

PLANNING STATEMENT

**Development of Use Class C2 residential
accommodation with care for persons aged
55 and over.**

Compton Mill, Compton, Leek

February 2017



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1 Introduction

1.1.1 This Planning Statement has been prepared by Adlington in support of a full planning application by Gladman Care Homes Ltd for the development of Use Class C2 residential accommodation with care, comprising 57 apartments for persons aged 55 and over at Compton Mill, Compton, Leek. The scheme comprises 20No one-bedroom apartments, 33No two-bedroom apartments and 4No three-bedroom apartments.

1.1.2 Adlington works in partnership with Registered Care Providers in order to deliver quality accommodation and facilities for people requiring care. This development meets the present and future needs of those aged 55 and over who are in need of care, by constructing specialist developments that will significantly enhance the local environment within this part of Leek and contribute to the achievement of building a mixed and balanced community. This development is entirely appropriate in this location and will provide excellent homes exclusively designed for the over 55's, offering a lifestyle that ensures independence whilst offering care to those in need of care.

1.1.3 This planning statement should be read in conjunction with the Design and Access Statement, the Care Statement and the accompanying subject reports comprising:

- Heritage Statement prepared by David Beardmore
- Landscape Master Plan prepared by David Beardmore dated December 2016
- Urban Vision Design Review Panel 106 dated 4th November 2015
- Bat Survey Report dated March 2015 prepared by FPCR LLP
- Transport Statement reference 1220/1/C prepared by Ashley Helme Associates Ltd dated February 2017

- Phase 1 Desk Study Report reference IS105-02/AES/FL/GP prepared by Johnson Poole and Bloomer
- Parking Statement dated December 2016 prepared by Gladman Care Homes Ltd
- Energy Statement dated February 2017 prepared by Gladman Developments Ltd
- Proposed External Lighting Details prepared by Gladman Care Homes Ltd
- Travel Plan prepared by Adlington dated February 2017
- Utilities Appraisal Report prepared by Gladman Developments Ltd Dated February 2017

1.2 **Purpose of this Statement**

- 1.2.1 This statement assesses the proposals against the relevant development plan policies and other material considerations.
- 1.2.2 It demonstrates how the proposals have been designed to achieve compliance with the relevant development plan policies and also identifies the material benefits that will be delivered as part of the scheme.

2 The Scheme

2.1 Proposal

- 2.1.1 The proposal is for 57 apartments, (20No one-bedroom, 33No two-bedroom apartments and 4No three-bedroom apartments) including communal facilities, 28 car parking spaces (3 of which are disabled spaces), associated amenity space and landscaping on an application site area of 0.42 Ha (1.05 acres). The building is bounded by Compton and Prospect Place, Cornhill Street and Duke Street. The scheme has been designed to cater for an expanding market in Staffordshire Moorlands for the over 55's in need of care.
- 2.1.2 The site is ideally located on the southern edge of Leek Town Centre within a short walking distance of established community facilities and services for residents. This type of specialist accommodation will enable individuals to continue living in surroundings consistent with their current property with the benefit of care and support tailored to suit their needs. Communal facilities designed to complement the care packages offered include a lounge, restaurant, assisted bathroom, guest suite, hairdressers, activities and crafts room and landscaped gardens.
- 2.1.3 The model of care promotes independent living, is suitable for residents with dementia, could attract residents from existing residential care homes, maintains those who are self-funding their care as self-funders and has the potential to reduce the financial burden on Staffordshire Adult Social Services. Couples can also remain living together as part of the same household where one has care needs.
- 2.1.4 The functionality of the apartments, circulation spaces and internal and external communal areas are important in order to meet the needs of older residents with a variety of care needs. It also complies with the

overarching requirements of the Care Quality Commission – Essential Standards of Quality and Safety (See Care Statement Appendix 1).

- 2.1.5 This attention to detail and the need for “a national effort to build specialist homes and create the environments that will meet our needs as we grow older” is advocated with the HAPPI reports (HAPPI - Housing our Ageing Population - Panel for Innovation" was published in December 2009 by the Communities and Local Government, Department of Health and the Homes and Communities Agency and HAPPI 2 - Housing Our Ageing Population: Plan for Implementation – All Party Parliamentary Group on Housing and Care for Older People)(Appendix A) and Housing in Later Life : Planning Ahead for Specialist Housing for Older People (Dec 2012) (Appendix B). These reports also acknowledge that in fulfilling the needs of older people with care requirements and providing a choice of specialist accommodation it is imperative that the long term costs are manageable for residents. These have informed both the selection of this site and the formulation of the accommodation for this scheme. Our model also responds to a quote from one of the HAPPI panel, Dru Vesty MBE who is quoted as saying:

“If there’s an opportunity to buy a well-designed apartment, with flexible care available, in the middle of town, near your children, you’re buying more than just a good product: you’re buying a home which means that – as you get older – you’re less of a burden on your children. The offer is peace of mind.”

- 2.1.6 The development will provide high quality accommodation to a specification which exceeds that normally provided in similar schemes. As the scheme falls within Class C2 of the Town and Country Planning (Use Classes) Order 1987 (as amended) there is no requirement for the provision of affordable housing. This use for this type of scheme within Use Class C2 has been established at appeal (see Appendix C).

2.1.7 Adlington's flagship scheme was completed at Rhos on Sea in October 2009. The accommodation model has been endorsed by the Elderly Accommodation Council.

2.1.8 The design and materials of the scheme have been chosen to be sympathetic to the surrounding residential area and the nearby town centre.

2.2 Site Description

2.2.1 A full description of the site and the surrounding area is provided within the accompanying Design and Access Statement.

