



Development Management Plan (Regulation 18 stage)

Housing for Older People

June 2016

1. Introduction

- 1.1 This evidence summary has been prepared to support preparation of the Development Management Plan Regulation 18 consultation.
- 1.2 The purpose of the paper is to provide an understanding of the likely demand for housing for older people in Reigate & Banstead over the plan period and, where necessary, explore policy options for helping to meet this.
- 1.3 This paper should be read alongside the Council's 2012 Strategic Housing Market Assessment¹ and Housing Standards Justification (2016). It should also be considered in the context of the housing target set out within the adopted Core Strategy.

Policy context

National Planning Policy Framework (NPPF)

- 1.4 The National Planning Policy Framework defines older people as *“people over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.”*²
- 1.5 The Framework (Paragraph 50) sets an expectation that local planning authorities should seek to encourage delivery of a wide choice of high quality homes. As part of this, it advises that local planning authorities should plan for a mix of housing based on current and future demographic trends and the needs of different groups including older people.³

National Planning Practice Guidance (NPPG)

- 1.6 The NPPG recognises that the need to provide housing for older people is critical given that – according to national household projections – the increase in the number of household aged 65 and over is projected to account for over half of new households.
- 1.7 The Practice Guidance (ID 2a: Paragraph 21)⁴ gives specific advice about how the housing needs of older people should be assessed. This includes a need to consider the size, location and quality of dwellings needed for older people to continue to live independently and safely in their own home for as long as possible but also enable them to move on to alternative more suitable accommodation if they wish. It sets out that the future need for specialist accommodation - broken down by tenure and type (e.g. sheltered, enhanced sheltered, extra care, registered care and use class C2 residential institutions) – should be assessed using online toolkits.
- 1.8 The NPPG recognises that many older people may not want or need specialist accommodation and may wish to remain in general housing that is suitable such as

¹ Available at: http://www.reigate-banstead.gov.uk/info/20088/planning_policy/22/evidence_and_research_for_planning_policies/2

² <http://planningguidance.communities.gov.uk/blog/policy/achieving-sustainable-development/annex-2-glossary/>

³ <http://planningguidance.communities.gov.uk/blog/policy/achieving-sustainable-development/delivering-sustainable-development/6-delivering-a-wide-choice-of-high-quality-homes/>

⁴ <http://planningguidance.communities.gov.uk/blog/guidance/housing-and-economic-development-needs-assessments/methodology-assessing-housing-need/>

bungalow or adaptable homes, and encourages local authorities to identify particular types of general housing as part of their assessment.

- 1.9 The NPPG⁵ (ID56: Paragraph 005-012) also includes provisions for local planning authorities to introduce higher standards of accessibility in new dwellings in accordance with the national optional technical standards. It also encourages inclusive design which takes into account the particular needs of different groups, including older people.

Reigate and Banstead Local Plan Core Strategy (adopted July 2014)

- 1.10 The Core Strategy⁶ forms the principal spatial planning document for the Council covering a wide range of planning issues. It sets out the scale and broad location of new development up to 2027.
- 1.11 The Core Strategy recognises the need to deliver a broad range of housing and accommodation requirements of households in the borough. Policy CS14 sets out the Council's intention to seek a range of housing types and tenures through new development and the provision of an appropriate mix of dwelling sizes.
- 1.12 The need to address the growth in older people and frail households through the housing stock is also recognised and Policy CS14 specifically seeks to encourage provision of housing for the elderly and those with mobility and support needs whilst also working with partners to identify sites and secure provision of specialist housing.

Borough Local Plan 2005

- 1.13 The Borough Local Plan 2005⁷ incorporates a number of policies which relate to the provision of housing for older people or those with care needs:
- Policy Ho 20 – encourages sheltered accommodation for the elderly in the urban area subject to design and location criteria.
 - Policy Ho 21 –allows for proposals for new nursing homes and other institutions in the urban area only if the development does not detract from local character, the site is suitably located in relation to transport and facilities, and if design criteria are complied with.
 - Policy Ho 22 – allows for the conversion of existing houses or non-residential institutions to homes or flats for the elderly or to nursing homes and other institutions if they will not detract from the character and amenities of the surrounding area.

