

Report of the Chief Planning Officer

Report to Development Plan Panel

Date: 19th May 2015

Subject: Homes for Older People

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): All.	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The adopted Leeds Core Strategy sets out the overall requirements for the location, scale and distribution of housing growth (SP1: Location of Development, SP6: The Housing Requirement and Allocation of Housing Land, SP7: Distribution of Housing Land and Allocations). These requirements have been derived from the evidence base and a full objective assessment of housing needs, which has been found to be sound. This embraces the requirement for all types of housing, including affordable housing and the needs of different groups in the community (such as older and disabled people) (NPPF, para.159).
2. Within this strategic context, Policy H4 identifies the approach to Housing Mix to address type and tenure needs locally. It states that this should include the need to make provision for Independent Living. Linked to this, Policy H8: Housing for Independent Living, addresses this need by stating that developments should contribute to supporting needs for Independent Living and that sheltered and other housing schemes aimed at elderly or disabled people should be located within easy distance walking of Town/Local Centres or facilities.
3. Whilst all housing sites are capable of contributing to supporting the needs for Independent Living, the Site Allocations Plan (SAP) and Aire Valley Leeds Area Action Plan (AVLAAP) takes this approach further, by identifying sites

that are located within easy walking distance of Town and Local Centres as being particularly appropriate for older or disabled people.

Recommendation

4. Development Plan Panel is invited to comment on and to endorse the overall approach to the identification sites for homes for older people, within the SAP and AVLAAP.

1.0 Purpose of this Report

- 1.1 The purpose of this report is to inform members of how the Site Allocations Plan (SAP) & Aire Valley Leeds Area Action Plan (AVLAAP) will support the housing delivery programme for older people.

2.0 Background Information

- 2.1 The National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG) requires Local Planning Authorities to plan for a mix of housing (including older people), based on current and future demographic trends. The NPPG states that the need to provide housing for older people is critical 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). Leeds has an ageing population and the need to plan for this is identified in the Strategic Housing Market Assessment (SHMA). The findings of the SHMA are embedded in the Core Strategy housing growth principles. These ensure housing growth targets reflect local housing needs by providing a range of housing options in terms of tenure, type and size, ensures quality of life through the design and standard of new homes, delivers affordable homes, and works with partners to meet housing requirements.
- 2.2 Policy H4 of the Core Strategy (see below) refers to Housing Mix and seeks to ensure that an appropriate mix of dwelling types and sizes are facilitated as part of development proposals, to help address the local population needs. The Policy provides thresholds for when development is required to submit a 'Housing Needs Assessment', to address the local need in terms of housing type and tenure.

POLICY H4: HOUSING MIX

Developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long term taking into account the nature of the development and character of the location. This should include the need to make provision for Independent Living (see Policy H8)

For developments over 250 units, in or adjoining the Main Urban Area and Major Settlements or for developments over 50 units in or adjoining Smaller Settlements, developers should submit a Housing Needs Assessment addressing all tenures so that the needs of the locality can be taken into account at the time of development.

- 2.3 The need to provide a range of housing types and tenure for independent living is expanded further in Policy H8 of the Core Strategy (see below) which states that sheltered or other housing schemes aimed at older persons or disabled people should be located within easy walking distance of Town or Local Centres or have good access to a range of local community facilities. It

reaffirms the Core Strategy's commitment to Independent Living by requiring LDF Allocations documents to identifying land appropriate for this.

POLICY H8: HOUSING FOR INDEPENDENT LIVING

Developments of 50 or more dwellings are expected to make a contribution to supporting needs for Independent Living. Very large scale development will have potential to provide sheltered schemes, as part of a wide housing mix. Smaller developments may contribute in other ways, including provision of bungalows or level access flats.

Sheltered and other housing schemes aimed at elderly or disabled people should be located within easy walking distance of town or local centres or have good access to a range of local community facilities. LDF Allocations Documents should seek to identify land which would be particularly appropriate for sheltered or other housing aimed at elderly or disabled people.

3.0 Main Issues

Overview

- 3.1 In recent years promoting independence and providing people with more choice and control over their care and support has been a feature of health and social care legislation. The Care Act (2014) brings together previous legislation and places new duties and responsibilities on local authorities relating to care and support for adults and in particular improving (older) people's independence and wellbeing and preventing the need for increasing care and support. The City Council supports this approach through the 'Better Lives for Older People Programme', which aims to widen the number of housing options available, to ensure that the choices and aspirations of individual older people may be met at each stage of life as age and as dependency advances.
- 3.2 Specialist older persons housing refers to housing for people of 65 years and over. The type of housing for older people ranges from living in an adapted home within the community, sheltered with on-site or of site warden support, 'Extra Care' housing which promotes independent living whilst providing 24 hour access to care, and residential and nursing homes. The benefit of providing specialist housing for older people is that independence can be maintained for longer and wellbeing improved. Older people can now exercise more choice over how they access care. Some may wish to remain in their family homes for as long as possible accessing community support. With the growing number of older old people with chronic long term conditions it is likely that more people will choose to move to live in their own home in a specialist complex where they can access care to suit their needs and avoid admission to residential care.
- 3.3 Extra Care Housing functions as a dwelling, it has its own front door and is either let as a tenancy or available for leasehold purchase. It can come in many built forms, including apartment complexes, bungalow developments and retirement villages. What sets Extra Care homes apart however, is that

