

Specialist Housing Needs Assessment and Consideration of Sites Proposed for this Purpose	Agenda No: 5
Corporate Priority: Housing and transport meet local needs Report presented by: Eleanor Dash Report prepared by: Emma Goodings	
Background Papers: LDF Panel Meeting Report and Minutes 7 th December 2011, LDF Panel Meeting Report and Minutes 1 st March 2012, Essex County Council Adult Social Care Market Position Statement 2012 Notes of Braintree Ward Members Meeting 28.5.12.	Public report: Yes
Options: To agree or not to agree to the recommendations set out in this report.	Key Decision: No
Executive Summary: LDF Sub-Committee Members asked at their meeting on the 1 st March for officers to look into the needs in the District for specialist housing for older people and those with physical impairments, or learning difficulties. This would allow Members to make a decision relating to a number of sites in the District, which have been put forward for specialist housing as part of the Allocations Document. This report is split into 2 parts, Part A looks at the supply and demand for specialist housing in Braintree District and how this can be met through the Local Development Framework Process. Part B asks Members to look at three sites, which have been specifically put forward for specialist housing development.	
Decision: Part A <ul style="list-style-type: none"> To include one or more criteria based policy in the Development Management DPD to deal specifically with the issue of specialist housing. Part B <ul style="list-style-type: none"> To not allocate HTR3 land at Blamsters, Mount Hill, Halstead for a specialist housing development. To not allocate BON5 land at Polly's Field, Church Lane for development as a specialist housing facility. Or if Members are minded to approve an allocation at Polly's Field:- <ul style="list-style-type: none"> To limit the area approved to approximately 0.7ha on the main frontage of site BON5 allocated for an extra care housing development and to restrict built development to 2 storeys to limit the impact upon surrounding settlement and landscape character. To propose no changes to the resolution agreed by the LDF Sub Committee on the 7th December regarding an extension to St Dominic's Residential Care Home at Kelvedon. 	
Purpose of Decision: To decide how to handle the issue of specialist housing provision in the District in the Site Allocations and Development Management Plan.	

Corporate implications	
Financial:	None
Legal:	None
Equalities/Diversity	The Council must provide suitable housing for the whole community including those who may need specialist housing
Customer Impact:	Ensuring that there is an adequate supply of specialist housing.
Environment and Climate Change:	Impact upon the character of the Blackwater Valley adjacent to Church Lane.
Consultation/Community Engagement:	Through the publication of the Site Allocations and Development Management Plan
Risks:	That the Council will not provide enough housing for all sections of the community in line with national guidance set out in the NPPF
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1. Specialist Housing Needs Assessment

Part A Capacity and Estimated Future Demand in Braintree District

Introduction

1.1 The National Planning Policy Framework sets out the requirements for Local Authorities to provide dwellings for the whole community in paragraph 50;

“ To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:

- *Plan for a mix of housing based on current and future demographic trends, market trends 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 homes);*
- *Identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand;...*”

1.2 Older people are growing in number with the Office of National Statistics mid 2010 estimates stating that there were 29,000 older people in the District (older people are defined as over 65 for men and 60 for women). This figure is estimated to rise to 44,300 by 2026, which increases the percentage of the population of the District that are older people from 19.2% to 25.8%. The Government aims to enable the majority of older persons to remain within their own homes. Specialist housing is also required for younger adults who may have learning difficulties, or physical or sensory impairments. Their numbers are also increasing due to the advances in healthcare, which means a longer life expectancy for those with complex care needs.

There are several different types of social care on offer, which broadly fall into these categories;

1.3 Registered care are care homes in the traditional sense which provide 24/7 care for all residents who benefit from communal facilities, such as dining and living rooms. Generally blocks for around 60 occupants are favoured. These must be registered with the Care Quality Commission, but they can register for a number of different care uses e.g. specialist dementia care. This means that they can accommodate different needs for different patients, but makes counting the availability of these specialist services very difficult. (Care Homes do not count as dwellings as part of the Core Strategy housing requirement, as they are not self-contained accommodation.)

