

2020

# PLANNING STATEMENT

103 - 105 Henderson Street,  
Bridge of Allan, Stirling,  
FK9 4HH

**SITE AT 103 – 105 HENDERSON STREET, BRIDGE OF ALLAN**

**FULL PLANNING APPLICATION FOR 70 BED CARE HOME DEVELOPMENT (CLASS 8)  
INCLUDING LANDSCAPING, ACCESS AND ASSOCIATED WORKS**

**PREPARED BY**



**ON BEHALF OF**

**Simply UK**

**DECEMBER 2020**

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# 1 Introduction

## Purpose of the Planning Statement

- 1.1 RFA Development Planning is appointed by Simply UK to present the planning case for this planning application. This supporting Planning Statement is submitted on behalf of Simply UK (hereafter referred to as 'the Applicant') in support of an application for a 70 bed care home development (Class 8) including landscaping, access and associated works on a site at 103-105 Henderson Street, Bridge of Allan, Stirling, FK9 4HH (hereafter referred to as 'the Site').
- 1.2 This application is classified as a 'local development', as defined by the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009. Given the location and specifics of the development proposals a number of application need to be submitted to allow consideration and appropriate consent:
- Full planning application – Under Town and Country Planning (Scotland) Act 1997 (as amended) and The Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013;
  - Listed building consent application - Under The Planning (Listed Building and Conservation Area) (Scotland) Act 1997 and The Planning (Listed Building Consent and Conservation Area Consent Procedure) (Scotland) Regulations 2015.and
  - Conservation area consent application – Under The Planning (Listed Building and Conservation Area) (Scotland) Act 1997 and The Planning (Listed Building Consent and Conservation Area Consent Procedure) (Scotland) Regulations 2015.
- 1.3 The purpose of this Planning Statement is to assist Stirling Council in its assessment and determination of the above mentioned applications. Furthermore, it advises how the proposed development will comply with Planning Policy; the Development Plan; planning guidance, and other material considerations.
- 1.4 The Statement forms part of an application for full planning permission for a new care home on the Site and should be read in conjunction with other supporting documents and drawings submitted with the application. The following documents have been submitted with the application.
- Planning Statement (i.e. this document, prepared by Rick Finc Associates)
  - Architectural Drawings (prepared by Yeoman McAllister)
  - Design and Access Statement
  - Transport Statement
  - Heritage Impact Assessment

- Landscape Plan
- Tree Survey and Arboricultural Constraints report.
- SUDS and Drainage Report
- Economic Impact Assessment (Appendix 1 of this Planning Statement)

## **The Principle of Development**

- 1.5 The proposed development of the site conforms to vision and spatial strategy within the Stirling Local Development Plan Core Area. The site is a brownfield re-development and contains listed buildings within the Bridge of Allan Conservation Area. The Applicant has therefore had regard to planning and heritage policies in bringing forward these proposals.
- 1.6 The need for a care home development is a consequence of demographic and socio-economic circumstances. It will be restricted to Class 8 Uses only under the Town and Country Planning Use Classes (Scotland) Order 1987 (as amended).
- 1.7 Proposals are in alignment with the Stirling Health and Social Care Partnership Strategy.
- 1.8 A demographic assessment justifying the demand for private care spaces is submitted as part of this application package.

## **Planning Context and History**

- 1.9 There is no planning history available on the Council's planning portal for the property at 105 Henderson Street. Planning history at 103 Henderson Street is presented below.
- 98/00065/DET and 98/00064/LBC - Construction of new boundary wall and railings – WITHDRAWN.
  - 97/00110/DET and 97/00111/LBC - Alterations and extension of flat roofed building to form new bay window and re-cladding on front elevation, and new flat roof with part sloping element on periphery – APPROVED.

## **Pre-Application Consultation**

- 1.10 A pre-application advice request was issued to Stirling Council on 8 December. An acknowledgement letter registering the request was received on 21 December. No formal advice has been received to date.
- 1.11 Formal pre-application consultation is not mandatory for this class of application by virtue of its size. The Applicant has however made contact with Bridge of Allan Community Council and information will be provided to local councillors during the determination period. Face-to-face meeting opportunities are currently restricted by Covid 19 laws and guidance.

1.12 Simply UK endorses communication and consultation on all of its applications and would be pleased to establish communication through virtual meetings during the course of the determination period.

## Report Structure

1.13 With the exception of this introductory section, this Statement is structured as follows:

- **Section 2:** Site Location and Context;
- **Section 3:** Development Proposals;
- **Section 4:** Planning Policy Appraisal;
- **Section 5:** Material Considerations; and
- **Section 6:** Conclusions and Recommendations.

## 2 Site Description and Context

### Introduction

- 2.1 This section of the Planning Statement details the Site's location and context and describes its land use and environmental context, which is of relevance in the determination of this planning application. Policy justification in relation to the LDP is contained within Section 4 of this Statement.

### Site Location

- 2.2 The site lies on the north side of Henderson Street (A9), Bridge of Allan, FK9 4HH. The Site location and its immediate context is illustrated in Figure 2.1. It sits within the Bridge of Allan Conservation Area and also the Bridge of Allan Network Centre.

**Figure 2.1 – Site Location**





## Site Description

- 2.3 The Site encompasses two existing prominent properties and their related garden grounds within the Bridge of Allan Conservation Area. Topography slopes from the back of the Site towards the main road (north to south). The application Site extends to 0.45 hectares.
- 2.4 The western plot accommodates the former Eagleton Hotel, a category C listed building. The hotel ceased trading a number of years ago and the building has been vacant since this time. The early Victorian building is 2½ storeys of traditional stone construction with a pitched and slated roof. It has been extended over time by various single and two storey extensions. A large tarmac parking area covering almost half of the plot exists to the front of the site and further garden areas surround the property.



*The Eagleton Hotel circa 1975*

- 2.5 The property at 105 Henderson Street has been vacant for over 20 years and is identified as a 'Building at Risk' by Registers of Scotland (Ref. 2050). The building structure is in a serious condition and cracks are evident on the east and west gables. Its garden ground is unmaintained and, as a result, trees and shrubs now screen the property from the main road
- 2.6 A number of mature trees stand on the western boundary of 103 Henderson Street. The garden ground and plot boundaries of no. 105 possesses a number of trees in poor condition, a large Douglas fir is the most prominent and sits in front of the main building. The boundary fronting the main road is planted with shrubs and privet hedging.



105 Henderson Street, images courtesy of Registers for Scotland



## Site Context and Surroundings

- 2.7 The detailed site context is described within the Design and Access Statement and the heritage context is contained within the Heritage Impact Assessment. Both descriptions have drawn from various sources, including the Conservation Area Character Appraisal. A brief summary of site context is provided below.
- 2.8 As mentioned previously, the site lies within the Bridge of Allan Conservation Area and is located within the Lower Town Character Area. Immediately adjacent to the site sits:
- the main A9, Henderson Street, to the south;
  - residential property and curtilage to the east;
  - residential property and curtilage to the west; and
  - Lower Westerton Wood to the north.
- 2.9 The area of Henderson Street where the application Site sits is residential in character with regular Victorian villas set in gardens, the buildings are predominately mid-nineteenth century. More broadly, Henderson Street is a mixture of residential and business premises including hotels, shops and restaurants, becoming increasingly more commercial heading west towards

the town centre which is within walking distance.

- 2.10 Services and facilities are located 200m west in the main town centre. Local services and facilities include small supermarkets, pharmacy, bars, restaurants and churches.

### *Transport and Access*

- 2.11 Henderson Street is part of the main A9 trunk road, linking Stirling to the north coast of Scotland via Perth and Inverness. The network is considered capable of accommodating additional vehicular traffic associated with the proposed development.
- 2.12 The nearest bus stops are 30m (for eastbound services) and 115m (for westbound services) from the application Site. Frequent bus services link Bridge of Allan direct to Stirling, Dundee, Perth, Glasgow as well as nearby towns such as Dunblane, Bannockburn and Dollar.
- 2.13 Bridge of Allan Railway Station is 1km to the west of the site.
- 2.14 The Site is therefore in a highly accessible location and can take advantage of sustainable transport modes for visitors, friends and relatives.
- 2.15 A number of core paths are nearby (9078Ba/50 and 9078Ba/62) which provide off-road links to the wider core path network.
- 2.16 There are 3 existing dropped kerb access/egress points from the main road into the site.

## **Environmental Designations**

### *Cultural Heritage*

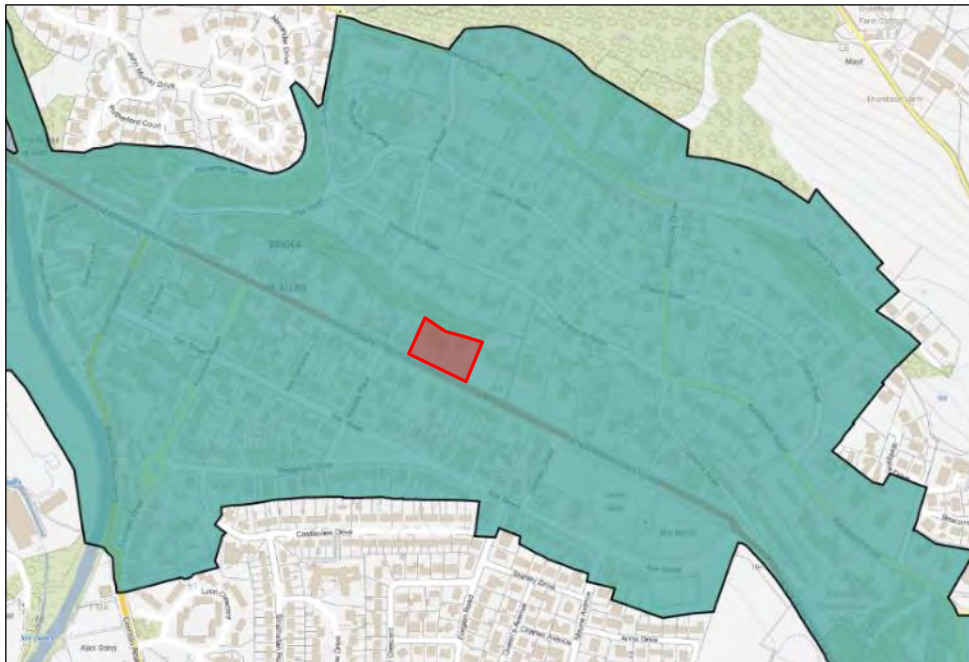
- 2.17 The supporting Heritage Impact Assessment report provides full details of the cultural heritage baseline and designations. A summary is provided below.