2.3 Planning History

2.3.1 The site currently benefits from extant planning permission for the erection of 66 apartments (Use Class C2) with commercial facilities, parking and associated private amenity space. Planning permission was first granted in 2010 (ref: SMD/2010/0145) and was subsequently renewed in 2015 (ref: SMD/2014/0702). The most recent decision notice is attached at Appendix D.

2.3.2 The existing building is currently used for the storage and sale of antique furniture. In the past, the building has been used for the manufacture of textiles and clothing.

2.3.3 To the rear of the site, planning permission was granted in May 2016 for the demolition of London Mill and the erection of a new build development comprising of 96 apartments (ref: SMD/2015/0585).

3 Planning Policy and Other Material Planning Considerations

3.1 Introduction

- 3.1.1 This section of the statement evaluates the proposal against national Planning Policy Statements/Guidance and against the most up to date and relevant regional and local development plan policy. Thereafter, any other material considerations are considered.

3.2 National Policy

National Planning Policy Framework (the Framework)

- 3.2.1 In his Ministerial Foreword, Rt Hon Greg Clarke MP stated that:

“The purpose of planning is to help achieve sustainable development. Sustainable means ensuring that better lives for ourselves don’t mean worse lives for future generations. Development means growth. We must accommodate the new ways by which we will earn our living in a competitive world. We must house a rising population, which is living longer and wants to make new choices. We must respond to the changes that new technologies offer us. Our lives, and the places in which we live them, can be better, but they will certainly be worse if things stagnate. Sustainable development is about change for the better, and not only in our built environment.”

His introduction continues:

- 3.2.2 **“So sustainable development is about positive growth – making economic, environmental and social progress for this and future generations. The planning system is about helping to make this happen. Development that is sustainable should go ahead, without delay – a**

presumption in favour of sustainable development that is the basis for every plan, and every decision. This framework sets out clearly what could make a proposed plan or development unsustainable.”

3.2.3 This section reviews the relevant parts of the Framework and assesses the conformity of the proposals.

Achieving Sustainable Development

3.2.4 The Framework adopts the Brundtland definition of sustainable development of meeting the needs of the present without compromising the ability of future generations to meet their own needs. The proposals accord with the social, economic and environmental components of sustainability.

3.2.5 Paragraph 14 states:

“At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.”

3.2.6 **“For decision-taking this means:**

- **approving development proposals that accord with the development plan without delay; and**
- **where the development plan is absent, silent or relevant policies are out of date, granting permission unless:**
 - **any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or**
 - **specific policies in this Framework indicate development should be restricted.”**

- 3.2.7 For the reasons set out within the application supporting documentation and commented upon throughout this statement, the proposals have been demonstrated to constitute sustainable development and accord with the development plan and should therefore be approved without delay. There are also significant material considerations in favour of granting permission.
- 3.2.8 These proposals will contribute towards Staffordshire Moorlands delivering a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, that will meet the needs of the current and future demographic trends, market trends and the needs of different groups in the community including older people, as prescribed within paragraph 50.
- 3.2.9 Chapter 7 of the Framework deals with 'Good Design'. The design and access statement demonstrates that the proposals will achieve a high quality functional development that will endure for generations to come. The proposals achieve strong accord with the key principles of good design and moreover will help to promote healthy communities through encouraging social interaction, offer opportunities for recreation and access to cultural facilities.
- 3.2.10 Chapter 11 of the Framework is concerned with 'Conserving and enhancing the natural environment'. In this regard the application proposals directly accord the government's policy objectives of remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate and minimising impacts on biodiversity and providing net gains in biodiversity and adequately mitigating any impacts.
- 3.2.11 At paragraph 159 of the Plan-Making Local Plans Housing section it states:

“Local planning authorities should have a clear understanding of housing needs in their area. They should:

- **prepare a Strategic Housing Market Assessment to assess their full (my emphasis) housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:**

- meets household and population projections, taking account of migration and demographic change;

- addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own and

- caters for housing demand and the scale of housing supply necessary to meet this demand (my emphasis);

3.2.12 Older people are defined within ANNEX 2: Glossary as:

“People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.”

3.2.13 The proposals are covered within the definition of older people and therefore the Council should be responding to the huge needs identified and encouraging provision to meet this demand.

3.2.14 The provision of residential accommodation with care will assist in widening the choice and availability of elderly person's accommodation in Leek and will contribute towards creating balanced and mixed communities. The site is a previously developed site situated within the urban area close to this District Centre and therefore has excellent sustainability credentials thus reducing reliance on the private car.

3.2.15 This development clearly accords with the government's priority that encourages the re-use of previously developed land within the urban area. The scheme is planned in such a way so as to make most efficient use of this sustainable urban site by delivering high density residential development, whilst protecting the environmental qualities of the site and respecting the character of the locality.

3.3 Local Planning Policy

The Development Plan

3.3.1 The Development Plan consists of the Staffordshire Moorlands Core Strategy Development Plan – adopted March 2014. The Core Strategy has replaced the saved policies of the former Staffordshire Moorlands Local Plan.

3.3.2 The adopted Core Strategy contains several policies relating to detailed development control matters. These include policies E2 and DC1.

Policy E2

- 3.3.3 Policy E2 identifies that the loss of existing employment sites will not be permitted except where it can be shown that it would not be suitable or viable for continued employment use; or substantial planning benefits would be achieved through redevelopment which would outweigh the loss of the site for employment use.
- 3.3.4 A Marketing and Market Report has been prepared by Daniel & Hulme demonstrating that the property has been marketed since 2008 on a 'To Let' or 'For Sale' basis but that no serious interest has been forthcoming other than for residential development. The report also explores the opportunities for mixed use but concludes that this would not suit the location or nature of the site (This was also the outcome from an earlier marketing exercise undertaken by Butters John Bee). The marketing report is attached at Appendix E.
- 3.3.5 The Care Statement, Design and Access Statement and this statement demonstrate how the scheme will also provide substantial social and planning benefits. The development will deliver a high quality well thought out scheme, by; improving and extending the mix of housing in Leek; representing a highly sustainable site and location for residential development; uses the land effectively and efficiently whilst enhancing the character of the area and fulfils some of the recognised need for this type of specialist accommodation in Leek and the district.
- 3.3.6 The site is also included within the 2014 adopted Leek Town Masterplan, forming part of the 'Compton Mill Area' which is identified as a Key Development Site in Leek (Appendix F).

