

PLANNING STATEMENT

Development of Retirement Living Housing



SITE AT CHAPEL STREET, GLOSSOP, SK13 8AT

January 2015



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APPENDIX A: *Ready for Ageing?* compiled by House of Lords - Select Committee on Public Service and Demographic Change

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APPENDIX D: *Creating Housing Choices for an Ageing Population* by Shelter

APPENDIX E: *Housing Markets and Independence in Old Age: Expanding the Opportunities* by Professor Michael Ball of Reading University

APPENDIX F: *A Better Life: Private Sheltered Housing and Independent Living for Older People* by The Opinion Research Business.

APPENDIX G: *Local Area Economic Impact Assessment by the Institute of Public Care (March 2014)*



Executive Summary

This planning statement sets out the planning policy considerations which support the provision of Retirement Living apartments for older people on the application site. The development will ensure that residents maintain their independence via a range of communal facilities and a House Manager, allowing them to remain in their own home as frailty increases through later life. This is a very specialised form of accommodation that is currently limited within Glossop, the development of which promotes downsizing and more efficient use of the existing housing stock.

The proposal provides the opportunity to achieve a high quality development that would positively contribute to meeting demonstrable local housing needs in accordance with the National Planning Policy Framework, National Planning Practice Guidance, High Peak Local Plan (adopted in March 2005), High Peak Local Plan Submission Version (April 2014), Services for Older People - Joint Commissioning Strategy (2009-2014), and The High Peak Strategic Housing Market Assessment and Housing Needs Study (April 2014). In short, this scheme provides numerous wide ranging social and planning benefits, both for potential residents and the community as a whole. In summary, these are:

Sustainability Benefits

- *A highly sustainable form of development that reuses previously developed land within the urban area effectively and efficiently.*
- *The provision of much-needed accommodation for older people that helps address the demographic imperative of an ageing population and a housing stock that is ill equipped to deal with its needs.*
- *An accessible location and form of development that will lead to less reliance on the private motorcar.*

- *A development that serves to underpin local facilities, including the retail functions of the shops close to the site.*
- *A land use, which is entirely passive and a “good neighbour”.*
- *A building that provides substantial energy efficiency advantages over most open market schemes.*

Balanced View of Policy and Other Material Considerations

- *Specialised housing for older people provides significant planning and social benefits.*
- *Sustainable form of development.*
- *Optimises use of scarce residential land.*
- *Net environmental benefit in streetscene, character and landscape terms.*
- *Reduced demand on public sector resources and health services. Residents manage better and spend fewer nights in hospital, reducing the impact on NHS resources.*
- *Most residents have family and friends in the locality and are able to remain an important part of the local community.*
- *Increases availability of much needed family housing in areas of shortage boosting the supply in the local housing market.*
- *Helps underpin local facilities.*



Executive Summary

This proposal represents an ideal opportunity for the redevelopment of this site within the built-up area of Glossop, in accordance with the Government's housing and sustainable development policies. It would provide for much needed specialised accommodation for older people within a central location, freeing up existing under-occupied stock.

This specialised form of accommodation also provides older people with a better housing choice, and provides residents with safety, security and companionship whilst removing the heavy burden of property maintenance. Therefore, it reduces the anxieties and worries experienced by many older people living in accommodation that does not best suit their needs.

This proposal is located in an accessible location with good links to the centre of Glossop and is within easy reach of the shops, public transport facilities and other essential services located therein, which all benefit residents in maintaining an independent lifestyle. This specialised form of housing generates extremely low levels of traffic; and the convenience of the location close to public transport opportunities would further reduce the need for car use, not least because purchasers of such housing accommodation generally no longer need or wish to have the 'burden' of car ownership (please see the Transport Statement submitted alongside this planning application).

The proposed development successfully achieves a balance between the potentially competing objectives of development and the conservation of the environment, and thereby satisfies the goal of "sustainability".

This proposal will:

- Accord with national planning guidance in relation to sustainable development and meeting local housing needs;
- Accord with the relevant and material provisions of the development plan including its housing objectives;
- Achieve a high quality design which will enhance both the character and appearance of the locality; and
- Respond positively to the character of the area and the street scene.



Above: McCarthy and Stone scheme - Retirement Living Development at North Road, Glossop



McCarthy & Stone was established in 1963. During the past 37 years the company has specialised in the design, construction and management of Retirement Living housing (also known as sheltered accommodation) for sale to older people, and has developed a wealth of experience in this particular sector of the housing market. Extensive research both at pre and post-occupation has been carried out by the Company, which has led to product and service development.

This background has resulted in McCarthy & Stone being widely recognised as the market leader in the provision of Retirement Living housing for sale to older people. To date more than 50,000 specialised dwellings for older people have been built or are in the course of construction at over 1,000 McCarthy & Stone development sites throughout the United Kingdom. As a result, McCarthy & Stone has considerable experience of successfully developing a wide variety of sites including town centre locations, infill sites, sites within conservation areas and those adjacent to Listed Buildings.

McCarthy and Stone's ethos is that later life can be more fulfilling. Through its developments and services, it helps older people enjoy their lives in peace, comfort and security. In addition to new developments, the Company provides its own care, support and management services. This ensures a continuing relationship and commitment to all of its residents.

McCarthy & Stone continues to win the highest awards possible for customer satisfaction. Independent surveys by the Home Builders Federation (HBF) show that it is the only retirement house builder to achieve a double five star rating for customer service, and it has done so for six consecutive years.



