

PLANNING STATEMENT



Serpentine Road, Cleckheaton, BD19 3NA
MAY 2017



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

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APPENDIX C: Identifying the Health Gain from Retirement Housing by the Institute of Public Care

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

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

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



This application seeks to provide a mix of residential accommodation including 43 retirement living apartments, an 83 bed Care Home and 7 Affordable Town Houses. The application is a joint venture between McCarthy & Stone Retirement Lifestyles Limited, Darrington Healthcare and Futurelease.

McCarthy & Stone, the UK's largest provider of retirement housing will be developing the Retirement Living Apartments.

Darrington Healthcare is a Care Home provider operating in the Yorkshire region. Darrington Healthcare will own and manage the 83 Bed Care Home proposed as part of this application.

Futurelease and Leeds Federated are partnering to provide 7 Affordable Town Houses. Futurelease are a specialist Affordable Housing development company and Leeds Federated is a housing association with around 4,000 properties across Leeds, Wakefield and North Yorkshire. Leeds Federated builds new homes for social and affordable rent and, for sale through Shared Ownership.

The site has planning consent for retail development by Tesco for expansion of the superstore. The proposed development provides different types of specialist accommodation/ housing with Retirement Living Apartments and Care Home provision, as well as providing for 7 Affordable Dwellings to the east of the site.

The proposal provides the opportunity to achieve a high quality development that would positively contribute to meeting demonstrable local housing needs in accordance with the National Planning Policy Framework, National Planning Practice Guidance, and the Kirklees UDP. In short, this scheme provides numerous wide ranging social and planning benefits from the provision of specialist accommodation. In summary, these are:

Sustainability Benefits

- *A highly sustainable form of development that reuses valuable previously developed land effectively and efficiently.*
- *The provision of Retirement Living Apartments meeting an identified shortfall in provision.*
- *The provision of much-needed accommodation for the frail elderly that helps address the demographic imperative of an ageing population and a housing stock that is ill equipped to deal with its needs.*
- *The provision of seven affordable houses.*
- *An accessible location and form of development that will lead to less reliance on the private motorcar.*
- *A development that serves to underpin local facilities, including the retail functions of the shops close to the site.*

Balanced View of Policy and Other Material Considerations

- *Retirement Living Apartments for older persons provides significant planning and social benefits through the freeing up of family housing.*
- *Specialised Care Home provision provides a much needed source of care.*
- *Brings vacant "brownfield" land into beneficial use, improving the streetscene.*
- *Maximises use of scarce residential land in a sustainable location.*
- *Net environmental benefit.*
- *Meets recognised housing needs both locally and nationally.*

This proposal represents an ideal opportunity for the redevelopment of this "previously developed" site in accordance with the Government's housing and sustainable development policies. It would provide for much needed specialised housing for the older person within a central location, therefore reducing the



pressure on the wider greenbelt land and freeing up existing under-occupied stock. It also helps focus new and expanding employment opportunities within existing built area of Cleckheaton in accordance with national and local planning objectives.

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

The location of this proposal is within reach of local shops, public transport and other essential services, which would all contribute to the residents maintaining an independent lifestyle. This specialised form of housing generates extremely low levels of traffic; and the convenience of the location close to public transport opportunities would further reduce the need for car use, not least because purchasers of such housing accommodation generally no longer need or wish to have the 'burden' of car ownership.

National, strategic and local planning policies all place strong emphasis on the need to recycle previously developed land in order to safeguard greenfield sites and land in other sensitive areas. The proposed development successfully achieves a balance between the potentially competing objectives of development and the conservation of the environment, and thereby satisfies the goal of "sustainability".

This proposal will:

- Accord with national planning guidance in relation to sustainable development, and meeting local housing needs;

- Accord with the relevant and material provisions of the development plan including its housing and employment objectives; and
- Provide an enhancement of the street scene with well designed, comprehensive mixed use development.

Indeed, there are significant planning merits associated with the proposals, which further sustainability goals.



View of Main Entrance from Serpentine Road

Image of the scheme from Serpentine Road



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McCarthy & Stone

McCarthy & Stone was established in 1963. During the past 38 years the Company has specialised in the design, construction and management of Retirement Living housing (also known as sheltered accommodation) for sale to older people, and has developed a wealth of experience in this particular sector of the housing market. Extensive research both at pre and post-occupation has been carried out by the Company, which has led to product and service development.

