation measures in place for all approved schemes, there is not considered to be any likely significant in-combination impact.

Stage 2 - HRA screening assessment
Screening under Regulation 63(1)(a) of the Habitats Regulations – The Applicant to provide evidence so that a judgement can be made as to whether there could be any potential significant impacts of the development on the integrity of the SPA/SAC/Ramsar.

Recreational impact on the Solent protected sites

The proposed development is within 5.6km of the collectively known European designated areas Solent SPAs/Ramsar sites. In accordance with advice from Natural England, approved Cabinet report dated 15 February 2018 endorsing the Solent Recreation Mitigation Strategy, a net increase in housing development or overnight accommodation within 5.6km of the Solent SPAs is likely to result in impacts to the integrity of those sites through a consequent increase in recreational disturbance.

Development within the 5.6km zone will increase the human population at the coast and thus increase the level of recreation and disturbance of bird species. The impacts of recreational disturbance (both at the site-scale and in combination with other development in the Solent area) are analogous to impacts from direct habitat loss as recreation can cause important habitat to be unavailable for use (the habitat is functionally lost, either permanently or for a defined period). Birds can be displaced by human recreational activities (terrestrial and water-based) and use valuable resources in finding suitable areas in which to rest and feed undisturbed. Ultimately, the impacts of recreational disturbance can be such that they affect the status and distribution of key bird species and therefore act against the stated conservation objectives of the European sites.

Recreational disturbance (New Forest)

The proposed development is within the 13.8km catchment zone for the New Forest SPA, measured across Southampton Water, and it has been identified that new housing development or overnight accommodation has the potential to result in increased recreational pressure on the SPA predominantly from dog walking. There is, therefore, the cumulative potential for future housing / overnight accommodation developments across the borough of Eastleigh to impact the status and distribution of key bird species and therefore act against the stated conservation objectives of these European sites.

Nutrient neutrality:

There is existing evidence of high levels of nutrient input into the Solent complex and that these nutrients are causing eutrophication at these designated sites. Natural England has advised that the resulting effects arising from this eutrophication cause dense green mats of algae, which are impacting on the Solent's protected habitats and bird species and that wastewater from residential development has been identified as contributing to these nutrient inputs.

There is the potential for future housing developments across the Solent region to further exacerbate these impacts and thereby create a risk to the potential future conservation status of the Solent Complex and the features for which it is designated, therefore acting against the stated conservation objectives of the European sites.

Other impacts

There is a watercourse that runs alongside the northern boundary of the site. This is a tributary of the River Hamble, and the River Hamble forms part of the Solent protected sites. The development has the potential to impact on the quality of this watercourse through pollution from surface water run-off, both during construction and occupation.

Would the proposal lead to a likely significant effect on European site integrity? YES if no mitigation in place.

(If yes, continue to Stage 3).

Stage 3 - Appropriate Assessment

Appropriate Assessment under Regulation 63(1) - if there are any potential significant impacts, the applicant must provide evidence showing avoidance and/or mitigation measures to allow an Assessment to be made. The Applicant must also provide details which demonstrate any long term management, maintenance and funding of any solution.

Recreational impact on the Solent protected sites

Eastleigh Borough Council formally adopted the Solent Recreation Mitigation Strategy (SRMP) in March 2018. The SRMP provides a strategic solution to ensure the requirements of the Habitats Regulations are met with regard to the in-combination effects of increased recreational pressure on the Solent SPAs arising from new residential development. This strategy represents a partnership approach to the issue which has been endorsed by Natural England.

Policy DM11 of the Eastleigh Borough Local Plan (2016 – 2036) confirms the Council's approach to securing the appropriate mitigation measures to address the in-combination impact of increased recreational disturbance arising from increased housing development. It states:

"The Council will work with PUSH, Natural England, the Environment Agency and other wildlife organisations to develop and implement a strategic approach to the protection of European sites from the direct and indirect effects of development including recreational disturbance. Within Eastleigh Borough this will include: a. implementing the Solent Recreation Mitigation Strategy and contributions to recreation mitigation for the New Forest or alternative agreed approaches if required."

As set out in the Solent Recreation Mitigation Strategy, the mitigation would comprise a financial contribution, the amount of which is dependent on the size of the residential dwellings proposed.

The proposed development includes 5 x 2-bedroom dwellings and the required contribution would be £671 per dwelling, totalling £3,355.

In relation to the proposed care home, the applicant has confirmed that this would provide a high level of care to its residents, including nursing, palliative, respite and dementia care. Residents of the development would not be capable of leaving the home independently, being reliant on care staff 24/7. Paragraph 6.9 of the Solent Recreation Mitigation Strategy states that: *'...in respect of residential accommodation designed specifically for elderly people, a developer contribution (or bespoke mitigation) will be required for apartments for the active elderly, but not for secure accommodation such as a residential nursing home for people who are unable to independently leave the accommodation and which does not provide residents parking or allow pets.'* There would therefore be no mitigation requirement in relation to the proposed care home as due to the nature of the use, it would not result in increased recreational pressure on the Solent protected areas.

The mitigation relating to the cottages would be secured through a S106 Agreement should planning permission be granted. Subject to this, the proposed development will not affect the status and distribution of key bird species and therefore act against the stated conservation objectives of the European sites.

Recreational impacts on the New Forest SPA

The project being assessed would result in an increase in 5 dwellings within the 13.8km catchment area of the New Forest SPA, along with a 69-bed nursing care home.

In relation to the care home, the same principles relating to recreational pressure on the Solent protected areas apply to the New Forest impacts. As the residents of the care home would be subject to a high level of nursing care, they would not be able to leave the accommodation independently and therefore would not place increased pressure on the New Forest SPA through increased visits.

Occupants of the 5 proposed dwellings would, however, have the potential to increase recreational pressure on the New Forest.

Eastleigh Borough Council has developed an interim strategy using existing and future land acquisitions to provide further sites to mitigate the recreation impact on the New Forest from the increased number of visits from the occupiers of new residential development within Eastleigh borough to March 2027. It applies to development within the 13.8km catchment area, measured as a straight-line distance from the boundary of the New Forest protected sites.

Eastleigh housing growth will account for just over 20% of all planned new residential development between 5-14km from the New Forest protected sites. The interim strategy is therefore calculated based on a 20% contribution towards the total SANG required (equating to 1.6ha per 1,000 population). This results in a requirement of 27.1ha of SANG within Eastleigh borough. The SANG provision will include both new greenspace sites and improvements to increase the attractiveness and capacity of existing greenspaces throughout the year which can therefore function as SANG.

The SANG contribution will deliver a list of projects in the borough focused on improvements to Itchen Valley Country Park (IVCP). This is an existing open space at the centre of the borough with public access with the scope to significantly increase its capacity. This is through the extension into adjacent land and by improvements to the existing open space to make it more attractive for visitors who would otherwise visit the New Forest.

The Council is satisfied as competent authority that further mitigation will be in place prior to the occupation of the proposed development, and is keeping a record of developments reliant on this strategy and their occupation dates. The mitigation, approved at the Cabinet on the 8th December 2022, sets out a payment per dwelling at £2,220, split 4 ways between a New Forest Ranger (£41.07), New Forest SANG (£1968.24), New Forest SANG monitoring (£9.13) and Commercial Risk (£201.84). For the proposed scheme, the total mitigation amount would be £11,100 (£2,220 x 5). This would be secured through a S106 Agreement should permission be granted.

Nutrients

The development being assessed would result in a net increase in 5 x 2-bed dwellings and a 69 bed nursing home, which would be served by the Peel Common Waste Water Treatment Works, which ultimately feeds into the Solent.

Applicant's assessment:

The applicants submitted a Nutrient Neutrality report in line with Natural England's guidance (enclosed for reference), and taking account of the specific characteristics of the proposed development. Their calculation is based on the total number of new bedrooms created by the development (cottages and care home), and uses an average occupancy of 0.9 persons per room.

The applicant has explained in part 2.1.2 of the Nutrient Neutrality report that the cottages are designed to be occupied by no more than 2 persons each and that care homes do not operate at 100% capacity at all times, with approximately 10% of rooms being vacant due to deaths, room refurbishments and unoccupancy.

LPA assessment:

Whilst the Local Planning Authority agrees with the applicants approach taken for the care home, it is considered that the dwellings would not have the same turn around of residents and that the calculation for the 5 dwellings should be based on the standard occupancy level of 2.4 persons, given that they each have 2 bedrooms. This approach has subsequently been agreed with the applicants.

Based on a 69 bed care home at 0.9 occupancy, and using the standard occupancy for the 5 dwellings, the nutrient output has been recalculated as follows (copies of the calculators are enclosed for reference):

Care home – 20.30 kg TN/yr

Dwellings – 5.09 kg TN/yr

Total – 25.39 kg TN/yr

It has been agreed between the applicants and the Local Planning Authority that the applicant can mitigate the increase in nitrogen through the purchase of nitrate credits in accordance with the Council's Nutrient Neutrality Offset Scheme. This scheme involves taking land within the Borough, which is within the control and ownership of the Council, out of agricultural use (high intensity) and placing it into a lower intensity use (open space). Further detail can be found via the following link: [Nutrient Offset Scheme \(eastleigh.gov.uk\)](http://eastleigh.gov.uk/NutrientOffsetScheme)

Upon purchasing the credits, the applicant would receive a vesting certificate which would identify the nitrate credits which have been assigned to the planning application and a record of this investment would be retained by the Council.

The Council, as Competent Authority is satisfied that sufficient land is available to mitigate the impact of increased nutrients from the development.

Impacts on adjacent watercourse

To mitigate impacts of pollution into the adjacent watercourse, the following measures are proposed:

- Provision of a 20m buffer to the watercourse which would be kept free of development and enhanced for wildlife;
- Installation of a surface water drainage strategy incorporating three forms of filtration, comprising permeable paving, a vortex separator, a swale and a bio-retention filter strip;
- Surface water discharge to be controlled at a rate lower than the estimated greenfield runoff rate;
- On-going management and maintenance of the drainage strategy;
- Implementation of a Construction Environmental Management Plan (CEMP) to cover temporary surface water drainage measures during the construction phase, along with measures to prevent other pollution such as noise and dust. A draft version was submitted with the application, with a final version to be subject to condition.

The Council's Ecologist has reviewed the proposed drainage strategy and is satisfied that it is appropriate to prevent pollution into the adjacent watercourse. A final version of the CEMP to cover all measures to prevent pollution would be secured by condition if planning permission is granted. Subject to implementation of the CEMP and drainage strategy, and on-going management and

monitoring (which can also be secured by condition), it is concluded that the development would not have an adverse impact on the quality of the adjacent watercourse and thereby not impact on the integrity of the protected River Hamble.

Stage 4 – Summary of the Appropriate Assessment (To be carried out by the Competent Authority (the local planning authority) in liaison with Natural England

In conclusion, subject to mitigation in accordance with the Council's Nutrient Neutrality Offset Scheme, a contribution towards the Solent Recreation Mitigation Strategy and the Council's New Forest Mitigation Strategy, and the imposition of conditions to secure implementation of a CEMP, and implementation and management of the drainage strategy, the application will not have a likely significant effect on the protected sites.

This represents the authority's Appropriate Assessment as Competent Authority in accordance with the requirements under Regulation 63 of the Conservation of Habitats and Species Regulations 2017, Article 6 (3) of the Habitats Directive and having due regard to its duties under Section 40(1) of the NERC Act 2006 to the purpose of conserving biodiversity. Consideration of the Ramsar site/s is a matter of government policy set out in the National Planning Policy Framework.

APPENDIX 11

NATURAL ENGLAND RESPONSE TO HRA

APPROPRIATE ASSESSMENT

Date: 03 September 2024
Our ref: 484257
Your ref: F/24/97312



Rebecca Altman
Eastleigh Borough Council

BY EMAIL ONLY

Customer Services
Hornbeam House
Crewe Business Park
Electra Way
Crewe
Cheshire
CW1 6GJ

T 0300 060 3900

Dear Rebecca

Planning consultation: HRA / AA, NN REPORT, and NUTRIENT BUDGET CALCULATOR further to proposed construction of residential care community (comprising 69-bed care home and five close-care cottages) with access, parking, landscaping and infrastructure

Location: Land adjoining 4 Brookfield, Providence Hill, Bursledon.25 High Street, Botley, Southampton SO30 2EA

Thank you for your consultation on the above dated 2 August 2024 which was received by Natural England on the same date.

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

SUMMARY OF NATURAL ENGLAND'S ADVICE

OBJECTION

Natural England objects to this proposal.

As submitted we consider it will have an adverse effect on the integrity of New Forest Special Area of Conservation (SAC), Special Protection Area (SPA) and Ramsar site.

There is a significant level of uncertainty as to the effectiveness of the proposed in-borough measures to address recreational impacts on the New Forest. We advise it would not be currently possible to conclude no adverse effects on the integrity of the New Forest designated sites.

Natural England's further advice on designated sites/landscapes and advice on other natural environment issues is set out below.

Natural England are in agreement with the conclusions reached in the HRA in relation to the proposed care home. Due to the high nursing care nature of the proposal, Natural England agree that mitigation in relation to recreation disturbance at the New Forest SAC, SPA, Ramsar and Solent SPAs can be ruled out. This requirement should be legally secured and attached to any planning permission. The advice in this letter relates to the 5 new dwellings on the same site and part of the same application.

Recreational impacts on the New Forest SAC, SPA and Ramsar

It is noted the applicant proposes to provide a financial contribution towards Eastleigh Borough Council's Interim Mitigation Strategy to address recreational impacts on the New Forest designated sites. Natural England understands this strategy was approved at a cabinet committee meeting in March 2022, to last for 5 years up to March 2027, while cross-boundary partnership work with other affected local authorities and Natural England progresses the development of a longer term, strategic, proportionate, and co-ordinated approach to suitably address the impacts from planned growth across the area.

Natural England have serious concerns with various elements of the interim strategy, including the reduced provision of Suitable Alternative Natural Greenspace (SANG), the lack of information on increasing visitor capacity at the Itchen Valley Country Park and lack of an accompanying monitoring strategy. This leads to a significant level of uncertainty remaining as to the effectiveness of the proposed in-borough measures. Additionally, we have concerns that the approach will harm ancient woodland at the proposed SANG site east of Allington Lane due to pressure from increased access.

We do not consider the approved Interim strategy is precautionary enough. We advise that further information is provided that demonstrates the effectiveness of providing SANG at a 2ha/1000 people standard, an assessment of current visitor levels/increased capacity at Itchen Valley Country Park (IVCP) and agreed measures, and an accompanying monitoring strategy. Without this information, we advise it is not currently possible to conclude no adverse effects on the integrity of the New Forest designated sites.

Additionally, information on how impacts on ancient woodland from increased access will be avoided and/or mitigated at the proposed SANG site should be provided to demonstrate alignment with requirements in the National Planning Policy Framework regarding irreplaceable habitat and Natural England's [standing advice on ancient woodland, ancient trees and veteran trees](#).

Deterioration of the water environment

Nutrient Budget

As Competent Authority it is your responsibility to ensure that you are confident that there is sufficient information to support the values used in the nutrient budget calculation that supports this application, and that any nutrient budget calculation(s) are correct.

Where any bespoke occupancy value has been used within the calculator tool, it is Natural England's view that competent authorities may choose to adopt bespoke calculations for detailed planning applications, if sound evidence is available. These are matters for each competent authority. Natural England's advice is to take a precautionary approach that recognises the uncertainty.

We note that the nutrient budget for this application has been calculated in line with the updated Nutrient Neutrality Methodology. Provided the competent authority is assured and satisfied that the site areas used in the calculation are correct and that the existing land uses are appropriately precautionary, then Natural England raises no concerns with regard to the nutrient budget

Please note the calculation is based on all wastewater from the development being treated at Peel Common WwTWs. If this situation changes, a reassessment of the nutrient calculation will be required and a revised Habitats Regulations Assessment will be necessary.

Mitigation

To offset the nutrient burden resulting from the proposed development, nutrient mitigation will be purchased from Eastleigh Borough Council's strategic scheme for nutrient mitigation. Natural England is of the view that if these measures, including contributions to them, are implemented,

they will be effective and reliable in preventing harmful effects on the Habitats Site(s) for the duration of the proposed development.

This advice is provided on the basis that all mitigation measures will be secured as planning conditions or obligations by your authority to ensure their strict and timely implementation for the full duration of the development. Your authority should be assured that proposed financial contribution rates are proportionate to the identified effects of the proposed development, suitably precautionary, and in line with the Retail Price Index, where relevant.

Recreational disturbance - Solent Special Protected Areas (SPAs)

This application is within 5.6km of the Solent and Southampton Water Special Protection Area (SPA) and will lead to a net increase in residential accommodation. Natural England is aware that Eastleigh Borough Council have adopted planning policy to mitigate against adverse effects from recreational disturbance on the Solent SPA sites, as agreed by the Solent Recreation Mitigation Partnership (SRMP), also known as Bird Aware Solent.

Provided that the applicant is complying with the policy and the Bird Aware Definitive Strategy, Natural England are satisfied that the applicant has mitigated against the potential adverse effects of the development on the integrity of the European site(s), and has no objection to this aspect of the application.

Please note, your authority's appropriate assessment should reflect the current developer contribution rates, which are updated every April in line with the Retail Price Index.

Further general advice on the protected species and other natural environment issues is provided at Annex A.

Should the developer wish to explore options for avoiding or mitigating the effects described above with Natural England, we advise they seek advice through our [Discretionary Advice Service](#).

Should the proposal change, please consult us again.

If you have any queries relating to the advice in this letter please contact me on consultations@naturalengland.org.uk

Yours sincerely,

Eleanor Osborne
Thames Solent Team Sustainable Development Team
Natural England

Annex A –Natural England general advice

Protected Landscapes

Paragraph 182 of the [National Planning Policy Framework - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/policies/national-planning-policy-framework) (NPPF) requires great weight to be given to conserving and enhancing landscape and scenic beauty within Areas of Outstanding Natural Beauty (known as National Landscapes), National Parks, and the Broads and states that the scale and extent of development within all these areas should be limited. Paragraph 183 requires exceptional circumstances to be demonstrated to justify major development within a designated landscape and sets out criteria which should be applied in considering relevant development proposals. Section 245 of the [Levelling-up and Regeneration Act 2023 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2023/1/section/245) places a duty on relevant authorities (including local planning authorities) to seek to further the statutory purposes of a National Park, the Broads or an Area of Outstanding Natural Beauty in England in exercising their functions. This duty also applies to proposals outside the designated area but impacting on its natural beauty.

