TEDDINGTON, LONDON BOROUGH OF RICHMOND-UPON-THAMES

CARE NEEDS ASSESSMENT

Prepared on behalf of Quantum Group

August 2017



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#### PREPARED ON BEHALF OF QUANTUM GROUP

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Prepared By:	Vivienne Lauder	Vivienne Lauder	Vivienne Lauder
Checked By:	Simon Macklen, Director	James Donagh	James Donagh
Authorised By:			

Barton Willmore LLP The Observatory Southfleet Road Ebbsfleet Dartford, Kent DA10 ODF

Tel: (01332) 374660 Ref: 26031/A5/VL/djg E-mail: research@bartonwillmore.co.uk Date: 07 August 2017

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#### 1. INTRODUCTION AND METHODOLOGY

- 1.1 The following report assesses the likely need for elderly accommodation and appropriate level of care within the proposed development at the Teddington Sports Ground, London Borough of Richmond-Upon-Thames (LBR). The Site is located in the north of the ward of Hampton Wick and is adjacent to the neighbouring ward of Teddington. For the purposes of this Assessment, Hampton Wick and Teddington Wards will form the local study area and will hereinafter, for simplicity, be referred to as Teddington (see **Appendix 1 Site Location Plan**).
- 1.2 The report outlines the planning policy context at national, regional and local level; the demographic characteristics of the study area in comparison to LBR and the London region as a whole; a detailed description of existing levels of elderly accommodation and care within the Borough; and an assessment of the likely care needs of the Borough in the future.
- 1.3 To establish planning policy, current thinking and baseline conditions, the report has obtained information from the following sources:
  - National Planning Policy Framework (NPPF);
  - London Plan, March 2016
  - LBR, Review of Core Strategy and Development Management Plan;
  - LBR, Core Strategy, April 2009;
  - LBR, Adopted Development Management Plan, 2011;
  - LBR, Housing for Older People, 2011;
  - LBR, Retirement Housing Review, October 2016;
  - Office for National Statistics (ONS), 2011 Census;
  - ONS, 2014-based Sub-national population projections (SNPP);
  - Elderly Accommodation Council (EAC)/Housingcare.org; and
  - Contact Consulting for CLG/CSIP, More Choice, Greater Voice 'Toolkit for producing a strategy for accommodation with care for older people', published by The Housing Learning and Information network (Housing LIN), February 2008.
- 1.4 Section 2 of this Assessment will outline the national, regional and local planning policy relevant to the provision of elderly accommodation.

#### 2. PLANNING POLICY FRAMEWORK

- i) National Planning Policy Framework (NPPF)
- 2.1 The NPPF, published in March 2012, follows three dimensions to achieve sustainable development: economic, social and environmental. Within its social role, the NPPF aims to support strong, vibrant and healthy communities by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being.
- 2.2 At paragraph 50, the NPPF advises that to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local authorities should:

"plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as ... older people ...)"

2.3 The NPPF clarifies the definition of 'older people' as:

"people over retirement age, including the active, newlyretired 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."

- ii) DCLG, Housing White Paper: Fixing our broken housing market, February 2017
- In February 2017, the Government published 'Fixing our broken housing market' which seeks to address issues in relation to the Nation's housing shortage. In Chapter 4: Helping People Now, focus is provided on the need to offer older people a better choice of accommodation which can help them to live independently for longer and help reduce costs to the social care and health systems. Building upon an existing framework linking planning policy and building regulations to improve delivery of accessible housing, the Government plans to introduce:

"a new statutory duty through the Neighbourhood Planning Bill ... to produce guidance for local planning authorities on how their local development documents should meet the housing needs of older and disabled people."

2.5 The report emphasises the need for planning authorities to bring forward an adequate supply of accessible housing to meet local need and explore ways to stimulate the market to deliver new homes for older people, pointing out that 'helping older people to move at the right time and in the right way could also help their quality of life at the same time as freeing up more homes for other buyers'. The Government is also committed to exploring issues that may prove barriers to older people wanting to move such as costs of moving and strong emotional attachments to their family home. The Government will implement a stakeholder dialogue to ensure that local authorities deliver outcomes that are best for older people which will sit alongside the Government's commitment to 'fund and develop supported housing, including sheltered, step down and extra care housing, ensuring that the new supported housing funding model continues to provide the means for older people to live independently for longer while relieving pressure on the adult social care system'.

#### iii) London Plan (March 2016)

- 2.4 The London Plan is the overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20–25 years. The document brings together the geographic and locational (although not site specific) aspects of the Mayor's other strategies, including those dealing with transport, economic development, housing, culture and a range of social issues.
- 2.6 Paragraph 1.15c of the London Plan notes that the composition of London households is likely to change, partly because of social trends affecting the formation of families and the elderly. There is also likely to be an increase in one person households, particularly among older people. Such trends mean that provision will need to be made for more homes, particularly meeting the accommodation needs of families and single person households including older people, both of which are likely to increase in number.
- 2.6 Table 3.1 of the Plan sets out a global average housing supply target for London for the 2015-2025 period, together with individual targets for each Borough. For Richmond a minimum ten year target of 3,150 dwellings is identified (i.e. 315 pa).
- 2.7 The strategic component of Policy 3.17 'Health and Social Care Facilities' highlights the importance the Plan attaches to maintaining and to improving these facilities, especially where is a specific need. Caring for the elderly population is and will increasingly become a particular need.