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

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

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





Darrington Healthcare — Care Home

The Care Home elements of the scheme would be developed by Darrington Healthcare. The care home would generate substantial local employment opportunities for Cleckheaton once built, in addition to the jobs that would be created across the site during construction. The Care Home development will deliver 83 bedrooms, and will provide a 24 hour care environment for those unable to live independently.

Darrington Healthcare Managing Director Eric Dixon is a well known figure in the care industry, Eric has 25 years' experience in the sector, including 13 years helping to manage what was then Ireland's largest private care home operator. He is very proud of Darrington Healthcare and its care homes, and of fulfilling his vision of creating a unique style of home, one in which a big investment has been made in layout, facilities and furnishings, but where the welcome is warm and the emphasis is on first class care and quality of life.



Futurelease & Leeds Federated Housing Association— Affordable Housing

The Affordable housing provided as part of this submission is to be achieved through a partnership between Futurelease and Leeds Federated. Futurelease started in 2005 as a property and investment company specialising in the provision of affordable housing. The provision of a house which people want to make their home can make a huge difference to people's lives. Leeds Federated has focused on doing just that for over 40 years.

Throughout its existence, Leeds Federated's primary focus has been the delivery and management of affordable housing for rent. Over the years other services have been added, including supported housing across a range of support needs, a small portfolio of student and market property and the delivery of number of different home ownership models.

The Affordable Housing provision would result in the development of 7 additional affordable homes into Cleckheatons housing stock.



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Nature and Concept of Retirement Living Accommodation

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

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

While anyone may purchase an apartment, the apartments are sold on the basis of a 999 year lease requiring the accommodation, with the exception of the House Manager's office accommodation, to be occupied by persons over 60 years. In the case of a couple, that part of the lease shall be satisfied where one of the occupants is over the age of 60 years and the other is over the age of 55 years.

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



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



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Nature and Concept of Retirement Living Accommodation

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

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

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



- **House Manger's Office;**
- **emergency help line available within each residents' apartment and communal areas to summon assistance in the event of an emergency;** and
- **Gardens;** these are an important element in the design of Retirement Living accommodation and will comprise well landscaped gardens, with sitting out areas for the residents' enjoyment.



Above: Typical McCarthy and Stone apartments bedroom and lounge.

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Nature and Concept of Retirement Living Accommodation

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

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

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

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

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

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

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

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

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

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



- through the development of good quality retirement housing could reduce the need for health care expenditure.

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

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

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

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

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

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

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

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

Community

- Freeing up housing: Specialist housing helps to free up much-needed and under-occupied family homes in the local area, thereby making better use of existing housing stock. An average scheme of 45 apartments frees up housing **worth nearly £10 million**.
- Community spending: McCarthy & Stone's developments contribute to the vitality and viability of the local area as its residents typically do their shopping within a one mile radius. 80% use local shops almost daily or often and over 40% use the local library or post office frequently. Residents are estimated to have a 'community spend' of more than **£6 million** over a ten year period.

Economic benefits

- Investment during construction: An average development represents an investment of around **£4.5 million** into the local economy.
- Local jobs: Around 60 local companies are employed during construction, thus supporting local jobs. Additional job opportunities are created when the scheme opens.



- **New Homes Bonus:** Through this Government initiative to encourage new development, each local authority will receive around **£378,000** per every 45 new homes (McCarthy and Stone's typical development size) that are built in the local area. This is money it can spend as it deems fit.

Improved health

- **Streamlined health and social care provision:** Residents in specialist housing have fewer visits to local health professionals and find it easier to return home after stays in hospital.
- **Older people account for 55% of GP appointments, 68% of outpatient appointments and 77% of inpatient bed stays.** As well as achieving better outcomes, specialist housing reduces demand for these acute health and care services by supporting people to live independently and avoiding crisis intervention. Research shows that each year a resident postpones moving into public care by living in market accommodation, the local authority saves on average £28,080.
- **Health and social care provision can be streamlined within specialist housing.** Visiting health professionals including doctors, nurses, chiropodists and so forth can visit several residents during one visit, which is a more efficient use of public resources.

Increased well-being

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

independence for longer.

