

**Northampton Borough Council
Draft Specialist Housing Supplementary
Planning Document
June 2019**



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Introduction

1. This Specialist Housing Supplementary Planning Document (SPD) has been prepared to provide guidance to planning applicants and those involved in the delivery of specialist housing. It expands upon the policies set out in the West Northamptonshire Joint Core Strategy (WNJCS) and the emerging Northampton Local Plan Part 2 (LPP2).
2. It has been prepared in accordance with the provisions set out in the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012 and is a material consideration in the determination of planning applications.

Aims

3. It has been recognised that provision of specialist housing that is more accessible in design can prevent falls and other causes of ill health; all which contribute to potential savings to the National Health Service¹.
4. Delivering the right homes in the right locations is essential to meeting the housing needs of Northampton's residents. This SPD supports Northampton Borough Council's Corporate Plan strategic priorities of delivering resilient communities as well as supporting vulnerable people to achieve their full potential. This includes communities that are inclusive and support older people and disabled people to allow them to live independently and safely in their own home for as long as possible.
5. This document will add further detail to the policies in the Development Plan for Northampton and provide guidance to applicants and developers to enable delivery of varying types of specialist housing in the right locations. The Development Plan for Northampton consists of the West Northamptonshire Joint Core Strategy (WNJCS), the Northampton Central Area Action Plan (CAAP) and saved policies within the Local Plan (1997). Additionally, any made Neighbourhood Plans also form part of the Development Plan and these are detailed later in the document. The emerging Northampton Local Plan (Part 2) (LPP2), when adopted, will replace all the remaining policies from the Local Plan (1997) and update the policies of the Northampton CAAP.
6. The guidance contained within this SPD is appropriate to all specialist housing development as defined below and relates to schemes of 1 dwelling or above. Specialist housing can take the form of homes that are one or multiple storey height buildings, and which are either individual homes or homes within a flatted development. These developments can fall within either Use Class C2 or C3. Specialist housing provided in the form of a purpose built complex (i.e. a care home) falls within Use Class C2. More detail can be found in paragraph 24 of this document.

¹ https://www.housinglin.org.uk/_assets/Resources/Housing/Research_evaluation/PSSRUsummary.pdf

7. The Council carried out an extensive Sustainability Appraisal (SA) for the Northampton LPP2 and this SPD provides detailed guidance to support the delivery of policies within that Plan; it does not set new policy. Therefore, it has been concluded that a specific SA of this Specialist Housing SPD is not required. The SA for the Northampton LPP2 can be found here:
https://www.northampton.gov.uk/info/200205/planning_for_the_future/1746/
8. An Equalities Impact Assessment was undertaken to assess equalities issues for the draft Northampton LPP2. As this SPD is being prepared to provide guidance to those involved in the delivery of specialist housing and does not propose new policies in addition to those included within the emerging LPP2, the Equalities Impact Assessment undertaken for the Northampton LPP2 is also relevant for this SPD. The Equalities Impact Assessment is available at:
https://www.northampton.gov.uk/info/200205/planning_for_the_future/1746/

Definitions of Specialist Housing

9. There are varying types of specialist housing and this document provides guidance on housing for older people and disabled people (both physical and learning disabilities). It does not provide guidance or assess specialist housing need for other vulnerable groups.
10. Housing for older people can be split into the following categories:
 - **Age restricted / age exclusive** independent accommodation – usually restricted to people above 55 years of age with no additional facilities or services.
 - Specialist Housing for older people:
 - i. **Retirement housing** – housing for older people with some additional facilities
 - ii. **Supported housing** – housing for older people with a greater range of facilities and with support and care available
 - iii. **Retirement villages** – larger scale clusters of accommodation with a central hub providing a large range of facilities – i.e. Extra Care Housing
 - **Residential and nursing homes** – these are not considered specialist housing but provide care and/or nursing.
11. Housing requirements for disabled people can sometimes share the same characteristics as housing for older people and in some cases can be provided for together, for example, in Extra Care Housing schemes. The models of housing referred to in this document include:
 - Purpose built for complex needs
 - Supported living
 - Extra Care Housing units for learning disabilities
12. This Specialist Housing SPD will set out the population in need of specialist housing and from this the number of homes required in Northampton, further on in the document.

Policy context

National Policy

National Planning Policy Framework (NPPF)

13. Section 5 of the NPPF sets out one of the key aims of the Government, which is to significantly boost the supply of homes. Paragraph 59 of the NPPF expects that the *needs of groups with specific housing requirements are addressed*.
14. Paragraph 61 goes onto state that the *size, type and tenure of housing needed for different groups within the community should be assessed and reflected in planning policies including, but not limited to, those who require affordable housing, older people, and people with disabilities*.
15. Whilst this Supplementary Planning Document (SPD) is intended primarily to provide guidance for older peoples' accommodation and for housing for those with disabilities, it is also relevant to planning applications related to housing for the care of younger people who are in need of specialist accommodation similar to that needed by older people to meet their medical needs.
16. With respect to older people and people with disabilities, these groups are defined in the NPPF² in the following way:
 - **Older People** – People over or approaching retirement age, including the active, newly retired through to the very frail elderly; and whose housing needs can encompass accessible, adaptable general needs housing through to the full range of retirement and specialised housing for those with support or care needs.
 - **People with disabilities** – People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs.

National Planning Practice Guidance (PPG)

17. Planning Practice Guidance (PPG) goes into further detail on the planning matters raised within the NPPF. A new NPPF was published in February 2019 and subsequently, revised PPG has been published in relation to specialist housing. The most recent changes to the PPG were published on 26 June 2019.

² NPPF Glossary

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

Housing for Older People

18. Paragraph 001 of the PPG³ outlines why the need to provide housing for older people is critical due the proportion of older people in the population increasing and that provision of accommodation to suit changing needs can help people live independently for longer and help reduce costs to social and health systems.
19. The PPG provides guidance on how to quantify these needs and it is expected that authorities and their partners will utilise census data on population and forecasting from the Office of National Statistics (ONS). The guidance also states that policy making authorities will need to consider the size, location and quality of dwellings with the ultimate aim of allowing people to live in their own homes for as long as possible.
20. The guidance discusses tenure and type of specialist accommodation and that evidence for need can be gathered through toolkits and other local sources such as that provided by *Joint Strategic Needs Assessments* undertaken by Local Authorities. The assessment of need can also set out the level of need for residential institutions such as care homes (C2) as well as other types of housing such as sheltered or extra care.
21. The PPG also directs that plan making authorities can provide indicative figures or a range of numbers of units for specialist housing for older people needed across the plan area throughout the plan period⁴. The provision of this housing can also be monitored through Authority Monitoring Reports.

