

Design, Access & Planning Statement

Erection of 4.no semi-detached bungalows and
1.no detached bungalow for over 55 occupants
land north Bethel And Bethesda Residential
Home, Equity Road East, Earl Shilton, LE9 7FY.

May 2026

Introduction

This statement is submitted in support of the erection of 4.no semi-detached bungalows and 1.no detached bungalow for over 55 occupants land north Bethel & Bethesda Residential Home, Equity Road East, Earl Shilton, LE9 7FY.

This Statement has been prepared in accordance with the requirements of the Town and Country Planning Act 1990 (as amended by the Planning and Compulsory Purchase Act 2004) and the provisions of the Town and Country Planning (General Development Procedure) (Amendment) Order 2010 and Town and Country Planning (Development Management Procedure) (Amendment) Order 2015.

In accordance with the National Planning Policy Guidance (NPPG), the level of detail presented in this statement is proportionate to the scale and complexity of the application. References were made to the relevant planning policies. These are predominantly the adopted and saved Local Plan policies as they take primacy in the determination of such an application where they are NPPF & NPPG compliant.

Relevant Planning Policy

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning 1990 requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.

National Policy Guidance

National Planning Policy Guidance (NPPG)
National Planning Policy Framework (NPPF) Dec 2024
Community Infrastructure Levy (CIL) Regulations 2010

Local Plan

Core Strategy (adopted December 2009)

Site Allocations and Development Management Policies (SADMP) Development Plan Document (adopted 2016) (SADMP)

Policy DM1: Presumption in Favour of Sustainable Development
Policy DM3: Infrastructure and Delivery
Policy DM7: Preventing Pollution and Flooding
Policy DM10: Development and Design
Policy DM17: Highways and Transportation
Policy DM18: Vehicle Parking Standards

Local Guidance

HBBC's The Good Design Guide SPD (2020)

Other Material Considerations

The Written Ministerial Statement Planning for Growth and Laying the Foundations emphasized the Government's approach to house building and although now superseded by

the NPPG, it remains fully reinforced by the NPPF2 where the Government's aim remains to significantly boost the supply of housing.

The NPPF identifies three dimensions to sustainable development giving rise for the planning system to perform the roles below:

“an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;

a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and

an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.”

Furthermore, LP policy should follow the approach of the presumption in favour of sustainable development where such development should be supported when weighing all of the provisions of the NPPF2 as a complete document.

Principle of development

The Statement of Common Ground (SoCG) relating to housing and employment needs across Leicester and Leicestershire was first published on 13th May 2022. The SoCG was informed by two key pieces of evidence work (also published on 13th May 2022) – The Housing and Economic Needs Assessment (HENA) and Sustainability Appraisal (SA).

Research by McCarthy Stone found that 70% of over 65s would consider moving to a bungalow or park home which equates to 8.4 million people across the UK. However, while demand is rising supply is falling and in the year 2000 9,347 bungalows were built compared with just 2,384 in 2019, this is equal to less than 1% of the new homes built in 2019/20.

In “Too little, too late? Housing for an ageing population.” the foreword by Michael Voges Executive Director, ARCO Associated Retirement Community Operators states:

“Over the next two decades, the number of people aged over 65 in the UK is expected to increase by 41% to 18 million. While over-65s often choose to continue living in their existing homes, many wish to downsize when they reach retirement – including into age friendly accommodation that has been designed to boost independence, health and wellbeing. At present, those who wish to take this path have little to choose from. Less than 3% of the UK's housing stock is geared towards the retirement market, much of it built as traditional sheltered housing several decades ago. Such low provision is harmful not only for older people, but our country as a whole.

High-quality retirement housing has a crucial role to play in tackling the urgent housing, health and social care challenges facing us. At a time when many young families are struggling to get on to the housing ladder, more than half of the 15 million ‘surplus’ bedrooms lie within the homes of those over 65.”

The HENA figures underpinning the emerging HBBC Local Plan demonstrate a 40% increase in the population aged 65+ in Leicester and 42% increase across Leicestershire is projected over the same 2020-41 period. This cohort will naturally come from those now 55 or over, where the relevant data is split between single older person households and those with two or more older people (which will largely be couples). Current data shows that the majority of older persons households are owner occupiers (62% in Leicester and 81% in Leicestershire) and most are owner occupiers with no mortgage.

Currently the policies the LPA relies upon are contained within 2009 Core Strategy and the Site Allocations and Development Management Policies Development Plan Document (SADMP) (2016). The Framework was updated on 12th December 2024 alongside the NPPG that revised the standard method for calculating the local housing need assessment and, as a consequence, the LPA are unable to demonstrate a 5YHLS, which is one of the key circumstances for the engagement of the 'tilted' balance as per Paragraph 11(d).

In addition, and in relation to the Emerging Local Plan for 2024-2045, Hinckley & Bosworth Borough Council is proposing to publish the Regulation 19 (Pre-submission) Local Plan for public consultation summer 2026. Given its early stage of preparation, the Emerging Local Plan is attributed no weight when determining this proposal.

Relevant Planning History

22/00370/FUL: Proposed construction of 4 no semi detached dormer bungalows and 1 detached dormer bungalow (for occupation by persons over the age of 55 only) with associated parking and amenity space: Approved 4 October 2022

Under such circumstances the case of **DLA Delivery Ltd v SoS** highlights the critical need for consistency in decision making in terms of following previous decisions or to give clear reasons for reaching a different view.

The Framework seeks to protect communities from inappropriate development but not to curtail development where it accords with Local Plan policy. Planning policies and decisions should no longer attempt to impose architectural styles however it is proper to seek to promote or reinforce local distinctiveness and reflect the adjacent built form.