1.4 Extra care varies from development to development, but in Essex is usually self contained accommodation provided in purpose built blocks, which can be bought or rented. Residents are restricted to those over a certain age (usually 55 or 60) and who have an assessed care need above a threshold set by the County Council. (Self-contained accommodation would be counted as dwellings.)

1.5 Supported care models such as sheltered housing schemes can have some elements of care, but this may not be available 24hours a day or be on site. This includes many of the care facilities for adults with physical disabilities or learning difficulties, which often involves the conversion or use of large dwellings.

1.6 As part of its work on the Allocations Document, BDC has had a number of sites submitted to them, which are proposed for special care housing. Members have asked that in order to make a decision on those sites, the need for these types of specialist housing in the District is assessed.

2. Current Provision and Estimated Needs

2.1 Essex County Council is the statutory body responsible for the provision of adult social care in the District. It has recently completed a piece of work called the Market Position Statement, (this is included with this agenda as a background document and is available for inspection on the LDF Sub Committee website for this meeting) which sets out the current position of specialist housing in the County.

Older People

2.2 The following table is taken from the market position statement on page 13 with the Care Quality Commission as the source. It is the number of registered care beds that are already provided for older people in Essex.

District	Residential Places	Nursing Places	Total	Residential Places per 1,000 aged 65+	Nursing Places per 1,000 aged 65+	Total Places per 1,000 aged 65+
Braintree	934	385	1,319	39	16.1	55.1
Chelmsford	303	660	963	11	24	35.1
Maldon	451	78	529	36.8	6.4	43.2
Colchester	757	325	1,082	27.6	11.8	39.4
Tendring	1,353	326	1,679	33.6	8.1	41.7
Basildon	584	272	856	21.1	9.8	30.9
Brentwood	362	357	719	27.2	26.9	54.1
Castle Point	398	246	644	20	12.4	32.4
Rochford	226	94	320	13.5	5.6	19.2
Epping Forest	515	394	909	23.5	18	41.5
Harlow	121	223	344	9.7	17.8	27.5
Uttlesford	392	60	452	29.7	4.6	34.3
Total	6,396	3,420	9,816	24.9	13.3	38.3

2.3 As can be seen from the table, Braintree has the highest number of residential care places per 1,000 persons in Essex, substantially above the Essex average of 38.3.

2.4 The table below is adapted from page 33 of the Market Position Statement and includes the demand and current supply of Extra Care Housing in Essex

District	Population 75+ (2010)	Current Supply	Estimated Requirements	Difference	Percentage of Estimated Demand Met
Braintree	11,300	77 (& 55 in development)	283	-151	47%
Chelmsford	12,600	0	315	-315	0%
Maldon	5,300	0	133	-133	0%
Colchester	13,000	56	325	-269	17%
Tendring	20,200	30	505	-475	6%
Basildon	13,100	46 (& 65 in development)	328	-217	31%
Brentwood	7,000	26	175	-149	15%
Castle Point	8,600	0	215	-215	0%
Rochford	7,800	30	195	-165	15%
Epping	10,900	40	273	-233	15%
Harlow	6,200	0	155	-155	0%
Uttlesford	6,000	0	150	-150	0%
Essex	122,000	425	3,052	-2,627	14%

2.5 The table shows that no Districts in Essex are meeting the estimated requirements for extra care housing. However, Braintree District is meeting 47% of the estimated demand, which is the highest of all the Districts and well above the Essex average of 14%.

2.6 The following table sets out the current capacity and demand for supported housing.

District	Current Supply			Demand	
	Rent (Including social and market)	Other (Inc. leasehold and shared ownership)	Total units providing supported housing	Supported housing requirements	Difference
Braintree	884	743	1,627	2,034	-407
Chelmsford	1,272	730	2,002	2,268	-266
Maldon	868	276	1,144	954	190
Colchester	1,040	323	1,363	2,340	-977
Tendring	1,479	1,010	2,489	3,636	-1,147
Basildon	2,153	377	2,530	2,358	172
Brentwood	679	325	1,004	1,260	-256
Castle Point	351	165	516	1,548	-1,032
Rochford	758	448	1,206	1,404	-198
Epping	869	320	1,189	1,962	-773
Harlow*	262	0	262	1,116	-854
Uttlesford	718	176	894	1,080	-186
Essex	11,333	4,893	16,226	21,960	-5,734

Table 2: Demand and supply of supported housing for older people (source: Elderly Accommodation Council Database, November 2011)

*26 of the 34 developments are managed by Harlow District Council, these had a number of units attributed to them and, as such, the figures may not be exact

2.7 This shows a current estimated deficit in Braintree of 407 units. This means Braintree is providing about 80% of its current estimated need. The Essex average is around 74%.

