

A stylized, light brown map of the North West Cambridge area is positioned on the left side of the page, partially overlapping the dark brown background and the light blue background. The map shows the irregular shape of the region with some internal lines representing roads or boundaries.

NORTH WEST **cambridge**

Senior Care Needs Statement
September 2011

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1. Introduction

- 1.1. This Senior Care Needs Statement has been prepared on behalf of the University of Cambridge, to accompany the suite of information submitted for the planning application for the Proposed Development.
- 1.2. This document provides the rationale for inclusion of a Senior Care Facility in the Proposed Development, and the benefits that it will provide to the community.

Purpose of this Statement

- 1.3. The Proposed Development includes a senior care facility of up to 6,500 sq.m. This facility will be located within the local centre of the development, along side a primary school, nursery, community hall, retail shops, healthcare and education facilities, and a foodstore. The facility is located in or near to the local centre in order for seniors to contribute actively to the life of the development, creating a greater sense of place, community and diversity.
- 1.4. The facility within the Proposed Development is sized sufficiently to allow for a senior care home or self-contained residential extra care units. A senior care centre would include a lobby/entrance area, a large lounge on each floor, a restaurant, kitchens and back of house services. A care home of 75 rooms and an expected dual occupancy rate of 30% would provide serviced accommodation for approximately 100 residents. The facility will provide greater inclusivity of access, and will be available to all faiths, ethnicities and orientations, enhancing the diversity, mix and balance of the community.
- 1.5. In accordance with NW30, the Phasing & Need policy of the North West Cambridge Area Action Plan (October 2009), the purpose of this document is to set out the Needs Case for the senior care centre. This document supports the planning application for built development to satisfactorily demonstrate the need for the development and that it cannot reasonably be met elsewhere (10.8). NW30 outlines the following:
 - A Needs Statement must be submitted with any planning application to demonstrate that the University has a need for the land to be released for the specific development the subject of the application;
 - Phasing of the development will be determined through masterplanning and as the needs of the University are proven.

Structure of this Statement

- 1.6. This Statement first outlines the context of the Senior Care Facility within the Proposed Development. It goes on to explain the purpose of the document, followed by an assessment of the policy context in which senior care is being developed. Then, the document examines the need for a facility in the Proposed Development and the benefits it will bring to the Application Site and the wider community. The Needs Statement concludes with a summary of the overall role that the senior care facility will play in the Proposed Development.

2. Planning Policy Context

- 2.1. To inform the needs case for the senior care facility, it is first necessary to consider the context of the facility within the broader policy considerations of the UK, Cambridge and North West Cambridge.

Planning Policy Statement 1: Delivering Sustainable Development

- 2.2. PPS1 sets out the overarching planning policies on the delivery of sustainable development through the planning system. The relevant Government's Objectives for the Planning System from PPS1 are as follows:

Objective 3 of PPS1 states that Sustainable development is the core principle underpinning planning. At the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for future generations.

Objective 4 recommends that planning include an aspect of social progress which recognises the needs of everyone.

Objective 5 states that planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by:

- Making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life;
- Contributing to sustainable economic development;
- Protecting and enhancing the natural and historic environment, the quality and character of the countryside, and existing communities;
- Ensuring high quality development through good and inclusive design, and the efficient use of resources; and,
- Ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.

- 2.3. Additionally, Social Cohesion and Inclusion is a key section of PPS1. This means meeting the diverse needs of all people in existing and future communities, promoting personal well-being, social cohesion and inclusion and creating equal opportunity for all citizens. This section states that:

14. The Government is committed to developing strong, vibrant and sustainable communities and to promoting community cohesion in both urban and rural areas. This means meeting the diverse needs of all people in existing and future communities, promoting personal well-being, social cohesion and inclusion and creating equal opportunity for all citizens.

15. Regeneration of the built environment alone cannot deal with poverty, inequality and social exclusion. These issues can only be addressed through the

better integration of all strategies and programmes, partnership working and effective community involvement.