Housing for disabled people

22. Paragraph 002⁵ of the PPG provides guidance on housing for disabled people and highlights that different disabilities generate a range of housing requirements that can change over time. Again, provision of housing for disabled people is crucial to ensuring those people live safe and independent lives. Specifically, the guidance also highlights that an aging population will see the numbers of disabled people continuing to increase.
23. The key point to consider when forecasting housing need for disabled people is that there is no one source of information about disabled people who require adaptations in the home, either now or in the future. Information sources include Census data as well as information from the Department for Work and Pensions on the numbers of benefit claimants. The PPG is explicit that, if necessary, policy-making authorities can engage with partners to better understand their housing requirements.
24. This document utilises a variety of data sources and evidence to provide guidance on the quantity and type of specialist housing required in

³ <https://www.gov.uk/guidance/housing-for-older-and-disabled-people> - 001 Reference ID: 63-001-20190626

⁴ <https://www.gov.uk/guidance/housing-for-older-and-disabled-people> - 006 Reference ID: 63-006-20190626

⁵ <https://www.gov.uk/guidance/housing-for-older-and-disabled-people> - 002 Reference ID: 63-002-20190626

Northampton, including evidence produced by Northampton Borough Council's partners.

The Town and Country Planning (Use Classes) Order 1987 (As Amended)

25. The Use Class Order puts uses of land and buildings into various categories known as 'Use Classes'. Specialist Housing can fall within the following classes:

- **C2 Residential Institutions**

- Use for the provision of residential accommodation and care to people in need of care (other than a use within class C3 (dwelling houses)).
- Use as a hospital or nursing home
- Use as a residential school, college or training centre

- **C3 Dwelling Houses**

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

- a) A single person or by people to be regarded as forming a single household;
- b) Not more than six residents living together as a single household where care is provided for residents; or
- c) Not more than six residents living together as a single household where no care is provided to residents (other than a use within Class C4).

26. For the purposes of Class C3 (a) "single household" shall be construed in accordance with section 258 of the Housing Act 2004(a).

27. The Use Class Order defines care as: "*care*" means personal care for people in need of such care by reason of old age, disablement, past or present dependence on alcohol or drugs or past or present mental disorder, and in class C2 also includes the personal care of children and medical care and treatment. For the purposes of this document a care or nursing home for older people or people with a disability is expected to fall within Use Class C2.

28. With regards to schemes such as retirement housing/villages or supported housing, these can fall within Use Class C2 or C3 depending on factors such as availability of care, access to properties and other services and facilities on site. Planning Practice Guidance states that it is for the local planning authority to consider into which class a particular development may fall⁶.

29. As per Northampton Borough Council's Community Infrastructure Levy (CIL) Charging Schedule, Use Class C3 is CIL liable.

Other Relevant Legislation and Regulations

30. When considering applications and delivery of specialist housing regard should also be made to other legislation such the Care Act (2015), the Health

⁶ <https://www.gov.uk/guidance/housing-for-older-and-disabled-people> - 014: 63-014-20190626

and Social Care Act 2008 (Regulated Activities) Regulations 2014, and the Equality Act (2010). Further information can be found in Annex 2 to this SPD.

Local Policy

West Northamptonshire Joint Core Strategy (2014)

31. The West Northamptonshire Joint Core Strategy (WNJCS) focuses on the long term spatial vision for West Northamptonshire⁷ to 2029. It seeks to deliver market and affordable housing that meets the requirements and aspirations of existing and future residents of different demographic groups and their needs over the plan period. Housing development in Northampton is guided by the following policies in the WNJCS:

- H1 – Housing density and mix and type of dwellings – Across West Northamptonshire new housing development will provide for a mix of house types, sizes and tenures to cater for different accommodation needs including the needs of older people and vulnerable groups.
- H2 – Affordable housing – Affordable housing will be provided as a proportion of the total number of dwellings to be delivered on individual sites. In the Northampton Related Development Area 35% of new dwellings should be affordable.
- H4 – Sustainable housing – Residential development must be designed to provide accommodation that meets the requirements of the lifetime homes standard subject to the assessment of viability on a site by site basis. New housing must also meet the sustainable development principles and standards set out in policies S10 (Sustainable development principles) and S11 (Low carbon and renewable energy) in the spatial strategy.

32. Lifetime Homes is no longer the standard for accessible and specialist housing design and Building Regulations Approved Document M (2015 and 2016) should now be referred to. This is reflected in the emerging Northampton Local Plan Part 2 (LPP2) and is discussed further on in the document.

Northampton Draft Local Plan Part 2 (April 2019)

33. The draft LPP2 contains policies to guide development at the local level and builds on the housing policies in the WNJCS. Policy 13 (Type and Mix of Housing) sets out the mix of market and affordable housing required in Northampton as well as details on self-build and custom house building, specialist accommodation and accessible housing. Specifically the policy details the following:

⁷ West Northamptonshire Joint Core Strategy contains policies for Northampton Borough, Daventry District and South Northamptonshire Councils

- *Specialist Housing - The Council will support schemes that provide specialist accommodation that promotes independent living. Such schemes are particularly supported in areas with easy access to services and facilities, including public transport and retail and service centres. Proposals should be designed in a manner which will meet the specialised nature and care requirements of prospective occupiers.*
- *Accessible Housing - To meet the needs of the Borough's residents and to deliver dwellings capable of meeting their occupants' changing circumstances over their lifetime, an appropriate proportion of residential development must be designed to meet the requirements of M4(2) or its successor standard.*

34. Policy 13 also requires a proportion of M4(3): Category 3 wheelchair user dwellings⁸, specifically that 4% of all new market dwellings and 8% of affordable dwellings should be constructed to M4(3) standards, or their successor.

Northampton Local Plan Saved Policies (1997)

35. H16 – Housing for the elderly - Where any major residential development is considered appropriate in relation to its topography, existing or proposed community / medical / retail facilities and access to public transport, the council will negotiate the provision of purpose built housing suitable for the elderly at a scale reflecting the established local need for such provision.

36. H17 – Housing for people with disabilities – Within new residential developments and where there is an established local need, the council will encourage the provision of mobility housing, in the case of schemes with ten or more dwellings it is expected that such provision will be not less than 10% of the total number of dwellings, where practicable distributed evenly throughout the development.

37. It should be noted that the Northampton Local Plan Part 2, once adopted, will replace the Local Plan Saved Policies (1997).

