
Planning Statement Addendum

Boorley Gardens, Hedge End:
Erection of 70-bed C2 Care Home incorporating
ancillary Community Hub



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1. Introduction

1.1. This Planning Statement Addendum has been written on behalf of Halebourne Care Group Limited ('The Applicant') to accompany a Full planning application submitted to Eastleigh Borough Council (EBC) for development on land at Fieldfare Road at the entrance to the 'Boorley Gardens' development ('the site').

1.2. The original description of development ("the Proposed Development") was as follows:

"Erect C2 Care Home with new vehicular access from Fieldfare Road."

1.3. Following consultation and engagement, Halebourne have updated the operational basis for the Care Home in order to provide a more beneficial and diverse cluster of uses on the site, and as a result of this the formal description of development has been adjusted to the following:

"Erection of 70-bed C2 Care Home incorporating an ancillary Community Hub with new vehicular access to Knot Road".

1.4. This Planning Statement Addendum sets out the justification and rationale for the inclusion of the Community Hub within the application. It is divided into the following sections:

- Planning background: what was originally envisaged on the site through the Outline permission?
- Proposed operational model: how would the Hub operate?
- Planning policy
- Conclusion

1.5. This statement confirms the following:

- (a) That the provision of a community space within the development itself was integral to the original vision for the site shown at Outline;
- (b) That it was recognised the community space would always have been incorporated along with other uses within the Local Centre, which (combined with the constraints on the site) would naturally produce a modest hall rather than an extensive sports facility or similar that might compete with other facilities;
- (c) that it is possible through the S106 agreement to ensure delivery of the Hub on a free-to-use basis which hugely amplifies the benefit of the facility to the local community;
- (d) that by delivering the Hub within the Care Home building itself, this ensures delivery without creating a future potential liability or ongoing cost to any public sector body;
- (e) that the proposition directly meets the aims of Eastleigh Borough Council's Local Plan and NPPF.

1.6. Overall, we believe that the proposed amendment to the application represents sustainable development consistent with the Development Plan and should be supported.

2. Planning background

Outline permission

- 2.1. The application site was originally encompassed within an outline permission (O/15/75953) granted in favour of Gleeson/Miller/Welbeck. This has the following formal description of development:

The development of a new sustainable neighbourhood comprising of up to 680 residential units, a new local centre including provision for small scale retail and/or community/healthcare use, land for a two-form entry primary school, formal and informal open space and sports provision, access roads and all other associated and necessary on-site infrastructure

- 2.2. This was granted in November 2016. As an outline permission, relatively few drawings were formally approved, with Condition 3 only approving a series of parameter and access plans including land use, movement and access, building heights, density, and landscape. Excerpts of these in the Local Centre area are shown below.

Figure 2.1: Building Heights and Landscape parameter plans



- 2.3. As set out in Halebourne's original Planning Statement, the proposed Care Home is consistent with the original planning permission in terms of the 'mixed use' land designation as well as movement, height, density and landscaping of this parcel of the site.

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Requirement for Local Centre within the site

- 2.4. As noted above, the description of development for the original Outline included 'and/or' in relation to retail. This provided clear flexibility of intent, with community/healthcare also noted as an acceptable alternative. In the Inspector's appeal decision, the Local Centre was referred to (paragraph 12.55) as a benefit, although mainly in terms of achieving a sense of place, as part of the community as a whole.
- 2.5. It was not the case that the permission hinged on the providing any particular type of use/floorspace within the Local Centre; rather that it would provide a focal point and opportunities for social activity at the heart of the site. Correspondingly, conditions on the Outline did not set out specific restraints/requirements on the Local Centre per se.
- 2.6. As the officer's committee report (June 2015) stated:
140. No specific proposals are included for the local centre at this stage. The application suggests that the space would be designed to be flexible and subject to viability testing it could accommodate A1 retail, A3 (sale of food and drink), A4 (public house), D1(b) (crèche, day nursery, day centre, GP surgery and or other community uses). In addition land for a 2-form entry primary school is offered.
- 2.7. Reflecting this flexibility and the parameter-based drawings for site as a whole (including the Local Centre), the Section 106 agreement to the original Outline application included substantial flexibility on what would ultimately be developed at the Local Centre.
- 2.8. In particular, Schedule 12 (paragraph 1.1) of the legal agreement stated:
- '[...] for the avoidance of any doubt the Owner shall be under no positive obligation to provide any quantum of retail and/or community healthcare use pursuant to the Planning Permission'*
- 2.9. Correspondingly, the original Section 106 agreement required the continuation of dialogue between the developers of the site and Eastleigh Borough Council, to configure the amount and type of different uses within the Local Centre, to establish how these would be delivered. This process was to consider retail, community healthcare as well as a Community Building.

