Policy Title:

LP16 - Age-friendly Housing and Care Homes

Existing Policies Which adopted Core Strategy or Policies Sites and Places (PSP) policy would eventually be replaced	**Core Strategy policy CS20 – Extra Care Housing**
Non-Strategic / Strategic	**Non-Strategic**

Purpose

Population projections show a substantial increase in the older population by 2041. It is an objective of the Local Plan to provide a choice of age-friendly homes to meet the aspirations of older people, and any specialist housing need, including with care where appropriate. Working towards age-friendly communities is a core tenet of the Council Plan 2024 to 2028.

The market will be expected to provide mainstream homes that are suitable for and attractive to older people as part of a range of housing on new residential developments that meet identified housing needs.

Specific policy intervention is required to ensure that suitable options are available to meet the requirements of those older people with more complex needs while enabling those with lower-level care and support needs to continue living as independently as possible.

This will be achieved by a policy focus on Housing with Care and Nursing Care Home provision.

Policy wording

1. **The provision of Housing with Care dwellings and nursing home beds will be supported to meet the identified need for specialist housing for older persons. The policy targets in the Local Plan are 1,680 Housing with Care dwellings and 380 nursing home bedspaces.**
2. **To assist in meeting emerging need for age-friendly homes in sustainable, inclusive and mixed communities, where care can be delivered if and when it is needed, Housing with Care will be required on the Strategic Urban and Village Extensions listed in the supporting text.**
3. **Policy LPS4 - Affordable Homes will apply to developments for specialist housing for older people, and all major developments of self-contained dwellings will be required to provide policy-compliant Affordable Housing regardless of use class.**
4. **Any developments approved under C2 Use Class must be occupied only by people with an assessed need for a minimum of 2 hours personal care per week, and their partners or carers.**
5. **Housing with Care must meet the following requirements:**
    a. **schemes must be located on sites that are easily accessible to public transport and local facilities and are prominent and visible to other local residents, ideally at the heart of new major developments or existing neighbourhoods.**
    b. **ancillary facilities should be provided as part of the Housing with Care development that are proportionate in scale to the locality and located and designed to be part of and accessible to the wider, balanced community. These facilities should enable residents to engage in community life, complement locally available amenities and encourage use by people from the surrounding and wider community. Stand-alone gated developments and proposals that restrict public access will not be acceptable.**
6. **Where Housing with Care is provided as part of a Strategic Urban and Village Extension or Local Plan allocation, the design and development of the wider community should consider the needs of all generations including older and disabled people and those with non-physical disabilities. This will enable everyone to use the services offered within the scheme.**
7. **All developments of housing for older people regardless of tenure must meet the requirements of policy LP18 - Internal Space and Accessibility Standards and be designed to meet good practice in design of specialist housing, including for people with dementia.**
8. **Where market-led older people's housing is proposed, the preference is for this to be delivered as mixed tenure Housing with Care as this best meets the identified need. Where retirement housing without on-site care is proposed, applicants must clearly demonstrate how they meet the identified and forecast need of the locality.**

9. **Where market-led care homes are proposed, the preference is for this to be delivered as nursing care provision for people with complex needs. Where residential care homes are proposed, applicants must clearly demonstrate how they meet the identified and forecast need of the locality.**

Supporting text

1. Specialist housing for older people is defined in NPPG para 010 as:

    a. Age-restricted general market housing – this type of provision does not include care and support and does not meet the need identified in the Local Housing Needs Assessment 2023 (LHNA).

    b. Retirement living or sheltered housing – defined in this policy as 'Housing with Support'. This means self-contained homes to rent or buy that offer at minimum a 24-hour emergency alarm call system, a common room for social activities and an on-site scheme management service. There is usually a minimum age threshold (typically 55 or 60). The Council expects housing with support to facilitate access for personal care and community nurse support in case they become needed, to enable the occupant to stay in their home for as long as possible.

    c. ExtraCare housing or Housing with Care – this means self-contained accommodation to rent or buy with design features and activities to promote and enable independent living, with facilities available to the wider community of all ages, and on-site care and support available 24 hours a day. It is also known as Assisted Living, Retirement Living Plus or Integrated Retirement Communities. Housing with Care is designed to be a home for life for most people. It promotes independent living in self-contained housing, where people can easily access high quality, flexible support and care services provided on site that suit their needs. Housing with Care schemes incorporate a wide range of communal facilities available to service users and the wider community of all ages, enabling inter-generational integration, and will be subject to an operational management plan approved by the Council.

    d. Residential care homes – this means individual en-suite rooms with shared facilities in a care home that provides 24-hour personal care for people who need help with daily tasks such as washing and dressing, meals provision and support to engage in physical and mental activity, and will be registered with the Care Quality Commission as a residential home.

    e. Nursing homes or complex care homes – this means homes that provide a higher level of care than residential homes. They offer both 24 hour residential and nursing care and are equipped to look after people with complex needs who struggle significantly with daily life or need regular treatment from registered nurses. Some nursing homes specialise in a specific condition, for example advanced dementia or complex cancer conditions. They will be registered with the Care Quality Commission as nursing homes.

