



Specialist Housing for Older People in Winchester

An Assessment of the Issues Raised in Representation on the Draft Local Plan Part 2

The Health & Housing Partnership LLP

A Report to Winchester City Council

September 2015

1. Introduction

Context

1. Winchester City Council wishes to respond to representations on its emerging Local Plan Part 2 regarding the demand and need for specialist accommodation for older people.
2. Consultation on the draft plan has identified concern from a small number of respondents about the need for accommodation for older people and lack of allocations within Winchester District for specialist housing to meet the needs of the ageing population.
3. Specialist housing for older people covers a broad spectrum of accommodation, from sheltered housing to care homes. Sheltered housing does not typically offer 24 hour care on site and in many ways is not very different to the mainstream housing stock, whilst residential and nursing care homes are not always associated with older people maintaining their independence. Housing with care – known as extra care when delivered by registered providers and/or the public sector or assisted living accommodation when provided by commercial developers is increasingly seen as a model which can allow older people to live independently for longer whilst receiving the care and support they need.
4. The population of Winchester District is ageing. The prevalence of specific conditions including physical disabilities, sensory impairments and dementia increases with age and these health problems tend to trigger the need for care and accommodation and other forms of support. The Department of Health estimates that 75% of those aged over 65 will need care at some point in their life. The Alzheimer's Society's research Dementia UK (September 2014) shows that 1 in every 14 people age 65 and over has dementia. Their research expects the number of people living with dementia to increase by 40% over the next 12 years (to 2025). However, research by the University of Gothenburg recently found that the age specific prevalence of dementia in the UK is falling over time, particularly amongst those aged over 80.¹ This means that the *proportion* of older people developing dementia is falling. However, because the overall size of the older population is expanding, the *number* of older people with dementia will continue to increase over time.
5. Whilst there is a growing need for care, there is also a determination to move away from providing care in an institutional setting because it does not promote independence and dignity and also because of the high cost of providing care in these settings. Personalised care budgets are also giving older people more choice over how their care is provided, with the option that it is delivered to them in their own home.

¹ [http://www.thelancet.com/journals/lanneurol/article/PIIS1474-4422\(15\)00092-7/abstract](http://www.thelancet.com/journals/lanneurol/article/PIIS1474-4422(15)00092-7/abstract)

6. Mainstream housing needs to be suitable to meet the needs of older people, both through adaptation to the existing stock and by ensuring new housing is flexible to meet occupants' changing needs over time. However, mainstream housing is not always a suitable place for care to be provided. Existing alternatives, such as care homes and sheltered housing, are declining in popularity amongst the generation of older people who are used to owning their own home. Furthermore, much of the sheltered housing stock was not designed to provide care and so in many ways is no more suitable than mainstream housing for supporting older people with care needs in later life.
7. A form of housing, which can be termed 'housing with care'. Housing with care can be provided in different ways with different housing types, including for example bungalows around a community hub as well as apartment developments with communal areas. Typically it is known Extra Care housing when provided by the public sector or Assisted Living when delivered by private providers. Whilst there are often differences in how the public and private sectors deliver this accommodation they are essentially the same model. Housing with care is emerging as a form of independent housing where older people can also receive care when they need it and is increasingly seen as an alternative to residential care, including for older people who need rehabilitation or intermediate care after a spell in hospital. Housing with care is often described as 'extra care' and so this report uses the term 'extra care' to describe housing with care where it is drawing on external research and literature.

Objectives

8. The main objective of this report is to assess the issues raised in representations on the draft Local Plan Part 2 regarding the need for specialist accommodation for older people.
9. This needs to be set within the context of the ageing of the population, national policy and Winchester City Council's Local Plan Part 1 (LPP1) objectives, including maximising the supply of affordable housing. Specifically this report examines how the ageing population translates into the need for specialist accommodation, in particular housing with care; the patterns of supply in the existing stock; the emerging models of delivery – including for both market and affordable accommodation and suitable policy approaches for specialist accommodation.
10. The focus of this report is on specialist housing for older people, but the majority of older people live in mainstream housing and will continue to do so in the future, particularly if the policy emphasis on providing care in the home remains. This raises questions about the suitability of the mainstream housing stock, which is examined separately.

11. The evidence reviewed and presented in this report will influence and support policies in the Winchester City Council Local Plan Part 2.

Issues Raised by Representations

12. There are two substantive objections to Local Plan Part 2:

- Martindale Homes representation, submitted by Tetlow King Planning. The submission includes a Care Needs Assessment which claims to identify a shortfall of housing and care homes for older people. The evidence presented in their submission is aimed at supporting the inclusion of a site for 'elderly care' in Waltham Chase.
- Highwood Group. The representation objects to Local Plan Part 2 on the basis that neither Local Plan Part 1 nor 2 identifies any care facility sites. Highwood Group put forward two proposals:
 - i. That Bushfield Camp would be an appropriate location for a new care village to meet identified need within the District and request that proposals for Bushfield Camp are extended to allow for a care village to be provided as part of the comprehensive redevelopment of the site.
 - ii. Along with the safeguarding of the Botley by-pass route and the allocation for employment land to the north (see representations on Paragraph 4.10.8 and Policy S.7), a new care village is developed to the south of the proposed Botley by-pass. This care village would comprise of a 60-bed care home, assisted living units, independent living units and some key worker housing.

13. In summary, both representations object to the lack of specific allocations for specialist housing for older people in Local Plan Part 1 and 2. They both make the case for allocations to be made on specific sites within Winchester District.

14. The rest of this report is structured as follows:

- Section 2 briefly examines evidence of demand and then considers planning policies at the national and local level to support the delivery of specialist housing.
- Section 3 outlines the pipeline of specialist housing schemes within Winchester, the existing stock within the District and the characteristics of emerging models.
- Section 4 presents options and recommendations for policy.

2. Planning for Specialist Housing

Evidence of Demand

1. In line with trends at the national level, Winchester District has an ageing population. In 2011 there were just under 22,000 people aged 65 and over in the population, accounting for 18.7% of the resident population. This compares to 17.1% aged 65 and over in the South East as a whole and 16.4% in England. Almost 3% of the population are in advanced old age (85+) (Figure 1). Again, the proportion of the population in the oldest age group is higher in Winchester than the South East and England as a whole.