Retirement Living housing is a proven option for older people who wish to move into accommodation that provides comfort, security and the ability to manage independently to a greater extent. It enables older people to remain living in the community and out of institutions whilst enjoying peace of mind and receiving the care and support that they need.

All McCarthy & Stone developments are specifically designed to provide specialised housing accommodation for older people, with communal facilities and specific features within the apartments tailored to meet the particular needs of older people. Since 2010 McCarthy and Stone now manage their own developments and a House Manager is based on-site, supported by the Company's management services team. This allows for the maintenance and management of the development and its grounds to be kept in line with best practice and all legal lease management requirements that apply.

While anyone may purchase an apartment, the apartments are sold on the basis of a 125 year lease requiring the accommodation, with the exception of the House Manager's office accommodation, to be occupied by persons over 60 years. In the case of a couple, that part of the lease shall be satisfied where one of the occupants is over the age of 60 years and the other is over the age of 55 years.

This is a reasonable and caring approach to the limitation on the occupancy of retirement living housing in that it recognises and allows for those exceptional cases where a spouse, who is in need of special accommodation, has a younger partner.



Above: Example of a guest suite and an example of organised activities, which are a feature of a McCarthy and Stone development



Such occurrences are, in any event, found to be extremely rare as between 60-70% of occupants are aged 78 years or over with about 30% aged 80 years or above. The vast majority of McCarthy & Stone residents (some 85-90%) are widowed or single, with 75% of apartments comprising of single, female households.

The accommodation includes a range of communal facilities which are also tailored to meet the needs of the residents, including:

- **a residents' lounge;** this comprises the heart of the community and is centrally located close to activity either on or off site (e.g. the car park). It is decorated to the highest standards and is designed to have the atmosphere of a high quality hotel lobby.
- **internal refuse room;** this allows the residents to dispose of waste without leaving the building, and avoids the need for unsightly external bin stores.
- **battery car charging store;** this can store and charge larger mobility vehicles. Lifts/corridors are designed to facilitate the width of these scooters.
- **lift;**
- **secure entrance lobby with CCTV link to individual apartments;**
- **House Manager's Office;**
- **Guest Suite;** for visiting friends and family



- **emergency help line available within each residents' apartment and communal areas to summon assistance in the event of an emergency;** and



- **Gardens;** these are an important element in the design of Retirement Living accommodation. In this instance it includes a roof-top terrace and a large decked area overlooking Glossop Brook.



Above: Typical McCarthy and Stone apartments bedroom and lounge.

Recently a growing number of reports have been published that promote the strategic need to provide more and better housing for those in later life as well as the benefits that specialist accommodation for older persons delivers. These reports have been published by a variety of organisations including the private sector, academic institutions, charities and numerous Government bodies at national and local level. The following six reports are of particular relevance and an executive summary for each is appended to this document:

- *Ready for Ageing?* compiled by the House of Lords - Select Committee on Public Service and Demographic Change (Appendix A) - The report warns that the Government and our society are woefully under-prepared for ageing. The Committee says that longer lives can be a great benefit, but there has been a collective failure to address the implications and without urgent action this great boom could turn into a series of miserable crises. The report covers a broad range of policy areas, providing a comprehensive analysis of the potential impact of an ageing population on public services.

The report states that *'the housing market is delivering much less specialist housing for older people than is needed. Central and local government, housing associations and house builders need urgently to plan how to ensure that the housing needs of the older population are better addressed and to give as much priority to promoting an adequate market and social housing for older people as is given to housing for younger people'*.

Additionally, the report highlights that *'there are just 106,000 units of specialist housing for home ownership and 400,000 units for rent in the UK*

as a whole. Build rates are lower now than in the 1980s. In 2010, just 6,000 units for rent and 1,000 for ownership were built, whereas in 1989, 17,500 units for rent were built as well as 13,000 for ownership'.

<http://www.parliament.uk/business/committees/committees-a-z/lords-select/public-services-committee/report-ready-for-ageing/>

- *Top of the Ladder* compiled by Demos (Appendix B) - This report uses original quantitative research to investigate older people's housing preferences, and the likely impact of giving them greater choice. It estimates that if all those interested in buying retirement property were able to do so, 3.5 million older people would be able to move, freeing up 3.29 million properties. Apart from these gains, retirement housing has a very beneficial effect on older people's health, wellbeing and social networks, and could save health and care services considerable resources.

<http://www.demos.co.uk/projects/topoftheladder>

- *Identifying the Health Gain from Retirement Housing* the Institute of Public Care (Appendix C) - The paper highlights that increased companionship and security, better access to care and warmer, more accessible accommodation through the development of good quality retirement housing could reduce the need for health care expenditure.

<http://ipc.brookes.ac.uk/publications/index.php?absid=71>



- *Creating Housing Choices for an Ageing Population* by Shelter (Appendix D) - This report takes a detailed look at the current state of housing for the older people's market and considers whether there is a wide choice of housing for an ageing population and if there is any scope to stimulate a greater supply.

http://england.shelter.org.uk/professional_resources/policy_and_research/policy_library/policy_library_folder/a_better_fit_creating_housing_choices_for_an_ageing_population

- *Housing Markets and Independence in Old Age: Expanding the Opportunities* by Professor Michael Ball of Reading University (Appendix E) - This report highlights a number of simple policy changes needed to stimulate the delivery of owner occupied retirement housing.