16. Development plans should promote development that creates socially inclusive communities, including suitable mixes of housing. Plan policies should:

- Ensure that the impact of development on the social fabric of communities is considered and taken into account;
- Seek to reduce social inequalities;
- Address accessibility (both in terms of location and physical access) for all members of the community to jobs, health, housing, education, shops, leisure and community facilities;
- Take into account the needs of all the community, including particular requirements relating to age, sex, ethnic background, religion, disability or income;
- Deliver safe, healthy and attractive places to live;
- Support the promotion of health and well being by making provision for physical activity.

Draft National Planning Policy Framework

- 2.4. The Government has published the draft National Planning Policy Framework (“the Draft NPPF”) for consultation. The NPPF will replace the current suite of national Planning Policy Statements, Planning Policy Guidance notes and some Circulars with a single, streamlined document.
- 2.5. The NPPF will set out the Government’s economic, environmental and social planning policies for England. Taken together, these policies articulate the Government’s vision of sustainable development, which should be interpreted and applied locally to meet local aspirations. The draft NPPF continues to recognise that planning system is planned and that therefore Local Plans, incorporating neighbourhood plans where relevant, are the starting point for the determination of any planning application. In assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development and seek to find solutions to overcome any substantial planning objections where practical and consistent with the NPPF.

Cambridge Local Plan

- 2.6. The Cambridge Local Plan, produced by the Cambridge City Council in 2006, states the following policies regarding new sustainable development and the creation of mixed and diverse communities:

1.10. The Cambridge Local Plan aims to improve our quality of life without harming that of future generations. This is called sustainable development and the policies in the Plan are working to achieve this goal. Relevant economic, social and environmental issues are closely linked in the national strategy for sustainable development which has four objectives:

- Social progress which recognises the needs of everyone;
- Effective protection of the environment

1.11. The Cambridge Local Plan and the planning system has a fundamental role to play in achieving the land use planning aspects of sustainable development. Account will be taken of the following sustainability criteria in making planning decisions:

- Making the best and most efficient use of land and buildings;
- Creating sustainable patterns of development by relating new development to public transport nodes and local facilities;
- Encouraging mixed use development, incorporating housing, retail and business uses and new leisure and recreation opportunities;

2.2. Strategy - The consolidation and improvement of existing residential communities, the promotion of new housing and community facilities in the growth areas, and a greater emphasis on meeting diverse housing needs.

3.13. A mix of uses can help determine how well used a place is, and what economic and social activities it will support. Mixed use development can make the most of opportunities for higher density and intensive activity at locations with good access to public transport. A range of uses close to each other reduces the need to travel and contributes to environmental sustainability. A mix of uses may be appropriate at a variety of scales, within a neighbourhood, street or a building.

3.14. Mixed use areas help generate increased pedestrian activity, increase natural surveillance and improve community safety.

3.15. It is important that the new urban extensions are designed as sustainable, balanced communities, offering not only a place to live but also the necessary supporting facilities including open space and retail and leisure developments of an appropriate scale.

5.14. Supported housing and housing in multiple occupation add to the mix and range of housing to meet the needs of a diverse community and workforce and helps in the creation of mixed communities. These uses are residential in character but often have different servicing needs and increased levels of activity associated with them. The location of such provision requires careful consideration to ensure that the proposals respect the character and residential amenity of the local area. An overconcentration of uses, which can affect amenity and character can have a detrimental impact on a locality.

5.18. It is important in the design of new development incorporating residential units to achieve a good mix of size and type of dwellings. Such an approach helps to create mixed and inclusive communities offering a choice of housing and lifestyle and can assist the urban design process.