The local planning authority should carefully consider any impacts on the statutory purposes of protected landscapes and their settings in line with the NPPF, relevant development plan policies and the Section 245 duty. The relevant National Landscape Partnership or Conservation Board may be able to offer advice on the impacts of the proposal on the natural beauty of the area and the aims and objectives of the statutory management plan, as well as environmental enhancement opportunities. Where available, a local Landscape Character Assessment can also be a helpful guide to the landscape's sensitivity to development and its capacity to accommodate proposed development.

Wider landscapes

Paragraph 180 of the NPPF highlights the need to protect and enhance valued landscapes through the planning system. This application may present opportunities to protect and enhance locally valued landscapes, including any local landscape designations. You may want to consider whether any local landscape features or characteristics (such as ponds, woodland, or dry-stone walls) could be incorporated into the development to respond to and enhance local landscape character and distinctiveness, in line with any local landscape character assessments. Where the impacts of development are likely to be significant, a Landscape and Visual Impact Assessment should be provided with the proposal to inform decision making. We refer you to the [Guidelines for Landscape and Visual Impact Assessment \(GLVIA3\) - Landscape Institute](#) for further guidance.

Biodiversity duty

Section 40 of the [Natural Environment and Rural Communities Act 2006 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2006/14/section/40) places a duty on the local planning authority to conserve and enhance biodiversity as part of its decision making. We refer you to the [Complying with the biodiversity duty - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/policies/complying-with-the-biodiversity-duty) for further information.

Designated nature conservation sites

Paragraphs 186-188 of the NPPF set out the principles for determining applications impacting on Sites of Special Scientific Interest (SSSI) and habitats sites. Both the direct and indirect impacts of the development should be considered. A Habitats Regulations Assessment is needed where there is a likely significant effect on a habitats site and Natural England must be consulted on 'appropriate assessments'. We refer you to [Appropriate assessment - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/policies/appropriate-assessment) for more information. Natural England must also be consulted where development is in or likely to affect a SSSI and provides advice on potential impacts on SSSIs either via the [SSSI Impact Risk Zones \(England\) \(arcgis.com\)](https://arcgis.com) or as standard or bespoke consultation responses.

Protected Species

Natural England has produced [Protected species and development: advice for local planning authorities \(gov.uk\)](https://www.gov.uk/government/policies/protected-species-and-development) (standing advice) to help planning authorities understand the impact of particular developments on protected species. Natural England will only provide bespoke advice on protected species where they form part of a Site of Special Scientific Interest or in exceptional circumstances. A protected species licence may be required in certain cases. We refer you to [Wildlife licences: when you need to apply - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/policies/wildlife-licences) for more information.

Local sites and priority habitats and species

The local planning authority should consider the impacts of the proposed development on any local wildlife or geodiversity site, in line with paragraphs 180, 181 and 185 of the NPPF and any relevant development plan policy. There may also be opportunities to enhance local sites and improve their connectivity to help nature's recovery. Natural England does not hold locally specific information on local sites and recommends further information is obtained from appropriate bodies such as the local records centre, wildlife trust, geoconservation groups or recording societies. Emerging [Local nature recovery strategies - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/local-nature-recovery-strategies) may also provide further useful information.

Priority habitats and species are of particular importance for nature conservation and are included in the England Biodiversity List published under section 41 of the Natural Environment and Rural Communities Act 2006. Most priority habitats will be mapped either as Sites of Special Scientific Interest on the Magic website or as Local Wildlife Sites. We refer you to [Habitats and species of principal importance in England - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/habitats-and-species-of-principal-importance-in-england) for a list of priority habitats and species in England.

Natural England does not routinely hold species data. Such data should be collected when impacts on priority habitats or species are considered likely. Consideration should also be given to the potential environmental value of brownfield sites, often found in urban areas and former industrial land. We refer you to the [Brownfield Hub - Buglife](https://www.buglife.org.uk/) for more information and Natural England's [Open Mosaic Habitat \(Draft\) - data.gov.uk](https://data.gov.uk/dataset/open-mosaic-habitat-inventory) (Open Mosaic Habitat inventory), which can be used as the starting point for detailed brownfield land assessments.

Biodiversity and wider environmental gains

Development should provide net gains for biodiversity in line with the NPPF paragraphs 180(d), 185 and 186. Major development (defined in the [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/consultations/national-planning-policy-framework) glossary) is required by law to deliver a biodiversity gain of at least 10% from 12 February 2024 and this requirement is expected to be extended to smaller scale development in spring 2024. For nationally significant infrastructure projects (NSIPs), it is anticipated that the requirement for biodiversity net gain will be implemented from 2025.

For further information on the timetable for mandatory biodiversity net gain, we refer you to [Biodiversity Net Gain moves step closer with timetable set out - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/biodiversity-net-gain-moves-step-closer-with-timetable-set-out). [Biodiversity net gain - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/biodiversity-net-gain) provides more information on biodiversity net gain and includes a link to the draft [Biodiversity net gain - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/biodiversity-net-gain) Planning Practice Guidance.

The statutory biodiversity metric should be used to calculate biodiversity losses and gains for terrestrial and intertidal habitats and can be used to inform any development project. We refer you to [Calculate biodiversity value with the statutory biodiversity metric - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/calculate-biodiversity-value-with-the-statutory-biodiversity-metric) for more information. For small development sites, [The Small Sites Metric - JP040 \(naturalengland.org.uk\)](https://naturalengland.org.uk/the-small-sites-metric) may be used. This is a simplified version of the statutory biodiversity metric and is designed for use where certain criteria are met.

The mitigation hierarchy as set out in paragraph 186 of the NPPF should be followed to firstly consider what existing habitats within the site can be retained or enhanced. Where on-site measures are not possible, provision off-site will need to be considered.

Development also provides opportunities to secure wider biodiversity enhancements and environmental gains, as outlined in the NPPF (paragraphs 8, 74, 108, 124, 180, 181 and 186). Opportunities for enhancement might include incorporating features to support specific species within the design of new buildings such as swift or bat boxes or designing lighting to encourage wildlife. [The Environmental Benefits from Nature Tool - Beta Test Version - JP038 \(naturalengland.org.uk\)](https://naturalengland.org.uk/the-environmental-benefits-from-nature-tool-beta-test-version) may be used to identify opportunities to enhance wider benefits from nature and to avoid and minimise any negative impacts. It is designed to work alongside the statutory biodiversity metric.

[Natural environment - GOV.UK \(www.gov.uk\)](https://www.gov.uk) provides further information on biodiversity net gain, the mitigation hierarchy and wider environmental net gain.

Ancient woodland, ancient and veteran trees

The local planning authority should consider any impacts on ancient woodland and ancient and veteran trees in line with paragraph 186 of the NPPF. The [Natural England Access to Evidence - Ancient woodlands Map](#) can help to identify ancient woodland. Natural England and the Forestry Commission have produced [Ancient woodland, ancient trees and veteran trees: advice for making planning decisions - GOV.UK \(www.gov.uk\)](#) (standing advice) for planning authorities. It should be considered when determining relevant planning applications. Natural England will only provide bespoke advice on ancient woodland, ancient and veteran trees where they form part of a Site of Special Scientific Interest or in exceptional circumstances.

Best and most versatile agricultural land and soils

Local planning authorities are responsible for ensuring that they have sufficient detailed agricultural land classification (ALC) information to apply NPPF policies (Paragraphs 180 and 181). This is the case regardless of whether the proposed development is sufficiently large to consult Natural England. Further information is contained in the [Guide to assessing development proposals on agricultural land - GOV.UK \(www.gov.uk\)](#). [Find open data - data.gov.uk](#) on Agricultural Land Classification or use the information available on [MAGIC \(defra.gov.uk\)](#).

The Defra [Construction Code of Practice for the Sustainable Use of Soils on Construction Sites \(publishing.service.gov.uk\)](#) provides guidance on soil protection, and we recommend its use in the design and construction of development, including any planning conditions. For mineral working and landfilling, we refer you to [Reclaim minerals extraction and landfill sites to agriculture - GOV.UK \(www.gov.uk\)](#), which provides guidance on soil protection for site restoration and aftercare. The [Soils Guidance \(quarrying.org\)](#) provides detailed guidance on soil handling for mineral sites.

Should the development proceed, we advise that the developer uses an appropriately experienced soil specialist to advise on, and supervise soil handling, including identifying when soils are dry enough to be handled and how to make the best use of soils on site.

Green Infrastructure

For evidence-based advice and tools on how to design, deliver and manage green and blue infrastructure (GI) we refer you to [Green Infrastructure Home \(naturalengland.org.uk\)](#) (the Green Infrastructure Framework). GI should create and maintain green liveable places that enable people to experience and connect with nature, and that offer everyone, wherever they live, access to good quality parks, greenspaces, recreational, walking and cycling routes that are inclusive, safe, welcoming, well-managed and accessible for all. GI provision should enhance ecological networks, support ecosystems services and connect as a living network at local, regional and national scales.

Development should be designed to meet the 15 [GI How Principles \(naturalengland.org.uk\)](#). The GI Standards can be used to inform the quality, quantity and type of GI to be provided. Major development should have a GI plan including a long-term delivery and management plan. Relevant aspects of local authority GI strategies should be delivered where appropriate.

The [Green Infrastructure Map \(naturalengland.org.uk\)](#) and [GI Mapping Analysis \(naturalengland.org.uk\)](#) are GI mapping resources that can be used to help assess deficiencies in greenspace provision and identify priority locations for new GI provision.

Access and Recreation

Natural England encourages any proposal to incorporate measures to help improve people's access to the natural environment. Measures such as reinstating existing footpaths, together with the creation of new footpaths and bridleways should be considered. Links to urban fringe areas should also be explored to strengthen access networks, reduce fragmentation, and promote wider green infrastructure.

Rights of Way, Access land, Coastal access and National Trails

Paragraphs 104 and 180 of the NPPF highlight the important of public rights of way and access. Development should consider potential impacts on access land, common land, rights of way and coastal access routes in the vicinity of the development. Consideration should also be given to the potential impacts on the any nearby National Trails. We refer you to [Find your perfect trail, and discover the land of myths and legend - National Trails](#) for information including contact details for the National Trail Officer. Appropriate mitigation measures should be incorporated for any adverse impacts.

Further information is set out in the Planning Practice Guidance on the [Natural environment - GOV.UK \(www.gov.uk\)](#).

APPENDIX 12

MITIGATION STRATEGIES

12.1 – EBC New Forest Interim Strategy

12.2 – EBC Nutrient offset scheme

12.3 – Update to EBC mitigation strategies

12.4 – Solent Recreation Mitigation Strategy report

12.5 – Solent Recreation Mitigation Strategy

Appendix 1:

Eastleigh Borough Council Interim Mitigation Strategy to address recreation impacts on New Forest protected sites

Purpose of the document

1. By 2036, the emerging Eastleigh Borough Local Plan will have delivered approximately 14,580 dwellings within around 20 kilometres of the New Forest internationally protected sites for nature conservation. These are the parts of the New Forest designated as Special Area of Conservation (SAC), Special Protection Area (SPA) and Ramsar site. In the absence of avoidance and/or mitigation measures, the Habitats Regulation Assessment of the Local Plan states this development could have an adverse effect on the integrity of these protected sites. This is due to potential negative impacts from increased recreation including disturbance from people and their dogs. Residential development will therefore not be permitted without appropriate mitigation.
2. The Council is part of a partnership of New Forest authorities, other nearby authorities, Natural England, the Forestry Commission and other wildlife organisations addressing this issue. The partnership is working together to develop a full strategy to address recreational impacts on the New Forest protected sites covering the New Forest authorities and other authorities within its catchment area. This is following the recent publication of research by Footprint Ecology on the pattern of visits to these designated sites¹.
3. As a full mitigation strategy agreed by all partners is not likely to be finalised within the next few years, this paper sets out an interim approach for residential development in Eastleigh Borough Council. It covers the period until the end of March 2027 and will enable the Council to fully address potential impacts for the borough for this time period and undertake further research and monitoring before the full strategy is finalised and agreed by the partnership.
4. Most of Eastleigh Borough is within the 13.8km zone of influence of the New Forest protected sites – that is the zone within which 75% of all day visits originate. Natural England has advised the Council that there is a likely significant effect from any additional residential development within the Borough on the New Forest protected sites based on additional visits from residents of new development. This is significant enough that objections are being raised by Natural England to all planning applications for new dwellings until satisfactory mitigation measures are put in place. Policy DM11 in the Emerging Local Plan commits the Council to implement a mitigation strategy to

¹ Footprint Ecology research reports published in 2020 and 2021 available at <https://www.newforestnpa.gov.uk/conservation/managing-recreation/managing-recreation/research-into-recreational-use-of-the-new-forests-protected-habitats-footprint-ecology-2020/>

address the impact on the New Forest protected sites. This is an interim strategy containing a package of mitigation measures for the impacts of new residential development in the Borough.

Evidence of visitor impact

5. The Footprint Ecology research included a telephone survey and an on-site visitor survey to determine where visitors came from, why they visited and how frequently. Based on these findings, it also assessed the overall levels of growth and the potential effect of planned development.
6. The on-site survey reported that over 62% of visitors on a short visit or day trip from home lived within 5km of the boundary of the New Forest protected sites boundary. This comprised 20% of visitors from postcodes within the National Park boundary itself, a further 40% from within the New Forest District and 2% from outside these areas. The median distance travelled by all visitors on a short visit or day trip from home was 6.1km and three quarters of visitors were from within 13.8km.
7. All of Eastleigh Borough except the Netley coast lies beyond the 5km zone (measured as a straight line distance). The borough falls mostly within the zones 5-10 and 10-15km around the protected sites.
8. Based on the findings from the telephone survey², approximately 68% of Eastleigh borough residents stated that they had visited the New Forest protected sites in the last 12 months. Eastleigh households made between 40-50% fewer visits than the average of all households within a 25 kilometre distance. The research found that the visit rate per household declines dramatically with distance from the protected sites especially over the first few kilometres and the impact of each additional new house declines with distance³.
9. Residential development planned in Eastleigh borough will contribute 20% of the planned growth between 5-14km from the protected sites. Depending on the methodology used, the number of additional visits from Eastleigh residents living in new developments ranges from 13,000 - 28,000 visits per annum. This is an average of 20,495 additional visits or 4.2% of the total predicted increase in visits from within the 13.8km catchment area (an increase of 487,500 visits each year).

Scope of interim strategy

² Liley, D., & Panter, C., (2020). Recreation use of the New Forest SAC/SPA/Ramsar: Results of a telephone survey with people living within 25km. Footprint Ecology

³ Liley, D., Clarke, R.T., Panter, C. & Saunders, P. (2019) Overview of visitor results and the implications of housing change on visitor numbers. Footprint Ecology, paragraph 5.29

10. This interim approach sets out the mitigation required to address the disturbance from the increased number of visits from the occupiers of new residential development within Eastleigh borough to March 2027. It applies to development within the 13.8km catchment area, measured as a straight line distance from the boundary of the New Forest protected sites. This is based on the range within which 75% of all current day visitors live⁴.
11. The catchment area covers the majority of Eastleigh borough and includes all of the borough south of Fair Oak as shown in map 1 below.

⁴ Liley, D., & Caals, Z. (2020). Discussion and analysis relating to the New Forest SAC/SPA/Ramsar and a zone of influence for recreation. Footprint Ecology.

Key:

- EBC Boundary
- New Forest SAC boundary
- Edge of 13.8km zone
- Edge of 15km zone
- 13.8-15km zone

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New Forest SAC - 13.8 - 15km catchment area

EASTLEIGH
BOROUGH COUNCIL

Department:	Department:
Date: 01/03/2022	Scale: 1:125000

12. Parts of the borough are up to 17.8km away from the New Forest protected sites. These include parts of Chandlers Ford, Eastleigh, Bishopstoke and Fair Oak. Map 1 also identifies a zone within 13.8-15km. Large development (covered by the Environmental Impact Assessment regulations⁵) within the 13.8-15km zone should be screened to consider whether mitigation may be required such as the provision of SANG. Appendix 1 shows the 13.8km catchment area and 13.8-15km zone in more detail.

Development to be mitigated

13. The impact identified is from residents from new development visiting protected sites for recreation. The interim approach therefore requires contributions from new residential development involving a net gain in dwellings, both new build and redevelopment or changes of use to residential. This includes residential development delivered by the prior approval and permitted development processes, affordable housing and permanent gypsy and travellers pitches. This includes approved residential development that requires Reserved Matters approval.
14. There is also a potential impact from other development such as new hotels and development in C2 Use Class. This is not covered by this interim strategy. Proposals within the catchment area (and screening zone if applicable) will be assessed individually on a case by case basis to determine whether they will result in an increase in visits to the New Forest protected sites and if mitigation is required.

Interim strategy

15. The interim strategy provides two options for mitigation:
 - a. Contributions to a Strategic Mitigation Package comprising:
 - i. proportionate provision of SANGs within Eastleigh borough and
 - ii. financial contributions to the management of recreational impacts within the New Forest protected sites
 - b. Bespoke mitigation package

Strategic Mitigation Package

⁵ See <https://www.gov.uk/guidance/environmental-impact-assessment#Screening-Schedule-2-projects> for further information on the screening thresholds. These currently include residential developments over 150 dwellings or with an overall area of the development of over 5 hectares.

16. The Council has developed a strategic mitigation package based on providing alternative countryside recreation opportunities within the borough and including financial contributions to measures within the New Forest National Park. These will need to be funded from developer contributions in proportion to the number of housing units to be delivered.

A i. Proportionate provision of SANGs

17. A SANG (Suitable Alternative Natural Greenspace) is a recreation area specifically created to provide an alternative natural or semi-natural area in a more local and convenient location to attract visitors away from designated sites. It is a well-established mitigation tool for recreational disturbance and is widely used across England including nearby in the Thames Basin Heaths and the Dorset Heaths. The interim approach applies SANG in a proportionate way to reflect the number of visits from residents of new development in the borough.
18. In order to provide suitable mitigation, SANG has to meet certain key criteria set out by Natural England, as set out in Appendix 2. These include car parking, good-surfaced pathways providing for long walks of 2.3 - 2.5km and upwards where dogs can be allowed off lead to exercise and an attractive natural environment.
19. Natural England advises that SANG should be provided at the rate of 8ha/1000 population increase. This is the rate used within the 5km zone of influence of the Thames Basin Heaths and has also been adopted by the New Forest District Council. None of the planned Eastleigh housing growth will be in the 5km zones within which 62% of all day visits originate. It will account for just over 20% of all planned new residential development between 5-14km from the New Forest protected sites from which 13% of all day visits originate.