⁵ <http://planningguidance.communities.gov.uk/blog/guidance/housing-optional-technical-standards/>

⁶ Available at: www.reigate-banstead.gov.uk/corestrategy

⁷ Available at: http://localpl.reigate-banstead.gov.uk/contents_written.htm

2. Understanding the need for housing for older people

Background evidence

2012 Strategic Housing Market Assessment

- 2.1 The 2012 Reigate & Banstead SHMA⁸ update builds on evidence in the earlier East Surrey SHMA.
- 2.2 In terms of demographics, it identifies (based on 2008-based Government household projections) that the most significant demographic growth in the borough is projected to be in the over 65 age group with there also being a dramatic percentage increase in the proportion of the population over 85.
- 2.3 In more qualitative terms and based on re-weighted survey data, it suggests that:
- The indigenous older population prefer to remain within their homes as long as possible and thus need and demand levels from local older people are normally relatively low.
 - Of existing owner occupiers in the borough planning to move home, 129 required supported housing, 18 private sheltered and 49 extra care (based on implied data from household surveys). All of these households were identified as having equity of over £150,000 and had in excess of £20,000 in savings, therefore these households should be able to purchase all or a share of a property.
 - 2,845 households (implied) may have older relatives who may need to move into Reigate & Banstead to live within the family home or separate accommodation close to their family.
 - The forecast growth in population over the plan period, and increasing awareness of the “extra care” housing product, will almost certainly increase the need for extra care accommodation over the plan period.

Housing Standards Justification (2016)

- 2.4 The Council’s Housing Standards Justification identifies likely future need for accessible and adaptable accommodation to meet the needs of those with lower or restricted mobility.
- 2.5 Based on demographic trends, including an ageing population, the assessment identifies a need for up to 2,460 housing units suited to those with lower mobility (i.e. consistent with the national Category 2 standard) and up to 700 units for those with severely restricted mobility/wheelchair users (i.e. consistent with the national Category 3 standard).
- 2.6 In practice – and as recognised through a number of the third party studies discussed below – there is significant overlap between the assessment of need for specialist housing for older people and the potential provision of accessible/adaptable general needs housing. The Housing Standards Justification paper establishes that approximately 80% of the future additional need mentioned in the paragraph above is derived from over 65s households.

⁸ Available at: http://www.reigate-banstead.gov.uk/info/20088/planning_policy/22/evidence_and_research_for_planning_policies/2

- 2.7 Based on these needs, and considerations of viability, the Housing Standards Justification recommends a policy approach which has the potential to deliver up to 1,250 units of additional accessible/adaptable accommodation over the period to 2027.

Other third party evidence

- 2.8 There is a wide range of evidence relating to the need for, role of and mechanisms for meeting the housing needs of older people.
- 2.9 Age UK Housing in Later Life July 2014⁹:
- Most older people want to retain independence and control over their homes.
 - Making accessible retirement housing schemes more widely available will be difficult to achieve in the short term and is not an option the majority of older people want – it makes sense to introduce improvements to all need homes...to address future need.
 - Older people are less likely to downsize if the only options available are small, cramped and institutionalised homes.
 - Nationally, not enough sheltered and retirement housing is being built to meet demand...More retirement flats and communities are needed, but this should not exclude a range of different types of housing suitable for older people.
 - Housing strategies should stimulate a diversity of new housing developments...these could range from retirement villages, extra care housing, bungalows...to new forms of cooperative housing
- 2.10 DEMOS The Top of the Ladder 2013¹⁰:
- A lack of choice of suitable homes to downsize into is having a negative effect on older people's health and wellbeing as well as the rest of the housing chain
 - Older people struggle to compete with first time buyers for small properties currently in the market
 - One in four over 60s would be interested in buying a retirement property
 - Thirty three percent of over 60s want to downsize
 - Whilst poor supply in the retirement sector does drive down demand, there are other factors at play, both practical and emotional
- 2.11 Anchor Silver Chic 2015¹¹:
- Almost one third of households over 55 are looking to downsize, a percentage which increases for those living in homes of three bedrooms or more.
 - However, only 7% actually do, with the most common constraints being lack of suitable properties (25%), suitable properties being too expensive (21%) and the cost of moving/stamp duty (21%).
 - There is a particular lack of supply of retirement housing in the 'mid market' for those with modest levels of equity
- 2.12 Shelter/Joseph Rowntree Market Assessment of Housing Options for Older People 2012¹²:
- There is very limited choice for older person households moving to accommodate their support needs: most of the focus has been on specialist provision.