Northampton Neighbourhood Plans

38. Northampton Borough Council has 3 'made' Neighbourhood Plans: Duston; Growing Together (Lumbertubs, Blackthorn, Goldings and Lings); and Spring Boroughs (area to east of railway station).

39. The Duston Neighbourhood Plan contains one policy specifically related to housing. Policy H3 (Meeting the needs of all sectors of the population) states that *proposed housing developments in Duston will be supported where they include a range of house types ... Housing developments will also be expected to include an element of single level dwellings and to meet the*

⁸ <https://www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m>

needs of the elderly and people with disabilities. The Plan defines single level dwellings as flats or bungalows.

40. Growing Together, the Neighbourhood Plan for Lumbertubs, Blackthorn, Goldings and Lings does not contain any specific policies relating to specialist housing but policy H1 (Housing mix) does require residential developments to provide a mix of types of homes that reflect the latest assessment of local housing needs.
41. The Spring Boroughs Neighbourhood Plan contains no policies relating to specialist housing.
42. Two more Neighbourhood Plans are currently being progressed (Queens Park and Semilong & Trinity) and as yet do not contain any policies related to specialist housing. However, the Council will engage in the production of the neighbourhood plans to ensure that the specialist housing targets contained in this SPD are reflected in those plans.

Understanding the demand for Specialist Housing

43. To plan for specialist housing in Northampton, this document sets out the expected population growth and the subsequent, forecast housing need going forward to 2029/30. Understanding growth in specific age groups is explicitly important to understand as is the forecast number of people with disabilities. This section of the document therefore sets out the forecast populations of both cohorts.

Population Forecasting

44. The baseline data used for all forecasting models is from the Office of National Statistics (ONS) and to determine the need for specialist housing this document draws on work and studies completed by:
- Joint Strategic Needs Assessment (JSNA) reports from Northamptonshire County Council (NCC);
 - West Northamptonshire Housing Market Evidence (2017);
 - Study of Housing and Support Needs of Older People across Northamptonshire (2017) which utilises Sheffield Hallam University's HOPSR (Housing for Older People Supply Recommendations), POPPI⁹ and PANSI¹⁰ data and subsequent forecasting by Northampton County Council's Business Intelligence and Performance Improvement Units (most recent from May 2019); and
 - Northamptonshire Transforming Care Partnership Board Accommodation Plan 2018 – 2019¹¹

Population forecasting for Older People

45. Northamptonshire County Council's most recent Joint Strategic Needs Assessment (JSNA): Demography (2017)¹² identifies that Northampton's population has grown by 28.4% in the last 30 years to 2016. The most recent ONS data shows that moving forward the population of Northampton is projected to grow by 9.6% to 2029 from a 2016 baseline.
46. The most recent ONS population projections show an expected increase of 30.9% in the over 55 age groups in Northampton to 2029 which aligns with a national increase in the population of older people. Figure 1 shows the projected populations of 55+ age groups in Northampton to 2029.

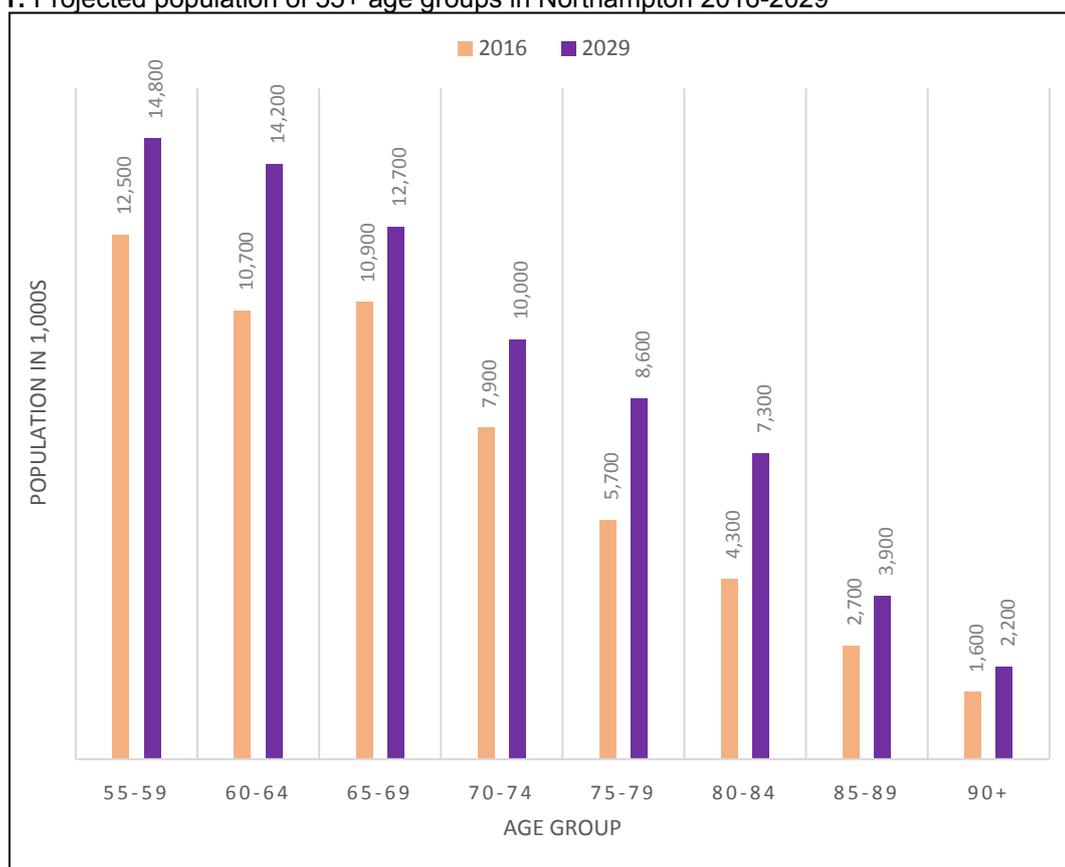
⁹ <https://www.poppi.org.uk/> - Projecting Older People Population Information

¹⁰ <https://www.pansi.org.uk/> - Projecting Adult Needs and Service Information

¹¹ <https://www3.northamptonshire.gov.uk/councilservices/adult-social-care/policies/Documents/Transforming%20Care%20Accommodation%20Plan.pdf>

¹² NCC JSNA July 2017 - <https://www3.northamptonshire.gov.uk/councilservices/health/health-and-wellbeing-board/northamptonshire-jsna/Pages/default.aspx#GlossaryGroupLifestyle>

