

Senior Living Urban (Epsom) Limited
Site at Epsom Hospital, Dorking Road, Epsom KT18 7EG

Appeal A
LPA Ref: 19/01722/FUL
Appeal Ref: APP/P3610/W/21/3272074

Appeal B
LPA Ref: 21/00252/FUL
Appeal Ref: APP/P3610/W/21/3276483

Housing with Care need update
July 2021

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1. Introduction

- 1.1. My name is Jessamy Venables BSc (Hons) MSc MRICS, an Associate at Carterwood, specialist advisers dedicated to the care home, older people's housing and care village sectors. I have worked within a specialist healthcare team for over 20 years, including as a director within a national surveying practice. My experience includes the valuation, acquisition and sale of operational care businesses alongside the provision of bespoke consultancy for proposed and existing care homes and accommodation with care schemes as part of the planning process.
- 1.2. Carterwood completed a Planning Need Assessment in September 2019 (PNA 2019) [CD1.3.5] on behalf of Senior Living Urban (Epsom) Limited in relation to the site at Epsom Hospital, Dorking Road, Epsom ET18 7EG, which was submitted as part of Planning Application A. I was the author of the report, which provided an analysis of the need for housing with care on the basis of a circa 5-mile market catchment of the proposed scheme and a circa 3-mile sensitivity area.
- 1.3. An updated Planning Need Assessment dated January 2021 (PNA 2021) [CD2.2.22] was submitted as part of Planning Application B. This considered the same two catchments as assessed in the PNA 2019.
- 1.4. This summary provides a brief update to the findings of the PNA 2021 and is based on research completed on 17 June 2021. It also refers to the comments made in the Statement of Common Ground regarding the need for Scheme A or Scheme B.
- 1.5. I note that Scheme A would provide a total of 339 units of housing with care and Scheme B would provide a total of 305 units of housing with care.

2. Need assessment

- 2.1. Both Scheme A and Scheme B comprise private housing with care or 'extra care', being classified on the basis of age restriction, level of communal amenities, and the availability of 24-hour support and care services provided into residents' own homes by a Care Quality Commission (CQC) registered domiciliary care provider based on-site. Extra care units are intended to be made available to residents on the basis of either leasehold sale or an assured shorthold tenancy agreement at market rent.
- 2.2. The national requirement for specialist housing for older people is growing and there is a significant shortage of supply to meet the needs of the ageing population. This is covered in the PNA 2021 (Section 10) and the following factors are of note:
 - i. National policy direction is moving away from residential care homes in favour of elderly people remaining in their own homes for as long as possible. Housing with care provides a bespoke accommodation option to meet this objective, with tailored care provision based on site, to meet need.
 - ii. A shortfall in the supply of private housing with care (as opposed to affordable housing with care) limits the ability of those who would not be eligible for affordable provision, to benefit from the health and wellbeing choices that such accommodation can offer, to make a move from their existing homes at an appropriate time to meet their changing care needs.
 - iii. Increasing under-occupation of housing caused by an ageing population has created a dysfunctional market. Enabling older people to 'right size' to appropriate housing with care will free up general housing to the market.

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- 2.3. During the pandemic, specialist retirement housing has kept many older people safe and, when compared with the impact on residential care homes, it is likely that housing with care will become an increasingly more attractive alternative.
- 2.4. The national supply of private extra care currently provides for just 0.5 per cent of the approximate 5.9m people aged over 75. Significant additional specialist housing for older people is required in the UK now and in the coming years, particularly provision for private sale or market rent, where the proportion of supply is lower than for affordable provision, despite high levels of home ownership.

3. Catchment

- 3.1. The PNAs analysed need for Scheme A and Scheme B on two bases: the circa 5-mile market catchment of the scheme and a reduced, circa 3-mile sensitivity area.
- 3.2. Our methodology for the assessment of the market catchment is based on joint Carterwood and Associated Retirement Community Operators (ARCO) research in 2014 into distances travelled by residents to move to an extra care scheme. This concluded that almost 70 per cent travelled from within a 10-mile radius, with the average distance travelled to a private leasehold scheme being 5-miles, which we consider provides a realistic catchment, based on the location of the proposed development and its surrounding area.
- 3.3. The PNA 2021 identified the population profile aged 65 and over, using the Census Output Areas included within each catchment, together with projected elderly population growth over a 20-year period and home ownership levels. This provides context for the assessment of need.
- i. The elderly population (65+) totals 75,068 (2021) in the circa 5-mile market catchment and is projected to rise by over 39 per cent between 2021 and 2041. An increase of over 35 per cent in the over 28,000 elderly people (65+) living in the circa 3-mile sensitivity area is anticipated over the same timeframe.
 - ii. Homeowners, comprising 75.3 per cent of older person households in the circa 5-mile market catchment and 77.3 per cent in the circa 3-mile sensitivity area, will not be eligible for 'affordable' extra care schemes and it is therefore critical that additional private supply, both for leasehold sale and for market rent, is made available to meet this need.