### Conservation Area

- 2.18 The application site sits near the centre of the Bridge of Allan Conservation Area, the broad, straight thoroughfare of Henderson Street divides the area into Lower and Upper Town character areas. Figures 2.2 and 2.3 below indicate its location within these areas.
- 2.19 In general terms the Lower Town is laid out on the flat land next to the river, set out mainly on a regular grid plan south-west of Henderson Street, enclosed by the sweeping curved routes of Allanvale Road and Westerton Drive.



**Figure 2.2 – Location Within Conservation Area**



*Extract for Pastmap Website*

**Figure 2.3 – Position Between Upper and Lower Town Character Areas**

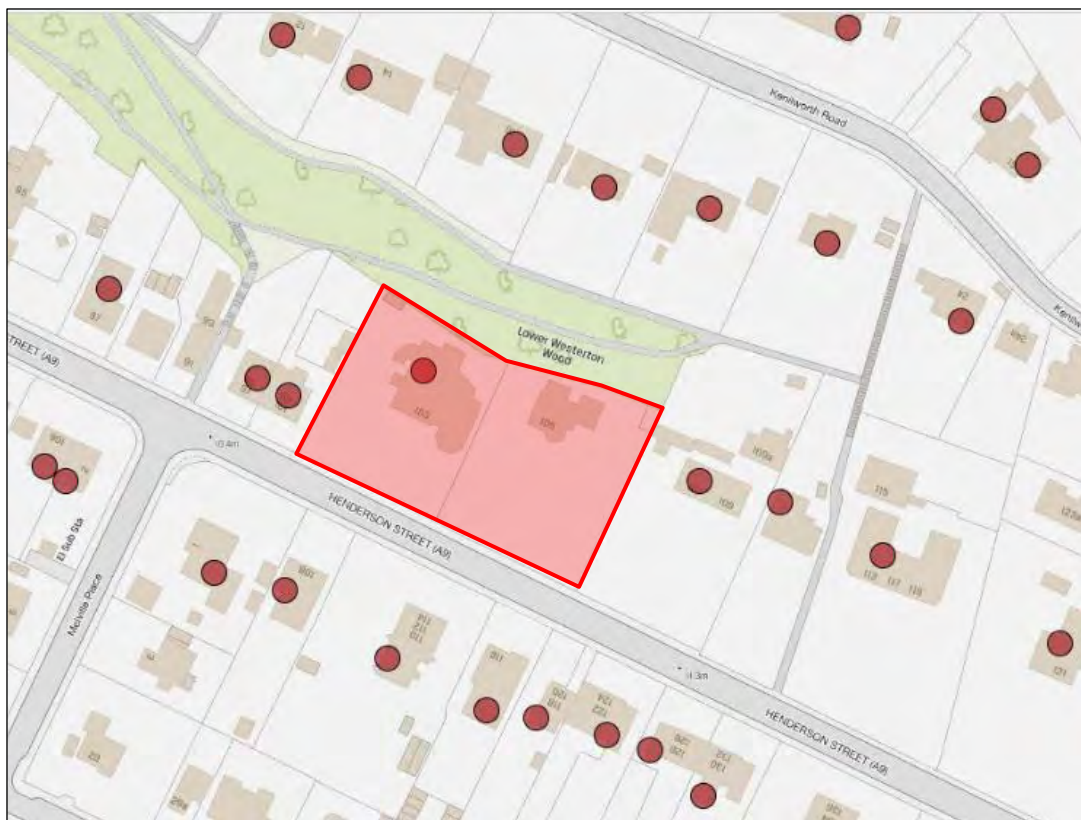


*Extract from Conservation Area Character Appraisal*

## Listed Buildings

- 2.20 The property at 103 Henderson Street, within the application site, is a category C listed building. The other property within the application site at no. 105 is one of only a few along Henderson Street that is not listed.
- 2.21 There are no listed buildings or Scheduled Monuments located on site, the closest features to this Site include:
- 2 Hillside Ferndale, 25m to the north (B-Listed);
  - 101 Dundee Road, 200m to the south (C-Listed Building); and
  - Kinnoull Church and Churchyard remains, 350m to the north (Scheduled Monument).

**Figure 2.4 – Listed Building Locations**



*Extract from Pastmap Website*

## Tree Preservation Orders (TPO)

- 2.22 A TPO exists over the northern Site boundary at Lower Westerton Wood (ref: SCC TPO 12).
- 2.23 The existing trees within the application site are protected to some degree under the wider Conservation Area designation due to their contribution towards the character and appearance

of the designation.

- 2.24 The Conservation Area Character Appraisal states that trees within private gardens play a particularly significant role in the conservation area, especially on Henderson Street, the Upper Town and Sunnyside. Numerous mature and specimen trees, large shrubs and hedging create a very attractive environment, enclose roadways and provide privacy for the houses
- 2.25 The application Site accommodates a number of tree specimens and these are described in more detail within the stand-alone Tree Report submitted in support of the application.

### *Ecological Designations*

- 2.26 The Site is not covered by any ecological designations. The closest designation is Wolf's Hole Quarry SSSI located 1km to the north west.

### *Flooding and Drainage*

- 2.27 SEPA's Flood Map, as replicated in the LDP, indicates the site is not at risk of flooding.

## 3 Development Proposals

### Introduction

- 3.1 The following section provides a brief description of the care home proposals submitted to Stirling Council. This description should be read in conjunction with plans elevations and other supporting documentation submitted with this application.

### Description of Development

- 3.2 The application seeks full planning permission for a care home development. It will be a state-of-the-art facility with high quality accommodation and communal areas served within residential wings, nursing bays and social areas. It is fully compliant with Care Inspectorate standards for care homes in terms of operational design and will address the latest design requirements imposed by the Care Inspectorate regarding COVID.
- 3.3 The care home building proposed is located central to the site and will comprise of 70 bedrooms with car/cycle parking spaces, landscaping and garden areas and is to be set predominantly over 3 levels.
- 3.4 The building has a gross internal floor area of 4,049 sqm. It will provide single bedrooms and support facilities laid out in wings, specially designed to deliver the highest standards of living and communal spaces for residents. . In terms of architectural approach, the design is high quality, contemporary with some traditional elements.

### *Class 8 Use – Residential Institution*

- 3.5 The Use Classes Order specifies the following for Class 8 Use Residential Institutions:
- (a) for the provision of residential accommodation and care to people in need of care other than a use within class 9 (houses);*
- 3.6 It is the provision of personal care or support and treatment which separates uses in this class from uses in Class 7 (Hotels and Hostels). Article 2 of the Use Class Circular provides a specific definition of "care" for the purposes of this class. The Secretary of State is aware of concern that residential care homes and nursing homes should not be permitted where they will place unacceptable demands on essential services. Planning authorities must, however, concentrate on land-use planning considerations when considering a planning application for a use falling within this class.



## *Design-led Approach*

- 3.7 The Scottish Government's guiding principles contained within Designing Streets underpins the approach to delivering good places and is reflected in the approach to placemaking taken in the Stirling LDP.
- 3.8 The six qualities of successful places have been at the forefront of the design-led approach taken by the Design Team in this application, namely:
- distinctive;
  - safe and pleasant;
  - easy to move around;
  - welcoming;
  - adaptable; and
  - resource efficient.
- 3.9 The development proposals follow a design-led approach to sustainable, high quality placemaking and will contribute positively to the quality of the surrounding built and natural environment that will address climate change mitigation and adaptation. The proposed development will respect the character and amenity of place, creating a strong sense of community and identity for residents with varying needs.
- 3.10 The appearance and architectural style of the proposed building has been developed in consideration of its location within the Conservation Area and located adjacent to the main arterial route of Henderson Street. The architecture and urban design approach taken is a mixture of traditional and contemporary style and reflects aspects of the local vernacular and draws cues from neighbouring properties.

## *The Principal Building*

- 3.11 The principal building is positioned centrally on site to make best use of the site geometry and to address the needs of operational, amenity and parking requirements.
- 3.12 The proposed main entrance into the Care Home is located off the main car park area. Upon entering into a welcoming reception and entrance lobby, this opens straight through to a visitors lounge and the main lift facilities. Management and staff facilities are located centrally around the reception area on the ground floor. From the main lobby the two main ground 'L' shaped wings can be accessed. Each wing accommodates en-suite bedrooms, 22 in total on the ground floor. All of these ground floor bedrooms will have direct access to the external garden area.
- 3.13 The remainder of the ground floor accommodates supporting facilities such as day rooms, quiet lounges and salon/therapy room. Operational facilities such as laundry, nurses stations and



main stairwells accommodate the rest of the ground floor.

- 3.14 The first and second floors of the Care Home are of similar layout and both accommodate 24 en-suite bedrooms. As with the ground floor these bedrooms are supported by other facilities and services such as dining rooms, quiet rooms, day rooms and staff facilities and stores.
- 3.15 A main kitchen facility is located on the first floor. The main staff room and staff changing facilities are located on the second floor.
- 3.16 In order to keep the overall height of the building to a minimum, and to reflect the existing ridge heights of the existing buildings on site, a flat roof design is proposed.

### *Landscaping*

- 3.17 Landscape proposals include the removal of most existing vegetation on site, which is necessary to accommodate the care home. Five mature trees on the western boundary, adjacent to the service road entrance, will be retained to keep the amenity they provide. The large Douglas fir in the centre of the site will be removed to make way for the development.
- 3.18 Secure and private garden areas will be provided to the east, west and north of the main building for all residents and visitors to enjoy. An appropriate landscaping and planting scheme will be agreed with Stirling Council prior to the commencement of development. A stand-alone landscape proposal is submitted in support of the application.
- 3.19 New and retained trees will be maintained to form the basis for a high-quality landscaped setting providing a high level of amenity. This will be supplemented by ornamental and shrub planting aimed at maximising the value of outdoor open space.
- 3.20 Boundary walls to the east, west and northern boundaries will be retained, repaired where necessary in line with best practice techniques.

