

HEALTH AND WELLBEING BOARD: 26 SEPTEMBER 2019**REPORT OF THE JOINT STRATEGIC PLANNING MANAGER FOR
LEICESTER AND LEICESTERSHIRE****HOUSING DEVELOPMENTS ACROSS LEICESTERSHIRE OVER THE
NEXT TEN YEARS****Purpose of the report**

1. The purpose of this report is to provide an overview of recent housing completions and the number of houses planned in the future. The report also provides information on current engagement with health partners (UHL, LPT, Primary Care and NHS England) and an update on current initiatives related to the provision of future housing.

Link to the local Health and Care System

2. The provision of housing is directly related to the health and wellbeing of all communities living and working in Leicester and Leicestershire (L&L).

Recommendation

3. It is recommended that the Health and Wellbeing Board notes the information contained in the report.

Policy Framework and Previous Decisions

4. The Health and Wellbeing Board discussed health and housing at a workshop held in November 2018, and on 14 March 2019 received a presentation on the recently approved Leicester and Leicestershire Strategic Growth Plan and links to health and wellbeing.

Context

5. In recent years a key aspiration of Government has been to substantially increase the supply of new housing to provide 275,000 or more new homes per year nationally to keep up with population growth and start to tackle years of under supply which has led to difficulties with the ability to become a home owner and the availability of good quality housing to rent.
6. Following the consultation outcomes on the 'Fixing our Broken Housing Market' Housing White Paper in March 2018 many measures have been, and continue to be, introduced to enable this ambition to be achieved. These include revisions to the National Planning Policy Framework (NPPF) and the introduction of a standardized methodology for the calculation of housing need.

7. For plan-making purposes Leicester and Leicestershire is identified as a single Housing Market Area (HMA) and Functional Economic Market Area (FEMA). This reflects the high level of self-containment of migration flows, with 84% of people moving to the area moving from elsewhere within it, and 91% of those moving from a location within the area relocating to another part of it; together with strong migration flows between Leicester and adjoining authorities. It also reflects the Leicester Travel to Work Area, defined by the Office for National Statistics (ONS) based on 2011 Census data. Around 78% of commuting flows are contained within the Leicester and Leicestershire authorities (Housing and Economic Development Needs Assessment, 2017).

Recent housing completions

8. Housing completions in Leicestershire have steadily increased over the last 10 years. There has been a marked increase in completions in the County since 2014/2015, with annual housing completions for affordable and market housing totalling over 2,500 dwelling per annum and in the last three years (2016/2017 to the present monitoring year) totalling over 3,000 dwellings per annum.
9. Employment completions have fluctuated during the same period, which is frequently the case due to the nature of employment land, and approximately 20 ha of employment land has been brought forward each year in the County area over the last four years.
10. Appendix A shows housing completions across L&L on a district by district basis.

Planned future growth over the next ten years

11. The adopted Local Plans set out planned growth across Leicester and Leicestershire for the next ten years to 2031, with the most recently adopted Local Plan for Melton Borough (adopted 2018) extending over 15 years to 2036. Local Plans are produced by the district and city councils as local planning authorities (the County Council is the local planning authority for minerals and waste).
12. The spatial distribution of the planned growth in existing adopted Local Plans is focused on the City and the market towns, following an underlying strategy of urban concentration and rural restraint. A key feature of the adopted Local Plans is the use of Sustainable Urban Extensions (SUEs) to create new communities adjacent to Leicester (Ashton Green to the north of Leicester in the City area, Lubbesthorpe to the west of the City in Blaby District and the North East of Leicester SUE in Charnwood Borough), and adjacent to the market towns (West of Loughborough SUE in Charnwood Borough, Barwell and Earl Shilton SUEs in Hinckley and Bosworth Borough, South East Coalville SUE in North West Leicestershire District). This concept has been carried forward in the Strategic Development Areas (SDAs) in Harborough District (Lutterworth East and Scraftoft) and in the North and South Sustainable Neighbourhoods at Melton Mowbray in Melton Borough.
13. The L&L current Local Plans entail the provision of just over 4,000 dwellings per annum (Appendix B), of which the SUEs and other significant allocations will make an increasing contribution.