Figure 1: Age Structure of the Population (2011)

	Winchester	Winchester %	South East %	England %
0-4	6,580	5.6	6.2	6.3
5-9	6,500	5.6	5.7	5.6
10-14	6,950	6	5.9	5.8
15-19	8,130	6.9	6.2	6.3
20-24	7,520	6.4	6.2	6.8
25-29	5,640	4.8	6.1	6.9
30-44	22,010	18.9	20.4	20.6
45-59	23,820	20.4	19.9	19.4
60-64	7,670	6.6	6.2	6
65-74	11,160	9.6	8.8	8.6
75-84	7,330	6.3	5.8	5.5
85+	3,280	2.8	2.5	2.3
Total 65+	21,780	18.7	17.1	16.4
Total	116,600	100	100	100

Source: Census 2011 (Figures rounded to nearest 10)

2. The total supply of specialist accommodation for older people in Winchester District is around 2,800 units according to the Housing Learning Improvement Network's SHOP toolkit which uses data from the Elderly Accommodation Counsel. This comprises sheltered housing, extra care, residential and nursing care homes. This suggests, at present, just under 13% of older people (aged 65+) live in some form of specialist accommodation. The vast majority – 87% - live within the mainstream housing stock.
3. The majority of older people (aged 65+) own their homes outright (69% of those aged 65+) (Figure 2). Only a small proportion rent in the private rented sector (6%) and 15% live in social rented accommodation. Figure 2 does not include 980 older people living in 'communal establishments' including residential and nursing care homes within Winchester who pay accommodation charges, equivalent to a private rent.
4. The tenure pattern is significant because it suggests most older people in the future will expect to own their homes and have aspirations about space standards having lived as

home owners. At present, most sheltered and extra care housing in Winchester is for rent rather than leasehold which suggests that the ownership market will need to expand in the future to meet the expectations of future generations of older people.

Figure 2: Age by Tenure in Winchester (2011)

	Owned outright	Owned with mortgage/loan/shared ownership	Social Rented	Private Rented	Total
0-64	20%	47%	14%	19%	100%
65+	69%	9%	15%	6%	100%
All	29%	40%	14%	17%	100%

Source: Census 2011

- In recent years, the most rapid growth within the population has been amongst the older age groups and particularly those in advanced old age (85+). Between 2001 and 2011, the population aged 65 and over grew by 3,380 (18%) compared to 9% in the population as a whole. The growth in those aged 85+ was 620 (23%).

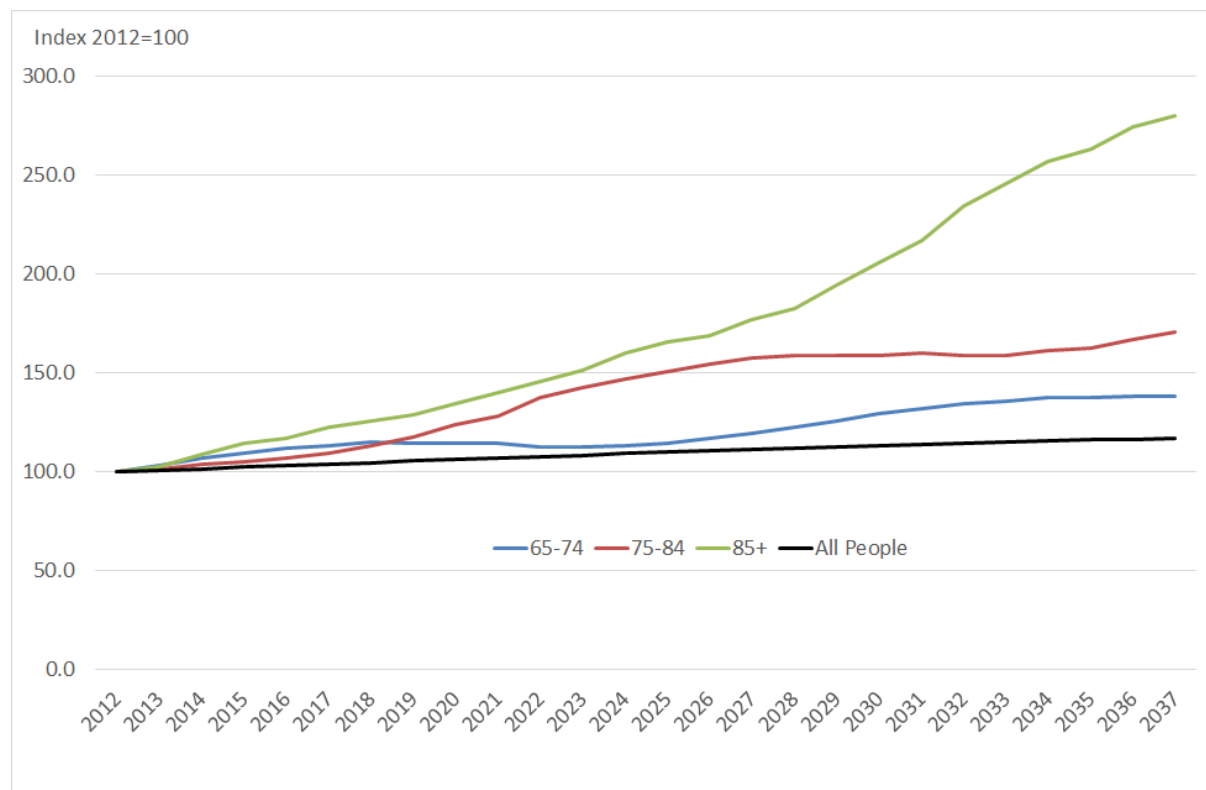
Figure 3: Population Growth Amongst Older People in Winchester 2001-2011

	2001	2011	Change	% change
65+	18,400	21,780	3,380	18%
85+	2,660	3,280	620	23%
All ages	107,220	116,560	9,380	9%

Source: Census 2001, 2011

- These trends have fed into ONS population projections for Winchester (presented in Figure 4) which show that the older age groups are expected to grow faster than the population as a whole. The growth of the 85+ age group is expected to be most rapid, with almost a trebling in the size of this population over the 25 year period 2012-2037. The population aged 85+ is expected to increase by 6,300 between 2012 and 2037.
- It is the growth in the size of this older age group (85+ in particular) which is most closely tied to the demand for specialist forms of accommodation since this age group is most likely to need care which is provided in specialist settings.
- The Hampshire Joint Strategic Needs Assessment (2013) produced by the Hampshire Health and Wellbeing Board identified the increasing older population with less informal support and multiple illnesses, including dementia, as a key concern. The JSNA expects increased need for social care, health care and appropriate housing with opportunities to improve healthy life expectancy.
- However, the extent to which demand for specialist accommodation will expand in line with the growth in the older population is uncertain as it will depend to some extent on how successfully care is provided within the mainstream housing stock.

Figure 4: ONS Projected Population Growth in Older People in Winchester 2012-2037



10. The Housing LIN SHOP toolkit provides forecasts for the need for specialist accommodation based on the ONS population projections. In order to produce these forecasts, the SHOP tool applies demand ratios amongst the population aged 75+ for each specialist accommodation. These ratios are based on the existing ratios of supply (per 1,000 population aged 75+) within England but adjusted to reflect known trends. These ratios are contained in the 'More Choice; Greater Voice' report – the good practice toolkit for the National Strategy for an Ageing Society. The ratios assume adequate provision of home care and primary health care to people in their own homes. These 'norms' are described as 'somewhat arbitrary' and may need to be adapted as newer forms of accommodation are developed and mature. It is relevant to note that whilst these forecasts expect continued demand for sheltered housing, this demand is expected to shift towards leasehold rather than rented, reflecting the expectations and resources of the current and future generations of older people.