2.8 Essex County Council have also produced a table for Braintree Council, which shows first the capacity at 2011 in Braintree District and then the demand for registered care and supported housing (including supported, enhanced, sheltered, specialist dementia and extra care housing) between now and 2030 based on population projections from the ONS and an average number of beds per older population. Boxes are blank where the current capacity is not available. It should be noted that these figures are related to absolute capacity only and do not take into account the quality of the current provision.

Capacity for specialist housing for older people in Braintree District as at 2011

	Registered Care	Supported Housing				Extra Care
Capacity 2011	1,469	1,627				132

Estimated demand for specialist housing for older people in Braintree District

Braintree	Registered Care	Total Supported Housing	Supported Housing	Enhanced Sheltered	Specialist Dementia	Extra Care
2011	1,150	2,070	1,438	230	115	288
2012	1,210	2,142	1,488	238	119	298
2013	1,240	2,214	1,538	246	123	308
2014	1,300	2,268	1,575	252	126	315
2015	1,320	2,340	1,625	260	130	325
2020	1,550	2,862	1,988	318	159	398
2025	1,820	3,654	2,538	406	203	508
2030	2,120	4,176	2,900	464	232	580

Data Source

Population: ONS Sub national population projections, 2008

Registered care demand: Planning 4 Care, 2011

Housing Needs: More Choice Greater Voice, 2008

- Supported Housing: 125 places per 1,000 of the population 75+
- Enhanced Sheltered: 20 places per 1,000 of the population 75+
- Specialist Dementia Housing: 10 places per 1,000 of the population 75+
- Extra Care: 25 places per 1,000 of the population 75+

Working Age Adults

2.9 The following table from the Market Position Statement sets out the number of registered care beds for adults with learning disabilities in Essex in 2011. This includes some spaces which are dual registered and can be used by other client groups.

District	Residential Places	Nursing Places	Total	Places per 1,000 of Population aged 18-64
Braintree	287	2	289	3.2
Chelmsford	47	0	47	0.4
Maldon	28	54	82	2.1
Colchester	381	54	435	3.7
Tendring	495	0	495	6
Basildon	107	8	115	1.1
Brentwood	22	38	60	1.3
Castle Point	26	0	26	0.5
Rochford	43	10	53	1.1
Epping Forest	62	90	152	2
Harlow	124	0	124	2.5
Uttlesford	35	0	35	0.8
Essex	1,657	256	1,913	2.2

2.10 The table shows that Braintree has one of the highest per capita supply of places for adults with learning difficulties but this reflects the fact that Braintree has the second highest rate of adults with learning disabilities known to adult social care during the year 2010/11 with 3.9 per 1,000 of population over 18.

2.11 The following table is taken from page 29 of the Market Position Statement and sets out the number of registered care beds for adults with a physical impairment. This includes some spaces which are dual registered and can be used by other client groups.

District	Residential Places	Nursing Places	Total	Places per 1,000 of Population aged 18-64
Braintree	152	176	328	3.7
Chelmsford	28	434	462	4.3
Maldon	15	54	69	1.8
Colchester	195	382	577	4.9
Tendring	307	355	662	8
Basildon	30	0	30	0.3
Brentwood	0	243	243	5.4
Castle Point	8	133	141	2.7
Rochford	15	0	15	0.3
Epping Forest	48	462	510	6.7
Harlow	71	117	188	3.7
Uttlesford	125	60	185	4.1
Essex	994	2,416	3,410	4

