
Independent Examination of the Cotswold Local Plan

Inspector's Matters, Issues and Questions

Cotswold District Council's Response to Supplementary Questions for Matters 9 and 10

Following consideration of the written hearing statements for Matters 9 and 10, the Inspector will wish to consider the following supplementary questions at the relevant hearing sessions. The Council, and other participants where relevant, are requested to come informed to discuss these SQs. The Council should provide written responses by midday on Thursday 9 November 2017. If any participants also wish to respond in writing they should do so by the same deadline.

Issue 9.1: Meeting Particular Housing Needs

Subsequent to submitting its hearing statement, the Council provided its response to one of the action points arising from matter 3 (housing requirements). This suggests that a main modification be made to paragraph 6.1.1 of the Plan to clarify that the housing requirement (8,400 dwellings) includes market, affordable, sheltered and extra care housing, but not nursing or residential care home bedspaces. It also suggests that paragraph 8.4.1 of the Plan be modified to refer to a need for 893 sheltered and 155 extra care housing units, and for 755 nursing and residential care bedspaces, between 2014 and 2031, and that monitoring indicators need to be modified.

145A. Are the figures of 893 sheltered housing units, 155 extra care housing units, and 755 nursing and residential care bedspaces between 2014 and 2031 justified (and how do they relate to the figures referred to in the Council's response to Q145?).

Yes. The Council's response to MIQ145 notes the updated SHOP tool estimates as of March 2017, which are for 563 nursing and residential care home spaces up to 2030 and 649 spaces up to 2035. The updated figures as of March 2017 supersede the earlier figures provided by EB016.

The Council's response to MIQ145 notes the updated Strategic Housing for Older People (SHOP) tool estimates as of March 2017, which are for 289 sheltered and 376 extra care units. The need for nursing and residential care home bedspaces is updated to 563 nursing and residential care home spaces up to 2030 and 649 spaces up to 2035. The March 2017 figures supersede the earlier figures provided by EB016.

145B. On which of the sources of housing supply summarised in Table 1 of the Plan (sites with planning permission, allocations, and windfalls) are the 893 sheltered and 155 extra care housing units between 2014 and 2031 expected to be accommodated?

The District's need for sheltered and extra care units will be provided by a combination of extant planning permissions, allocations and windfalls.

In calculating the need for sheltered and extra care units, the SHOP tool only takes consideration of planning permissions that are under construction at that point in time. Furthermore, qualifying developments in C2 and C3 land use classes can contribute towards meeting the need.

The Council has identified nine sites that already have planning permission and which contribute towards meeting the identified need. These contribute 34 sheltered and 512 extra care units towards the March 2014 need and 364 extra care units towards the March 2017 need. A schedule of these permissions is provided below.

Supply of sheltered and extra care units (dwellings)	Contributes towards identified need	
	March 2014	March 2017
34 extra care units - Stratton Place 42, Gloucester Road, Stratton, Cirencester, GL7 2LA: <i>"Redevelopment to provide the erection of a 64 bed care home, 8 care suites, 34 assisted living units, ancillary accommodation and associated works"</i> (Ref: 15/03052/FUL)	Yes	No
119 extra care units - Land at Siddington Park Farm, Preston, GL7 6ET: <i>"Reserved Matters pursuant to Outline permission ref. 11/05716/OUT (Continuing Care Retirement Community (Use Class C2), including a core building with care bedrooms, close care units, linked assisted units and ancillary facilities, detached assisted living units, landscaped grounds, internal highway layout and car parking)"</i> (Ref: 14/05481/REM)	Yes	Yes
39 extra care units - Land at Siddington Park Farm, Cirencester GL7 6ET: <i>"Outline application for an extension to the continuing care retirement community development permitted under application ref: 11/05716/OUT (Use Class C2) comprising the construction of a 46-bed Dementia Care Unit and additional 4 blocks of Assisted Living Units (32-beds), landscaped grounds, internal highways, car parking and associated works"</i> (Ref: 15/02532/OUT)	Yes	Yes
6 extra care units - Land at Siddington Park Farm, Preston, Cirencester, GL7 6ET: <i>"Application for an additional assisted living apartment block (6 units) within the previously permitted Continuing Care Retirement Community development (Use Class C2)"</i> (Ref: 16/01264/FUL)	Yes	Yes
34 sheltered units - Former Moreton Bowls Club, Hospital Road: <i>"Demolition of existing building and erection of private sheltered accommodation (34 units) for the elderly (Category II type accommodation), communal facilities, landscaping and car parking"</i> (Ref: 12/02678/FUL)	Yes	No
44 extra care units - Land north of Tesco, Stow-on-the-Wold: <i>Development of 44 extra care apartments and green open space (outline application with access to be determined) and the construction of a 48 bed dementia care home with associated access, car parking and landscaping (full application with all details to be determined)"</i> (Ref: 13/05360/OUT)	Yes	Yes
106 extra care units - Land parcel adjacent to Bretton House, Station Road, Stow-On-The-Wold: <i>"Outline application to include details of the means of access for a Continuing Care Retirement Community (Use Class C2). The development will incorporate a core building (including Care bedrooms, Close Care units, Linked Assisted Living Units and ancillary facilities), detached Assisted Living Units, landscaped grounds, internal highways, car parking and associated</i>	Yes	Yes