<http://www.reading.ac.uk/news-and-events/releases/PR364822.aspx>

- *A Better Life: Private Sheltered Housing and Independent Living for Older People* by The Opinion Research Business (ORB) (Appendix F) - This sets out the findings of one of the largest studies of sheltered housing in the UK.

<http://www.mccarthyandstone.co.uk/documents/research%20and%20policy/orb2.pdf>

- *Local Area Economic Impact Assessment* by the Institute of Public Care (March 2014). This report (Appendix G) takes a detailed look at the economic benefits of sheltered housing developments on the local economy.

<http://ipc.brookes.ac.uk/publications/pdf>

[Final McCarthy and Stone EIA report - March 2014.pdf](#)

These reports detail that Retirement Living housing provides a valuable form of specialised accommodation that meets a specific **housing** need. In so doing, it gives rise to significant planning and social benefits that realise other planning objectives given national and regional priority. Insofar as local and wider planning benefits are concerned, Retirement Living housing contributes the following:

Community

- Freeing up housing: Specialist housing helps to free up much-needed and under-occupied family homes in the local area, thereby making better use of existing housing stock. An average scheme of 45 apartments frees up housing **worth nearly £7.5 million**.
- Community spending: McCarthy & Stone's developments contribute to the vitality and viability of the local area as its residents typically do their shopping within a one mile radius. 80% use local shops almost daily or often and over 40% use the local library or post office frequently. Residents are estimated to have a 'community spend' of more than **£6 million** over a development lifetime period.



Economic benefits

- Investment during construction: An average development represents an investment of around **£3.6 million** into the local economy.
- Local jobs: Around 60 local companies are employed during construction, thus supporting local jobs. Additional job opportunities are created when the scheme opens.
- New Homes Bonus: Through this Government initiative to encourage new development, each local authority will receive around **£378,000** per every 45 new homes (McCarthy and Stone's typical development size) that are built in the local area. This is money it can spend as it deems fit.

Improved health

- Streamlined health and social care provision: Residents in specialist housing have fewer visits to local health professionals and find it easier to return home after stays in hospital.
- Older people account for 55% of GP appointments, 68% of outpatient appointments and 77% of inpatient bed stays. As well as achieving better outcomes, specialist housing reduces demand for these acute health and care services by supporting people to live independently and avoiding crisis intervention. Research shows that each year a resident postpones moving into public care by living in market accommodation, the local authority saves on average £30,000.
- Health and social care provision can be streamlined within specialist housing. Visiting health professionals including doctors, nurses, chiropodists

and so forth can visit several residents during one visit, which is a more efficient use of public resources.

Increased well-being

- Increased wellbeing: 64% of McCarthy & Stone's residents said their health and well-being had improved since moving into the scheme.
- A higher quality of life: 92% said they were very happy or contented.
- Increased independence: 83% believed they maintained their independence for longer.

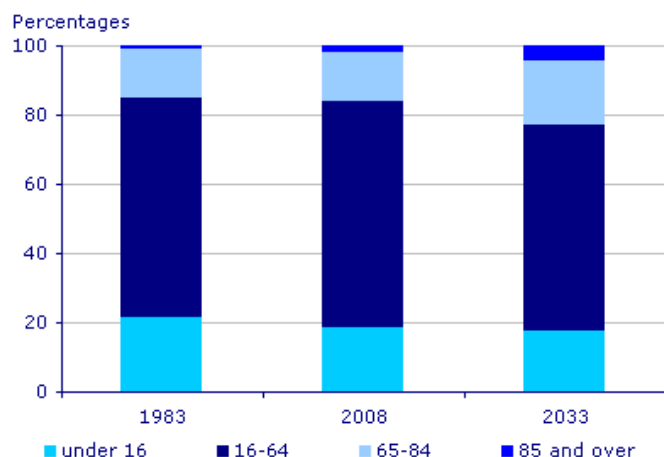
Retirement Living housing provides purpose-built, specifically designed, small units of accommodation for local older people. Insofar as local and wider planning benefits are concerned, Retirement Living housing:

- addresses an acknowledged and specific housing need;
- addresses an existing housing "mismatch", by releasing presently under-occupied housing and thus plays an important role in the recycling of stock in general;
- has a knock-on effect in terms of the recycling of the whole housing chain – Retirement Living housing being at the "back-end" of the chain;
- optimises the use of previously developed land within the built-up area of Glossop; and
- provides energy efficient construction and living, through shared wall construction, cross-flow ventilation and shared heating facilities.



The proposed redevelopment of the site for Retirement Living housing for older people provides a significant opportunity to contribute towards meeting the current and projected requirements for special needs accommodation for older people in Glossop, High Peak and the UK generally. The following table and supporting text from mid-year population estimates, Office for National Statistics, shows the estimated increase in older people.

Ageing Fastest Increase in the 'oldest old'



Above: Population by age, UK, 1983, 2008 and 2033

"The population of the UK is ageing. Over the last 25 years the percentage of the population aged 65 and over increased from 15 per cent in 1983 to 16 per cent in 2008, an increase of 1.5 million people in this age group [in real terms]. Over the same period, the percentage of the population aged 16 and under decreased from

21 per cent to 19 per cent. This trend is projected to continue. By 2033, 23 per cent of the population will be aged 65 and over compared to 18 per cent aged 16 or younger.