2.12 This table shows that Braintree has just below the Essex average of 4 places per 1,000 population.

3. Conclusion on demand for specialist housing

3.1 Registered Care

Braintree has the highest per capita number of registered care places in Essex and is forecast to fully meet the demands for these places until around 2020. This estimated increase in need is based on increases in population, but the Market Position Statement notes that despite increasing population pressures, since 2006 the

number of people in Essex in residential care has remained fairly static. Page 5 of the Essex County Council Market Position Statement says that due to changes in the way in which people enter registered care; i.e. being admitted later in life and for shorter periods, Essex County Council; *“do not believe that we need more residential care”* and *“We are unlikely to support planning applications for registered care homes in areas where we believe there is an already an over supply unless the application is to remodel existing provision to make it more fit for purpose, or the proposed development will better meet specific unmet needs within the area”*

3.2 Extra Care

Extra care housing is a relatively new product on the market and has grown rapidly in popularity. According to the Market Position Statement, research has shown that Extra Care Housing can delay or prevent the need for more intensive forms of support and the County Council aims to increase the use of this and other alternatives to registered care. Again the figures show that Braintree is in a better position than other Districts in Essex, with the recent opening of the Helen Court development in Witham, but in this case does have a deficit of provision, currently and moving forward.

3.3 Supported Housing

Braintree is in an average position compared to other Districts in Essex. By number, supported housing is the largest of the specialist housing categories and this is reflected by the estimated deficit that the District has of 443 in 2011 and up to 2,027 by 2025.

3.4 Working Age Adults

In terms of housing for those with learning disabilities or physical or sensory impairments, the Market Position Statement on page 19 notes the County Council's desire to reduce spending of learning disability budgets on residential care (whilst recognising the need for those who need intensive support or whose behaviour places themselves or others at risk) and promote the development of more supported living opportunities which are the preferred option for people who need accommodation and support. These types of supported housing tend to be on a much smaller scale.

3.5 Options for Braintree District

Overall Braintree has a good level of provision of specialist care housing compared to other Districts in Essex. Despite this, by 2025 the tables above identify that Braintree District will have a predicted shortfall of 351 registered care places, 2,027 supported housing units and 376 extra care units, a total of 2,754. It is recognised therefore that this total need, like the assessed need for affordable housing as set out in the Core Strategy, is unlikely to be met in the plan period by any feasible new supply of specialist housing.

3.6 The specialist housing market is one which is constantly evolving to reflect the needs of those who are using it and the position of those who are funding it. As such it is very difficult to gauge what type of accommodation will be required in the future and where that accommodation should be located. Whilst specialist housing may have different needs in relation to parking, amenity space and internal specification, in terms of location it is generally comparable of that required from normal housing, i.e. it should be close to local facilities, services and public transport links and be a good neighbour to the surrounding land uses.

3.7 It is not considered appropriate to allocate additional land for specialist housing in the Site Allocations Plan. (Apart from the three sites that will be considered in Part B

of this report). The delivery of specialist housing is normally based on the availability of land to be purchased by a specialist developer, the level of funding or other support from Essex County Council, the pattern of need identified at the time of application and the current trends in social care. It is not considered that the allocation of land at this stage would be able to take this into account and could stifle development if it were directed to only these locations.

3.8 It is therefore considered that one or more criteria based policies within the Site Allocations and Development Management Plan would be the appropriate way to deal with the provision of specialist housing in the District. These policies will form part of the housing chapter and would be considered by the LDF Sub-Committee together with all the other policies relating to housing.

Recommendation

To include one or more criteria based policy in the Site Allocations and Development Management Plan to deal specifically with the issue of specialist housing.

4. Part B Consideration of specific sites put forward by providers/developers for specialist housing

4.1 There are three sites in the District that have been specifically submitted for consideration in the Allocation Document for specialist housing. These are sites where specialist housing suppliers have put forward specific proposals to be considered. Whilst therefore the recommendation above is to not allocate specialist housing sites, it is considered that these sites must be considered as such at this stage.

HTR3, Blamsters, Mount Hill, Halstead

4.2 Maps 1 and 1a in Appendix 1 shows the site proposed including an aerial photograph. There are also some photographs of the site.

