



RIDGE

**CARE PROVISION ASSESSMENT
LAND AT M5 JUNCTION 13**
September 2020

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Prepared for

Ecotricity Group Limited

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1. INTRODUCTION

- 1.1 This Assessment has been prepared by Ridge and Partners LLP on behalf of Ecotricity Group Limited, in order to provide an assessment of the local need for Care, extra-care, and sheltered accommodation in Stroud District.
- 1.2 It is generally appreciated that the UK has an increasingly ageing population, which is set to increase further over the coming years. There is a need to respond to this need by providing suitable and modern housing options.
- 1.3 The proposed Masterplan at Eco-Park, Land at M5 Junction 13, proposes a Care Village as part of the mixed-use development. This site provides an opportunity to meet an identified need and provide benefit to the wider community. This report assesses the need for this type of accommodation and provides further information regarding what is being proposed. The report considers the following:
- Planning policy regarding accommodation for older people;
 - Local demographics and population projections;
 - The existing provision in Stroud District;
 - The need for additional housing of this type; and
 - The proposed Eco-Park proposals.

2. PLANNING POLICY

National Planning Policy Framework (NPPF)

- 2.1 The NPPF identifies that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, and that the needs of groups with specific housing requirements are addressed.
- 2.2 The NPPF identifies that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including older people).
- 2.3 The NPPF defines 'older people' as:

'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.'

Planning Practice Guidance (PPG)

- 2.4 The PPG provides a guidance note on 'housing for older and disabled people'. It identifies that *'the need to provide housing for older people is critical. People are living longer lives and the proportion of older people in the population is increasing...Offering older people a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities and help reduce costs to the social care and health systems. Therefore, an understanding of how the ageing population affects housing needs is something to be considered from the early stages of plan-making through to decision-taking (Paragraph: 001 Reference ID: 63-001-20190626).'*
- 2.5 It goes on to note that for plan-making purposes, strategic policy-making authorities will need to determine the needs of people who will be approaching or reaching retirement over the plan period, as well as the existing population of older people (Paragraph: 003 Reference ID: 63-003-20190626).
- 2.6 In terms of making provision for housing for older people, it highlights that *'plans need to provide for specialist housing for older people where a need exists. Innovative and diverse housing models will need to be considered where appropriate.'* It acknowledges that many older people may not want specialise accommodation of care and identifies that plan makers *'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 to move to more suitable accommodation if they so wish'* (Paragraph: 012 Reference ID: 63-012-20190626)
- 2.7 In terms of whether specific sites need to be allocated, the PPG identifies that it is up to the plan-making body to decide whether to allocate sites for specialist housing for older people. It notes that *'allocating sites can provide greater certainty for developers and encourage the provision of sites in*

suitable locations. This may be appropriate where there is an identified unmet need for specialist housing. The location of housing is a key consideration for older people who may be considering whether to move (including moving to more suitable forms of accommodation). Factors to consider include the proximity of sites to good public transport, local amenities, health services and town centres' (Paragraph: 013 Reference ID: 63-013-20190626).

Stroud Local Plan Review

- 2.8 The District Council is in the process of reviewing the current Stroud District Local Plan. The Draft Plan was consulted on between November 2019 and January 2020.
- 2.9 The Draft Local Plan acknowledges the ageing nature of the population and Paragraph 2.51 identifies that the Draft Plan's development strategy seeks to, amongst others, meet the needs of older people or those with disabilities through flexible forms of accommodation including 'lifetime homes'.
- 2.10 The 'Draft Strategy' identifies that one of the key strategies for meeting Stroud District's housing needs up to 2040 is to deliver homes for older people, including sheltered, enhanced sheltered, extra care, registered care provision on Local Plan housing sites, designed to standards allowing people to live for longer in their own homes.
- 2.11 Core Policy 2 of the Stroud Local Plan Review Draft Plan identifies that Stroud District will accommodate at least 12,800 additional dwellings, 650 additional care home bedspaces, and at least 50 hectares of additional employment land to meet the needs of the District 2020-2040.
- 2.12 Core Policy DCP2 looks to support older people initiatives and states that developments will be supported which:
1. Enable older people to live independently in their own home;
 2. Increase the range of available housing options with care and support services in accessible locations;
 3. Promote active lifestyles;
 4. Increase older people's engagement in community life, including through "hubs".