Policy DC1

3.3.7 Policy DC1 identifies that developments will be expected to demonstrate:

- A well designed scheme that reinforces local distinctiveness by positively contributing to and complementing the special character and heritage of the area
- Be of a high quality and add value to the local area, incorporating creativity, detailing and materials appropriate to the character of the area
- The scheme's design takes account of the scale, character, siting, alignment, mass, design, colour and materials of the surroundings
- Landscape spaces between and around buildings
- Provide satisfactory standards of amenity
- Mitigate adverse environmental effects
- Make adequate provision for people with restricted mobility through the design of site layouts
- Make provision for safety and security by maximising opportunities for natural surveillance

3.3.8 The Design and Access Statement explains the formulation of the proposals and how the proposals take account of the existing visual character of the area, Listed Buildings and adjoining Conservation Area. The statements and the application drawings also demonstrate how the proposals are in harmony with the visual character of the area, deliver a high quality design, will enhance the overall environmental quality of the locality and will deliver a sustainable development.

SS5a – Leek Area Strategy

- 3.3.9 Policy SS5a identifies at point 4. an aspiration to promote Leeks special character and heritage and strengthen its role as a visitor destination by conserving and enhancing buildings, sites and areas of heritage and cultural importance, complemented by new distinctive, sensitively designed, high quality, sustainable buildings. The Design and Access Statement follows this approach for the assessment of character and context for the application site and the design response builds upon the quality of the listed buildings and conservation area with a high quality building to enhance this part of Leek. The Marketing report prepared by Daniel and Hulme demonstrates that the proposals are also capable of according with policy E2 following an extensive period of marketing of the property. This statement also identifies that there are substantial benefits that would be achieved through redevelopment and a significant need for residential accommodation with care for older people, which in part can be fulfilled by these proposals and would outweigh the loss of the site for employment purposes.

3.4 Other Material Planning Considerations

SPG Housing for Local People & Affordable Housing

- 3.4.1 This supplementary Planning Guidance was adopted for the purposes of development control in February 2005. This application is made specifically for C2 Use only and will be restricted to such use through the S.106 Agreement. There is no specific requirement for C2 Use proposals to provide affordable housing and is not therefore required as part of the proposed development.

SPG Developer Contributions

- 3.4.2 The guidance sets out topic areas for which planning obligations will be sought. A Transportation Assessment has been submitted as part of the application confirming that the scheme is acceptable in highway terms, without any further works and there is an existing bus stop at the front of the site.

SPG Amenity Space for Residential Care and Nursing Homes

- 3.4.3 This prescribes 20m² of amenity space per unit. This scheme accords with this guidance.

3.5 Planning Practice Guidance

- 3.5.1 On 6th March 2014 the government published its National Planning Practice Guidance (PPG). The PPG replaces some 230 planning guidance documents but will result in no amendments to the Framework.
- 3.5.2 The proposals accord with the relevant sections of the PPG, particular focus is drawn to the Section 'How should the needs for all types of housing be addressed (Paragraph 021 Ref ID:2a-021-2014306) which states that:

"Housing for older people - The need to provide housing for older people is critical (Gladman emphasis) given the projected increase in the number of households aged 65 and over accounts for over half of the new households (Department for Communities and Local Government Household Projections 2013). Plan makers will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to move. This could free up houses that are under occupied. The age profile of the population can be drawn from Census data. Projections of population and households by age group should also be used. The

future need for older persons housing broken down by tenure and type (e.g. sheltered, enhanced sheltered, extra care, registered care) should be assessed and can be obtained from a number of online tool kits provided by the sector. The assessment should set out the level of need for residential institutions (Use Class C2). But identifying the need for particular types of general housing, such as bungalows, is equally important”.

3.5.3 Following a speech made on 20th March 2015 by the Housing Minister, Brandon Lewis, the Government has updated the PPG to stress the need for councils to take into account housing requirements for over 65s; this age group are expected to make up more than half of all new households in the future, according to the latest projections. The purpose of that change was explained to be as follows: ***“.... we are publishing updated planning guidance to reinforce our expectation that all local planning authorities will assess and plan to meet the diverse needs of older people in their local communities. Local planning authorities need to be clear about the future level of both general and specialist accommodation that is needed for older people in their area.”*** (Gladman emphasis). The PPG is guidance, not law, but is still a material consideration in planning decisions.

3.5.4 The main changes made to the PPG are summarised below;

- Developers specialising in older people’s housing added to the list of stakeholders who councils should involve at the earliest stage possible in plan preparation. *[Housing and economic development needs assessments section, para. 7]*

- Plan makers, who already have to consider the size, location and quality of homes for older people in the future, must do so to allow older people to “live independently and safely in their own homes for as long as possible, or to move to suitable accommodation if they so wish. Supporting independent living can help to reduce the costs to health and social services.” *[Housing and economic development needs assessments section, para. 21]*
- ***“In decision-taking, evidence that development proposals for accessible and manageable homes specifically for older people will free up under-occupied local housing for other population groups is likely to demonstrate a market need that supports the approval of such homes.”*** *[Housing and economic land availability assessment section, para. 37]*
- Councils should identify specific sites for all types of housing to meet their anticipated housing requirement; this could include sites for older people, including extra care. When councils do not consider it appropriate to allocate such sites, they should have policies in place to say when/where such homes will be permitted, which might include setting numerical targets for them. *[Local Plans section, para. 6]*

Urban Vision Design Review Panel

3.5.5 The proposed development was presented to the Urban Vision Review Panel on the 4th November 2015. Several recommendations were made regarding the development, full details can be found on page 13 of the Design & Access Statement (DAS). Chapter 5 of the DAS illustrates how these recommendations have been dealt with.