#### 'Strategic

- A The Mayor will support the provision of high quality health and social care appropriate for a growing and changing population, particularly in areas of under provision or where there are particular needs.'
- 2.8 Annex 5 of the Plan sets out annualised strategic benchmarks to inform local targets and performance indicators for specialist housing for older people for the ten year period 2015-2025. In the case of Richmond upon Thames, an annual benchmark of 105 private and 30 intermediate sales (equating to 135 per annum) are identified.
  - iv) London Borough of Richmond Review of Core Strategy & Development Management

    Plan
- 2.9 LBR have recently reviewed the policies within their Core Strategy and Development Management Plan. A revised Local Plan was subject to a final public consultation from 4<sup>th</sup> January to 15 February 2017.
- 2.10 The Council are now preparing for the submission of the Local Plan to the Secretary of State for independent Examination in Public. Until the emerging Local Plan is adopted, weight would be given to the adopted LBR Core Strategy of 2009 and the Development Management Plan of 2011.
  - iv) London Borough of Richmond Core Strategy (April 2009)
- 2.12 The Core Strategy sets out the Strategic Planning Framework for the Borough for the next 15 years up to 2024. The borough's housing is mainly in owner-occupation (68% according to the 2001 Census), with 15% rented privately, and 12% rented from a housing association. Affordability is a key issue, with house prices considerably higher than the London average. There is a very significant housing need in the borough.
- 2.13 The Core Strategy recognises the acute shortage of housing, particularly affordable housing for families, and the need to provide housing to meet local requirements, particularly for the increasing number of one person households, for older people and those with restricted mobility (paragraph 5.1.5). A key objective of the Core Strategy is ensuring that there is a suitable stock of good quality housing to meet the needs of all residents, particularly encouraging more affordable housing to meet the acute need in the Borough and housing for those with specific needs (paragraph 5.2.4).

- 2.14 The Core Strategy also notes that a key issue is the need to continue to adapt the historic environment and buildings to be suitable for people who are elderly or who have mobility problems. This applies to public space, where buildings are refurbished, and with new buildings including housing where the Council will seek both wheelchair and mobility standards.
- 2.15 The implementation of the Core Strategy will be largely dependent on investment by the private sector into new build or refurbishment of key land uses such as housing (including affordable housing subject to a level of grant support), employment and retail.
- 2.16 As an example, the Core Strategy notes that the Council is working with Richmond Housing Partnership to bring forward affordable and extra care housing and with the Primary Care Trust and Mental Health Trust to jointly review the condition of the health and social care estate. It is intended that rationalisation of premises will lead to capital returns which can be invested to provide fit for purpose premises and a more co-ordinated pattern of service, for public benefit. Furthermore, the Borough is developing strategy which identifies scope for extra care housing to reduce the number of admissions to residential care<sup>1</sup>.
- 2.17 In general, an appropriate mix of uses and higher densities of housing will be encouraged within the borough's five town centres as these are accessible by public transport, and occupiers of new development could benefit from a range of shops and services within easy walking distance. It is recognised that the potential for higher densities is likely to be within the central areas of these towns rather than within adjoining residential areas.
- 2.18 Specifically, the Core Strategy (Policy CP14 Housing) states:

'The Council will exceed the minimum strategic dwelling requirement, where this can be achieved in accordance with other Local Development Framework policies. The Borough's targets are:

- For the ten year period between 1 April 2007 and 31 March 2017, an additional 2,700 dwellings (Alterations to the London Plan, Dec 2006), annualised as 270 dwellings per year.
- In the ten years from March 2017, indicative capacity is expected to be in the range of 150-330 dwellings a year. An early alteration to the target contained in this strategy will be brought forward to reflect the updated London wide Housing Capacity Study /SHLAA.'

1

http://www.richmondccg.nhs.uk/strategies%20policies%20and%20registers/Better Care Closer to Home strategy.pdf (page 12)

- 2.19 The policy also identifies a net increase in residential units of 700-800 in Teddington and the Hamptons to the period up to 2017.
- 2.21 Point 15 of paragraph 5.2.4 recognises the importance of:

'Ensuring that there are suitable schools, children's centres, youth provision and <u>services for older people</u> within easy reach of local communities ...'