Longer term growth

14. The Strategic Growth Plan (SGP) is a non-statutory strategic plan which was prepared jointly by the district councils as local planning authorities, the County Council as the highway authority and the City Council as a unitary authority with combined planning and highways responsibilities.
15. All ten partners (including the LLEP) approved the SGP in late 2018. The SGP provides the strategic steer for the next round of Local Plan making. Setting out a strategy for the growth and development of L&L for the period to 2050, it enables partners to consider the longer term needs of the area and opportunities which extend beyond the conventional timeframe of a Local Plan.
16. The SGP proposes that most development will take place in major strategic locations with less development happening in and adjoining existing towns, villages and rural areas; and in so doing, it allows new development to be focused along transport corridors and close to employment centres.
17. The distribution of housing and employment land over the period 2011 to 2031 and 2011 to 2036 was considered in the context of the Housing and Economic Development Needs Assessment (January 2017) in order to give a more detailed framework for Local Plans.
18. Analysis indicated that through existing and emerging Local Plans and planning permissions provision can be made for the amount of new housing needed in the area to 2031. This will be achieved through a mixture of major strategic sites already identified in Local Plans (approximately 40%) and smaller scale growth on non-strategic sites (approximately 60%). The new spatial distribution of strategic development, therefore, does not need to focus on this time period but it remains an important part of the SGP, particularly if partners wish to accelerate the delivery of consented and allocated sites and need to secure the infrastructure which is essential to their success.
19. Beyond 2031, the SGP proposes that more growth should be directed to strategic locations. This requires new strategic infrastructure to open up land for development and the Midlands Connect Strategy (setting out key transport priorities for the East and West Midlands) lays the foundations for this.
20. The SGP growth areas are:
 - Leicester City;
 - the A46 Growth Corridor;
 - the Leicestershire International Gateway in the north of the County;
 - the A5 Improvement Corridor; and
 - the Melton Mowbray Key Centre for Regeneration and Growth.
21. The towns of Coalville, Hinckley, Loughborough, Lutterworth and Market Harborough are identified as areas where growth would be managed in Local Plans. In the villages and rural areas, the SGP proposes that there will be limited growth consistent with providing for local needs.

22. The ambition is to deliver high quality development through creating new or extending existing communities. The decisions will be made in the Local Plans but the intention is that individual decisions will be made in line with the SGP strategy. The SGP estimates the likely scale of growth for 2031 to 2050. This was estimated across the whole HMA and is set out in Appendix B Table 4 of the SGP; an extract of which is included in Appendix B to this report. The numbers will be consistently monitored and reviewed and can be adjusted as necessary.
23. The SGP assumes that both Leicester City and Oadby and Wigston BC will be unlikely to be able to meet their objectively assessed needs during this period (2031 to 2050) so assumes there will be a redistribution of housing across the HMA in line with the SGP strategy, and proposes a shift in the focus of development from small and medium sized sites to strategic locations.
24. Table 4 of the SGP will be used as the basis for future Local Plans and will be reinforced in an agreed statement or Statement of Common Ground in Local Plans.
25. In comparison with the housing provision within the current adopted Local Plans:
- There is a significant uplift for Blaby District and Harborough District;
 - An increase for Charnwood Borough, Hinckley and Bosworth Borough and Melton Borough;
 - A similar level for North West Leicestershire District and Oadby and Wigston Borough; and
 - Leicester City has declared it will not be able to meet its assessed need and is currently working on its new draft Local Plan and will quantify this unmet need in due course.
26. It is anticipated that Leicester City Council will be considering a report on the preparation of its new Local Plan towards the end of 2019. This will provide information to inform the next round of local plan making for the other local planning authorities in Leicestershire
27. Work streams continue to be undertaken to provide partners with further information on translating SGP strategy into implementation; an example of which is the work being progressed on 'active' design (an approach which has been embraced in the Melton Local Plan, one of the most recent Local Plans to be adopted in L&L) and the preparation of Statements of Common Ground.