4.3 The site is a 1.7ha (4.2acres) site off Mount Hill in Halstead outside the development boundary for Halstead. The site is separated from the town development boundary by agricultural land west of Mount Hill, which forms an attractive green area, which was put forward for development, but rejected by Members at the meeting on the 1st March. The developers state that an improved access could be created to be shared by both the existing care home and these new facilities off the main A131, however this would be subject to review by the highways authority.

4.4 To the north of the site is the existing Blamsters Farm Care Home, which includes a grade 2 listed farm building. The existing care home facility provides accommodation for up to 30 adults with learning disabilities. However it is understood that the new proposal would be under a separate ownership. There is a hedge bordering the road, but this is not continuous and due to the fact that the land slopes away from the road, views of the site can be achieved from the road and the housing opposite.

4.5 The current proposal submitted in January 2012 is for 8 bungalows for people with a learning disability and 8 bungalows for people with a physical/sensory disability or vulnerable older people for supported living. These would be self-contained units for one person or a couple.

4.6 The site owners held a local consultation on previous proposals for the site, which were much larger than that current proposal, in July 2010. The Council received a number of letters voicing their opposition to the site including details of a meeting attended by Brooks Newmark MP and 20 residents of Blamsters Crescent and Acorn Avenue.

Halstead Town Council View

4.7 Halstead Town Council were previously consulted on the site and objected as it is not immediately adjacent to the existing development boundary and consider that there are other options available to meet the need which was set out in the submission.

Essex County Council View

4.8 ECC have expressed concern that additional registered care housing in this location would lead to a large concentration in a single area. They also question whether this would be purely for local need, or would lead to the importation of clients from other authorities.

Officer Views

4.9 The market position statement does set out that Braintree District currently has an estimated deficit of 54 places for adults with learning difficulties and notes that there is an estimated increase in the number of people with physical disabilities in the District, from 791 in 2010 to 890 in 2030. This is an increase of 99. It is therefore considered that a development of the scale being proposed could meet some of this demand. However, it is not considered that this site is the right location for this development. The site is quite large and could accommodate more development than is currently proposed and as the proposals will not be linked with the existing care facilities on site, it is not considered that there is a need for it to be on visually sensitive land on one of the main entrance roads to Halstead. A location within a development boundary and closer to local facilities would be more suitable and would enable this type of development to be spread throughout the community, rather than clustering in a single location.

Recommendation

To not allocate land at Blamsters, Mount Hill, Halstead for a specialist housing development.

BOS5 Polly's Field, Church Lane, Bocking

4.10 Maps 2 and 3, including an aerial view of the site are included in Appendix 1. There is also the proposed layout of the Abbeyfield Proposals at Map 3a.

4.11 The site is a 2ha site located to the east of Church Lane, outside of the development boundary for Braintree and Bocking. Abbeyfield are a charity and have been gifted this land. Abbeyfield Braintree and Bocking have proposed the site for consideration as a 140 unit Extra Care Home. They have suggested that this could be developed in the form of a courtyard arrangement around a central greenspace at a height of 2 to 2 and a half storeys (although the detail would of course be for consideration at planning application stage). Units would be 1 or 2 bedrooms and self contained with a minimum floorspace of 55 sq m. A range of facilities for residents is also proposed including meeting room, gym, steam room, laundry, shop, a bar/restaurant, hairdressers and beauty salon, library, bowling green and gardens. The initial indication would be 40% of the units to be privately owned, 30% for social housing and 30% in shared ownership. It is considered this would provide between 50 to 100 full and part- time jobs. Abbeyfield have suggested that this scale of

development is required to provide for the facilities for the residents, but there is no evidence provided to justify the scale of the proposals. Abbeyfield already run two other facilities in Braintree at Great Bradfords House, an extra care housing scheme and Wickham House a very sheltered housing scheme, both of which are in Coggeshall Road.

4.12 The proposal suggests that an extra arm could be created at the existing mini roundabout. However ECC Highways have raised concerns about whether this would be possible without improving the roundabout. All proposals will be subject to detailed consideration by the highways authority at a later date.