⁹ [http://www.ageuk.org.uk/Documents/EN-](http://www.ageuk.org.uk/Documents/EN-GB/Political/Age%20UK%20ID201813%20Housing%20Later%20Life%20Report%20-%20final.pdf?dtrk=true)

[GB/Political/Age%20UK%20ID201813%20Housing%20Later%20Life%20Report%20-%20final.pdf?dtrk=true](http://www.ageuk.org.uk/Documents/EN-GB/Political/Age%20UK%20ID201813%20Housing%20Later%20Life%20Report%20-%20final.pdf?dtrk=true)

¹⁰ <http://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

¹¹ <http://docs.anchor.org.uk/Silver-Chic>

¹² http://npi.org.uk/files/5213/7485/1289/Market_Assessment_of_Housing_Options_for_Older_People.pdf

- There is a mismatch between the tenure of older people’s housing available and their existing housing tenure, with a particular shortage in the availability of homes to purchase.
 - There has been little progress in integrating a housing ‘offer’ for older people within mainstream new developments – a wider choice of mainstream housing might reduce the need for more specialist housing.
 - Lack of choice is only one of many reasons why older people move home less often than younger people. Many older households do not want and have no need to move.
 - It is equally important that older people who prefer to remain living in mixed-age communities are able to do so within their existing housing or in alternative mainstream housing).
- 2.13 Jones Lang Lasalle Retirement Living Where is the Opportunity November 2015¹³:
- There is a supply-demand imbalance within the retirement/housing with care sector, with a particular shortage in supply for mid and high end affluence.
 - Units in Housing with Care schemes are selling in record time, illustrating the lack of supply and pent up demand
 - By 2025, there could be a need for 725,000 units of housing with support and 190,000 housing with care units across the country
- 2.14 DCLG More Choice: Greater Voice 2008¹⁴:
- Sets out a good practice toolkit for identifying need for specialised accommodation
 - Identifies indicative ratios for the future provision of different specialist housing types taking account of trends in demography and property ownership as well as direction of national policy.
 - Recognises that the ratio of institutional and specialised housing should decline over time in line with the aim of supporting an increasing proportion of older people in their existing homes.
- 2.15 Taken together, the third party studies and evidence discussed above point to the need to widen accommodation options for older people. In particular, they indicate that whilst there is a need to increase the supply of specialist housing for older people, there is an equally significant role in terms of improvements to, and the integration of suitable options for older people as part of, mainstream housing developments. This suggests both quantitative and qualitative issues which need to be addressed.

Assessing local need

Types of specialist housing

- 2.16 In addition to general needs housing, there are a range of specialist housing products for older people. The key types, which will be referred to in the assessment below are:
- Sheltered housing: schemes include individual homes with low level support provided by a scheme manager (on site or floating). Often includes a range of communal areas/facilities for residents such as lounges and shared laundry. More commonly referred to as ‘retirement housing’.
 - Enhanced sheltered housing: similar to above but with the provision of more in-house facilities, services and range of support for residents

¹³ http://www.jll.co.uk/united-kingdom/en-gb/Documents/JLL_Retirement%20Living%20Report_.pdf