works" (Ref: 17/01218/REM)		
50 extra care units - Land parcel south of Quercus Road, Quercus Road, Tetbury: "Outline application for residential development comprising approximately 124 dwellings and 50 sheltered units, the erection of a 60 bedroom care home and 50 extra care apartments, with associated public open space, car parking and access" (Ref: 12/01792/OUT)	Yes	Yes
114 extra care units - Land north of Cirencester Road, Tetbury: "Demolition of existing buildings and structures and redevelopment to provide a care village (Use Class C2) comprising residents' accommodation and facilities, adjustments to accesses, landscaping and ancillary works" (Ref: 13/05306/FUL)	Yes	No

The Local Plan does not specify that certain allocations should contribute towards meeting the sheltered or extra care need. However, sheltered or extra care units can be delivered on allocations. Indeed, the planning application of the Chesterton strategic site already proposes 60 elderly accommodation units (Ref: 16/00054/OUT).

A planning application at Land at Siddington Park Farm (part outline / part detailed full application) would provide 171 Assisted Living Units / Close Care Units (C2 Use Class) (Ref: 17/00076/OUT). This application would supersede three earlier planning permissions (14/05481/REM, 15/02532/OUT and 16/01264/FUL). The application is due to be determined at a Committee meeting on 13 December 2017. The Case Officer finds the number of units to be reasonable. Without prejudice to the application, no significant constraints have been identified yet that would prevent the scheme from being recommended for approval.

The Council is also responding to several pre-application enquiries for sheltered and extra care developments. Although these are confidential, the details can be made available to the Inspector if required. These sites are also not allocated in the Local Plan and would deliver additional sheltered and extra care units that would in effect be windfalls.

Cotswold District also has a history of delivering sheltered and extra care developments that have not been allocated in the Local Plan. It is expected that similar schemes will continue to be delivered in future as windfalls. Indeed, the Council will continue to have a positive attitude towards permitting such developments, where they accord with the Local Plan policies and / or the NPPF and other material considerations. It is expected that the combination of extant planning permissions, site allocations and windfalls will meet the remaining need for sheltered and extra care units over the Local Plan period.

145C. Where are the additional 755 nursing and residential care bedspaces between 2014 and 2031 expected to be accommodated?

The Council has identified seven planning permissions that contribute 353 nursing and residential bedspaces to the March 2014 need and 289 bedspaces that contribute to the March 2017 need. A schedule of these permissions is provided in the table below.

The remaining identified need is 402 bedspaces against the March 2014 need calculation and 274 bedspaces against the March 2017 need calculation (up to 2030).

The Council is also responding to several pre-application enquiries for nursing and residential care developments. Although these are confidential, the details can be made available to the Inspector if required. These sites are not on sites allocated in the Local Plan.

Cotswold District also has a history of delivering nursing and residential care developments, which have not been allocated in a Local Plan. In effect, these have been windfall developments. The Council will continue to have a positive attitude to permitting such developments, where they accord with the Local Plan policies and / or the NPPF and other material considerations. It is expected that sheltered and extra care units will continue to be delivered in future as windfalls. It is expected that combination of extant planning permissions and future planning permission, which will in effect be delivered as windfalls, will meet the need for sheltered and extra care units over the Local Plan period.

Furthermore, the Council's response to Further Preliminary Question 3 [ED008, 10.8.17] explains Gloucestershire Clinical Commissioning Group / Gloucestershire County Council's (GCC) strategy for meeting residential and nursing care bedspace needs. In essence, the GCC strategy is move towards providing for nursing and residential care needs home, not building new care homes. Therefore, a proportion of the need for nursing and residential stock will also be met in the existing dwelling stock.