Calculating a proportionate SANG provision for Eastleigh Borough

20. The research includes a variety of data including survey data and separate projections of the total number of visits to the New Forest protected sites. These can be used to estimate the additional visits from the borough. The Council calculated estimates based on the proportion of new housing in the 5km – 14km zone delivered in the borough, the proportion of the total visits originating from the borough and the survey results where people reported how often they visited the New Forest protected sites. The Footprint Ecology research demonstrates a clear principle that the number of visits from each household decreases with distance from the New Forest.
21. The telephone survey findings provide robust data on which to compare visits from Eastleigh residents with New Forest district residents and, as the highest estimate, demonstrate a precautionary approach. The average number of visits

from each household in the borough is just under one quarter of the average number from households in New Forest district, which is predominantly within the 0-5km zone (25 visits compared to 105 visits). In order to demonstrate a precautionary approach, it was decided to compare the rate against residents living in the New Forest district, instead of residents of the New Forest National Park itself (who make an average of 211 visits), due to the very low levels of new development within the National Park.

22. The interim strategy is calculated to reflect both the number of additional households built within the catchment zone and the estimated number of additional visits to deliver proportionate mitigation to address the impact.
23. The interim strategy is based on a proportionate requirement of 25% SANG, equating to 2ha per 1,000 population. Based on an average household size of 2.4 people and an outstanding requirement to March 2027 of 5,648 dwellings, this results in a requirement of 27.1ha of SANG within Eastleigh borough. The SANG provision will include both a new greenspace site and improvements to increase the attractiveness and capacity of existing greenspaces throughout the year which can therefore function as SANG.

Land identified for SANG creation

24. The SANG contribution will deliver a new SANG site and improvements to Itchen Valley Country Park, see Appendices 3 and 4. An area of land east of Allington Lane has been identified which will deliver 14.3 hectares. This is considered suitable for a new SANG to deliver greenspace close to new development, especially the One Horton Heath development, and link into the Itchen Valley Country Park to the south west. Based on Natural England guidance, a SANG of this size will have a likely effective catchment radius of 4km.
25. The new SANG will provide public recreational space and improved links into the wider footpath network. It will make the existing Country Park more accessible to people living to the north of the park. It comprises part of the One Horton Heath site and adjoining farmland in Council ownership (see Appendix 3). The land includes Hearts Copse, a 3.3 hectare SINC, criteria 1A (1A Ancient Semi-natural woodland). There is negligible public use in this area at the moment and the informal footpaths here can be formalised and used to direct people away from sensitive areas. There is an existing public right of way through the sites between Burnetts Lane and Allington Lane (West End FP3).
26. The components required to deliver SANG on the site following the removal of debris and tree safety work have been identified. This will include a circular gravel surfaced path, 10-15 car parking spaces, benches and signage, with

boundary treatment as required to include enclosed fencing and designed to screen the SANG and maintain its character. In addition to land acquisition and funding capital infrastructure costs, the calculation includes management and contingency costs and annual costs for maintenance in perpetuity (for 80 years).

27. Itchen Valley Country Park is an existing open space at the centre of the borough with public access with the scope to significantly increase its capacity. This is by improvements to the existing open space to make it more attractive for visitors who would otherwise visit the New Forest.
28. The Country Park contains a mix of water meadows, woodland and meadows and is suitable for dog walking and provides a range of walking routes and circular trails. It has shown an upwards trend in visitor numbers in the last five years and increased dwell time. During this time the Council has invested in facilities and improvements such as the installation of a dog wash. Data from 2017-2020 shows that twice as many people visit in the busiest month (August) as in each of the months of November, December and January. The Council has identified improvements to both increase the overall capacity including additional car parking and to extend the season and increase its attractiveness in the winter months with improvements to the footpath network and infrastructure such as covered seating.
29. Most of the visitors to the Country Park are families⁶. The improvements planned increase the attractiveness of the Country Park to families looking for a destination for a half or full day out. In addition to delivering improvements on site, the Country Park will become more accessible to people living to the north of the park. There will be new links into the wider footpath network and improved access to the mix of habitats within the Country Park from the new SANG in Allington Lane.
30. The Country Park includes areas designated as Site of Special Scientific Interest (SSSI) and Special Area of Conservation (SAC). Areas of high biodiversity value including SSSI and SAC are excluded from the calculations of the additional recreational capacity within the existing Country Park. The areas considered as suitable include the recreational fields and meadows, and woodland containing play trails which the main footpaths and cycle paths go through.
31. In addition to the delivery of a new SANG and increased capacity at Itchen Valley Country Park, the Council is investigating opportunities to address the impact by delivering new and improving existing greenspaces across the borough. These include at the new Windhover Meadows Country Park,

⁶ Survey research (2015) shows that nearly 70% of visitors typically visit with other family members

Bursledon (10.5 hectares). The full strategy will consider opportunities for further large scale SANG in the borough. In the event that the Council is not able to deliver sufficient SANG at Land at Allington Lane and Itchen Valley Country Park, the Council has other land holdings that may be used. In this situation, the Council's approach to deliver the interim strategy is to improve existing greenspace where possible.

32. The developer contributions towards SANG provision will be required to cover land acquisition costs, the capital costs of infrastructure and landscaping and associated costs, ongoing management and maintenance costs in perpetuity and for monitoring⁷. The monitoring component is to check the implementation of the measures and their costs and to assess their effectiveness in increasing the use of greenspaces within the borough and diverting trips from the New Forest. Further survey work will also be undertaken to supplement the existing evidence on the number of visits Eastleigh residents make to the New Forest protected sites.
33. The figures in the interim strategy will be reassessed as required in 12 months following detailed design work and reviewed annually.

A ii. Financial contributions to the management of recreational disturbance within the New Forest protected sites.

34. While the provision of SANG will provide a convenient alternative destination and reduce the total visits, new residents of Eastleigh will still visit the New Forest protected sites. This residual impact therefore also has to be addressed through appropriate mitigation. To manage the growing number of visits, the New Forest National Park Authority has established site wardening, monitoring and information services (Strategic Access Management and Monitoring or SAMM) that are intended to reduce recreational disturbance at source. This provides a potentially suitable interim approach to mitigate the residual impacts.
35. There is currently a limited programme of access management to address the impact from residents living within the National Park itself. The Footprint Ecology research demonstrates that the locations visited and activities undertaken vary significantly depending on where people travel from. Consequently different measures will be required to address the impact of residents travelling from Eastleigh borough. Until further work is undertaken to assess the measures and level of contributions required, the interim strategy proposes funding the equivalent of one ranger post throughout the interim strategy period (i.e. 5 years). This is in addition to the New Forest National Park Authority staffing levels. This contribution is a precautionary approach for the interim strategy to reflect the growth planned in Eastleigh borough and the

⁷ In perpetuity is considered to be 80 years

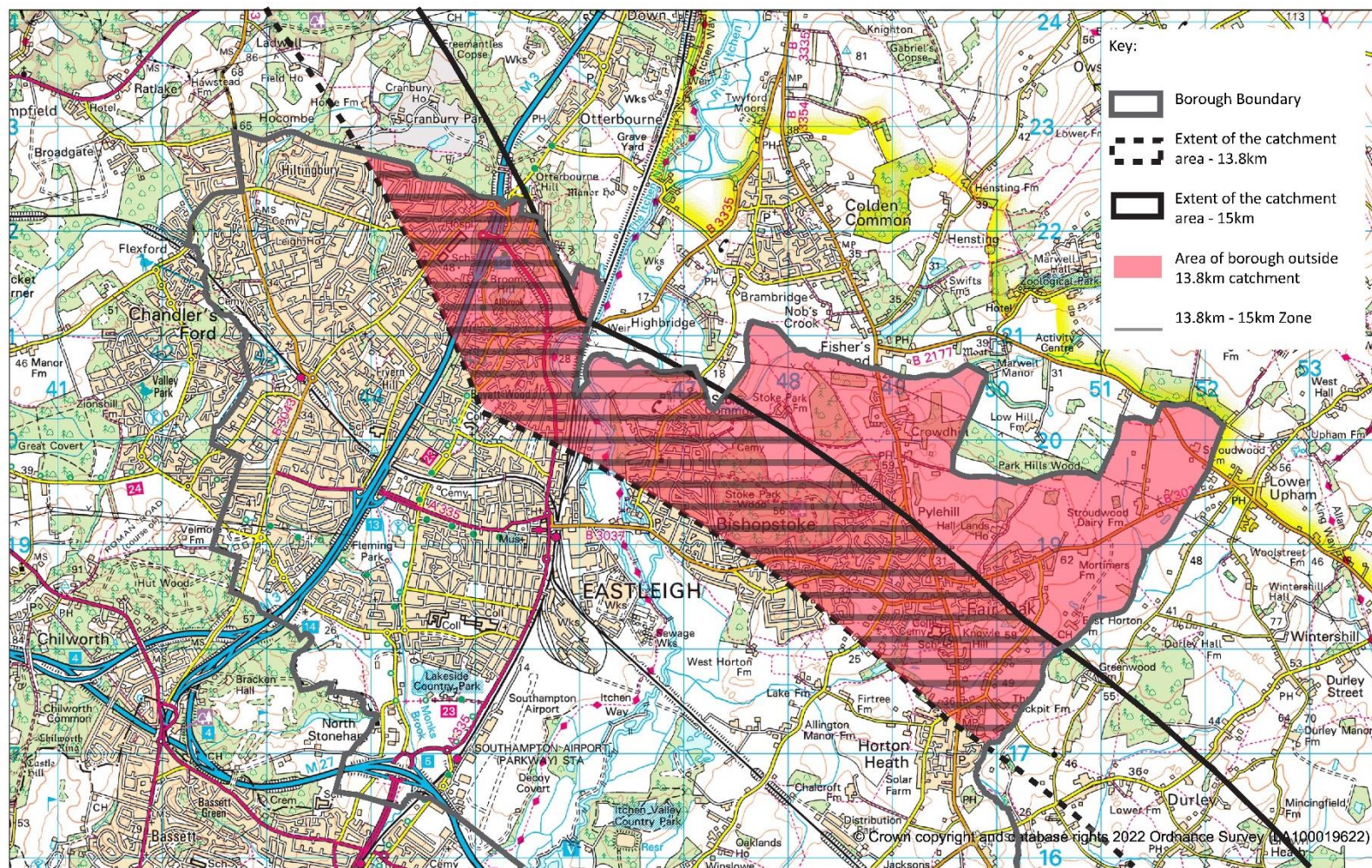
number of visits from the borough. The New Forest National Park Authority supports the proposal and will work with the Borough Council to set up the post and report back on the employment of the ranger and activities undertaken. It is intended that the role will be similar to those of the Bird Aware posts on the Solent coast, engaging with visitors to the New Forest protected sites, advising them of the special interest features and their vulnerabilities and providing advice on how to avoid damaging and disturbing these interest features.

36. The Council will transfer an annual contribution to the New Forest National Park Authority. This will be ringfenced for the delivery of the equivalent of one full time ranger post (including necessary overheads), focused on the designated sites in the New Forest. This will supplement their existing team of rangers. The National Park Authority will manage the post and report back at least annually on its delivery and activities undertaken.
37. The components of the SANG creation, improvement and mitigation of impacts on the New Forest are set out at Appendix 4. The total contribution required from new development in Eastleigh borough for SANG and SAMM is calculated at **£1,161 per dwelling**. This figure is subject to annual review and monitoring to ensure the effectiveness of the strategy. Contributions will be index-linked, and payable on commencement of development to ensure that SANG creation measures are completed in a timely manner, where possible ahead of occupation of new dwellings.

B. Bespoke mitigation

38. There is the option for new residential development to deliver bespoke mitigation as an alternative to the SANG component of the contributions above. The bespoke approach will still need to include the SAMM contribution as set out in this interim strategy.
39. Any bespoke mitigation will need to be agreed by the Council and by Natural England. It will have to demonstrate that the measures are additional to public open space requirements, provide additional capacity for the visits generated by the development and deliver an appropriate alternative to visits to the New Forest protected sites and address any residual impacts.

Appendix 1 Detailed 13.8km catchment map and 13.8km-15km screening zone for EIA developments



Department:	Department: SP
Date: 01/03/2022	Scale: 1:50,000

Appendix 2 Natural England SANG checklist

'Must haves':

- 1 For all sites larger than 4ha there must be adequate parking for visitors, unless the site is intended for local use, i.e. within easy walking distance of the developments linked to it. The amount of car parking should be determined by the anticipated use of the site and reflect the visitor catchment of both the SANGS and the SPA
- 2 It should be possible to complete a circular walk of 2.3 – 2.5 km around the SANG
- 3 Car parks must be easily and safely accessible by car and should be clearly sign posted.
- 4 The accessibility of the site must include access points appropriate for the particular visitor use the SANGS is intended to cater for.
- 5 The SANGS must have a safe route of access on foot from the nearest car park and/or footpaths
- 6 All SANGS with car parks must have a circular walk which starts and finishes at the car park.
- 7 SANGS must be designed so that they are perceived to be safe by users: they must not have tree and scrub covering parts of the walking routes
- 8 Paths must be easily used and well-maintained but most should remain unsurfaced to avoid the site becoming urban in feel
- 9 SANGS must be perceived as semi-natural spaces with little intrusion of artificial structures except in the immediate vicinity of car parks. Visually sensitive way-markers and some benches are acceptable.
- 10 All SANGS larger than 12ha must aim to provide a variety of habitats for users to experience
- 11 Access within the SANGS must be largely unrestricted with plenty of space provided where it is possible for dogs to exercise freely and safely off lead.
- 12 SANGS must be free from unpleasant intrusions (e.g. sewage treatment works smells, etc.)

'Should haves':

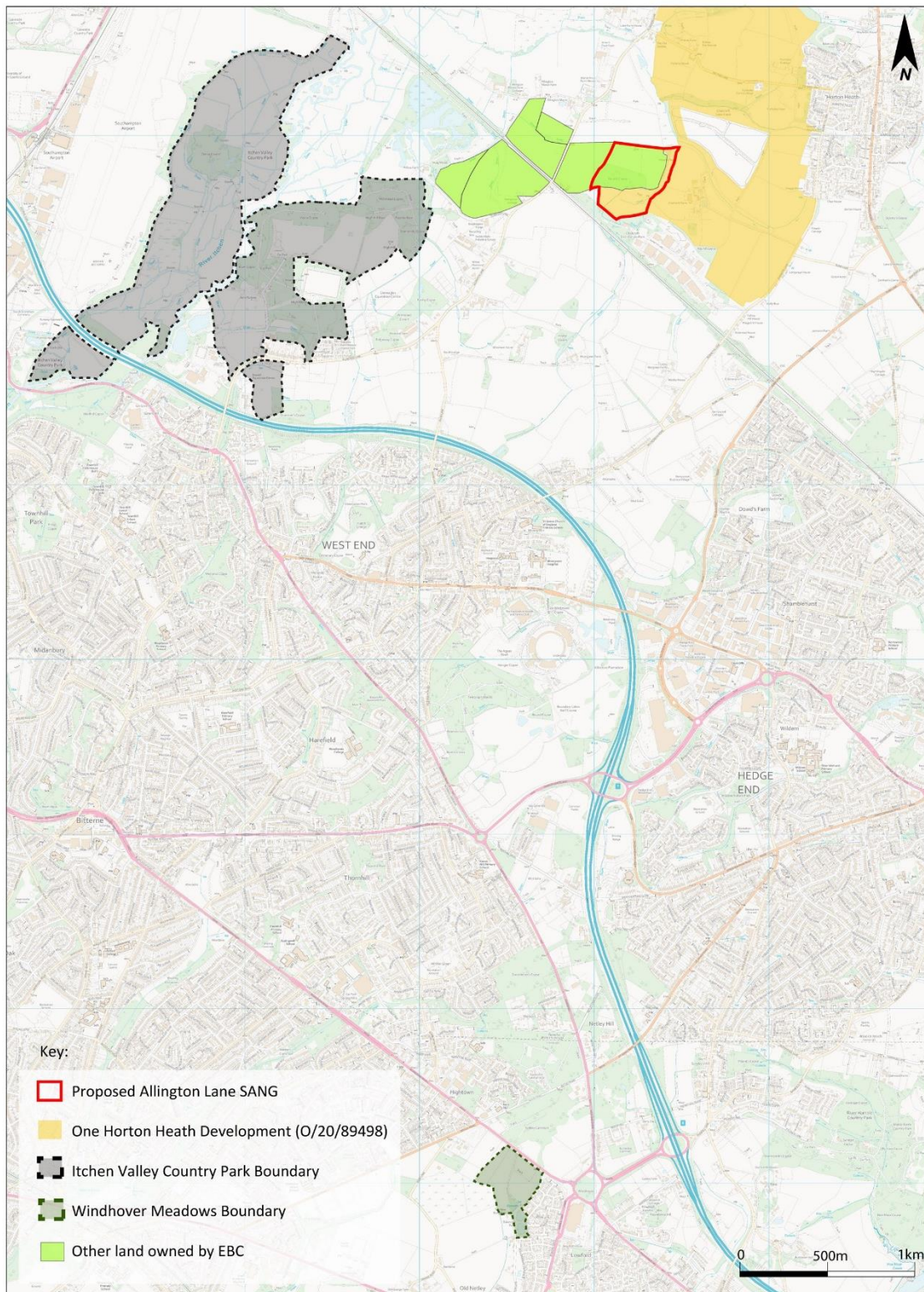
- 13 SANGS should be clearly sign-posted or advertised in some way.