South Cambridgeshire District Council Local Development Framework

2.7. The South Cambridgeshire District Council Local Development Scheme outlines their Community Strategy's goals for what kind of communities should be created in the area. These aims are as follows in 1.11 of the Community Strategy:

- Active, Safe and Healthy Communities where residents can play a full part in community life, with a structure of thriving voluntary and community organisations.
- Building Successful New Communities where large-scale developments have created attractive places with their own identity, supported by a range of quality services.
- A Prosperous District where jobs, skills and learning are developed and sustained to benefit everyone.
- Good Access to Services for all sections of the community, including older people, children and families, through better transport links and improved local services.
- Quality Homes for All with new affordable homes developed to meet local needs and assistance provided for those needing help.
 - A High Quality Environment with better access to a more biodiverse countryside, which is protected and improved, and sustainable measures

2.8. The Development Principles of the of the Development Control Policies DPD states that appropriate community facilities should be provided to meet the needs of new developments, working in partnership with other service providers and voluntary organisations (DP/b).

2.9. Additionally, Policy DP/1 of the Development Control DPD also states that new developments should contribute to the creation of mixed and socially inclusive communities and provide for the health, education, recreation, community services and facilities, and social needs of all sections of the community (m) and that developers should involve community and providers of community services in the design process (q).

North West Cambridge Area Action Plan

2.10. The North West Cambridge Area Action Plan (AAP) recommends that a mixed and balanced community be created with a variety of land uses, including diversity in residential housing types. NW7 (Balanced and Sustainable Communities) of the AAP supports the following objectives:

2. A suitable mix of house types, sizes and tenure (including affordable housing) will be provided, attractive to and meeting the needs of, all ages and sectors of society including those with disabilities. This should include a proportion of new homes designed to Lifetime Home Mobility Standards.

4.8. The provision of sustainable, inclusive, mixed communities is a key national policy objective. Provision needs to be made for specific groups in particular

families with children, older and disabled people as well as for singles and couples.

4.9. The layout of the development should integrate affordable housing with the open market housing in ways that minimise social exclusion.

4.10. Lifetime mobility standards for dwellings have been developed by the Joseph Rowntree Foundation to provide homes that cater for the needs of residents throughout their lifetime, including the possibility of impaired mobility.

2.11. NW30 (Phasing & Need) outlines the necessity for and role of a Needs Statement in the planning process. This policy states that:

10.8. The overall strategic need for University development at North West Cambridge has been accepted. The site is likely to be developed in a number of phases in the period to 2021 and beyond. As land is only being released from the Green Belt to meet the long term development needs of the University and is a limited resource, it is important to ensure effective use of the land and that evidence of need is demonstrated as applications come forward for different uses over time. It is anticipated that the University's Housing Needs Study forming part of the evidence base for the Area Action Plan, updated as necessary, will form a key part of the Needs Statement of planning applications that include residential development.

10.9. This land is also identified as a Strategic Employment Location in the Structure Plan and again is subject to the University proving the need for the development; the site therefore will enable the long-term growth of the University education and research cluster in Cambridge.

10.10. The phasing of the development should have regard to the creation of a sustainable community from the outset and as the development progresses. This is particularly important as the development will be implemented over a long period as the University's needs arise although the early establishment of a viable local centre should not be undermined.

2.12. In accordance with the above objectives, PPS1, local policies, and NW7 and NW30 from the AAP, a senior care is included within the Proposed Development to contribute to the creation of a sustainable, mixed and balanced community for the future of Cambridge and the Proposed Development.

3. Need for a Senior Care Facility

- 3.1. A senior care facility would help to fulfil the need for more senior housing based on the aging population of Cambridge and South Cambridgeshire. By 2025, one in five people in South Cambridgeshire is expected to be over the age of 65. The number of people aged 75 or over is forecast to increase by 30% or 12,000 by 2016, and the number aged 85 or over by 50% or 5,000 by 2016. The largest relative increases in the elderly population are expected in Huntingdonshire, South Cambridgeshire and Fenland. In all three districts the population aged 75 and over is projected to increase by approximately 40% by 2016.¹
- 3.2. There is also relatively low provision of senior care facilities currently in and around Cambridge. Within a 15 mile radius of the town of Cambridge, there are 55 care facilities, the majority of which provide accommodation for less than 20 residents. None of these are new build high quality care homes of the style and type that would potentially exist in the Proposed Development.
- 3.3. Additionally, the existing stock in Cambridge is made up of a large number of larger family dwellings which are difficult to convert to meet the needs of an aging population due to their Victorian and historic style. The Senior Care Facility at the Proposed Development would provide a fit-for-purpose facility which would avoid the time costs and difficulties of converting existing homes to be wheelchair accessible, for example. Providing a senior care home would allow Cambridge's elderly population to live in accommodation which is better suited to their needs.