The fastest population increase has been in the number of those aged 85 and over, the 'oldest old'. In 1983, there were just over 600,000 people in the UK aged 85 and over. Since then the numbers have more than doubled reaching 1.3 million in 2008. By 2033 the number of people aged 85 and over is projected to more than double again to reach 3.2 million, and to account for 5 per cent of the total population" (Mid-year population estimates, Office for National Statistics).

Data from the 2011 Census for the Glossop (made up of Simmondley, Old Glossop, Dinting, Whitfield and Howard Town wards) shows that 2,761 people (15.7%) were of a pensionable age, out of this 1,173 people (6.7%) were aged 75 and over. The interim 2011-based Sub-National Population Projections, predicts that by the year 2021, 21.7% (21,225 people) in High Peak will be of retirement age, with 10.5% (10,223 people) over 75 years old. This compares to the England figure of 18.7% of the total population over 65 years old and 9.1% over 75 years old. Reviewing this data against the 2011 Census reveals that the High Peak over 65 years old population is predicted to increase by 5,556 people and the over 75 year olds by 3,196 within 20 years.

Census data also shows that out of all households where the Household Reference Person is aged 65 and over in Glossop, 79.6% were owner occupied in tenure; this compares to England / High Peak figures of 74.3 / 76.3%. Consequently, the provision of private Retirement Living housing for older people will widen the housing choices for older persons within the area, and allow them to



remain as property owners.

Services for Older People - Joint Commissioning Strategy (2009-2014) highlights that High Peak *'are at the start of a considerable change in the profile of Derbyshire's population over the next twenty years, resulting in increased demand for services, with no foreseeable commensurate significant increases in funding'*. Between 2008 and 2012 the Strategy expected an increase of 12.85% of the total population of Derbyshire aged 65 and over. Projecting a 16% (21,800) rise in the number of people aged 65 and over 2008-2013, and a 55% rise by 2028 (70,300) In response one of the Strategies key priorities is to increase the range of specialist housing, highlighting that Sheltered Housing offers further alternatives to residential care. The Strategies commissioning implication 1 looks to *'increase the housing options (and related specialist advice) available to a wider range of older people'* and to expand the range of *'housing with care'*

The High Peak Strategic Housing Market Assessment and Housing Needs Study (April 2014) supports the growth in the elderly population and states that *'High Peak will see an increasingly ageing population, with particular implications around delivering housing suitable for the retired and elderly. More broadly, population growth in general will drive need and demand for new houses, as will the changing household structure that changing population can bring along with them'*.

The High Peak Local Plan (adopted in March 2005), highlights that *'the ageing population and smaller household sizes overall has increased demand for smaller housing units in the plan area. Absolute household growth projections suggest that this trend is set to continue, with an 18% increase in the number of households in the High Peak predicted up to 2026'*.

The latest High Peak Local Plan Submission Version (April 2014) highlights that *'as the population is ageing, consideration will need to be given to the needs of the elderly and this may mean sheltered, extra care or supported housing is required'*.

The demonstrable need for specialist housing needs for the elderly within Glossop is discussed in greater detail in the Housing Needs Report prepared by Contact Consulting.

Retirement Living housing will provide modern, purpose built accommodation, in keeping with the current needs and aspirations of older people. This is entirely in accordance with the aims and aspirations of the saved policies of the High Peak Local Plan (adopted in March 2005), High Peak Local Plan Submission Version (April 2014), Services for Older People - Joint Commissioning Strategy (2009-2014), and The High Peak Strategic Housing Market Assessment and Housing Needs Study (April 2014).



The site is a very suitable location for Retirement Living housing, located approximately 95 metres from Glossop's main shopping street, which includes numerous shops, cafes and restaurants. In addition, there are a range of chemists, opticians, doctors surgeries and dentists. Furthermore, the site is approximately 320 metres from an ALDI supermarket and 640 metres from a large Tesco Superstore.

The site is easily accessible via public transport, with the proposed development served by a number of bus stops located on High Street West under 3 minutes walk from the site, servicing both directions. These stops provide regular bus services to Tameside, Buxton, New Mills and Whaley Bridge, and an infrequent service to Manchester via Ashton-under-Lyne. There are also services running to other towns such as Macclesfield, Holmfirth and Huddersfield. Glossop Train Station is located approximately 320 metres (4 minutes walk) from here there are services to Manchester Piccadilly and Hadfield.

In selecting sites for older persons' accommodation, McCarthy & Stone take full account of the locational criteria recommended in the Joint Advisory Note of the National House Builders' Federation and the National Housing and Town Planning Council entitled - "Sheltered Housing for Sale" (2nd Edition - 1988).

The five locational criteria identified are:-

- (i) Topography
- (ii) Environment (including safety and security)
- (iii) Mobility
- (iv) Services

(v) Community Facilities

The NHBF/NHTPC Advisory Note acknowledges that the ideal site for sheltered housing is difficult to find. However, the site that is the subject of this application is eminently suited to a use such as Retirement Living housing and is well situated to serve the needs of local elderly persons who will occupy such a development.



Left: An aerial photograph with the site marked in red.