- 14 SANGS should have leaflets and/or websites advertising their location to potential users. It would be desirable for leaflets to be distributed to new homes in the area and be made available at entrance points and at car parks

Desirable:

- 15 It would be desirable for an owner to be able to take dogs from the car park to the SANGS safely off the lead.
- 16 Where possible it is desirable to choose sites with a gently undulating topography for SANGS
- 17 It is desirable for access points to have signage outlining the layout of the SANGS and the routes available to visitors.
- 18 It is desirable that SANGS provide a naturalistic space with areas of open (nonwooded) countryside and areas of dense and scattered trees and shrubs. The provision of open water on part, but not the majority of sites is desirable.
- 19 Where possible it is desirable to have a focal point such as a view point, monument etc. within the SANGS.

Appendix 3 New proposed SANG at Land off Allington Lane and existing country park sites for proposed and potential SANG



Proposed Allington Lane SANG

Date: March 2022 | Dept: SP | Scale: NTS



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Appendix 4 SANG components

Deliver a new SANG: Land at Allington Lane

Nature of proposal: New area of SANG providing public recreational space and improved links into the Itchen Valley Country Park and the wider footpath network

Site area: 14.3 hectares

Length of public right of way created: Provision of a minimum of 2.3km path. Site includes existing public right of way between Burnetts Lane and Allington Lane

Planning considerations: The land comprises part of the One Horton Heath site (approximately 5ha) and adjoining farmland to the north of Itchen Valley Country Park. The land includes Hearts Copse, a 3.3 hectare SINC, criteria 1A (1A Ancient Semi-natural woodland). There is also a public right of way crossing the site (West End FP3)

Background: The Council has undertaken land acquisition to address issues including nitrates, phosphates, mitigating recreational disturbance on the New Forest and the delivery of biodiversity net gain. This land is considered suitable for a new SANG to deliver greenspace close to new development and a link into the Itchen Valley Country Park to the south.

Delivery: This land is now owned by Eastleigh Borough Council. Notice has been given to the occupier for the land under grazing licence and there is no lead in time for the land at Hearts Copse. A programme of improvements is being drawn up to deliver SANG on the site following the removal of debris and tree safety work. This will include a minimum 2.3km circular gravel surfaced path, 10-15 car parking spaces, benches and signage, with boundary treatment as required to include enclosed fencing and designed to screen the SANG and maintain its character.

Components of the New SANG
Capital items: • Land acquisition • Landscaping, tree planting, hedgerows • Footpaths - creation of new footpaths (2.3km in length), improving existing footpath, boardwalks • 10 car parking spaces • Fencing and entrance gate • Waymarker posts and signage • Other items – dog bins and benches
Surveys - Baseline ecology surveys and Management Plan
Management costs and contingency
Annual costs (in perpetuity for 80 years): • Replacement and repairs – footpaths, entrance gates, dog bins, fencing

- | |
|--|
| <ul style="list-style-type: none">• Maintenance and clean up• Vegetation management• Management and monitoring |
|--|

Increase capacity at existing SANG: Improvements at Itchen Valley Country Park

Nature of proposal: Improvements to Itchen Valley Country Park to increase its capacity as SANG

Equivalent to site area delivered: Improvements to deliver additional capacity 12.8 hectares (on land not identified as high biodiversity value).

Planning considerations: Analysis has demonstrated that there is an opportunity to increase the recreational capacity within the Itchen Valley Country Park. In 2020/21 there were 240,860 visitors to the Country Park (based on parking data and an estimated occupancy of 2.5 people per car). Survey data shows that the average number of visits per annum was around 18 visits. The Country Park includes areas of high biodiversity value including Sites of Special Scientific Interest (SSSI) and Special Areas of Conservation (SAC). Based on 2ha/1,000 population and excluding areas of high biodiversity value, there is scope for improvements to deliver additional recreational capacity. A planning application will be submitted in Summer 2022 to deliver some of the improvements identified in the Itchen Valley Country Park Masterplan.

Background: Itchen Valley Country Park is an existing Country Park owned and managed by the Council with an estimated 240,860 visitors in 2020/21. It is in a central location in the borough and is close to new development to the north. The Council is committed to implement improvements at Itchen Valley Country Park in accordance with its Masterplan. There is scope for contributions to fund improvements to deliver an increased area of SANG. The areas considered as suitable include the recreational fields and meadows, woodland containing play trails and which the main footpaths and cycle paths go through.

Delivery: This land is owned and managed by Eastleigh Borough Council. A planning application will be submitted in Summer 2022 to deliver improvements related to the delivery of SANG identified in the Itchen Valley Country Park Masterplan. In order to deliver additional SANG at the Country Park, contributions could finance:

- Footpath improvements with over 5km of solid footpaths and increased penetration into variety of habitats across the Country Park
- Relocation of parking from wooded areas and provision of additional car parking spaces
- Improved signage and communications materials

New Forest ranger

- Full time equivalent post for 5 years

Monitoring costs

- Installation of automatic visitor counters at new SANG
- Implementing and analysing surveys to supplement Footprint Ecology data on visits to the New Forest protected sites.

CABINET

MONDAY 29 MARCH 2021

NITRATES CREDITS CHARGING POLICY

Report of the Corporate Director – Chief Financial Officer

Recommendation(s)

It is recommended that Cabinet approve a charge of £3,000 plus VAT per nitrate credit to developers with immediate effect, secured by S106 Agreement.

Summary

In March 2020 Cabinet agreed an initial charging policy for nitrate credits offered by the Borough to developers as a mechanism to mitigate any increase in nitrates arising from development.

The Council has successfully acquired 194 acres of land with the primary purpose of offsetting the nitrate impact of development.

As information develops on the impact of nitrates and mitigation methodologies it is appropriate to review charges.

This report sets out the current position of the Council and proposes a move to charge £3,000 per nitrate credit (1 credit equates to 1 kilogramme of nitrate per year), rather than a charge per dwelling as per the previous approval.

Statutory Powers

Habitats Directive (transposed by the Conservation of Habitats and Species Regulations 2017 (as amended))

Town and Country Planning Act 1990

Strategic Implications

1. The decision in this report supports the Housing Development objectives in the Corporate Plan 2015-2025. It is also key to the Climate Change and Environmental Emergency action plan and will have a significant positive impact on the environment.

Introduction

2. There is evidence of high levels of nitrogen and phosphorus in the Solent water catchment environment, including evidence of eutrophication (term for

the process by which a body of water becomes progressively enriched with minerals and nutrients) within this internationally designated site. The Solent water environment is internationally important for its wildlife and is protected under the Water Environment Regulations and the Conservation of Habitats and Species Regulations (2017) As amended. The high levels of nitrogen and phosphorus must be considered as required by the Habitats Regulations and a development must demonstrate that it would achieve nutrient neutrality i.e. avoid nitrogen loading by ensuring there is no nett increase in nitrates leaving the site as a result of the development.

3. In June 2019 the Council agreed an interim strategy with Natural England to offset an increase in nitrogen levels generated from a development site by removing Council-owned land from an agricultural use. (Certain types of agricultural use have an effect of additional nutrients to the water environment.)
4. Since June 2019 the Council has been offsetting nitrate impact from 3rd party developments in the Borough against land at Horton Heath. This approach was acknowledged as an “interim” strategy and that a more permanent solution would be needed, ideally in line with emergence of a sub-regional solution.
5. Supporting this interim offsetting strategy, as landowner the Council felt it reasonable to charge a developer if they chose to offset against Council owned land. A policy was approved by Cabinet in March 2020 which introduced a charge per dwelling of £4,500 with the agreement that this would be kept under review as the situation developed including further discussions with Natural England.
6. The interim charge to developers approved in March 2020 based on 1.5 credits per property at £3,000 per credit (1 credit equates to 1 kilogramme of nitrate per year).

Land acquisition to date

7. In April 2020 Cabinet approved the purchase of parcels of strategic land which would offset the nitrate burden. This approach has been supported by Natural England (NE) as this offsetting solution will be in perpetuity.
8. To date the Council has completed land purchases for 78.5 hectares (194 acres) to enable the offsetting of nitrates from new development. The specific number of credits is currently being agreed with Natural England however this is currently calculated at 3,388 credits.
9. These credits will be used to permanently offset requirements of the developments temporarily offset against the Horton Heath site, (for comparison approximately 2.1 credits per dwelling), and also be offered to developers and other local authorities across the region who may wish to use the Council’s land to mitigate the impact of their schemes.

10. The number of credits available from this first land purchase will enable the Council to secure its own development pipeline (excluding One Horton Heath), but the majority of these credits will be offered to 3rd parties for a charge. This income offsets the cost of the recent land purchases and was included in the purchase business case.

Nitrate Credit Scheme

11. By January 2021 45 different developments had expressed interest in offsetting their nitrate load against Council land, with an overall requirement of 777 credits. Whilst some of these planning applications are yet to be determined it demonstrates the option for developers to choose to offset against Council land is strong.
12. Currently, and understandably, Natural England adopt a generic approach to their calculations. The Council is working with Natural England to agree the methodology for calculating nitrate levels on offset land. This will enable the number of credits on our offset land to be confirmed based on historic farming practices rather than regional averages, and in turn which the Council can offer up for nitrate mitigation.
13. The Assets Team are developing a process to log the allocation of credits to schemes, in perpetuity, to ensure that this is fully auditable by Natural England. Credits will only be offered to developers against specific schemes and therefore cannot be “banked” in advance of a scheme being identified.
14. Any agreement to use Borough Council mitigation land will be accompanied by a legal agreement, often within a Section 106 agreement. This will ensure that all parties are aware of obligations, including the Borough Council where mitigation agreed to provided must be held in perpetuity (for a minimum of 80 years).
15. Where developers outside the Borough are interested in purchasing nitrate credits from Eastleigh, this will be considered as long as it can be demonstrated that the relevant Local Planning Authority has received a valid planning application and ultimately that mitigation is secure in an appropriate Planning Agreement. This is to prevent the “banking” of credits.
16. Currently, the Council charge per dwelling for nitrate mitigation does not take in to account any on-site efforts made by the developer to reduce a development’s nitrate output. Also, the arrangement does not provide any incentive to a developer to attempt to offset the nitrate level as the cost per dwelling remains the same irrespective of the total level of nitrate generated by the development.
17. The current charging schedule results in the Council assuming risk on the actual number of credits required per dwelling.
18. By changing the offsetting charging mechanism to reflect the total nitrate levels needing to be mitigated on a project-by-project basis, as calculated

using the Natural England methodology, the credit charge is transparent and proportionate to the development.

19. The recommendation is to adopt a charge of £3,000 plus VAT per credit in line with the business case approved by Cabinet in April 2020. The charge is calculated based on the land purchase business case which includes an annual cost of managing the land in perpetuity.
20. The approach to nitrate offsetting by neighbouring Authorities is still emerging but similar charges are known to be sought by other Councils in the region.
 - (a) Winchester City Council are charging £3,500 per credit secured by S106 but as yet have no schemes to apply the financial contributions to.
 - (b) The Hampshire & Isle of Wight Wildlife Trust have 1 offset land scheme on the IOW which offer credits for £2,500 each.

Financial Implications

21. Initially the nitrate credit charging scheme will be cost neutral as the income will be held against costs of land holdings already in the Council's control. The income will be ring fenced for the purposes of nitrate mitigation and could be used for future land purchases and ongoing maintenance.

Risk Assessment

22. There is no initial risk with using land already in the Council's control. The risk of not introducing this scheme is that housing delivery could stall within the borough as planning application decisions will not be issued. Longer term risks could arise if the supply of land is exhausted however it is hoped that the regional approach to this issue will address this.

Equality and Diversity Implications

23. The Equality Act is not relevant to the decision in this report.

Climate Change and Environmental Implications

24. The proposals contained within this report will have a positive impact on the environment by setting aside land in perpetuity to address nitrate issues within the region.

Conclusion

25. It is recommended that Cabinet approve the introduction of a charge of £3,000 plus VAT per credit which can be offered to developers or other local authorities within the region with immediate effect.

SARAH KING
CORPORATE DIRECTOR – SUPPORT SERVICES (CFO)

Date: 3 March 2021
Contact Officer: Sarah King
Tel No: 023 80688011
e-mail: sarah.king@eastleigh.gov.uk
Appendices Attached: nil

LOCAL GOVERNMENT ACT 1972 - SECTION 100D

The following is a list of documents which disclose facts or matters on which this report or an important part of it is based and have been relied upon to a material extent in the preparation of this report. This list does not include any published works or documents which would disclose exempt or confidential information.

None.

POLICY AND PERFORMANCE SCRUTINY PANEL

24 NOVEMBER 2022

CABINET

8 DECEMBER 2022

STRATEGIC LAND UPDATE

Report of the Corporate Director – Chief Financial Officer

Recommendation(s)

It is recommended that Policy & Performance Scrutiny Panel

- (1) note the contents of this report and make recommendations to Cabinet as appropriate.**

It is recommended that Cabinet

- (2) note the contents of this report and any recommendations arising from its consideration at Policy & Performance Scrutiny Panel; and**
- (3) Approve a revised interim charge for Suitable Alternative Natural Green Space (SANG) to be collected from developers that wish to mitigate their recreation impacts on the New Forest using Eastleigh Borough Council projects delivered on the strategic land.**

Summary

This report sets out progress from July 2020 until September 2022 of the Strategic Land Acquisitions including proposed uses where appropriate.

Statutory Powers

* Localism Act 2011

*Section 33 agreements under the Local Government (Miscellaneous Provisions) Act 1982

Strategic Implications

1. The projects being identified and carried out on Council owned land will contribute to creating a Green Borough by providing an Excellent Environment

for All, developing our green infrastructure and by Improving Wellbeing through enhancement and access to nature.

2. The Health and Wellbeing Corporate Strategy (2018) similarly emphasises the importance of increasing the use of open space and green infrastructure for everyday physical activity.

Introduction

3. Reports to Cabinet in March 2021 and July 2022 approved mitigation and charging strategies for Nitrates and Phosphates utilising strategic land purchased by the Council for this purpose.
4. The Strategic Land Purchases, whilst delivering nutrient and phosphate mitigation also provide the opportunity to explore and develop opportunities to meet other strategic objectives which include investment in green infrastructure, habitat creation and renewable energy infrastructure.
5. Since July 2020, 238 hectares of land across 11 titles as shown at Appendix 1, has been purchased. This report updates Councillors on workstreams looking at land uses across these new land acquisitions and seeks approval for the revised interim charge for Suitable Alternative Natural Green Space (SANG) to be collected from developers that wish to mitigate their recreation impacts on the New Forest using Eastleigh Borough Council projects delivered on the strategic land.

General

6. A Strategic Land Project Board comprising Council staff has been established to provide governance and monitor progress in relation to the Strategic Land acquisitions. Monthly reports are provided by this operational team to the Climate and Environmental Emergency and Community Projects Boards.

Progress to Date

7. A comprehensive GIS map layer has been enhanced to map all Council owned land (including recently purchased strategic land).
8. Utilising this information, tenders have been issued to appoint consultants to inform a greater insight and understanding of the attributes and habitats of this land. This work will be concluded by March 2023, and it is anticipated this will inform recommendations for additional uses of the land including the generation of further mitigation credits.
9. In tandem various alternative land use projects are being progressed on the land to maximise its usage. These include Green Energy Projects (Solar, Private Wire Power Network and Green Heat Network), Tree Planting, Tree Nursery Relocation, Biodiversity Net Gain & Wetland Creation, provision of SANG and feasibility of additional cycle routes from Horton Heath to Eastleigh.

10. Land purchased at Stoke Park Farm and land adjacent to Bishopstoke Road completed in March 2022.

Nitrates & Phosphates

11. To date the Council has signed S33 legal agreements with neighbouring Local Authorities for provision of nitrate mitigation to developments within their administrative area.
12. 11354 credits were identified as available from the land purchase however we have applied a blanket reduction of 5kg/HA in line with advice from Natural England Total Nitrate (TN) credits available to trade from purchase of strategic land is 10228Kg TN/yr (1 credit = 1Kg TN/yr). Cost per credit is £3000 plus VAT.
13. To date we have disposed of 1,814 credits, made offers to sell 1,766 credits, and ringfenced 4,000 credits for use at One Horton Heath. This leaves 3773 credits still to dispose of.
14. Phosphate credits are only eligible for use within Eastleigh Borough so no legal agreements with neighbouring authorities are required.
15. Total Phosphate (TP) credits available to trade from purchase of strategic land is 147 TP/yr (1 credit = 1Kg TP/yr).
16. To date we have received 6 enquiries to sell Phosphate credits but not sold or made any offers pending confirmation of our charge.
17. The interim charge of £4,500/dwelling for the Phosphate mitigation has been reviewed and compared to commercial offers from other providers. It is proposed that we revise our charge to £50,000 per credit (1 credit = 1kgTP/yr) and this is included within the Fees and Charges report to November Cabinet. The amount of mitigation required per dwelling varies between projects but ranges from 0.07 - 0.13.
18. The proposed charge is in line with other commercial offers in the market for Phosphate mitigation and removes the risk of under recovery of income by the Council compared to charging on a per dwelling basis.
19. We expect sale of Phosphate credits to commence Q4 22/23 once the Habitat Regulations Assessment (HRA) requirements filter through to planning permissions.
20. Based on the continued charge of £3,000 per Nitrate credit and proposed charge of £50,000 per Phosphate credit the total projected income from sale of nutrient credits is £38M with sales to date of £3.824M.
21. Focus over the next 6 months will be on securing larger volumes of confirmed income through liaison with other local authorities and direct approaches to developers.

Green Energy Projects

22. The delivery of three Green Energy Development projects were approved at Cabinet on 23 May 2022, for the construction, installation, and ongoing management of ground mounted solar panels on land owned by the Council, a private wire network connected to the Council's existing and proposed solar farms adjacent to the One Horton Heath (OHH) development which would serve the non-residential property and electric vehicle charging demands of OHH and for a private wire heat network serving all new property at OHH.
23. The proposal that the Solar Farm is constructed on two separate land parcels is being reviewed in favour of locating these on adjacent land parcels off Allington Lane as the sites are not valuable farmland and will be better configured.
24. These projects are in the start-up phase and are being monitored through the Community Projects Board. Currently forecasting completion in Spring 2024.