4. Need assessment

- 4.1. There is no single recognised methodology for identifying need for housing with care. NPPG Housing for Older and Disabled People (Paragraph 004) sets out the evidence that plan-makers can consider and points to a number of online toolkits that can be utilised to assess need for specialist accommodation for older people.
- 4.2. The PNAs provided an analysis of need for private housing with care based on the Housing LIN SHOP (2011) and Housing in Later Life (2012) methodology.
- 4.3. Surrey County Council's Commissioning Statement for Epsom and Ewell Borough (April 2019 onwards) identifies Extra Care as being in greatest need stating '*the increasing availability of attractive extra care options will reduce the likelihood of older people moving directly into a care home as their care needs increase. This is because extra care gives older people the opportunity to live in settings which are*

designed with increasing needs in mind, with shared facilities which encourage community living, and with care and support readily available should they need it'. (PNA 2021 Paragraph 7.7)

- 4.4. As the majority (75.3 per cent) of older people aged over 65 in the circa 5-mile market catchment own their own home, the provision, availability and choice of quality older people's private extra care is paramount, to provide an alternative to privately funding a place in a care home.
- 4.5. The Statement of Common Ground [paragraph 7.14] states that '*Surrey County Council Adult Social Care recognises that further extra care accommodation is needed*' and it is a matter that is not in dispute.

5. Existing and planned supply

- 5.1. The PNA 2021 was based on research into existing and planned supply completed on 8 January 2021. We have updated this research (17 June 2021) to provide an analysis of the current position in the two assessed catchments, as follows:
- 5.2. There are four existing, operational private leasehold or market rent housing with care schemes within the circa 5-mile market catchment, providing 91 units of private accommodation. One of these schemes is also located within the circa 3-mile sensitivity area (Nonsuch Abbeyfield, Ewell), and provides a total of 36 leasehold units of private extra care (the remaining 24 units at Nonsuch Abbeyfield are affordable provision). Full details included in Appendix C of the PNA 2021).
- 5.3. The PNA 2021 set out that there were five proposed developments in the two assessed catchments (two with planning permission and three pending a decision).
- 5.4. Our updated research concludes that one of the then pending applications (the proposed 60 units at the former Police Station, Epsom) located within the 3-mile sensitivity catchment (within Epsom and Ewell Borough) has since been withdrawn. Two more recent applications are pending (total 168 units within the 5-mile market catchment) and these are located in Headley and Banstead and fall under Mole Valley District Council and Reigate and Banstead Borough Council, respectively.
- 5.5. To clarify, all the current planned housing with care schemes, whether they have planning permission or are pending a decision are included in our analysis of need below.

6. Resultant need and sensitivity analysis

- 6.1. The need analysis has been updated to reflect the changes to planned supply set out above. The assessment of need indicates a shortfall of **951** private housing with care units in the circa 5-mile market catchment and **523** units in the circa 3-mile sensitivity area, as at 2024, the earliest the proposed development could be made available, as set out in T1, below.

T1 Need analysis (2024) for private housing with care		
Catchment	Circa 5-mile market catchment	3-mile sensitivity area
Gross need		
Total 75+ population	40,606	15,549
Estimated need for private housing with care	1,624	622
Supply		
Current supply of private housing with care	91	36
Planned units by operational year	582	63
Total supply (units)	673	99
Balance of provision/Net need		
Private housing with care need (units)	951	523

- 6.2. By 2031, the shortfall is expected to have increased to 1,137 and 590 private housing with care units, rising to 1,560 and 735 units in the circa 5-mile market catchment and circa 3-mile sensitivity area, respectively, by 2041, on the basis that prevalence rates and existing provision remain unchanged and all currently planned (both granted and pending) provision is developed. This provides a clear indication of the increasing need for specialist private housing with care in the assessed catchments, based on the rising elderly demographic.

7. Conclusion

- 7.1. In the national context, there is a 'critical' need for additional specialist housing for older people based on the significant growth in the elderly demographic, with housing with care becoming an increasingly preferable option for older people, to enable them to remain independent for as long as possible.
- 7.2. This update to the PNA 2021 indicates a need for **951** private housing with care units in the market catchment and **523** units in the sensitivity area, as at 2024, the earliest the proposed development could be made available.
- 7.3. The Council recognises that further extra care accommodation is needed and this is not a matter in dispute in the Statement of Common Ground.
- 7.4. Need is increasing based on the rising elderly demographic and the shortfall of private housing with care and is expected to have increased to 1,137 and 590 units in the 5-mile market catchment and 3-mile sensitivity area, respectively, by 2031, on the basis that prevalence rates and existing provision remain unchanged and all currently planned provision is developed.
- 7.5. Scheme A and Scheme B are intended to provide private extra care accommodation for both leasehold sale or market rent, with a full range of communal and wellbeing facilities. Both Scheme A and Scheme B would therefore provide an attractive

option for those who need care or are likely to require increasing levels of care, offering an alternative to private sheltered housing (where there is no on-site care and a further move may therefore become necessary), or a self-funded bed in a residential care home.

- 7.6. Scheme A would provide 339 extra care units and serve to meet a proportion of the identified need for additional private housing with care provision in both the 5-mile market catchment and the 3-mile sensitivity area.
- 7.7. Scheme B would provide 305 extra care units and serve to meet a proportion of the identified need for additional private housing with care provision in both the 5-mile market catchment and the 3-mile sensitivity area.

8. Statement of truth

- 8.1. I confirm that I have made clear which facts and matters referred to in this report are within my own knowledge and which are not. Those that are within my own knowledge I confirm to be true. The opinions I have expressed represent my true and complete professional opinions on the matters to which they refer. I understand that proceedings for contempt of court may be brought against anyone who makes, or causes to be made, a false statement in a document verified by a statement of trust without an honest belief in the truth.