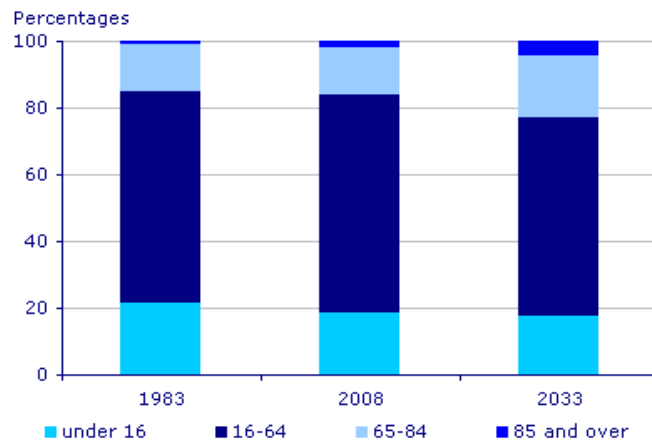
Retirement Living Accommodation provides purpose-built, specifically designed, small units of accommodation for local older people. Insofar as local and wider planning benefits are concerned Retirement Living Accommodation:

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



The proposed redevelopment of the site for Retirement Living accommodation provides a significant opportunity to contribute towards meeting the current and projected need for specialist requirement accommodation for the elderly in Cleckheaton, Huddersfield and the UK generally. The following table and supporting text from mid-year population estimates, Office for National Statistics, shows the estimated increase in the elderly population.

Ageing Fastest Increase in the 'oldest old'



Population by age, UK, 1983, 2008 and 2033

"The population of the UK is ageing. Over the last 25 years the percentage of the population aged 65 and over increased from 15 per cent in 1983 to 16 per cent in 2008, an increase of 1.5 million people in this age group. Over the same period, the percentage of the population aged 16 and under decreased from 21 per cent to 19 per cent. This trend is projected to continue. By 2033, 23 per cent of the population will be aged 65 and over compared to 18 per cent aged 16 or younger.

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

Data from the 2011 Census for Cleckheaton Ward, shows that 2837 people (17%) were of a pensionable age, out of this 1272 people (7.6%) were aged 75 and over. This compares to the England / Kirklees Local Planning Authority figures of 16.3 / 15.2% of the total population over 65 years old and 7.7 / 6.9% over 75 years old respectively. The interim 2011-based Sub-National Population Projections, predicts that by the year 2021, 17% (79,925 people) in the Kirklees Local Planning Authority will be of retirement age, with 13% (59,043 people) over 75 years old. Reviewing this data against the 2011 Census reveals that the Kirklees Local Planning Authority's over 65 years old population is predicted to increase by 15,184 people and the over 75 year olds by 14,016, within 20 years.

Census data also shows that out of all households where the Household Reference Person is aged 65 and over in Cleckheaton, 72% were owner occupied in tenure. Consequently, the provision of private Retirement Living apartments for older people will widen the housing choices for older persons within the area, and allow them to remain as property owners.

According to the Kirklees Council Household Survey, the majority of older people (65.1%) want to stay in their own homes with help and support when needed. Around 24.0% would consider buying a property on the open market, 18.5% would consider renting from a housing association, 18.1% would consider renting sheltered accommodation and around 14.4% would consider renting extra care housing.



This evidence suggests a need to continue to diversify the range of older persons' housing provision. Additionally, providing a wider range of older persons' accommodation has the potential to free-up larger family accommodation.

A Vision for Older People (April 2008) provides the setting for the Kirklees Council and NHS Kirklees partnership board Accommodation Strategy for Older People in Kirklees —A Place to Live Life to the Full. A Vision for Older People states *"Our vision is for all older people to have a choice of good quality housing within a range of tenures that enables them to maintain their independence for as long as possible and lead a full and active life within their community.*

This should include a range of places where they can live without losing touch with their family or community, and should provide: warm, safe, secure and affordable housing; good quality sheltered housing, to rent or buy, with extra care if needed; good quality residential and nursing care homes; and community facilities to bring these schemes more in contact with the local communities."

Kirklees Strategic Housing Market Assessment 2016 advises that *"a major strategic challenge for the Council is to ensure a range of appropriate housing provision, adaptation and support for the area's older population. The number of people across Kirklees area aged 65 or over is projected to increase by 28,600 from 71,700 in 2014 to 100,300 by 2031 (39.9% increase)".* The Strategic Housing Market Assessment 2016 goes on to advise that :

By 2030, there is a need for an:

- additional 388 units of housing with care for rent
- additional 628 units for sale or shared ownership
- additional 291 units of provision for older people with dementia

A Place to Live Life to the Full; Accommodation Strategy for Older People in Kirklees 2010-15 advises that *"the aspirations of older people are changing. The majority want to stay in their own home for as long as possible and many are able to with family/carer support and/or health and social care support. There are, however, those who would like to move house and live in accommodation that is better located, more accessible and easier to maintain. One of the main issues is then the lack of housing options, with sheltered housing or residential care seemingly the only choices available."*

The strategy goes on to provide that *"Housing and the local environment can make a critical difference to people's ability to live independently. The challenge is to offer people a choice in how and where they would like to live and to ensure that homes are well designed so that people can stay independent for as long as possible".*

The proposed Retirement Living housing will provide modern, purpose built accommodation, in keeping with the current needs and aspirations of older persons. The proposed development will provide specialist accommodation for the elderly, therefore helping to diversify housing options available for older persons within Cleckheaton, wholly in line with the findings of the Replacement Unitary Development Plan (Saved in Sept 2007),, and Great Places to Grow Old 2011-2021.