3. THE AGEING POPULATION

3.1 Britain’s population is ageing, and people can expect to live longer, healthier lives than previous generations. According to the Office of National Statistics (ONS), the proportion of people aged 85 years and over is projected to almost double over the next 25 years (from 1.6 million in 2018 to 3.0 million in 2043¹).

3.2 In terms of Gloucestershire, the Gloucestershire Local Housing Needs Assessment 2019 Report of Findings (May 2020) helps to illustrate the projected change of the Gloucestershire population by 5-year age band for the 20-year period 2021-41². Overall for Gloucestershire, the growth in the older population represents over 90% of the overall population growth; 63,368 persons from a total growth of 69,372 persons are projected to be aged 65 or over, including an increase of 20,218 persons aged 85 or over (Figure 2).

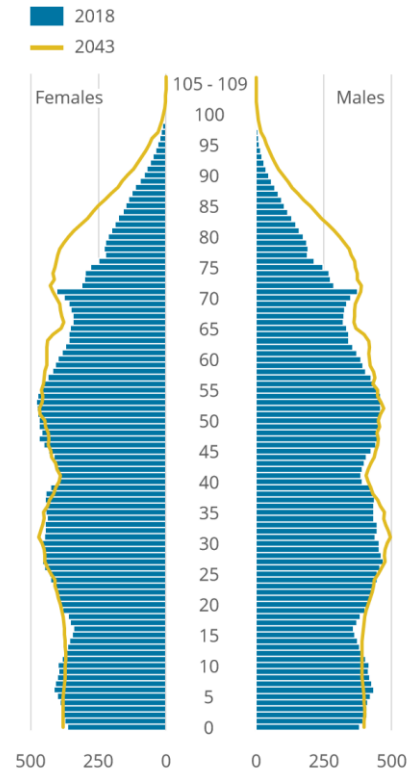


Figure 1: UK Population

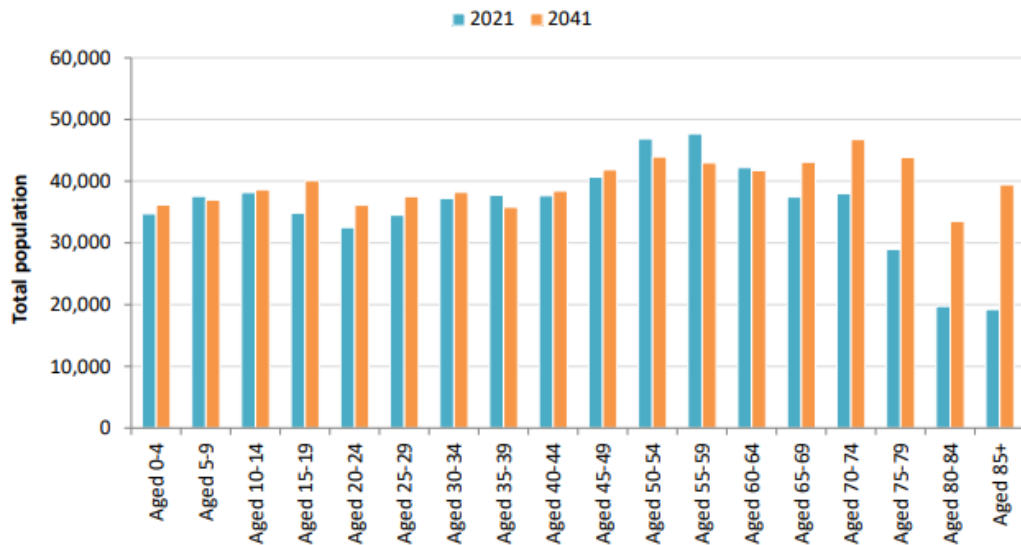


Figure 2: Gloucestershire Population Growth

¹ ONS 2018-based subnational population projections up to the year 2043.

² ONS 2016-based subnational projections

3.3 At the Stroud level, Figure 3, taken from the Gloucestershire Local Housing Needs Assessment, shows the most significant growth in those over 65.

3.4 More recent population statistics have been published at the Stroud Level as part of the ONS Subnational Ageing Tool, which allows comparisons between current and projected ageing indicators across different levels across the UK.

3.5 Figure 4 shows the projected growth of those aged over 65 and over 85 as a percentage of the population, at both the Stroud (dark blue) and UK (light blue) level³. This highlights that in Stroud, by 2043, almost 29% of the population will be over 65, and almost 5% will be over 85. This is higher than the national average, as well as the average for the South West Region.