Community and Wider Community Benefits

3.5.6 The community and wider community benefits of this scheme include:

- Opportunities for local groups to hold events within part of the communal areas of the development as a key part of the integration with the community.
- Fulfilling some of the needs of older people with care needs.
- Reducing the burden on the NHS and Adult Social Services by reducing visits to doctors and the length of stay in hospital and maintaining those who self-fund their care (Approx. 70%) as self-funders (unlike residential care homes and nursing homes).
- The on-site presence of the care team also offers improved accessibility for Leek residents to domiciliary care services (within their current homes).
- Offering a real choice for older people to purchase their own apartment with the benefit of an on-site 24/7 care team.
- Allows couples to remain living together where only one has care needs.
- Allows older people with care needs to meet like-minded people who wish to maintain their independence as long as they're able to.

4 National Strategy (Residential Apartments for the Elderly with Care)

4.1 Introduction

- 4.1.1 This section of the report identifies and examines the National Strategy for the creation of additional accommodation choices for the elderly in order to justify the requirement for the C2 residential accommodation with care.

4.2 National Strategies

- 4.2.1 There is growing understanding by central Government of the challenges and opportunities of an ageing society with a broader focus on sustainable communities that promote inclusion of older people, and this is beginning to manifest within policy. The underlying aims are best captured within a quote from Stephen Ladyman in 2004 (the then Minister at the Department of Health who was responsible for social care policy), as follows: -

"Most older people want to stay in their own homes for as long as possible. If they can't stay in their own houses for whatever reason, then they do not want to trade independence for dependence. What they want is to have control over their lives." "A private home with your own front door but all the support you might expect in a residential home. But it must be more than a housing solution – it must be a community solution, which requires full commitment of housing, health and social care agencies."

- 4.2.2 The strategy also recognises that *"in future, housing, health and care will be increasingly interdependent, making housing and ageing a cross government priority."*
- 4.2.3 The Care Services Improvement Partnership Toolkit "More Choice, Greater Voice" (CSIP 2008), recognises that one of the factors that is driving change and will influence the future of accommodation and care for older people, is emerging models of supported accommodation that offer a higher level of dependency, but creating an environment for lively and active old age. This application proposes one such model.
- 4.2.4 CSIP also discusses a range of factors that local authorities should consider as drivers for change when developing local strategies. This includes consideration of local home ownership amongst older people, which is increasing, and an associated reluctance to transfer to rented accommodation in older age, which then leads to an erosion of the value of equity in their homes. Some 75% of retired people own their own house and the Council of Mortgage Lenders estimate that this accounts for around £1 trillion of un-mortgaged equity, accounting for around half of all housing wealth in the UK.
- 4.2.5 Further credence to the elderly care model proposed is identified within Putting People First – A Shared Vision and Commitment to the Transformation of Adult Social Care (Department of Health 2008) sets out the Government's commitment to independent living for all adults (including the elderly) to *"have the best possible quality of life and the equality of independent living is fundamental to a socially just society"* *"The time has now come to build on best practice and replace paternalistic, reactive care of variable quality with a mainstream system focussed on prevention, early intervention, enablement, and high quality personally tailored services. In the future, we want people to have maximum choice, control and power over the support services they receive."*

4.2.6 Lifetime Homes, Lifetime Neighbourhoods (Communities and Local Government, Feb 2008) identifies one of the aims for the future, as follows:

"We need a new vision for specialised housing for older people as somewhere that more people aspire to live in later life and which will match their lifestyle. We need more good quality specialised housing of different types to promote greater choice. And we need to set new standards which will serve to lead rather than follow the best of services. We want to see the future of specialised housing at the heart of the community, offering services for the whole community."

4.2.7 This application fulfils these government aims by providing high quality accommodation with integrated care and thus serves to meet the aspirations of older people by raising the standards of care available to them on an independent basis.

4.2.8 There are numerous relevant publications that highlight the benefits and the importance of the application proposals. Recent publications include 'Hatching a plan for older people's housing', Housing LIN Viewpoint 78 May 2016 (Appendix G) and 'In sickness and in health – Extra Care Housing works especially well for couples,' Housing LIN Case Study 122 April 2016 (Appendix H). There is also recent legislation in the form of the Care Act 2014.

Hatching a plan for older people's housing (Appendix G)

4.2.9 The front page of the recent publication states:

"At a time when planning should be raising its game to meet the need of an ageing society, the Government is progressing changes to legislation and funding for housing which will affect future approaches – for better or worse. However, the planning system and development plans should be an important mechanism for developing policies to meet older people's housing needs. This viewpoint looks at the future role of planning in this

changing context, suggesting that a comprehensive review of planning practice relating to older people's housing could help meet housing needs across all generations." and on page 3, *"So current circumstances in the housing market suggest that housebuilding which enables older to people to downsize should now be the silver lining in the post recessionary cloud."*

4.2.10 Furthermore, on page 6 within the section headed 'Threats and Opportunities' it states:

"This viewpoint demonstrates that the housing market and the planning system are currently delivering a pitifully small amount of housing aimed at increasing the choices of older people..... The real and exciting possibility that more owner occupied housing for older people could drive higher levels of housebuilding in neither fully explored or exploited. At the same time, the real intent of the 'universal duty' in the Care Act 2014 to prevent, delay or reduce the development of care and support needs is being overlooked. Meanwhile, associated savings that could be made to budgets like social care, welfare, and health are not entering into anyone's equations. Greater focus on this issue seems urgent."