The site is a very suitable location for Retirement Living, Care Home and Affordable Housing development, located adjacent to a Supermarket superstore and a discount food store. Furthermore, Cleckheaton's main shopping area is approximately 200 metres from the site, which includes numerous shops, cafes and restaurants. In addition, there are a range of services including a pharmacy, doctors surgeries, and hair dressers.

The site is easily accessible via public transport, with the proposed development served by bus stops located on Serpentine Road, Northgate, and Horncastle Street. In addition the bus station on Dewsbury Road is within a 10 minute walk and provides further access to public transport routes. The nearest stops provide regular bus services to Brighouse and Scholes. With further routes allowing access to Huddersfield, Leeds, Halifax, Heckmondwike, Bradford and Wakefield. The site is also within 350 metres of the train station which provides regular train services to Leeds and Bradford.

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

The five location criteria identified are:-

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

(v) Community Facilities

The NHBF/NHTPC Advisory Note acknowledges that the "ideal" site for sheltered housing is difficult to find. However, the proposed development site is eminently suited to a use such as Retirement Living accommodation and is well situated to serve the needs of local elderly persons occupying such a development.



Above: Master Plan of the site



Proposal

The proposed Care Home element will be comprised of 83 en suite bedrooms together with tailored care and support, car parking and associated landscaping works. The development will also comprise shared day space, and sitting rooms on each floor together with a care home manager and on-site team who will manage the day to day running of the development 24 hours a day.

The Care Home will provide the following levels of care and service:

Residential care:

The residential suites offer private, high standard accommodation with personal care on hand when needed. Residents will enjoy generously-sized rooms with ensuite facilities. Just as they would in their own homes, residents spend their days exactly as they wish. Some prefer to go out and visit family and friends or have them over for tea and cakes in the cafe or to join in some of our activities; while others enjoy visiting our hair and beauty salon, watching a film or reading a book in a quiet corner.



Above: Site Plan for the Care Home

Dementia care:

The specialist dementia suites are staffed by experts in dementia care and are specifically designed to offer a safe, reassuring environment that helps people with this difficult and often distressing condition to live contentedly.

Nursing care:

The nursing suites are specifically designed around the needs of higher dependency residents who need the assistance of qualified nursing staff on hand 24 hours a day.

Each resident has a personalised care plan tailored exactly to their unique needs, whether that is extra support with dressing and hygiene, or daily medication management and help with eating their meals. This specialist, one-to-one care and attention supports our nursing suite residents so they enjoy the best possible quality of life.



Above: Artist Impression of the Care Home



Proposal

The Affordable Housing element will comprise the provision of 7 number two bed Town Houses. The proposed dwellings will be orientated to front onto Northgate and they would be two storey properties of traditional appearance reflecting the street scene of Northgate.

The properties would be constructed through a partnership between Futurelease and Leeds Federated Housing Association and then subsequently managed by Leeds Federated a registered housing association.

As specialist providers Futurelease and Leeds Federated have been part of the planning and design process for the site and have identified that the form mix and tenure address identified need the area.



Above: Affordable housing layout



Above: Affordable housing elevation



Site Description

The site is an irregularly shaped area of land which was formerly an industrial site. The site has been empty for some time having been cleared of any buildings; however, some areas of hard standing remain. Due to safety requirements the site is fenced off with boarding to the boundaries and as can be seen the site photographs opposite forms a eyesore to the amenity of the area.

The site is bounded by Whitcliffe Road to the north. Serpentine Road and Tesco Supermarket form the boundaries to the south and west. George Street, Walker Street and Northgate fall to the eastern boundary of the site. Residential properties on Whitcliffe Road, George Street and Walker Street along with the commercial property at the Tesco Supermarket and on Northgate provide a varied character to the locality and a wide variety of building materials.

The site generally falls from the roadside at Whitcliffe Road with a drop in levels toward the south at Northgate. Two plateaus provide the locations of the Retirement Living and Care Home parts of the scheme with the 7 Affordable Town houses being sited onto Northgate.

