

Accommodation for Older People and Those in Need of Care

Supplementary Planning Document



ADOPTED

MAY 2011

Preface

Title of Document

Accommodation for older people and those in need of care.

Purpose of Document

This document provides supportive information to the Local Plan Policies **1.CO, 9.CO, 10.CO, 11CO, 15.CO, 16.CO, 59.BE, 71.H - 75.H, 85.H, 104.T - 105.T, and 147.OS** in relation to the provision of accommodation for older people and those in need of care.

Objectives

The SPD is intended to provide guidance which will assist applicants in the preparation of development proposals and assist in the consideration and determination of planning applications for accommodation for elderly and disabled people. This guidance will ensure that information and advice given to landowners, property owners and prospective developers is consistent, up-to-date and correct.

Adoption

Consultation for this document has taken place between 14th January 2011 – 25th February 2011, during which interested parties and statutory consultees had the opportunity to comment. The revised supplementary planning document (SPD) was approved for adoption by the Council's Cabinet and was formally adopted 16th May 2011.

Background information

The evidence base for this SPD was drawn from national guidance and local information.

Contents

Key Considerations

Summary.....	iv
1 - Introduction	
Population.....	1
Guidance.....	1
2 - Context	
Policy and legislative context.....	2
Population statistics.....	3
Health care requirements.....	5
3 - Definitions	
Age.....	7
Land use classes.....	7
Class C3 residential uses.....	8
Class C2 residential institutional uses.....	9
4 - Principles of development	
C2 Residential Institutions.....	11
C3 Dwelling Houses.....	12
Other principles of development.....	13
5 - Approach to securing affordable housing and other planning obligations	
Affordable housing and planning obligations.....	17
6 - References	
Bibliography.....	18
Appendix A - Relevant Saved Policies of the Eastleigh Borough Local Plan Review 2001-2011	
Local Plan Policies relevant to this document.....	19

Key Considerations

Summary

- Our population is ageing and projected to age further over the next few years. There is a need to plan positively for the changing needs of older people and those in need of care.
- In response to these changing requirements, the development industry often proposes new formats and types of accommodation. Guidance on how the Council will approach defining the use class(es) (C2 and C3) of the development is set out in paragraphs 3.2 to 3.10.
- Section 4 of this document provides guidance on some of the detailed planning principles relating to the provision of accommodation of older people and those in need of care. These include:
 - A general presumption in favour of development for C2 and C3 uses within the urban edges of settlements (paras 4.3 to 4.18)
 - Requiring that development is well related to existing communities, facilities and public transport (paras 4.19 to 4.27)
 - That sufficient car parking is provided to meet the needs of residents, visitors, staff and emergency services (paras 4.28 to 4.32)
 - Promotion of on-site open space and private amenity space which is designed to meet the likely needs of the intended occupiers of the development (paras 4.33 to 4.40)
- Section 5 explains that where development has an element of class C3 uses within it, it may be required to provide affordable housing. Other planning obligations may also be required for both C2 and C3 uses.

1 - Introduction

Population

- 1.1 Population trends in the UK show that people are living longer, and the proportion of elderly people in our population is increasing. This is mainly due to improvements in healthcare and lifestyles. As the population ages, there are implications for the types of housing that should be provided.
- 1.2 Traditionally people have remained in their home until they could no longer manage by themselves, at which point they then moved into a care home or nursing home. The emphasis in community healthcare has now shifted to *enabling* people to live in their own homes and communities for longer. Linked to this encouragement, and supplementing more traditional sheltered housing schemes, is the development of new types of housing provision for older people. These seek to provide people with their own homes within a larger development focussed on older people who have varying degrees of need.
- 1.3 The Borough Council has *recently* seen an increase in the number of planning applications for specialised housing and care facilities for older people. This Supplementary Planning Document (SPD) is intended to *provide guidance* to assist applicants in the preparation of development proposals and to provide additional guidance to assist in the consideration and determination of planning applications for accommodation for older people and those in need of care. The guidance will ensure that information and advice that is given to landowners, property owners and prospective developers is consistent, *up-to-date and correct*.

Guidance

- 1.4 This document provides guidance on the interpretation of **1.CO, 9.CO, 10.CO, 11CO, 15.CO, 16.CO, 59.BE, 71.H - 75.H, 85.H, 104.T - 105.T**, and **147.OS** in the Council's Eastleigh Borough Local Plan Review (2001-2011) in relation to the provision of accommodation for older people and those in need of care. The guidance deals with issues such as appropriate locations for older people's accommodation, and key features that it should contain including access, parking, and amenity space. This document also seeks to distinguish between the different types of accommodation in order to identify those which are primarily residential developments where the Council will normally expect a contribution to the provision of affordable housing.
- 1.5 The terms "older people" and "older persons" are generally used when referring to people over 60 years of age.
- 1.6 Whilst this document is intended primarily to provide guidance for older peoples' accommodation, it is also relevant to planning applications relating to institutional uses for the care of people less than 60 years of age who are in need of specialist accommodation similar to that needed by older people to meet their medical needs.

2 - Context

Policy and legislative context

National Policy

2.1 The following national planning policies seek to ensure proper planning for the needs of an ageing society:

- Planning Policy Statement 1 - Delivering Sustainable Development (PPS1) demands 'high quality inclusive design in the layout of new developments... not just for the short term but over the lifetime of the development.' Taking into account the projected ageing population it is vital that the Council ensures that all buildings developed in the coming years are capable of ensuring a high quality of life for its residents. PPS1 goes on to state that 'development plans should also contain clear, comprehensive and inclusive access policies – in terms of both location and external physical access... to break down unnecessary barriers and exclusions in a manner that benefits the entire community'. In planning for the specific needs of older people's accommodation, therefore, it is important to ensure that it is well located and designed so that it is integrated with the wider community.
- Planning Policy Statement 3 - Housing (PPS3) states that local councils should 'plan for a mix of housing on the basis of the different types of households that are likely to require housing over the plan period. This will include having particular regard to...the accommodation requirements of specific groups, in particular, families with children, older and disabled people'.