11. The More Choice; Greater Voice report summarises the current status of the specialist housing market at the national level:

- The majority of older people will live until the very end of their lives in mainstream housing and their homes may require adaptations
- Increasing proportions of older people are home owners and reluctant to transfer into rented housing and see the value of their equity eroded

- Most specialist accommodation is sheltered housing, though many of these schemes are old and lack the expected space standards
- The average age of people entering specialist accommodation has increased which is often linked to higher support needs and building designs of existing sheltered housing schemes are not always suitable to address these needs
- Newer models of specialist housing (eg extra care) are emerging to support higher levels of dependency and an active old age
- Residential care provided by local authorities is often in old and outdated buildings with an institutional setting. Whilst private residential care is often financially precarious for the provider.

12. The report also outlines the likely trends in the market in the future (page 45, More Choice Greater Voice):

- The demand for rented conventional sheltered housing is likely to decline.
- The suitability of the older stock for letting will become increasingly problematic.
- The potential for leasehold retirement housing will continue to grow.
- Some existing schemes will lend themselves to refurbishment and remodelling to provide enhanced sheltered housing to support rising levels of frailty.
- Some of this enhanced sheltered housing should be offered for sale alongside that for rent.
- There is a need for an increasing proportion of extra care housing but its viability depends on a stronger strategic relationship between health, housing and social care agencies.
- Extra care housing should be provided for sale and rent.
- There is a need for housing-based models of accommodation and care for people with dementia.
- The proper design and use of extra care housing should mitigate the demand for an increase in residential care provision and may allow some measure of re-provision.
- Housing-based models for dementia care will provide an alternative to nursing home-based strategies for meeting the needs of those living with moderate to severe dementia
- The need to adequately support those who are self-funding their accommodation and care needs and those whose care is provided informally, that is to say by family members and friends.

13. Figure 5 shows that, compared to the expected ratio of accommodation to the population of over 75s, there is a current shortfall of extra care and enhanced sheltered accommodation (the latter is effectively extra care). There is also a shortfall of residential care provision against the expected ratio. However, these forms of

accommodation to a great extent cater for the same people. Evidence suggests extra care accommodation can delay moves into residential care and can enable older people to live independently for longer.² So it is more appropriate to take from this analysis that there is a shortfall of 'housing with care' - accommodation which allows older people to live independently with access to care and support - rather than a shortfall of any specific model.

14. Figure 5 predicts a need for an expansion in all forms of specialist accommodation over the next 10 years. It is important to keep in mind that these figures build in a shift towards specialist accommodation from mainstream housing within Winchester, so that a certain level of specialist housing is provided consistent with the size of the population aged 75+. These figures also do not take into account any District or County strategy to reduce the reliance on residential or nursing care or to step up the care provided in own homes. Some of the need for residential care in the future might be met through an expansion of housing with care for example (eg extra care or assisted living). Similarly, older people may be accommodated well within new mainstream housing which meets improved accessibility standards, reducing the need to move into sheltered accommodation. The overall requirement for specialist housing in the future is therefore uncertain and dependent on the location, design and accessibility of mainstream housing as well as local and national policies to provide care in an older person's own home.

Figure 5: SHOP Forecasts for Specialist Accommodation in Winchester

Accommodation Type	Ratio per 1,000 of 75+ population	Current Demand (2014) Units	Current Supply (2014) Units	Current Shortfall/ Surplus	Future Demand (2025) Units	Future Requirement (2025)*
Sheltered	125	1,450	1,461	+11	2,675	1,214
Enhanced Sheltered	20	232	72	-160	428	356
Housing with Care eg Extra Care	25	290	81	-209	535	454
Residential Care	65	754	382	-372	1,391	1,009
Nursing Care	45	522	795	+273	963	168

Source: Housing LIN SHOP Toolkit. Ratios from 'More Choice; Greater Voice' Report

*Based on existing trends and does not take into account any District or County strategy to reduce reliance on residential or nursing care or to step up care provided in own home setting

² Extra Care Housing in East Sussex Evaluation Report (June 2013) East Sussex County Council

15. The SHOP toolkit suggests that the supply of sheltered and nursing care homes is sufficient to meet current demands. This suggests that the market, working within previous Winchester Local Plans, has responded to the need and demand for this accommodation in the past and there is no reason to believe that it will not continue to bring forward specialist forms of accommodation in the future.
16. These forms of accommodation will also need to expand over time assuming a proportion of the growing older population continues to be accommodated in these settings. It is important to note that sheltered housing may be considered as part of the mainstream housing stock (albeit restricted to certain ages). In most respects it can be substituted by mainstream housing, particularly housing which is in accessible locations and particularly forms of housing which offer level access (eg flats or bungalows).
17. There are currently 330 older people on the Hampshire Home Choice waiting list within Winchester District. 236 of these applicants indicate a need for sheltered housing. Over half of this group are not considered in priority need (Band 4), nevertheless they would like and are eligible for sheltered housing. Around 65 sheltered properties become available for re-let each year and so those in the highest priority need (Band 2) are unlikely to wait long to be housed. This provides some indication that, in general, sheltered housing within Winchester is not under significant demand pressure, although there are likely to be exceptions to this amongst the most popular schemes.

Figure 6: Older People Waiting for Sheltered Housing, Winchester (July 2015)

Age Group	Bedrooms Needed	Band 2	Band 3	Band 4	Total	Of which have a Sheltered Need
65-74	1Bed	18	54	78	150	115
65-74	2 bed	10	7	5	22	5
Total		28	61	83	177	120
75-84	1 Bed	12	37	58	107	106
75-84	2 Bed	3	3	1	7	3
Total		15	40	59	114	109
85+	1 Bed	7	13	21	41	5
85+	2 Bed	1	2	0	3	2
Total		8	15	21	44	7
Total of 65+		51	116	163	330	236

Source: Hampshire Home Choice

18. Evidence presented in Martindale Homes representations to Local Plan Part 2 also draws on the ratios in 'More Choice; Greater Voice' to generate estimates of the need for different types of accommodation and current and future shortfalls. It is relevant to note that the analysis in Tetlow King's Care Needs Assessment applies these ratios to the

population aged 65+. This does not conform to their intended use as ratios for the population aged 75+, specifically because it is in advanced old age when the need for such accommodation increases. Levels of demand amongst the population aged 65-74 are much lower and this has led to an overestimation of the need for specialist accommodation within Winchester compared to the estimates produced by the SHOP forecast toolkit (summarised in Figure 5). Whilst the current demand for Extra Care accommodation is broadly in line – Tetlow estimate the need for 546 units in Winchester whilst the SHOP toolkit estimates 522 (290 Extra Care and 232 Enhanced Sheltered), there are significant differences with the estimates of the need for care home accommodation. Tetlow estimate the need for 2,616 beds (1,416 residential, 982 nursing and 218 dementia) The SHOP toolkit estimates current need as 1,276 care home beds (754 residential and 522 nursing home beds).

Planning Policy

19. The rest of this section reviews national and local planning policy to examine how provision is made for specialist housing for older people.
20. The National Planning Policy Framework sets out the key objective to *'boost significantly the supply of housing'* (paragraph 47). Local authorities are expected to *'use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period'* (first bullet point, paragraph 47).
21. NPPF (paragraph 50) also requires local authorities *'[t]o deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:*
 - *plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);*
 - *identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand;'*
22. There is a specific requirement in NPPF paragraph 50 to deliver a wide choice of homes, including for older people in order to create inclusive and mixed communities. There is no requirement in NPPF policy to allocate land specifically for specialist forms of accommodation for older people, or indeed for other groups within the housing market. However, local authorities should *'identify the size, type, tenure and range of housing*

that is required in particular locations, reflecting local demand' so there is emphasis within NPPF policy to plan for a range of accommodation.