Figure 1: Projected population of 55+ age groups in Northampton 2016-2029



Source: ONS population projections 2016-based¹³

Population forecasting for People with Disabilities

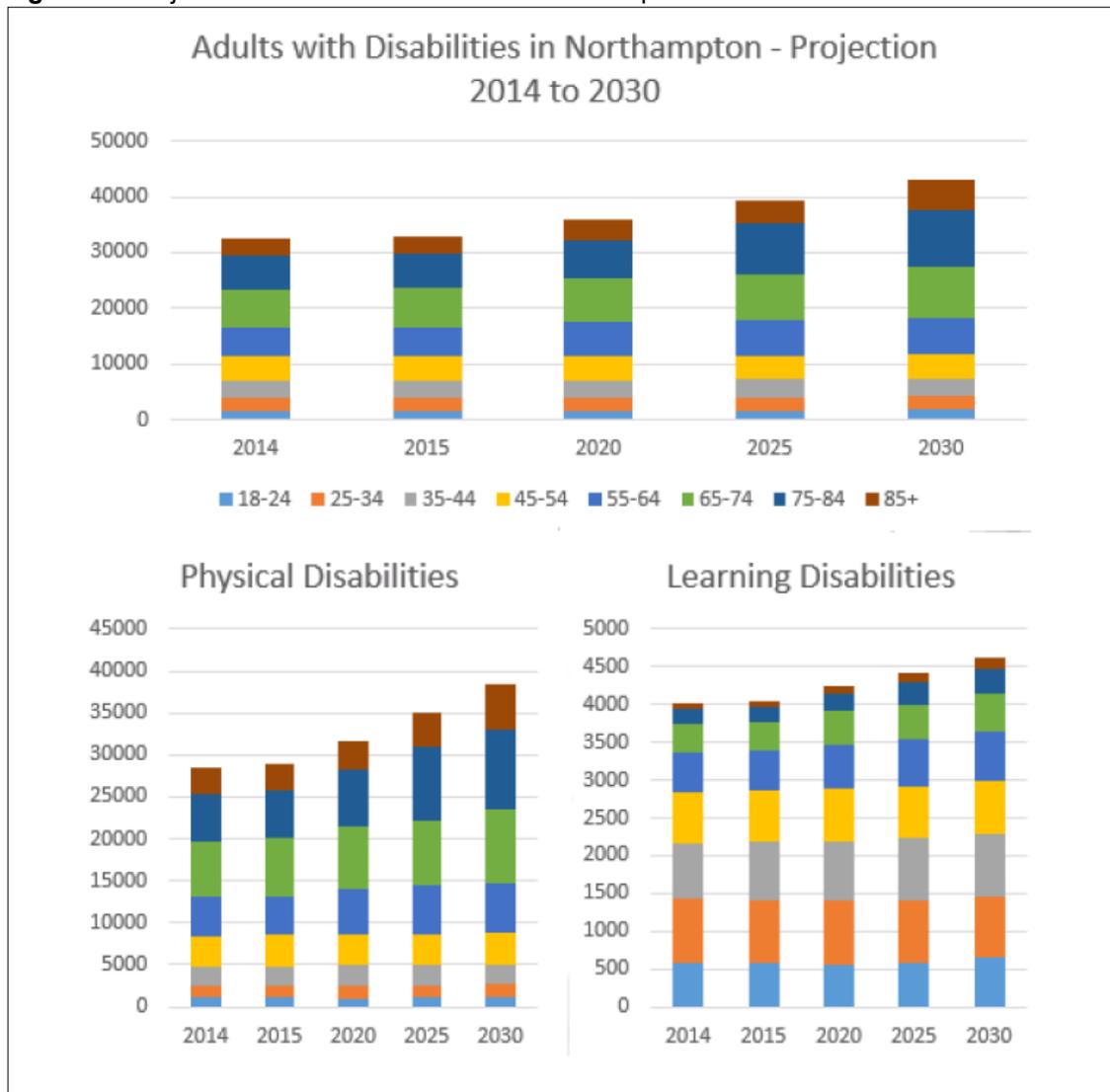
47. The Northamptonshire JSNA: Adults with Disabilities (2017)¹⁴ identifies that there are approximately 33,000 adults with a disability in Northampton. Of those adults 88% have a physical disability and 12% have a learning disability. The JSNA provides data learning and physical disabilities for each age group, including the expected changes within those age groups between 2014 and 2030.

48. In summary, in Northampton half of those with a physical disability are aged 65 and over, and over the next 10 to 15 years, residents with disabilities aged 55 and above will gradually increase, with sharp increases expected in those aged 75 and above. Therefore, in some cases, specialist housing need may arise from people who fall into both older people and people with a disability categories. The numbers of Northampton residents with physical disabilities aged 18-54 has been forecast to remain similar across the upcoming 10-15 years. Details are shown in Figure 2 below.

¹³<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2>

¹⁴ <https://www3.northamptonshire.gov.uk/councilservices/health/health-and-wellbeing-board/northamptonshire-jsna/Pages/adults-with-disabilities-jsna.aspx>

Figure 2: Projected adults with disabilities in Northampton 2014 - 2030



Source: Northamptonshire JSNA: Adults with Disabilities

Population forecasting for People with Dementia

49. Northamptonshire County Council’s Housing and Support Needs study draws on external evidence provided the Alzheimers Society in terms of population expected to have dementia. The study reports a 40% increase in people with dementia by 2025 and a 157% increase by 2051 are suggested as a worst case scenario. Forecasting undertaken by the Study indicates that 3,177 people are expected to have dementia for Northampton by 2025.

Types of Specialist Housing

50. National Planning Practice Guidance provides details on the indicative types of specialist housing for older people¹⁵. This SPD has drawn on the definitions of *The Study of Housing and Support Needs of Older People Across Northamptonshire* (March 2017)¹⁶ which was produced to provide evidence and a toolkit to identify demand and supply for specialist housing and care across the county. The study breaks down the types of housing for older people and defines the following:

- Age restricted / age exclusive independent accommodation (restricted to people above a specified age, usually 55-60 years old) with no additional facilities or services.
- Specialist Housing for older people:
 - i. Retirement Housing – housing for older people with some additional facilities
 - ii. Supported Housing – housing for older people with a greater range of facilities and with support and care available
 - iii. Retirement villages – larger scale clusters of accommodation with a central hub providing a range of facilities.
- Residential and nursing homes – institutional establishments which are not specialist housing which provide accommodation, care and/or nursing.

51. Northamptonshire County Council's Housing and Support Needs study recognises that 56% of all care home beds are currently occupied by people with dementia and memory problems. As such the demand for care home beds could be reduced by provision of dementia villages.