2.2 The **Care Quality Commission (CQC)** was formed in 2009, superseding the National Care Standards Committee and the Commission for Social Care Inspection. The CQC regulates care provided by the health authorities, local authorities, private companies and voluntary organisations, including residential care homes for adults, nursing homes, domiciliary care providers and others. The CQC has published essential standards of quality and safety which care providers must comply with. Under the Health and Social Care Act 2008 (Regulated Activities) Regulations 2009 and Care Quality Commission (Registration) Regulations 2009, care providers are required to register with the CQC.

Local Policy

Eastleigh Borough Local Plan Review (2001-2011)

2.3 This SPD supplements the saved policies in the Eastleigh Borough Local Plan Review for housing development in urban areas (policies **71.H-75.H**), and in the countryside (policies **1.CO**, **9.CO - 11.CO**, and **15.CO-16.CO**). These policies are set out in full in Appendix A. It also provides guidance in respect of design, access, parking, recreation and amenity considerations specific to the needs of elderly

people and those in need of care, supplementing policies **59.BE**, **100.T-105.T** and **147.OS**. Note: other policies of the local plan may also be relevant in determining applications for these forms of development.

Supplementary Planning Documents/ Guidance

2.4 The Council has produced other supplementary planning documents (SPD's) and supplementary planning guidance (SPG) which should be read in conjunction with this document.

- Planning Obligations Supplementary Planning Document (July 2008)
- Residential Amenity in the Borough of Eastleigh Supplementary Planning Guidance (January 2004 – soon to be replaced with Quality Places SPD)
- Environmentally Sustainable Development Supplementary Planning Document (March 2009)
- Affordable Housing Supplementary Planning Document (July 2009)
- Residential Parking Standards Supplementary Planning Document (January 2009)

Eastleigh Borough Community Plan

2.5 The Community Plan was drawn up by the Eastleigh Strategic Partnership in close consultation with the main public, private and voluntary sector organisations that provide services to the borough's residents. It sets out a long-term vision for the borough's future along with a set of shorter-term actions.

2.6 The community plan supports a number of measures to assist older people and those in need of specialised accommodation including:

- Provision of specialised accommodation to meet specific needs
- Enabling older people to live independently
- Providing extra-care housing
- Ensuring that a proportion of homes are built to the appropriate disability standards
- Promoting 'lifetime homes'

Population statistics

2.7 The borough's population has grown by 5924 between 2001 and 2009, as a result of an increased number of new homes, births, and lower mortality rates, as suggested in Hampshire County Council's analysis of local demographics which can be viewed at: (http://www3.hants.gov.uk/sapf_2008_hampshire_profile.pdf).

2.8 As shown in the table below Hampshire County Council's long term population projection anticipates an increase in the population of the borough, based on housing being built in accordance with the requirements of the South East Plan. Whilst it is now proposed that the South East Plan be revoked its evidence base is regarded as being sound and therefore remains the most relevant at the time of preparing this document. Whilst all age groups are expected to see rises in population, the older population of the borough is expected to increase the most significantly by 2026.

Age Group	2006 Population (Estimate)	Population Increase between 2006-2026	% Increase
0-4	6,581	+772	11.7%
5-15	17,802	+303	1.7%
16-29	19,746	+981	4.9%
30-44	26,328	+375	1.4%
45-64	31,299	+2,530	8%
65-74	9,354	+4,371	46.7%
75-84	6,534	+3,697	56.5%
85+	2,429	+2,548	104.8%
All Ages	120,073	+15,577	13%

Source: Hampshire County Council Long Term Population Forecast (2009 Base Date)

Table 1. Population statistics

- 2.9 Approximately 16% of the borough's population is aged 65 years and over, with 2.3% over the age of 85 and these are expected to increase by 57% and 103% respectively by 2031. The increasing proportion of the older population is a result of improved life expectancy and the ageing of the baby boom generation of the post war period.
- 2.10 The proportion of households with members over the age of 65 is also expected to increase, as is the proportion of single person households amongst this age group. At present approximately 26% of the borough's households comprise of persons over the age of 65. This is anticipated to increase to 35% by 2031.
- 2.11 One of the implications of the increase in the older population over the next few years is likely to be an increased demand for care and support. This is likely to include increased demand for private and publicly provided extra care housing and residential care as well as adaptations to the existing housing stock..
- 2.12 Eastleigh Borough Council's Homechoice Housing Register demonstrates that there is a clear demand for affordable housing for older people. As of October 2010 there are 599 new applicants over the age of 60 awaiting housing who are not currently housed by a housing association and a further 272 people over the age of 60 requesting transfer from their existing housing association home.
- 2.13 In terms of the type of property required by older people, the housing register demonstrates that over a 3 year period, between 29th October 2007 and 28th October 2010, there was a need for 2 bed bungalows, with a far greater proportion of bids received from persons over the age of 60 for this type of property in comparison to other property types. It is likely that this preference applies equally to private purchasers. This view is confirmed by Eastleigh Southern Parishes Older People's Forum (ESPOPF) in their recent study Bleak Housing.

Type of property	No. of properties advertised	No. of bids received
1 bed Bedsit	3	10
1 bed bungalow	36	878
2 bed bungalow	99	4902
1bed flat	202	1827
2 bed flat	68	256

Source: Eastleigh Homechoice Housing Register

Table 2. Properties advertised for applicants over 60 from 29th October 2007 to 28th October 2010

- 2.14 ESPOPF is an independent group of older people from Eastleigh's six southern parishes Botley, Bursledon, Hamble, Hedge End, Hound and West End. ESPOPF provides a platform for the expression of older people's concerns on local and national issues and represents those concerns to statutory authorities, voluntary organisations and the wider public.
- 2.15 In May 2007 they published 'Bleak Housing' which details the findings of a study of housing needs and aspirations of ESPOPF members in retirement. The document records that 58% of respondents said they would prefer a property without stairs for themselves. Overwhelmingly, the first choice would be a bungalow or a chalet bungalow, which would provide accommodation for family visitors and be located in the community where they currently live. 79% of respondents want two bedrooms. This is not surprising as there is evidence that, on retirement, couples require more space and storage, as they are spending more time in their homes. Forty desirable features of a new home were suggested. The most preferred were: own front door, proximity to shops, small garden, no stairs and car parking.
- 2.16 Hampshire County Council, in their older persons housing study 'Housing Provision for Older People in Hampshire' published in November 2009, identify that demand for care homes is predicted to increase by 73% by 2026, an average of 325 places per year across Hampshire.
- 2.17 In addition one of the main findings of the Strategic Housing Market Assessment 2006, commissioned by the Partnership for Urban South Hampshire (PUSH), was that councils within South Hampshire should consider the requirements of specific demographic groups, with particular focus on older persons, as that will have an important influence on the way the rest of the housing market functions.