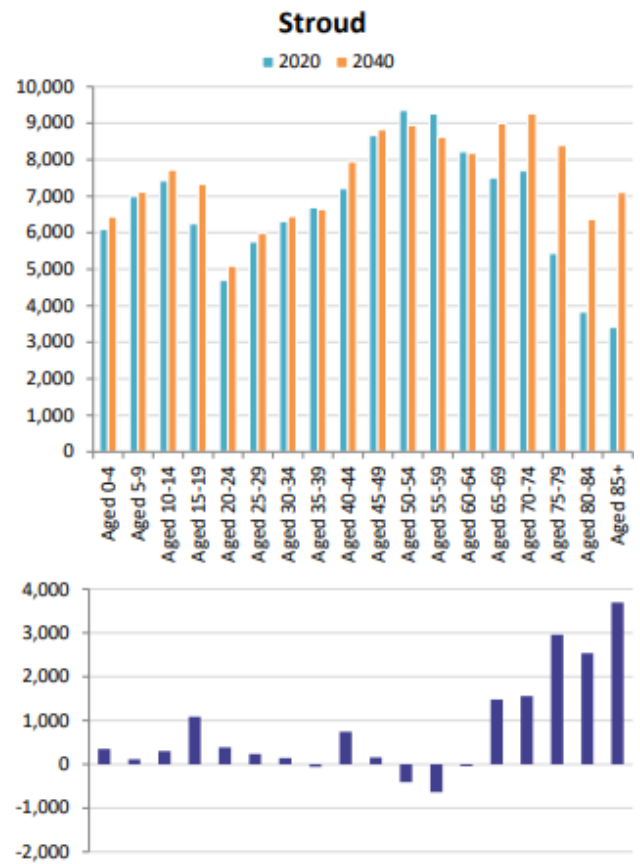


Figure 3: Stroud Population Growth

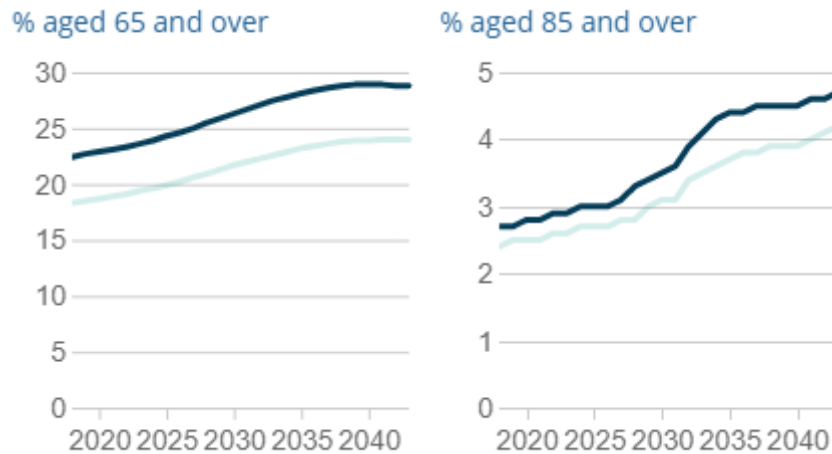


Figure 4: Population Growth in Stroud (dark blue) vs UK (light blue)

3.6 It is clear from the above that the population is ageing at a national level, and this is even further pronounced in Stroud whereby by 2043, almost a third of the population will be over 65. This population growth is particularly important when establishing the types of housing required and the need for housing specifically for older people.

³ Data based on 2019 mid-year population estimates for the UK and 2018-based subnational population projections up to the year 2043.

4. TYPES OF HOUSING AND HOUSING NEED

Types of Housing

4.1 The PPG identifies the following types of specialist housing for older people (Paragraph: 010 Reference ID: 63-010-20190626):

| TYPES OF HOUSING | DESCRIPTION |
|--|---|
| Age-restricted general market housing | This type of housing is generally for people aged 55 and over and the active elderly. It may include some shared amenities such as communal gardens, but does not include support or care services. |
| Retirement living or sheltered housing | This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services, but provides some support to enable residents to live independently. This can include 24 hour on-site assistance (alarm) and a warden or house manager. |
| Extra care housing or housing-with-care | This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24 hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses. |
| Residential care homes and nursing homes | These have individual rooms within a residential building and provide a high level of care meeting all activities of daily living. They do not usually include support services for independent living. This type of housing can also include dementia care homes. |

4.2 It goes on to identify that *'there is a significant amount of variability in the types of specialist housing for older people. The list above provides an indication of the different types of housing available, but is not definitive. Any single development may contain a range of different types of specialist housing.'*

Existing Provision in Stroud District Council

4.3 In terms of the existing supply of housing for older people, the Gloucestershire Local Housing Needs Assessment 2019 Report of Findings (May 2020) identifies the existing stock of Housing with Support (sheltered accommodation) and Housing with Care (extra-care) accommodation in each of the Districts. It identifies that there are far more sheltered schemes within Stroud District than extra-care schemes, and the majority of these are on a rented basis.