- 2.22 Also the importance of providing a wide range of health facilities and housing to meet the needs of all residents, especially to enable independent living, and addressing specific needs for primary health care facilities is highlighted in point 16 of paragraph 5.2.4.
  - v) LB Richmond Adopted Development Management Plan 2011
- 2.23 The Development Management Plan (DMP) takes forward the Core Strategy's three interrelated themes of 'A Sustainable Future', 'Protecting Local Character' and 'Meeting People's Needs', with more detailed policies for the control of development.
- 2.25 Limited land supply within the Borough means that new developments must be directed at identified local needs. Policy DM HO 5 indicates that planning permission will be granted for new accommodation where housing is providing for an identified local need, across a range of tenures, providing they are on a site and in a location suitable for that particular use, and in accordance with other environmental, transport, parking and other relevant policies. Providing a need can be identified the range of housing to meet specific community needs can include sheltered housing with care support, residential care homes/nursing homes and extra-care housing.
  - vi) Housing for Older People London Borough of Richmond Upon Thames (2011)
- 2.27 The London Borough of Richmond upon Thames has published a booklet entitled Housing for Older People (April 2011) which explores options that are available to older people to overcome problems associated with becoming elderly. These are broadly categorised as retirement housing and non-retirement housing for older people. The first of these is purpose built unfurnished housing for older people who, although self-sufficient and independent appreciate the security of being able to ask for help if needed. As an alternative, the document notes that sometimes properties become available which are designed exclusively for occupation by older people (non-retirement housing). These are self-contained flats and studios which are arranged in blocks where all tenants are over 55 years old.

- vii) Adult Social Care Review London Borough of Richmond Upon Thames (2016)
- 2.29 The London Borough of Richmond, Retirement Housing Review states that the Borough are in the process of 'a three part project addressing the accommodation needs of older residents of [the Borough]'. Three separate reports will be produced covering different aspects of elderly accommodation one detailing the need for extra care housing, one the overall need for retirement housing and a third (yet to be published) dealing with elderly accommodation offering residential and nursing care.
- 2.30 Those reports currently available (the Retirement Housing Review and the Extra Care Housing Evidence Base) identify key drivers behind the requirement for additional elderly accommodation within the Borough, including the fact that the Borough has the seventh highest population of older people in Greater London with the fifth highest percentage of residents aged 85 and above. Over 62% of the Borough's residents aged 65 and over live alone identifying a high risk of people living with loneliness and in social isolation. Nearly half of all households occupied by people aged 65 and over are under-occupied by two or more spare bedrooms, in houses unlikely to be readily adaptable to the needs of ageing residents.
- 2.31 The Reports identify some key issues which elderly accommodation providers should adhere to. These include:
  - a) Accommodation should be considered across a range of tenure, with properties available for market sale, intermediate sale and social rent;
  - b) New provision should meet with identified local need and be distributed across the Borough;
  - c) Distribution should pay attention to the existing spread of care typology. As the Reports identify, older people often do not wish to move far from their current neighbourhoods, therefore proposed locations should pay attention to the existing distribution of like facilities e.g. extra care accommodation units;
  - d) A mix of accommodation sizes should be considered. Whilst many older residents will be single applicants or couples, requiring one bedroom, a second bedroom is often desired to accommodate visitors; accommodate medical necessities; provide space for additional storage; or provide space for hobbies etc;

- e) Whilst some shortfall in elderly accommodation provision may be addressed through the remodelling of existing units this should only be the case where disruption to existing residents and local communities is not a risk.;
- f) Developments should be designed to accommodate a range of care needs, acknowledging the different levels of independence required and/or desired by residents. By so doing, developments will avoid the risk of being perceived as replicating a residential care home; and
- g) Units should be designed with adaptability in mind and offer sustainable living over time should health fail; whilst the layout of the scheme should be designed to minimise feelings of social isolation or the risk of loneliness.
- 2.32 The Reports model demand for future housing and establish targets to provide sufficient quidance on provision of elderly care to the year 2020. As a reflection of increasing need, it is however recommended by the Reports that accommodation targets are reviewed again in 2018/19. The Retirement Housing Review report recommends a target of 145 additional units delivered across 3 or 4 schemes by 2020. This figure addresses both the current shortfall and predicted increase in demand for sheltered and retirement housing driven largely by a forecast growth in the population of older people. In addition to the 145 retirement accommodation, the Extra Care Housing Evidence Base report recommends an additional 81 extra care units across 2 or 3 schemes and is based on 'an assumption that a certain number of units are likely to constitute a viable scheme<sup>2</sup>. However, it is worth understanding how the target of 81 extra care units has been arrived at. The report references a Study 'What makes older people chose residential care and are there alternatives', A. Kerslake, 20043. The approach adopted by the Study is based on a review of case files for those entering residential care. It found that 'a total of two thirds of older people who had recently been admitted to care homes could have benefited from extra care provision'. On this basis, LBR identified the number of people admitted to care homes in the year 2013/14 (a total of 121) and applied the two thirds formula to this figure to achieve the 81 unit target. The methodology underpinning the target of 81 extra care units causes some concern in its ability to robustly reflect the likely need for extra care provision in a rapidly growing, rapidly ageing local community. The foundation upon which the target is arrived at may indeed be unsound given that by the year 2013/14 is it feasible that fewer people were moving into care homes as preferable alternatives, offering a less institutionalised feel, were becoming available leading to potential for the admission numbers in that year to be lower than previously seen.

<sup>&</sup>lt;sup>2</sup> Extra Care Housing Evidence Base, Page 18, Paragraph 9.7

<sup>&</sup>lt;sup>3</sup> Extra Care Housing Evidence Base, Page 17, Paragraph 9.2

2.33 Section 2 of this Assessment will outline the baseline demographics of the Teddington Study Area in comparison to the Borough and London Region overall.