23. The National Planning Practice Guidance, which accompanies the NPPF, provides some guidance on planning for housing for older people. A revision was made to the NPPG on 20th March 2015. Two new paragraphs on specialist accommodation for older people have been inserted. The new paragraphs read:

'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 live independently and safely in their own home for as long as possible, or move to more suitable accommodation if they so wish. Supporting independent living can help to reduce the costs to health and social services, and providing more options for older people to move could also free up houses that are under occupied.'

'Many older people may not want or need specialist accommodation or care and may wish to stay or move to general housing that is already suitable, such as bungalows, or homes which can be adapted to meet a change in their needs. Local authorities should therefore identify particular types of general housing as part of their assessment.'

24. The following sentence in the previous NPPG guidance was deleted:

'But identifying the need for particular types of general housing, such as bungalows, is equally important'.

25. In summary, the NPPG reflects the Government's aspiration that older people live independently for as long as possible, but that some may want or need specialist accommodation.

26. The rest of this section considers how the Winchester Local Plan Part 1 and the emerging Part 2 plan for the demands and needs of older people and the extent to which local policy is in line with objectives set out in the NPPF.

27. Local Plan Part 1 is adopted policy and contains the District Council's overarching planning objectives and development strategy.

28. Overall, the plan sets out that the Council will take a positive approach to planning, with new development focused in Winchester Town and the South Hampshire urban area and with development in the market towns and rural area to meet local needs (Policy DS1).

29. One of the District's key spatial planning objectives, under the theme 'Active Communities' is to *'provide a range of housing types and tenures to address the varied*

housing needs of the District's resident and working population and inclusion for all' (Paragraph 2.17, Local Plan Part 1).

30. Policies on housing mix are set out in Policy CP2. The policy states that *'new residential development should meet a range of community housing needs and deliver a wide choice of homes, with priority being given to the provision of new affordable housing. Development should provide a range of dwelling types, tenures and sizes and, as appropriate to the site size, location and characteristics, this should include a mix of market homes for sale, affordable homes and homes attractive to the private rented sector, particularly on larger sites. Specialist forms of accommodation such as extra care housing for older persons and homes for those with disabilities and support needs should be provided, where appropriate, taking into account local housing needs.'*
31. The supporting text emphasises that it is essential that development meets the needs of all parts of the community, including older people. Paragraph 7.17 supports the provision of adaptable accommodation such as Lifetime Homes to help meet a range of needs, including those of an ageing population. The plan also states that there is *'a need for specialist forms of accommodation such as extra care housing for older persons, homes for people with disabilities...'* (Paragraph 7.17).
32. Appendix E of the Local Plan Part 1 provides an Infrastructure Delivery Summary. This states that specialist housing, including extra care housing for older people is to be provided across the District, but with provision where health services are also accessible. These schemes will be delivered through strategic allocations and other development. The plan also states that Adult Services will also look at alternative ways of providing extra care, eg through a community based model of care or through clustering accommodation with community based support services to allow older people to stay in their own homes.
33. The policies in LPP1 are applied to the three distinct planning areas within the District – Winchester town, the South Hampshire Urban Area and the Market Towns and Rural Area.

Winchester Town

34. LPP1 makes provision for 4,000 homes in Winchester town over the period 2011 – 2031. Half of this allocation will be delivered through a strategic development at Barton Farm. Policy WT2 – Strategic Housing Allocation at North Winchester states *'the development should be designed to meet the housing needs of all sectors of the community, including families, the young and older people to ensure equality and social cohesion.'* There is specific recognition in this policy that the needs of older people should be catered for. Furthermore, the site is also required to provide infrastructure including open space, shops, a community building and a health practice. All of these facilities will make the

provision of housing for older people more sustainable as older people are able to access services locally – whether they occupy mainstream or specialist housing.

35. The masterplan which is being developed for Barton Farm identifies a broad location for a specialist older persons housing scheme which is expected to be brought forward in around 5 years – from around 2020.
36. A further 1,100+ dwellings have planning permission within Winchester town and LPP1 expects additional sites to be identified through the SHLAA capacity assessment and to come forward as ‘windfalls’.
37. LPP1 policy WT3 relates to the Bushfield Camp employment site. The Highwood Group representation to Local Plan Part 2 considers Bushfield Camp would be an appropriate location for a new care village for older people. LPP1 policy WT3 identifies Bushfield Camp as an employment site but states that other forms of development may be considered if they *‘deliver the necessary social, economic or environmental development which could not otherwise be accommodated within or around Winchester, does not compete or detract from the town centre, is compatible with the provision made elsewhere through this strategy, and reflects other policy statements prepared by the Council including the vision for Winchester.’* Policy WT3 does not, therefore, rule out other kinds of development on this site.
38. Policy CP9 relates to the retention of employment land and premises. It states that losses (use of employment sites for other forms of development) would be permitted if there is strength of local demand for the type of accommodation and there are benefits of the proposed use compared to the benefits of retaining the existing stock. There does not appear to be any policy impediment that would prevent employment sites accommodating specialist older persons housing development, where this can be justified in terms of the need and benefits and where the locations or sites are appropriate for these schemes.

South Hampshire Urban Area

39. The development strategy for the South Hampshire urban areas of Winchester is set out in Policy SH1. Provision is made for 6,000 homes in the form of sustainable new neighbourhoods, with around 2,500 planned for West Waterlooville (with planning consents) and 3,500 planned at North Whiteley. With both major development areas the plan states that the *‘emphasis is to provide mixed communities with provision for a range of housing types and tenures with 40% affordable dwellings’* (Paragraph 5.9, Local Plan Part 1).
40. Policy SH3 in relation to North Whiteley states that *‘the development will be expected to provide a range of housing types. Particular attention should also be paid to the need to*

cater for an increasingly ageing population, and a range of housing options should be provided aimed at meeting the varying needs of the elderly. A percentage of the housing should be affordable in line with the Council's affordable housing policies' (Paragraph 5.19, Policy SH3, Local Plan Part 1).

41. *'The development will be required to provide a range of social infrastructure to meet the needs of the new community, including two new local centres with multifunction community buildings, educational facilities and adequate local health provision' (Paragraph 5.23, Policy SH3). The provision of local facilities will ensure that older people living in the new mainstream housing or within a specialist scheme can access services locally.*
42. A planning application has been submitted for the whole of the North Whiteley development and the development consortium have agreed in principle to offer land for the provision of specialist housing for older people. The Affordable Housing Statement for North Whiteley, submitted to Winchester City Council by consultants Pioneer, offers land for a 70 unit extra care scheme. At present, this offer is made as part of the affordable housing contribution and in place of general needs affordable housing. It is anticipated that this scheme will provide affordable extra care accommodation.
43. At West Waterlooville, there is a reservation for 70 extra care units as part of one of the development phases. This scheme should be provided near the village centre to enable accessibility to local services and facilities. At Old Park Farm West of Waterlooville, consent has also been granted for two elderly persons units, although one is just over the border with Havant. As at North Whiteley, the development plans to provide affordable extra care housing but it is possible that a mix of tenures will be delivered in practice.