Supply of nursing and residential care bedspaces	Contributes towards identified need	
	March 2014	March 2017
64 care bedrooms - Stratton Place, 42 Gloucester Road, Stratton, Cirencester: "Redevelopment to provide the erection of a 64 bed care home, 8 care suites, 34 assisted living units, ancillary accommodation and associated works" (Ref: 15/03052/FUL)	Yes	No
46 care bedrooms - Land at Siddington Park Farm, Preston, Cirencester: "Outline application for an extension to the continuing care retirement community development permitted under application ref: 11/05716/OUT (Use Class C2) comprising the construction of a 46-bed Dementia Care Unit and additional 4 blocks of Assisted Living Units (32-beds), landscaped grounds, internal highways, car parking and associated works" (Ref: 15/02532/OUT)	Yes	Yes
36 care bedrooms - Land at Siddington Park Farm, Preston, Cirencester: "Outline application for a Continuing Care Retirement Community (Use Class C2), including a core building with care bedrooms, close care units, linked assisted units and ancillary facilities, detached assisted living units, landscaped grounds, internal highway layout and car parking (access layout of all buildings, full details of the core building and 20 associated assisted living units to be determined in detail)" (Ref: 11/05716/OUT and 14/05481/REM)	Yes	Yes
31 care bedrooms - Hyperion House, London Street, Fairford: "Partial demolition and erection of extension to care home to create 31 bedrooms with refurbishment of the existing building and bedrooms to create a 67 resident care home" (Ref: 15/03666/FUL)	Yes	Yes
64 care bedroom - Land at Lake 7, Spine Road East, South Cerney: "Erection of a 64 bed Dementia Care Home with associated access, car parking and landscaping" (Ref: 14/04636/FUL)	Yes	Yes
48 care bedrooms - Land north of Tesco, Stow-on-the-Wold: "Development of 44 extra care apartments and green open space (outline application with access to be determined) and the construction of a 48 bed dementia care home with associated access, car parking and landscaping (full application with all details to be determined)" (Ref: 13/05360/OUT)	Yes	Yes

64 care bedrooms - Land parcel south of Quercus Road, Quercus Road (Matbro SIAC), Tetbury: "Erection of a 64 bed care home (Reserved Matters details relating to Access, Appearance, Layout, Landscaping and Scale pursuant to outline planning permission reference 12/01792/OUT)" (Ref: 16/02483/REM)	Yes	Yes
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Issue 10.1: Affordable Housing Needs

The Council’s oral evidence given in the hearing session for matter 3 advised that there is a need for 157 affordable homes per year (rather than 144 as stated in SHMA 2016 [EB016]). This figure is also referred to in the Council’s response to Q151.

Subsequent to submitting its hearing statement, the Council has responded to one of the actions arising from matter 3 (housing requirement). This suggests that paragraph 8.2.3 of the Plan be modified to refer to a need for 1,423 net additional affordable homes by 2031.

151A. What is the justification for the significant reduction in the Council’s estimate of the need for additional affordable homes in SHMA 2016 [EB016] compared to previous SHMA assessments?

HDH planning and Development Ltd identified a minor error in the SHMA Update Note (HDH, April 2016) **(EB016)**. A short errata dated 18th May 2017 was produced to correct this and erroneously this was not submitted. The Council request that this document be added to the Examination Library.

The change in the number is due to the change in guidance in this regard.

HDH Planning & Development Ltd produced two SHMA reports for the combined authorities of Gloucestershire. The first was a comprehensive SHMA published in draft in 2013 **(EB015)**, but finalised after extensive public consultation in March 2014. That report assessed the level of affordable housing need following the model set out in the Strategic Housing Market Assessment Practice Guidance, August 2007 (the then current guidance). This report also presented the Long Term Balancing Housing Markets (LTBHM) model, which profiled in detail the tenure and size of new housing required to most suitably accommodate the future household population as identified within the externally set out Objectively Assessed Need (OAN). A second report, published in December 2014, updated the outputs of the LTBHM model in light of new OAN figures for the County which had subsequently been produced. The Council requests that the December 2014 SHMA update paper be added to the Examination Library.

The core outputs of this earlier work were reviewed following the publication of the Planning Practice Guidance (PPG). It was felt prudent to update the SHMA as part of the ongoing preparation of the Local Plan evidence base. The SHMA Update Note (HDH, April 2016) **(EB016)** supplements the earlier publications by providing additional detail and updated results to ensure the evidence base reflects the latest data and current base practice (although this report is focused only on the Cotswold Council area). The report does not reproduce the background socio-economic, housing stock and other background information. This report specifically provides the following information for Cotswold:

- An updated analysis of the entire housing market within the LTBHM model;
- A calculation of outputs for the affordable housing needs model in accordance with the PPG approach using secondary data;
- A consideration of the housing requirements of specific groups of the population;
- A conclusion summarising the implications of these results.