Health care requirements

- 2.18 A consequence of our population living longer is an increase in the number of health problems associated with growing older. A housing needs survey carried out on behalf of the Council by David Couttie Associates in 2002 looked to identify the number of households affected by mobility problems or long term limiting illnesses and found that 16.3% of all households were affected, suggesting that there were over 9,000 households affected in the borough overall. Of those, the

survey established a strong link between illness and age. Although a more recent housing needs survey hasn't been conducted, given the demographics of the borough and the projected ageing of the population, it is reasonable to assume that the health care requirements for residents will also grow, placing significant strain on care services within the borough.

- 2.19 Reduced mobility, frailty, visual impairment or sensory loss, and diminished dexterity are all common occurrences amongst older people and will result in many becoming more reliant on social care services and the assistance of friends and relatives. For some, living in their home becomes impossible and it necessitates the need to take up residence in a care facility.
- 2.20 Dementia is a degenerative disease that affects the brain and can cause loss of memory, changes in personality, confusion and problems with speech and understanding. NHS Hampshire estimates that in 2010 the number of people in the borough aged 65 and over who suffer with dementia is approximately 1,424 and predicts that this number will rise by 55% by 2025 www.hampshire.nhs.uk/create-content/upload.../881-eastleigh-core-data .

3 - Definitions

Age

- 3.1 This SPD will refer to the housing needs all people in need of care, irrespective of age. The terms ‘older people’ and ‘older persons’ are used in this document to refer to people of 60 years of age and older or where at least a member of a household is aged 60 years and over.

Land use classes

- 3.2 The classes of land use for England are set out in the Town and Country Planning (Use Classes) Order 1987 (as amended) which provide the following definitions for residential institutions and dwelling houses:

- **C2 Residential institutions**

Use for the provision of residential accommodation and care to people in need of care (other than a use within class C3 (dwelling houses)).

Use as a hospital or nursing home.

Use as a residential school, college or training centre.

- **C3 Dwelling houses**

Use as a dwelling house (whether or not as a sole or main residence) –

(a) a single person or by people to be regarded as forming a single household

(b) not more than 6 residents living together as a single household where care is provided for residents or

(c) not more than 6 residents living together as single household where no care is provided to residents (other than a use within Class C4)

Note:

Class C3 dwelling houses are referred to in this document as residential development

Class C4 refers to the use of a property as a House in Multiple Occupation.

- 3.3 The Use Classes Order notes further that: “‘care’ means personal care for people in need of such care by reason of old age, disablement, past or present dependence on alcohol or drugs or past or present mental disorder, and in class C2 also includes the personal care of children and medical care and treatment.”
- 3.4 The Council is conscious of appeal decisions¹ that address the distinction between class C2 and C3 uses. These suggests that if accommodation includes an independent front door, a kitchen, bathroom, living room, and bedroom and is

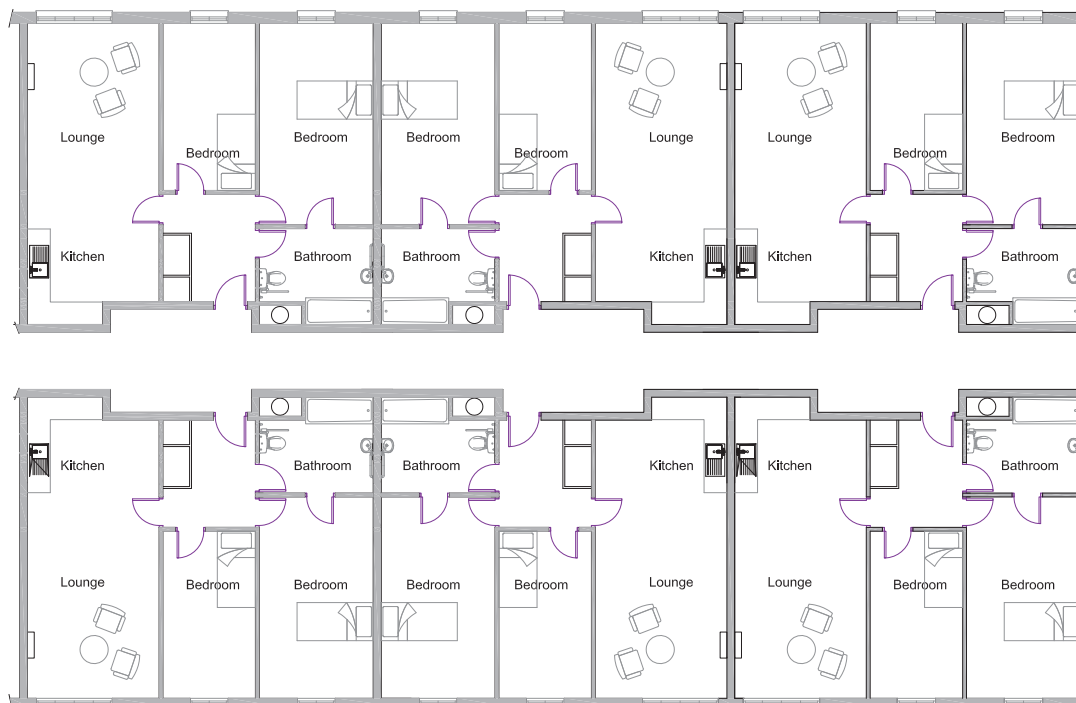
¹ Relevant appeal decisions include APP/X1545/A/08/2081888 (Disused Nurseries, Mayland, Essex), APP/Q3115/A06/2024775 (Abbeycrest Nursing Home, Sonning Common, Reading) and APP/W1145/A/09/2106479 (Land at Raleigh Hill, Northam, Bideford),

capable of being used as a dwelling house, whether this is the current intention or not, then it qualifies as a class C3 use. This is because residents can effectively live in isolation without needing to interact with others to achieve their basic daily living requirements.