Provision for Community Building

- 2.10. Schedule 11 of the original Section 106 agreement permitted a scenario where rather than providing a Community Building on the site, a financial contribution could be made as a fallback. However, it is clear from the Outline application that the preference would always be to deliver facilities of this kind **on-site**, to complement the development as a whole by offering a facility at the heart of the new development, as shown below.

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Figure 2: Excerpt from Design and Access Statement

2 FACILITIES

Does the development provide community facilities, such as shops, schools, workplaces, parks, play areas, pubs or cafés?



- New and existing residents will benefit from the **local centre with easy access from Winchester Road** and will integrate well with the proposals for Boorley Fields
- A **two-form entry primary school** is proposed at a heart of the scheme with comfortable walking distances for the existing Boorley Green community as well as new residents

- 2.11. Provision of the community centre on-site was informed by EBC's *Infrastructure Delivery Plan* (July 2014) which set out how the council would ensure future development is accompanied by the services and facilities needed to deliver sustainable communities. This included the following reference:

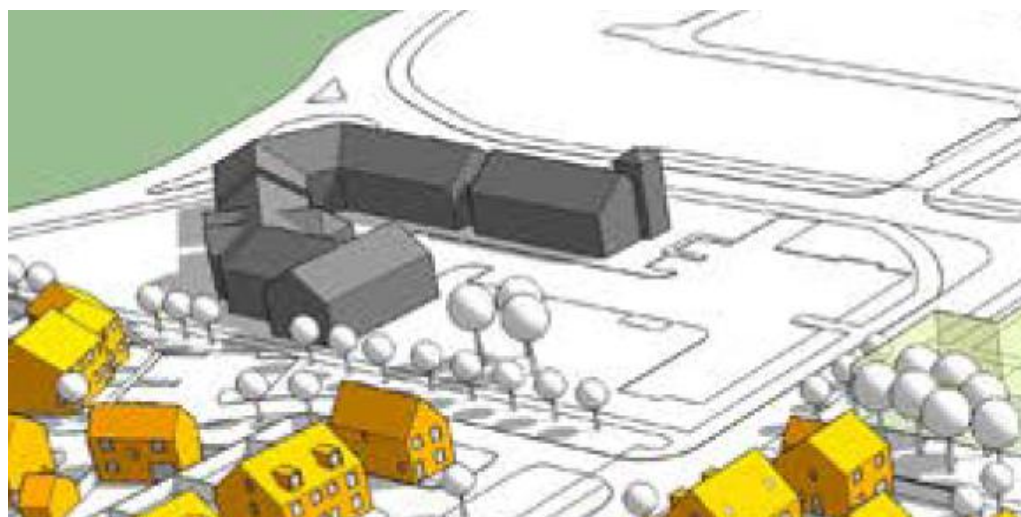
4.93 On large strategic housing sites new community facilities will be expected to be provided to serve the needs of the local community. These facilities will be funded by the developer.

- 2.12. The key point to note here is that the facility is to serve the local community, in the context of the new residential development occurring on three sides of the proposed Care Home

Design of the Local Centre and Community Building

- 2.13. In terms of how the Local Centre / Community Building would be configured, there were no formally approved layout drawings for the site in the original application, but indications were given in the Design and Access Statement Addendum that the site would host a single large (but multi-use) building.

Urban Overview from 2018 Supplementary Design and Access Statement and Design Code)



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Illustration of 'Urban Gateway' from Design and Access Statement addendum (p.51)



2.14. The above reflect the content of the original applicant's Design and Access Statement which referred to a range of flexible uses on the site, as noted below in the 'Key Principles' and 'Urban Forms' sections. Importantly this includes a reference to potential residential uses on upper floors, now echoed by Halebourne with the care home element.