Tree Planting

25. In February 2019 the Council committed to planting 160,000 trees in the Borough by 2030 as part of its Climate and Environmental Emergency Programme.
26. 1,369 trees have been recorded as being planted across the Borough from 2020-2022 which included public planting days held at Itchen Valley Country Park (IVCP) in January 2022 through the Tree Sponsorship Schemes. Additional planting days will take place during the planting season from November to February each year.
27. The number of trees planted is below the anticipated trajectory detailed within the Tree Nursery report (Cabinet July 2020). Of the 5500 commitment only 1369 trees have been planted to date due to service pressures and previous Covid restrictions.
28. Survey information will inform which sites are best suited to tree planting and hedgerows. A planting plan and revised trajectory will be developed during 2023 to achieve the 2030 target.

Tree Nursery Relocation

29. To support the 160,000-tree planting commitment, Cabinet approved the creation of a Council owned and operated Tree Nursery in July 2020, located on a temporary site of 2.8 hectares of land at OHH.

30. This has reached its growing capacity (30,000 trees in stock) and as the OHH scheme progresses, the land occupied by the tree nursery will be required for development by December 2025.
31. Surveying information will identify the location for the permanent tree nursery.

Biodiversity Net Gain & Wetland Creation

32. In December 2021, Cabinet approved a draft Biodiversity strategy ahead of public consultation. The strategy aims to:
- a. create a minimum of 50 hectares of new habitat and restore a minimum 50 hectares of existing habitat in priority areas.
 - b. plant additional trees of the right species and maturity of tree in the right place to ensure maximum ecological benefit.
 - c. seek to protect and improve existing designated nature conservation sites and increase the number for Sites of Importance for Nature Conservation (SINC) by 10%; take specific, measurable action aiming to halt or reverse the decline of key species so that fewer species are in decline or vulnerable.
 - d. ensure all relevant development meets the required biodiversity obligations of a minimum of 10% biodiversity net gain enshrined in the Environment Act.
33. The survey information will provide a greater understanding of the attributes and habitats within Council owned land. Once received, the strategic aims of the Biodiversity Strategy can be addressed through multiple on-site ecological improvements and comprehensive planting schemes.
34. In addition, the Strategic Land purchases provide the opportunity to explore additional wetland creation. Proposals to create new wetlands are being considered on Council owned sites. Before these can be brought forward as potential mitigation, further work is required including water quality monitoring, detailed design and the development of a business case. In addition, forthcoming legislation may impact on the proposed solution.

Suitable Alternative Natural Green Space (SANG)

35. In March 2022 Cabinet approved an interim New Forest Mitigation strategy to create SANGs within the Borough and secure financial contributions towards the management and monitoring of visitor pressures as mitigation of the impacts of the Borough's increasing householder population on the New Forest National Park.
36. The Strategy is for 5 years and committed the Council to creating SANGs equivalent to 27.1 ha and providing a contribution towards a new ranger employed by the New Forest National Park Authority. The cost of this is to be funded through developers' contributions secured against new residential development. The quantum of SANG required was based on the need to mitigate the forecast outstanding requirement to March 2027 of 5,648 dwellings.

37. The Strategy proposed improvements to IVCP (12.8 ha) which increased visitor capacity and dwell time and provides mitigation for OHH and a new SANG (14.3 ha) to be located on the land east of Allington Lane. However, further investigation has concluded that the Allington Lane site has a number of factors limiting its suitability as a SANG, whilst having had regard to future pressure from residential development the SANG would be better located elsewhere in the Borough for the catchment area to reach more existing and new residents. In addition, the proposed Allington Lane site would be more commercially viable for the new solar park due to its location adjacent to the previously considered solar farm west of Allington Lane.
38. The approved interim charging schedule has been reviewed in light of these changes and the agreed strategy (i.e. the funding of IVCP improvements and its use) to provide effective mitigation for the One Horton Heath development. The evidence based total cost for the provision of a new SANG has increased, whilst the contribution towards a New Forest ranger remains at £45,000 per year as agreed with the New Forest NPA.
39. To ensure adequate funding is secured to deliver the SANG strategy a revised charge of £2,220 per dwelling (increased from £1161 per dwelling) is proposed with immediate effect. With development encouraged to provide their own mitigation ideally as close to the development site as possible, the Council will be mitigating the impact of the OHH development via the improvements at IVCP with the capacity increases offsetting the additional dwellings at OHH. The cost for the IVCP improvements to provide specific mitigation for the OHH development is £331.79/dwelling (see Appendix 2).
- 40.
41. A breakdown of costs is as follows; these contributions are index linked from January 2024 with a base date of November 2022:

Allocation	Contribution
New Forest SANG	£1968.24
New Forest Ranger	£41.07
Monitoring	£9.13
Commercial Risk	£201.84

42. This charge is based on the same estimate for creation of a 14.3 Ha SANG project but now only on the number of qualifying dwellings within the anticipated catchment of the SANG that can contribute to its creation and long-term management. Appendix 2 provides the full breakdown of the proposed charge.

Hedge End – Eastleigh Cycle Route

43. The feasibility of providing a direct cycle way to link Hedge End and Eastleigh has been explored. Initial investigations identified a preferred route however significant constraints relating to delivery remain as follows:
- a. Land ownership – EBC do not own all the land along the preferred route required to build a cycle route from Hedge End to Eastleigh
 - b. Construction of a cycleway would need to overcome constraints such as floodplains, SINC (Site of Importance for Nature Conservation) and SSSI, (Sites of Special Scientific Interest) ecology, water crossings and ancient woodlands
 - c. The cycle route is not currently financially viable as a stand-alone business case and would need to be undertaken in combination with other projects to make it achievable
44. Whilst the delivery of a cycle route from Hedge End to Eastleigh is challenging the route and the land secured to date is safeguarded. Officers continue to explore options to overcome the identified constraints to ensure that the potential to deliver a cycleway in the future is not compromised.

Financial Implications

45. The Financial implications linked to the workstreams above have been highlighted in the relevant business cases that have been brought before Cabinet and will be reported on an ongoing basis through the regular financial monitoring reports to Cabinet.
46. Where charges have been amended for sale of nutrient and SANG credits this will bring additional income to the Council. It is considered prudent to retain existing income budgets and only inflate these when income streams in excess of the budget are achieved.

Risk Assessment

47. The acquisition of the strategic land alongside exiting Council owned land represents a significant and ambitious step forward towards achieving wider strategic objectives for the Borough.
48. This report provides a general progress update on the strategic land acquisitions and as such there are no report specific risks. Individual project risks are recorded and monitored through respective Projects and Programme boards.

Equality and Diversity Implications

49. The Equality Act is not relevant to the decision in this report because:

It is a report dealing with internal or procedural matters only. Therefore, it is considered that for this decision the Equality Duty does not need to be

addressed and an Equality Impact Assessment (EqIA) has not been carried out.

Climate Change and Environmental Implications

50. As detailed in the updates within this report, the proposals being explored for alternative land usage will have a positive impact on the environment and climate resilience. The aim being to protect and enhance these environments and promote environmental resilience. In addition, it provides practical opportunities to support mitigation or adaptation to climate change (through renewable installation, rewilding, wetland creation etc)

Conclusion

51. This report provides Councillors with a progress update on the Strategic Land acquisitions and other Council owned land. In addition, recommends approval of the revised interim charge for SANG to be collected from developers that wish to mitigate their recreation impacts on the New Forest using Eastleigh Borough Council projects delivered on the strategic land.

ANGELA TAYLOR
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Appendices Attached: 2

LOCAL GOVERNMENT ACT 1972 - SECTION 100D

The following is a list of documents which disclose facts or matters on which this report or an important part of it is based and have been relied upon to a material extent in the preparation of this report. This list does not include any published works or documents which would disclose exempt or confidential information.

None.

CABINET

15 FEBRUARY 2018

SOLENT RECREATION MITIGATION STRATEGY (DECEMBER 2017)

Report of the Strategy Lead (Housing & Development) & Lead Specialist for Housing and Development

Recommendations:

It is recommended that Cabinet:

- (1)** endorses the updated Solent Recreation Mitigation Strategy as a mechanism to mitigate the effects of increased recreational visits on the Solent Special Protection Areas (SPAs) arising from planned new housebuilding in the vicinity of the coast;
- (2)** continues to adopt the approach of the Solent Recreation Mitigation Partnership so that all relevant new residential development is required to mitigate against the harm caused, by either the submission of site specific schemes of work or payment per residential unit, prior to implementation of the development;
- (3)** approves the application of the Strategy's increased developer contribution rate to all relevant planning applications within the 5.6km zone which are determined after 1st April 2018, and endorses the transition guidance; and
- (4)** delegates the detailed mechanism for securing the planning obligations to the Lead Specialist for Housing and Development.

Summary

The purpose of this report is to update Cabinet on the Solent Recreation Mitigation Strategy (SRMS), and to seek agreement on the mechanism for securing developer contributions to fund measures identified in the Strategy.

The Solent Recreation Mitigation Partnership works to establish a strategic approach to manage recreational pressures on overwintering birds in the Solent, from an increasing residential population arising from new housebuilding. An interim Strategy was introduced in 2014 and since then work has taken place on the preparation of a longer term definitive Strategy. In December 2017 the Partnership published the updated Solent Recreation Mitigation Strategy. The Partnership anticipates that all Solent local authorities (including Eastleigh Borough Council) will have adopted the Strategy by the end of March 2018.

The Strategy enables a housebuilder to make a monetary 'developer contribution' for the strategic mitigation of recreational pressures that would otherwise occur over a wide area, instead of needing to provide bespoke mitigation themselves.

Statutory Powers

The Conservation of Habitats and Species Regulations 2017

Section 111 Local Government Act 1972

Section 106 of the Town and Country Planning Act 1990 (as amended)

Community Infrastructure Levy Regulations 2010 (as amended)

Strategic Implications

1. Implementing the Solent Recreation Mitigation Strategy supports the Council's green infrastructure objective of supporting local biodiversity and habitats, alongside the priority of ensuring a sufficient supply of new homes. Specifically, the Strategy supports the Council's objective of accelerating the delivery of new homes. Whilst a developer can still provide their own mitigation, for the vast majority it will be simpler, quicker and less costly to make a contribution towards the Strategy. The Strategy also aligns with the Council's Biodiversity Action Plan. The Strategy seeks to actively encourage all coastal visitors to enjoy their visits in a responsible manner rather than restricting access to the coast or preventing activities that take place there. This supports the Council's objective of facilitating better physical and mental health and wellbeing.

Introduction

2. The Council is one of fifteen Solent local authorities comprising the Solent Recreation Mitigation Partnership (SRMP), along with Natural England, the Royal Society for the Protection of Birds, Hampshire & Isle of Wight Wildlife Trust, and Chichester Harbour Conservancy. Since 2014 the Council has been operating a version of a disturbance avoidance strategy, with a 'flat rate' developer contribution of £181 per dwelling sought.
3. Cabinet is asked to consider the updated Strategy, and specifically the implications of an increased rate and sliding scale of developer contributions.
2. The updated Strategy endorsed by the Partnership for Urban South Hampshire (PUSH) Joint Committee on 5 December 2017 is online at: www.birdaware.org/strategy.
3. The Strategy aims to prevent bird disturbance from recreational activities through a series of management measures which encourage all coastal visitors to enjoy their visits in a responsible manner. The overall approach and benefits (including access to greenspace) is detailed in the Strategy.

Legislation and policy context

4. The Strategy provides a strategic solution to ensure the requirements of the Conservation of Habitats and Species Regulations 2017 (the Habitats Regulations) are met with regard to the in-combination effects of increased recreational pressure on the Solent Special Protection Areas.
5. The emerging Eastleigh Borough Local Plan 2016-36 (December 2017) policy DM11 (Nature Conservation) states the Council will work to develop and

implement a strategic approach to the protection of European sites from the direct and indirect effects of development including recreational disturbance. Specifically, the emerging Plan states the Council will contribute as required to the implementation of the SRMP's proposals, and will also implement any measures identified as part of project proposals which are not incorporated into the wider SRMP scheme.

6. The emerging Eastleigh Borough Local Plan 2016-36 (December 2017) policy DM11 (Nature Conservation) states that in determining planning applications, the Borough Council will require mitigation measures in connection with new residential development as identified by the Solent Recreation Mitigation Strategy unless it can be demonstrated to the satisfaction of the Borough Council that individually, or in combination with others, the development is not likely to have significant adverse impacts on the integrity of the Solent European marine sites.
7. Inspectors at recent appeals in the Borough have concluded development would be contrary to paragraphs 109 and 118 of the National Planning Policy Framework (conserving and enhancing the natural environment) in cases where mitigation was necessary and financial contributions in accordance with the Strategy were not being provided.

Securing developer contributions towards the Solent Recreation Mitigation Strategy (SRMS)

8. A proportion of the resource costs identified in the Strategy need to be funded from developer contributions. These annual costs for the PUSH area (up to the year 2034) are calculated at £1,996,000, to resource the ranger team, visitor management projects, and monitoring. Further information on the resource costs and implementation is contained in the Strategy available online at www.birdaware.org/strategy.
9. The baseline developer contribution is the equivalent of £564 per dwelling. In practice this will be charged on a sliding scale based upon bedroom numbers per dwelling (and subject to indexation). It is advised that the new developer contribution rate should apply to all relevant planning consents granted within the 5.6km zone from 1 April 2018 onwards.
10. Approximately 1,500 planned new dwellings in the Borough are in the 5.6 km zone (the Solent & Southampton Water SPA). This represents 29% of new dwellings on sites allocated in the emerging Eastleigh Borough Local Plan 2016-2036. Based on the average contribution per dwelling, these allocations would contribute approx. £904,662 towards the SRMS during the period 2018-2036.
11. The developer contribution will be required for every net additional dwelling within the 5.6km zone unless the developer can demonstrate to the satisfaction of the local planning authority and Natural England that it will provide alternative 'bespoke mitigation' which will fully mitigate the recreational impact of the development.
12. The method currently used to secure the contribution is a S106 Agreement, Unilateral Undertaking, or up-front payment, depending on whether additional

obligations are being secured, and the legal mechanism used. Contributions are paid to the Borough Council prior to commencement of development, or on a phased basis for larger schemes (except in the case of up-front payment). The contributions received by the Council are transferred quarterly to the Partnership (SRMP).

13. The contributions would fall outside the Community Infrastructure Levy (CIL). There would remain an option for developers to put forward alternative mitigation packages, which would need to be agreed with Natural England.

Facilitating housing development

14. The financial contribution in the SRMS is an increase from the interim strategy rate. The SRMS uses a sliding scale of contributions, as it is considered fairest that the developer contribution varies according to the number of bedrooms in the new property.
15. The rate ranges from £337 for a 1 bedroom dwelling up to £880 for 5 bedrooms or more, and will be kept under review. The Strategy was published for consultation with the development industry in July 2017. It is not anticipated that these rates will render development proposals unviable.
16. Development proposals cannot be consented or proceed unless there are no impacts on the integrity of European sites. If significant effects are predicted to occur, suitable measures for mitigation are required to reduce impacts to acceptable levels. The Strategy therefore seeks to enable housebuilders to mitigate recreational pressures that would otherwise occur over a wide area, instead of needing to provide bespoke mitigation themselves. The developer contribution mechanism aims to offer a simpler, quicker and less costly solution to project mitigation. To date, this approach has provided clarity and certainty for developers, and helped speed up the development approval process by avoiding objections from statutory nature conservation consultees.
17. For example, during 2016/17, planning permission was granted for 6,179 dwellings which were judged to require mitigation across the zone. All of the planning applicants opted for the developer contribution option, except one application for 14 dwellings which included a large area of managed woodland. This high rate of uptake underlines that the Strategy provides a way for developers to address the mitigation issue quickly and simply (see *Third Annual Report on Implementation, June 2017*).
18. The impact of development on a Special Protection Area is not part of the planning judgement whereby material considerations are weighed up by the planning authority in reaching a decision on a planning application. So it is not a matter of what weight will be placed on the mitigation issue. Rather it is a 'yes/no' question of whether the proposed development is legally compliant with the Habitats Regulations. Making the developer contribution means the proposal satisfies this question.
19. The Council will monitor the impact on planning negotiations however, and on the total package of obligations secured as a result. The increase in the level of financial contributions will also be factored into the economic viability

assessment undertaken as part of the evidence base for the Eastleigh Borough Local Plan.

20. Transition guidance issued by the Partnership is attached to this report and Cabinet are asked to endorse this (including dealing with reserved matters for applications charged at the lower contribution rate).
21. In addition to the SRMS financial contribution, the local planning authority, with advice from Natural England, will need to consider the mitigation requirements for some housing proposals on a case-by-case basis. Some housing schemes, when accounting for their scale or relationship with the SPAs, may need to provide additional mitigation measures in order to ensure effective avoidance/mitigation of impacts on the SPA. Separate mitigation may be required for other impacts which may arise from new housing, e.g. impacts on water quality, noise disturbance, high buildings obstructing bird flight lines, loss or damage to supporting habitats.

Alternative options

22. Continuing to rely on the interim strategy arrangements after 1 April 2018 does not provide sufficient long term mitigation to address the potential significant effects that have been identified and would result in an inconsistent approach with neighbouring authorities.
23. If the Strategy (December 2017) is not supported, it would be necessary for any planning applications for additional housing (and other relevant accommodation) within 5.6km of the SPA designations to provide bespoke mitigation measures in order to satisfy the Habitat Regulations. This is likely to be more costly for applicants and resource intensive in assessing the adequacy of such measures. In addition it could potentially affect the future delivery of housing in the area where mitigation would be required.

Financial Implications

24. The cost for administering the payment of the contributions is covered by existing budget provision. There are no financial implications for the Council in adopting the higher contributions rate as the receipts are transferred to the Partnership. For information the Council has collected £341,000 in mitigation contributions since 2014/15.
25. The Partnership produces an annual report which describes progress during the preceding year and how funds are spent. The report also sets out plans and the budget for the ensuing year.

Risk Assessment

26. The Strategy provides a strategic solution to ensure the requirements of the Conservation of Habitats and Species Regulations 2017 (the Habitats Regulations) are met with regard to the in-combination effects of increased recreational pressure on the Solent SPAs arising from new residential development. Failure to comply with the Habitats Regulations can affect the ability to meet housing delivery targets as planning permissions cannot

lawfully be issued. Granting permissions with unresolved Natural England objections may result in legal challenge to planning decisions.

Equality and Diversity Implications

27. The Equality Act is not relevant to the decision in this report as the decision does not relate to eliminating discrimination, advancing equality of opportunity, or fostering good relations between different people. An Equality Impact Assessment has not been carried out.