- 3.5 In some cases, developments are provided where a range of supportive care, health care, residential care and nursing care is provided as part of a care package or where these have to be purchased to enable someone to take up residence. This is often used as evidence that a development should be considered as a class C2 residential institution and not a class C3 dwelling house. It has also been argued that if a development has communal areas and residents are required to buy into a care package, this is sufficient justification for a development to be classed as C2. The Council does not accept that this provision, of itself, warrants definition as a class C2 use.

Class C3 residential uses

- 3.6 Taking into account the recent appeal decisions mentioned above and to clarify this issue, the Council considers that where living accommodation includes an independent front door, a kitchen, bathroom, living room, and bedroom and is capable of being used as a dwelling house for independent living, as illustrated below, it will be treated as a class C3 dwelling. This will normally include 'extra care' housing.

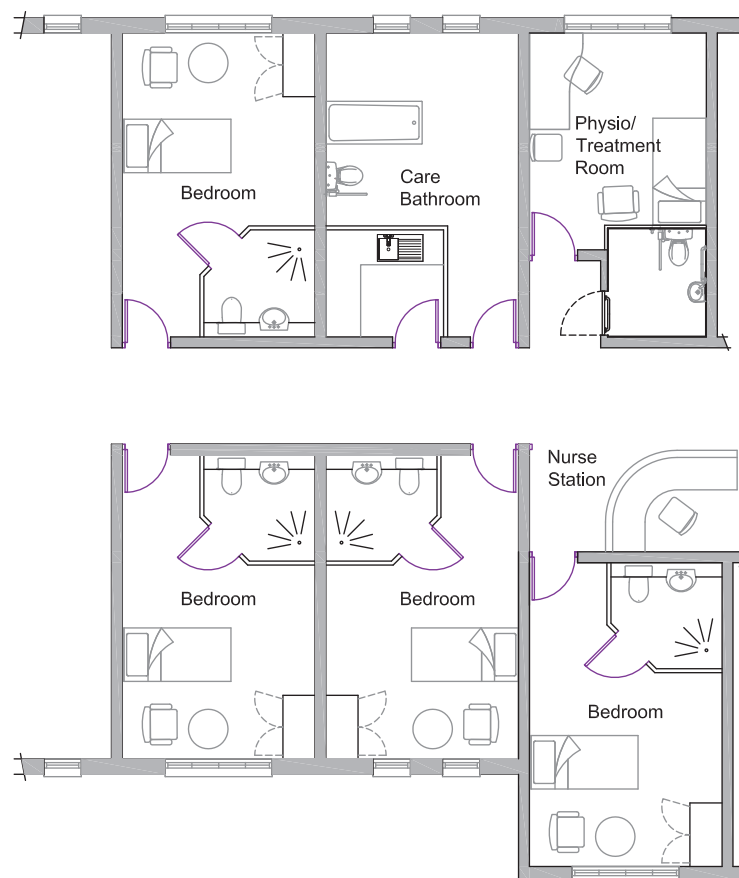


- 3.7 In addition where a minimum care package is offered which is limited to the following, the development will be treated as class C3 dwelling houses:
- **domiciliary care**, that being health care or supportive care provided in the patient's home by healthcare professionals, including support in daily living

- activities such as bathing, dressing, transferring, using the toilet, eating, and walking; (excluding any administration of medication) and/or
- **assistance in carrying out activities of daily living** such as light housework, preparing meals, taking medications, shopping for groceries or clothes, using the telephone, and managing money; and/or
 - **supporting rehabilitative care** such as podiatry, physiotherapy, or sensory stimulation
- 3.8 These forms of care can be provided if a person remains in their own home. It is not necessary to move into any form of older peoples care or nursing accommodation to receive this level of care and support.

Class C2 residential institutional uses

- 3.9 In order for a development to be considered as class C2 Residential Institution the development must be laid out to allow unimpeded access by trained medical staff to the patient's home. A layout as illustrated below would be regarded as class C2 residential institution.



- 3.10 In addition in order for accommodation to be considered a class C2 residential institution it should be registered with the Care Quality Commission and the care package applied to the patient must include a daily element of:
- administering medication (as clarified within Levels 2 and 3 the Care Quality Commissions advisory note “The administering of medicines in domiciliary care” (http://www.cqc.org.uk/_db/_documents/20081219%20Administration%20of%20medicines%20in%20domiciliary%20care%2026-07.doc)
 - treatment of any medical problem which require the attention of trained nursing staff

4 - Principles of development

C2 Residential Institutions

- 4.1 It is important that the right balance is found in providing the right sort of accommodation in the right location that meets the needs of older people in the borough. For some development proposals it may be necessary to carry out sequential testing that demonstrates that the proposed site and use is preferable to other sites and uses.
- 4.2 The Council is not a care provider and therefore it is essential that any development proposals have the support of the relevant health authority and comply with the Health and Social Care Act 2008 and the Care Quality Commissions essential standards of quality and safety, and are drawn up in close consultation with Hampshire County Council and the Council's housing department and health and communities team.

New Developments

- 4.3 Within the urban edge as defined in the Council's Local Plan Review there is a presumption in favour of development which makes effective use of urban land, subject to other policies within the Local Plan Review.
- 4.4 Within the defined countryside, there is a presumption against most forms of development that are unrelated to rural uses, and the local plan does not generally support the development of new buildings in the countryside. A planning application for new use class C2 development in the countryside will therefore be refused unless there are material planning considerations which indicate otherwise.
- 4.5 It is neither the purpose, or within the powers of this document, to identify such material planning considerations as they are by their nature specific to the individual circumstances of each development proposal. However, recent appeal decisions suggest that the following considerations could be material:
- Demonstrable need;
 - Support of the relevant health authority;
 - Compliance with the Health and Social Care Act 2008 and Care Quality Commissions Essential standards of quality and safety;
 - Sequential test;
 - Proximity to services and facilities;

Replacement Buildings

- 4.6 Replacement of buildings in class C2 use within the urban edge will normally be permissible subject to other policies of the local plan. In the countryside, Local Plan policy 10.CO allows the replacement of non-residential uses subject to a number of criteria. This suggests that it may be possible to redevelop for Use Class C2 uses existing buildings in the countryside that are already in class C2

use, subject to other criteria set out within this document such as location and accessibility to facilities and services..