52. Specialist Housing that falls into the definitions above are required to be built to Building Regulations Approved Document M Category M4(3) wheelchair user dwellings.

53. Housing requirements for people with physical and learning disabilities can sometimes share the same characteristics as housing for older people and in some cases can be provided for together, for example, in Extra Care Housing schemes. Generally, the following models of specialist housing have been defined by the Northamptonshire Transforming Care Partnership Board:

- Purpose built for complex needs
- Supported living
- Extra Care Housing units for people with disabilities

54. Supported living schemes for people with learning disabilities can be broken down into further categories and are set out in Table 1 below.

¹⁵ <https://www.gov.uk/guidance/housing-for-older-and-disabled-people> - 010 Reference ID: 63-010-20190626

¹⁶ <https://www3.northamptonshire.gov.uk/councilservices/adult-social-care/policies/Documents/Study%20of%20Housing%20and%20Support%20Needs%20of%20Older%20People%20Across%20Northamptonshire.pdf>

Table 1: Types of specialist housing for people with moderate or severe learning disabilities

Type of Accommodation	Description
Purpose built specialist accommodation	Groups living together in mainly self-contained units with their own front door. Communal space and staff offices are required, as are robust fixtures and fittings.
Core and Cluster accommodation	This consists of 'core' purpose built accommodation and existing 'cluster' accommodation allowing for economies of scale and residents to share recreational, leisure and transport services.
Dispersed units	Ordinary independent accommodation, clustered in a similar geographical area to provide shared care. This type of accommodation could involve new build units on new developments and/or existing properties.
Single site housing (for a group)	Accommodation on a single site which could either be a block of self-contained units or shared housing for a group of people

Source: Northamptonshire Transforming Care Partnership Board Accommodation Plan 2018 - 2023

Specialist Housing Need in Numbers

55. Planning Practice Guidance is clear that where an identified need exists, plans are expected to make use of the optional technical housing standards to help bring forward an adequate supply of accessible housing. Policies for housing can set out the proportion of new housing that will be delivered to the following standards:

- M4(1) Category 1: Visitable dwellings (the minimum standard that applies where no planning condition is given unless a plan sets a higher minimum requirement)
- M4(2) Category 2: Accessible and adaptable dwellings
- M4(3) Category 3: Wheelchair user dwellings

56. The following section provides the evidence for need and the number of homes expected to be built to the above standards. More details on the actual standards can be found in Table 9 of this document.

Wheelchair User Housing Need

57. To provide evidence on the objectively assessed need for housing in Northampton, Daventry and South Northamptonshire, the West Northamptonshire Joint Planning Unit commissioned Opinion Research Services to produce the *West Northamptonshire Housing Market Evidence Report*¹⁷ (HME). The report was published in September 2017.

58. The HME identified that the population of **West Northamptonshire** (Daventry, South Northamptonshire and Northampton) was projected to increase by around 75,500 persons over the 18-year period 2011-29 with half of the overall growth in the 65+ age group.

59. Due to the increase in population of older people and the related number of households, the HME provides a modelled need figure for wheelchair user housing¹⁸. For Northampton this is 840 units over the planning period from 2016 – 2029. This need is identified for both households aged under 75 and for those aged 75+ (split shown in Table 2 below).

Table 2: Modelled need for wheelchair user housing

Modelled Need for Wheelchair Adapted Housing	Households aged under 75			Households aged 75+			Overall change 2016 – 29	% of OAN
	2016	2029	Net Change 2016-2029	2016	2029	Net change 2016-2029		
Housing type								
Market housing	1170	1340	170	580	900	330	490	3.71%
Affordable housing	840	1010	170	310	490	180	350	7.84%
All households	2,020	2,360	340	890	1390	500	840	4.75%

Source: West Northamptonshire Joint Planning Unit, Housing Market Evidence 2017

¹⁷ <http://www.westnorthamptonshirejpu.org/connect.ti/website/view?objectId=2759856>

¹⁸ Category 3, Part M, Building Regulations -

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/540330/BR_PDF_AD_M1_2015_w ith_2016_amendments_V3.pdf

60. Based on the HME evidence, Policy 13 of the emerging Northampton LPP2 sets out a requirement of 4% of market housing and 8% of affordable housing to be constructed to M4(3) standards (wheelchair user) or their successor. Calculated on the number of homes required in the emerging Local Plan¹⁹, 964 wheelchair accessible homes are required over the plan period 2016 – 2029. The annual amounts are shown in Table 3 below.

Table 3: Number of wheelchair accessible homes required in Northampton 2016-2029 based on Policy 13 of Northampton Draft Local Plan Part 2

	Number of homes required in Northampton between 2016 - 2029	Percentage of homes required to be wheelchair accessible	Number of homes required to be wheelchair accessible homes	Number of wheelchair accessible homes required per annum
Number of market homes required in Northampton between 2016-2029	12,500	4%	500	38
Number of affordable homes required in Northampton between 2016-2029	5,800	8%	464	36
Total	18,300		964	74

Source: Draft Northampton Local Plan Part 2 – Policy 13

Specialist Housing Need for Older People

61. The most recent figures on specialist housing supply (May 2019) associated with the Needs Study look ahead to 2039. The figures are provided by Northamptonshire County Council’s Business Intelligence and Performance Improvement (BIPI) model which is based on the Sheffield Hallam HOPSR model²⁰.