The existing dwelling facing onto George Street is within the site boundary, and is to be retained with minor refurbishment works to redecorate and refresh the property being undertaken.

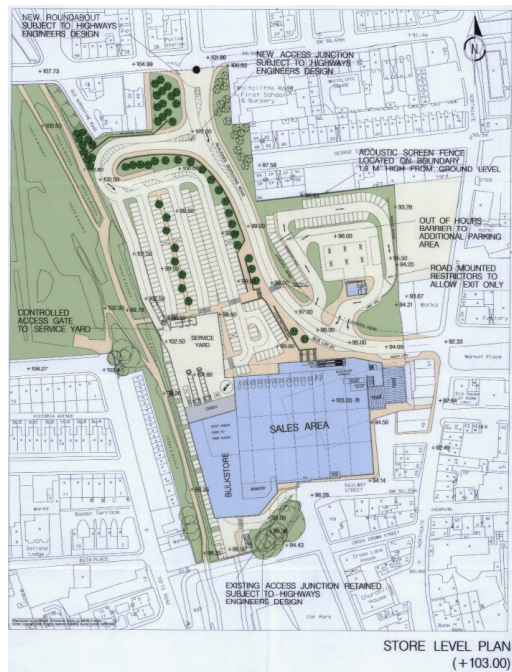
Site Photographs



Planning History

The planning history of the site includes:

- Planning for the erection of replacement store, retail units, petrol station, car parking, landscaping, re-alignment of road and associated works at land between Northgate, Serpentine Road, Railway Street and Spen Valley Greenway, Cleckheaton | Ref. No: 2009/62/91958/E1 | Status: approved on 24 April 2010
- Prior notification for the demolition of buildings on site | Ref. No: Ref: 2012/68/90261/E | Status approved February 2012.



Above: Approved Tesco Scheme

Extant Consent impacts

The extant consent as shown opposite provides for a large scale retail use with the associated vehicular movements, noise and activity. The consented scheme would redevelop the site to provide for the petrol filling station and additional parking. As such there would be high levels of activity with vehicles using the petrol filling station and car parking facilities. In this respect the proposed development for Retirement Living, Care Home and Affordable Housing would be a passive neighbour use to the surrounding properties and be less intensive than the extant permitted development for the location. There would be lower levels of noise and vehicular movements resulting in a more neighbourly use to the existing residential properties adjacent to the site.

Furthermore the proposal would achieve a significant improvement for the visual amenity of the area. As discussed later in the report the proposed development has been carefully considered in regard to the location and provides a high quality development of good design to improve the character and form of Whitcliffe Road, Serpentine Road and Northgate area.

The provision of landscaped gardens will serve to provide an attractive area for the proposed development and public views particularly from Serpentine Road. When considered against the consented Petrol Filling Station and the extent of hardstanding consented, the proposal will provide for a significant improvement upon the character of the area.



National Planning Policy Framework

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

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

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

Economic: Ensuring the vitality of city centres is identified in the NPPF as one of the Core Planning Principles in delivering sustainable development. The provision of an additional 43 units of accommodation within reach of Cleckheaton will help enhance the vitality and viability of local shops and services. A report compiled by ‘The Opinion Research Business’ (ORB) entitled **A Better Life: Private Sheltered Housing and Independent Living for Older People** states how Retirement Living housing helps to underpin local shops, services and facilities. The report found that 62% of residents in Retirement Living schemes preferred to shop

locally, with 45% of resident shopping within one mile of their scheme. The proposal will therefore help to improve the viability of businesses within the Town Centre and is therefore clearly economically sustainable.

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

Social: The NPPF stipulates that the planning system should be ‘*supporting strong, vibrant and healthy communities*’ by ‘*providing the supply of housing required to meet the needs of present and future generations*’ (paragraph 7). Paragraph 50 of the NPPF highlights the need to ‘*deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities. Local planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community...such as...older people*’.

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

The NPPF also advises in paragraph 159 that ‘*Local planning authorities should have a clear understanding of housing needs in their area*’ and that policy should ‘*identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which meets household and population projections, taking account of migration and demographic change*’ and ‘*addresses the need for all types of housing, including...the needs of different groups in the community (such as...older people)*’.

Furthermore, the Framework stipulates that local policy



should cater for 'housing demand and the scale of housing supply necessary to meet this demand'.

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

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

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

Chapter 6 of the document sets out the Government's objective in delivering a wide choice of high quality homes. Firstly, and notably, the guidance in this section is set out against the objective at the start of paragraph 47 'to boost significantly the

supply of housing'. This is recognition of the level of need for new housing across the country against the recent dwindling trend of housing supply.