### *Parking, Access and Servicing*

- 3.21 A dedicated car parking area provides 20 parking spaces, including 2 disabled parking spaces plus cycle parking spaces. A dedicated ambulance bay is also proposed. The car parking area is located central to the main entrance and is accessed via a new entrance from Henderson Street.
- 3.22 An existing site access in the west of the plot will be retained and utilised for service and delivery vehicles associated with the operation of the Care Home. This access road will have a turning head and two parking spaces to facilitate movements.
- 3.23 Refuse collection will be undertaken by a private contractor appointed by the operator. As illustrated in the proposed site plan the refuse store will be external to the main building and located in the north west of the Site near the turning head of the service road. Due to the size

of refuse vehicles it is proposed that refuse bins will be transferred from the refuse store to the kerbside for pick-up.

### *Materials and Finishes*

- 3.24 It is considered that the choice of materials and design is in line with the local vernacular and consistent with design principles within the Conservation Area. Material detailing is proposed as presented on the Proposed Elevation drawings accompanying the application. Such detail will be confirmed with Stirling Council through the development management process.
- 3.25 It is proposed to reclaim and reuse much of the original façade of the listed building at 103 Henderson Street in order to maintain a strong street frontage. Architectural drawings and the Design and Access Statement present further detail on this design solution.

### *Sustainable Development and Energy Efficiency*

- 3.26 The Planning etc. (Scotland) Act 2006 requires that planning authorities exercise their Development Plan function with the objective of contributing to sustainable development. The layout, design and construction of development at the site will maximise sustainable development.
- 3.27 As far as is reasonably practicable, and in accordance with the LDP objectives, the buildings will maximise energy efficiency with the aim for a zero-carbon development, whereby there would be no net carbon emissions from all energy uses in the building.
- 3.28 Proposed development is in a sustainable location and optimises accessibility to active travel opportunities and public transport. In terms of design, energy efficient measures to reduce resource demand through best practice design and passive design strategies have been employed, including sustainable construction materials and methods, with the design and layout of the buildings optimising passive environmental gains.

### **Summary**

- 3.29 Placemaking has been at the forefront of the design-led approach to the development. The proposed design has been carefully designed to respect the height of neighbouring buildings, setting and topography. The site layout plan and elevation plans illustrate that the proposal is one which is respectful of both local and national guidance on design. In design terms the care home development will be a positive modern addition to the area and create a safe and pleasant environment for residents and employees.
- 3.30 Development of the new facility will provide much needed accommodation for the ever-increasing elderly population, allowing them to live their lives with dignity and independence with specialist assistance at hand. The site is in a sustainable location on a main arterial route

which provides direct access to a range of services and facilities within Bridge of Allan Town Centre and further afield in Stirling. The site is served by direct access to the public road network with good pedestrian, cycle and public transport access to the site for visitors and staff.

3.31 Key characteristics of the proposed development are summarised below.

**Table 3.1 - Key Characteristics of the Proposals**

<ul style="list-style-type: none"><li>• Building height of 3 storeys with flat roof to match the ridge height of the majority of surrounding residential dwellings.</li><li>• 70 en-suite bedrooms over 3 levels.</li><li>• Supporting residential services and facilities including day rooms, quiet lounges, cinema, salon and games room.</li><li>• Visitor facilities such as car parking, visitor lounge, café and toilets.</li><li>• Supporting management facilities including lobby, reception, kitchen, stores and offices.</li><li>• Supporting employee facilities including changing rooms and staff room.</li><li>• Site access and egress to be taken from Henderson Street at newly designed access point.</li><li>• 20 car parking spaces and cycle parking spaces.</li><li>• Accessible and secure bin store area, refuse collection to be via dedicated service access directly onto Union Street.</li><li>• Most communal rooms and external roof terraces take advantage of views towards Castle.</li><li>• Secure and private garden area with enhanced tree planting and landscaping.</li><li>• Ten ground floor bedrooms with dedicated and private patio area.</li></ul>
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## 4 Planning Policy Appraisal

### Introduction

- 4.1 The purpose of this section is to present the planning and environmental policy framework upon which Stirling Council can consider the proposed development, highlighting policies which are applicable to the application. To assist in its determination this section also appraises the application against relevant policies and guidance and presents a logical case for support of the proposals.
- 4.2 Section 25 of the Town and Country Planning (Scotland) Act 1997 (as amended) specifies that the determination of planning applications '*shall be made in accordance with the Development Plan, unless material considerations indicate otherwise*'. This is supplemented by Section 38(2) which states that in '*in dealing with an application, the planning authority shall have regard to the provisions of the Development Plan as far as material to the application and any other material considerations.*'
- 4.3 The relevant development Plan is the Stirling Local Development Plan which was adopted in October 2018. It contains clear vision and is supported by a spatial strategy, policy requirements and Supplementary Guidance.

### Stirling Local Development Plan (2018) (SLDP)

#### *Spatial Strategy and Overarching Policy*

- 4.4 The Council is as much concerned with maintaining and building on the character and quality of Stirling and Bridge of Allan as well as providing new housing. The Overarching Policy and the Spatial Strategy are intended to be as much part of the consideration leading to development decisions as the detailed Policies and Supplementary Guidance. All aspects need to be fully considered.
- 4.5 The Overarching Policy, Primary Policies and Policies include:
- Placemaking and Implementing the Spatial Strategy;
  - Climate Change Adaptation and Mitigation;
  - Conservation of Historic and Natural Heritage; and
  - Managing and Utilising Local Resources.
- 4.6 Bridge of Allan is located within the LDP Core Area which sets the context for how the area will develop over the next 20 years in accordance with the Spatial Strategy Key Diagrams. The Spatial Strategy of the Local Development Plan comprises five different development

approaches within two distinct areas: Urban Consolidation, Strategic Development and Regeneration within the Core Area and Sustainable Expansion and Rural Development in the Rural Villages Area.

4.7 This overarching policy in relation to placemaking relates to

*A place with a range and choice of well-located homes: a range of housing is available in sustainable locations, with increased opportunities to access local affordable housing, and housing for an ageing population and reduced deprivation in urban and rural locations.*

*A key place to visit in Scotland: access to and celebration of historic environment, natural landscapes and biodiversity, new and improved accommodation and attractions have established the area as a key tourist destination within Scotland.*

*Fundamental to this is achieving sustainable economic growth and addressing the spatial implications of economic, social and environmental change, in particular, opportunities for development by choosing the most appropriate scale, mix and location of new development.*

4.8 In terms of the LDP Spatial Strategy Bridge of Allan is identified as an area for urban conservation and involves the following policy responses which assist in justifying the principle of development at Henderson Street.

- Use of vacant and brownfield land and property;
- Provide high-density, mixed-use development;
- Provide development opportunities for visitor and tourism accommodation, new retail development, offices and housing within Stirling city centre;
- Maximise connectivity by walking, cycling and public transport. Why
- To support the city centre, in particular as a vibrant shopping destination, and recognise its strategic role at the top of the Network of Centres hierarchy and in applying the 'town centre first' principle;
- To reduce the need to travel and the demand on services and infrastructure;
- To help cross fund environmental enhancements, including the river corridor; and
- To utilise and strengthen the existing urban structure, making best use of urban and brownfield land in sustainable locations.

4.9 In order to achieve the Council's Placemaking objectives, development of all scales must:

- Be designed and sited, not only with reference to their own specifications and requirements, but also in relation to the character and amenity of the place, urban or rural, where they are located.
- Be of quality, having regard to any relevant design guidance, landscape character guidance, Conservation Area Character Assessments and Settlement Statements.

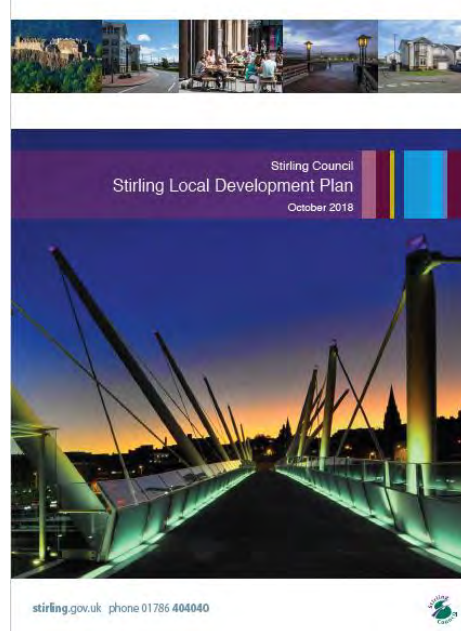
- 4.10 The settlement strategy for Bridge of Allan itself aims to safeguard the town's historic form. A Conservation Area covers much of Bridge of Allan and there are a significant number of Listed Buildings therein. A Conservation Area Character Appraisal has been produced as Supplementary Guidance for the Conservation Area and all development within or adjacent to the Conservation Area must preserve or enhance its character, appearance and setting.
- 4.11 Within the town's Opportunity Plan there are small scale housing opportunities but no alternative sites that would accommodate a care home of necessary scale.