Conclusion

28. It is anticipated that all local authorities comprising the Solent Recreation Mitigation Partnership adopt and implement the Solent Recreation Mitigation Strategy (SRMS) (December 2017). This includes Eastleigh Borough Council. The Strategy aims to prevent bird disturbance from recreational activities. It seeks to do this through a series of management measures which actively encourage all coastal visitors to enjoy their visits in a responsible manner. Research has shown that housing growth will lead to more people visiting the coast for recreation, potentially causing additional disturbance to these birds.
29. Implementation of the measures and monitoring of their effectiveness will be funded by developer contributions from qualifying dwellings within the mitigation zone. It is recommended that the SRMS is endorsed by the Council and the Strategy's increased developer contribution rate is applied to new development proposals.

EMILY HOWBROOK
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Appendices Attached: 1

LOCAL GOVERNMENT ACT 1972 - SECTION 100D

The following is a list of documents which disclose facts or matters on which this report or an important part of it is based and have been relied upon to a material extent in the preparation of this report. This list does not include any published works or documents which would disclose exempt or confidential information.

Solent Recreation Mitigation Strategy (SRMS) (December 2017). Available online at <http://www.birdaware.org/strategy>

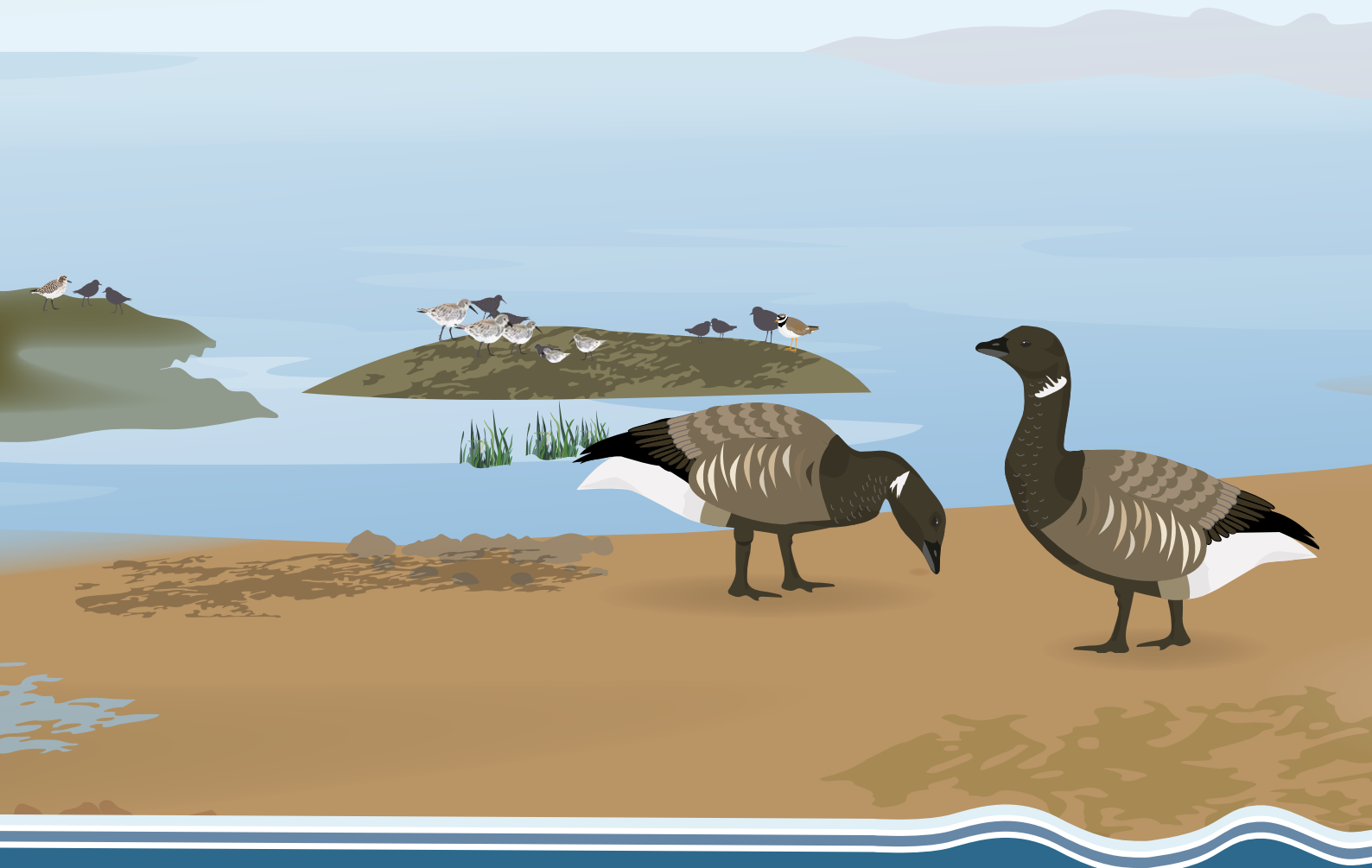
APPENDIX A Bird Aware (2017) Moving to the Strategy (Guidance note on charges)



Bird Aware Solent

Revised Strategy

September 2024



Bird Aware Solent

The Solent Recreation Mitigation Partnership



Foreword by Councillor Keith House Chair, Partnership for South Hampshire

With a rising demand for new housing supply, and the natural world under increasing pressures, the need for robust mitigation has never been more important. Effective and adaptive mitigation allows our communities to benefit from considered and relevant development while also ensuring the coastline's unique ecological needs are met.

It's vital that new homes can be built in our area to meet the needs of local people, but they must be built without adversely affecting the internationally important Special Protection Areas (SPAs) along the

Solent coast. The mitigation provided by Bird Aware Solent has enabled us to address the impact of additional residents making recreational visits to the coast and has allowed us to manage the coast for the benefit of both people and wildlife.

The Partnership for South Hampshire (PfSH) has been proud to be involved with Bird Aware Solent from its inception. It was gratifying to see its mitigation rated as impressive by independent environmental experts in a recent report. We were delighted but not surprised the report also called the project ground-breaking and a model for other mitigation strategies to follow.

This updated Strategy builds on Bird Aware Solent's success to date and benefits from the insight gained from its practical experience and expertise in delivering mitigation over the last seven years. For the first time it also incorporates support for breeding birds that feature within the Solent's SPAs.

Long-term, we need a solution for funding mitigation that does not discourage new housing and growth, but I am confident the revised Strategy's delivery plan for the next five years will ensure funding is used in the most effective way, maximising the positive changes to people's behaviour as they enjoy our beautiful coastline, and ensuring our wealth of wildlife thrives for generations to come.



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The Solent Recreation Mitigation Partnership



Summary

The Solent coastline provides a haven for thousands of protected birds, making the area of worldwide importance to wildlife. They need to be able to feed and rest undisturbed if they are to survive the winter and complete long migrations twice yearly. In summer, coastal birds need to be left undisturbed so they can successfully breed and raise their young.

Around 147,500 new homes are anticipated around the Solent up to 2050. This is likely to lead to more people visiting the coast for recreation and this has the potential to cause more bird disturbance. This strategy aims to mitigate likely impact of bird disturbance as a result of these additional homes and the resulting increase in recreational visits. It focuses on educating people about the birds and encouraging positive behaviour change.

The strategy builds on the Solent Recreation Mitigation Strategy published in 2017 and has been put together by Bird Aware Solent, a partnership made of Natural England, wildlife conservation bodies and local authorities. This updated Strategy benefits from the practical experience gained so far in delivering mitigation and builds on the success and learning of the Partnership to date. Some of the [partnership's work to date](#) is showcased on the [Bird Aware Solent website](#).

The Partnership focuses on:

- Strong governance, by knowledgeable decision makers
- Monitoring and evaluating the work undertaken, to ensure it remains efficient
- Close collaboration with Partners and local stakeholders
- A wide variety of engagement activities, targeting key user groups such as dog walkers
- Site-based investment

The work of the Partnership is funded by developer contributions calculated according to the bedroom numbers of the property. It applies to homes built within 5.6 kilometres of the Solent's Special Protection Areas (SPAs). Some developments may require additional mitigation due to their size or proximity to an SPA. Some of the money received will be set aside to fund the measures 'in-perpetuity' (calculated on an 80 year basis) after 2050.

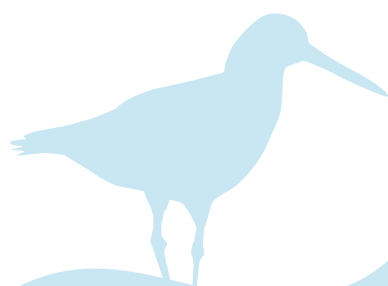
Council leaders will steer and oversee the Partnership's activities and expenditure. Progress on implementation and financial accounts will be published in an annual report. Further information about the Partnership is at: www.birdaware.org/Solent.



1. Strategy Remit and Duration

Rationale

- 1.1 The Solent coastline provides a haven for thousands of protected birds every winter, making the area of worldwide importance to wildlife. Each winter, more than 125,000 waders and wildfowl travel thousands of miles here from their summer breeding grounds, including 10 percent of the global population of dark-bellied brent geese. During the summer, several protected species choose to breed and raise their chicks on our shores.
- 1.2 Over winter they need to be able to feed and rest undisturbed if they are to survive and fly back to their summer breeding grounds. In the summer, species such as terns and gulls need to be left undisturbed so they can successfully breed and raise their young.
- 1.3 3 Special Protection Areas (SPAs) for birds along the Solent coastline have been established and are recognised under UK law.
- 1.4 These protected areas are safeguarded by legislation, namely, the Conservation of Habitats and Species Regulations 2017 (the Habitats Regulations) as amended. This means that mitigation must be provided for any proposed development that is likely to have any significant effects on an SPA. Local Planning Authorities must ensure necessary mitigation will be provided before planning permission is granted¹.
- 1.5 [The Conservation of Habitats and Species Regulations 2017](#) consolidate all the various amendments made to the Conservation of Habitats and Species Regulations 2010 and [The Conservation \(Natural Habitats, &c.\) Regulations 1994](#) in respect of England and Wales. The 1994 Regulations transposed Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora (EC Habitats Directive) into national law.

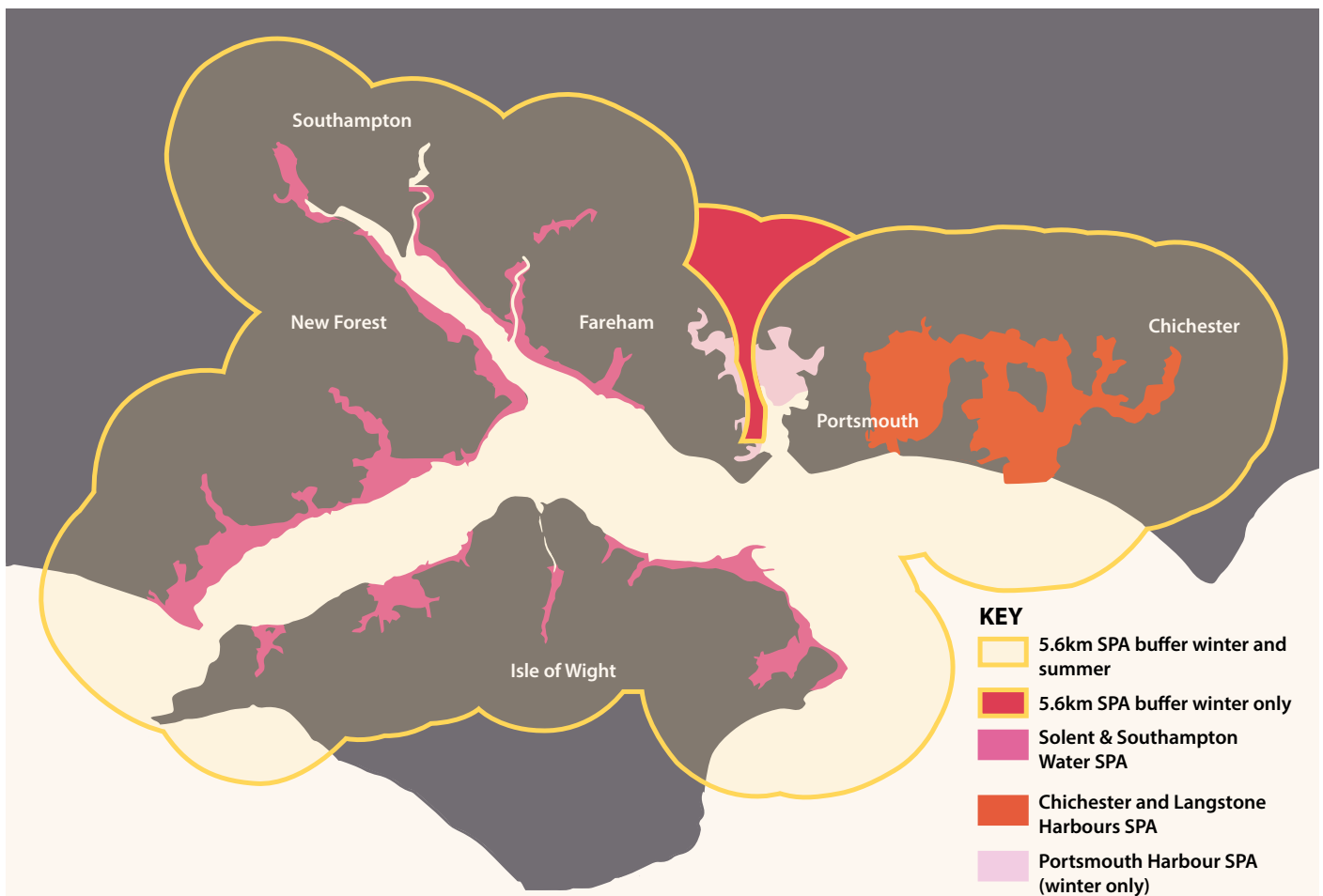


¹ The Habitats Regulations allow for compensatory measures to be provided in exceptional circumstances, however this lies outside the scope of Bird Aware Solent's work.

The Partnership

- 1.6** Bird Aware Solent (previously known as the Solent Recreation Mitigation Partnership) is delivering a strategy which aims to ensure the requirements of the Habitats Regulations are met in terms of the impact of increased recreational pressure on the Solent SPAs as a result of new residential development. Some of the [partnership's work to date](#) is showcased on the website.
- 1.7** Bird Aware Solent's strategy aims to provide mitigation for the duration of the impact, that is, for the lifetime of the additional dwellings in the Solent ('in perpetuity'), in line with the Habitats Regulations. Throughout this period, regular strategic reviews will take place every 5 years; or more frequently if changes in the legislation or local evidence indicate this is needed.
- 1.8** Research² indicates that mitigation should be required from all dwellings built within 5.6 kilometres of the boundaries of the SPAs. This is the zone from which 75% of coastal visits originate. The zone boundary is defined by using straight line distances from the inland SPA boundary and is shown in map 1. The area within this is referred to as the zone of influence.
- 1.9** The areas within which protected winter and breeding birds occur differ, with breeding birds cited at 2 of the 3 SPAs. This, and the resulting zones of influence as depicted in the map below.

Map: Developer contribution winter and summer zones.



² Liley, D. & Tyldesley, D. (2013). Solent Disturbance and Mitigation Project: Phase III. Towards an Avoidance and Mitigation Strategy.

- 1.10** New housing developments require mitigation to address the ‘in combination’ effects that increased numbers of residents in the region, and therefore increased numbers of visits to the coastal SPAs, will have on the protected bird species. This mitigation is required to comply with the Habitats Regulations.
- 1.11** Bird Aware Solent’s Partners, made up of Natural England, 3 wildlife conservation groups and 15 local authorities, have devised a strategic approach to the provision of the mitigation of additional recreational impacts. This is to ensure an impactful, cost-effective approach and to make the delivery of mitigation measures more straightforward to process and oversee. Developers can opt into this scheme in order to meet the mitigation requirements related to their proposed developments.
- 1.12** Governance is provided by the Partnership for South Hampshire (PfSH). Bird Aware Solent regularly reports to PfSH, as well as having its own Project Board and Steering Group to oversee the strategic direction and day-to-day delivery of the project.
- 1.13** Extensive research was undertaken during 2009-2013 to assess the impact of recreational activity on wintering birds on the Solent coast. This work was known as the Solent Disturbance Mitigation Project and formed part of the Solent European Marine Sites (SEMS) Scheme of Management. This work included recording the response of birds to disturbance, face-to-face surveys of visitors at the coast, and a postal survey of households living around the Solent. Computer modelling using that information predicted the number of additional recreational visits which would be generated by planned housebuilding. The results of this modeling predicted that additional recreational disturbance would lead to increased bird mortality at the SPAs.
- 1.14** The original strategy drew heavily on the recommendations of this research and was later updated in 2020 with a Strategy Review which was able to incorporate practical experience and lessons learnt from delivering the first few years of the project.
- 1.15** This updated and revised strategy further enhances the original approach by drawing on the recommendations of the independent 5 Year Review undertaken in 2023 and incorporating further insights and experience gained from the delivery of the strategy. Furthermore, it takes into consideration the findings of a report commissioned by PfSH in 2023 which considered the likelihood of impacts on breeding birds around the Solent from increasing recreational disturbance from new housing.
- 1.16** It is envisaged that this Strategy will be further reviewed and revised in later years, to keep it as effective as possible throughout the lifetime of the Partnership.
- 1.17** The strategic approach allows a housebuilder to pay a developer contribution to cover the costs of providing mitigation over a wider area instead of needing to provide bespoke mitigation themselves. A developer can still choose to provide their own mitigation, if they have the ability to do so, but the vast majority are likely to opt to pay towards the Strategy instead. This is an approach which is used across the country and provides clarity and certainty for both developers and local authorities as it has been proven to be robust through the planning process.

1.18 Subsequent to the 5 year review, which identified increased levels of anticipated housebuilding in the region, the Strategy has been extended to take into account the approximately 147,500 planned houses in the Solent between now and 2050. It has also been extended to provide mitigation to breeding birds around the Solent. As before, the Strategy includes the provision of in-perpetuity mitigation, this will now be delivered until 2130. This in-perpetuity element deals with the duration of the impact, which has been calculated as 80 years and accepted by Natural England as such.