Care Act 2014

4.2.11 The Care Act 2014 includes general responsibilities of local authorities including a number of functions that are relevant to the proposals here. They include:

- Promoting individual well being
- Promoting needs for care and support
- Promoting integration of care and support with health services - improving the quality of care and support for adults and provision of services, facilities or resources
- Promoting the efficient and effective operation of a market in services for meeting care and support needs with a view to ensuring that any person in its area wishing to access services in the market:

- has a variety of providers to choose from who provide a variety of services
- has a variety of high quality services to choose from
- has sufficient information to make an informed decision about how to meet the needs in question.
- The need to ensure that it is aware of current and likely future demand for such services and to consider how providers might meet the demand and must also have regard to the need to ensure that sufficient services are available for meeting the needs of care and support of adults in its area and the needs for support of carers in its area.
- In arranging for the provision by persons other than it for services for meeting care and support needs, a local authority must have regard to the importance of promoting the well-being of adults in its area and the needs for support of carers in its area.

4.2.12 Two other recent strategies include the HAPPI 2 Report and Housing in Later Life – Planning Ahead for Specialist Housing for Older People (see Appendix B). These highlight the significance and acute needs for additional specialist accommodation, which must carry considerable weight in favour of granting planning permission, including at page 7 of Housing in Later Life – The benefits of building specialist housing for older people:

“3. The benefits of building specialist housing for older people.

Specialist housing can provide many benefits for older people, including:

- *Dedicated on-site support*
- *More plentiful social networks*
- *A safer environment*

- *Readily available repairs and maintenance.*

On average, each older person living in specialist housing reduces costs to other services by £550. Extra Care Housing in particular can play an important role in delaying and preventing a move into residential care and improving the health and wellbeing of older people, as well as providing cost savings to the public purse in the long term.

Quality of life

- *Research has shown that 92% of residents in specialist housing are very happy or contented. 64% said their health and well-being had improved since moving.*
- *83% of residents believe they can maintain their independence for longer. Purpose-built retirement housing better meets the onset and increasing problems of mobility, delaying the need for residential care.*
- *The immediate community and on-site staff help to reduce anxieties and maintain general health and well-being, helping to improve feelings of safety, security and companionship.*
- *This form of housing offers a more appealing alternative to the institutional ethos of residential care for older people who wish to continue living independently but require additional help and support to do so.*
- *Schemes are successful in improving outcomes for older people such as good health, independent living and greater participation within a community. Ultimately, they are fundamental to the creation of better and healthy communities.*

Sustainable communities

- *On many occasions, this form of housing reintroduces residential uses into central locations and town centres, helping to contribute to the overall vitality and viability of urban areas.*
- *Larger developments that provide their own facilities can act as a service centre in communities.*
- *Older residents tend to use local shops and facilities regularly. 80% use local shops almost daily or often and 40% used the library or post office almost daily or often.*

Reducing fuel poverty

- *In research on sheltered housing, 51% of residents reported lower energy bills when compared to their previous homes. Ageing and inefficient housing stock is closely linked to many pensioner deaths each winter, especially when combined with the increasing costs of energy.*

Stimulating the housing market:

- *As highlighted in HAPPI 2, increasing the stock of specialist housing for older people could release more large homes for families to occupy. Around 60 per cent of older householders have multiple bedrooms despite having no dependent children.*
- *This has a knock on effect that stimulates the housing chain and ultimately benefits the first time buyer. In some areas, this also relieves the considerable pressure to build on 'greenfield' or 'green belt' land.*
- *Properties vacated are usually re-occupied by younger families, refurbished and made more energy efficient, helping to achieve other sustainability goals.*
- *In the affordable housing sector, better housing choices for older people can free up family housing, reducing waiting lists for social housing.*

Reducing or delaying the need for care

- *Older people account for 55% of GP appointments, 68% of outpatient appointments and 77% of inpatient bed stays.*
- *As well as achieving better outcomes, specialist housing can reduce demand for acute health and care services by supporting people to live independently and avoiding crisis intervention.*
- *Specialised housing can prevent a move into residential care. Research shows that each year a resident postpones moving into care, the states saves on average £28,080.*
- *Improved feelings of security, companionship and well-being in specialist housing mean older people will be less likely to seek help from local authorities. In addition, research shows that a significant contributing factor to low well-being in older people is living alone.*
- *Health and social care provision can be streamlined within specialist housing. Visiting health professionals including doctors, nurses, chiropodists and so on can visit several residents during one visit, which is a more efficient use of public resources.*

Benefits to the economy

- *Estimates show that an average scheme of 40 apartments provides investment of approximately £5 million into older people's housing and the local economy. Around 50 people are also employed for the duration of the construction process and around 17 full and part time jobs are created from a typical Extra Care development.*
- *Developments which provide higher degrees of care, such as Retirement Villages can be expected to provide even higher levels of employment."*

4.2.13 In June 2016 the All Party Parliamentary Group published HAPPI 3 (Appendix I). The report comments that Local Authorities are in a key

position to help older people move and trigger chains that provide opportunities for first time buyers.

4.2.14 This is supported by a quote from John Pankhurst (Inside Housing) on page 12 who states that;

"The shortage of purpose-built housing for older people is 'bedblocking' the housing market."

4.2.15 HAPPI 3 recommends that Local Authorities should "...recognise the demographic changes that necessitate stronger encourage for older people's housing" (page 3). Furthermore, on page 5 the report asserts that;

"Local authorities are key players in meeting the needs of their ageing population: they are the stakeholders – as planning authorities, as care funders, as housing providers – who understand local housing requirements and can adopt the strategies and incentives to meet them."