### *Vision and Aims*

4.12 The SLDP sets out how the Council sees the Stirling area developing over the next 10-20 years. At paragraph 1.1 it is stated that *“key to the area's success is ensuring all development contributes to and enhances Stirling's vibrancy. The Council seeks to build on the city's rich heritage and its geographical location in the heart of Scotland to become a city of opportunity.”*

4.13 At Paragraph 4.1 the Vision is stated as *“by 2037 the Plan will have contributed to the delivery of high quality new development in places which support local businesses; help sustain and build local communities; contributes to the health and wellbeing of local residents; and are attractive to visitors.”* It continues that this will be aided by the following key objectives:

- *A place with a highly functional, beautiful and vibrant City Centre at its heart: the City Centre is vibrant, attractive to live in, work and visit, and is the primary location for a mix of uses, including new and better retail space, commercial leisure, office, community and cultural facilities.*
- *A place with high quality environments: there is a high quality urban and built environment. Historic landmarks such as Stirling Castle, the Wallace Monument and Battlefields are protected and enhanced and sit alongside new development giving a unique sense of place.*
- *A connected, green place: there is an established and managed Green Network of open spaces, integrated habitats, recreational and active travel routes connecting places and settlements, reconnecting Stirling with its river, and encouraging more people to move around and between them by walking, cycling and public transport.*
- *A place that respects its special landscapes: the special landscape setting and its biodiversity is celebrated and protected and their contribution to the character and setting of settlements, and their position within the wider Scottish landscape recognised.*



- *A place which attracts and supports business: there is a strong and diverse economy, where existing and new businesses within key sectors are supported in sustainable locations, and benefit from Stirling's high quality and historic environment, and location within central Scotland. Stirling will be a place that provides valuable local opportunity, contributes to national productivity and competes internationally.*
- *A key place to visit in Scotland: access to and celebration of historic environment, natural landscapes and biodiversity, new and improved accommodation and attractions have established the area as a key tourist destination within Scotland.*
- *A place with a range and choice of well-located homes: a range of housing is available in sustainable locations, including a new settlement at Durieshill, with increased opportunities to access local affordable housing, and housing for an ageing population [our emphasis] and reduced deprivation in urban and rural locations.*
- *A place of learning and sport: the University of Stirling, Forth Valley College and Stirling Sports Village continue to thrive and other centres of excellence are established, participation in sport and learning has increased alongside the number of related businesses and training opportunities, delivering benefits for health and wellbeing.*
- *A more self-sufficient place: there is increased local/district heat and power generation provided through a variety of technologies, including renewables, opportunities for local food growing and efficient management of waste.*

4.14 In setting housing land requirement the Council's stated aim seeks to ensure that the mix and range of house types provided meets the changing population demographics and improves diversity. It will ensure the scale of new housing development supports placemaking and seeks to ensure development is supported by the necessary infrastructure as well as reducing the levels of social polarisation and inequality and improving the wellbeing of residents.

4.15 At Page 28 of the LDP it is stated that the *Plan supports good quality development, in the right place, that meets the community's needs (social, economic and environmental), in order to contribute positively to the creation of vibrant, mixed and healthy communities. All developments, land use changes and other proposals, plus related frameworks, masterplans, planning briefs, strategies, etc., will require to demonstrate the following:*

- Compatibility with the Spatial Strategy and conformity with the relevant Sustainable Development Criteria.*
- A design-led approach, including high standards of design, reinforcement of a sense of place, integration with neighbouring areas and the wider community.*
- Appropriate measures for mitigation of and adaptation to climate change which seek to ensure an area's full potential for electricity and heat from renewable sources is achieved.*
- Appropriate measures for the safeguarding, conservation and enhancement of the historic and natural environment.*



- e) *Safeguarding and appropriate management and utilisation of natural resources.*
- f) *Adherence to the principles of the National Planning Framework proposal for a Central Scotland Green Network, with relevant contributions to local and national Green Network and Green Infrastructure objectives.*

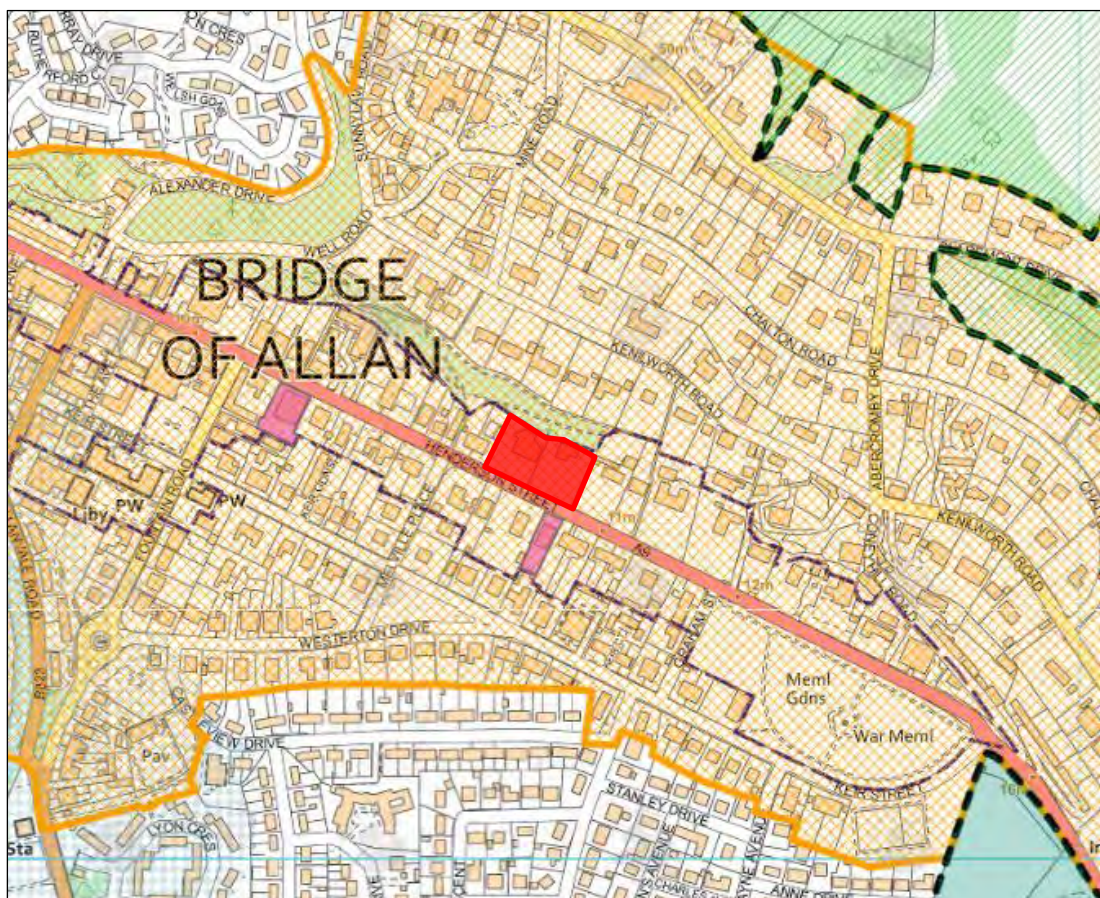
4.16 In addition, it also states that there will be a presumption in favour of development that contributes to sustainable development.

4.17 Within the Local Development Plan the site is subject to two specific policy designations:

- Bridge of Allan Conservation Area; and
- Bridge of Allan Network Centre.

4.18 An extract of the SLDP Proposals Map showing these designations is illustrated below.

**Figure 4.1 - Local Development Plan Extract**



4.19 The role of the Conservation Area is to preserve or enhance the character or appearance of the special architectural or historic interest of Bridge of Allan.

4.20 The key role and function of the Network Centre is convenience retail, comparison retail, food



and drink, offices and community and cultural facilities of a scale to serve the local community. Development to attract visitors and tourists is also supported.

### *Relevant Development Plan Policies*

- 4.21 Table 4.1 below presents SLDP planning policies of relevance to the proposed development. A commentary is provided which demonstrates how the proposals comply with each identified policy.
- 4.22 A number of policies are supported by Supplementary Guidance, although no adopted SG is of particular relevance in this case.
- 4.23 A further suite of Stirling Council guidance documents is also available but these guidance documents are non-statutory as they were adopted in support of the previous LDP. However, they still provide useful advice and guidance which has been taken into account during the development of the proposals (eg Placemaking, Conservation Area Character Appraisal and Trees). The weight which can be attributed to the non-statutory guidance in any decision making may be limited however.

**Table 4.1 – SLDP Policy Appraisal**

Policy Detail	Development Proposal Compliance
<p><b>Primary Policy 1: Placemaking</b></p> <p>Policy 1.1: Site Planning</p> <p>Policy 1.2: Design Process</p> <p>Policy 1.3: Green Infrastructure and Open Space</p>	<p>Overall, Primary Policy 1 requires development to not only be designed and sited with reference to their own specifications, but also in relation to the character and amenity of their wider location.</p> <p>The proposed development has been designed and sited by influence of topography, neighbouring architecture and its setting within the Conservation Area. It will replace two vacant and unused buildings which are structurally deteriorating and at risk.</p> <p>The concept is to create a simple and robust contemporary form that reflects and sits well within the surrounding traditional context. Design and form, incorporating a flat roof, sits comfortably within the adjacent residential setting and maintains a consistent urban edge to Henderson Street. A carefully selected palette of materials have been chosen to create harmony with the adjacent context. It is proposed to reuse/replacement of the main façade of no. 103 Henderson Street into the new building.</p> <p>New proposed landscaping elements are considered an acceptable replacement for the trees which would be lost to the streetscape, and will have a softening effect on important views along Henderson Street. The adjacent woodland and green corridor to the north will not be impacted, the planting proposals for the Site will complement this feature and continue to build the habitat network around the town.</p> <p>It is considered that the Design and Access Statement and associated building plans and elevations demonstrate that the design process has been well considered and offers a positive response to the site, its setting and relevant policy considerations.</p>