Market Towns and Rural Areas

44. Local Plan Part 1 states that the *'vision for market towns and rural areas is to support development that serves local needs in the most accessible and sustainable locations, promotes the vitality and viability of all communities, and maintains their rural character and individual settlement identity'*. Paragraph 6.9 goes on to state that *'some settlements have an ageing population and those in an attractive setting with a school are often popular with in-migrants. The key objective is to ensure that the right amount and type of development occurs, so that existing communities can remain viable, with access to the services they need'*.
45. The market towns of Bishops Waltham and New Alresford will make provision for 500 homes each over the plan period, with the large villages required to provide 250 homes each.

46. Policy MTRA1 sets out the development strategy for the market towns and rural areas as follows: *'The provision of new homes to meet the local housing needs of the settlements in this spatial area. A range of housing types, sizes and tenures, including affordable housing, should be provided to meet a range of requirements, including those of older persons and people with disabilities and support needs to ensure social inclusion.'*
47. Policy MTRA2 gives the towns and villages the flexibility to meet needs. For example, developments outside of the settlement boundaries may be allowed if they are shown to meet community need or aspiration, or where there is clear community support.
48. Sites can also be brought forward as 'exception sites', under policy CP4, to allow small scale rural affordable housing schemes to be permitted on sites where market housing would not be permitted. There is no detail on the size of sites that might be acceptable under the exception sites policy, but at least 70% of units should be affordable housing. . This policy and policies MTRA2 and MTRA3 (for smaller villages) would in principle allow extra care schemes to be delivered on exception sites in appropriate locations.
49. The role of Local Plan Part 2 (2014 Consultation Draft) is to allocate land to help deliver the development strategy for new housing set out in Local Plan Part 1 to 2031. LPP2 again distinguishes between the three planning areas of Winchester town, South Hampshire and the Market Towns and Rural Areas. No significant development is planned for the smaller villages and rural area.
50. Policy DM1 (LPP2) applies across these geographies, which provides a presumption in favour of development in built up areas. This means that the delivery of the plan's objectives is not reliant only on the development of allocated sites. This policy provides significant flexibility to respond to changing needs of the population and changing circumstances of particular sites.
51. Figure 7 summarises the allocations for housing within LPP2, excluding the three major development areas at Barton Farm, Waterlooville and North Whiteley. It does not include every site identified within the plan but focuses on allocations which, on the basis of their size, are likely to be able to accommodate a specialist housing scheme for older people.
52. In Figure 7 there are 18 sites identified in the LPP2 consultation which are outside of the major development areas which might be suitable, in principle, for extra care or other specialist forms of accommodation for older people. The key risk to delivery of any extra care on these sites is that many are already likely to have been acquired or optioned by developers on the basis of achieving planning permission for residential development. In practice, extra care/ assisted living schemes are more costly to provide and less profitable than mainstream housing because of the requirement for communal areas and facilities. This may have implications for the viability of specialist housing

development on these sites, or at least result in a reluctance amongst the developer or land owners to deliver this form of accommodation.

Figure 7: Selected Sites Allocated in Local Plan Part 2

Location	Site name	Dwellings/Site Size	Comments
Winchester	Station Approach	100	Several sites make up 'Station Approach'
	Stanmore	150	Opportunity to enhance community facilities, including multipurpose hub. Several sites make up 'Stanmore'
	Abbotts Barton	50	New Council homes on a number of sites at Abbotts Barton
	Police HQ	208	
	Silver Hill		
Bishop's Waltham	Coppice Hill	80, 4.8 hectares	
	Land at Martin St.	60, 2.7 hectares	
	The Vineyard/ Tangiers Lane	120, 7.4 hectares	
	Albany Farm	120, 11.8 hectares	
	Tollgate House	limited	Primarily employment uses
New Alresford	Land at The Dean	65, 2.1 hectares	Identified to include housing suitable for the elderly.
	Sun Lane	320, 25 hectares	Identified for mixed use
Swanmore	The Lakes	140, 11.6 hectares	
Waltham Chase	Morgan's Yard	60, 2.8 hectares	
	Land at Sandy Lane	60, 3.2 hectares	
	Forest Road	85, 3.9 hectares	
Wickham	Winchester Road	125, 4.2 hectares	
	The Glebe	80, 5.9 hectares	

Source: Winchester Local Plan Part 2 (Consultation 2014)

3. Delivery and Pipeline

1. This section examines the specialist older persons housing schemes which are in the development pipeline. It also considers the small number of existing extra care schemes recently completed or being built out within the District and their characteristics. It then comments on current aspects of good practice in providing specialist housing for older people.

Pipeline

2. A number of specialist older person schemes have been given planning permission in the last 5 years (see Figure 8). Two of these, permitted in 2015, are described as extra care schemes. When built out, these schemes will provide 100 extra care units within Winchester District. The Chesil Street scheme, in Winchester, is being developed by the City Council through its house building programme, 46 of the 52 units available will be provided at affordable rents with the remaining 6 as shared ownership.

Figure 8: Specialist Housing for Older People with Planning Permission

Scheme	Type	Mix	Permissioned	Status
Milesdown, Northbrook Avenue	Elderly housing	23 x 1-3 bed dwellings	2009	Completed
Woolverston Bereweke Road	Sheltered	11 units	2014	Completed
Wyckham Court, Wickham	Sheltered	31 x 1-2 beds	2014	Under construction
Land at Old Park Farm, Waterlooville	Extra care	48 x 1 beds	2015	Not built out
Chesil St, Barfield	Extra care	32 x 1 bed, 20 x 2 bed	2015	Not built out
Parklands, Denmead	Care home	60 beds	2014	Not built out
Coppice Hill	Elderly housing	32 x 2 bed flats, 3 x 2 bed cottages	2014	Under construction
Berewood, Waterlooville	Extra care	70 units	2015	Outline consent
Barton Farm	Extra care	70 units	2015	Outline consent

Source: Winchester City Council (as at July 2015)

- There are a further 6 schemes at an earlier stage in the planning pipeline, 3 of which are extra care schemes on sites identified for housing within the Local Plan. Collectively, these schemes will deliver around 170 extra care units. However, the North Whiteley scheme is unlikely to come forward within the next 5 years given the phasing of the wider development (Figure 9).

Figure 9: Specialist Housing for Older People at Application Stage

Scheme	Type	Mix	Status
The Dean, New Alresford	Extra care assisted living	50 units	Pre application
Tegfield House	14 bed extension to care home	14 beds	Pre application
Ludwell Farm, Waltham Chase	Care village	60 beds	Pre application
Land at Vale Farm, Romsey Road	Care village	unknown	Registered
North Whiteley	Extra care	70 units	Registered

Source: Winchester City Council (as at July 2015)

Past Delivery

- The Elderly Accommodation Counsel provides information on the existing specialist housing schemes for older people within Winchester. This data has been collated in the Housing LIN SHOP toolkit. The majority of existing provision in Winchester is either in the form of sheltered housing or care homes:

- 1,461 sheltered homes of which 1,039 are for rent and 422 leasehold. There are a further 72 enhanced sheltered.
- 81 extra care homes
- 1,177 care home beds, of which 382 are within residential care and 795 are within nursing care homes.