Councils need to ensure their Local Plan gives the necessary priority to older people's housing needs – not least as a core component of any new settlements – and that new developments of retirement housing embrace HAPPI design principles."

4.2.16 The report also calls on the Government to give housing for the elderly greater consideration throughout the policy making process (page 5);

"Government policies for new house building are concentrated on extensive support for first-time buyers. But new homes for older people can not only meet their needs but can create the housing solutions for the younger generation as well."

We call on Housing Ministers to take the lead in securing enhanced support across government to boost significantly the very modest output of house building for older people."

4.2.17 On page 10 the report identifies a number of benefits associated with the delivery for housing for the elderly;

Critically, this report draws attention to the need for more autonomy, choice and control in the way older people can manage their homes and the lives they want to lead in retirement. In particular, to ensure that they can:

- be as independent as they want to be*
- feel part of a community and choose how and when to they want to engage*
- have greater autonomy and feel that their lifestyles are met with wider health and wellbeing benefits from living in a 'care ready' environment*
- stay connected with their social or other support networks, including through the use of technology, preventing isolation and loneliness*
- access information on options for moving home within the area of their choice and on the management arrangements*
- have a clear understanding of purchase, shared ownership or rental prices so that they can make informed decisions about what they can afford to buy and/or rent*
- have greater clarity and certainty over service charges and associated property costs/management fees so that they retain more control and can plan their finances effectively*

All this presupposes, of course, a planning environment that proactively encourages and assists the delivery of a greater range

of well-located, well-designed and well-managed retirement housing models, across all tenures."

4.2.18 HAPPI 3 also incorporates the findings from two reports published in 2015 by Savills and JLL (page 14). Both highlight that a chronic shortage of high quality retirement housing is reaching "crisis point."

"We forecast the market needs to build around 11,000 – 18,000 retirement homes per year just to maintain existing provision rates amongst older people." (p9, Savills – Housing an Ageing Population 2015)

"JLL estimate that there is a potential requirement for an additional 725,000 Housing with Care units by 2025 which would equate to nearly 50% of all new homes built at the current rate.

The RICS estimate that by providing viable, alternative residential accommodation for older households such as Housing with Care, could release 2.6 million houses back into the mainstream housing market." (p3, JLL – Retirement Living – Where is the Opportunity?)

Future Trends

4.2.19 By 2020, it is anticipated that 20% of the English population will be over 65 and by 2027, the number of over 85 year-olds will have increased by 60%.

4.2.20 The cost for long term formal care for older people (paid for by both individuals and the state) could rise from £11.1bn (1.6% of GDP) in 1995 to:

- £14.7 billion in 2010 (1.5% of GDP)
- £19.9 billion in 2021 (1.6% of GDP)
- £28 billion in 2031 (1.8% of GDP)
- £45 billion in 2051 (1.9% of GDP)

Source: With Respect to Old Age: Long Term Care – Rights and Responsibilities by The Royal Commission on Long Term Care – March 1999

- 4.2.21 The proposed model of accommodation will appeal to the majority of older people who are homeowners who wish to continue to own their own home and will be paying for their care requirements.
- 4.2.22 Those over pensionable age are expected to rise from 11.3 million (18.7% of the population) to 14.9 million (21%); an increase of nearly a third in just 25 years (source ONS, 2006 – based UK projections). Three out of four of those now retiring are home owners.

The Need for Change

- 4.2.23 The need for changes to the provision of care services to elderly people was recently explained by the Government within “The Case for Change – Why England Needs a New Care and Support System.” HM Government, 2008, which states.

“The existing care and support system is not sustainable because of the massive challenge that changing demographics represent for our society. In 20 years’ time the cost of disability benefits could increase by almost 50%. We expect a £6 billion “funding gap” in social care just to deliver the same level of support that people experience now, if social care rises at the same pace as anticipated economic growth.

People also have changing expectations about the type and quality of services they experience, with ever increasing numbers wanting to stay in their own home and avoid institutionalisation. The existing system does not always live up to people’s expectations. Too often, our existing system also under funds the kind of

preventative home-based domiciliary care necessary to keep people active and healthy. The current system has a tendency to create an over reliance on residential care or even health care options, when the preference of many people would be earlier interventions to help them stay in their own home and help them stay active."

4.2.24 This proposal responds to this need for change and will provide a very efficient but flexible care model to meet the specific care demands of residents.

Conclusion

4.2.25 The proposed model of residential accommodation with care, fulfils the Government's objectives by enabling persons to receive care (very efficiently) within their own homes, whilst located in an environment that encourages independent living and wellbeing amongst likewise individuals. This model also provides an attractive alternative to the 75% of retired persons across the UK that own their own homes with significant levels of equity (including those who own their property outright), who wish to continue to live at home in later life, widening choices, reduces dependence on more institutional forms of provision and reduces the burden on social services and the NHS.

4.3 National Need

4.3.1 Chapter 15 of the DCLG publication More Choice, Greater Voice a toolkit for producing a strategy accommodation with care for older people – Feb 2008, explores some of the ways that could be used to quantify the range of future provision of specialist accommodation for older people, and states:

“In seeking to look forward and to encourage a shift in the current pattern to one which offers a range of options to older people and is reflective of the key characteristics of the older population it will be important to take into account a number of factors:

- *The demand for rented conventional sheltered housing is likely to decline.*
- *The suitability of the older stock for letting will become increasingly problematic.*
- *The potential for leasehold retirement housing will continue to grow.*
- *Some existing schemes will lend themselves to refurbishment and remodelling to provide enhanced sheltered housing to support rising levels of frailty.*
- *Some of this enhanced sheltered housing should be offered for sale alongside that for rent.*
- *There is a need for an increasing proportion of extra care housing but its viability depends upon a stronger strategic relationship between health, housing and social care agencies.*
- *Extra care housing should be provided for sale and rent.*
- *There is a need for housing based models of accommodation and care for people with dementia.*

- *The proper design and use of extra care housing should mitigate the demand for an increase in residential care provision and may allow some re-provision.*
- *Housing-based models of dementia care will provide an alternative to nursing home based strategies for meeting the needs of those living with moderate to severe dementia*
- *The need to adequately support those who are self-funding their accommodation and care needs and those whose care is provided informally, that is to say by family members and friends....*

Previous estimates of the requirements for sheltered housing tended to look mainly at the need for social rented provision, rather than at the overall potential demand. The emergence of owner-occupation as a significant factor in old age had shifted the balance between estimates of need and demand."