#### 3. BASELINE DEMOGRAPHICS

3.1 In order to understand the context within which an Assessment of type and levels of care need exists, this section will identify the borough-wide baseline demographics in respect of housing and population, paying particular attention to the local demographic profile of the Teddington area.

#### Housing Demographics

3.2 At the time of the 2011 Census Teddington presented an atypical pattern of accommodation type with a notably higher percentage of purpose-built flats than was the norm for this particular London Borough (Figure 1). Whilst Teddington is similar to the accommodation profile of London as a whole, with a similar percentage of flatted development and semi-detached and terraced housing, the Borough of Richmond overall contains a relatively even split of semi-detached, terraced houses and blocks of flats. Whilst there is a marginally higher level of detached houses in Teddington than are present across the Borough, there are notably fewer semi-detached and terraced dwellings.

45% 40% 35% 30% 25% 20% 15% 10% 5% 0% Detached Semi-Detached Terraced Flat in a purpose- Flat in a converted Flat in a built block of flats or shared house commercial building ■ Study Area ■ LBR ■ London

Figure 1: Accommodation Type within Study Area, Borough and Region

Source: ONS, 2011 Census, Table DC4403EW

3.3 2011 Census statistics demonstrate that household tenure patterns in Teddington are compatible with the Borough overall with only marginally higher occurrences of home ownership and private renting being demonstrated. The predominant trend for home ownership is, however, notably greater than in London overall, where the pattern of renting, particularly social renting, is far more prolific. The marked preference for home ownership

establishes a picture of greater affluence within the Borough, not least of all within the Teddington area (Figure 2).

3.4 Of those homes either in ownership or shared ownership within the Teddington Study Area, nearly 2,000 are owned by persons<sup>4</sup> aged 50 and above, and of these nearly 1,500 are owned by persons aged 65 and above. Within the Borough overall, nearly 16,000 persons who own their own home (or are in shared ownership) are aged 50 and above, with over 13,000 of these being aged 65 and above.

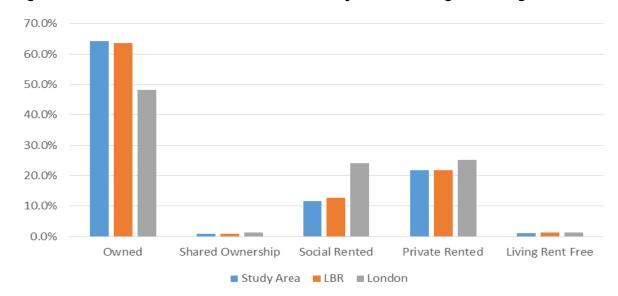


Figure 2: Accommodation Tenure within Study Area, Borough and Region

Source: ONS, 2011 Census, Table DC4101EW

- 3.5 A study of household occupancy profiles (**Table 1**) identifies that there is a far higher occurrence of under occupancy in LBR than across the London region as a whole. This pattern is also replicated within the general Teddington area.
- 3.6 A pattern of high under occupancy is a potential indicator of the probability of older people remaining in family homes once their children have grown and moved away and often after only one partner remains. This would appear to be the case not only across the Borough but particularly within the Teddington area.

<sup>&</sup>lt;sup>4</sup> Based on household reference persons, ONS, 2011 Census Table DC4601EW

Table 1: Household over- / under-occupancy @2011 Census

	Study Area	LBR	London
Under Occupancy of +2 or more bedrooms	32%	33%	21%
Under Occupancy of +1 bedrooms	32%	33%	28%
Occupancy rating of 0	33%	30%	39%
Over Occupancy rating of -1 bedrooms	3%	3%	9%
Over Occupancy rating of -2 or less bedrooms	0%	0%	2%

Source: ONS, 2011 Census, Table QS412EW

3.7 Further reference to the 2011 Census demonstrates that the percentage of elderly people living alone in the Teddington area is higher than in the Borough or Region overall (Table 2), with 12.4% one person households in the Study Area being residents aged 65 or over. In London overall, there are over 300,000 people over the age of 65 living alone.

Table 2: One Person Households by age

	Study Area	LBR	London
One person households: Aged 65 and over	1,128	9,434	312,022
Percentage of one person households	12.4%	11.8%	9.6%

Source: ONS, 2011 Census, Table KS105EW

#### Population Demographics

- 3.8 At the time of the 2011 Census there were 186,990 people living in LBR, 20,551 of whom lived within the Teddington area. **Table 3** identifies that of the overall population, the Teddington area has a higher percentage of older residents than is the norm for London and, as is the case for LBR overall, has nearly a quarter of residents aged 55 and above.
- 3.9 The percentage of older population within the Borough continues to outweigh the percentage of older people in London overall when examining those aged 65 and above and those aged 75 and above, which would indicate that residents are remaining within the Borough into old age.

Table 3: Age Structure, 2011

Study Area	LBR	London
5,064	45,505	1,619,275
24.6%	24.3%	19.8%
2,770	25,296	904,749
13.5%	13.5%	11.1%
1,396	12,273	431,691
6.8%	6.6%	5.3%
	5,064 24.6% 2,770 13.5%	5,064 45,505 24.6% 24.3% 2,770 25,296 13.5% 13.5% 1,396 12,273

Source: ONS, 2011 Census, Table DC1117EW

3.10 Whilst it has been established that there are comparatively high levels of residents aged 55 and above within LBR based on 2011 Census data, it is also important to consider the pattern of ageing that will affect the Borough in future years. **Figure 3** demonstrates the change in age profile of LBR between 2014 (the year set as the base year for ONS projections) and 2025 (the year to which the London Plan sets out strategic performance indicators for specialist housing).