<p><b>Primary Policy 2: Supporting the Vision and Spatial Strategy</b></p> <p>Policy 2.3: Particular Needs Housing and Accommodation</p>	<p>Primary Policy 2 supports the delivery of development in accordance with the Local Development Plan Vision and Spatial Strategy.</p> <p>In relation to parts a, b and c of Policy 2.3 the site is located within a residential area where residents have a good choice of access to local services and facilities within the centre of Bridge of Allan. Indeed, the site sits within the identified Network Centre of the town.</p> <p>The proposed Care Home facility is considered to be an appropriate development to provide a type of accommodation for a growing elderly population.</p> <p>Policy 2.3 part (d) sets out a presumption against further provision of private nursing or residential care home accommodation for adults and older people unless it supports the outcomes and commitments arising from the Integration Joint Board Strategic Plan (IJBSP).</p> <p>Consultation has been undertaken with the Partnership in respect to existing care needs and the stock of provision within the wider area. It is contended that the proposed development will allow appropriate outcomes through a range of care allowing demand for independent communal living to be met in an appropriate location.</p> <p>The proposed care home facility will cater for diverse and flexible needs and will support relevant IJBSP outcomes and commitments. A full assessment of alignment with this Strategy is contained within Section 5.</p>
<p><b>Primary Policy 3: Provision of Infrastructure</b></p> <p>Policy 3.1: Addressing the Travel Demands of New Development</p> <p>Policy 3.2: Site Drainage</p>	<p>Policy 3.1 supports accessible developments in sustainable locations, providing links to existing sustainable transport options.</p> <p>Henderson Street is part of the main A9 trunk road, linking Stirling to the north coast of Scotland via Perth and Inverness. The nearest bus stops are 30m (eastbound) and 115m (westbound) from the application Site. Frequent bus services link Bridge of Allan direct to Stirling, Dundee, Perth, Glasgow as well as nearby towns such as Dunblane, Bannockburn and Dollar. Bridge of Allan Railway Station is 1km to the west.</p> <p>The proposed development sits within a very accessible and sustainable location for a range of transport modes. Travel to the care home for both staff and deliveries will be controlled and counter modal.</p> <p>Parking will be controlled and a green Travel Plan implemented.</p> <p>Sufficient car parking and cycle parking spaces for a development of this scale and nature are proposed. An efficient and effective refuse collection system can be employed. Full details are provided in the Transport Statement accompanying the application.</p> <p>Regarding Policy 3.2, the development will connect to the public sewer and water system. A sustainable drainage system (SUDS) will be incorporated into the design.</p>
<p><b>Primary Policy 4: Greenhouse Gas Reduction</b></p>	<p>Policy 4 seeks to support: energy-efficient, low-emission, climate-adapted development; the use of vacant and derelict land; the reduction and recycling of waste; provision for active travel and public transport; sustainable drainage and flood management, and the development of heat networks.</p>

<p>Policy 4.1 (Low and Zero Carbon Buildings)</p>	<p>As explained above, the site is in a highly sustainable location.</p> <p>Specification of plant and fixtures and fittings to assist with reducing the carbon footprint of the building through its life will be agreed in detail with the Council prior to construction. As example, low energy fittings, energy saving daylight sensors and PIR for lights will be specified where appropriate.</p> <p>The accompanying DAS provides further details.</p>
<p><b>Primary Policy 5: Flood Risk Management</b></p>	<p>The SEPA flood map indicates that the application site is not at risk of flooding.</p>
<p><b>Primary Policy 6: Resource Use and Waste Management</b></p>	<p>This policy seeks to reduce the amount of waste created and reduce the demand for new resources.</p> <p>The proposals will utilise an already developed site. Where possible, demolition material will be used in the new development, particularly the stonework of the existing façade at no. 103.</p> <p>During operation of the Care Home an efficient and effective refuse collection system can be employed. Refuse will be collected by a private contractor via the on-site service road. Recycling stations will be located throughout the Care Home for the sorting of recyclable materials.</p>
<p><b>Primary Policy 7: Historic Environment</b></p> <p>Policy 7.1: Archaeology</p> <p>Policy 7.2: Development within and out with Conservation Areas</p> <p>Policy 7.3: Development affecting Listed Buildings</p> <p>Policy 7.8: Development affecting Battlefields, Gardens and Designated Landscapes</p>	<p>Primary Policy 7 requires that development is not detrimental to the historic environment and the setting of its component features.</p> <p>The accompanying Heritage Impact Assessment provides full details of the approach to and consideration of the Historic Environment.</p> <p>The findings of the HIA indicates that there much of the heritage interest associated with the building on site has now decayed to the extent that the significance that they once derived from the detail of design, including fixtures and fittings, has now been lost.</p> <p>In their current condition both No.103 and No.105 are having a negative impact upon both the character of the Conservation Area and the setting of the closest Listed Buildings.</p> <p>Supplementary Guidance: Standing Building Recording suggests a condition of planning or listed building consent could be used to ensure an appropriate level of recording of any building to be demolished or significantly altered. The applicant would be happy to accept an appropriately worded condition to this affect.</p>
<p><b>Primary Policy 9: Managing Landscape Change</b></p> <p>Policy 9.3: Landscaping and Planting in association with Development</p>	<p>The submitted Landscape Plan presents details of the proposed planting arrangements for the gardens and open spaces throughout the development.</p> <p>It is considered that the new landscape and planting works are appropriate to the local context and to the scale and nature of the development.</p>
<p><b>Policy 10.1: Development Impact on Trees and Hedgerows</b></p>	<p>A number of semi-mature ornamental trees will be removed to make way for the development. The accompanying Tree Report provides full details of the existing planting within the Site.</p> <p>The new landscaping element of the proposals are considered to be an acceptable replacement for the trees and shrubs which would be lost to the streetscape.</p>

## Summary

- 4.24 The proposals for the Care Home are considered to be compliant with all relevant policy and guidance of the adopted Stirling Council Local Development Plan 2018. Supporting technical documentation submitted with the application demonstrates that there will be no unacceptable impacts as a result of the development and that appropriate mitigation measures can be employed.
- 4.25 In relation to policy 1.1 - 1.3 of the LDP the proposed building, by virtue of its siting, scale and massing, represents a coherent introduction that will have a positive effect on the character of the conservation area. Overall, the mass, height and density is comparable to traditional villas and their plot ratios. Proposals would form a logical and coherent part of the streetscape without adversely affecting the amenity of the area.
- 4.26 The following Section of this Statement highlights other material considerations that are relevant to the determination of this application.

## 5 Material Considerations

### Introduction

5.1 The preceding section of this statement has appraised the proposals against relevant Development Plan policy. This Section considers and appraises the proposals against other relevant material considerations which will be of interest to Stirling Council as the planning authority and decision makers. The material considerations are:

- National Planning Framework 3 (NPF3) (2014);
- Scottish Planning Policy (SPP) (2014);
- Historic Environment Scotland Policy and Guidance;
- Strategic Commissioning Plan 2019-2022;
- Demographics;
- Age, Home and Community: A Strategy for Housing for Scotland's Older People: 2012-2021 (2011); and
- Planning Advice Notes (PANs).

### National Planning Framework (NPF3) (2014)

5.1 NPF3 sits at the pinnacle of the policy framework and sets out strategic aims and objectives which must be incorporated into the Development Plan. Scotland's NPF3 was approved by the Scottish Government in June 2014 and provides a framework for the spatial development of Scotland.

5.2 The wider objectives of NPF3 are to make Scotland:

- A Successful Sustainable Place – supporting economic growth, regeneration, and the creation of well-designed places.
- A Low Carbon Place – reducing our carbon emissions and adapting to climate change.
- A Natural Resilient Place – helping to protect and enhance our natural cultural assets and facilitating their sustainable use.
- A Connected Place – supporting better transport and digital connectivity.

5.3 Due to changing demographics, flexibility in approaches to housing provision is required in order to understand which approaches respond best to varying local requirements. The focus particularly on areas where the greatest levels of change is expected and where there is considerable pressure for development including development that will cater for the older population as a priority demographic.

5.4 Scottish Government wishes to see a significant rise in house building, to ensure housing

requirements are met across the country. NPF3 confirms in Paragraph 2.18 that provision of specialist housing would also contribute to local housing targets in a sustainable location. in an area that is currently deficient.

### **Scottish Planning Policy (2014)**

- 5.5 SPP is a statement of Government policy on land use matters and relating to the development plan, the design of development, and the determination of planning applications. It forms a significant material consideration and is based on sustainable development within the Town and Country Planning (Scotland) Act 1997 (as amended), with a presumption in favour of sustainable economic development. Together with NPF3 it assists the planning system in delivering outcomes to foster sustainable economic growth through positive planning.
- 5.6 Guidance on Successful, Sustainable Places contained within SPP relates to two Principal Policies: these being Sustainability and Placemaking.
- 5.7 In terms of sustainability, sustainable economic growth forms the foundations of the NPF3 strategy. SPP embraces this by detailing the principles to help guide and promote sustainable development. It also indicates that the decision makers should give significant consideration to the presumption in favour of sustainable development and should offset this decision by taking into account *'any adverse impact which would significantly and demonstrably outweigh the benefits when assessed against the wider policies.'*
- 5.8 Design elements developed as part of the proposals for the Site reflect the placemaking principles promoted by government's guidance presented in Creating Places and Designing Streets.
- 5.9 .Again, the use of the Site supports the Government's aim to deliver high quality places whilst making the most efficient use of urban brownfield land.
- 5.10 Paragraph 15 of SPP states that planning can provide opportunities for people to make sustainable choices and enable people to be able to improve their quality of life. This paragraph continues that *'delivering high-quality buildings, infrastructure and spaces in the right locations helps provide choice over where to live and style of home, choice as to how to access amenities and services and choice to live more active, engaged, independent and healthy lifestyles.'* The proposals for the Site promote societal inclusion through its positioning adjacent to an existing residential area and the public transport links to services and facilities. Residents will have good access to amenities and services and will continue to play an active part in their community.
- 5.11 SPP (para 132) is clear in stating that local authorities are required to consider the need for specialist provision that covers accessible and adapted housing, wheelchair housing and supported accommodation, including care homes and sheltered housing. SPP recognises that

this supports independent living for elderly people and those with a disability. Where a need is identified, planning authorities should prepare policies to support the delivery of appropriate housing and consider allocating specific sites.

5.12 The proposal is therefore compliant with SPP in this regard.

### **Historic Environment Scotland Policy and Guidance**

5.13 The accompanying Heritage Impact Assessment fully considers heritage policy and guidance and should be read in support of this section of the Planning Statement. It provides an impact assessment and conclusions which demonstrate the acceptability of the proposals in terms of heritage policy and guidance.

5.14 Scottish Government's policies on alteration or change in the historic environment are set out in Scottish Planning Policy (SPP). The Historic Environment Policy for Scotland (HEPS) sets out how to approach decisions in the planning system affecting the historic environment.