Extensions

- 4.7 Extensions to existing residential institutions with the urban edge which make effective use of urban land are likely to be looked upon favourably providing that the proposal does not detrimentally affect the amenity of the occupiers of neighbouring properties, and complies with local plan policy 59.BE (see Appendix A).
- 4.8 Within the countryside extensions will only be permitted where the proposal satisfies the criteria set out within policy 11.CO of the local plan in terms of physical and visual impact and traffic generation.

Conversions

- 4.9 Within the urban edge the re-use of existing buildings for use C2 purposes is deemed to be appropriate in certain circumstances such as where there is no conflict with openness and proposals are in keeping with their surroundings, and subject to other policies of the Local Plan Review.
- 4.10 Where conversion proposals fall outside the urban edge policy 16.CO of the local plan is considered to be the most relevant. This sets out a number of criteria which should be addressed in considering proposals for the conversion of buildings. Other criteria such as location and access to amenities and services, as set out within this document, should also be considered.

C3 Dwelling Houses

- 4.11 This section only covers class C3 dwellings intended exclusively for older people, aged 60 years and over and those in need of care including accommodation such as extra care housing, sheltered housing, independent living units, and retirement communities.

New Developments

- 4.12 New dwellings within the urban edge will normally be considered acceptable subject to other policies of the local plan, providing they are of a good design and meet the objectives of PPS1 in terms of being sustainable and environmentally friendly. The criteria set out in policy 59.BE of the local plan and other criteria set out within this document will apply to all such developments within the urban edge.
- 4.13 Within the countryside the development of new dwellings is not deemed acceptable and will be refused unless material planning considerations indicate otherwise.

Extensions

- 4.14 Extensions to existing residential development within the urban edge are considered to be appropriate providing they are of a good design and meet the objectives of PPS1 in terms of being sustainable and environmentally friendly. The criteria set out in policy 59.BE of the local plan will apply to all such developments within the urban edge.
- 4.15 Extensions to older people's dwellings within the countryside will only be permitted where they comply with the criteria set out in local plan policy 9.CO.

Conversions

- 4.16 The re-use or conversion of existing buildings within the urban edge for older people's housing may be appropriate subject to other policies of the local plan, and providing the development is of a good design and meet the objectives of PPS1 in terms of being sustainable and environmentally friendly. The criteria set out in policy 59.BE of the local plan will apply to all such developments within the urban edge.
- 4.17 If it is proposed to convert or re-use a building for flats, it will be necessary for the development to comply with policy 85H.
- 4.18 Within the countryside, the re-use or conversion of an existing building for older people's dwellings will not be permitted unless the proposals meet the criteria set out in policy 16.CO of the local plan.

Other principles of development

Location, accessibility, and integration with the community

- 4.19 PPS1 emphasises the importance of sustainability and the need for comprehensive and inclusive access policies – in terms of both location and external physical access.
- 4.20 Consideration should be given to the topography and to the accessibility of a site to local services and amenities. Many older people and others with impaired mobility cannot drive and therefore a pedestrian friendly environment is essential for them to maintain mobility and retain independence. Accessibility to community and local facilities should be considered to ensure that older people do not become isolated. Consideration should be given to the layout and design of developments, ensuring that the site is as flat as possible and is well linked with public footpaths, and that seating, wheel chair ramps, and crossings are provided in locations where they are most likely to be needed. Planning and Access for Disabled People: A Good Practice Guide produced by the Department for Communities and Local Government provides useful advice in this respect and should be considered when drawing up development proposals.

- 4.21 Developers should consider how residents can access public transport. The Council considers that a bus stop or other access to public transport should be available within 400m of the development.
- 4.22 There is a dial-a-ride service active in the borough which offers a vital service to people who cannot use public transport independently. Developers should endeavour to provide a suitable pick up/drop off point within the development.
- 4.23 It is important that residents have adequate services and facilities to cater for their needs. Residents should not have to leave their local area to access essential services such as;
- GP Surgery/Health Centre
 - General food store
 - Post Office
 - Pharmacy
 - Bank
- 4.24 The local area should also provide opportunities for residents to integrate with the local community, thus improving their quality of life. Such facilities include:
- Community Facilities
 - Public Open Spaces
 - Places of worship
 - Libraries
 - Leisure Facilities
- 4.25 The Council considers that all these essential services and facilities should be within 400m of the development (an easy walking distance) or be accessible by a bus route with a stop within 400m of the development.
- 4.26 Where such facilities or services are not available within the local area the Council may be prepared to accept on-site provision, subject to consideration of local plan policy 134.TC.
- 4.27 In the case of developments of purely nursing homes and/or rest homes (Class C2 uses) accessibility for residents is not as important as they tend to be less mobile and consequently more site-bound. The requirements of staff and visitors remain a consideration however. Nevertheless, in some cases the Council may look favourably upon proposals which are located more than 400m from the essential services and facilities listed above.

Car parking

- 4.28 Local plan policies 104.T and 105.T relate to parking. The Council's parking requirements for older peoples' accommodation are set out in the Residential Parking Standards Supplementary Planning Document (January 2009). In accordance with that SPD, sufficient parking should be provided to meet the needs of residents, visitors, staff and emergency services, ensuring that there is no overspill parking resulting from the development

- 4.29 It is recognised that some older people's accommodation may require specialised access and parking and it is recommended that the Council's Transportation and Engineering Unit is contacted to discuss any requirements not covered by the Residential Parking Standards SPD.
- 4.30 Any specialised parking provision, such as disabled parking bays should be clearly marked with signs both at ground level and high level.
- 4.31 Where the development provides an element of housing which has a 24hr warden based on the site, the parking standards for this element of the development are the Active Elderly Warden Control parking standard as set out within the Residential Parking Standards SPD.

Parking/storage of mobility aids

- 4.32 The Council's Residential Amenity in the Borough of Eastleigh Supplementary Planning Guidance requires that provision should be made in developments for the storage of wheelchairs and/or mobility scooters. Secure areas for charging and storage should be considered at the early stages of designing any development proposals. Given the age and/or likely special needs of the occupants of residential institutions and older people's/ special needs dwellings, it is essential that all these developments should include such provision. The layout of the development and its relationship to surrounding roads and footpaths should also facilitate the use of such mobility aids.