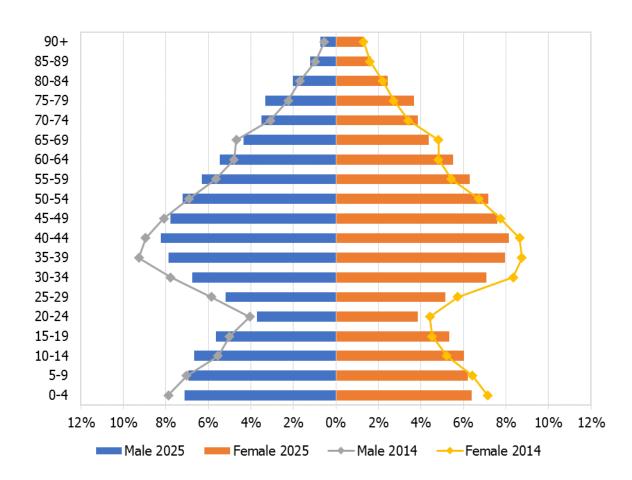


Figure 3: Richmond Age Structure, 2025 vs 2014

Source: ONS, 2014-based SNPP

- 3.11 Overall, the percentage change in the population of LBR is projected to be an increase of 18% from 234,800 residents in 2014 to 278,100 by 2025. Over this period, it is anticipated that the Borough will experience a decrease in young children between 0 and 4 years, and amongst the young adults to early middle aged bands i.e. from 20 to 24 through to 45 to 49.
- 3.12 Of particular note, however, is the increase in population that is expected to take place from the ages of 50 to 54 and above. With the exception of age band 65 to 69, the older age

- bands are all expected to demonstrate population increases above the numbers resident in 2014, with a considerable growth in residents aged 75 to 79.
- 3.13 It should be anticipated that this notably ageing Borough-wide profile will place additional pressure on the provision of elderly care accommodation.
- 3.14 Section 4 of this Assessment will identify the existing elderly care accommodation within LBR and quantify the existing level of care provided within the Borough.

#### 4. EXISTING ELDERLY CARE PROVISION

- 4.1 A detailed investigation has been undertaken to establish elderly care provision within the LBR boundary with findings presented as a quantitative summary table below (**Table 4**); a provision map demonstrating the geographical spread of elderly accommodation across the Borough at **Appendix 2** and a detailed table demonstrating the quantitative and qualitative levels of care at **Appendix 3**.
- 4.2 As elderly care provision can take several forms, a summary is provided below of the housing and care options currently available to the elderly population of the overall Borough. Information has been gathered from the Elderly Accommodation Counsel (EAC), their database website: HousingCare.org, and a Barton Willmore telephone survey conducted In March 2016.

#### A) Age Exclusive Housing

4.3 These schemes cater exclusively for older people and usually incorporate design features helpful to older people. They may include some communal facilities such as a residents' lounge or shared garden but do not provide any regular, on-site support to residents.

### B) Sheltered Housing

Termed 'Housing with Support' by the EAC includes sheltered or retirement housing which could be for either rent or owner occupation. Sheltered housing would generally involve the occupant(s) having their own flat or bungalow in a block or on a small estate where all other residents are older people. In general, such developments provide independent, self-contained homes with their own front doors which are designed to make life easier for older people with features such as raised electric sockets, lowered worktops, walk-in showers etc. Some will also be designed to accommodate wheelchair users. They are usually linked to an emergency alarm service, and some schemes will have their own 'manager' or 'warden' either living on-site or nearby. Managed schemes will also usually have some shared or communal facilities such as a lounge, laundry and garden. Sheltered Housing does not include on-site medical provision.

#### C) Extra Care Sheltered Housing

4.5 Also known as very sheltered housing or assisted living, such schemes cater for older people who are becoming more frail and less able to manage for themselves. Housing is designed with the needs of frailer older people in mind and offer varying levels of care and support available on-site. Residents will live in their own self-contained homes, with their own front doors and have a legal right to occupy the property, with properties being available for rent, ownership or part-ownership. Schemes come in a variety of built form including flats, bungalows estates or retirement villages and can provide an alternative to living in a care home. In addition to communal facilities such as lounge or garden area, Extra Care may include a restaurant or dining room, health & fitness suite, hobby rooms. Domestic support and personal care are available, usually on-site. Due to the flexibility of extra care housing, providing the ability to cater for varying degrees of frailty or need, this accommodation is appropriate for older people who are capable of independent living but who seek the reassurance of being able to access greater levels of care as the ageing process increases their need.

#### D) Care Home

4.4 These residential settings are as below but only provide personal care such as washing, dressing and the giving of medication.