Engaging with health partners on proposed developments and Section 106

28. At its meeting on 24 May 2019, the County Council's Cabinet approved the establishment of a new Growth Unit, including an annual budget of £500,000. The Growth Unit will be responsible for the following:-
- a) Identifying and defining land use opportunity;
 - b) Engaging with key partners to support the County Council's growth aspirations;
 - c) Programme management of the County Council's growth delivery activity;
 - d) Leading the design and establishment of appropriate growth delivery vehicles;
 - e) Ensuring that the County Council positively influences the planning process, including its negotiation of s106 developer contributions for strategic housing schemes, maximising private sector payments towards roads, schools and other

infrastructure and ensuring that planning permissions align with the County Council's strategic outcomes.

29. With regards to the Growth Unit's role in relation to Section 106 negotiations and the County Council's strategic partner role, there have been a number of positive, exploratory discussions with representatives of the CCGs, UHL, LPT and latterly NHS England and their role in relation to Pharmacy, Dentistry and Optometry. These discussions have considered the long-term implications of the growth agenda in Leicestershire and specifically the impact the SGP to 2050 has on health services as well as the specific implications associated with the proposed Lutterworth East Strategic Development Area (SDA), a planning application which is due to be considered by Harborough District Council's (HDC) Planning Committee in January 2020.
30. The County Council is the sole landowner and promoter for the Lutterworth East SDA, but it also has a role as a statutory and non-statutory consultee to the planning process and a strategic partner to health agencies and other bodies. A paper setting out these discrete roles has been developed and is appended to this report (Appendix D).
31. With regards to the Lutterworth East SDA Section 106, discussions have been helpfully informed by the CCG's recent estate audit for the wider Lutterworth Area. Proposals focus on extended provision to the existing health centre but also the possible delivery of services from a proposed Health and Wellbeing Hub to be located within the new development. The CCGs and others are contributing towards the functional design of this new Hub.

Extra Care and supported living in Leicestershire

32. The Social Care Investment Plan received Cabinet approval in June 2019 and details the need to increase the supply of accommodation-based support across the County for adults with a range of additional support needs. This includes a range of accommodation-based services to support both working age adults with mental health needs, learning disabilities, physical disabilities and for Older People.
33. The current supply of Supported Living extends to approximately 350 units and Extra Care provision to 250 units in six schemes where Adult Social Care commission the wellbeing service.
34. Using population figures in conjunction with the strategic intention to reduce the use of residential care it is estimated that by 2037 a further 750 units of supported living and 1200 units of extra care accommodation will be required across the County. The need for nursing care placements and residential placements will remain relatively stable, but those requiring services will have far more complex needs.
35. Additional work that has been carried out as part of the Adult Social Care Target Operating Model programme highlights the need for significant Supported Living Accommodation to be developed over the next 3 years to achieve the ambition of moving two thirds of the current working age adult population in residential care into supported living.

36. The table shows a number of planned pipeline developments that includes new build and property purchase predominately for working age adults. There are no agreed plans for new supply of Extra Care for older people as yet, though a number of sites are being explored. Extra Care has been included in the proposal for Lutterworth East.