¹⁴ http://www.housinglin.org.uk/library/Resources/Housing/Support_materials/Reports/MCGVdocument.pdf

- Extra care: a complex of individual homes which also provides a full range of on-site care options that can respond flexibly to increasing individual needs. Schemes often include a range of 'lifestyle' facilities for social and recreational activities.
- Care homes: a residential setting where a number of residents live usually in individual rooms. Homes provide a range of on-site care services, ranging from those which only offer personal care to nursing care, and may be registered for specific needs (such as dementia)

2.17 There are other forms of housing for older people including age restricted/age exclusive housing. Such housing does not include any support/care for residents, but is likely to be of a type or include adaptations which make is more suited to older residents.

Current situation

2.18 An assessment of current supply of specialist housing for older people in the borough has been compiled using data from the Elderly Accommodation Council. This indicates a total of approximately 3,500 units across the range of types identified above, representing approximately 285 units per 1,000 75+ residents.

Table 1: Supply of specialist housing for older people

	Current supply	Units per 1,000 75+ population
Age exclusive total	153	12
<i>Market</i>	49	4
<i>Affordable</i>	104	8
Sheltered housing total	1294	106
<i>Market</i>	738	60
<i>Affordable</i>	556	45
Enhanced sheltered total	149	12
<i>Market</i>	127	10
<i>Affordable</i>	22	2
Extra care total	60	5
<i>Market</i>	45	4
<i>Affordable</i>	15	1
Care homes, of which...	1839	150
<i>Residential care</i>	746	61
<i>Nursing care</i>	1093	89
Total	3,495	285

Source: Elderly Accommodation Council/RBBC analysis

2.19 This current supply can be compared against theoretical current demand using the Housing LIN model. This uses the indicative "units per 1,000 over 75 population" ratios identified in the More Choice, Greater Voice 2008 report.

Table 2: Supply vs demand (2014)

	Housing demand/1000 population aged 75+	Current supply	Demand at 2014 (ONS 2014)	Surplus/deficit (2014)
Sheltered housing	125	1,294	1,532	-238
Enhanced sheltered housing	20	149	245	-96
Extra care	25	60	306	-246
Care homes	110	1,839	1,348	491
<i>Residential care</i>	65	746	797	-51
<i>Nursing care</i>	45	1,093	551	542
Total	280	3,342	3,431	-89

Source: Housing LIN/RBBC analysis

2.20 This indicates that, taken as a whole, the overall supply of specialist housing in the borough is sufficient to meet current needs. There is however, mismatch in the type of provision:

- There is a significant oversupply of units within care homes, particularly driven by nursing care
- There is an undersupply of sheltered housing and extra care

Estimating future demand

2.21 The following assessment of potential demand for housing for older people has been based on up-to-date demographic information which has moved on since the preparation of the 2012 SHMA. This is based on two scenarios:

- Scenario 1: 2014 based ONS population projections
- Scenario 2: Dwelling constrained population projections (using POPGROUP, and provided to the Bough Council), reflecting the planned housing target set out in the Council's Core Strategy

2.22 The main headline population figures suggested by these two scenarios are as follows:

Table 3: Change in over 65 population (2014-2027)

Age range	Population 2014	Projected population (2027)		% increase (2014-2027)	
		Scenario 1	Scenario 2	Scenario 1	Scenario 2
65 – 74	13,072	15,500	19,870	18.6%	52.0%
75 – 84	8,117	12,200	11,810	50.3%	45.5%
85 +	4,137	6,500	6,280	57.1%	51.8%
Total	25,326	34,200	37,960	35.0%	49.9%

Source: ONS/POPGROUP/RBBC analysis

2.23 These two scenarios forecast that the over 65 population in the borough will increase by 35 to 50% over the period to 2027, with the number of over 75s in the borough increasing by between 5,800 and 6,500 over this period. In reality, the growth in the borough's older population is likely to fall somewhere between these two figures.