- There are three current schemes which are described as extra care. Two are available to rent by older people in need of care and support on Hampshire County Council's caseload. One scheme is available to leasehold buyers. There are no mixed tenure schemes available:

- Matilda Place: provides 19 one bedroom units for rent. Care staff are on site and some meals are provided. The scheme is managed by Winchester City Council.
- Victoria House: provides 25 one bedroom units for rent and includes onsite care and facilities. It is managed by Winchester City Council. The accommodation is

being provided through the redevelopment of an existing sheltered housing scheme and aims to provide an attractive option for older people to down size to and release family sized accommodation.

- Sutton Manor, Sutton Scotney: provides 37 one, two and three bedroom bungalows and cottages for leasehold. On site care and dining is available.
 - There is also St John’s South in Winchester which is described as ‘close care’ by the EAC and not included in the figures for extra care. It has a mix of 26 one and 2 bedroom accommodation. Information on the St John’s website describes the scheme as extra care and confirms that 24/7 care is provided on site.
6. There are a further three ‘enhanced’ sheltered housing schemes which can be defined as extra care since they appear to have onsite 24/7 care provision. Together, these enhanced sheltered schemes provide 45 units which appears to be fewer than the figure provided by the SHOP toolkit. However, if St John’s is added to this it brings the total to 71 which is in line with the SHOP toolkit figures. All three enhanced sheltered schemes are leasehold schemes ie they do not offer affordable accommodation:
- Abbots Lea: 12 two bedroom cottages with care available from the Abbots Lea nursing home.
 - Cedar Court, Bishop’s Waltham: 11 two bedroom cottages
 - Old Parsonage Court, Otterbourne: 22 two bedroom flats or bungalows (available to those over 60).

Figure 10: Residential Care Homes in Winchester

Residential care homes	Number of beds	Comments
Abbeygate	30	Some shared rooms
Brackenlea, Shawford	25	
Brendoncare Meadway	12	
Compton House, Otterborne	12	Some shared rooms
Easterlea, Waterlooville	18	Some shared rooms
Old Alresford Cottage, Old Alresford	36	
Otterborne Grange, Otterborne	25	
Ridgemoor, Bishop's Waltham	36	Some shared rooms
Shedfield Lodge, Shedfield	33	Some shared rooms
St Cross Grange	60	
Tegfield	24	
The White House, Curdrige	42	Some shared rooms
Three Oaks (Fareham?)	20	
Total	373	

Source: Elderly Accommodation Counsel

7. The Elderly Accommodation Counsel identifies 29 care homes registered within Winchester. 13 are residential care homes with 16 providing nursing care. Collectively, they provide 1,118 beds with 373 in residential care homes and 745 in nursing homes. Again, there is a small discrepancy with the EAC figures used by the SHOP toolkit which could be explained by changes in the stock in the last year which have not yet been updated in the SHOP toolkit.

Figure 11: Nursing Care Homes in Winchester

Nursing Care Homes	Number of beds	Comments
Abbotts Barton	60	
Ashley Manor, Shedfield	45	Some shared rooms
Bereweek Court	56	
Brendoncare	49	
Devenish House	21	
Flowerdown Care	52	
Kitnocks House, Curdridge	62	Some shared rooms
Moorside, Durngate	26	
St Catherine's View	56	
Sunrise, near Weeke	100	
Sutton Manor, Sutton Scotney	38	
Dower House, Headborneworthy	43	
Old Parsonage, Otterborne	28	
The Tiled House, Shawford	29	Some shared rooms
Westacre, Sleepers Hill	52	Some shared rooms
Westholme	28	
Total	745	

Source: Elderly Accommodation Counsel

8. The market for specialist housing in Winchester is currently dominated by sheltered housing and care homes with little in between. There is an emerging extra care/ assisted living market but provision is split between public providers who delivery rented units and private providers who deliver leasehold units. There is no evidence of mixed tenure schemes although there is potential for some of these to be provided through schemes on the three major development areas.
9. The majority of sheltered housing is located within Winchester (47 schemes), with schemes also clustered in the two market towns of New Alresford (7 schemes) and Bishop's Waltham (5). Amongst the larger villages, Denmead (4), Wickham (3) and Sutton Scotney (2) contain more than one sheltered housing scheme.
10. The majority of care home schemes are also concentrated in Winchester town, with a noticeable pattern of care homes in the villages off the M3, south of Winchester including Shawford, Compton and Otterborne. There is only one scheme in the market

town of Bishops Waltham and another in Old Alresford (both care homes). Other schemes are located in the villages of the District rather than the main settlements. The more dispersed location of these schemes is likely to reflect the fact that residents are more dependent on the services provided on site rather than those offered in the surrounding location.

11. Winchester City Council use Hampshire County Council's 'Extra Care Site Suitability Analysis' tool to examine specialist housing schemes that are brought forward by developers. The tool essentially considers whether the proposed scheme is in a suitable location. This is judged against a range of criteria, focusing on the distance from key local facilities which are important to older people. These include:

- Local shop and supermarket
- Local centre
- Bank
- Post office
- GP surgery
- Public transport
- Visitor parking
- Community and leisure facilities
- Social amenities
- Places of worship
- Libraries

12. It is likely that proposed schemes within Winchester, the two market towns (Bishop's Waltham and New Alresford) and some of the larger villages are likely to score more favourably against these criteria than those in smaller villages or schemes outside of the main settlements. The tool is therefore in line with WCC's strategy for the distribution of housing development in LPP1.

Current Models of Specialist Housing for Older People

13. It is necessary to make some distinction between private sector provision and schemes which are developed by housing providers (RPs) that provide housing with care. Although they face some common barriers to expansion, there are particular problems

associated with these two different approaches to delivering housing with care. Furthermore, the fact that there are these two different approaches may in itself be a barrier to the expansion of the sector since neither provides the 'complete package'.

14. Private sector provision of housing with care has generally been delivered by a few specialist developers (eg McCarthy & Stone, Churchill) and is marketed as 'Assisted Living'. It is estimated by the Housing LIN that around 25,000 private assisted living units exist, compared to almost 500,000 bed spaces in privately managed care homes.³ Schemes delivered by the private sector tend to deliver predominately for open market sale. The model these developers employ is one of short term build and sale, with the housing management and care sub-contracted to other organisations. Nevertheless, the longer term nature of older persons housing including reportedly slower take up rates and ongoing involvement in housing management mean that mainstream housing developers are largely unwilling to enter the market.
15. On the whole, private schemes tend to have more limited communal facilities than those provided by registered providers. A greater reliance is placed on securing locations which have services available and which residents can access. This is evident from the distribution of sheltered housing schemes within the District. This means that developers are often competing with other developers (mainstream housing or commercial) for sites, in particular favoured town or local centre sites.
16. Private schemes also tend to house those with more limited care needs, though these may increase over the lifetime of the scheme as residents grow older.
17. Housing with care that is developed by the public sector, primarily registered providers, is more often called 'Extra Care'. As they are led by RPs, they predominately provide affordable housing for rent or shared ownership.
18. Greater effort appears to be made to offer a full range of communal facilities and RP schemes also tend to house those with greater care needs. Nominations (moves) to Extra Care schemes are managed by local authorities and RPs and so there is hands-on management of the mix of people in the scheme and the overall level of care needs.
19. Winchester City Council's planned Chesil Street extra care scheme conforms to this model of extra care. 52 units are planned with the majority provided at affordable rent (46) and the remainder as shared ownership (6). The scheme will accommodate older people with assessed care needs registered with Hampshire County Council and they are likely to have a mix of support needs including those with high and low levels of care needs. The scheme will provide 24/7 care, communal lounges and a restaurant that will serve the needs of residents and visitors from other care homes. The scheme has been