4.13 This area of Bocking is made up of traditional residential scale development. The eastern side of the road on which this land is situated is not included in the development boundary. Immediately to the north of the site lies linear development, which is within the development boundary, whilst to the south of the site there is a further gap before there is a small section of linear housing development and then the start of the college buildings. The river is located to the rear of the site, but the site itself is not within an area at risk of flooding.

Views of Braintree Urban Area Ward Members and the portfolio holders for Enterprise, Housing and Development

4.14 At their meeting on the 28th May Members feelings were mixed regarding this site, with general support for the provision of new Extra Care Housing, a vote in favour of this site, but comments including:-

- A greenfield site
- Development proposals are too large
- Reference to flood plain
- Land falls away from the road
- Development would extend beyond the building line of existing development
- Concern over proposed 2 and a half storeys
- Poor visibility at mini-roundabout
- Staff and NHS service an issue
- Care provision does not meet requirements
- Old Deanery Care Home nearby

Essex County Council View

4.15 ECC note that there is a need for Extra Care Housing within the Braintree District, but not all of this would be anticipated to be delivered in a single development and that 140 units in one location would be extremely large, with 40 – 60 more the norm in an area such as Bocking.

Officer View

4.16 The Market Position Statement does set out that there is a need for Extra Care Housing in the District. However, due to the existing provision, including Great Bradfords House within Braintree, it is not considered as acute as in other Districts. The proposal site is currently outside the development boundary in an area where the landscape character assessment notes that it has a high landscape character sensitivity. The proposal, as it currently stands, would lead to development considerably beyond the existing town development boundary on other parts of Church Lane and could led to pressure for backland development at other locations on Church Lane, including site BOS2, which has been put forward for consideration in the Allocations Document. As such and in light of the comments from Essex County Council on the size of the development, it is not considered appropriate for a development of this size to be located on this site.

The scale of the development is also considered to be inappropriate on a site of this landscape character adjoining the Blackwater Valley and open countryside. Abbeyfield has suggested that the scale of development that is being proposed of 140 units would be required to provide for the facilities for residents. However, other extra care developments with facilities for residents have been provided elsewhere in the District on a smaller scale.

Recommendation

To not allocate BON5 land at Polly's Field, Church Lane for development as a specialist housing facility.

4.17 However, if Members were minded to approve the site it is considered that a smaller site allocation, which does not extend back behind the current building line would have less impact upon the sensitive landscape character of this location. Map 4 in the Appendix sets out how this could be achieved on the site. It would also be advisable to impose a height restriction on development of this site, as a building of more than 2 storeys would be over- dominant and out of character with adjoining properties. An area of approximately 0.7 ha in line with the existing development line along Church Lane could accommodate a development of up to 60 units.

Or if Members are minded to approve an allocation here:-

Alternative Recommendation

To allocate an area of approximately 0.7ha on the frontage of Church Lane as shown on Map 4 for extra care housing, which should be restricted to 2 storeys in height to limit the impact upon surrounding settlement and landscape character.

KEL2A, Land to the rear of Church Street St. Dominic's Residential Care Home, Kelvedon

4.18 At its meeting on the 7th December, the LDF Sub-Committee approved the draft Inset Map for Kelvedon, which included a site within the village envelope to be specifically allocated for the extension of St. Dominic's Care Home. Map 5 shows the new extent of the development boundary agreed with the Parish Council and the LDF Panel.

Parish Council View

4.19 When the Parish Council were consulted last year they supported a minor extension of the village envelope to include KEL2a, but only to accommodate a Care Home.

Essex County Council View

4.20 ECC note that as set out in the Market Position Statement there is an above average supply of registered care housing in the District, but this does not take into account the varying quality and specialism which may impact on future viability/sustainability of the current supply

Officer View

4.21 Whilst the Market Position Statement does not show an absolute demand for registered care accommodation in the Braintree District until 2020, it is considered that this extension could provide a higher quality or a specialist provision than may be currently available. It is therefore considered that the information set out in Part 1 of this report, does not require a review of the position taken by LDF Sub Committee Members on the 7th December.

Recommendation

To propose no changes to the resolution agreed by the LDF Sub Committee on the 7th December regarding an extension to St Dominic's Residential Care Home at Kelvedon.