2.24 The Housing LIN model, which incorporates the ratios identified in the 2008 More Choice, Greater Voice report, has been used to estimate future demand. It should however be remembered that these ratios are indicative. The implied future demand for specialist accommodation is set out in the table below.

Table 4: Implied future demand for specialist accommodation

	Housing demand/1000 population aged 75+	Future demand		Current supply	Notional supply required (2014-2027)
		Scenario 1	Scenario 2		
Sheltered housing	125	2,338	2,261	1,294	967 to 1,044
Enhanced sheltered housing	20	374	362	149	213 to 225
Extra care	25	468	452	60	392 to 408
Care homes	110	2,057	1,990	1,839	151 to 218
<i>Residential care</i>	65	1,216	1,176	746	430 to 470
<i>Nursing care</i>	45	842	814	1,093	-279 to -252
Total	280	5,236	5,065	3,342	

Source: Housing LIN/RBBC analysis

2.25 This shows a need for approximately 1,580-1,680 sheltered, enhanced sheltered and extra care housing units over the period from 2014-2027, equivalent 115 per annum. This represents approximately 25% of the total planned housing supply.

2.26 Data from the 2011 Census shows that, amongst over 65s households, approximately 85% own and 15% rent. This shifts to 75% ownership amongst those over 65s households who report health conditions which limit their day to day activities. It is assumed that future provision would reflect this tenure pattern and, as such, the following percentage are adopted for the purposes of assessment:

- Sheltered housing: 85% market/15% affordable
- Enhanced sheltered housing/extra care housing: 75% market/25% affordable

Table 5: Supply requirements by tenure

	Market	Affordable
Sheltered housing	821-887	145-157
Enhanced sheltered housing	160-169	53-56
Extra care	294-306	98-102

Source: RBBC analysis

2.27 In addition, a further 150 to 220 units of care home accommodation are likely to be required, with a particular need for a shift from nursing care – of which there is a current oversupply – to standard residential care.

Approach to meeting demand

2.28 The figures above represent the theoretical maximum level of new accommodation which could need to be delivered over the remainder of the plan period in order to meet the needs of older people in the borough. However, it is not considered appropriate or necessary to include borough-wide targets for older persons' accommodation within the DMP. The figures above are inherently subject to a degree of sensitivity and, as the following discussion demonstrates, needs and requirements may be met in a variety of different ways, including through mainstream general needs housing. This may increasingly become the case as a result of technological advances in the future, for example tele-care.

- 2.29 The section below discusses the options in terms of policy approach and strategy for delivering accommodation which would address the potential need for older persons housing. In doing so, it considers potential new specialist housing provision as well as the potential role of improvements to the availability of suitable mainstream housing.

General approach

- 2.30 The Core Strategy (Policy CS14) suggests that provision of housing for older people should be encouraged in sustainable locations and avoid an undue concentration in any location.
- 2.31 Similarly, many third party studies – including the *Silver Chic* report and the Government’s HAPPI reports – highlight the importance from both a planning and market demand perspective of retirement accommodation being located in places with easy access to shops and facilities and where there are good transport connections are available.
- 2.32 In principle, and as a priority, accommodation for older people should therefore be located within the existing urban area; however, consideration should also be given to including specialist provision as part of any future urban extensions within the broad locations identified within the Core Strategy.

New provision – the role of windfall supply

- 2.33 In order to understand whether the extent to which specific policy provisions or land allocations need to be made within the DMP in order to ensure sufficient specialist accommodation can be delivered, consideration needs to be given to the level of provision which is likely to come forward without policy intervention – i.e. windfall supply.
- 2.34 Analysis of development trends in the borough over the past decade suggests that – even without specific policies in the Borough Local Plan – specialist housing providers have been able to secure sites and deliver schemes within the urban area on a relatively consistent basis. The table below sets out – for care homes, sheltered/enhanced sheltered housing (combined) and extra care – the gains and losses which have occurred in different parts of the borough since 2005. Further detail about the specific schemes is included in Annex 1.