Paragraph 139 of the Framework that states:

“Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes.

Conversely, significant weight should be given to:

development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes;”

On this basis the Framework supports the efficient use of land where there are clear social, economic and environmental benefits and that each application should be judged on its individual merits.

Local List Requirements

Due to the scale and nature of the proposal, the level of detail submitted with the application is considered proportionate. Schedule 4 of the DMPO details the statutory consultations required *before the grant of permission*. If during the determination period the statutory consultees request additional information and this is not provided by the applicant, the LPA could refuse the application for this reason. On this basis this section forms a notice under Article 12(1) (DMPO Amended July 2015) as the applicant considers the submitted information meets the requirements set out in article 34(6)(c) and any other information contained in the adopted Local List should be waived allowing the immediate validation of the application.

Amount, Layout & Design

The Framework seeks to protect communities from inappropriate development but not to curtail development where it accords with Local Plan policy. Planning policies and decisions should no longer attempt to impose architectural styles however it is proper to seek to promote or reinforce local distinctiveness and reflect the adjacent built form. Given the location and local context the redevelopment of the site for retirement accommodation is supported by both National and Regional evidence as the need to cater for the ageing population is now a significant material consideration.

Lord Filkin's 2012 Report "*Ready for Ageing?*" concluded that society was "*woefully unprepared for ageing*" and this position remains in 2022. DCLG projections show that by 2025 8.2 million households will be headed by someone 65 and over which represents an increase of 23% from 2015 (Centre for ageing better 2014-2039) and by 2037 there will be 1.42 million more households than today headed by someone aged 85 or over that represents an increase of 161% over 25 years.

The Leicester and Leicestershire Strategic Housing Market Assessment (SHMA) Report dating back to June 2014 showed that Leicester & Leicestershire is expected to see a substantial increase in the older person population with the total number of people aged 55 and over expected to increase by 43% over the 25-year period to 2036.

The SHMA recognises the need to provide housing for older people as part of achieving a good mix of housing and a key driver of change in the housing market over the next 20-25 years is expected to be the growth in the population of older persons.

For data on the number of people with specific illnesses or disabilities the Projecting Older People Information System (POPPI) website provides prevalence rates for different disabilities by age and sex. The SHMA analysis shows that the prevalence of illness/disability is expected to increase significantly in the future although with an increasing population. There is projected to be a large rise in the number of people with mobility problems up by 93%

Given the ageing population and higher levels of disability and health problems amongst older people there is likely to be an increased requirement for specialist housing options. Between 2011 and 2036 there is predicted to be a percentage change of 103% in relation to the population experiencing mobility problems. Data suggests that across Leicester & Leicestershire some 24.6% of households contain someone with a long-term health problem or disability (LTHPD). By applying this information to the main demographic projections it is estimated that the number of people with a LTHPD will increase by around 71,200 (a 44%

increase) in the period from 2011 to 2036 and the vast majority of this increase (94%) is expected to be in age groups aged 65 and over. Overall the population increase of people with a LTHPD represents 43% of the total increase in the population projected by the SHMA modelling.

As such the SHMA identifies a particular need to plan for a growing older population. Typically the greatest support needs are for alterations to properties such as to bathrooms, showers and toilets etc as. Many of these can be resolved in situ through adaptations to existing properties and the resource implications of this will need to be planned for. The growing older population has led to the increase in requirements for specialist housing solutions and new bungalow accommodation that is “ready for ageing”. Increasing numbers of older people with health problems will also require joint-working between housing and health (Council and NHS) providers. The SHMA states:

“Currently 25% of households contain someone with a long-term health problem or disability. Demographic trends are expected to lead to a significant growth in the population and number of households with disabilities over the period to 2036. Housing support services, including provision of adaptations to properties, will need to be adequately resourced to take account of this.”

Given the significant material considerations cited above, paragraph 48 of the NPPF indicates that planning law requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise.

Paragraphs 124 and 125 of the NPPF seek to make the effective use of land. It states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.

Access & Parking

The existing access will be utilised and parking can be accommodated within the scheme to meet the necessary requirements for the new dwellings that will include the charging facilities for hybrid and electric vehicles.

PPG13 and associated guidance is replaced by the NPPF that states:

“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.”

When considering the above, the modest amount of development and the percentage impacts of this traffic are considered minimal meaning the impact of the development will have effectively ‘nil detriment’ and will not therefore adversely affect the current road network capacity.

Flood Risk Assessment

The Environment Agency flood zone map identifies the site as lying within Flood Zone 1 (Low Probability) with no significant risk from fluvial or tidal sources. Alternative sources of flood risk, such as sewer flooding and pluvial run-off have been considered and there is no significant flood risk posed from any other source.

Landscape, Ecology & other considerations

In terms of surveys, appropriately worded conditions can be imposed should this be considered necessary ensuring the development is consistent with the relevant provisions of the NPPF and LP Policy.

Conclusion & Justification

In the overall policy context, the scheme reflects and maintains the residential use of the site and in terms of design and built form, represents an integrated and sustainable development that represents the successful recycling of surplus land where the cumulative benefits will outweigh any perceived harm.

Based on the above, any adverse impacts of the proposal do not significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, particularly as the proposal is considered pass the test contained in Paragraph 11 d) (ii).

In summary, the principle of development is in accordance with current and emerging LP policy and therefore, the proposal does benefit from the presumption in favour of sustainable development as articulated in paragraph 11 (d) of the Framework and can be supported on this basis.