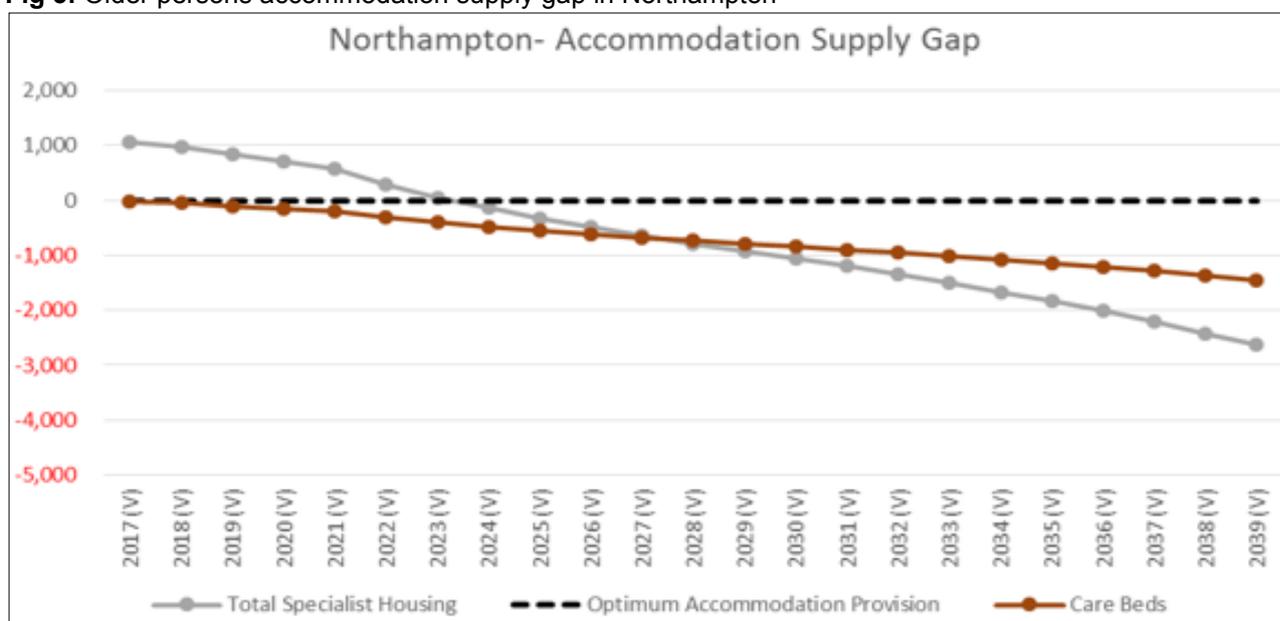
62. In Northampton there is an oversupply of total (both of specialist housing and care beds combined) accommodation between the years 2017 and 2023. However, there is a deficit of care beds from 2019 onwards. From 2023

¹⁹ Housing split derived from Table 8 of the Draft Northampton LPP2

²⁰The HOP SR model (Housing for Older People Supply Recommendations) is a tool that helps local authorities understand requirements for older people housing in their area. HOP SR has been created by the Centre for Regional and Economic Social Research at Sheffield Hallam University.

Specialist Housing and Care Beds are both in deficit until the end of the forecast period to 2039. This is shown in Fig 3.

Fig 3: Older persons accommodation supply gap in Northampton



Source: Northamptonshire County Council’s Business Intelligence and Performance Improvement (BIPI) unit data (May 2019).

63. The Sheffield Hallam HOPSR data goes into further detail and identifies the current supply of specialist housing, the recommended supply and recommended future supply for Northampton to 2030. Table 4 replicates that data and calculates the units / beds per annum needed to the end of the plan period (over 1 years from 2019 to 2030).

Table 4: Specialist housing and care bed need in Northampton to 2030

	Current supply	Recommended supply	Recommended supply 2025	Recommended supply 2030	Difference between current supply to 2030	Units per annum (2019-2030)
Specialist Housing	4,594	3,487	4,900	5,655	1,061	76
Care Beds	1,538	1,505	2,115	2,440	902	64
TOTALS	6,132	4,992	7,015	8,095	1,963	140

Source: Housing for Older People Supply Recommendations (HOPSR) – extracted 28 May 2019

Accessible and Adaptable housing Need

64. Planning Practice Guidance published in June 2019 states that *accessible and adaptable housing enables people to live more independently, while also saving on health and social costs in the future.*

65. The Housing Market Evidence (HME) produced for West Northamptonshire identifies that almost a third of households are likely to have representatives aged 65 or over²¹. Given this context, as well as considering the need for disabled people, the evidence supports the need for at least 50% of all dwellings to meet M4(2) Category 2 (accessible and adaptable) building regulations requirements, providing that this does not compromise viability. This will ensure that, where necessary, homes can be easily adapted for a wheelchair user, allowing people to stay in their own homes for longer.

66. For Northampton this means that 8,186 of homes would need to be built to M4(2): Category 2 standards over the plan period or 630 dwellings per annum as shown in Table 5 below. The accessible and adaptable dwellings would be additional to the 74 dwellings per annum that are required to be built to M4(3): Category 3 standards outlined in Table 2.

Table 5: Number of accessible and adaptable homes required in Northampton 2016-2029

	Number of homes required in Northampton between 2016 -2029	50% of homes required to be accessible and adaptable	Number of homes required to be wheelchair accessible homes (per annum)	Remaining number of accessible and adaptable homes required per annum	Number of homes required to be accessible and adaptable per annum
Number of market homes required in Northampton between 2016-2029	12,500	6,250	500 (38)	5,750	442
Number of affordable homes required in Northampton between 2016-2029	5,800	2,900	464 (36)	2,436	187
Total	18,300	9,150	964	8,186	630

Specialist Housing Need in West Northamptonshire

67. Moving forward Northampton Borough Council is expected to be a part of a new Unitary Authority with Daventry District Council and South Northamptonshire Council. Based on this assumption the County Council's BIPI unit have provided forecasts for all 3 local authorities together.

68. The following Tables 6 and 7 look at the accommodation need and gap across the 3 local authorities in West Northamptonshire to 2039.

²¹ <http://www.westnorthamptonshirejpu.org/connect.ti/website/view?objectId=2759856>

Table 6: Specialist housing and care bed need in West Northamptonshire to 2039

	2019	2024	2029	2034	2039	2018-2039
Projected housing						% increase
Specialist housing	7,665	9,742	11,250	12,617	14,392	87.76%
Care beds	3,206	4,075	4,700	5,265	6,002	87.21%
Totals	10,871	13,817	15,950	17,882	20,394	87.60%

Source: Northamptonshire County Council BIPI (May 2019)

69. The total accommodation supply gap of older persons housing by 2029 across all three local authorities in West Northamptonshire is **7,138** units (5,016 units of specialist housing and 2,122 care beds). This equates to a total need of 549 units per annum across West Northamptonshire to 2029 (386 specialist housing units and 163 care beds) and is shown in Table 6 below.

Table 7: Specialist housing and care bed supply gap in West Northamptonshire to 2039

	2019	2024	2029	2034	2039	Gap increase
Specialist Housing	-1,431	-3,508	-5,016	-6,383	-8,158	-6,727
Care beds	-628	-1,497	-2,122	-2,687	-3,424	-2,796
TOTALS	-2,059	-5,005	-7,138	-9,070	-11,582	-9,523

Source: Northamptonshire County Council BIPI (May 2019)

Specialist Housing Need for People with Disabilities (Learning)

70. For people with moderate or severe learning disabilities the demand for accommodation with support arises from multiple sources including from care homes in and out of county, moving from living with elderly parents and from people transitioning to adult services.