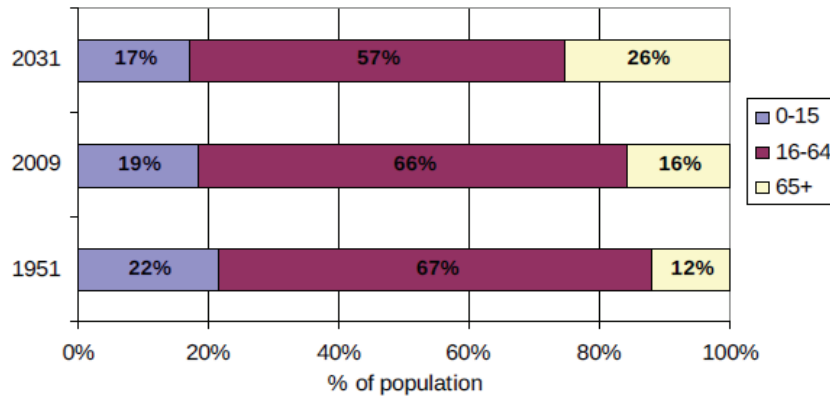
Provide for the elderly population in and around Cambridge

- 3.4. A presentation and workshop hosted by Cambridgeshire Past Present & Future in September 2010 found the following results in consultation and research with the community:
- 90% of older people live in mainstream housing. While they require a choice of housing solutions they should still remain within, or closely connected to, the wider community
 - The elderly population of Cambridgeshire will increase much more rapidly than the national average, because of our economic success - the proportion of over 65s could nearly double by 2031 and existing housing can accommodate only 75% of them
 - Older people should be helped to downsize to match their changing need. This would be easier if houses were built in a way that allowed a low cost division of family homes into two units
 - Isolation and loneliness are big challenges. Older people must have good access to services, shops, public toilets, green space and other facilities such as community halls, without needing to use private transport
 - Communities and homes must be designed to be adaptable to residents' changing needs as they age or lose mobility.²

¹ Cambridgeshire County Council Long Term Capital Strategy to 2016

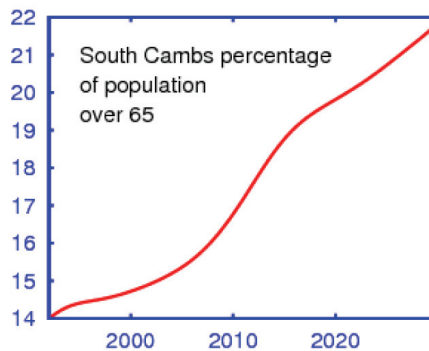
² Planning Our Futures presentation and workshop, Cambridgeshire County Council, September 2010

Figure 1: The aging population of Cambridgeshire



Source: Cambridgeshire County Council Research group

Figure 2: The aging population of South Cambridgeshire



Data:
<http://www.statistics.gov.uk/ageingintheuk/agemap.html>

Source: Planning Our Futures presentation and workshop, Cambridgeshire County Council, September 2010

- 3.5. With a growing population across the wider area, and a significantly ageing demographic, there is a clear shortfall in elderly care across all sub-sectors in Cambridge, hence the need for additional senior care provision.

Benefits of a Senior Care Facility

- 3.6. A senior care facility in the Proposed Development would contribute to creating a more multi-faceted community and development. The senior care facility would play the following roles in response to the policies set out in Section 2.
- 3.7. Senior care will be designed to enable independent seniors to enjoy a lifestyle filled with recreational, educational and social activities. With a number of resources adjacent to the facility, including a foodstore and healthcare, seniors will be able to easily access these locally.