4.4 Regional Strategy

4.4.1 Staffordshire has been one of the counties at the forefront of recognising and implementing strategies and undertaking need analysis, which responds to the agenda set by central Government, for the provision of improved specialist accommodation for older people. The most relevant publications to date include:

- 'A Joint Commissioning Strategy for Services for Older People in Staffordshire 2008-2012' – NHS North Staffordshire, Staffordshire County Council and South Staffordshire Primary Care Trust
- 'Older Peoples Extra Care Needs Analysis Evidence Base (aged over 65)'
- Staffordshire FlexiCare Housing Strategy 2010-2015

4.4.2 In 2008 Staffordshire County Council formed a partnership with the North and South Staffordshire Primary Care Trusts to produce a joint strategy for elderly people. The strategy acknowledges that the direction for national and local policy in health and social care is now focused firmly on the development of enabling services to ensure that people can maintain their independence, have choice and control regarding personalised services and lead fulfilling lives within their local communities. The strategy has as one of its objectives that older people will have control over their own lives wherever possible, live safely and healthily and access the health care and support they need in order to be as independent as they choose. As part of this objective an increase in numbers of older people living in extra care settings is envisaged and an Extra Care Strategy will be progressed in each District Plan. Some of the issues arising from these strategies include:

Priorities for Service Development

- *“Older people and their carers will be supported to live safe, healthy and fulfilled lives, and services will be developed to focus on and deliver prevention.*
- *Older people will have control over their own lives wherever possible, live safely and healthily, and access the health care and support they need in order to be as independent as they choose.*
- *Older people and their carers will have easy access to information in their local area about the full range of services available, which will empower them to participate and feel valued within their community, and enable them to receive those services they need at the right time in the right place.”*

A Vision for Older People in Staffordshire

"Our vision for older people in Staffordshire is that they will:

- Have control over their own lives wherever possible*
- Live safely and healthily*
- Access the support they need in order to be as independent as they choose*
- Easily access information in their local area about the range of services available*
- Participate and feel valued within their community*
- Be supported to live safe, healthy and fulfilled lives"*

4.4.3 Most relevant to the application proposals, section 8.4 identifies:

"The programme for extra care development is already providing very different, independent, life opportunities for older people who need high levels of support. As people receiving services increase their choice, service patterns will change and the next three years will give further evidence of those services which personal budget holders will choose."

4.4.4 'Older Peoples Extra Care Needs Analysis Evidence Base (aged over 65)', produced by Staffordshire County provides a very detailed assessment to assist in predicting the numbers, age and health profiles of Staffordshire residents who may require a range of extra care services in the future and to enable planners to quantify extra care provision at a district level.

5 Local Need

Staffordshire

- 5.1.1 Currently there are approximately 156,000 older people aged over 65 within Staffordshire (Census 2011), which constitutes over 18% of the population (18,700/2.2% are over 85). By 2020 the number of persons over 65 in Staffordshire is expected to have risen to approximately 199,000 (over 85's to 27,000).
- 5.1.2 There are currently in excess of 3,900 people aged over 65 in care homes across the county, which is expected to rise to nearly 5,800 by 2025. Current annual admissions to permanent residential and nursing care supported by the county council are expected to rise from 1,037 to over 1,500 per annum by 2025.
- 5.1.3 Statistics from the 'Older Peoples Extra Care Needs Analysis Evidence Base (aged over 65)' – Staffordshire County Council (SCC) include: -
- *"Using a proportional model it is estimated that an additional 4,796 Extra Care Units will be required by 2025 across Staffordshire*
 - *It is estimated that 108,529 people aged 65 and over in Staffordshire will suffer from a limiting long term illness by 2025 and increase of 37,438*
 - *It is estimated that 16,826 people aged 65 and over in Staffordshire will suffer from dementia by 2025 an increase of 7,114"*

Staffordshire Moorlands

- 5.1.4 Within Staffordshire Moorlands there were approximately 19,400 people over 65 in 2009 and there is an expectation that this will rise by 20% by 2015 to 23,200 and by 42% by 2025 to 27,500. Of these, there are currently over

- 2,285 who are providing unpaid care to a partner, family member or other person. By 2025, this is expected to exceed 3,074.
- 5.1.5 Table 10 of the Needs Analysis Evidence Base states that at 2015 there are currently 2,420 self-funders over 65 within Staffordshire that will require some form of care assistance, which by 2020 will have risen to 2,740, by and by 2025 to 3,082. Table 13 identifies that at the time of the study the borough only benefits from 51 extra care bed units for sale. Table 14 identifies that Staffordshire Moorlands requires an additional 241 extra care bed units in 2015, 413 by 2020 and 585 by 2025. Of these Table 15 suggests that the vast majority, (501) 86%, should be provided for sale, (21) 4% rented by the council, (32) 5% other social rented and (30) 5% private rented or living rent free.
- 5.1.6 It is understood that the needs analysis is a conservative estimate of the extra care needs across the county. Gladman expect that the current needs will rise once, dementia sufferers, those being cared for by a partner or family member and/or receiving domiciliary care and people making a conscious move out of existing care homes or another support service, from within the existing population of people over the age of 65 to this type of accommodation. Nevertheless, there is currently a clearly current and future defined need for significant additional extra care units within Staffordshire Moorlands.
- 5.1.7 The FlexiCare Housing Strategy (2010) identified an existing provision of 51 'FlexiCare' units at the time of publications. The need in Staffordshire Moorlands for such units is expected to continue to increase significantly to 809 by the year 2020.
- 5.1.8 It is evident from the Needs Analysis Evidence Base that at the time of the study, there were very few extra schemes for sale across the whole county (183 units only) and therefore there remains very little choice for those with care and support needs. There is also an expectation that the tenure