71. The Northamptonshire Transforming Care Partnership Board identifies that for Northampton 66 new units are required during the period from 2018 to 2023. The breakdown is shown in Table 8. Included in the table is the need also for Daventry and South Northamptonshire as in some cases it may be more beneficial to develop schemes that cross local authority borders.

Table 8: Number and type of units required for people with moderate and severe learning disabilities

Future provision 18/19 to 22/23	Purpose built for complex needs	Supported living	Extra care housing units for LD	Total over 5 years	Total per annum
Northampton	15	37	14	66	13
Daventry	5	24	2	31	6
South Northamptonshire	6	24	3	33	7
Total units	26	85	19	130	26

Source: Northamptonshire Transforming Care Partnership Board

Dementia housing / villages

72. Currently there is no data indicating the exact need for specialist housing for people with dementia. However, the *Study of Housing and Support Needs of Older People Across Northamptonshire* states that, in principle, all forms of specialist housing for older people are capable of catering for people with early and mid-stage dementia.

Delivering Specialist Housing

Which developments can provide specialist housing?

Principle 1 – Specialist housing that is desirable, suitable and in the right locations

Delivery of attractive homes, suitable for older people and people with disabilities, in suitable locations will be encouraged. The location of specialist housing specifically designed to meet the needs of older people or people with disabilities should be appropriate in terms of access to facilities, services and public transport taking into account the mobility of the intended occupants and their needs.

73. Policy 13 of the emerging Northampton Local Plan Part 2 sets out that Northampton Borough Council will support schemes that meet the requirements of a suitable mix and range of housing in terms of size, type and tenure as well as support schemes that provide specialist accommodation that promotes independent living.
74. Identifying sites for such provision can be challenging, and it is therefore appropriate – where there is evidence of an identified unmet need in the local area, and where the location is appropriate in terms of access to facilities, services and public transport – for Northampton Borough Council to work with developers to ensure an appropriate mix is delivered, that provides for, or includes an element of, housing designed for older people or those with a disability, or that can be adapted in the longer term.
75. It is expected that specialist housing will be delivered primarily as part of a larger scheme where facilities and amenities are provided and/or are nearby. They can also come forward on windfall sites, employment and retail sites change of use to retirement housing / care homes or on Brownfield sites where criteria meets the suitability for specialist housing – i.e. in proximity to services and facilities.
76. Planning Practice Guidance²² (PPG) expects all parties to consider inclusive design from the outset of the development process so that environments can

²² <https://www.gov.uk/guidance/housing-for-older-and-disabled-people> - 017: 63-017-20190626

be accessed and used by everyone. As such this document refers to the *Study of Housing and Support Needs of Older People in Northamptonshire* which identifies criteria for Specialist Housing Schemes for older people. The full list can be found at Annex 1. It refers to distances to amenities, building design and 'softer' requirements such as the level of services and care that needs to be provided. Applicants are encouraged to contact development management and building control ahead of any applications for specialist housing so that locational context can be discussed.

77. In summary PPG sets out issues to consider:

- Ease and comfort of movement on foot and with mobility aids between homes, services and town centres;
- Proximity and links to public transport and local amenities;
- Parking spaces and setting down points in proximity to entrances;
- The positioning and visual contrast of street furniture and the design of approach routes to meet the needs of people with different needs, including wheelchair users, people who need to rest while they walk and people with visual impairments;
- Whether entrances to buildings are clearly identified, can be reached by a level or gently sloping approach and are well lit;
- The accessibility of public spaces including step free spaces and seating; and
- The availability of public toilets.

78. Research is identifying ways in which Town Planning can benefit people with dementia and reduce health and social care costs.²³ The Royal Town Planning Institute's (RTPI) Practice Advice highlights key principles for planners to be aware of:

- Safe design
- Visual clues (e.g. to orientation and way-finding)
- Interior design
- Noise
- Natural or stronger artificial light
- Outside space

79. Most recently PPG has also provided characteristics of a dementia friendly community which includes:

- Integration with the surrounding context
- Social spaces that link with the community
- Space standards that facilitate flexibility
- Enhanced natural light
- Priority for pedestrians in outdoor spaces

²³ https://www.rtpi.org.uk/media/2213533/dementia_and_town_planning_final.compressed.pdf

Building Standards for different types of Specialist Housing

Building Regulations – Approved Document M

80. The Government’s reform of Health and Adult Social Care is underpinned by a principle of sustaining people at home for as long as possible. This was reflected the Building Regulations 2010 Approved Document M (2015 edition incorporating 2016 amendments)²⁴.

81. Document M is split into two parts consisting of Volume 1 which considers dwellings and Volume 2, buildings other than dwellings. Volume 1 classifies three categories of dwellings including:

- I. M4(1) Category 1: Visitable dwellings
- II. M4(2) Category 2: Accessible and adaptable dwellings
- III. M4(3) Category 3: Wheelchair user dwellings

82. The following Table 9 provides a brief summary of the requirements for each category.

Table 9: Summary of requirements set out in Building Regulations Approved Document M

Category	Requirements
Category 1 – Visitable Dwellings	<p>M4(1). Reasonable provision should be made for people to –</p> <ul style="list-style-type: none"> a) Gain access to; and b) Use, the dwelling and its facilities
Category 2 – Accessible and adaptable dwellings	<p>M4(2)</p> <ul style="list-style-type: none"> 1. Reasonable provision must be made for people to- <ul style="list-style-type: none"> 1. Gain access to ; and 2. Use, the dwelling and its facilities, <p>83. The provision made must be sufficient to-</p> <ul style="list-style-type: none"> 1. Meet the needs of occupants with differing needs, including some older or disabled people; and 2. To allow adaptation of the dwelling to meet the changing needs of occupants over time.
Category 3 – Wheelchair user dwellings	<p>M4(3)</p> <ul style="list-style-type: none"> 1. Reasonable provision must be made for people to- <ul style="list-style-type: none"> a) Gain access to ; and b) Use, the dwelling and its facilities, 2. The provision made must be sufficient to- <ul style="list-style-type: none"> a) Allow simple adaptation of the dwelling to meet the needs of occupants who use wheelchairs; or b) Meet the needs of occupants who use wheelchairs

Source: HM Government Access to and use of buildings Approved Document M

84. All new development should fall under at least one of the above categories with categories M4(2) and M4(3) being ‘optional requirements’ as defined by

the Building Regulations. Developers should seek the advice of Northampton Building Control ahead of any planning application.

Principle 2 – Enabling people to stay in their homes as their needs change

In accordance with policy 13 of the emerging Northampton Local Plan Part 2, 4% of all new market dwellings and 8% of affordable dwellings should be constructed to M4(3) standards, or their successor, to enable wheelchair accessibility.