### E) Care Home with Nursing Care

These are residential settings where a number of older people live, usually in single rooms, and have access to on-site care services. Since April 2002 all homes in England, Scotland and Wales are known as 'care homes' but are registered to provide different levels of care. A home registered as a care home with nursing will provide personal care such as assistance with washing, dressing, giving medication but will also have a qualified nurse on duty 24 hrs a day to carry out nursing tasks. These homes will accommodate physically or mentally frail people in need of regular nursing attention. Some homes can be registered for a specific care need such as dementia or terminal illness.

#### Existing Provision

4.6 As summarised in **Table 4** (and detailed at **Appendix 3**), LBR currently provides 16 age-exclusive schemes; 47 sheltered housing schemes; 1 extra care sheltered housing scheme, 11 care homes and a further 7 care homes with nursing. The total reflecting the recent closure, within the past 12 months, of two sheltered housing schemes and one care home.

Table 4: Existing Elderly Accommodation Provision - LB Richmond

Category	Number of Schemes	Overall Capacity
A Age-Exclusive Housing	16	252
B Sheltered Housing	47	1,066
C Extra Care Sheltered Housing	1	41
D Care Home	11	338
E Care Home with Nursing	7	462
TOTALS	85	2,159

Source: EAC accommodation database @ 21st July 2017

- 4.7 It should be noted that two of the facilities included within Sheltered Housing have been classified by the EAC as enhanced sheltered housing (Fullerton Court, Teddington and Sandown Court, Twickenham). Enhanced sheltered housing is a term used by some local authorities to describe schemes where personal care and support services are available but not 24 hours a day, seven days a week and, therefore, do not meet the extra care criteria or standards used by the Housing Corporation and the Department of Health<sup>5</sup>.
- 4.8 For the purposes of general context, based on 2011 Census data, the existing elderly accommodation provision for 2,159 elderly residents represents space for 5% of LBR residents aged 55 plus; 9% of residents aged 65 plus or 18% of residents aged 75 plus. The proposed development is anticipated to reach build completion in the year 2021. Were no additional elderly accommodation provided within the Borough, by 2021 existing provision would only be able to accommodate 4% of residents aged 55 and above; 7% of residents aged 65 and above; and 14% of residents aged 75 and above.
- 4.9 Following a telephone survey<sup>6</sup> of care home facilities to establish current vacancy rates, of those establishments willing to participate it has been established that almost all homes are operating to full capacity. Those who have either one or two bedrooms vacant are not currently able to accept new residents until the rooms are refurbished. Many of the care homes surveyed are operating waiting lists meaning that vacant capacity is very quickly utilised. Very few Homes are dementia specialists but a small number are able to accommodate early dementia care within their existing accommodation.

#### 4.10 Existing provision levels demonstrate that:

• The largest elderly care provision in Richmond Borough takes the form of sheltered housing with no medical assistance on-site, comprising 47 schemes with a total capacity of 1,066 units;

<sup>&</sup>lt;sup>5</sup> http://www.extracarehousing.org.uk/models-of-extra-care-housing.aspx

 $<sup>^6</sup>$  Conducted  $25^{\text{TH}}$  and  $26^{\text{th}}$  July 2017

- There is currently provision of one extra care sheltered housing scheme which is located to the far west of the Borough, in Hampton. This scheme, the Dean Road Extra Care Housing Scheme, provides 41 units;
- The Borough currently provides seven care homes with nursing, catering for a total of 462 residents:
- Almost all care homes and care homes with nursing currently provided in LBR are operating at full capacity i.e. with very low vacancy rates;
- During the past 12 months there have been three closures, two sheltered housing schemes and one care home;
- To adequately meet requirement, provision of elderly accommodation will need to increase to accommodate a rapidly ageing population.
- 4.11 The spread of existing facilities (as demonstrated at **Appendix 2**) is borough-wide but includes small clusters, primarily of sheltered housing units, with the largest cluster being in the Richmond area.
- 4.12 The existing provision within the immediate vicinity of the Site comprises sheltered housing units delivered by the Fullerton Court, Hales Court, Garrett House and Virginia House schemes, between them totalling 130 units.
- 4.13 The existing extra care housing scheme, is located at Dean Road in the Hampton area of Richmond, to the far west of the Borough. Other larger settlements within the Borough, including Teddington, Twickenham, Richmond and Barnes do not have provision for extra care housing.
- 4.14 Section 5 of this Assessment will consider the identification of care need within LBR and will quantify the level of accommodation required.

#### 5. IDENTIFICATION OF NEED

- 5.1 This section of the Assessment sets out the established need for additional accommodation to meet the needs of the elderly population of LBR.
- 5.2 Following methodology provided by the DCLG in the joint DCLG/CSIP<sup>7</sup> toolkit and published by the Housing Learning and Information Network (Housing LIN), 'More Choice, Greater Voice', a target is established through a formula of levels of provision required per 1,000 head of population aged 75 and above. This Assessment will demonstrate the target provision needed to accommodate the existing population and the target provision required to meet the needs of the population by the year 2021. As the category Age Exclusive Housing does not fulfil any elderly care criteria, this category will be omitted from this Assessment.
- Table 5 demonstrates an existing shortfall of 1,136 elderly accommodation units, across all categories (excluding age exclusive housing). Analysis demonstrates that existing provision falls short in every level of care category with the exception of conventional sheltered housing for rent, which is over supplied by 218 units. In particular, extra care sheltered housing is limited to a single provision, that of the Dean Road extra care housing scheme offering a total of 41 units. Based on existing provision, there is a shortfall of 113 extra care units within LBR. It should be noted that the LBR, Extra Care Housing Evidence Base identifies two extra care schemes, the Dean Road scheme plus the Sandown Court scheme providing 25 units. Reference to the EAC on this point has highlighted that the Sandown Court scheme should be considered as enhanced sheltered housing on the basis that it does not provide 24hr care which, therefore, excludes it from the extra care housing typology.