³ Housing LIN View Point by Ben Hartley, Carterwood, Will the Private Extra Care Market Take Off in 2014?

funded by WCC's house building programme, Department of Health Care and Support Fund administered by the HCA, a dowry from a local resident and Hampshire County Council grant for communal facilities. The complex funding package required to deliver this scheme serves to illustrate the challenge in bringing forward viable extra care developments where they are provided predominately for social or affordable renting.

20. Extra Care schemes delivered by RPs require subsidy. They are unviable unless land is provided for free or subsidy provided through grant or other means:

- Even with free land (or S106 subsidy) housing with care does not work financially without substantial grant for either rent or sale. This is alongside the subsidy that RPs choose to allocate to each scheme using their own resources.
- Even with grant these schemes often do not breakeven over a typical 30 year appraisal period.
- HCA requirements for tranche sales for older persons shared ownership mean that schemes without grant are unviable, never reaching breakeven.
- RPs nationally are having to find an innovative solution to make the finances viable on each scheme, illustrated by the Chesil Street example.
- It is far easier and cheaper to deliver general needs housing than housing with care.

21. Although exceptions can be found, few schemes are able to cover their capital costs and these cannot be recouped in rent or service charges without exceeding what can be paid in Housing Benefit/ LHA under the affordable rent model. This is therefore not a sustainable model for delivering housing with care in the long term. Furthermore, mixed tenure schemes are likely to be more desirable in terms of social sustainability and to meet the aspirations for leasehold properties amongst the large population of older owner occupiers.

22. It is important to emphasise that the benefits of providing housing with care for older people are multi-faceted. These benefits are also experienced by a range of organisations and individuals, not just those individuals directly affected. The key benefits are:

- Improved quality of life for older people needing care: Fundamentally, housing with care allows older people to live independently with all of the benefits that this brings in terms of their wellbeing and in particularly their physical and mental health.
- Substantial cost savings to the NHS: older people account for 55% of GP visits, 68% of outpatients and 78% of patient bed stays (Personal and Social Services Research Unit, University of Kent). Housing with care reduces hospital admissions amongst older and improves wellbeing. There are huge differences between the costs of providing care in a hospital bed compared to in an 'own home' environment.

- Cost saving to social care: evidence suggests that at least 30% of people in care homes do not need to be there, at least not when they entered it. An East Sussex County Council evaluation found that 2/3 of residents in extra care would have been in residential or nursing homes if it were not for the schemes. The evaluation found that EC was 50% cheaper than these alternatives.
- There are economic benefits associated with the delivery of housing with care schemes. These include the jobs provided as part of the construction phase, though this is no different to any housing development, as well as jobs associated with the provision of care and other services on site.
- Increased mobility within the housing market by freeing up family housing: older people aged 75+ are less likely to move home than other age groups in the population (English Housing Survey).
- Downsizing amongst older people also provides them with the opportunity to release equity from their homes. This often results in transfers of funds to the younger generation, particularly grand-children to help them enter the housing market.

4. Conclusions

Summary

1. The market for specialist housing in Winchester is currently dominated by sheltered housing and care homes with little in between. There is an emerging extra care/ assisted living market, which provides independent housing with care, but provision is limited. It is also split between public providers who deliver rented units and private providers who deliver leasehold units. There is no evidence of mixed tenure schemes, although there is potential for some of these to be provided through schemes on the three major development areas.
2. It is important to stress that a key barrier to the delivery of housing with care has been the extra costs entailed with these schemes require to cover the additional costs of providing onsite services and communal facilities. A viability study by Three Dragons and Retirement Housing Group in 2013 found that '[R]etirement housing schemes are generally less viable than general needs housing because of a range of factors including higher build costs per sq m, a higher proportion of communal space, lack of ability to phase development and longer selling periods. This will affect their ability to pay CIL and to provide affordable housing.'⁴
3. For extra care accommodation that is brought forward by Registered Providers and focused on affordable housing, schemes often require additional subsidy as well as free or low cost land to be viable.
4. Private developers of extra care or assisted living schemes may be less able to compete for land against developers of mainstream housing because of the extra costs of communal facilities and reportedly slower sales rates compared to mainstream flats (which affect cash flow and viability). These issues are explored in more detail in research papers available from the Housing LIN, including the Three Dragons Report and Case Study 'Housing with Care for Older People in Kent'.⁵ However, housing with care schemes are now exempt from CIL charges in Winchester, which will reduce the cost of developing these schemes compared to mainstream housing. They are also often developed at higher densities and with reduced parking compared to mainstream housing which may compensate for any extra costs involved in providing communal space.

⁴ Community Infrastructure Levy and Sheltered Housing/Extra Care Developments - A Briefing Note on Viability Prepared for Retirement Housing Group by Three Dragons (May 2013)

⁵<http://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/HousingStrategyExamples/?&msg=0&parent=975&child=9472>

5. The majority of sheltered housing is located within Winchester (47 schemes), with schemes also clustered in the two market towns of New Alresford (7 schemes) and Bishop's Waltham (5). Denmead (4), Wickham (3) and Sutton Scotney (2) are larger villages which contain more than one sheltered housing scheme. The distribution of these schemes appears to reflect the geography of local centres, reflecting the fact that older people moving into these schemes value accessibility to local facilities and services.
6. The majority of care home schemes are also concentrated in Winchester town, with a noticeable pattern of care homes in the villages off the M3, south of Winchester including Shawford, Compton and Otterborne. There is only one scheme in the market town of Bishops Waltham and another in Old Alresford (both care homes). Other schemes are located in the villages of the District rather than the main settlements. The more dispersed and sometimes isolated location of these schemes is likely to reflect the fact that residents are more dependent on the services provided on site rather than those offered in the surrounding location.
7. Demographic projections show that there is a need for this market to expand as the older population grows, even though the vast majority of older people will continue to live within mainstream housing. The current stock of specialist housing – largely sheltered housing – appears to meet demands within Winchester, suggesting the market and planning framework has delivered specialist housing in the past. However, there is a strong desire amongst housing and social care professionals to expand the market for housing with care (typically extra care or assisted living) because of the benefits this can deliver in maintaining independence, preventing moves into a care setting, reducing hospital admissions amongst the elderly and improving their health and wellbeing.
8. LPP1 and LPP2 provides the planning framework for the development of all forms of housing, including specialist housing for older people. It is useful to draw out the following observations in relation to the development of specialist housing for older people:
 - LPP1 and LPP2 appear to be closely aligned to policy in the NPPF. **LPP1 sets out the objective to provide a mix of housing to meet the needs of different groups, including older people.**
 - Importantly, **LPP1 makes provision for sufficient housing development to meet objectively assessed needs as a whole, which includes the need for housing from older groups.** The overall quantum of housing in LPP1 was accepted by the Inspector in the Local Plan Part 1 Examination. LPP2 then identifies and allocates sufficient sites (over and above the 3 strategic allocation sites) to meet Winchester's housing targets.