Figure 67: Existing Stock of Specialist Older Person Housing for each area (Source: EAC database 2015, GCC and FoDC 2019)

| Property Type | | Local Authority | | | | | | TOTAL |
|----------------------|--------|-----------------|--------------|----------------|--------------|--------------|--------------|--------------|
| | | Cheltenham | Cotswold | Forest of Dean | Gloucester | Stroud | Tewkesbury | |
| Housing with support | Owned | 691 | 794 | 134 | 331 | 411 | 450 | 2,811 |
| | Rented | 778 | 806 | 644 | 674 | 810 | 620 | 4,332 |
| Housing with care | Owned | 225 | 59 | 0 | 161 | 56 | 32 | 533 |
| | Rented | 49 | 60 | 94 | 128 | 0 | 43 | 374 |
| TOTAL | | 1,743 | 1,719 | 872 | 1,294 | 1,277 | 1,145 | 8,050 |

- 4.4 Stroud District Council’s Housing Strategy 2019 – 2024 identifies that the Council owns a portfolio of affordable homes throughout the District and within this stock, the Council has around 720 units of sheltered accommodation for older people. The vast majority of the remainder of the properties for rent are also affordable housing being delivered by a range of Registered Providers and there are only very few properties being offered for rent on a market basis⁴.
- 4.5 In terms of leasehold properties within Stroud District, this primarily includes solely retirement properties, ranging from small scale (16/17 units) to larger schemes, including the Champions Court Scheme (66 dwellings) and Woodchester Valley Retirement Village (72 dwellings)⁵. At Richmond Painswick, there is retirement housing as part of a wider retirement/care village which also includes extra-care and a care home.
- 4.6 In terms of Extra-Care properties, there are only limited properties of this nature within the District, including Richmond Painswick and 7 apartments at the Hollies Care Centre which is part of the wider Care Home⁶.
- 4.7 In terms of Care Homes, Information from the Care Quality Commission shows there are 139 care homes, with 5,138 beds in Gloucestershire. Of these, Stroud is identified as having 12 Residential Care Homes (305 Care Home Beds) and 15 Nursing Care Homes (738 Nursing beds)⁷.

Housing Need

- 4.8 The Gloucestershire Local Housing Needs Assessment 2019 Report of Findings (May 2020) identifies that, as a result of the population projections for the area, there is a corresponding need for dedicated housing options.
- 4.9 The Local Housing Need Assessment solely focusses solely on sheltered and extra-care accommodation and does not include other forms of housing for older people. It also identifies that

⁴ Housingcare.org Search

⁵ Housingcare.org Search

⁶ Housingcare.org Search

⁷ Gloucestershire County Council Older People Care Home Strategy June 2019

it is unclear if Older People will aspire to these types of specialist housing in the future, identifying that newer types of provision may appear to meet changing aspirations in the market.

4.10 The assessment identifies the potential requirement for new specialist housing, taking account of the current population and existing stock together with the additional demand for the period 2021-2041 based on the projected change in population aged 75+. Paragraph 9.68 identifies that over the 20-year period 2021-41, there is an increase in need of 15,421 additional homes to be provided within Gloucestershire, including around 14,523 sheltered homes (11,633 owner occupied and 2,890 for rent) and around 898 extra care homes (670 owner occupied and 228 for rent). In Stroud specifically, the following need is identified:

- 2761 Sheltered Homes (2,227 owned, 534 rented)
- 288 Extra-Care (173 owned, 115 rented).

4.11 In terms of the need for Care Homes, Core Policy 2 of the Stroud Local Plan Review Draft Plan identifies that Stroud District will accommodate at least 12,800 additional dwellings, 650 additional care home bedspaces, and at least 50 hectares of additional employment land to meet the needs of the District 2020-2040. The supporting text at Paragraph 2.43 identifies that the provision of extra care dwellings may reduce this requirement.