requirements for extra care schemes, which to date have been balanced between rental and for sale, will align more closely with the home ownership statistics for this age group. This is demonstrated within the tenure requirements for extra care units by 2025 (86%, 501 for owner occupation) for Staffordshire Moorlands. Gladman share the Governments view that given a choice of accommodation the extra care model offers significant advantages over the alternatives available and will soon become the norm rather than the exception across the UK.

- 5.1.9 Given the National and Regional Strategies in place, the demographics and the SCC needs analysis evidence base there is a current clear and pressing need for the type of accommodation proposed and an ever growing need in the future. The accommodation will also be a valuable contribution towards meeting some of the objectives of the 'Joint Commissioning Strategy for Services for Older People in Staffordshire 2008-2012.

5.2 Housing LIN @SHOP Need Assessment

- 5.2.1 A report generated from the Housing LIN SHOP@ tool for Staffordshire Moorlands is attached at Appendix J. This shows significant current needs for the proposed model of apartments with care which draws from enhanced sheltered, extra care housing and residential care categories and also shows this increasing year on year to 2035 with the greatest percentage need for lease accommodation (as proposed here).

6 Planning Obligations

- 6.1.1 This application is also accompanied by the previously agreed Unilateral Undertaking. The agreement includes provisions for the restriction of the occupiers to those over 55 years of age and the need to complete a written assessment to identify their care and support needs. A summary of the occupancy requirements is also included at Appendix K.

7 Key Benefits

7.1.1 The development proposed will deliver a high quality scheme of 57 units of Use Class C2 residential accommodation with care and communal facilities together with appropriate car parking and amenity space in a sustainable town centre location.

7.1.1 The proposal accords with the Framework and with the adopted policies contained within the Development Plan, which seek to concentrate development within the established urban areas, primarily on previously used brownfield land and to meet the needs of the population by delivering a range of housing. It is contended that the development of the site for persons requiring care will address an identified need for an ageing population.

7.1.2 The layout, design, scale and massing of the building have been brought together to respond to the challenge of creating a high quality scheme that enhances Compton street scene and is appropriate in scale with the buildings that surround it and the buildings to be replaced. In doing so the new building respects local character whilst also using high quality design to contribute to local distinctiveness.

7.1.1 The development of additional residential accommodation with care for people in need of care delivers a number of key benefits. These are summarised as follows:-

- It represents one of the most efficient ways to deliver care and support and will contribute towards reducing the financial burden for Adult Social Care budgets.
- Meets the needs of those people who wish to live in self- contained accommodation but who require support and care.
- The “Residential accommodation with care” model provides a real alternative to long term care in institutional residential care homes, for older persons or persons with a disability.

- The Government strongly support the concept of independent living with integrated care for people with care needs.
- It will help to fulfil the unmet demand for this type of care accommodation designed specifically with older people in mind.
- It creates an environment where preventative measures to reduce ill health and active ageing is promoted, creating an alternative to current residential care homes thus allowing older people the enjoyment of a more fulfilled life in their elderly years.
- It facilitates greater integration between housing, health and social care providers and reduces the burden on local health and social services.
- Intensive care and support will be available for those in need.
- It has the potential to contribute towards the release of existing housing stock widening choice and opportunity within the general open market, particularly family housing.
- Choice of apartment styles either being one, two or three bedrooms with scope for adaptation according to individual needs
- CCTV audio video entry system providing safety and security to residents
- Graded care packages tailored to individual needs
- Dementia care
- 24 hour on-site supervision, care and support
- Creates up to 15-20 full time equivalent staff opportunities
- Communal facilities designed for modern living; these include a large communal lounge with restaurant, quiet lounge for those residents with special needs, activities and therapies suite, hairdressers, guest suite and assisted bathroom.
- Communal managed gardens providing private outdoor amenity space exclusively for the enjoyment of the residents.
- A real choice for older people to maintain their independence with like-minded individuals, whilst receiving care with dignity within the privacy of their own apartments.

8 Conclusion

- 8.1.1 Having demonstrated that the proposals are fully in accordance with the development plan, is a sustainable development and that significant benefits and material considerations will result from these proposals, it is respectfully requested that, planning permission be granted.
- 8.1.2 In addition, paragraph 14 of the Framework prescribes that development proposals that accord with the development plan should be approved without delay. Furthermore, where the development plan is absent (in meeting the objectively assessed need of specialist older person's accommodation) the presumption in favour of sustainable development in the Framework is engaged and there are not any adverse impacts that would significantly and demonstrably outweigh the benefits to meeting these needs.
- 8.1.3 The benefits and material considerations of this type of specialist accommodation with care for older people including social, community and financial for Leek cannot be overestimated, should not be overlooked and must carry significant weight in the planning balance. In meeting these specialist needs the functional design qualities of the building are paramount to the proposals.
- 8.1.4 In addition to meeting the care needs of residents within the development the presence of a Registered Care Provider and its care team will also provide wider opportunities for more effective and efficient domiciliary care delivery to non-residents of the development in Leek.