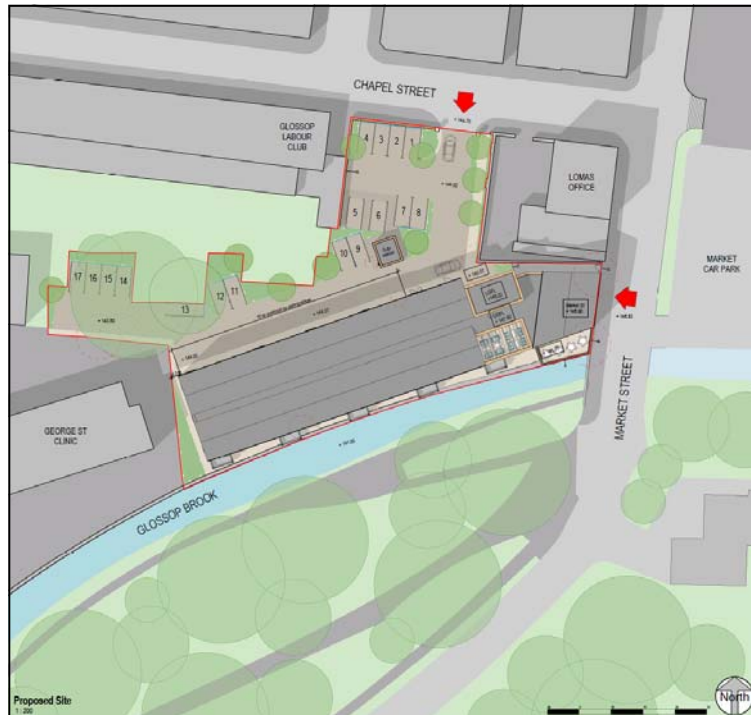


Above: Photographs of the site



Proposal

The proposed development comprises of 36 units with a mix of 17x one bedroom and 19 x two bedroom Retirement Living apartments for sale to older people. The proposal will feature a House Manager's office alongside communal facilities such as a residents' lounge, CCTV entry system, pavement car store / charging points, guest suite and Careline alarm facility, as detailed in Chapter 3. McCarthy & Stone's management company maintain the grounds and fabric of all its developments following construction, thus safeguarding the interests of the owners and the local community.



Above: Proposed Site Plan



Above: Perspective views



Site Description

The site is situated to the south of Chapel Street and to the east of Market Street. The majority of the site is to the rear of existing frontage properties in the area. Access to the site is currently gained from a car park adjacent to Chapel Street. There is also a secondary access point from Market Street.

The site is located very close to Glossop Town Centre lying to the west of the market and south of the shopping area. It is allocated as a regeneration area and falls within the Norfolk Square Conservation Area. It is flanked by Chapel Street to the north, Market Street to the east, Glossop Brook to the south and a clinic on George Street to the west. Part of the site was former used as a builder's yard and is now used in part as a car park for the adjoining Labour club. The adjacent building at 12 Market Street is Grade II listed.

The area immediately surrounding the site is characterised by primarily residential dwellings, which are two storey cottages, in a terrace row pattern. There are also a mix of other uses including a small social club and listed office building immediately adjacent to the site. Within the wider area, the large indoor and outdoor Market Place is to the east of the site and forms part of the wider retail centre within the town, which stretches in a linear pattern along High Street. There is also a health centre directly adjacent to the west of the site. On the opposite side of the river is a public green space area including children's play facilities.

The site is presently back land in character being used in part as a car park by the adjacent Labour Club. The previous uses on the remainder of the site included a builder's yard, areas of tipping and ancillary structures to the properties on Chapel

Street. The site is irregular in shape, following the boundaries of the rear gardens of the adjoining Chapel Street properties and wrapping around the larger surrounding commercial buildings and river.

There is a below ground structure on the eastern portion of the site (at the upper site level) accessed by a ramp and metal bi-folding doors. The flat concrete roof to this structure is at ground level. A small open sided shed is located to the west of the access ramp. Other structures on site included various walls and retaining walls as well as a high stone wall to the south which bounds the brook. The remainder of the site is either laid to grass or made up of concrete hard standing.

Planning History

The site has the benefit of outline planning permission for the erection of a mixed use development inclusive of retail units, leisure units, commercial units and 37 retirement properties that was granted on 29th October 2012 (ref: HPK/2012/0502). The current permission is a renewal of this original permission (ref: HPK/2006/0299) granted following an appeal in April 2007 and a subsequent extension of time in 2010 (ref: HPK/2010/0037) . The approved building is mainly four storeys in height with two storey elements fronting Market Street and Chapel Street.



National Planning Policy Framework

At the heart of the National Planning Policy Framework (NPPF) is *'a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking'* (paragraph 14) [emphasis added]. In this respect it is also notable that paragraph 17, bullet point 3, states that planning should *'proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth'*.

Paragraph 7 of the NPPF stipulates that there are *'three dimensions to sustainable development: economic, social and environmental'*. The three components need to be pursued in an integrated way looking for solutions which deliver multiple goals. It is therefore clear that the NPPF wishes to see balanced decision making with all factors considered rather than decisions made in isolation of the three overriding principles.