Recreation, Amenity, and Ancillary uses

- 4.33 Planning Policy Guidance note 17 (PPG17) 'Sport and Recreation' seeks to promote recreation in the widest sense, including that available to older people. Local plan policy 147.OS sets out the Council's current standards for the provision of open space/recreation. The Council's SPG 'Residential Amenity in the Borough of Eastleigh' (2004) sets out criteria for the layout and amenity of residential development.
- 4.34 Developments which provide ancillary facilities such as a leisure suites, open space, community halls, meeting rooms, retail space, shops, hairdressers and health facilities should be designed to enable access to these facilities by the wider community wherever possible. This will help to encourage the local community and residents to engage and interact with each other.
- 4.35 Developments should provide adequate private amenity space, commensurate with the size of the development, which is usable, accessible, and located away from roads and parking areas.
- 4.36 Amenity spaces should be designed to meet the needs of the intended occupants of the development, for example providing landscaped areas, sensory gardens; or raised flower beds which would enable gardening by less mobile people, etc. These spaces should include seating.

- 4.37 In accordance with PPG17 it is appropriate to seek open space provision in residential developments for older people and those in need. Local plan policy 147.OS and the Councils Planning Obligations Supplementary Planning Document detail the level of open space provision required for use class C3 residential developments.
- 4.38 Adequate open space should be provided on such sites. For some developments it may also be appropriate for an element of recreational exercise provision to be provided either on site or off site to meet the needs of residents, visitors, and staff.
- 4.39 Where it is not possible to meet open space requirements on site, off-site provision may be considered, as outlined in the Planning Obligations SPD providing appropriate schemes directly related to the scheme are identified.
- 4.40 Residential institutions are not covered by policy 147.OS of the local plan, which refers to open space standards for residential development. However, it is conceivable that some occupants of such institutions may wish or need to make use of public open space facilities. The level of public open space required as a result of development will therefore be assessed on a site by site basis, depending on the anticipated needs of the occupants.

Design Considerations

- 4.41 Older people's accommodation should be designed to reflect the specific needs of its prospective residents, including making provision for those with disabilities. Developments should be designed taking into consideration relevant legislation and advice such as Planning and Access for Disabled People: A Good Practice Guide produced by the Department for Communities and Local Government. The design of development schemes should take into consideration the requirements of PPS3, Building for Life standards, local plan policy 59.BE and supplementary planning documents produced by the Borough Council including the Environmental Sustainability SPD and the forthcoming Quality Places SPD.
- 4.42 Developments should have main entrances visible and accessible from an active frontage of the building. The orientation of individual habitable rooms should maximise the opportunity for residents to observe their changing environment and passers-by both for interest and for community safety purposes. They should achieve the Code for Sustainable Homes or BREEAM Hea1 credits for minimum daylight levels in both kitchens and habitable rooms.
- 4.43 Developments should make a positive contribution to the public realm—and should respect their surroundings in terms of character, scale, building relationships, materials, features and design detailing. All development should include appropriate landscaping to enhance on-site amenity and to help mitigate any impact of the development on its surroundings.

5 - Approach to securing affordable housing and other planning obligations

Affordable housing and planning obligations

- 5.1 Any development which is considered to comprise or have a class C3 dwelling house use within it will be required to meet the Council's full affordable housing requirement (for that C3 element), as set out in the Council's Affordable Housing Supplementary Planning Document.
- 5.2 The definition of a Class C3 dwelling house is given in Section 3 above.
- 5.3 Development classed as C2 Residential Institution will not be required to provide any element of affordable housing.
- 5.4 PPS3 requires that wherever possible, affordable housing is provided on the site so that it contributes towards creating a mix of housing. However, off-site provision is not precluded. The Council recognises that the provision of on-site affordable housing, whether provided as general needs or exclusively for the elderly, can be problematic on developments intended for older people. In assessing the suitability of such sites for the provision of an on-site element of affordable housing, the Council will take the following into account:
 - particular site conditions and the economics of provision
 - evidence of housing need in the borough or local area
 - whether the provision of affordable housing on site would be prejudicial to the realisation of other planning objectives that need to be given priority in the development of the site
 - the people for whom the affordable housing is intended; for example within extra care housing schemes it may be appropriate to restrict occupancy of affordable dwellings to elderly people likely to need the services provided on the site.
- 5.5 In exceptional circumstances a commuted payment towards off site provision in lieu of on-site provision of affordable housing may be agreed, in accordance with the terms set out in the Council's Affordable Housing SPD. The Council's Planning Obligations SPD sets out all other planning obligations which may be required in conjunction with new development and should be read together with this SPD. These may include, for example, off-site transport contributions, contributions to community facilities, public art etc.
- 5.6 On certain sites development viability may be a consideration. In such instances the onus to demonstrate the lack of viability lies with the developer. It will be necessary to provide robust evidence that site costs such as decontamination costs in addition to the required planning obligations would make the scheme uneconomic, as set out in the Planning Obligations SPD.

6 - References

Bibliography

Eastleigh Southern Parishes Older Peoples Forum, (May 2007) *Bleak Housing*

ODPM (2005) The Town and Country Planning (Use Classes) Order 1987
Circular 03/05: Changes of Use of Buildings and Land

Audit Commission (2008), *Don't stop me now – Preparing for an ageing population*

Royal Town Planning Institute, (2007) *Extra Care Housing, Development planning, control and management* - RTPI Good Practice Note 8

Local Government Association (2009) *Getting on well together: councils working with older people*

Hampshire County Council *Health and Wellbeing Strategy, 2008 – 2011*

Commission for Architecture and the Built Environment (2009) *Homes for our old age, independent living by design*

Department for Communities and Local Government and Department for Work and Pensions (2008) *Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society*: Department of Health

Eastleigh Borough Council *Live Longer and Better in Eastleigh - Older people's Strategy 2004 -2008*

All Party Parliamentary Local Government Group (July 2008) *Never too Late for Living – Enquiry into services for older people*

Department for Communities and Local Government (2003) *Planning and Access for Disabled People: A Good Practice Guide*

Royal Town Planning Institute (2004) *Planning for an Ageing Population*

Department for Communities and Local Government (2005) *Planning Policy Statement 1, Delivering Sustainable Development*

Housing, Department for Communities and Local Government (2010) *Planning Policy Statement 3*

Department for Communities and Local Government (2002) *Planning Policy Guidance 17, Planning for Open Space, Sport, and Recreation*