- A proposed local centre that will support and complement that proposed within Boorley Fields
- A local centre that is flexible and capable of accommodating a number of uses based on market trends, as well as residential uses above ground floor

6.97 Three storey buildings will primarily be used in and around the proposed mixed-use centre, close to facilities and the primary school site. This also allows for the potential provision of residential homes above the proposed retail units. The buildings within close proximity of the mixed use centre may include higher ground floor storeys, allowing for the future flexibility or the possibility of live work units.

2.15. This summary of the planning background to the application site confirms a number of things:

- the Local Centre site was intended to perform a number of functions, including retail and community uses and the possibility of residential uses on upper floors, with the central theme of complementing the residential development;
- there was no specified size for community provision on the site, but that this would be the function of a subsequent process with future applicants.
- that in practice, after taking account the constraints of the site, particularly the small size of the plot and the veteran tree constraints to the rear, the space available for a standalone community building would be limited and that it may ultimately be delivered as part of a mixed-use building.

2.16. On this basis, Halebourne believe that the inclusion of a Community Hub within a larger building (in this case a Care Home) is consistent with the original vision for the development as a whole.

3. Concept for the Community Hub

Previous consideration of standalone building

- 3.1. Prior to submitting the current application, Halebourne had considered the possibility of a small community building on the site, as envisaged in the drawings below.

Figure 3.1: Preliminary layout tabled at pre-app stage



- 3.2. Halebourne had been prepared to include this in the proposal, as a literal interpretation of providing 'a building'. However, the outcome of our analysis and pre-application discussions was that a *standalone* building would struggle to work effectively due to the small scale of the site, which is constrained by its shape, access and the presence of mature veteran trees to the north. This echoes the illustrative drawings from the Outline approval, which strongly implied that the community use would be incorporated within a larger building.

Consultation on current application (F/23/96629)

- 3.3. Subsequently, through consultation on the application, Halebourne have been made aware of a range of comments including:
- Hedge End Town Council - objected partly on the basis that the original planning permission was for community buildings.
 - Botley Parish Council - whilst not directly objecting, they highlighted a similar point that the original permission included retail/community/healthcare uses.
 - Local residents – Although only 2 comments appear to have been received, both refer to community issues and local facilities, with one querying how future Care Home residents would integrate into the community, and the other concerned by a lack of amenities in the area more generally.
- 3.4. In light of this Halebourne have further engaged with local representatives and operators of Care Homes

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elsewhere and believe that rather than providing a standalone building, or having no on-site provision, it would be most appropriate to take the approach of integrating a Community use within the same building as the Care Home. This would take the concept more closely back to the original Outline permission.

- 3.5. A Community Hub can in principle provide a positive way of integrating people of different ages, including with nurseries/schools and Care Home residents. This helps improve the quality of life of the care home residents and local residents. It also promotes general health, mental health, personal and social well-being as well as improvements in diet and physical activity.
- 3.6. Care Home providers elsewhere in the region on examples of good practice of how to integrate with local communities. A particular example has been Brendoncare Group (BC) who have created a 'Community Hub' within one of their latest care homes (at Otterbourne Hill, Winchester). Various groups/bodies come and use their hub including:-
- Schools/nurseries
 - Silent Mind
 - Age UK
 - Church groups/Wakes
 - Dementia support group
 - Dementia choir
 - Community meetings
 - Charitable community activities and fund-raising meetings.
 - Local club meetings such as Bridge, Card/Board games and Arts & Crafts
 - Fitness classes
 - Specialist therapy sessions for adults and children
 - Gym uses for the vulnerable/elderly and physically impaired persons' (portable equipment)
 - IT training for non-confident users
 - Coffee & Cake mornings
 - Alzheimer help/learning sessions (by appointment only) with expert care staff from the care home
 - Senior Citizens' Club
 - Holiday Club
 - Parental classes
 - Local history and archaeological societies
- 3.7. Halebourne believe a similar approach would benefit the growing community of Boorley Gardens, and we know that local community groups / organisations such as those listed above would like to make use of a Community Hub in this location, in a similar way to Otterbourne Hill, if it was made available.
- 3.8. A particular advantage of this location would be having a space immediately accessible to the residents of the 680 new homes of Boorley Gardens, without having to drive, or walk 10-15 minutes to the Boorley Green Community Centre, which would involve crossing the busy Winchester Road B3354. Provision of a bespoke Community Hub facility here, would complement the existing offer of that much larger and popular facility.