1.19 Summary of changes from original to revised strategy:



The duration of the Strategy has been extended to provide mitigation for proposed housing developments until 2050 (was previously 2034), with the in-perpetuity element provided until 2130 (was previously 2114).



The proposals are structured to provide mitigation for around 147,500 dwellings predicted to come forward during the period. It remains an opt-in Strategy and developers are still able to provide their mitigation requirements through a bespoke scheme if they choose.



In response to new evidence that came forward during the initial Strategy period, these proposals have, for the first time, taken on board the needs of the breeding SPA birds and now provide mitigation for the entire year (was previously 6 months).



The Team has been expanded from 10 staff to 19 to address the additional workload associated with providing mitigation for more planned housing and for breeding birds. This includes a Team Manager to oversee the delivery of the expanded strategy, a Volunteer Coordinator to trial the use of volunteers, Rangers for the expansion to summer breeding, as well as additional staff for dog initiatives, communications and monitoring as outlined below.



The resources focused on dog initiatives have been greatly increased, both in terms of staff allocated to this work, and budget available to them (£10k increases to £30k per annum), to allow Coast and Country Canines to fully reach its potential and become a valuable resource for the dog walking community.



In recognition of the key role of communications to support all areas of mitigation work, resources to this area of work have also been increased. These resources consist of additional staff and budget available for this area of work (£10k increases to £30k per annum). This work will remain central to all Bird Aware Solent's mitigation efforts and will now be better resourced to facilitate this.



Effective monitoring allows the Team to use resources in the most efficient way: it allows for baseline data to be created and comparisons to be made before and after mitigation interventions. This information is then fed back into future resource planning and allows for the most efficient use of resources. It also allows the Team to quickly identify changes in coastal use patterns and reallocate resources in a timely and cost-effective way to meet these. Staff resources for this vital part of the Strategy will increase.

1.20 Alongside these changes, the Partnership will continue to promote:

- Wildlife Aware guides (previously called Codes of Conduct)
- Site-specific visitor management measures
- Suitable alternative natural greenspaces (SANGs) where people can enjoy recreation away from the coast.

2. Outside of Strategy Remit

- 2.1 This Strategy does not aim to address the impact of existing recreational activities, which is the role of the separate Solent European Marine Sites (SEMS) initiative. It should also be noted that the Strategy does not deal with any other impacts on SPAs such as loss of habitat, increased noise, effect on water quality, nutrient neutrality or construction impacts, which may arise from new housing, or the potential impact of other types of development such as new employment sites. Separate mitigation may be required to address these or other additional impacts on the SPAs that arise from new development. It also does not count towards Biodiversity Net Gain, which is a separate, nationwide initiative launched in 2024. Biodiversity Net Gain will be assessed by the Local Planning Authorities at the planning application stage.

3. The Impact of Recreational Disturbance

- 3.1 When birds are disturbed, they stop feeding, resting and may even fly away. If the birds cannot feed and rest undisturbed, they will not have enough energy to reproduce or they may suffer increased mortality. This can in turn lead to population declines of protected species. If the disturbance is substantial, then food-rich areas may be little used by the birds or avoided altogether, leading to other areas hosting a higher density of birds and intensifying the competition for the available food. If the birds are unable to consume enough calories ahead of their planned migration, they may not be fit enough to complete this journey, or have a successful breeding season if they do reach their summer homes.
- 3.2 Disturbance to breeding birds, their nests or chicks can result in a severe decline in their breeding success, with possible nest abandonment and increased predation both becoming likely. Again, this can in turn lead to population declines in protected species.

4. Causes of Recreational Disturbance

- 4.1 Human activities can disturb birds from behaving naturally. Any alteration to a bird's natural behaviour is considered disturbance, ranging from stopping feeding to observe a perceived threat, taking a major flight to actively avoid the threat of disturbance or nest abandonment. Often people cause bird disturbance unintentionally or remain unaware it has occurred.
- 4.2 Any activity at the coast has the potential to cause bird disturbance. The Partnership aims to focus efforts on those activities that are causing the most disturbance in the Solent region. See Section 5 - Five Year Plan Delivery Strands - for more details on how this will continue to be done.

5. Five Year Plan Delivery Strands

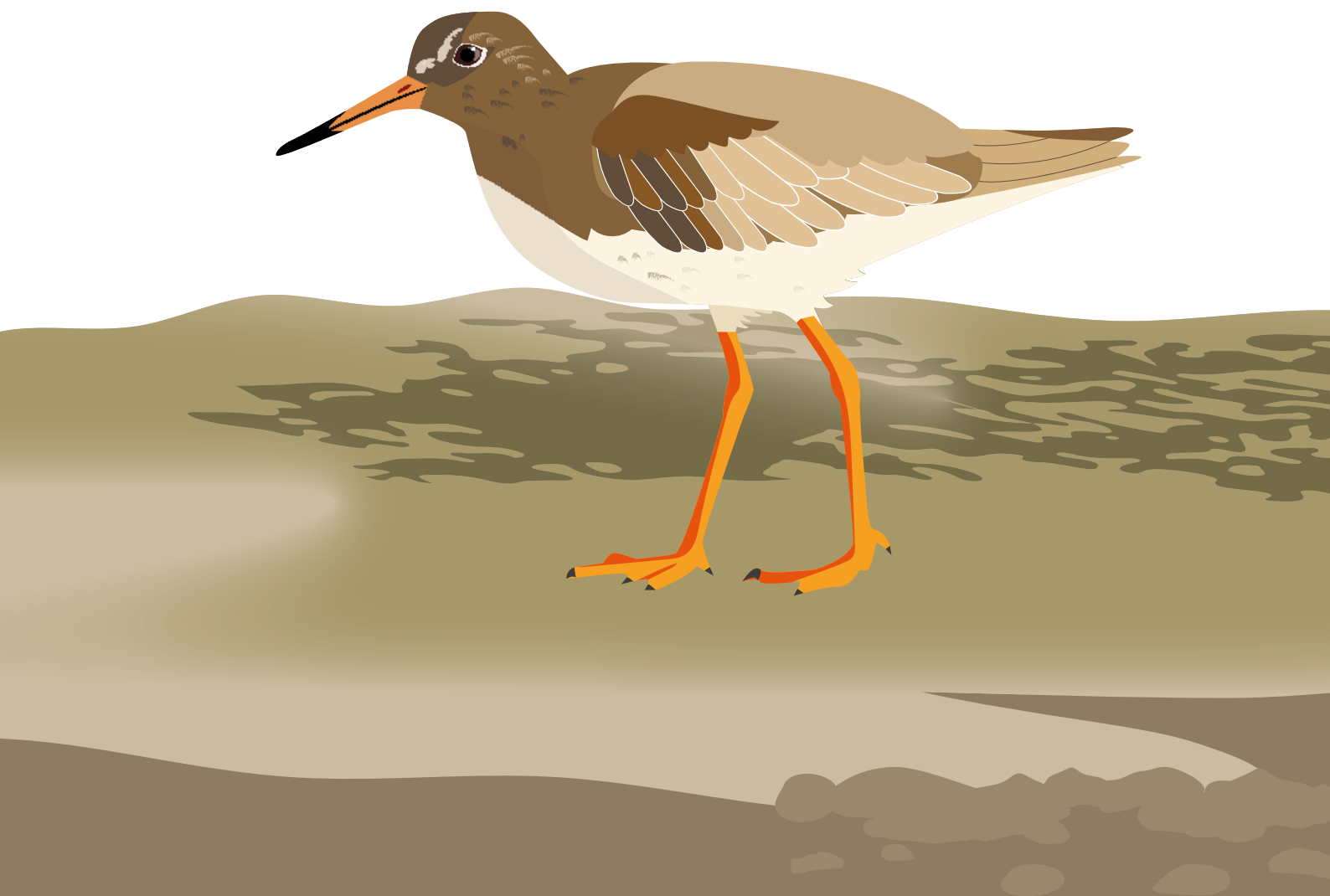
- 5.1** The partnership has enhanced and refocused its priority work areas as a result of past experience, new evidence, the 5 Year Review and the revised anticipated housing figures for the extended period of the strategy delivery. This enables wider engagement beyond Rangers on site and places greater emphasis upon working with the dog walking community. The reprioritisation includes bolstering communication capacity to reach a greater audience through a range of measures.
- 5.2** The revised strategy also retains these functions throughout the in-perpetuity period, once payments to the scheme have ceased.
- 5.3** All of this is underpinned by additional monitoring support to ensure that the Partnership is able to deploy resources in the most effective way possible and adapt to changes in an agile way. Information from this additional monitoring will be regularly reported to the Project Board, allowing changes to be implemented and for best practice to be maintained, and will feed into the scheduled 5 year reviews.



- 5.4** The Bird Aware Partnership benefits from strong Governance arrangements being in place, with decision makers knowledgeable about the purpose and aims of the Partnership and intent on enabling its ongoing success. Scrutiny provided by the Partnership for South Hampshire further ensures robust processes are upheld and integral to the work of the Partnership. In [Footprint Ecology's review](#) of the Partnership's first 5 years, it found that Bird Aware Solent was identified as 'well run, organised and professional' and that there was a 'smooth process for mitigation delivery'.
- 5.5** The Partnership will continue under the existing governance structure for decision making, whilst continuing to make use of a series of specialist knowledge skill sets within the wider Partnership to inform reporting procedures, recommendations and outcomes.
- 5.6** The Project Board is committed to regular reviews and ongoing evaluation of the Partnership, its workstreams, Team and outputs. The Project Board also takes time to reflect on its leadership and contribution to the work of Bird Aware, in a way that enables the Project Board to remain agile and capable of adapting to changing circumstances.
- 5.7** **In the coming period, the Partnership will also expand its activities and priorities to cover the following:**

	What	Why
G1 Team Manager	1 x FTE Team Manager required	As the Bird Aware Team has grown and the scope of its work has developed, a Team Manager position is now required. This is to manage and oversee work packages and ensure the effective and efficient delivery of the strategy.
G2 Review lifespan	Periodically review the strategy period with the expectation of extending the length of the strategy beyond 2050.	To support emerging local plans with dates beyond 2050 and to continue meeting the mitigation needs of coastal birds.
G3 In-perpetuity funding	Periodically review in-perpetuity period, both operationally and financially.	To ensure the level of mitigation delivered is fit for purpose during this period.
G4 Annual away day	Hold an annual away day of Board members and other key personnel as appropriate (operational staff and Partnership for South Hampshire (PfSH)).	Regular internal review of progress and knowledge sharing to ensure strategic aims continue to be met efficiently.

	What	Why
G5 Ranger Shadowing	Expectation that key personnel as appropriate (Board members and Steering Group members and PfSH) accompany a Ranger on an operational site patrol, with an expected frequency of annually.	This lifts the project from abstract paper reports and brings a sense of its practical delivery: it will demonstrate the reality of the delivery and scope of the project to the governance team.
G6 Endorsement of in-kind contributions	Request ratification by PfSH of continuation of in-kind contribution from partners.	Some of the key services (procurement, legal, financial and so on) are provided by partners in-kind. A formal commitment of these contributions will ensure the successful continuation of the Partnership and the ongoing smooth delivery of these services.
G7 External Awards	Continue to seek opportunities to submit into local and national industry awards.	Maintain and boost profile through peer recognition.



Delivery Strand: Monitoring

- 5.8** Understanding the impact of work undertaken by the Partnership is key to ensuring resources continue to be delivered and utilised in the most efficient way. Comprehensive baseline information was gathered prior to the Partnership being established and this remains crucial in allowing us to evidence trends and changes since coming into operation. Integrating a Monitoring Officer within the Team has empowered this work through the creation and tracking of an evidence base which is regularly utilised to understand where priorities lie and how best to allocate resources to address them.
- 5.9** Since first operating, the Partnership has continued to refine the data collected to inform how well the Partnership is performing, alongside allowing for changes in coastal use patterns to be spotted and rapidly responded to. This is reviewed regularly and forms a critical part of the annual season planning work, additionally it is used to satisfy regular reporting requirements.
- 5.10** Footprint Ecology's review found that project monitoring was 'well organised' with, for example 'any relevant information being provided to both the PfSH Joint Committee and Monitoring Group well in advance of meetings.'
- 5.11** The findings of scheduled third-party monitoring work and data shared by Partners further informs the operational practices, as does the results of the 5 Year Review which confirmed the progress of the Partnership.
- 5.12** In the coming period, the Partnership will also expand its activities and priorities to cover the following:

	What	Why
M1 Setting of 5 Year Monitoring	Setting of strategic direction for the next 5 years. The next wholesale review is scheduled for April 2027. This will be a 10-year review period, with commentary on the two 5-year periods.	To ensure that data to monitor these delivery strands is appropriately collected in a timely way. Additionally, to ensure resources continue to be used efficiently and effectively.
M2 Delivery of 5 Year Monitoring	Timely collection of relevant data.	To provide evidence for the next 5 Year Review, and to shape the strategic direction of the project.
M3 Scale up current monitoring provision	Scale up in-house monitoring.	To further understand the impact of behaviour change measures, allowing most beneficial use of future resources, particularly regarding efficient use of Ranger time, for example blitzing sites and re-prioritisation or alternative engagement strategies. Concepts could be trialled around how these would be utilised.

- 5.13** Meaningful collaboration with Partners and local stakeholders is vital to the success of the Partnership; it ensures that trusting relationships are built, opportunities are utilised and efficiencies/economies of scale are capitalised upon where possible. Bird Aware Solent is made up of 19 Partners and needs them to remain committed to information sharing with project staff to make sure that they remain knowledgeable of pertinent local issues across the entire operational area and be involved in a timely manner with issues such as Public Space Protection Orders (PSPOs) and parking reviews which, if well orchestrated, may also contribute the Partnership's mitigation aims.
- 5.14** The Partnership has also been instrumental in establishing a national network of professionals working within the sector and seeks appropriate knowledge sharing and joint working opportunities within this network. This includes working with other partnerships to share messaging, branding and initiatives that further the work it does.
- 5.15** In the coming period, the Partnership will also expand its activities and priorities to cover the following:

	What	Why
C1 Sharing resources	Expand resources available, in terms of behavioural change messaging and signage, to organisations wishing to share Bird Aware and Coast & Country Canines messaging.	Extends Bird Aware and Coast & Country Canines messages beyond existing audiences. Behaviour change science supports the idea of messaging being more credible if it comes from more than 1 valued source (see reference below). NECR239 edition 1 Behavioural Insights Quick Guide.pdf
C2 Knowledge exchange	Continue close working relationship within other mitigation partnerships, national partners and local stakeholders.	Sharing best practice with other key organisations to maintain efficient work practices and avoid silo working.
C3 Collaborations with businesses	Continue to build effective collaboration with local businesses relevant to users.	To amplify Bird Aware Solent's messaging through other influencers.
C4 Stakeholder relationship continuity	Removing seasonal Ranger posts, to reduce disruption to long term stakeholder relationships.	Meaningful stakeholder relationships take time to establish. Having all staff on permanent contracts better facilitates this approach. This minimises knowledge loss through reduction of staff turnover and ensures a more efficient use of Team resourcing.

	What	Why
C5 Grow research collaboration	Tentative links have been established with universities in the Bird Aware region. These will be built upon and utilised for mutual benefit.	It is recognised that these could be a valuable resource to further understand the sector and Bird Aware's impact within it.
C6 Brand extension	Continue to bring more mitigation organisations within the Bird Aware brand family. Further extend the Great Coastal Birdwatch to even more relevant organisations.	By extending its branding, messaging and engagement projects, Bird Aware will have a greater profile and wider positive impact on behavioural change.
C7 Spread the Coast & Country Canines brand	Scope out option and potential impact of expanding the Coast & Country Canines brand.	By extending its branding, messaging and engagement projects, the brand will have a wider positive impact on behavioural change. Full consideration given to potential impacts of sharing the brand.
C8 Local Nature Recovery Strategy	Ensure Bird Aware expertise is considered by Hampshire County Council in formation of the Local Nature Recovery Strategy (LNRS).	Bird Aware Solent have specialist expertise that would contribute to a strong collaborative LNRS.
C9 Partner support	Ensure support from Partners receives appropriate recognition.	There are some Partners who are able to offer additional support to the Partnership in the form of free parking within their car parks and similar. Noting such endeavours within the Annual Report will go some way to recognising the value of their support.



- 5.16** As a behaviour change project, it is vital for the Partnership to engage with coastal users to encourage 'bird aware' practices when visiting the coast. Engagement takes many forms including: face-to-face contact with Rangers; signage; digital, broadcast and print media; presentations; and leaflets. The Footprint Ecology review found that Rangers were seen as 'passionate, approachable, observant, knowledgeable, and friendly'. It also commented that the installation of signage targeted at water sports enthusiasts was a 'good example of the Partnership engaging with hard-to-reach groups.'
- 5.17** Threaded throughout all communications and interactions are positive messages, formatted and presented in ways supported by behaviour change science as effective for creating lasting impressions and meaningful change. The Partnership remains committed to keeping abreast of emerging behaviour change science and using it within its working practices.
- 5.18** Partnership staff continually seek out new engagement opportunities, be they new audiences, techniques, events, venues, resources or activities. This will continue to be a priority and will be supported by increased communications resources to further develop this key workstream and amplify its messaging.

5.19 In the coming period, the Partnership will also base priorities around the following:

	What	Why
E1 Wildlife aware guides	Focus 'code of conduct' / wildlife aware guide work on truly embedding and expanding existing initiatives for main leisure groups rather than widen to a larger number of less impactful leisure activities.	The greatest mitigation impact will be seen from changing behaviour of the main user groups – land based, watersports and dog walkers - honing in on just these key groups enables us to embed positive behaviour and keep guides updated and relevant which will require ongoing support.
E2 Audience workshops	Expand use of audience workshops.	Increased knowledge sharing to better inform its work practices and knowledge sharing.
E3 Increase communication resources	Communications requires additional staff resource and budget.	As a behaviour change programme, communication is vital for Bird Aware Solent. Communication content has the highest reach of all Bird Aware Solent's mitigation tools.
E4 Volunteers	A 2-year trial period to explore if the use of volunteers, champions, interns, work experience placements and ambassadors is feasible and to trial if considered so.	This is potentially an untapped resource that needs further exploration, both in terms of delivery and any potential associated risks.