5.15 Managing Change in the Historic Environment is a suite of guidance notes prepared by HES about making changes to the historic environment. Those of relevance in this case are listed below.

- Managing Change in the Historic Environment: Demolition of Listed Buildings.
- Managing Change in the Historic Environment: Setting.
- Guidance on Conservation Areas: interim document on the designation of Conservation Areas and Conservation Area Consent.
- Listed Building Consent – Interim Guidance on the Principles of Listed Building Consent.

5.16 In deciding whether conservation area consent should be granted, planning authorities should take account of the importance of the building to the character or appearance of any part of the conservation area, and of proposals for the future of the cleared site. In assessing an application for listed building consent, the planning authority is required to have special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possess.

5.17 The Heritage Impact Assessment presents the case for demolition of the existing buildings on Site. It considers the demolition is appropriate, given that the structural condition of the buildings and their negative impact the buildings are having on the character of the Conservation Area. The replacement development is considered an acceptable proposal that is compliance with all relevant LDP policy and guidance.

5.18 The legislation, policy and guidance outlined above is reflected in Policy 7.3(a) of the Stirling Local Development Plan 2018.

## Strategic Commissioning Plan 2019 – 2022

- 5.19 The Strategic Commissioning Plan 2019 – 2022 describes how the Clackmannanshire and Stirling Health and Social Care Partnership will make changes and improvements to develop health and social services for adults over future years. It is a high-level plan that is informed by a number of other reports and assessments, including; the Strategic Needs Assessment, National Outcomes, the Housing Contribution Statements for Clackmannanshire and Stirling Councils, Performance Framework, and supporting delivery plans.
- 5.20 During consultation for the Strategic Plan the Partnership recognised that communities depend on good quality housing options for everyone. This covers all housing needs including care home provision.
- 5.21 The Partnership recognises an identified need for more appropriate ranges of housing with care for all care groups and ages across communities. To successfully achieve place based care in communities, the Partnership advocates a range of housing options, providing the opportunity for people to live well within their own community. It allows for safe and effective development of care closer to home, reducing travel and ‘down time’ of care providers, and maximising the time that can be offered in supporting people and identified outcomes.
- 5.22 LDP Policy 2.3 (d) specifically makes a specific link between care home provision and the outcomes and commitments of the Strategic Commissioning Plan.

### *Outcomes and Commitments*

- 5.23 There are nine National Health and Wellbeing Outcomes set by the Scottish Government that the Partnership is measured against. Of most relevance in this case is Outcome 2 – Independent Living, which states that people, including those with disabilities, long-term conditions, or frailties, are able to live as far as practicable, independently at home, or in a homely setting, in their community.
- 5.24 Scotland’s National Dementia Strategy moves away from a healthcare model and places more emphasis on people being supported within their own communities, as well as reducing the amount of time people with dementia spend in a hospital environment.



**Figure 5.1 - Partnership Priorities for 2019 - 2022**


Vision	Priorities	Enabling Activities			Strategies and Initiatives to deliver change
...to enable people in the Clackmannanshire and Stirling Health & Social Care Partnership area to live full and positive lives within supportive communities	Care Closer to Home	Technology Enabled Care	Workforce Planning and Development	Housing / Adaptations	Intermediate Care Strategy
	Primary Care Transformation				Primary Care Improvement Plan
	Caring, Connected Communities				Carers (Scotland) Act 2016 Community Empowerment (Scotland) Act 2015 Free Personal Care for under 65's 'A Connected Scotland: our strategy for tackling isolation and loneliness and building stronger social connections' Public Health Priorities for Scotland
	Mental Health				Mental Health Strategy
	Supporting people living with Dementia				Dementia Strategy
	Alcohol and drugs				Forth Valley ADP Strategy



5.25 The Partnership recognises that there is an identified need for more appropriate accommodation with care for all groups and ages. It therefore aims to expand housing with care opportunities across all communities.


5.26 Outcomes and commitments from the Strategic Plan are reproduced below and a care home offering could indeed support these outcomes, as per the requirement of LDP Policy 2.3 (d). The Strategic Plan mentions that the outcomes to be achieved are those as specified by Scottish Government, as presented below. An indication of where the Care Home, as proposed, is supportive of these is indicated.


**Figure 5.2 - Scottish Government Health and Wellbeing Outcomes**


**Scottish Government Health and Wellbeing Outcomes**

**Outcome 1:** People are able to look after and improve their own health and wellbeing and live in good health for longer 



**Outcome 2:** People, including those with disabilities or long term conditions, or who are frail, are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community  

**Outcome 3.** People who use health and social care services have positive experiences of those services, and have their dignity respected 

**Outcome 4.** Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services 

**Outcome 5.** Health and social care services contribute to reducing health inequalities 

**Outcome 6.** People who provide unpaid care are supported to look after their own health and wellbeing, including to reduce any negative impact of their caring role on their own health and well-being

**Outcome 7.** People using health and social care services are safe from harm  

**Outcome 8.** People who work in health and social care services feel engaged with the work they do and are supported to continuously improve the information, support, care and treatment they provide

**Outcome 9.** Resources are used effectively and efficiently in the provision of health and social care services

Figure 5.3 - Partnership Outcomes for 2019 - 2022



## Demographic Need

- 5.27 It is clear from published statistics that Scotland, and indeed the Stirling area itself, will see a significant increase in the older aged population in future years. A key aspect of determining the need of many health and social care services is the size and age distribution of the population.
- 5.28 The Clackmannanshire and Stirling Health and Social Care Partnership recognises that a key challenge to deal with is this means a continued and increasing demand for services, particularly for older people and people with multiple and complex conditions.

Figure 5.4 - Extract from Strategic Commissioning Plan 2019 – 2022

### Residential care



### Dementia



- 5.29 The profile of the area of Stirling in relation to the age of its population is around the national average, with those sixty-five years of age rising from 19.39% of the population to 24.79% over the period to 2035. Those in the oldest cohorts will increase as a proportion of the total population and in absolute numbers through the period to 2035.
- 5.30 In the absence of appropriate accommodation pressures will increase on higher-end services, such as Registered Care Homes providing Personal Care and Registered Care Homes providing Nursing Care. Those having difficulty with one or more domestic tasks in Stirling will increase between the years 2017 to 2035 from 7,322 to 11,269. This failure often persuades older people, or their relatives, of the need to move to a high care setting, such as a Registered Care Home.
- 5.31 Similarly, those experiencing difficulty with at least one task of personal care are projected to rise from 5,990 in 2017 to 9,221 in 2035 within the older population of Stirling. This may contribute to additional demand for specialised accommodation but will have a direct impact on demand for care home places.
- 5.32 The age cohort seventy to seventy-four years of age in Stirling shows an increase of 31% in the period to 2035 for those that will have difficulty in managing at least one mobility task on their own. This age cohort is a key group when looking at the transition in to specialised

accommodation and will have an impact upon demand for specialised accommodation and support services.

- 5.33 Throughout the period to 2035 there is predicted to be a 74% increase in the population aged sixty-five and above of Stirling that have dementia; with an increase in the 90 years of age cohort that will increase by around 158%. These significant rises will again place increasing demand on care and accommodation places.
- 5.34 Stirling exceeds the national trend toward owner-occupation as the dominant tenure for older people. Levels of owner-occupation among older people are substantial at 79.35% for those between 65 and 74 years of age. In the oldest age group the level of home ownership may be depressed by lack of options for owner-occupation in specialised accommodation but remains significant at 69.79%.
- 5.35 Taking tenures together and comparing with the whole population it would appear that levels of provision of specialised housing for older people are below national averages.
- 5.36 There is a projected increase in the total population of Stirling from 93,529 in 2017 to 104,832 in 2035, this is set against a projected increase in the numbers of people who are over sixty-five years of age and over eighty-five years of age. These two threshold ages are used because sixty five represents the general point of exit from paid employment and eighty five is a significant threshold for needing specialised accommodation and services.
- 5.37 The proportion of the population sixty- five years of age or over in the area is slightly above the national average for Scotland in 2017 with a projected proportion that will rise to 24.79% through to the end of 2035. For those eighty -five years of age and above, the proportion in area is again higher than the average for Scotland and the differential, although modest slightly increases over the period to 2035.
- 5.38 Neither the LDP nor the Strategic Commissioning Plan precludes care home provision. Numerous linked strategies shape the Strategic Commissioning Plan and review suggest these do not preclude care home provision..
- 5.39 The LDP indicates that, in order to be supported in principle, care home proposals must support the outcomes and commitments arising from Strategic Commissioning Plan. Although the planning link between LDP Policy 2.3(d) and the Strategic Commissioning Plan has limited credence, it is demonstrated above that the care home offering as proposed would indeed support relevant outcomes and commitments identified by the Social Care Partnership.

### **Age, Home and Community: A Strategy for Housing for Scotland's Older People: 2012-2021**

- 5.40 This document highlights the recognition of an ageing population. It goes on to note the main



ways in which the housing sector will support the reshaping of our health and social care services, 'shifting the balance of care' and independent living. Those relevant to this proposal are as follows:

- Ensuring an appropriate balance of provision, across all tenures, and a range of housing sizes / types, including extra care, sheltered and mainstream housing.
- Providing specialist care and support, which is suitable for people with greater health and care needs, particularly mobility problems, and providing accommodation for respite care, facilitating early discharge from hospital.
- Building new housing, both mainstream and specialist, which is adaptable and suits the needs of older people.

5.41 It is evident that the provision of housing such as the care home proposed has been identified as being necessary to provide for the ageing population. The proposed care home represents a form of specialist housing where a high level of nursing extra care and dementia care is provided. This supports a mix of housing types needed to cater for our older population.

### **Socio-Economic Benefits**

5.42 Appendix 1 presents an Economic Impact Assessment of the proposals. In summary, it estimates that the development would generate an additional £1.7 million for the Stirling economy.

5.43 Furthermore, it is estimated that the proposed development will result in 76 local jobs and generate an annual GVA injection of £1.3m to the Stirling economy.