Table 6: Past windfall supply of specialist accommodation (2005 on)

	North (Banstead)	Central (Redhill/Reigate)	South (Horley)	Total
Sheltered housing/ Enhanced sheltered housing				
Gains	40 (0 affordable)	124 (18 affordable)	114 (27 affordable)	278 (45 affordable)
Losses	0	4 (4 affordable)	0	4 (4 affordable)
Net	40 (0 affordable)	120 (14 affordable)	114 (27 affordable)	274 (44 affordable)
Extra care				
Gains	0	0	60 (60 affordable)	60 (60 affordable)
Losses	0	0	0	0
Net	0	0	60 (60 affordable)	60 (60 affordable)
Care homes (inc. residential care and nursing care)				
Gains	103 beds	129 beds	60 beds	292 beds
Losses	0	51 beds	20 beds	71 beds
Net	103 beds	78 beds	40 beds	221 beds

Source: RBBC monitoring data

- 2.35 The borough has seen a relatively healthy supply of sheltered/enhanced sheltered housing, with a net gain of approximately 27-28 units per annum, including approximately 4-5 units per annum within the affordable sector. Conversely, new extra care provision has been relatively limited, with only one 60 unit affordable scheme delivered in the past decade, equivalent to 6 affordable units per annum.
- 2.36 Within the care home sector, whilst there have been some losses, the borough has still seen a relatively healthy net gain of 221 beds overall, equivalent to around 22 beds per annum.
- 2.37 The table overleaf illustrates the residual level of new provision required assuming this baseline level of windfall supply would continue over the remainder of the plan period if a “do nothing” policy approach was taken moving forward.

Table 7: Anticipated future supply from windfalls

	Market units	Affordable units
Sheltered/Enhanced sheltered housing	981-1,056	198-213
<i>Notional windfall supply</i>	<i>280</i>	<i>60</i>
Residual	701-776	138-153
Extra care	294-306	98-102
<i>Notional windfall supply</i>	<i>0</i>	<i>70</i>
Residual	294-306	28-32
Care homes*	150-218	
<i>Notional windfall supply</i>	<i>260</i>	
Residual	0	

Source: RBBC analysis

The role of suitable mainstream housing

- 2.38 As has been highlighted through a number of the third party studies discussed above, delivering suitable accommodation for the older population is not solely about what can be achieved through specialist housing: as little as a quarter of over 65 households would be interested in buying a retirement policy.
- 2.39 Through the DMP, supported by the Housing Standards Justification paper, the Council is proposing to promote a policy requiring mainstream housing schemes to provide a proportion of units meeting higher accessibility/adaptability standards. This will widen options for, and the availability of, mainstream housing which is capable of evolving and adapting to residents changing needs as they age, supporting older people to remain in their homes for longer.
- 2.40 Based on planned future supply, it is estimated that this policy approach could deliver up to 1,250 units of additional accessible/adaptable housing over the period to 2027. Some of the need for this accommodation is driven by under 65s households who have lower/restricted mobility – approximately 735 homes – however, even allowing for all of these needs to be fulfilled in full, there would still be around 500 units to meet the needs of older people’s households.
- 2.41 This additional supply of accessible/adaptable mainstream housing could therefore serve some of the theoretical need for specialist housing, enabling older households – as most wish – to remain in conventional housing in mixed-age communities. In practice, this option is most likely to be suitable for those with lower support needs and therefore will predominantly reduce demand for products such as sheltered housing.
- 2.42 It is therefore assumed that the vast majority (95%) of these 500 units would serve needs which would otherwise be met through sheltered/enhanced sheltered housing

with only 5% serving needs which would otherwise have been met through extra care provision. The assumed split between market and affordable reflects that identified in paragraph 2.26 above.