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Concept for Community Hub at Boorley Gardens

- 3.9. Using the above as a model, Halebourne have proposed an amendment to the ground floor of the Care Home building, **dedicating a Community Hub, available for free public booking**. Key features are:
- Total size of around 1,162 ft²
 - Large multi-purpose room of circa 800ft² (75m²)
 - Separate access able to operate independently from the main care home;
 - Kitchen facility;
 - Separate WC facility including accessible WC;
 - Slight adjustment to the overall footprint of the building;
 - Additional external storage space for moveable furniture items.
 - Direct access to proposed future bus stops
- 3.10. This would be governed by a Section 106 agreement including the following obligations
- To construct the Community Hub Building in accordance with the Planning Permission
 - To ensure it is available for use from the date the rest of the development is first occupied.
 - To maintain the Community Hub Building in good repair
 - To make it available for use by the general public and care home residents in accordance with an approved Management Plan.
 - Prior to occupation, to submit the Management Plan to the Council for approval and thereafter to implement it.
- 3.11. Proposed floor plans and indicative visuals for the Community Hub are provided below:

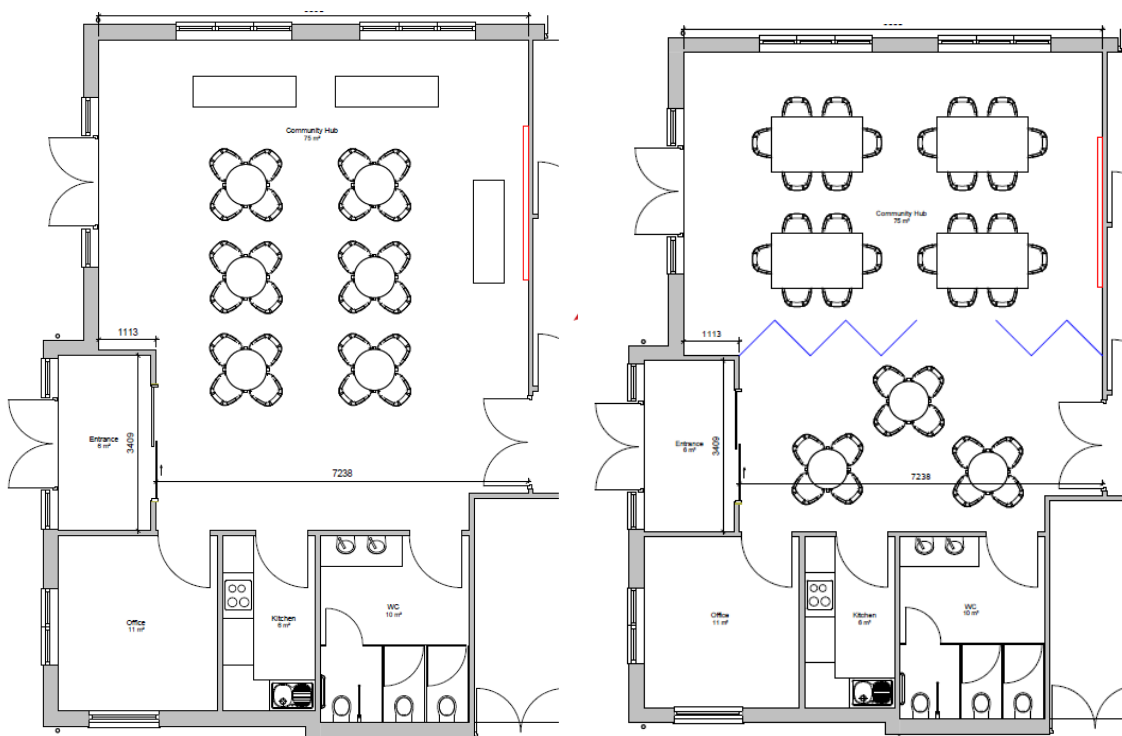


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Proposed floor plans for the community hub