2. Personal care is a regulated activity that involves supporting people in their homes (or where they are living at the time) with things like washing, bathing or cleaning themselves, getting dressed or going to the toilet. Support with housework, laundry, shopping or similar activities are not personal care. The owner of a care home or Housing with Care scheme must ensure that a needs assessment is undertaken to identify care needs and must review it for changes at least annually.

3. The Local Housing Needs Assessment 2023 (LHNA) identifies that older people account for a significant proportion of the overall growth in population during the plan

period, particularly those aged 75 and over. Those aged 85 and over are likely to have increasingly complex care and support needs, including dementia. It demonstrates that by 2040:

a. 1,446 additional specialist homes for older people are required (LHNA para 5.40) and

b. 831 additional places in institutions for older people are required (LHNA figure 5),of which 825 are for people who need care (i.e. excluding 6 prison places). 46% of the current institutional population is in nursing care and 54% in residential. Assuming this proportion continues, the projected over-75s institutional population change of 825 care home places would split into needs of approximately 380 nursing and 445 residential. The conversion ratio of bedspaces to dwellings is 1.9:1 (see LHNA figure 5) and therefore the residential care need proportion equates to 234 dwellings.

4. This policy seeks to meet the need for older people's accommodation by requiring Housing with Care on the Strategic Urban and Village Extensions and via market-led opportunities, and nursing care homes to meet complex needs. Where provision is proposed as part of a larger development, concept statements and master plans should clearly define the scale and location of the provision.

5. The strategic importance of Housing with Care as the Council's preferred option for older people and those with special needs is reflected in the Council Plan 2020-2024, the Housing Strategy 2023, the Joint Health and Wellbeing Strategy 2021-25 and the Adult Social Care and Ageing Well Needs Assessment 2024.

6. The LHNA emphasises that while the study assumes that current types of housing for older people will continue to be provided, people's aspirations are changing and some types of specialist older people's housing are already experiencing lower demand. The Council's view is that Housing with Support and residential care homes fall into this category, and that older people's need can best be met by a combination of enabling people to remain in their existing homes with relevant care and support alongside a programme of new Housing with Care and nursing homes to meet the needs of those with complex needs. The increase of 445 bedspaces equating to 234 dwellings should be considered a maximum as some people will be supported to remain in their existing homes instead of moving into ExtraCare or residential care.

7. Housing with Support typically provides limited facilities and support but with no care on-site. This often results in people needing to move again as their regular care needs increase or they require emergency care intermittently. Having considered the strategic disadvantages of Housing with Support, the Council is seeking to meet all 1,446 additional specialist homes for older people as Housing with Care, as this is more effective in meeting long term needs. Where Housing with Support schemes are proposed, the applicant must provide a justification that the scheme will meet a specific need in the locality.

8. Similarly, Housing with Care can meet the need of many who currently must move into residential care due to the lack of options for independent living. The Council is confident that the needs of up to 445 people could be met with the addition of up to 234 Housing with Care or ExtraCare homes.

9. The targets in the Local Plan are therefore 1,680 Housing with Care dwellings (1,446 + 234) and 380 nursing home places.

10. Good design of homes for older people is critical. All housing for older people must meet the requirements of policy LP18 - Internal Space and Accessibility Standards and be designed to meet good practice in design of specialist housing, including for people with dementia.

11. Community inclusion is a central ethos of Housing with Care. Health and social care partners can use communal spaces to deliver a menu of services on site and into the community. A range of facilities, appropriate to the scale and location of the proposed development, should be considered to improve the health, fitness and well-being of individuals and provide a 'lifestyle' option. These facilities may range from a communal living room, small shop, hairdressing salon, gym, and café/bistro to specialist health care facilities. Such facilities should complement the amenities available in the locality, not compete with them. Residents should be able to access public transport and other locally available amenities as well, either by foot, mobility scooter or community transport.

12. Occupancy of developments approved under C2 use class is restricted to those who are assessed as needing at least 2 hours personal care per week and their partners or carers. The restriction does not apply to remaining resident partners or carers of occupiers who have moved in and subsequently moved into another care setting or hospice or died. The care provided must be by a CQC-registered professional other than in exceptional circumstances, such as where evidence is provided that without the support of a partner or carer who is also moving in, at least 2 hours personal care from a CQC-registered professional would be required.

13. Paragraph 2 of this policy applies to the following Strategic Urban and Village Extensions:

    a. Policy LP10 - Almondsbury Village Extension

    b. Policy LP9 - Charfield Village Extensions

    c. Policy LP7 - Carsons Green and Rockhouse Farm New Neighbourhoods

    d. Policy LP5 - New Woodlands

    e. Policy LP6 - North Lyde 'ecotech' Village

    f. Policy LP8 - North Warmley New Neighbourhood

14. The Age-Friendly Housing Supplementary Planning Document will set out in greater detail how this policy will be implemented.

Additions	
Key evidence	Local Housing Needs Assessment 2023
Other relevant policies to cross-reference?	LPS4 - Affordable Homes LP18 - Internal Space and Accessibility Standards