	What	Why
E5 Education programme	Expand resources to support various forms of learning: formal or otherwise.	Delivering core messaging through a wider audience base.
E6 Supporting dog walkers	More targeted communications to the dog walking community, and incentives for them to become involved in Coast & Country Canines.	Adequately supporting this user group to make wildlife aware choices has the potential to achieve large mitigation gains. More resources will be dedicated to supporting this work.

Delivery Strand: Site-based Investment

- 5.20** The Partnership has developed a robust system for assessing applications for site specific project funding. This process is continually refined, not just by streamlining the application/ assessment process, but also by utilising monitoring evidence from delivered projects to inform the scoring process for further rounds of funding. Officer time is provided to applicants in the pre-application stage to help shape and refine project proposals. In this way, the Partnership is able to use local experience and evidence to have more certainty on which physical measures deliver strong mitigation gains.
- 5.21** There is an ongoing commitment to continue refining this process, with aims to make it more agile, particularly for lower value proposals. The Partnership is also committed to working with appropriate organisations to further this work and maximise on the outcomes it is able to deliver.
- 5.22** In the coming period, the Partnership will also expand its activities and priorities to cover the following:

	What	Why
S1 Agile small scale project fund	10% of site-specific funds to be ring-fenced for small scale projects (£5k and under) on an agile, as-needed basis.	Allows the process to consider small scale projects outside of the application window. This will remove previous barriers to smaller meaningful mitigation measures coming forward. Robust approval processes and monitoring schedules will still apply to these projects.
S2 Additional staff resource	The site-based investment delivery strand requires additional expert staff resource.	This will ensure site-based projects are well-planned and executed. Further staff resources will enable the time-consuming creation of potential project ideas and the liaison with project partners to take them forward.

6. Project Costs and Funding

6.1 Projected costs to undertake the activities are outlined in Section 5, Five Year Plan Delivery Strands above, as per the baseline year of 2024/25 indicated in Table 1.

Item	000s
Staff provided under Service Level Agreement	869
Campaigns and Engagement Officer	64
Partnership Manager	54
Campaigns operational budget	30
Dog initiatives operational budget	30
Monitoring (including consultancy support):	37
Materials (signage)	15
Collaboration	15
Operating budget	10
Stakeholder workshops	5
Operating expenditure	1,128
Site Specific Project Monitoring Officer	40
Site specific projects	400
Capital commitment	440
Sub-total	1,568
Contribution to in-perpetuity fund	2,130
Total budget	3,698

Table 1: Projected costs for 2024/25

- 6.2** These activities are funded from developer contributions. The level of these has been derived by dividing the total annual project costs between the expected annual housing levels. These have been weighted to take into account bedroom numbers for planned housing and are summarised for the baseline year (2024/25) in Table 2 below. Developer contributions are revised annually in line with the Retail Price Index (RPI) and rounded upwards to the nearest pound.
- 6.3** From 2025/26, there will be 2 charging schedules, reflecting the different costs for those developments needing to mitigate for overwintering and breeding birds, and those only needing to mitigate for overwintering birds (this latter category make up around 1% of all expected developments during the Strategy period). These 2 schedules are depicted in Table 2, against a baseline of 2024/25.

Bedroom size	Current: 2024/25	Moves to: All year	Homes within the zone of SPA with winter birds only (less than 1% of total)
1	£465	£465*	£419*
2	£671	£671*	£604*
3	£875	£875*	£788*
4	£1,029	£1,029*	£927*
5+	£1,207	£1,207*	£1,087*
flat fee	£777	£777*	£700*

* Annual inflationary increases will continue as usual

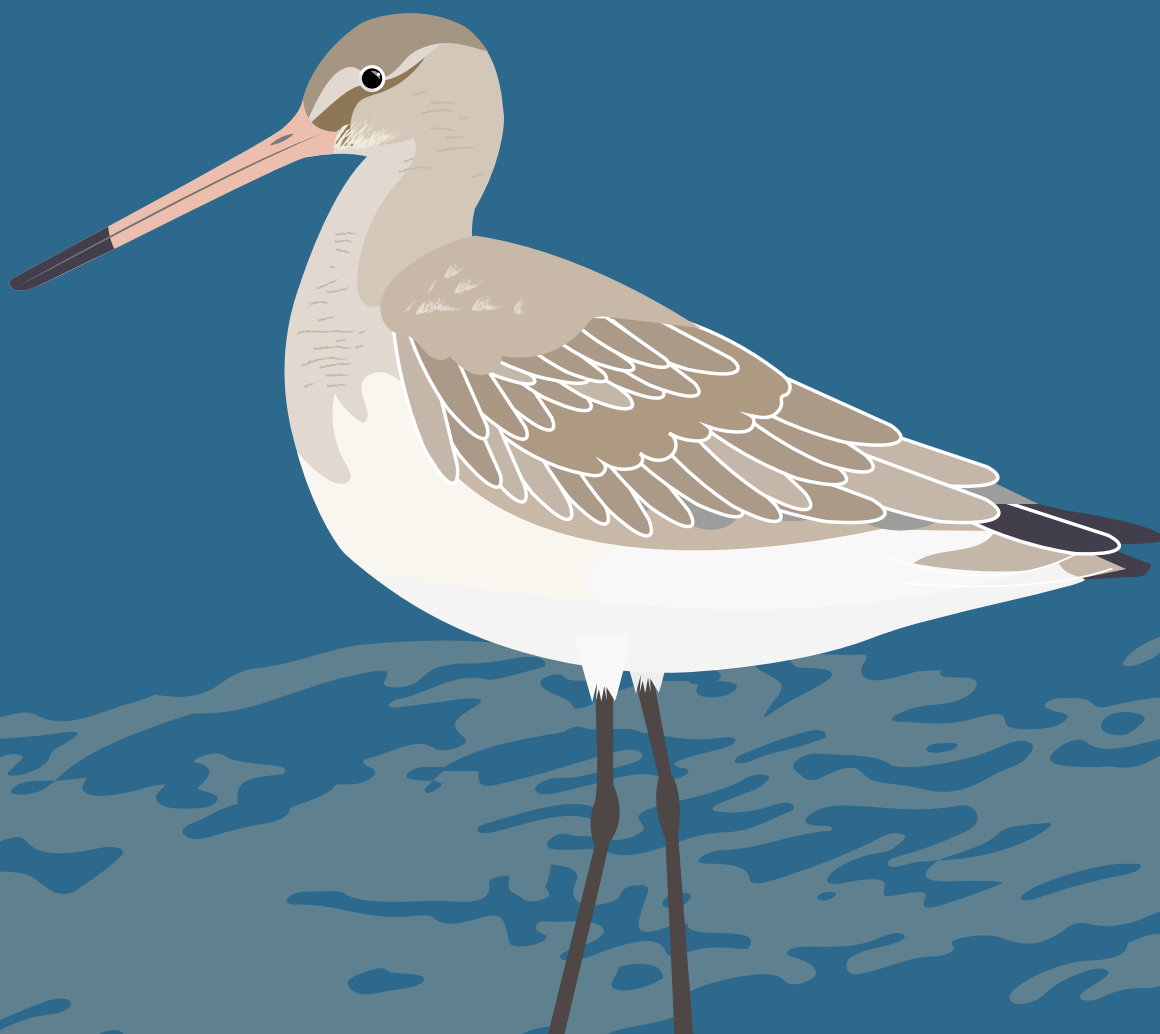
Table 2: Developer contributions baseline year (2024/25)

- 6.4** Whilst this formula is appropriate for most dwellings, the option remains for Local Planning Authorities, in consultation with Natural England, to assess each application on a case-by-case basis.
- 6.5** These figures are recognised as an informed calculation for planned housing, and the actual number of dwellings coming forward could vary, both annually and throughout the lifetime of the Partnership. However, the package of mitigation measures in this strategy are scalable, which means that the amount of mitigation can be increased or decreased in line with actual housebuilding, and is a matter that is regularly reviewed.
- 6.6** There will be regular financial reviews throughout the lifetime of the Partnership to ensure that it remains on track to deliver sufficient mitigation through to the end of the in-perpetuity period.
- 6.7** The developer contributions are paid to Local Planning Authorities. Each Authority decides which legal mechanisms to use to secure the developer contributions from development proposals in its area and the potential for phased / staged payments in relation to specific proposals.

- 6.8** Planning applications should be assessed on a case-by-case basis to take into account scale, proximity to sensitive areas, locality and any other substantive factors. Some proposals will require additional mitigation to that outlined above for example if the nature of the development could lead to 'alone' impacts on designated sites in addition to 'in-combination' impacts. Developers are encouraged to hold early discussions with Natural England and the Local Planning Authority on the mitigation that will be required for their proposals.
- 6.9** Further information related to this can be found in Appendix B.

7. Reporting and Review

- 7.1** This strategy, and a range of other documents and information can be seen on the Partnership's website: www.birdaware.org/Solent.
- 7.2** Reports submitted to the PfSH Joint Committee can be accessed on the PfSH website: www.push.gov.uk.
- 7.3** The Strategy seeks to provide mitigation for development planned until 2050. Therefore, in order to ensure it remains relevant, regular strategic and financial reviews will take place. These will enable lessons learnt, new best practices and variations over time to be incorporated into the Strategy, ensuring it remains relevant and impactful. Following each review, an update report will be made available on the website.



APPENDIX A

Information related to predicted housing numbers.

This Strategy has been prepared to mitigate approximately 147,500 new dwellings estimated to be planned between 2024 and 2050 within the 5.6km zone of influence. This equates to 5,674 new dwellings per annum. This estimate is derived from work undertaken with each of the Local Planning Authorities within the Bird Aware Solent zone of influence.

Each area analysed projections within their adopted and emerging Local Plans and made an assessment of the average number per annum over the planned period. This figure was then multiplied by 26 to cover the period until 2050. The resulting figure was then critically assessed by each Local Planning Authority, using local knowledge of planned development sites and land availability within their boundaries. From this work, a refined figure was presented to the Partnership for each area.

This resulted in the overall figure across the Strategy area of 147,500 new dwellings. A further technical 'sense check' was undertaken of this total figure, by comparing it to an estimated overall housing need figure for the same area. (This is based on the Government's standard method figure, and the likely split of this figure where a district is partially within the Bird Aware Solent zone of influence³). This comparison between the estimated planned figure and the estimated need figure over the overall Bird Aware Solent zone of influence indicates that the 147,500 figure and subsequent calculation of mitigation costs per dwelling provides a robust basis for the Strategy.

³Informed by the need split in the PfSH Spatial Position Statement (which covers a similar area) and further consideration of the figures for the non – PfSH areas.

APPENDIX B

Further information relating to developer contribution levels.

Application Type	
Residential annexes	These should be treated like an extension to an existing dwelling therefore mitigation is not required.
Gypsy, traveller and travelling showpeople sites	Applications of this nature are treated as increases in residential development therefore are required to provide the full mitigation consistent with a dwelling.
Alteration in both bedrooms and dwelling from original permission	The number of bedrooms is only relevant once net increase in number of dwellings has been determined. Therefore, the developer will need to pay an additional contribution for the net increase in the number of dwellings.
House in multiple occupancy (HMO)	Mitigation would need to be provided for permissions for new HMOs, change of use from a C3 (dwelling house) and C4 (small HMO) to sui generis (large HMO) and increased occupancy of an existing HMO. If the HMO is sui generis (of its own kind) then the number of bedrooms for that property is used to calculate contribution. The whole property is treated as one dwelling. If the HMO is classed as C4 then each bedroom is treated as a dwelling therefore the charge will be the number of bedrooms x the 1-bedroom rate.
Holiday accommodation - caravans	Mitigation is required and the flat rate should be used, based on the nature of this kind of development. For holiday sites there should be a pro-rata reduction for conditioned closed periods if this is relevant. In the event that details related to bedroom numbers are provided, these would be charged against the sliding scale (and again made pro-rata if appropriate).
Holiday accommodation - tents	Mitigation is required and the flat rate should be used, based on the nature of this kind of development. For holiday sites there should be a pro-rata reduction for conditioned closed periods if this is relevant. In the event that details related to bedroom numbers are provided, these would be charged against the sliding scale (and again made pro-rata if appropriate).

⁴https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

Application Type	
Holiday accommodation – summertime only	Mitigation would be required for holiday accommodation which is only used during the summer breeding months. The summer fee rate should be used and with a pro-rata reduction for conditioned closed periods. Only in this instance, the summer scale of 40% would apply.
Studies	Studies on a bedroom floor are treated as bedrooms. Any room on a ground floor with an en-suite bath/shower room is considered a bedroom.
Outline planning application – number of bedrooms unknown	A formula will be added to the S106 agreement so that collection of developer contribution will be taken once the mix of bedroom numbers is known. Furthermore, for the certainty required for the Habitats Regulations the number of beds within the mix will need to be specified.
Temporary permissions	It is considered reasonable that the applicant should only be required to pay mitigation for the period that their permission lasts. As the Strategy is based around an understanding of in-perpetuity being 80 years, it is therefore logical that the applicant should pay one 80th of the fee for each year the permission is requested for. In these cases, if the bedroom number is known, then use the sliding scale, if not, then the flat rate should apply. The calculation if it is only for a proportion of the year can also be calculated on a pro-rata basis.
Temporary accommodation	Mitigation is required for this kind of development as the use is residential. The scale should be determined in the same way as residential development, with the 1-bedroom rate used for single bed units, the 2-bedroom rate used for 2 bed units and so on.
Hotels	It is likely that mitigation is required from all hotels as the type of user cannot be determined through the planning process. Any proposed bespoke approach should be discussed with the relevant planning authority and Natural England at the pre-application stage.
Older person housing – assisted living/retirement housing/ sheltered housing/extra care/ close care (C3)	Mitigation is required for this kind of development as the use is residential. The scale should be determined in the same way as residential development, with the 1-bedroom rate used for single bed units, the 2-bedroom rate used for 2 bed units and so on.

Application Type	
Care homes, Care homes which include nursing provision and Nursing Homes (C2)	Care facilities classed as C2 will need to be assessed on a case-by-case basis with the determining planning authority and Natural England as to whether contributions are required and what the scale of mitigation should be.
Self-contained student accommodation	These will need to be assessed on a case-by-case basis with the determining planning authority and Natural England. In recognition of the general absence of car parking and the inability of occupants to have pets, there are times when a reduced rate is applicable. If a reduced rate is used, the general model is that every 5 study bedrooms will be considered a unit of residential accommodation and charged accordingly (that is, 50% of the rate of the 5-bedroom property charge).

APPENDIX 13
LLFA RESPONSE DECEMBER 24



Hampshire County Council

Universal Services
The Castle
Winchester, Hampshire SO23 8UD

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

Enquiries to	Scott Glover	My reference	SWM/2024/0260
Direct Line		Your reference	F/24/97312
Date	5 December 2024	Email	swm.consultee@hants.gov.uk

Dear Sir/Madam,

Construction of Residential Care Community, comprising a 73-bed care home (Use Class C2) and 5 x 2-bedroom close care cottages (Use Class C3 age restricted), with associated access, internal access road, parking, landscaping and infrastructure. at Land adjoining 4 Brookfield, Providence Hill, Bursledon.,(Application No. F/24/97312

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

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

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

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

- Proposed Drainage Strategy Layout 197.5004.0002P04 PBA 05/11/2024

Thank you for consulting us on the above application. HCC as LLFA have reviewed the above amended drainage plan and have the following comments:

Director of Universal Services
Patrick Blogg

The amended drainage strategy layout includes minor changes to the drainage network in the form of additional filter drains to collect surface water runoff adjacent to the proposed building. The additional network branch would represent a minor change to the drainage design, however, we note that the added pipe branch has not been shown connected to the drainage network but rather is shown with a separate free flow outfall into the open space to the north. Some of the surface water being drained by the additional pipes would be runoff from the proposed paved surfaces including hard landscaping and footpaths. All development runoff should be collected in the surface water drainage network, attenuated and discharged at restricted rate equivalent to the greenfield runoff rate. As LLFA our concern is protecting areas downstream of the site from even small increases in flood risk.

We recommend that the additional network branch that has been added to the drainage strategy layout must be connected to the drainage network so that it can be discharged to the existing watercourse at a controlled rate. Updates to the drainage strategy layout and drainage calculations will be required to reflect this amendment. The drainage model should be updated to include the additional branch of the drainage network and the additional drained areas for this branch. The simulation should be run to ensure that the proposed attenuation volume is sufficient.

We note the proposed filter pipes are located relatively close to the proposed building. Although stability of the structural foundations is outside of our remit, we would like to highlight the risk of placing filter pipes in close proximity to building as they can cause the surrounding soil to become saturated. We advise the LPA to satisfy themselves that the applicant has complied with building regulations and has proposed suitable measures to assure the stability of the building foundations and the surrounding soil.

Our previous response to consultation on this application raised no objections. In general the position of the LLFA remains one of non-objection, however the proposed revisions to the drainage strategy require further amendments and evidence provided to demonstrate that the surface water discharge from the site will not be increased.

We require this further information before we can make a decision on whether to recommend to the Local Planning Authority that planning permission is granted.

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

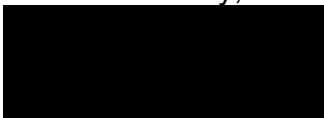
Please ensure all data is sent to us via the relevant Local Planning Authority.

If you require additional guidance on providing the correct information, we recommend you use our **Surface Water Management Pre-application service** which will enable discussions with the reviewing engineer and scope out works that would address the points raised. For full details, please visit:

<https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/planning> and click on [pre-application advice request form](#).

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

Yours faithfully,



Flood and Water Management Team
Hampshire County Council,
The Castle, Winchester, Hampshire SO23 8UD
Web:

<https://www.hants.gov.uk/landplanningandenvironment/environment/flooding>

General guidance for the application

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

For SuDS systems to be adopted by Hampshire Highways it is recommended that you visit the website at:

<https://www.hants.gov.uk/transport/developers/constructionstandards> for guidance on which drainage features would be suitable for adoption.

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

Works in relation to ordinary watercourses

PLEASE NOTE: *If the proposals include works to an ordinary watercourse, under the Land Drainage Act 1991, as amended by the Flood and Water*

Management Act 2010, prior consent from the Lead Local Flood Authority is required. **This consent is required as a separate permission to planning.**

Information on ordinary watercourse consenting can be found at the following link

<https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/c/hangewatercourse>

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

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

<https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/c/hangewatercourse>