Appendix A - Relevant Saved Policies of the Eastleigh Borough Local Plan Review 2001-2011

Local Plan Policies relevant to this document

- 1.CO** Planning permission will not be granted for development outside the urban edge unless:
- (i) it is necessary for agricultural, forestry or horticultural purposes and a countryside location is required; or
 - (ii) it is for an outdoor recreational use or is genuinely required as ancillary to such a use and does not require the provision of buildings, hardstanding or structures which, are of a form, scale or design which would demonstrably harm the character of the locality; or
 - (iii) it is essential for the provision of a public utility service or the appropriate extension of an existing education or health facility and it cannot be located within the urban edge; or
 - (iv) it meets the criteria in the other policies of this Plan.
- The extension of private gardens into the countryside will not be permitted.
- 9.CO** Extensions to existing dwellings in the countryside will only be permitted if all the following criteria are met:
- (i) the dwelling is not subject to an agricultural occupancy condition;
 - (ii) the development is not likely to facilitate the subdivision of the property into more than one dwelling;
 - (iii) the extension does not result in the dwelling becoming disproportionate in size to neighbouring properties or disproportionate in relation to its plot; and
 - (iv) the design of the extension does not materially worsen the impact of the dwelling on its immediate surroundings or the countryside in general.
- 10.CO** The replacement of an existing non-residential building in the countryside which enjoys a lawful use will be permitted provided all the following criteria are met:
- (i) the existing building is not the result of a temporary permission;
 - (ii) the proposed building is of an appropriate design and scale and would not have a greater impact physically or visually on the character and appearance of the locality than the existing building;
 - (iii) the replacement building is to be used for the existing lawful use and would not generate significant additional traffic; and
 - (iv) the proposal includes the demolition of the building to be replaced.
- 11.CO** Proposals to extend non-residential buildings in the countryside will be permitted if it can be demonstrated to the satisfaction of the Borough

Council that all the following criteria can be met:

- (i) it would not have an unacceptable physical or visual impact on the countryside;**
- (ii) it would not generate significant additional traffic; and**
- (iii) the existing building is not the result of a temporary permission.**

15.CO Proposals for the use for employment purposes of appropriate existing buildings in the countryside will only be permitted where all the following criteria are met:

- (i) the Council is satisfied that the building is not required nor is likely in the foreseeable future to be required for agricultural purposes;**
- (ii) the building is of a sound construction with a reasonable expectation of life and lends itself to conversion without significant building work being required. A structural survey will be required to support any application;**
- (iii) the design of any conversion or alterations retains the intrinsic qualities of the building and avoids inappropriate external alterations;**
- (iv) the proposal takes the form of a self-contained conversion, with no new buildings and any extensions comply with Policy 11.CO;**
- (v) the development does not affect the amenity of any existing residential properties by reason of noise, smell, fumes, vibration or lighting;**
- (vi) the development does not result in an unacceptable level of traffic generation, including heavy goods vehicles, or endanger existing road users, or necessitate changes to the highway network that are considered unacceptable and includes a green travel plan;**
- (vii) the proposal does not include extensive hard surfaced areas or open storage; and**
- (viii) any office development proposed has been subject to a sequential approach assessment.**

16.CO Proposals for the residential use of existing buildings in the countryside will not be permitted unless they meet all the following criteria in addition to those in policy 15.CO:

- (i) a residential use is preferable because it ensures the protection of the amenities of nearby housing and/or the rural environment and generates less traffic;**
- (ii) a residential use is the most appropriate means of protecting and retaining the character of a building of architectural or historical interest or its setting; and**
- (iii) new domestic features, such as garages, sheds and amenity areas are sited as close together and inconspicuously as possible, preferably enclosed within an existing group of buildings or a walled yard.**

- 59.BE** Development proposals which are in accordance with the other policies in this plan will be permitted provided they meet all the following criteria:
- (i)** they take full and proper account of the context of the site including the character and appearance of the locality or neighbourhood and are appropriate in mass, scale, materials, layout, density, design and siting, both in themselves and in relation to adjoining buildings, spaces and views, natural features and trees worthy of retention;
 - (ii)** they make the most efficient use of the land;
 - (iii)** they incorporate an appropriate mix of dwelling type and land-use where appropriate;
 - (iv)** they provide a high standard of landscape design and appropriate planting where required. Development should use native plants in landscape schemes to benefit biodiversity. Development adjacent to or within the urban edge must not have an adverse impact on the setting of the settlement in the surrounding countryside;
 - (v)** they have a satisfactory means of access and layout for vehicles, cyclists and pedestrians including appropriate links to surrounding footpaths, cycleways and public transport services;
 - (vi)** include, where appropriate, provision for the secure storage of bicycles;
 - (vii)** they are an appropriate use for the locality and avoid unduly interfering, disturbing or conflicting with adjoining or nearby uses, especially in terms of noise, fumes, dust, overlooking, loss of daylight, loss of outlook, vibration, or from floodlighting or security lighting;
 - (viii)** they make adequate provision for the storage and collection of refuse and where appropriate include facilities for the collection of recyclable materials;
 - (ix)** they include, where appropriate, measures which provide shade and protection from the sun; and
 - (x)** new development should reduce the potential for criminal activity and anti-social behaviour by the use of appropriate design.
- 71.H** The Council will encourage mixed use developments where appropriate and will consider the need for a mix of uses on a site by site basis with the objectives of reducing the need to travel and introducing vitality into urban areas.
- 72.H** In areas which are close to good public transport provision and from where shops, schools and other facilities which meet day to day needs are easily accessible, the Council will expect net residential developments to achieve the maximum residential density compatible with the protection of reasonable residential amenity up to or beyond 50 dwellings per hectare if appropriate. Permission will not be granted for proposals which do not achieve optimum densities. Only in exceptional circumstances will the Council accept densities of less

than 30 dwellings per hectare where it is considered to be in the best interests of protecting the amenity of the area. On sites of less than 10 dwellings, where the amenity of the area is particularly dependent on lower density development, the Council will be prepared to consider densities as low as 30 dwellings per hectare.

73.H Housing proposals for 15 dwellings or more will be required to provide appropriate mix of dwelling types.