In line with the three dimensions of sustainable development identified in the NPPF the proposed development performs the following important roles:

Economic: Ensuring the vitality of city centres is identified in the NPPF as one of the Core Planning Principles in delivering sustainable development. The provision of an additional 36 units of accommodation within close proximity to Glossop Centre will help enhance the vitality and viability of local shops and services. A report compiled by 'The Opinion Research Business' (ORB) entitled **A Better Life: Private**

Sheltered Housing and Independent Living for Older People states how Retirement Living housing helps to underpin local shops, services and facilities. The report found that 62% of residents in Retirement Living schemes preferred to shop locally, with 45% of resident shopping within one mile of their scheme. The proposal will therefore help to improve the viability of businesses within the Town Centre and is therefore clearly economically sustainable.

The economic and community benefits provided by this form of housing are detailed in The Planning and Social Benefits of Retirement Living Housing (Chapter 3).

Social: The NPPF stipulates that the planning system should be *'supporting strong, vibrant and healthy communities'* by *'providing the supply of housing required to meet the needs of present and future generations'* (paragraph 7). Paragraph 50 of the NPPF highlights the need 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...older people'*.

Older people are defined in Annex 2 - Glossary of the NPPF as *'people over retirement age, including the active, newly retired through to the very old frail elderly whose housing needs can encompass accessible, adaptable general needs housing for those looking to down size from family housing and the full range of retirement and specialised housing for the elderly'*.

The NPPF also advises in Paragraph 159 that *'Local planning authorities should have a clear understanding of housing needs in their area'* and that policy should



'identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which meets household and population projections, taking account of migration and demographic change' and 'addresses the need for all types of housing, including...the needs of different groups in the community (such as...older people)'. Furthermore, the Framework stipulates that local policy should cater for 'housing demand and the scale of housing supply necessary to meet this demand'.

A clear, priority need for private sheltered accommodation for older people has been established in 'The Need for Retirement Living Housing' chapter of this report (Chapter 4). The proposed development will assist the Council in meeting this housing need. Importantly however, the proposed development will enable older people to remain in their local environment and/or close to friends and family, allowing them to continue to play an important role in their local community. The proposed development is therefore considered to be inherently sustainable in social terms.

Environmental: The proposal is for a residential form of development that not only makes effective use of the land (paragraph 111 of NPPF) but also provides specialised accommodation for older people which meets a local need and addresses the changing demographic profile of High Peak. It is therefore considered to be an environmentally sustainable development.

In regards to Housing Supply, Paragraph 17 lists the core land use planning principles that should underpin decision-taking. These include a proactive approach and support for *'sustainable economic development to deliver the homes...that the country needs'*, to seek high quality design and a good standard of amenity for all existing and future occupants.

Chapter 6 of the document sets out the Government's objective in delivering a wide choice of high quality homes. Firstly, and notably the guidance in this section is set out against the objective at the start of Paragraph 47 *'to boost significantly the supply of housing'*. This is recognition of the level of need for new housing across the country against the recent dwindling trend of housing supply.

Paragraph 49 states that: *'Housing applications should be considered in the context of the presumption in favour of sustainable development.'* This is of relevance when considering the sustainability of this site.

National Planning Practice Guidance

The Government's recently launched and formally adopted National Planning Practice Guidance (NPPG) states under Housing and Economic Development Needs Assessments paragraph 21:

'Housing for older people -

*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). Plan makers will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to move. This could free up houses that are under occupied. The age profile of the population can be drawn from Census data. Projections of population and households by age group should also be used. The future need for older persons housing broken down by tenure and type (e.g. sheltered, enhanced sheltered, extra care, registered care) should be assessed and can be obtained from a number of online toolkits provided by the sector. The assessment should set out the level of need for residential*



institutions (Use Class C2). But identifying the need for particular types of general housing, such as bungalows, is equally important.'

This statement is unequivocal. We find no reference to other “critical” housing needs (or for that similar terminology) in the guidance or within the National Planning Policy Framework. Given the acknowledgement of a “critical” need, it is for the planning system to deliver it unless there is very good reason why it should not. This is what government and national policy expects of the planning system.

Whilst the use of the term ‘critical’ is recent, the imperative to provide an adequate quantity and choice of accommodation for older people has been emphasised by the Government for several years now (for example documents prepared by DCLG such as Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society (February 2008)). Key common themes have been related to the need to provide accommodation of an appropriate size, location and quality.

The majority of older people who are looking to move home in later life are downsizing from a larger family home. Hence the need to deliver a range of choice in terms of type and tenure that will enable them to make such a move. The proposed development will contribute to the provision of such a choice. The ‘need’ expressed in the National Planning Practice Guidance is across all tenures and types of older persons’ housing ranging from bungalows to residential institutions. The proposal falls within the spectrum of accommodation cited in the NPPG and will meet a need for specialised accommodation for older people.

In conclusion, the golden thread running through the NPPF is a presumption in favour of sustainable development. The proposed development is located on an inherently sustainable site adjacent to the centre of Glossop, providing a specialist

form of accommodation for older people that addresses the urgent and increasing need within Glossop. It is therefore wholly in keeping with the concept of sustainable development detailed within the NPPF.

Principle of Development

The existing planning policy framework for Glossop consists of the saved policies of the High Peak Local Plan (adopted in March 2005), the emerging Local Plan (submitted to the Secretary of State on 28th August 2014), as well as the NPPF and NPPG.

The majority of the site is shown as unallocated on the Proposals Map. However, part of the site falls within Saved Local Plan Saved Policy 35 TC11 – Regeneration Areas in Glossop, which advises that permission will be granted for comprehensive development schemes to provide retail, office, leisure, tourist accommodation and *‘limited residential accommodation in a mixed use scheme only’*. The remaining portion of the regeneration area has recently been re-developed by a new clinic. Hence the scheme would contribute to a mixed use development of the wider regeneration area.