- 3.8. In direct response to Objective 3 of PPS1, a senior care facility will provide not only for the elderly population of today, but also for the elderly population of the future. The AAP includes not only nurseries and primary schools, but also family homes and elderly care and apartments which will provide an environment supportive of residents of all ages.
- 3.9. Similarly, the senior care facility provides for the needs of a very specific sector of the population. It will further serve to make suitable land available for development in line with economic, social and environmental objectives to improve residents' quality of life, as outlined by Objectives 4 and 5 of PPS1. Provision of a facility to meet senior's needs, both in scale and nature, will enable them to downsize appropriately from larger properties, therefore freeing up accommodation elsewhere in the Cambridge area.
- 3.10. Additionally, the Cambridge Local Plan's strategy includes the promotion of new housing and community facilities in the growth areas, and a greater emphasis on meeting diverse housing needs, which is what the development will achieve with a Senior Care Home. This purpose built facility will directly provide for the needs of the elderly population.

Contribute to a sense of place

- 3.11. The senior care facility will contribute to a sense of place by adding elements of activity and presence in the local centre. The senior care centre will be located in the centre of the development so that seniors can contribute to the activity and life of the area. The facility will add a sense of diversity and enhance the overall human and aesthetic sense of the development. The care home will also create a sense of place in that this element helps reflect a more complete community covering the older end of the spectrum, while a day care centre/crèche/nursery is proposed to cover the other end of the spectrum.
- 3.12. The Cambridge Local Plan directly supports creating in a sense of place in policy 3.14, stating that mixed use areas help generate increased pedestrian activity, increase natural surveillance and improve community safety. Additionally, policy 5.18 states that a mix of size and type residential dwellings will help to assist the overall urban design process.

Create mixed and balanced community

- 3.13. As the elderly population of the Cambridge area increases, it is necessary to provide housing for this population which is mixed and integrated into the community as a whole, directly supporting PPS1's Objective 15 to better integrate excluded communities through regeneration of the built environment. Additionally, developing a senior care home will contribute to creating a strong, vibrant and sustainable community, through creating equal housing opportunity for all citizens (Objective 14). The senior care home also supports Objective 16 of PPS1, which states that development plans should promote development that creates socially inclusive communities, including suitable mixes of housing.
- 3.14. The Cambridge Local Plan also directly correlates to creating mixed and balanced communities, in that it states that it is important that the new urban extensions are designed as sustainable, balanced communities with supporting facilities (3.15).

Paragraph 5.14 similarly states that supported housing in multiple occupation add to the mix and range of housing to the meet the needs of a diverse community. Lastly, Paragraph 5.18 states that the design of new development incorporating residential units to achieve a good mix of size and type dwellings helps to create mixed and inclusive communities offering a choice of housing and lifestyle. A senior care home will directly fulfil all of these local policy objectives.

- 3.15. Providing a centrally located senior care home also directly supports AAP policies. Providing a senior care home will provide a suitable mix of house types, sizes and tenure (NW7), and will be inclusive in that it will help to meet the needs of all ages and sectors (NW2). The AAP stresses the lifetime mobility standards for dwellings which cater to the needs of residents throughout their lifetime (4.10). The senior care home will achieve these standards as lifetime living housing. The development will include not only aspects of early development and care (crèches, nurseries and primary schools), but also elderly housing adjacent to family housing, creating a truly lifetime living development.

Contribute to scheme viability

- 3.16. The senior care facility will be a core component of the early phases of the development. This will not only contribute to sense of place and critical mass near the local centre, but also make a positive contribution to the development's financial viability. The impact is not solely related to the capital value generated by the site, but also by the relative phasing of the senior care facility, as it will positively assist with cash flow in earlier stages of the project when there are significant opening up and infrastructure costs.
- 3.17. Proposed Development is guided by the policy framework set out in the Area Action Plan adopted by Cambridge City and South Cambridgeshire District Councils. The scheme therefore includes 50% affordable housing, which will be rented to University and College staff at no more than 30% net household income, and sets ambitious targets in terms of sustainability, carbon reduction, energy and water.
- 3.18. In addition, a range of community / education and sports facilities will be provided, and significant investment will also be made in a range of transport measures to mitigate the impact of the Proposed Development.
- 3.19. The Applicant is therefore proposing a number of additional enabling uses to those set out in the AAP in order to secure additional capital / revenue funding for the Proposed Development, in particular, with regard to Phase 1. These include a foodstore (2000sqm net), a hotel, and senior living accommodation.