4.12 An article in the Stroud News and Journal on the 14th September 2020 identified that the number of Gloucestershire Care Home Beds is at a record low⁸. It highlighted that Public Health England data shows there were 9.5 care homes beds per 100 people aged 75 and over in Gloucestershire at the end of March 2020, which was the lowest rate since comparable records began in 2011.

⁸ <https://www.stroudnewsandjournal.co.uk/news/18718900.number-gloucestershire-care-home-beds-record-low/>

5. ECO-PARK PROPOSALS

Proposed Care Village

- 5.1 As part of the wider Masterplan, the Eco-Park proposals look to deliver a Care Village, which is likely to comprise of a care home, as well as a number of extra-care and sheltered housing options. The aim is to meet the need for care bedspaces as identified within the Local Plan, as well as the need for extra-care and sheltered housing, as identified within the Local Housing Needs Assessment. The extra-care and sheltered accommodation will be primarily leasehold as this is where there is the most prevalent need, and will help to provide greater options for the owner occupiers in Stroud District.
- 5.2 At this stage, the proposed scale of development is expected to be 1.8ha for the care village and a c.70 bed care home. The Care Home will be at the centre of the Village and will offer nursing and residential dementia care. It will generally be for those individuals requiring a higher level of clinical support 24 hours a day.
- 5.3 The residents of the extra-care housing will have their own self-contained homes and their own front door, but varying levels of care and support will be available on site, to be delivered via the Care Home. This element of the proposal is likely to include both apartments and bungalows. This is an alternative to the Care Home, allowing the residents the privacy and independence of their own home but have the peace of mind that there is a care team available on site 24 hours a day. Residents within the extra-care units will need to sign up to a level of care, and there will be a minimum age, as well as an independent assessment of care needs for occupation.
- 5.4 The sheltered housing will provide residents with the most independence, and is likely to consist of purpose-built flats or bungalows. These units will be restricted by age, and there will be some support available to enable residents to live independently, including a 24-hour on-site assistance (alarm) and a warden/house manager. Generally, these units are not subject to a minimum care requirement; however, being located within the wider Care Village, there is the availability of additional care should circumstances change.
- 5.5 Both the extra-care and sheltered housing are likely to be primarily on a leasehold basis, which allows older residents to still own their own home. This is generally where the future needs lie given the number of people in this age group who currently own their own home and are unlikely to be eligible for a number of the schemes within the district which are on an affordable rented basis.
- 5.6 The delivery of a variety of housing types as part of a Care Village provides the opportunity to meet a variety of needs, as well as the flexibility to remain as part of the community as residents' needs change, as there is the availability of 24-hour care on site. The accessible areas in the Care Home (i.e. restaurant, dining, hairdressers etc.) will be available to the residents of the wider Village units as and when required. Furthermore, there will also be communal facilities as part of the wider

Village including lounges and dining rooms and wellness/fitness to encourage social interaction and provide a genuine community.

- 5.7 Overall, the Care Village provides the opportunity for Stroud District Council to meet an identified need for housing of this nature, whilst providing a genuine choice for older residents of Stroud. Furthermore, moving into the Care Village will release large family homes back into the community, which is also key to offering more options for families living locally.

Integration with Wider Eco-Park Proposal and Wider Community

- 5.8 In terms of the location of the Care Village within the wider Eco-Park, it is proposed to be located within the land to the north of the A419. It will be bound by a pedestrianised zone to the south, the coach and bus hub to the west, beyond which is the proposed Stadium, and parking for the stadium, as well as a biodiversity enhancement area to the north.
- 5.9 The location of the Care Village within the site has been influenced by adjacent development and it will be located directly adjacent to the existing residential development along Grove Lane. It will also be in close proximity to the Great Oldbury development at West of Stonehouse.
- 5.10 Whilst there are some existing Care Homes within the wider Stonehouse area, there are no leasehold retirement properties⁹, or extra-care properties¹⁰, in this part of the District. There are also no schemes of this nature, which offer a genuine housing choice for older people, in this part of the District¹¹.
- 5.11 Furthermore, there appears to be no provision for this type of accommodation as part of the Great Oldbury development; therefore, the proposed Care Village helps to contribute towards providing a balance of housing within this growing community. It is also well placed to benefit from its local centre, the facilities on offer as part of the wider Eco-Park, and equally there is the opportunity for the facilities at the Care Village to be available for the wider community also. In addition, the location of the Care Village within the site, adjacent to the Coach and Bus Hub, which could provide accessibility for those residents of the Care Village to Stroud and other areas locally.
- 5.12 As part of the wider Eco-Park, a new stadium and training facility is proposed for Forest Green Rovers Football Club. It is well known that Forest Green Rovers undertake significant work in the community, including with older people. The Club provides fitness, wellbeing and activity sessions for the older people, and also looks to facilitate matchday access and non-matchday experiences for over 65s. One of the key initiatives is to tackle loneliness in the older generation, and this has only been heightened since the Covid-19 Pandemic. The Club is one of 31 English Football League Clubs