**** 50% of all new homes should be built to M4(2) accessible and adaptable standards where viability allows ****

85. Northampton Borough Council requires specialist housing for older people to be built to the Building Regulation standards contained in Approved Document M. Specifically each type of housing should meet the requirements set out in Table 10 below.

Table 10: Types and specification of specialist housing for older people

Type of Older People Specialist Housing		Use Class	Building category
Age restricted / age exclusive independent accommodation		C3	M4(2): Category 2 and M4(3): Category 3 are optional.
Specialist housing for older people	Retirement housing	C3	M4(2): Category 2 or M4(3): Category 3
	Supported housing	C3 and C2	M4(2): Category 2 or M4(3): Category 3
	Retirement villages	C3 and C2	M4(2): Category 2 or M4(3): Category 3
Residential nursing homes		C2	M4(3): Category 3

86. Requirements for specialist housing that is suitable for people with learning disabilities can vary (indicative requirements are in Table 1). Applicants should contact the NHS Nene Clinical Commissioning Group and Northampton Building Control ahead of submitting a scheme.

Annex 1: Criteria for site selection, building and service design

Site	Minimum area of 0.2 to 0.6 hectares (ideally at least 0.5 ha). Retirement villages and some supported housing schemes will be much larger
	Level or with a slope of no more than 1:20*
	In a town centre, established community or phased development as an SUE becomes established
	Safe, level walking route to facilities and services. Within 400m of public transport route with regular service (at least half hourly) to town centre transport hub
Services within 400m high priority	General store; ATM; doctor; pharmacy (or with an established delivery service to the area); access to public transport
Desirable	Hairdresser; day and cultural centres; places of worship; newsagent; public garden or park; post office or bank
Optional	Shopping centre; restaurants; café; allotments; bookshops; sport centres
Building design	<p>Meets HAPPI criteria:</p> <ul style="list-style-type: none"> • Generous internal space standards • Plenty of natural light in the home and in circulation spaces • Balconies and outdoor space, avoiding internal corridors and single-aspect flats • Adaptability and ‘care aware’ design which is ready for emerging telecare and tele-healthcare technologies • Circulation spaces that encourage interaction and avoid an ‘institutional feel’ • Shared facilities and community ‘hubs’ where these are lacking in the neighbourhood • Plants, trees, and the natural environment • High levels of energy efficiency, with good ventilation to avoid overheating • Extra (external) storage for belongings and bicycles • Shared external areas such as ‘home zones’ that give priority to pedestrians. <p>Additional features:</p> <ul style="list-style-type: none"> • Mobility vehicle storage and charging area • Broadband available • Lifts to upper floors • Secure main entrance

<p>Person-centred services (**Additional features of supported housing)</p>	<ul style="list-style-type: none"> • Access to an emergency alarm service or a regular wellbeing check (by phone, intercom or visit) • Needs-based support service to facilitate independent living e.g. assistance with literacy, budgeting, self-care, mental health. • Signposting or referral to specialist support agencies • Social integration - leisure activities, events and outings organised by residents or delivered by support provider or scheme manager • Games room and equipment (optional) • Onsite emergency response and personal care services • Restaurant providing at least one nutritionally balanced main meal per day which can be delivered to residents who are sick or recently discharged from hospital • Treatment room where physician, chiropodist, physiotherapist or other health professionals can visit and provide confidential advice • Onsite defibrillator • Organisation signed up to the NHICE End of Life Care for Adults Quality Standard
<p>Features of general housing desirable for older people</p>	
<p>Type of home</p>	<p>Apartment (with lift to first floor and above) or bungalow</p>
<p>Within the home</p>	<ul style="list-style-type: none"> • Meets Building Regulations Optional Access Standards Category M2 or M3 (standard to be decided locally based on evidence of requirements) • Access to open space – garden, balcony, courtyard • Generous space standards and flexible room layouts suited to the lifestyle of older people based on co-design work in DWELL report <i>Designing for Downsizers</i>: http://www.housinglin.org.uk/assets/DWELL_DesigningWithDownsizers.pdf
<p>Beyond the home</p>	<p>Located in areas with features of Lifetime Neighbourhoods e.g. pavement seating, well maintained paving, access to WCs</p>
<p>Community</p>	<p>Connected to local facilities but home is in an age-restricted development</p>
<p>Car parking</p>	<p>Specialist housing for older people will generally have a lower level of parking provision than general needs housing. In the past, this has typically been one space for every two dwellings (including 5-10% disabled parking spaces). However, as people continue to drive at an older age, developers and some local authorities have found that provision closer to one space per household is required. Urban/ rural location and public transport links will also influence decisions regarding provision.</p>

	2.15 In a supported housing scheme, additional spaces are likely to be required for staff and visitors plus a pick-up area for ambulances.
Gardens	The provision of access to a garden is extremely important to the wellbeing of residents. The active and passive use of gardens can offer older people physiological, psychological and social benefits ⁴ . Good practice in design is discussed in detail in Annex 4, p22.

*The maximum advised gradient for slopes and ramps for use by older people, Factsheet on The Design of Streets with Older People in Mind, Inclusive Design for Getting Outdoors.

Annex 2: Legislation

The following Acts need to be considered during any application and delivery of specialist housing. Summaries are provided below:

- a) Under the **Care Act (2015)** the Council must ensure there are a range of providers offering a choice of quality care services in the district. The Act expects the Council to integrate care and support functions with those provided by the NHS and any other health-related services such as housing.
- b) Registration with the Care Quality Commission (CQC) is a requirement for regulated activities which are listed in Schedule 1 of the **Health and Social Care Act 2008 (Regulated Activities) Regulations 2014**. The CQC should also consult the Adult Social Care authority regarding support for any new development.
- c) The **Equality Act (2010)** is also relevant to this SPD in that it provides a definition of disabilities as: *'A physical or mental impairment that has a substantial (more than minor or trivial) and long term (12 months or more) negative effect on your ability to do normal activities'*.

Annex 3: At a glance: Numbers of Specialist Homes needed

	Total amount (timespan)	Amount per annum
Wheelchair User Dwellings – M4(3) – Category 3	964 (2016 – 2029)	74
Specialist Housing identified by HOPSR	1061 (2019 – 2030)	96
Care beds identified by HOPSR	902 (2019 – 2030)	82
Accessible and adaptable homes – M4(2) – Category 2	8186 (2016 – 2029)	630
Number of units required for people with moderate or severe learning disabilities	66 (2018 – 2023)	13