Summary of Estimated Costs

- 3.20. The following table summarises the main capital costs that will be incurred by the Applicant on infrastructure, s106 obligations, and Key Worker housing, and the capital receipts that will be generated through land sales, both for the overall Proposed Development, and Phase 1.

Table 1: Summary of Estimated Costs

	Overall Proposed Development	Phase 1
	£M	£M
Capital Cost:		
Site Infrastructure / S106 Works / Contributions	154.9	56.9
Key Worker housing	190.8	67.8
Supermarket	5.7	5.7
Capital receipts		
Market housing	144.0	30.3
Other land sales	64.5	-
Hotel	1.9	1.9
Senior Care	1.4	1.4

Summary of Overall / Phase 1 Financial Appraisals

- 3.21. The financial appraisal for the overall Proposed Development indicates financial returns (IRR) in the range of 3.3 - 8.7%, depending on the assumptions made about key parameters, and more particularly inflation. This is clearly significantly below an IRR which would be acceptable to developers, and is also insufficient to provide sufficient margin for development risk on the Applicant's normal target for return on investment.
- 3.22. The Phase 1 financial appraisal indicates an even lower rate of return of c. 5%. This would not be acceptable to developers and would not normally be acceptable to the Applicant. Additionally, if the hotel and senior living accommodation were omitted from Phase 1, the Applicant would incur an additional borrowing cost of c. £8m over the lifetime of the Proposed Development.

Case for additional Enabling Uses

- 3.23. There is therefore a clear financial case for additional enabling uses to help offset the significant up front investment that the Applicant will need to make in site infrastructure, community, educational and sports facilities, and transport mitigation measures. The inclusion of the hotel and senior care facility in the scheme will not only provide additional vibrancy to the local centre and additional balance to the community as a result of inclusion of facilities for the elderly, but also much needed finance to improve the viability of the scheme.
- 3.24. For Phase 1, the expenditure on site infrastructure alone is £44M; the hotel and senior care facility provide capital receipts estimated at £1.9M and £1.4M respectively, so whilst relatively modest in the context of the overall Proposed Development, they are significant in terms of the investment required and the development risk the Applicant needs to manage with the implementation of a first phase of the Proposed Development.

4. Conclusion

- 4.1. The senior care facility will play many roles in the Proposed Development. First, the senior care home is needed due to the aging population in and around Cambridge and South Cambridgeshire. Second, there is a lack of capacity for accommodation and care in existing care homes in the area. Third, the current housing stock is difficult and costly to convert to accommodation suitable to meet the needs of older people. In contrast, the Senior Care facility on the Proposed Development will be easily accessible and fit for purpose to meet seniors' needs..

- 4.1. The senior care facility will additionally provide a range of benefits to the new and existing communities. The benefits of senior care provision include creating a more mixed and balanced community, fostering the positive contribution of the elderly population to the community, and meeting the needs of the increasing elderly population. This part of the Proposed Development provides for the elderly population in and around Cambridge by creating a number of homes which will fulfil the needs of this specific sector of the population. The care home will contribute to a sense of place by immediately creating a close community within the larger development. It will also contribute to the creation of a mixed, balanced, and diverse community by providing lifetime housing and increase the range of housing options within the Proposed Development. Lastly, the senior care facility will promote the viability of the scheme through contributions to cash flow in early phases of the Proposed Development.

- 4.2. The University's intends to create a mixed and balanced community on the Application Site, and provision of a Senior Care Home is consistent with these aspirations and with National, Local and Site-specific policy objectives.