This report also picked up the further work has been undertaken by Neil McDonald Statistical Services (NMSS) revisiting the overall Objectively Assessed Need (OAN) estimate across Cotswold in light of new demographic projections.

The previous 2013 SHMA (being the Gloucestershire wide report) **(EB015)** was produced under the 2007 SHMA Practice Guidance that was cancelled when the PPG was published in April 2014. The 2016 SHMA **(EB016)** was produced under the PPG.

Simply put, the Council recognised that having a SHMA that was not in full compliance with the PPG was a risk that could and should be mitigated through a PPG compliant update.

The affordable needs model set out in the 2007 SHMA Practice Guidance is similar but different to the method set out in paragraphs 22 to 29 of the PPG. The core difference being the 2007 Guidance advocates the use of (expensive and time consuming) household surveys whilst the PPG specifically advises against this (at paragraph 14). The PPG sets out a method that is based on the Council's waiting list and a series of other listed data sources. It is inevitable that the number will be different calculated under 2007 Practice Guidance and the PPG as the guidance is different. The numbers should not be compared as they are not calculated on the same basis.

It is important to note that the affordable need as calculated under the PPG also has a different purpose to that previously. The only purpose of the affordable need calculation, as set out in paragraph 29 (and confirmed in various High Court decisions) is:

The total affordable housing need should then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes.

152A. Should the Plan refer to 157 affordable homes being needed each year, or a total of 1,423 between 2015(?) and 2031?

The plan should refer to 1,423 affordable units.

152B. In order to be sound, is it necessary for the Plan to identify the number of additional affordable homes needed in different parts of the district, such as for individual or groups of Principal Settlements?

No. Much of the data to derive the figure is at a District level and there is no means of disaggregating it. In any case, the Local Plan is based on development strategy that seeks to locate most development at the Principal Settlements. The most likely means of delivering new affordable housing is through the delivery of market housing at these settlements.

Issue 10.2: Affordable Housing Provision

153A. The Council’s response to Q153 seems to suggest that a total of over 1,700 affordable homes are expected to be delivered through commitments and policies in the Plan between 2015 (?) and 2031. Does this mean that the need for additional affordable homes in the district as a whole (currently estimated to be 1,423) is expected to be met?

Yes. However, it is accepted that some sites may not deliver the full policy compliant affordable housing target for exceptional viability reasons, hence the need for an affordable housing supply that is higher than the strict requirement.

153B. In order for the Plan to be sound, does it need to be modified to ensure the delivery of a specified number of affordable homes within certain parts of the district, such as individual or groups of Principal Settlements?

No. See answer to 152B.

155A. Is the requirement of policy H4(d) for specialist accommodation for older people provided on a freehold or leasehold basis to include an appropriate percentage of affordable housing in accordance with policy H2 justified?

Yes. As set out in the SHMA there is a need for older peoples housing that is affordable housing. See Table 4.1 of the SHMA Update Note (HDH, April 2016) **(EB016)**:

Table 4.1 Type of accommodation required for pensioner households in 2031 in Cotswold					
Dwelling size	Market	Intermediate	Affordable Rent	Benefit supported	Total
One bedroom	10.8%	0.3%	2.4%	6.7%	20.2%
Two bedrooms	26.7%	0.9%	4.6%	4.1%	36.2%
Three bedrooms	29.8%	0.1%	1.7%	2.2%	33.7%
Four or more bedrooms	9.9%	0.0%	0.0%	0.0%	9.9%
Total	77.2%	1.3%	8.6%	12.9%	100.0%

The delivery of older peoples housing was considered towards the end of Chapter 10 of the Whole Plan and CIL Viability Assessment (HDH, April 2016) **(EB016)** where it was concluded as follows:

In practice, extracare housing often falls under the definition of residential institutions rather than dwelling houses so is not normally considered to be subject to the Council’s affordable housing policies. We have not pursued this further.

The sheltered housing is shown as viable on greenfield and brownfield sites and is able to bear affordable housing at significant levels.

Because of the rural nature of the district, it is difficult to achieve the economies of scale required to make specialist older persons housing viable - Registered Providers typically require 60 units to make a scheme viable. Residents are reluctant to move far and so

catchment areas for specialist affordable housing is limited. Providing affordable units within market schemes would overcome this.

One of the significant challenges for Adult Social Care in Cotswold is the lack of affordable care/nursing spaces i.e. care homes that will accept LA charging rates. Affordable units within new schemes would overcome this.

156A To be effective, should policy H3(1) (affordable housing on rural exceptions sites) refer to "built up areas of towns and villages ..."?

Yes.

ENDS

9 November 2017