4. Planning policy

- 4.1. Provision of the Community Hub is consistent with various key policies in the Local Plan.
- 4.2. **Strategic policy S1** seeks to deliver sustainable development in Eastleigh by meeting a range of social, economic and environmental gains in balance. In particular it sets out an objective to:
- b. enhance social equality by ensuring equal and easy access to a range of community facilities and services and by promoting the development of employment, education and skills training opportunities;*
- 4.3. The term ‘easy access’ is key here, as on-site provision is preferable to a financial contribution that might be spent at a great distance from residents.
- 4.4. **Strategic Policy S10, Community facilities** also states the following:

Strategic policy S10, Community facilities

1. The Borough Council will work with Hampshire County Council, the health authorities, emergency services, town and parish Councils, faith groups and voluntary groups to ensure the adequate provision of facilities to serve the Borough’s communities. In association with new residential development the Borough Council will seek the provision of:
 - a. new schools and enhancements to existing schools as advised by the education authority, including
 - i. new primary schools as required for the larger development sites (Chapter 6);
 - ii. new secondary schools for the east of the Borough;
 - b. new and enhanced medical facilities as advised through engagement with all relevant healthcare service commissioners and providers in the area including an extension to the Stokewood surgery;
 - c. cemeteries to meet local needs (see policy DM37, Chapter 5 and detailed proposals in Chapter 6); and
 - d. other new and enhanced community infrastructure necessary to ensure the sustainability of the development. This could include new multi-purpose community halls, improvements to existing halls, and, where feasible, local shops.
- 4.5. Importantly community facilities are a wide category including ‘halls and meeting places’ and they can include publicly and privately owned facilities, as identified in the S10 supporting text paragraph below:
- 4.51 Community facilities include a wide variety of uses such as schools, medical facilities, community halls and meeting places, places of worship and cemeteries. They can also include privately owned facilities such as public houses.
- 4.6. **Strategic policy S11, Transport infrastructure** has the purpose of delivering development in a way that reduces the need to travel and which promotes modes of transport including walking, cycling, bus and rail travel. The proposed Hub aligns precisely with these aims, being on a key public transport route for buses, and within proximity of Hedge End railway station, with the proposed bus stop adjoining the Hub itself.

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- 4.7. The proposed Hub is consistent with the thrust of the Local Plan, bringing forward a much-needed facility in an accessible central location as part of an emerging community, Boorley Gardens. The development optimises the use of land and will protect the trees on site, whilst being designed to reflect the character of the surrounding area.
- 4.8. The development also accords directly with the below provision in the **National Planning Policy Framework** (paragraphs 88 and 97 in the existing 2023 version and paragraphs 86 and 95 in the July 2024 consultation version).

~~88-86.~~ Planning policies and decisions should enable:

- a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed, ~~beautiful~~ new buildings;
- b) the development and diversification of agricultural and other land-based rural businesses;
- c) sustainable rural tourism and leisure developments which respect the character of the countryside; and
- d) the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.

~~97-95.~~ To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;

- 4.9. Overall, planning policy directly supports the provision of community facilities where the potential demand for them arises through increases in population.
- 4.10. Halebourne consider that the proposed Hub would fulfil the original intentions of the Outline permission for Boorley Gardens in terms of on-site provision, ensuring that the requirement for planning obligations to be 'directly related'.

5. Conclusion

- 5.1. The proposed inclusion of a Community Hub is an appropriate response to the site for many reasons:
- It secures a substantial community space in perpetuity, available free of charge, at the heart of the new Boorley Gardens community;
 - It ensures that the contribution is made locally to serve residents nearby, so that the obligation is 'directly related' and thus compliant with relevant Regulations and Guidance. The alternative of making a financial contribution would by definition be spent on facilities elsewhere and have a lesser, unquantifiable benefit for the Boorley Gardens development.
 - Inclusion within a larger Care Home building, to be managed independently of the Council or other public body, ensures no ongoing liability or cost.
 - Given the size of the site and constraints on it, and the expectation of providing other uses such as retail, there was no likelihood of a substantial standalone Community Building being delivered on this parcel.
 - Provision of a community room will complement, rather than compete with, alternative facilities such as the Boorley Green Community Centre which have the scale to undertake indoor sporting activities.
- 5.2. Overall the proposals are consistent with policy, and represent sustainable development, and should therefore be granted subject to the planning obligations outlined in this document.

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