5.44 In addition to the above there will be wider business benefits related to the ongoing maintenance and upkeep of the proposed development, estimate to be around £150k per annum. This expenditure will support local businesses as there will be a focus on utilising local labour and business in maintaining the facility.

### **Planning Advice Notes**

5.45 The design and layout also comply with advice on good planning practice as set out within the Planning Advice Notes (PANs), published by the Scottish Government. PANs which are considered to be of particular relevance to the assessment of the proposals relating to the development of this site include:

- PAN 44 | Fitting New Developments into the Landscape.
- PAN 60 | Planning for Natural Heritage.
- PAN 65 | Planning and Open Space.
- PAN 67 | Housing Quality.

- PAN 68 | Design Standards.
- PAN 71 | Conservation Area Management.
- PAN 75 | Planning for Transport.
- PAN 77 | Designing Safer Places.
- PAN 78 | Inclusive Design.

### *PAN 71 Conservation Area Management.*

- 5.46 PAN 71 is clear in stating that being within a conservation area does not mean a prohibition on development. It does mean though carefully managing change to ensure that the character and appearance of these areas are safeguarded and enhanced for the enjoyment and benefit of future generations.
- 5.47 It continues to advise that development within a conservation areas does not necessarily need to replicate its surroundings. The challenge is to ensure that all new development respects, enhances and has a positive impact of the area.

## 6 Conclusions and Recommendations

### Conclusions and Recommendations

- 6.1 Section 25 of the Town and Country Planning (Scotland) Act 1997 (as amended), requires planning applications to be determined in accordance with the Development Plan, unless material considerations indicate otherwise. The application for the site at 103 to 105 Henderson Street, Bridge of Allan, is compliant with planning policy within the adopted Stirling Local Development Plan (2018). The proposed development is supported by planning policy and the supporting planning guidance.
- 6.2 This application for full planning permission proposes a *'70 bed care home development (Class 8) including landscaping, access and associated works'*. The application site is located on the north side of Henderson Street near the centre of Bridge of Allan.
- 6.3 The design and layout of the development incorporates the six qualities of a successful place as set out in Scottish Planning Policy (2014) and embodies the core principles of the LDP and its supporting guidance. It respects the character of the surrounding area, particularly in relation to the arterial route of Henderson Street and the wider Conservation Area.
- 6.4 This Planning Statement has concluded that the application before Stirling Council is in compliance with the Development Plan and that there are no material considerations that should preclude the granting of a consent, subject to appropriate conditions. Indeed, the application has major social and economic benefits which contribute to city wide objectives for sustainable growth.
- 6.5 Other material considerations in the form of policies from NPF3 and SPP are supportive of the proposal.
- 6.6 Above all, the proposals will ensure that local people with acute care needs can continue living locally within their community and in a homely environment and RFA therefore respectfully request that the application be granted.



## Appendix 1 - Market Rationale and Economic Impact Assessment

### Introduction

RFA has been appointed by Simply UK to formulate an independent market assessment and economic impact assessment for the proposals for a new care home in Henderson Street, Bridge of Allan.

### UK Market Rationale for Care Homes

Rapidly ageing populations across UK will be the biggest long-term driver of growth in the care home market. Forecasts suggest the potential strain on healthcare systems could be significant. In the UK, there is already a discussion about the potential impact of an ageing 'time bomb'.

In 1922, there were 160 centenarians (those aged 100 or over). In 2100, forecasts suggest there will be 1.4 million. The UK's population continues to age both individually and at the population level, adding to the 'dramatic change' which has already taken place. In 1925, only 6.4% of the population was over the age of 65; by 2016 this had increased to 18%, and in 2050 it is forecast to increase to 25%, according to the ONS.

Care homes are therefore playing an increasingly important and valuable role on supporting the care needs of older people. This is in part a direct response to the ongoing Covid19 pandemic, as well as directly addressing the significant and growing ageing population being witnessed across the EU, UK, Scotland and the Stirling, and Bridge of Allan.

As the International Longevity Centre report, published in 2013, 'Downsizing in later life and appropriate housing size across our lifetime' has highlighted, older people are often in denial about the realities of ageing and what downsizing and specialist housing could offer them. The report notes that older people will move if they are offered housing options that will improve their quality of life and potentially improve their health and social care outcomes in later years. Accordingly, it advocates building more appropriately designed homes for older people in order to encourage downsizing and avoid first-time buyers and older people chasing similar smaller homes.

Despite growing demand, the UK is building fewer specialist homes for older people than in the 1980s. While all types of new homes are required, with the impending rapid growth in the retired and elderly population, both local authorities and housing associations are recognising that there is an increasing need for specialist housing for older people to reflect both rising demand and social pressures.

The fundamental principal underpinning the sector is the ageing population, allied to the increase in the number of private homeowners with substantial equity, will create sufficient demand for a significant number of retirement and extra care developments throughout the UK.

Furthermore and another driver for care home services, there is an understanding that the Covid19 pandemic is expected to be with the UK and global population for the medium to long term. The ongoing pandemic is fast-moving and the proposals being led by Simply UK are being designed to address the new guidelines around safeguarding older people, as well as those infirm aged people of working age.

## Scotland Market Rationale for Care Homes

This is an even more pressing requirement to provide care home services for older people as Scotland's population continues to age at a faster rate.

Despite the growth in the development of extra care units, the number of people in Scotland aged over 65 years is projected to grow from the current 1.0 million (19.1%) to 1.3 million (24.4%) in the next 15 years to 2034. There is also increasing diversity among older people in terms of age, culture, wealth, ability and lifestyles, as old age is no longer seen as a single, defined way of life as it was in the past.

A review of Scotland's population projections in the period to 2043 has been undertaken, this shows:

- Scotland's population is projected to grow by 2.5% in the period to 2043;
- The proportion of children is projected to shrink by 10.5% in the period to 2043;
- The proportion of working age people is projected to shrink by 0.2% in the period to 2043;
- The proportion of retired people is projected to increase by 23.2% in the period to 2043; and
- The proportion of people over 75 years is projected to increase by 70.6% by 2043.

These projections highlight the significant change in the age of people in Scotland over the next two decades. When assessing the same projections at the regional (Stirling) level, the ageing population situation is even more stark. A review of the Stirling's population projections in the period to 2043 has been undertaken, this shows:

Stirling's population is projected to increase by 10.5% in the period to 2043;

- The proportion of children in Stirling projected to increase by 1.4% in the period to 2043;
- The proportion of working age people in the Stirling is projected to rise by 7.6% in the period to 2043;
- The proportion of retired people in the Stirling area is projected to increase by 28.2% in the period to 2043; and
- The proportion of people over 75 years in Stirling is projected to increase by 74.33% by 2043.

The above bullet points reiterate the scale of increase in retired people and people aged over 75 years, this is significant at the national level but even more so at the Stirling level. In fact, the Stirling has one of the fastest growing ageing populations in Scotland, only a handful of other local authorities have a rate higher than that being reported at the Stirling level.

There are currently 11.8 million people in the UK over the age of 65. This number is forecast to rise by 20% over the next decade. The number of people aged 90 or over is set to almost double in the next 10 years. At the UK level, it is estimated by 2025, 20% of the UK population will be over 65, representing 14.3 million people, and it is estimated that the over 65s own a combined £800 billion of housing equity. This is further presented in the local market assessment outlined below.

As well as an ageing population, there have been significant changes to household composition with a trend towards a higher proportion of single-person households of all ages, adding to the pressures on housing. Currently it is estimated that 38.4% of people aged over 85 years who own their own home under occupy. This is adding to the growing debate about under occupation. At the same time, local authorities for budgetary reasons are increasingly reluctant to fund older people in care homes, particularly personal care homes, favouring domiciliary care as an alternative to residential care on the basis that people wish to remain in their own homes.

It is clear from the ongoing Covid19 pandemic, and the significant ageing population at the UK level, in Scotland and across the Stirling area that there is an increasingly requirement for the homecare services in Bridge of Allan and Stirling to cater for an ever increasing older, and ageing, population.

### Local Market Rationale for Care Homes

An assessment of the local demand and supply conditions has been undertaken to assess the local situation for a care home in Bridge of Allan. This draws on various sources and is based on an approximate ten minute drivetime from Stirling town centre; the main settlement has been used to access and drawdown relevant statistics.

### Local Supply Situation

An assessment of local supply factors has been undertaken. The following tables summarise the key supply features for care homes within a ten minute drivetime proximity of Stirling.

The following table shows that there are three care home with quality beds in the local area, this accounts for 178 bedspaces – which is 65% of the total number of beds in the local area (from eight care homes). This proportion is higher than the national average of quality bedspaces. Quality beds are those with a high percentage of en-suites and those built within the last 20 years.

**Table 1: Quality Beds**

quality beds	homes	beds	% beds	GB%
built after 2000	1	60	22.10%	22.20%
25+ beds, 90% + en-suite	2	118	43.40%	19.50%
<b>total quality beds</b>	<b>3</b>	<b>178</b>	<b>65.40%</b>	<b>41.60%</b>
<b>all beds</b>	<b>8</b>	<b>272</b>	<b>100.00%</b>	

Of the eight care homes in the 10 minute catchment, half of these are privately owned, representing 74% of total beds, which is below the national average of 83%. There is a higher proportion of local authority/NHS beds in the catchment, than compared to the national average.

**Table 2: Ownership Type**

ownership type	homes	beds	% beds	GB%
private	4	202	74.30%	83.10%
voluntary/ charity	2	35	12.90%	13.30%
local authority/NHS	2	35	12.90%	3.70%
<b>total</b>	<b>8</b>	<b>272</b>	<b>100.00%</b>	

Al but one of the eight care homes in the local area are operated by large groups, with only one being a run as a family business. There is a higher proportion of beds operated by large groups locally than witnessed nationally.

**Table 3: Operator Type**

operator type	homes	beds	% beds	GB%
groups	7	249	91.50%	74.20%
family run	1	23	8.50%	25.80%
total	8	272	100.00%	

Five of the eight home reviewed are residential home, with the other three being nursing homes. There are 272 beds in the local area, with the average home being 34 beds.