Table 5: Targeted provision within LBR @ 2011 Census

	Current Provision	Target Provision per 1,000 of over 75s	2011 LBR Population over 75 ('000s)	Target Provision
Conventional Sheltered Housing (Rent)	833	50	12.3	615
Conventional Sheltered Housing (Leasehold)	233	75	12.3	922
Care Home with Nursing	462	45	12.3	553
Care Home	338	65	12.3	799
Extra Care Sheltered Housing	41	12.5	12.3	154
TOTALS	1,907			3,043

Source: DCLG/CSIP 'More Choice, Greater Voice'

<sup>&</sup>lt;sup>7</sup> Department of Communities and Local Government/Care Services Improvement Partnership

- By the proposed development completion year of 2021, it is anticipated that the overall requirement for elderly accommodation will have increased by 744 to a total of 3,787 elderly units (**Table 6**), increasing the overall shortfall of accommodation to 1,880 units.
- 5.5 By 2021, accommodation for all categories of care, with the exception of conventional sheltered housing for rent, will be in a greater state of deficit with, for example, the deficit of extra care units increasing from the existing 113 unit deficit to 150 units by 2021, a worsening of 33%.

Table 6: Targeted provision within LBR by 2021

	Current Provision	Target Provision per 1,000 of over 75s	2021 LBR Population over 75 ('000s)	Target Provision
Conventional Sheltered Housing (Rent)	833	50	15.3	765
Conventional Sheltered Housing (Leasehold)	233	75	15.3	1,148
Care Home with Nursing	462	45	15.3	689
Care Home	338	65	15.3	995
Extra Care Sheltered Housing	41	12.5	15.3	191
TOTALS	1,907			3,787

Source: DCLG/CSIP 'More Choice, Greater Voice'

- In assessing the need for elderly care accommodation, the use of a Government prescribed, targeted provision on the population aged 75+ is overly cautious and fails to take into account the anticipated growth within the age group demonstrated by national demographics. There is, as evidenced earlier, a strong probability that the locally focussed elderly population (i.e. those within LBR) will demonstrate marked growth, commencing from age 50 plus, compared to the 2014 age profile highlighting that, in fact, even greater demand will exist in future years.
- 5.7 Therefore, whilst using the 75+ age group is consistent with Government guidance, the local need established within this Assessment is a cautious snapshot and is likely to be notably higher when factoring in up-to-date demographic trends.
- 5.8 Section 6 of this Assessment draws together the main findings of this Assessment and presents final conclusions.

#### 6. SUMMARY AND CONCLUSIONS

- 6.1 The Applicant proposes the development of 107 extra care units which will include a mix of 1-bed (30%), 2-bed (65%) and 3-bed (5%) properties, designed to not only meet the changing care needs of single and couple occupants but also factor in the wider needs of residents to have access to primary health care, additional space to accommodate family or other visitors, space for storage if downsizing, and leisure and health and wellbeing facilities to enable continuation of an active and satisfying lifestyle. In accordance with guidance offered to registered care providers by the LBR Retirement Housing Review, the majority of homes will be delivered as 2-bed properties 'in line with the aspirations and higher expectations of older people in the Borough'.
- 6.2 The Applicant is a Registered Social Landlord (RSL), regulated and audited by the Homes and Communities Agency, who will offer prospective residents a choice of tenure. The part-buy/part-rent tenure is available through the Government's Older Persons Shared Ownership scheme (OPSO). It is proposed that 50% of dwellings will be sold under the shared ownership tenure with the remaining 50% being available as either shared ownership or for outright purchase. The part-buy/part-rent scheme has a current rent cap at 3% pa plus inflationary increases. With this degree of flexibility, the proposed Development would have potential to offer between 50% (minimum) and 100% (maximum) affordable accommodation.
- 6.3 The Development has paid close attention to design a layout which spreads the extra care accommodation between satellite locations surrounded by elements of public open space and sporting activity areas, thus creating pleasant, calming vistas encouraging a sense of well-being and inter-generational interaction. The scheme will provide a health 'hub' which will include a publicly accessible GP surgery. Care needs will naturally differ amongst residents and the varying distances of the satellite extra care units from the 'hub' will indicate the level of independence enjoyed by the residents. Designing the spread of accommodation appropriate to varying care levels in this way helps to minimise risk of residents feeling institutionalised into a care home styled environment.
- 6.4 The 24 hour extra care available and provision of the health 'hub' will enable residents to have medical issues initially addressed on-site thus minimising the number of admissions to hospital unless and until a serious condition develops. Reference to the LBR, Extra Care Housing Evidence Base report identifies that medical assistance available at extra care schemes generates an 'estimated potential cost saving to the NHS from a reduction in hospital admissions of up to £512 per person per year'. Based on a worst case scenario of

107 people occupying the 107 units, a minimum potential £54,784 could be saved by the NHS each year.