the housing complex will have communal facilities that residents and visitors can access and on-site 24 hour care. Regardless of the type of building it is important that Extra Care Housing presents and functions as a domestic rather than an institutional environment. This flexibility allows for 'ageing in place', rather than an older person being required to change their accommodation in order to receive care and health services that can and should be available in the community.

- 3.3 With older people's aspirations rising, regarding the type and quality of housing with care and support, it is likely that demand for traditional residential care will decline. In Leeds as elsewhere, Extra Care is viewed as one of a range of options for older people who are in need of accommodation in which care and support can be received. The development of additional Extra Care Housing in Leeds is essential to ensuring that the needs of a growing older population are met.

Demand and supply

- 3.4 Whilst housing for older people refers to those aged 65 and above, the focus for older persons housing is based on the over 75s, as this is where the greatest need is. The Strategic Housing Market Assessment (SHMA) 2011 anticipates that Leeds will have a significantly greater proportion of older people by 2026 than in 2010, with the greatest increase relating to households aged over 85 years. More recent data from the Sub National Population Projections 2012, notes that in Leeds over the period 2012 to 2028 the numbers of people aged 65+ as a proportion of the population are expected to increase from 15% to 17% and the number of people aged 80+ from 4% to 6%.

- 3.5 The NPPG states that Local Planning Authorities need to assess the future need for specialist accommodation for older people by tenure and type (e.g. sheltered, enhanced sheltered, extra care, registered care) using a number of online tool kits provided by the sector. The Table below sets out the total % over/under supply on a ward basis up to 2028 to cover the Plan period. The table uses 2011 census data to identify the quantity and type of older peoples housing required across the City. This includes the requirement for Extra Care housing, which has been calculated using the Planning for Care model and CLGs 'More Choice Greater Voice' methodology.

Ward	Projected over 75s	2028 % over/under	2028 % over/under	% Over /Under
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		supply – Care Beds without Nursing	supply for Extra Care Housing (ECH)	Supply For Care Beds With Nursing
Armley	2186	1007	-100	-100
Bramley & Stanningley	1967	-100	-17	-100
Calverley & Farsley	2400	-100	-100	-45
Farnley & Wortley	2580	365	-100	-100
Pudsey	2744	326	-100	-66
Headingley	708	634	-100	164
Hyde Park & Woodhouse	697	-100	-100	85
Kirkstall	1840	30	-100	-100
Weetwood	2435	294	-100	-100
Adel & Wharfedale	2944	111	-100	-100
Guiseley & Rawdon	2547	26	59	-34
Horsforth	2698	33	-85	-71
Otley & Yeadon	3127	146	-100	-100
Ardsley & Robin Hood	1669	-100	-100	-100
Morley North	2309	337	-100	-45
Morley South	2135	115	-100	-100
Rothwell	2508	-100	-100	-68
Beeston & Holbeck	1995	-100	-62	-6
City & Hunslet	1375	373	54	239
Middleton Park	2202	286	-100	-100
Cross Gates & Whinmoor	2928	-100	26	-45
Garforth & Swillington	2599	596	-100	-100
Kippax & Methley	2150	426	-100	-11
Temple Newsam	2388	-100	-100	28
Chapel Allerton	1850	149	-100	-4
Moortown	2791	25	86	84
Roundhay	2777	267	-3	162
Burmantofts & Richmond Hill	1840	-100	-13	65
Gipton & Harehills	1478	834	-100	-100
Killingbeck & Seacroft	2428	143	-100	-82
Alwoodley	3105	-100	67	-100
Harewood	2722	-100	-100	-100
Wetherby	2978	-23	-89	-51

3.6 As highlighted above, over and under supply varies across the wards and type of provision. Due to the very different services provided the figures haven't been combined. This is because ECH can be seen as an alternative to residential provision, but the supply and demand of nursing is a different matter and relates to a different service user base (i.e. assessed nursing needs). The programme of work the City Council is undertaking is about re-provision of alternative services and a transition from residential to ECH.

The Site Allocations Plan (SAP) and Aire Valley Leeds Area Action Plan (AVLAAP)

3.7 The majority of housing sites in the SAP and AVLAAP will be able to contribute towards the provision of housing for older people through Core Strategy H4: Housing Mix, and Core Strategy H8: Housing for Independent Living.