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

National Planning Guidance

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

'Housing for older people -

*The need to provide housing for older people is **critical** given the projected increase in the number of households aged 65 and over accounts for over half of the new households (Department for Communities and Local Government Household Projections 2013). Plan makers will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to move. This could free up houses that are under occupied. The age profile of the population can be drawn from Census data. Projections of population and households by age group should also be used. The future need for older persons housing broken down by tenure and type (e.g. sheltered, enhanced sheltered, extra care, registered care) should be assessed and can be obtained from a number of online toolkits provided by the sector. The assessment should set out the level of need for residential institutions (Use Class C2). But identifying the need for particular types of general housing, such as bungalows, is equally important.'*



Principle of Development

The existing planning policy framework for Cleckheaton is within the Kirklees Unitary Development Plan, Saved in Sept 2007. The Kirklees Unitary Development Plan was amended by Direction of the Secretary of State, which extended the life of some of the policies within the UDP until deleted or replaced by policy within the emerging Local Development Plan. The Emerging Local Plan has recently been submitted to the Planning Inspector for examination in public. At this stage the policies within the Local Plan have not been examined and therefore carry limited weight in consideration of the proposal. The proposal site is currently being taken forward as an intended allocation for housing.

The site is not allocated for any form of development in the UDP. The site complies with UDP Policy D2 which confirms that planning permission for development on land that is unallocated will be granted provided that the proposals would not prejudice the implementation of other proposals in the plan, and would be generally consistent with other provisions of the plan. In this respect the proposal redevelops the vacant brownfield site and brings it into an active use in providing much needed accommodation for older people. The site as noted previously is not allocated for any use and would not prejudice the implementation of any other proposal.

UDP Policy H16 Residential Homes for the Elderly - The Policy recognises the need for sheltered accommodation, offering varying degrees of care in the district, and requires that any such proposals have regard to the effect on the character of the area, the impact on adjacent residents, the provision of open space for residents; safe access and parking (including adequate circulation areas) and visual impacts of the design. The proposal as made meets this identified need and reflects the character of the locality through careful consideration of scale and massing and

the use of appropriate materials to reflect the character of the area.

Given the proposal is fully in accord with the aims of the UDP Policies D2 and H16 it is considered that the proposal is acceptable in principle.

5 Year Housing Land Supply

According to the Strategic Housing Land Availability Assessment (SHLAA) and recent planning application and appeal decision Kirklees Council does not have a 5 year housing land supply. There is therefore a shortage of deliverable housing land in the district. In such circumstances, paragraph 49 of the National Planning Policy Framework (NPPF) states that "*housing applications should be considered in the context of the presumption in favour of sustainable development*". In short, where a five-year supply cannot be demonstrated, housing applications should be accepted where they are considered sustainable.

The Local Authority is unable to achieve their five year housing supply and therefore subject to any proposal being considered 'sustainable' i.e. in accordance with the policies of the NPPF, residential development on the site should be supported.



Design Response

A full contextual analysis of the site has been undertaken, which has informed the resultant design solution for the proposed development.

This is a previously developed urban site which has been vacant for some time. The redevelopment of previously developed sites at a higher density is encouraged in the NPPF. The form of development and detailed design has arisen from careful consideration of its contextual analysis and following a public consultation process.

UDP Policies BE1, BE2 and BE11—Design and Access—Relate to providing high quality design, reflecting the local context with appropriate materials and providing good quality landscaping, space around buildings and safe access. The parts of the proposal are supported by individual Design and Access Statements outlining how the parts have responded to the site and design details provided. In this respect the site as a whole has been designed to reflect the character and form of the neighbouring properties.

The proposal for the Retirement Living Apartments provides a three storey design to reflect the traditional Mill buildings which are characteristic of the wider area. Care has been taken to ensure that the proposed massing is considerate of the neighbouring properties. The building has been orientated to ensure it provides attractive frontages infilling the existing gap onto Whitclife Road and providing an attractive view from Serpentine Road. The use of complementary materials and quality landscaping will ensure that this part of the proposal improves the character and appearance of the locality in accordance with policies BE1, BE2 and BE11 of the UDP.

The Care Home part of the proposal is located centrally within the site and is part two part three storey in height. The use of the varying heights serves to ensure that the building is incorporated into its surroundings. In particular the use of the two storey element facing onto Serpentine Road serves to provide a focal entry point to the site and assimilate the proposal onto the frontage of Serpentine Road. Again the use of complimentary materials and the design and scale of the proposal alongside significant landscaping serve to ensure that the development would enhance this vacant road frontage whilst providing for much needed Care Home facilities. This improved frontage serves to meet the aims of policies BE1, BE2 and BE11 of the UDP.