Table 8: Role of mainstream housing

	Notional residual need (2015-2027)	Role of suitable mainstream housing	Notional specialist supply required
Sheltered housing/ Enhanced sheltered housing			
<i>Market</i>	701-776	380	321-396
<i>Affordable</i>	138-153	95	43-58
Extra care			
<i>Market</i>	294-306	20	274-286
<i>Affordable</i>	28-32	5	23-27
Registered care			
<i>Market</i>	0	0	0

Source: RBBC analysis

- 2.43 The combination of likely future windfalls and new supply of accessible mainstream housing will therefore cover approximately 70% of the theoretical need for sheltered/enhanced sheltered housing but only 25% of the need for extra care provision. These two sources of supply will also meet all of the anticipated need for registered care accommodation.
- 2.44 It should be noted that delivering more accessible dwellings through new stock is only part of the equation. As identified within the Age UK *Housing in Later Life* study, improvements to accessibility within existing dwellings through retro-fit and adaptations will also assist in improving the independence of older residents in their own homes and reducing the need for specialist accommodation. Whilst this cannot be delivered through the planning system, these numbers should therefore be treated as the theoretical maximum level of need which would remain “unmet” by likely future windfalls and mainstream housing.

New provision – urban extensions

- 2.45 The potential for provision for older people to be integrated within new and existing communities and as part of new mainstream housing developments is also identified through a number of the third party studies.
- 2.46 Information for retirement/specialist housing providers indicates that typically, the minimum scheme size for sheltered/enhanced sheltered housing schemes is 30 units, rising to approximately 50 units for extra care schemes. Clearly therefore, if the aspirations of delivering mixed age communities with a proportion of specialist accommodation is to be achieved, this is only likely to be achievable – from the perspective of viability and practicality – on large scale developments.
- 2.47 The evidence above suggests that the total requirement for specialist housing (1,500-1,600 units) represents 25% of the total housing supply planned over the remainder of the plan period. One option would be to achieve – where possible – this proportion of units on sites on any sites allocated for urban extensions through the DMP in the areas of search identified in the Core Strategy.
- 2.48 Assuming a 25% requirement, this would mean that the necessary “critical mass” of sheltered units (i.e. the minimum numbers of units identified in paragraph 2.46

above) could only be delivered on individual sites over 120 units and for extra care schemes, over 200 units.

2.49 Reflecting on this, and the typical minimum scheme sizes, it is therefore recommended that the following amount of provision for specialist housing is sought on individual site allocations within the urban extension broad locations:

- On sites of 120 to 200 units, at least 30 units of sheltered/enhanced sheltered housing
- On sites of over 200 units, at least 50 units of extra care housing.

2.50 Based on the shortlisted potential urban extension development sites included within the DMP Regulation 18 consultation document, this approach could deliver at least 100 units of additional provision¹⁵. As the table below demonstrates, when combined with other sources of supply, almost two thirds of the theoretical total need for sheltered, enhanced sheltered and extra care housing would be met through the specific measures identified above.

Table 9: Total potential supply to meet demand for accommodation for older people

	Notional demand (2015-2027)	Windfall supply	Role of suitable mainstream housing	New supply on urban extensions ¹⁶	Total supply (% demand met)
Sheltered housing/ Enhanced sheltered housing					
<i>Market</i>	981-1,056	280	380	0	660 (63-67%)
<i>Affordable</i>	198-213	60	95	0	155 (73-78%)
Extra care					
<i>Market</i>	249-306	0	20	75	95 (31-38%)
<i>Affordable</i>	98-102	70	5	25	100 (100%)
Care homes					
<i>Market</i>	151-218	260	0	0	260 (100%)

Source: RBBC analysis

3. Conclusions and Recommendations

- 3.1 The analysis that has been carried out suggests that – over the plan period – there will be a growing demand for accommodation suitable for older residents.
- 3.2 The assessment indicates a theoretical local need for specialist accommodation of 1,580-1,680 additional units of sheltered, enhanced sheltered and extra care accommodation over the plan period along with a further 150-200 registered care spaces.
- 3.3 However, there is a wide body of evidence which highlights that – whilst there is need to increase delivery of specialist accommodation – many older residents prefer to remain in their own homes, or in mainstream housing generally, and therefore improvements to the suitability of general needs housing (through adaptations or high