The site lies within the Norfolk Square Conservation Area therefore Saved Local Plan policies, 20: BC5 - Conservation Areas and their Settings and 21: BC6 - Demolition in Conservation Areas are engaged. These policies seek to preserve or enhance the special architectural or historic character or appearance of the area. The demolition of the remaining structures on the site will not harm the special architectural or historic character or appearance of the Conservation Area and redevelopment will produce substantial benefits for the community.



Other policies to note include:

Saved Local Plan policy: GD2 - Built-up Area Boundaries - This site falls within the built up area of Glossop, which the policy highlights as an area that should be the main focus for development. Within the Glossop boundaries planning permission can be expected to be granted for development provided that it complies with other policies and proposals of the Local Plan.

Saved Local Plan policy 40: H1 – Principles of Housing Provision - The policy highlights that priority for housing development will be given to the redevelopment of previously developed land in built up areas.

Saved Local Plan policy 43: H5 - Housing within the built-up area boundaries - The policy states that planning permission will be granted for residential development, including the renewal of existing or recently expired permissions, on previously developed land within the Built-Up Area Boundary, provided that a significant source of local employment would not be lost, unless its continued use would be inappropriate; and the development will not unduly prejudice the continuation of an appropriate existing or proposed adjoining land use.

The High Peak replacement Local Plan was submitted to the Secretary of State on 28th August 2014, policies to note include:

Local Plan Policy S1: Sustainable Development Principles - The policy indicates that new development should make the best use of previously developed land, with the effective use of land (including the remediation of contaminated land and reuse of brownfield land), buildings and existing infrastructure seen as a priority. The policy wants to provide for a mix of types and tenures of quality homes to meet the needs

and aspirations of existing and future residents in sustainable locations, and requires development to fulfil a need within the existing communities.

Policy S5: Glossopdale Sub-area Strategy - Supports the development of new housing on sustainable sites within the built-up area boundary. Furthermore, it encourages the development of new housing within the mixed redevelopment of industrial legacy sites.

Policy EQ6: Built and Historic Environment - Looks to ensure that development proposals contribute positively to the character of the built and historic environment.

Policy H1: Location of Housing Development - The policy prioritises new housing development on previously developed land in preference to greenfield land; and encourages housing development including redevelopment, infill, conversion of existing dwellings and the change of use of existing buildings to housing, on all sites suitable for that purpose.

Policy H4: New Housing Development - The policy requires all new residential development to address the housing needs of local people, by providing a range of market and affordable housing types and sizes that can reasonably meet the requirements and future needs of a wide range of household types including for the elderly and people with specialist housing needs.

Five Year Housing Supply - Importantly this site offers an opportunity to make a positive contribution to High Peak Council's five year housing supply position. It is made clear within the 5 Year Land Supply (published 31 March 2013) that High Peak Council has a 3.3 year housing supply, with the additional NPPF 5% allowance this falls to 3.1 years and again the NPPF 20% allowance resulting in it falling further to 2.7 years.



The proposed development is dedicated in its entirety to the provision of Retirement Living housing for older people and as such fully accords with this policy, and will assist the Council in delivering its 5 years housing land supply target and specialist accommodation for older people.

Design and Conservation Response

This is an urban previously developed site, whose redevelopment at a higher density is encouraged within Local Policy and the National Planning Policy Framework. The form of development and detailed design has evolved from careful consideration of its contextual analysis following a public consultation process.

The proposed development will respect the character of the conservation area and will enhance the appearance of the locality. The design of the building and careful use of materials will sit comfortably within the pattern of surrounding developments and conservation area. The proposed development seeks to respect existing buildings and to enhance the area. The development has been sited in a manner that will ensure that the amenities enjoyed by the existing and future occupiers of nearby residential properties will not be adversely affected. The proposals includes a scheme consisting of three storeys on the Market Street side, increasing to four storeys as the ground slopes away from the road. This will be a unique design which respects and complements its surroundings through the use of local materials, proportion with neighbouring buildings and will improve the existing site boundary with the introduction of additional shrubs and trees.

We have strived to design a development which is in keeping with the distinctive local character in terms of the use of materials, scale and mass whilst introducing housing to meet the needs of people in retirement. The NPPF sets out the

Government's objective of achieving good design at paragraphs 56, 57, 59 and 60, 61 and 65.

In evolving design solutions the NPPF encourages pre-application engagement with the local community, statutory consultees and the local planning authority (paragraphs 188-191). The applicants in this case have complied with the advice and consulted with the local community and interested bodies. A Statement of Community Involvement has been submitted with the application.

In summary, the proposed redevelopment of this site will provide a sympathetically designed development that will enhance the character and appearance of the conservation area. Additionally, the proposal will offer significant benefits including high quality landscaping and the delivery of specialist housing for older people.

Further details on the design and sustainability can be found in the accompanying Design, Access and Sustainability Statement, and Building for Life Assessment, submitted with this application.

Trees

The Tree Survey notes that the majority of trees are located adjacent to the site boundaries so there is a significant window for development with little impact on trees. All trees that can be retained are being.

A landscape architect and an arboricultural consultant have been commissioned and a sympathetic landscaping scheme has been devised that incorporates and supplements the existing vegetation wherever appropriate (please see Proposed Landscaping Scheme submitted with this application).