The 7 Affordable Town Houses are located to the lowest part of the site fronting onto Northgate. The design of the properties follows that of those in the locality. The properties are two storey in height reflecting those on George Street. This part of the proposal will infill a gap between the Shops on Northgate and the properties at George Street serving to bring the vacant land back into use. The orientation of the properties serves to provide frontage onto Northgate whilst protecting the residential amenity of the future occupants. It is considered that the proposed Affordable Town Houses meet the requirements of Policies BE1, BE2 and BE11 of the UDP.

We have strived to design high-quality developments which are in keeping with the character of the local area in terms of the use of materials, scale and mass whilst introducing Retirement Living Apartments, Affordable Housing and Care Home provision to meet the needs of the area. The proposed development also gives due consideration to the relevant design and amenity policies in the Unitary



Development Plan specifically the design criteria in UDP Policies BE1, BE2 and BE11.

The NPPF sets out the Government's objective of achieving good design. Specifically Paragraph 56 explains that the Government attaches great importance to the design of the built environment, highlighting that *'good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people'*. The Government's requirement is for *'good design'* and Paragraph 57 talks about planning for, and achieving *'high quality and inclusive design'*. Inclusive design is referred to at Paragraphs 57 and 61 in reference to design not being about just architecture but also accessibility. Inclusive Design is defined as *'design in the built environment, including buildings and their surrounding spaces, to ensure that they can be accessed and used by everyone'*. Paragraph 57 highlights that *'it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes'*. Furthermore, Paragraph 61 stipulates that *'although visual appearance and the architecture of individual buildings are very important factors, securing high quality design goes beyond aesthetic considerations. Therefore planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment'*. Paragraph 59 advises that *'design policies should avoid using unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally'*. Paragraph 60 goes on to advise *'planning policies and decisions should not attempt to impose architectural styles or*

particular tastes and should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is however, proper to seek to promote or reinforce local distinctiveness'. Paragraph 65 of the NPPF stating that *'local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design'*.

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

In summary, the proposed redevelopment of this site will provide a sympathetically designed development that will enhance both the character and appearance of the locality. Additionally, the proposal will offer significant benefits including high quality landscaping and the delivery of Retirement Living Apartments, Care Home housing for the elderly as well as the provision of 7 affordable Town Houses.

Each part of the proposal has been carefully considered in respect of its location and relationship to the locality. The proposed development will respect the character of the area and enhance the appearance of the locality. Further details on the evolution of the design following discussions with the Council can be found in the accompanying Design and Access Statement



Access and Car Parking

The Retirement Living development element of the proposal will be served by a new vehicular access to Serpentine Road. The Care Home will be accessed from a separate accesspoint to Serpentine Road and the proposed 7 Affordable Town Houses will access directly onto Northgate. Pedestrian access would be via Serpentine Road and Northgate.

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

As can be seen in Master Plan opposite the development proposed makes provision for the following car parking levels:

- Retirement Living housing development with 30 car parking spaces,
- Care Home with 25 car parking spaces,
- 7 Affordable Town Houses with 12 car parking spaces,

A Transport Statement has been submitted alongside this application that provides further details and justification for the level of parking to be provided.



Above: Master Plan to show parking provision



Amenity Space

From McCarthy and Stone's and Darrington Health Care's considerable experience, the most important amenity space for elderly residents is not external to the building but the residents' lounge. Residents of this form of specialised accommodation tend to spend considerable time in their properties and it is therefore appropriate that, wherever possible, lively or interesting views or pleasant and peaceful scenery should be visible from the principal rooms. McCarthy and Stone employs a professionally qualified Landscape Architect and prides itself on the quality of its landscape treatment, which has become a "hallmark" of all McCarthy and Stone schemes. Often the more favoured aspects are those on the busiest road frontage or those facing the main entrance and car parking area where activity is present. To this end, the developments are well-represented including either lively views or aspects over garden areas.

The Retirement Living and Care Home schemes will both include private gardens for the enjoyment of the respective residents. Given the nature of the accommodation and the experience of McCarthy and Stone in this form of development, the proposed amenity space is considered appropriate.

The Care home proposal will include planting and trees to the car park and main entrance, landscaped gardens, Wild Meadow areas and a small Orchard to the amenity areas.