74.H Affordable housing is housing the cost of which is significantly lower than average for the type of property on the open market locally, such that it can be afforded by households below the income threshold where the cost of housing would be in excess of 25% of gross household income. To secure the provision of affordable housing, the Borough Council will seek to ensure all of the following:

- (i) that a target of 35% of the new dwellings provided on sites which meet the other criteria set out below are affordable;
- (ii) that affordable dwellings are provided on all sites capable of accommodating 15 or more dwellings and in special circumstances that affordable dwellings are provided on smaller sites, these circumstances are:-
 - (a) where sites are located in parts of the Borough with the highest level of need for affordable housing, or
 - (b) where the location is particularly sustainable in respect of proximity to shops, schools, community facilities and good public transport, or
 - (c) where the number of sites for 15 or more dwellings that come forward is likely to be limited in a particular area of the Borough.
- (iii) a mix of types of affordable dwellings; and
- (iv) that the affordable elements are integrated with the whole development.

Where the Council considers that on a specific planning application an insufficient proportion of affordable dwellings is proposed, it will refuse planning permission.

75.H Planning permission will not be granted for housing development where the Council considers that the number of units being proposed is insufficient to make most effective use of the land. This will include instances where the affordable housing threshold is not reached but where the Council considers that it reasonably could be.

85.H Planning permission will be permitted for the conversion of detached, semi-detached and end of terrace dwellings to units of smaller accommodation, provided the property to be converted is over 100 sq metres in gross floor area. Planning permission will not be granted for the conversion of mid-terrace properties or those of less than 100

sq.metres in gross floor area. Proposals will be assessed against the relevant design policies as well as all the criteria listed below:

- (i) an appropriate level of private outdoor amenity space per unit created will be required;
- (ii) car parking areas should be visually unobtrusive and should be situated more than 3 metres from the nearest point of any dwelling unit; proposals should not include tandem parking which is intended for the use of more than one dwelling;
- (iii) the proposed intensity of use of gardens (eg. for car parking) should be carefully considered, to avoid adverse effect on neighbours;
- (iv) intrusive features, for example rear fire escapes or external access stairways must be sympathetically designed and where there may be problems of overlooking, housed in a covered structure;
- (v) the cumulative impact of the proposal with other similar proposals must not adversely effect the character of the area or have unacceptable environmental, amenity or traffic implications or result in the significant loss of houses for family accommodation; and
- (vi). car parking shall be provided in accordance with the relevant standards.

100.T Development which accords with other relevant policies of this Plan will be permitted provided it meets all the following criteria:

- (i) it is, or could be well served by public transport, cycling and walking;
- (ii) it includes measures that minimize its impact on the existing transport network;
- (iii) that where a large number of journeys are likely to be generated, the development is located to minimize travel demand and provide a choice of transport mode; and
- (iv) that where appropriate a Transport Assessment in accordance with the thresholds set out in Table B of the Hampshire Parking Strategy and Standards is included with the proposals.

101.T Development which results in additional traffic on the local road network greater than the levels of growth permitted by the RTRA targets for the Borough of Eastleigh will:

- (i) only be permitted if the Council is satisfied that there is a proven need for the development in the location proposed and;
- (ii) be subject to the provision of contributions towards the implementation of the Local Transport Plan and/or other transport proposals set out in this local plan. Any such contributions will be set at a level appropriate to the scale and impact of the development.

- 102.T** Development requiring new or improved access will be permitted provided it does not:
- (i)** interfere with the safety, function and standard of service of the road network; or
 - (ii)** have adverse environmental implications and is to the adopted standard of the highway authority.
- 103.T** Developers bringing forward planning applications for commercial, retail, education, health, care, and leisure uses, where the scale of development is above the thresholds set out in Table B of the approved Hampshire Parking Strategy and Standards – Spring 2002, are required to commit themselves to producing and implementing travel plans with the development proposals to reduce car travel to work and journeys in the course of work.
- 104.T** Planning permission will only be granted for appropriate development which provides adequate off-highway parking up to the maximum standard set out in respect of the accessibility of that development. When considering the level of parking appropriate for a retail or leisure development in or on the edge of a centre, the Council may consider parking provision additional to the relevant maximum standards but only where it can be clearly demonstrated that it will serve the centre as a whole and assist the vitality and economic viability of the centre.
- 105.T** Within town, district and local centres where it is not possible or environmentally desirable to meet the relevant parking standards on site, development, which accords with other policies in this Plan, may be permitted subject to a financial contribution towards measures to assist on-street parking management, public transport, cycling and walking.
- 134.TC** Out-of-centre or edge-of-centre development for retail, leisure, office or other town centre uses will only be permitted if it meets all the following criteria:
- (i)** there is a demonstrable need for the development;
 - (ii)** there are no suitable, viable and available sites or premises for the proposed use within an existing centre or edge-of-centre location (in that order of preference) having demonstrated realistic flexibility on format, design and car parking provision and the scope for disaggregation;
 - (iii)** it will not by itself or cumulatively with other recently completed or permitted schemes undermine any Council's strategy to sustain and enhance the vitality and viability of existing town centres and the roles of other centres;
 - (iv)** it is genuinely accessible by a choice of means of transport and will reduce reliance on the car; and
 - (v)** it will not increase the need to travel overall.

147.OS The Borough Council will require, in connection with new residential developments, the minimum provision of 2.85 hectares of public open space per 1,000 population. In practice;

- (i) where the development involves the net increase of between 1 and 24 residential units, the Council will seek agreements for a contribution towards open space provision or towards improving equipment/facilities on sites in the locality;**
- (ii) where the development involves a net increase of between 25 and 44 residential units, open space provision will be sought on-site, unless the open space requirement arising can be accommodated by enhancing existing public open space within a 300 metre walking distance of the development, in which case a financial contribution will be sought towards off-site improvements;**
- (iii) where the development involves a net increase of 45 residential units or more, appropriate open space provision will be sought on-site to meet the open space needs arising from the development**

end of document

Eastleigh Borough Council
Civic Offices, Leigh Road
Eastleigh
Hampshire
SO50 9YN

Tel: 023 8068 8000
Email: LocalPlan@eastleigh.gov.uk
Web: www.eastleigh.gov.uk

The information can be provided in alternative formats including large print, audiotape, Braille and some other languages by calling 023 8068 8000, emailing LocalPlan@eastleigh.gov.uk or texting 07797 87001