⁹ The nearest leasehold sheltered scheme is St Matthews Court, approximately 3.7 miles away (housingcare.org).

¹⁰ The nearest extra-care accommodation is approximately 8 miles away in Painswick (housingcare.org).

¹¹ The only schemes offering a care home and other forms of housing are at Richmond, Painswick and Richmond Painswick and Hollies Care Centre, both approximately 8 miles from the site (housingcare.org).

behind the 'Lets Tackle Loneliness Together'¹² which currently includes include befriending phone calls, online social groups, a pen-pal scheme, phone calls, garden gate visits, free meals and drop off, and offers of help so older residents can gain confidence leaving their home. Moving forwards, Forest Green Rovers are looking for opportunities to bring people together to build strong community spirit, with a focus on groups at particular risk of loneliness and will work to continue these initiatives in the future. The proposed location of the Care Village within the wider Eco-Park provides opportunities for these relationships to be reinforced within the older community.

- 5.13 Furthermore, one of the priorities of the Gloucestershire Joint Health and Wellbeing Strategy 2019 – 2030 is to tackle social isolation and loneliness, with the aim being *'to enable local people to build and nurture strong social networks and vibrant communities'*. The provision of the Care Village within the wider mixed use development, and adjacent to the existing communities at Grove Lane and Great Oldbury, encourage community cohesion, in line with this aim.

¹² <https://www.fgr.co.uk/news/august-2020/community-fgr-community-tackles-loneliness>

6. CONCLUSION

- 6.1 This Assessment has been prepared by Ridge and Partners LLP on behalf of Ecotricity Group Limited, in order to provide an assessment of the need for Care, extra-care, and sheltered accommodation in Stroud.
- 6.2 It is generally appreciated that the UK has an increasingly ageing population, which is set to increase further over the coming years. This is even further pronounced in Stroud whereby by 2043, almost a third of the population will be over 65. There is a need to respond to this need by providing suitable and modern housing options, which is recognised by planning policy at all levels.
- 6.3 Evidence Based Reports have been assessed, which demonstrate that there is a need for 2761 Sheltered Homes (2,227 owned, 534 rented) and 288 Extra-Care (173 owned, 115 rented) in Stroud District. In terms of Care Homes, the Local Plan Review looks to deliver 650 additional bedspaces.
- 6.4 Whilst there are some existing Care Homes within the wider Stonehouse area, there are no leasehold retirement properties, or extra-care properties, in this part of the District. There are also no Care Villages, which offer a genuine housing choice for older people, in this part of the District.
- 6.5 The proposed Eco-Park looks to deliver a Care Village, which is likely to comprise of a care home, as well as a number of extra-care and sheltered housing options. The delivery of a variety of housing types as part of a Care Village provides the opportunity to meet the needs identified by Stroud District, as well as providing a genuine community with flexibility to remain on site as residents' needs change, as there is the availability of 24-hour care on site.
- 6.6 The proposed Care Village sits comfortably within the wider Eco-Park proposals, and will be able to benefit from the other uses proposed. It will also benefit from the community work that Forest Green Rovers undertake. It is situated in an appropriate location within the site and will be located adjacent to the existing residential development along Grove Lane, as well as the Great Oldbury development at West of Stonehouse.
- 6.7 The proposed Care Home will provide 70 beds of the 650 bedspaces as identified within the Local Plan Review. Whilst the Local Plan Review does not specify the number of Sheltered and Extra-Care Units required, it does support the delivery of accommodation for older people. The Eco-Park proposals will help contribute towards this ambition, whilst also meeting the needs identified as part of the Local Plan evidence base.
- 6.8 Overall, the Care Village provides the opportunity for Stroud District Council to meet an identified need for housing of this nature, whilst providing a genuine choice for older residents of Stonehouse and Stroud.