The proposed Affordable Housing part of the scheme will provide suitable private amenity garden areas to each property.



Above: Examples of McCarthy and Stone Landscaping



This application seeks to provide a mix of 43 Retirement Living apartments, an 83 bed Care Home and 7 number Affordable Town Houses. The application is a joint venture between McCarthy & Stone Retirement Lifestyles Limited, Darrington Healthcare and Leeds Federated Housing Association.

McCarthy & Stone, the UK's largest provider of retirement housing will be developing the Retirement Living Apartments.

Darrington Healthcare are a well respected local Care Home operator who will be developing and operating the Care Home.

Futurelease and Leeds Federated Housing Association are partnering for the 7 Affordable Town Houses part of the proposals Leeds Federated manage around 4,000 properties across the Leeds City Region. The proposed dwellings are to be constructed in partnership and operated by the Housing Association .

The site was originally proposed for retail development by Tesco for a superstore. This consented development would result in an intensive use of the site with high numbers of vehicular movement and activity through the Petrol Filling Station use at the site. The proposal for 43 Retirement Living Apartments, a 83 Bed Care Home and 7 Affordable Town Houses is a passive use of the site with only limited activity of a low level nature. As such the proposal would result in no appreciable impacts upon the neighbouring occupiers and the character of the area would be improved. The proposed development provides different types of specialist accommodation with Retirement Living Apartments, Affordable Housing provision and Care Home options for the elderly and infirm. Kirklees Council area has an acknowledged need for all forms of housing with the supply of new dwellings falling short of the established demand. In addition to this the need for housing for the retired community is growing at an increased rate.

In providing much needed accommodation for the elderly population, the proposed development will optimise the use of this vacant site within the built up area of Cleckheaton, whilst also supporting local businesses.

Careful consideration has be given to the nature of the site including its relationship to its immediate surroundings, and the amenities of neighbouring occupiers. There is no doubt that a high quality development, including significant new landscaping, will make an effective use of this vacant derelict site and greatly improveto its townscape and context.

As set out by the accompanying Design, Access and Sustainability Statements the proposed development has evolved through thorough pre-application engagement with the local community, local planning authority and where relevant statutory consultees. Accordingly, it is considered that the proposed development complies with the design policies contained within the NPPF and the adopted Core Strategy. In particular, Paragraph 65 of the NPPF states that '*local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design*'.

In addition, the application has been accompanied by a landscaping plan ensuring that the site provides an attractive frontage onto Serpentine Road and Whitcliffe Road. The proposal will incorporate features to improve biodiversity including carefully selected planting and the provision of suitable bird and bat boxes. The biodiversity reports found that the site is not valued for biodiversity and that the proposal would not cause harm to any protected species or habitats.



The proposed Care home, and Retirement Living housing provides much needed specialised accommodation for the local, older population and will bring a range of proven economic, social and environmental benefits to the area. The proposed Affordable Housing provision will result in the addition of 7 Town Houses for those in need within the Cleckheaton area. As such the proposed development fully accords with the definition of 'sustainable development' as detailed in the National Planning Policy Framework.

The proposed development complies fully with the NPPF's objective of a presumption in favour of sustainable development. It fulfils all three dimensions of sustainable development listed by the NPPF. The proposed development will:

- Provide a range of **economic** benefits, including direct employment in its own right, supporting the local economy with an increased footfall and local expenditure, and revitalising the housing market through the release of under occupied family housing.
- Provide **social** benefits through the provision of Affordable Housing and Retirement Living and Care Home accommodation for older people, giving older people housing choice to help maintain their independence, remain within an inclusive community, and reduce pressure on health care facilities.
- The proposed development accords with both national (paragraph 50, NPPF) and local planning policies in respect to the delivery of older persons' housing. It will provide **environmental** benefits through making effective and efficient use of a valuable land resource, assisting with the delivery of housing within a short term timeframe which would reduce pressures on greenbelt

land, and through the promotion of sustainable construction methods and techniques.

The proposed development accords with both national (Para 50, NPPF) and local planning policy (UDP Policy H16) in respect to the delivery of older persons' accommodation, which the National Planning Practice Guidance has identified its delivery as 'critical'. Section four of this report and the accompanying report by Contact Consulting 'The Case for Leasehold Retirement Housing in Cleckheaton', identify the extant need for older persons' accommodation within Cleckheaton and the current shortfall of private sector forms of retirement housing.

As the Council are not able to demonstrate a deliverable 5 year housing supply and the application should be considered in the context of the presumption in favour of sustainable development (paragraph 49).

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