- **There is no explicit requirement in national policy to allocate specific sites for specialist housing for older people.** The advantage of maintaining broad allocations, which do not distinguish between the groups that might occupy the housing, is that it provides flexibility to respond to changing needs and models of development over time. It does not presume what the model for older persons housing should be and indeed this may change over the 20 year plan period.
- **LPP2 does not allocate specific sites for housing for older people but specialist schemes are expected as part of the three major development areas and there are numerous sites of sufficient size in the market towns and larger villages which could support specialist housing (housing for the elderly is mentioned in relation to a site in central Alresford).**
- **LPP2 provides flexibility for developers to bring forward sites within the built up areas of settlements which are not allocated in the plan.** There is also flexibility to bring forward ‘exception’ sites outside of the settlement boundary, providing they meet local needs and are appropriate when judged against plan policies. Sites brought forward for development in this way are likely to be assessed against the Hampshire County Council site suitability tool in term of their suitability as a location for extra care.
- Policy CP9 in LPP1 provides flexibility in relation to employment sites to enable the provision of other kinds of development on employment sites if there is evidence of need. **LPP1 and LPP2 are not, in principle, against the use of employment sites for specialist housing development where this can be justified by needs and the benefits of provision in these locations.**
- The key disadvantage or risk with general allocations for housing, rather than specific allocations for older person’s housing, is that developers often buy or option land under the assumption that they will achieve residential development on site. Extra care housing is often more costly to deliver and so developers who have already purchased sites will be reluctant to deliver this in lieu of market housing.

Options & Recommendations

9. **On balance, THHP consider that LPP1 and LPP2 provide sufficient flexibility for developers to bring forward specialist housing for older people, including extra care schemes. Contrary to the representations made by Martindale Homes and the Highwood Group, Winchester City Council make provision for housing for older people through the policies in LPP1 and allocations of residential sites in LPP2.** However, WCC may like to give more explicit recognition of the need for specialist housing and support for its development in LPP2 with selected amendments.

10. **Workstream 2 identifies the parallel need for mainstream housing to meeting the need for older people.** This is as important as delivering specialist housing for older people since the majority of older people will live in the mainstream housing stock.
11. There are a number of options available if WCC wish to make more specific provision for specialist housing for older people in Local Plan Part 2 and to enable developers of such schemes to secure sites:
- a. **WCC could identify those sites already allocated in LPP2 where it is considered that specialist housing could be delivered, using the Hampshire County Council site suitability tool to assess the merits of each site.** This would give a stronger indication to the market about the type of schemes that are desired in particular locations. The identification of sites for housing with care might help developers to compete for sites since it should remove some of the planning risk associated with acquiring sites for housing with care. Conversely, it would *increase* the risk to other developers of acquiring such sites since they would have to argue for a different type of development. This ought to be reflected in the price that developers are prepared to pay for sites and may help developers of housing with care to outbid other developers for appropriate sites. It is important to acknowledge that many sites identified in LPP2 will have already been bought or optioned by developers and so this emphasis is only likely to affect behaviour on the remaining sites.
 - b. As part of future employment land reviews, WCC could consider whether employment allocations which have not been taken up would be suited to the development of housing with care in addition to, or instead of, mainstream housing. WCC may also have decided that some employment sites should be retained for employment uses but may be willing to consider housing with care on these sites given the jobs created in managing the scheme and caring for residents on an ongoing basis and the potential for this schemes to contain commercial uses eg restaurant, shop, hairdressers, pharmacy etc. It is within local authorities' powers to decide to do this and commentary could be included in LPP2 to give considerations a more formal basis.
 - c. **There may be opportunities to secure more specialist housing as part of the major development areas, in addition to the single schemes set aside on each site.** As such schemes may affect viability, when compared to mainstream housing, there could be some flexibility offered on the development of employment sites within the MDAs or in the provision of affordable housing. This very much depends on the balance of WCC's priorities and how well an extra care scheme might deliver other wider benefits eg the opportunity to facilitate downsizing in the social rented sector, or health benefits for occupants which

outweigh the costs in terms of loss of employment land or the provision of fewer general needs affordable homes.

- d. **WCC could consider whether, and how far, it might be prepared to accept extra care housing for older people in lieu of general needs affordable housing. This could include a mix of tenures, including for sale as well as rent.** This might prove appealing to developers where they are able to demonstrate specific viability reasons where they are unable to provide extra care in lieu of mainstream market housing eg high level of communal space or services provided onsite resulting in extra development costs which is not fully compensated by higher density development. Justification could be made on the ability of extra care schemes to facilitate downsizing as well as the positive impact on the wellbeing of older people including maintaining independence, delaying moves to residential care homes and reducing hospital admissions for falls etc. This kind of flexibility might be referred to in LPP2 but rather than fixing this in policy WCC will want to determine whether this can be justified on a scheme by scheme basis.
- e. Schemes that are led by RPs and which deliver predominately subsidised housing are likely to continue to need upfront capital subsidy and/or free land to be viable. Specific consideration could be given to the appropriateness of sites/buildings for housing with care when WCC and other public sector bodies within Winchester, including NHS, disposes of land holdings.
- f. **Winchester City Council could consider the use of exception sites policy (policy CP4, MTRA2, MTRA3) in relation to housing with care. Flexibility is offered in LPP1 and LPP2 policy to bring forward developments which are not on allocated sites and/or are outside of built up areas or settlement boundaries. WCC could clarify that developments that propose housing with care will be considered favourably by the Council in this respect.** This is allowable under Policy CP4 of the Local Plan if there is community support for the development. This could allow developers of housing with care to bring forward sites without having to compete for land with developers of mainstream housing who may be able to pay a higher price for the land. Policies in LPP1 and LPP2 do not appear to preclude this approach, particularly if a scheme is brought forward by an RP for affordable housing for older people. However, WCC could be more explicit about the use of exception sites policy, stating in LPP2 that it will consider extra care schemes on exception sites. WCC will want to restrict the use of an 'exception sites' approach to schemes which deliver a mix of tenures and are not solely for private sale and could also set out expectations about the level of communal facilities and onsite services (where justified) to ensure such schemes conform to good practice for extra care schemes. WCC should consider making explicit

reference to the HCC's 'Site Suitability Analysis Tool' for extra care development so that developers are aware of how their schemes will be assessed in terms of location.

- g. WCC should consider a requirement for at least 20% of new market homes to be delivered to 'accessible and adaptable' standards in line with the optional Category 2 in Building Regulations Part M (see Workstream 2).** This will help to ensure that, over time, the mainstream housing stock provides a suitable setting in which older people can continue to live independently and where care can be provided.