¹⁵Based on 50 units on shortlisted sites East of Redhill and 50 units on shortlisted sites South West of Reigate

¹⁶For purposes of assessment, tenure mix assumed to be consistent with that set out in paragraph 2.26 above. Extra care delivered where 50 units are achievable and sheltered delivered where only 30 units are achievable.

standards of accessibility) have a significant role to play and may reduce demand for specialist provision.

3.4 In terms of future planning strategy, the assessment indicates that a combination of policies which continue to support specialist housing on appropriate urban windfall sites, secure supply of accessible mainstream housing and deliver new sheltered/extra care housing on large scale new communities (e.g. urban extensions), could address approximately two-thirds of the theoretical need for housing suited to older people. Whilst this does not fulfil the theoretical need in its entirety, it is important to remember that some older people will actively chose to stay in their own homes, supported by retrofitting adaptations and services such as telecare.

3.5 The following approach is therefore recommended within the DMP:

- Given the range of solutions to older persons housing needs, it is not appropriate or necessary to include borough-wide targets for provision of new accommodation
- Design policies should continue to enable sheltered/extra care housing schemes to come forward as windfalls on appropriate urban sites
- Provision of accessible/adaptable housing – meeting the Government's new accessibility standards – should be sought where possible on all new housing developments
- To exploit the opportunity to create mixed-communities, sheltered/extra care housing should be secured as part of urban extensions in accordance with the following recommended levels:
 - On sites of 120 to 200 units, at least 30 units of sheltered/enhanced sheltered housing
 - On sites of over 200 units, at least 50 units of sheltered/extra care housing.
- There should be flexibility to allow for a range of types of provision/product to meet evolving demands; however, particular focus should be placed on seeking to secure extra care products given the need.

Annex 1: Specialist housing schemes (2005-2015)

Location (reference)	Type	Number of beds/units	Date*
54 West Street, Reigate	Registered care	80 beds	2015 (I)
Shaftesbury House, Merstham	Registered care	34 beds	2014 (A)
Court Lodge, Horley	Registered care	60 beds	2014 (C)
Nufield Care Centre, Redhill	Registered care – extension	15 beds	2013 (C)
Reigate Road, Epsom Downs	Registered care	80 beds	2015 (C)
Royal Albert Seafarers, Woodmansterne	Registered care – extension	12 beds	2013 (C)
Warren Gate, Kingswood	Registered care – extension	2 beds	2012 (C)
Bolters Corner, Banstead	Registered care – extension	9 beds	2010 (C)
Surrey Borders, Salfords	Registered care – loss	-4 beds	2014 (A)
Dovers Care Home, Reigate	Registered care - loss	-27 beds	2015 (C)
High Trees, Horley	Registered care – loss	-20 beds	2013 (A)
Woodlands Court, Redhill	Sheltered (affordable)	18 units (4 replaced)	2014 (C)
Atkinson Court, Horley	Sheltered (affordable)	27 units	2013 (C)
Furze Hill, Kingswood	Sheltered (market)	11 units	2013 (C)
Prices Lane, Reigate	Sheltered (market)	30 units	2008 (C)
Linkfield Lane, Redhill	Sheltered (market)	31 units	2007 (C)
59 West Street, Reigate	Sheltered (market)	23 units	2006 (C)
Cooper Lodge, Horley	Sheltered (market)	50 units	2006 (C)
Massetts Road, Horley	Sheltered (market)	37 units	2005 (C)
Bolters Lane, Banstead	Sheltered (market)	29 units	2005 (C)
Philanthropic Farm, Redhill	Sheltered (market)	22 units	2005 (C)

*Note: The bracketed letters indicate the status of the proposal: (I) – implemented/under construction, (A) – approved, (C) – completed