3.8 The SAP and the AVLAAP can be used as tools to help address areas of deficiency by identifying suitable sites close to Town and Local Centres in conformity with the Core Strategy. Policy H8 states that sites should be within easy walking distance of Town and Local Centres. A 5 minute walk (400m) is deemed as an acceptable walking distance in the Core Strategy accessibility standards. It is recommended that this is used as a general indicator to identify sites for people aged 65 years and over close to Town and Local Centres (and for these sites to be identified on the SAP and AVLAAP Proposals Maps) but with the understanding that older people (e.g. over 75 years) are likely to be less mobile, are more likely to have impairments or restricted mobility. Consequently, other factors must be taken into account when assessing sites that are suitable for older people including, but not restricted to, proximity of the site to a frequent bus service, topography, and the location of G.Ps and neighbourhood shopping parades. Where appropriate the sites identified are expected to contribute towards delivering older persons housing. This does not preclude other sites from delivering housing for older people as the spatial requirements for the different types of housing for older people vary and they will still be required to satisfy the criteria in Core Strategy Policies H4 and H8.

3.9 Through the preparation and future implementation of the SAP and AVLAAP, officers will continue to work across Council services and with providers, to ensure that the housing needs of older and disabled persons are an integral part of housing growth and delivery.

4.0 Other considerations

Duty to Co-operate

4.1 The adopted Core Strategy has satisfied the Legal and soundness requirements of the Duty to Co-operate. Officers will continue to liaise with Leeds City Region/Neighbouring authorities in the preparation of the SAP and AVLAAP for Publication and Submission.

5.0 Corporate Considerations

5.1 Consultation and Engagement

5.1.1 The Core Strategy has now been adopted and has been found by an independent Inspector to be sound (this also includes compliance with the Duty to Co-operate and the regulated requirements for public consultation and engagement). The SAP and AVLAAP have been subject to early stages of public consultation and engagement. Following consideration by the Development Plan Panel and Executive Board, the Publication documents will be subject to a further stage of public consultation, prior to submission.

5.2. Equality and Diversity / Cohesion and Integration

5.2.1 In the preparation of the Core Strategy, due regard has been given to Equality, Diversity, Cohesion and Integration issues. This has included the completion of EDCI Screening of the Core Strategy and meeting the requirements of the Strategic Environmental Assessment Directive, which has meant that these Plans are subject to the preparation of a Sustainability Appraisal. The purpose of such Appraisals is to assess (and where appropriate strengthen) the document's policies, in relation to a series of social (and health), environmental and economic objectives. As part of this process, issues of Equality, Diversity, Cohesion and Integration, are embedded as part of the Appraisal's objectives. The site allocation proposals for the SAP and AVLAAP have been subject to EDCI Screening (reported to Executive Board on 11th February), further screening is being undertaken of the draft Publication Plans, which will be available in due course.

5.3. Council Policies and City Priorities

5.3.1 The Core Strategy, the emerging SAP and AVLAAP, play a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to the 'the Best City in the UK'. Related to this overarching approach and in addressing a range of social, environmental and economic objectives, where these Plans also seeks to support and advance the implementation of a range of other key City Council and wider partnership documents. These include the Best Council Plan (2013-17) and Leeds Joint Health and Wellbeing Strategy (2013-2015).

5.4 Resources and value for money

5.4.1 The preparation of statutory Development Plan Documents is an essential but a very resource intensive process. This is due to the time and cost of document preparation (relating to public consultation and engagement), the preparation and monitoring of an extensive evidence base, legal advice and Independent Examination. These challenges are compounded currently by the financial constraints upon the public sector and resourcing levels, concurrent with new technical and planning policy pressures arising from more recent legislation (including the Community Infrastructure Levy and Localism Act). There are considerable demands for officers, members and the community in taking the Development Plan process forward.

5.4.2 For the Local Development Framework ('local plan') to be as up to date as possible, the Council now needs to produce the SAP and AVLAAP as quickly as possible, following the adoption of its Core Strategy. This will provide value for money in that the Council will influence and direct where development goes. Without an up to date plan the presumption in favour of sustainable development by the Government means that any development in conformity with national policy will be acceptable, regardless of any previous positions of the authority, which could have implications in terms of resources and value for money.

5.5 Legal Implications, Access to Information and Call In

5.5.1 The Plans are being prepared within the context of national planning guidance and legislation. No decision is being taken so the reports are not eligible for call in.

5.6 Risk Management

5.6.1 None

6.0 Conclusion

6.1 The majority of housing sites in the SAP and AVAAP will be able to contribute in some way towards the provision of housing for older people through Core Strategy H4: Housing Mix, and Core Strategy H8: Housing for Independent Living. Identifying housing sites in the SAP and the AVLAAP that are within easy access of Town and Local Centres is in accordance with Core Strategy Policy H8.

7.0 Recommendation

7.1 Development Plan Panel is invited to comment on and to endorse the overall approach to the identification of sites to accommodate homes for older people, within the SAP and AVLAAP.