Car Parking / Access

McCarthy & Stone has unsurpassed experience in providing for the car parking needs of its specialised housing developments. Specialised housing for older people, because of its very nature and concept, is invariably located within reasonable walking distance of shops and other essential services and close to public transport facilities. It can therefore be predicted that the level of car parking proposed, given the age of the intended residents, will adequately supply sufficient parking for the residents, House Manager and visitors.

The existing site has two separate points of access, one from Chapel Street into the private car park and a second access off Market Street into the vacant land behind the private car park

The proposal provides for 27 car parking spaces, with a new access for vehicles and pedestrians, off Chapel Street, in the vicinity of the existing access into the private car park. A separate pedestrian only access will also be formed off Market Street in the vicinity of the existing gated vehicular access to the vacant land which will be closed.

It should be noted that the parking provision is supplemented by the provision of a battery car store, suitable for the intended residents, and provides access to alternative forms of transport. Further information has been provided in the accompanying Transport Statement.

Flooding

The proposed development is adjacent to Glossop Brook with the western section shown to be within Flood Zone 2 'Medium Risk' on the Environment Agency's mapping. There are no historical records showing the site has flooded; however the Environment Agency have provided a record of historical flooding that shows the flood area is within the banks of the brook alongside the site. A Flood Risk Assessment has been submitted with this application.

Planning Obligations and Affordable Housing

There is a statutory requirement for decision makers to consider the impact of planning obligations on the viability of development in a balanced and fair manner. Unrealistic or overly optimistic expectations by decision makers jeopardises new developments coming forward. The Community Infrastructure Levy Regulations give the former Circular 5/05 Planning Obligations tests legal force and places the onus on the Council to justify that developer contributions are necessary and directly related in scale and kind to the proposed development.

The tests of planning obligations have been written into statutory law in Regulation 122 stating that:

'a planning obligation may only constitute a reason for granting planning permission if the obligation is

- A. *necessary to make the development acceptable in planning terms;*
- B. *directly related to the development; and*



C. *fairly and reasonably related in scale and kind to the development.'*

Viability of development is the keystone of housing delivery, whether market or affordable and details of the viability of the development utilising the Homes and Communities Agency's Development Appraisal Toolkit are provided in the Planning Obligations and Affordable Housing Statement which accompanies this application and sets out the applicant's position.

Amenity Space

As the market leader in the provision of this form of specialised accommodation, McCarthy and Stone has plenty of experience in assessing the functional requirements of its purchasers / residents. The design of the building is innovative in the ways which it maximises the potential for giving the residents optimum amenity spaces; both personal and communal through features including balconies and terraces. This will provide a high quality of life for the residents of the scheme.

Residents of this form of specialised housing tend to spend considerable time in their apartments and it is therefore appropriate that, wherever possible, lively or interesting views or pleasant and peaceful scenery should be visible from all rooms. Often the more favoured aspects are those on the busiest road frontage or those facing the main entrance and car parking area where activity is present.

The Company employs a professionally qualified landscape architect and prides itself on the quality of its landscape treatment, which has become a "hallmark" of all McCarthy & Stone retirement schemes. A landscaping scheme is provided as part of the proposed application, with a roof-top terrace and a large decked area overlooking Glossop Brook provided. Given the nature of the accommodation and

the experience of McCarthy and Stone in this form of development, the proposed amenity space is considered appropriate.



Above: Landscaping examples



In providing much needed accommodation for older people, the proposed development will optimise the use of this site within the built up area of Glossop, whilst also supporting local businesses. The site is ideally located for this type of Retirement Living housing, being close to the amenities of Glossop centre, and would provide for much needed specialised older persons housing in Glossop.

Careful consideration has been given to the nature of the site including the redevelopment of the vacant buildings, its relationship to its immediate surroundings and conservation area, and the amenities of neighbouring occupiers. There is no doubt that a high quality development will make an effective use of this site and respond to its townscape. At the same time Retirement Living housing is acknowledged to be a passive use, and an entirely sympathetic neighbour with extremely low levels of traffic generation in comparison to other potential housing uses of the site.

Points to note:

- The proposed development complies fully with the NPPF's objective of a presumption in favour of sustainable development. It fulfils all three dimensions of sustainable development listed by the NPPF. Providing a range of **economic** benefits, including direct employment in its own right, supporting the local economy and revitalising the housing market through the release of under occupied family housing. Providing **social** benefits through the provision of specialist accommodation for older people and reducing pressure on health care facilities. Finally, providing **environmental**

benefits through making effective and efficient use of a valuable land resource, assisting with the delivery of housing within a short term timeframe which would reduce pressures on other unallocated greenfield land for residential development.

- As set out by the accompanying Design, Access and Sustainability Statement the proposed development has evolved through thorough pre-application engagement with the local community, local planning authority and where relevant statutory consultees.
- The proposed development accords with both national (paragraph 50, NPPF) and local planning policies in respect to the delivery of older persons' accommodation, which the recent National Planning Practice Guidance has identified its delivery as 'critical'. Section Four of this report identified the extant need for older persons' accommodation within Glossop and the current shortfall of private sector forms of retirement housing.

In summary, the proposal is fully in accordance with national and local planning policy providing a scheme that epitomises sustainable development and contributes towards the provision of an identified local housing need as well as the overall supply of housing.