Area	Property Type	Total Units	Delivery Date
Harborough	20 self-contained single flats, communal space, staff accommodation	20	Jan 2020
Harborough	3 bed bungalow, staff space	3	Jan 2020
Coalville	2 bed house	2	Jan 2020
Charnwood	14 flats – 10x2 bed, 4x 1 bed	20	July 2020
Coalville	1 house, 2 blocks of flats	16	Mar 2021
Coalville*	24 self-contained flats (mix of 1 & 2 bed)	24	2022
Coalville*	Mix of single and shared	10	2022

*subject to business case and approval and includes provision for Older People

Homelessness and developing the relationship with registered social landlords

37. The introduction of the Homelessness Reduction Act last year came with a requirement to provide personal support plans and temporary accommodation to those at risk of homelessness. This has seen an increase in the administrative burden placed on local authorities, and has highlighted the extreme shortage of suitable temporary accommodation across Leicester/Leicestershire.
38. The Housing Services Partnership has been successful in a bid for working with Private Landlords with the aim of providing permanent homes for homeless households. However, this is challenging as the Local Housing Allowance which sets the level of Housing Benefit to be provided is based on the lower quartile of average rents in the locality, this coupled with many Private Landlords living the sector, and mortgage lenders prohibiting landlords from renting to benefit claimants has led to a short supply of affordable private sector housing. Whilst affordable homes have been built in Leicestershire this has not met demand which has resulted in more households waiting on local authority's Housing Registers for longer periods of time and in turn pushing up the requirement for temporary accommodation.
39. In terms of impact upon health, evidence of the above can be seen within the Delayed Transfer of Care reporting which shows that housing is increasing as a reason for delays, with the pressure on hospitals to provide throughput there is now a consideration to discharge patients from the Bradgate Unit as no fixed abode. The weekly cost of step-down placement is £217 compared to a bed in a mental health unit which is £529 and, work with health colleagues to identify such solutions is ongoing but, pace is slow.

Background papers

Report to the Cabinet of Leicestershire County Council on 23 November 2018: Leicester and Leicestershire Strategic Growth Plan – Consideration of revised Plan for approval
<http://politics.leics.gov.uk/documents/s142306/SGP%20Cabinet%20report%2023%20Nov%202018%20final.pdf>

Report to the Cabinet of Leicestershire County Council on 24 May 2019 – Supporting Growth in Leicestershire
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5603&Ver=4>

Report to the Cabinet of Leicestershire County Council on 25 June 2019 – Capital Investment into Social Care Accommodation Support Services
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5604&Ver=4> See [llstrategicgrowthplan.org.uk](http://strategicgrowthplan.org.uk) for HEDNA and other evidence for the SGP

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List of Appendices

Appendix A: Housing and Employment Land Completions by Authority 2010/2011 to 2018/2019
 Appendix B: Notional Housing Need and Anticipated Delivery 2031 to 2050
 Appendix C: Briefing note 11 June 2019

Relevant Impact Assessments

Equality and Human Rights Implications

40. This report is for information only. An Equalities and Human Rights Impact Assessment (EHRIA) was undertaken on a number of options for the spatial distribution of growth within L&L, including that of the SGP. It is clear that different options have the potential to have an impact, in different ways, on matters such as age, disability, race, religion or belief (some positive, some negative and some neutral).
41. As the SGP is a high-level strategic plan, however, the responsibility for mitigating any adverse impacts upon individuals or community groups will fall to subsequent statutory plans, primarily the Local Plans prepared by individual authorities. In most cases, it will be important to ensure that specific infrastructure and services are planned effectively to deal with the particular needs of these groups. The EHRIA ensures that the partner organisations are aware of the various impacts of the SGP and enables them to put in place any necessary mitigating measures and/or enhancements.

Environmental Implications

42. A Sustainability Appraisal has been undertaken on the SGP. See the environmental implications section to the Cabinet report considered by Leicestershire County Council on the SGP on 23 November 2018.

Partnership Working and associated issues

43. The SGP has been prepared through joint partnership working and the need for partners to undertake and discharge their 'Duty to Co-operate'.

Risk Assessment

44. Risks in not having a SGP were considered and these are set out in Appendix C to the Cabinet report considered by Leicestershire County Council on the SGP on 23 November 2018.