**Table 4: Accommodation Quality**

accommodation quality	resi.	nursing	total
number of homes	5	3	8
<i>% purpose built homes</i>	<i>20.0%</i>	<i>100.0%</i>	<i>50.0%</i>
total number of beds	94	178	272
average size (beds)	19	59	34
<i>% single rooms</i>	<i>97.8%</i>	<i>100.0%</i>	<i>99.3%</i>
<i>% en-suite rooms</i>	<i>72.8%</i>	<i>100.0%</i>	<i>90.7%</i>

**Local Demand Situation**

An assessment of other local demand has been undertaken. The following tables summarise the key drivers demand for care home.

The table below highlights that the over 75 age group represents 8% of the total population in the local area, this is projected to rise to 10% by 2028 – this is broadly in line with the national picture. This would be the equivalent of an additional 1,200 over 75 year olds, many of whom would require access to care provision.

**Table 5: Age Profile**

Proportions	over75s	% total	GB%
2018	4,049	8.00%	8.30%
2023	4,761	9.20%	9.60%
2028	5,217	10.00%	10.60%

The following table shows that the over 75 age group is forecasted to grow by nearly 30% over the decade to 2028, again this is broadly in line with the national projection. It highlights the scale of demand for catering for this growing age band, notably care homes and care provision.

**Table 6: Age Growth Rate**

Growth Rate	over75s	%on 2018	GB%
2018	4,049		
2023	4,761	17.60%	18.50%
2028	5,217	28.80%	28.80%

Based on a review of the supply side feature, and the over 75 population and population growth, it highlights that there is a shortfall in the number of beds for old people in this location, with this growing over the period to 2028.

**Table 7: Bed Demand**

Bed Demand	demand	supply	difference	result
2018	346	272	74	shortfall
2023	403	272	131	shortfall
2028	448	272	176	shortfall

The table below draws on figures from CACI in respect of the relative affluence of the local over 75 population, it shows that overall the area is relatively less well off than the national picture. However, it does also show that there are more older people in the 'higher affluence' banding than the 'lower affluence' banding.

**Table 8: Affluence**

ACORN group	site	site%	GB%
group1-higher affluence	2,320	46.90%	51.90%
group2- median affluence	809	16.40%	16.40%
group3- lower affluence	1,813	36.70%	31.70%
<b>medium-high affluence</b>	<b>3,129</b>	<b>63.30%</b>	<b>68.30%</b>

This table indicates that the local area has a considerably lower average house price than the national average, however the local area does have an average house price above the Scottish average (£155,000). However, the local area has a higher incidence of home owners, with 80% of the home being owned, compared to 73% nationally. There are also more homes locally that have residents with a salary greater than £50,000.

**Table 9: Housing Wealth – Head of Household aged over 75**

housing data for 2018	site	GB
total households	2,225	
total household wealth £m	0	
average housing value £	184,609	283,858
homes owned outright	68.40%	62.00%
homes owned w/ mortgage	11.90%	11.00%
total homes owned	80.30%	73.00%

homes with £50,000+ income	19.70%	16.00%
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The following table highlights that the local area has a lower level of average house values across all age bands from 65 years onwards, when compared to the national average. Although it should be noted these are all well above the Scottish average.

**Table 10: Housing Wealth – Average Values £**

age group	site	GB
65+	186,602	283,693
75+	184,609	283,858
85+	182,011	288,200

The following table presents the same analysis as above, but segments the analysis into 10 year periods, it validates the same results as presented in the table above.

**Table 11: Housing Wealth – Average Values £**

age group	site	GB
65-74	188,371	283,541
75-84	185,713	281,887
85+	182,011	288,200

The following table indicates the number of households in the key age brackets for care home, and what number and proportion of these are owned outright by their occupants. This summarises that in the local postcodes the majority, and vast majority in some cases, of households are owned outright, ranging from 56% to 72%. This is particularly the case in FK9 4 (Bridge of Allan) and FK9 5 (Causewayhead), the areas where the proposed development is located.

**Table 12: Postcode - Households and Owner Outright**

<i>postcode - number of households</i>			
postcode sector	65-74	75-84	85+
FK7 0&9	915	598	231
FK8 1&2	734	448	208
FK9 4&9	859	516	224
<i>postcode - owned outright</i>			
postcode sector	65-74	75-84	85+
FK7 0&9	565	410	161
FK8 1&2	409	286	139
FK9 4&5	584	367	158
<i>Percentage of owned</i>			
postcode sector	65-74	75-84	85+
FK7 0&9	61.7%	68.6%	69.7%
FK8 1&2	55.7%	63.8%	66.8%
FK9 4&5	68.0%	71.1%	70.5%

The following table summarises the average value of homes in the vicinity of the proposed development. This also validate the above chart which shows that the home of the elderly residents in close proximity to the proposal develop (FK9 4 and FK9 5) have house values considerably above the local and Scottish average.

**Table 13: Postcode – Average House Value £**

postcode sector	65-74	75-84	85+
FK7 0&9	146,578	143,578	137,909
FK8 1&2	184,997	184,997	168,476
FK9 4&5	234,915	226,189	217,827

The following table summarises the number of residents, by age band, and their associated income banding. It does show that almost a quarter of the older aged residents have a household income above £50k.

**Table 14: Postcode – Income Bands £**

income band	65-74	75-84	85+
£0-£9,999	293	270	135
£10,000-£19,99	598	462	209
£20,000-£29,999	423	243	99
£30,000-£39,999	286	138	51
£40,000-£49,999	259	132	49
£50,000-£74,999	375	179	66
£75,000-£99,999	136	69	26
£100,000+	139	71	28
<b>total</b>	<b>2,508</b>	<b>1,562</b>	<b>663</b>

In summary, the supply and demand assessment has shown a number of key findings. Notably it shows that at present there is unmet demand in the local area, with only eight local care homes. These eight care homes are presently not meeting demand.

This position is expected to worsen as the population continues to age at a faster rate, this is even more the case in Stirling than in other areas across Scotland. There is currently a shortfall of around 75 bedspaces, without any further investment in care provision, this is expected to increase to around 175 by 2028.

The assessment has also found that the local area is relatively affluent, with high incomes and a high provision of owner occupied homes. This is particularly the case in the postcode where the proposed development is to be located.



## **Economic Impact Assessment**

### **Local Construction Related Impacts**

The amount of construction employment provided by the proposed Development has been estimated using 'man years of employment' (MYE) derived from the average turnover per employee in the construction industry in Stirling. This is a method whereby the number of people on-site over the whole construction period (whether full-time/part-time, permanent, temporary or seasonal) can be estimated as PYEs.

The Scottish Government compiles regional estimates for turnover per construction employee within the Scottish Annual Business Statistics and the current (2016) Stirling figure identified within this assessment is £241,760. In order to calculate the GVA impact of new construction related posts the GVA per construction employee for Stirling is utilised, in this case £62,519. This figure is also drawn from the Scottish Annual Business Statistics.

At the time of the assessment, a detailed breakdown of construction costs was not available. Although final capital costs have not been calculated at this stage in the design process, the likely costs associated with the construction this would likely involve expenditure of approximately £10.0 million.

Using the pro-rated output per construction employee figure of £241,760 this employment coefficient identifies that 41 person years of construction employment would be created by the proposed Development. Based on Scottish Enterprise Project Appraisal Guidance, we have assumed that 67% of construction jobs would be taken by people in the regional area (Stirling), this equates to 27 person years of construction employment at the regional level.

Based on a GVA per construction employee of £45,950 per annum, it is estimated that the Development would generate an additional £1.7 million for the Stirling economy.

### **Local Operational Related Impacts**

The number of gross direct jobs which should be measured to calculate density should be all those working on-site at full capacity expressed as Full Time Equivalents (FTEs). FTEs translates temporary and part time employment into a proportion of permanent and full time positions.

The proposed development includes a new 70 bed care home, and based on a Joseph Rowntree Foundation report which found that there is a requirement for around 0.8 FTEs for every care home resident / bed space, resulting in 56 FTEs.

The posts will include:

- Care Home Management
- Administrators
- Receptionists
- Care Assistants
- Trained Nurses
- Housekeepers
- Hospitality staff
- Chefs
- Kitchen assistants

- Maintenance staff / gardeners

This appraisal must take account of displaced economic activity. Displacement is the proportion of benefits accounted for by reduced benefits elsewhere in the target area. Displacement arises where a development takes market share or factor market displacement (land, labour or capital) from other existing areas/organisations. Displacement is likely to be low as the 'Market Rationale' assessment has indicated that there is a shortage of appropriate care bed spaces in the Stirling and Bridge of Allan area. In line with Scottish Enterprise Economic Impact Guidance low displacement is assumed to be 10%.

There will be indirect and induced benefits across the wider city region. Such benefits are calculated using supplier and income multipliers. Latest Scottish Government input-output tables have been used to derive the following combined multipliers used within the economic impact assessment. Combined multipliers denote both indirect and induced affects and are also commonly referred to as Type II multipliers. The 'Residential Care and Social Work' industry group has an employment multiplier of 1.5.

Average GVA for jobs likely to be established as part of the completed development are presented to calculate the additional GVA generated by the development. These have been derived from the GVA per employee by sector and by area from the Scottish Annual Business Statistics, where the 'Education, human health and social work activities' in Stirling have a GVA of £16,371.

The table below outlines that the proposed development will result in 76 local jobs and generate an annual GVA injection of £1.3m to the Stirling economy.

**Table 15: Summary of Economic Benefits**

Gross Jobs	Displacement	Displaced Jobs	Net Jobs	Multiplier	<b>Net Direct Jobs</b>	GVA Per Head	<b>Net GVA</b>
56	10%	5.6	50.4	1.5	<b>75.6</b>	£16,371	<b>£1,237,648</b>

In addition to the above employment related impacts there will be wider business benefits related to the ongoing maintenance and upkeep of the proposed development, estimate to be around £150k per annum. This expenditure will support local businesses as there will be a focus on utilising local labour and business in maintaining the facility. The assessment also excludes exchequer benefits associated with local and national taxes generate by the proposal.



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