- As stated above, an on-site GP Surgery will be publicly accessible meeting the local primary care needs of residents and the community alike. In this way, it will contribute to enabling residents to feel part of a wider community and offset any feelings of isolation. Many other features are proposed within the scheme design to encourage a sense of social inclusion, minimise feelings of loneliness and allay any sense of institutionalised care. These include communal facilities such as:
  - Hair dressers
  - Treatment rooms
  - Guest suites
  - Dining room
  - Library
  - Communal gardens

- Well-being suite
- Studio/activity room
- Residents' Lounge
- Private Dining room
- Mobility scooter store
- Computer/Internet facilities
- the first HAPPI<sup>8</sup> inquiry, including features such as generous internal space standards; circulation spaces to encourage social interaction and thus avoid an institutionalised feel; and creating social 'hubs' e.g. a health hub.

Small convenience facility, offering daily essentials

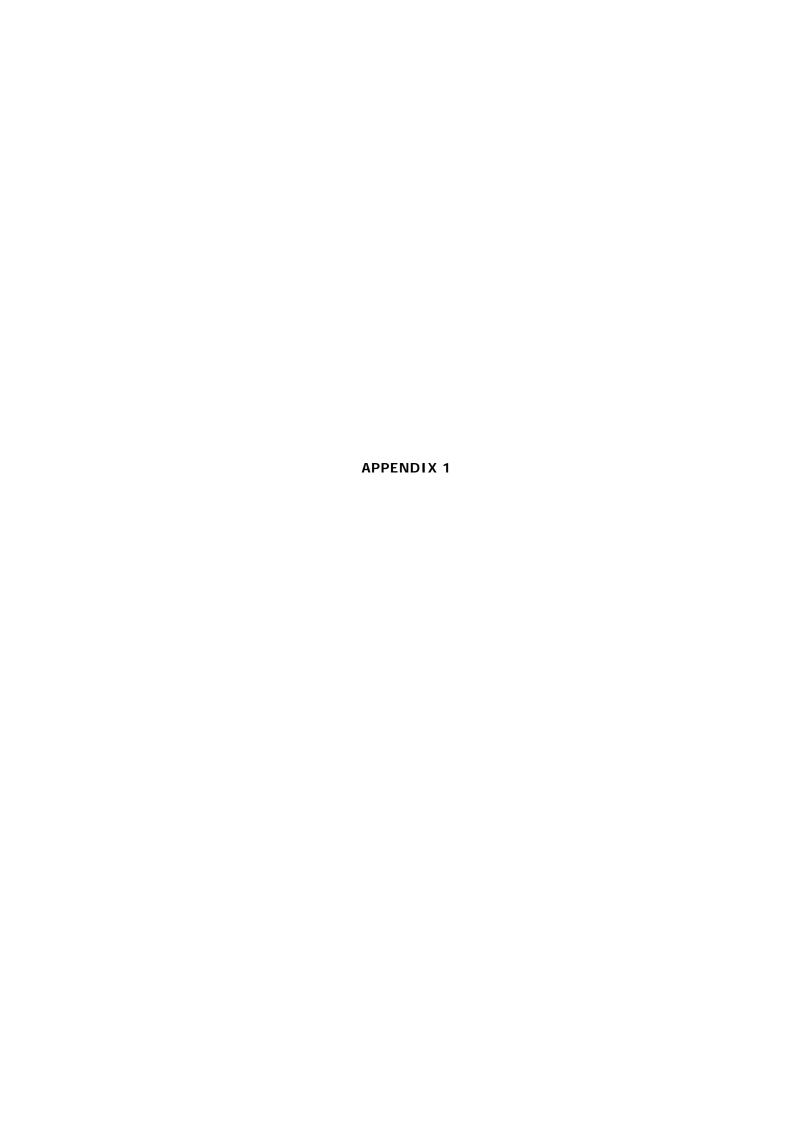
6.7 Regional policy, in the form of the London Plan, March 2016, identifies that 'the Mayor will support the provision of high quality health and social care appropriate for a growing and changing population, particularly in areas of under provision'. Baseline evidence has established that a considerable demographic change is taking place within the London Borough of Richmond with an ageing population being most clearly evidenced among those residents aged 50 and above, with particular emphasis on those aged 75 to 79. The London Plan establishes an annual benchmark for LBR of creating 135 elderly accommodation units per annum (a total of 1,350 units over the plan period 2015 – 2025). The LBR Core Strategy states that higher densities of housing, complying with an appropriate mix of uses, will be encouraged within the Borough's five town centres, one of which is Teddington. Provision of the additional, high quality, elderly accommodation proposed is, therefore, in keeping with the aspirations of both local and regional planning policy. The LBR assessed requirement for 'an additional 81 extra care units' is solely based on a formula which extracts two thirds of the total number of care home admissions in a single given year (2013/14) which it is

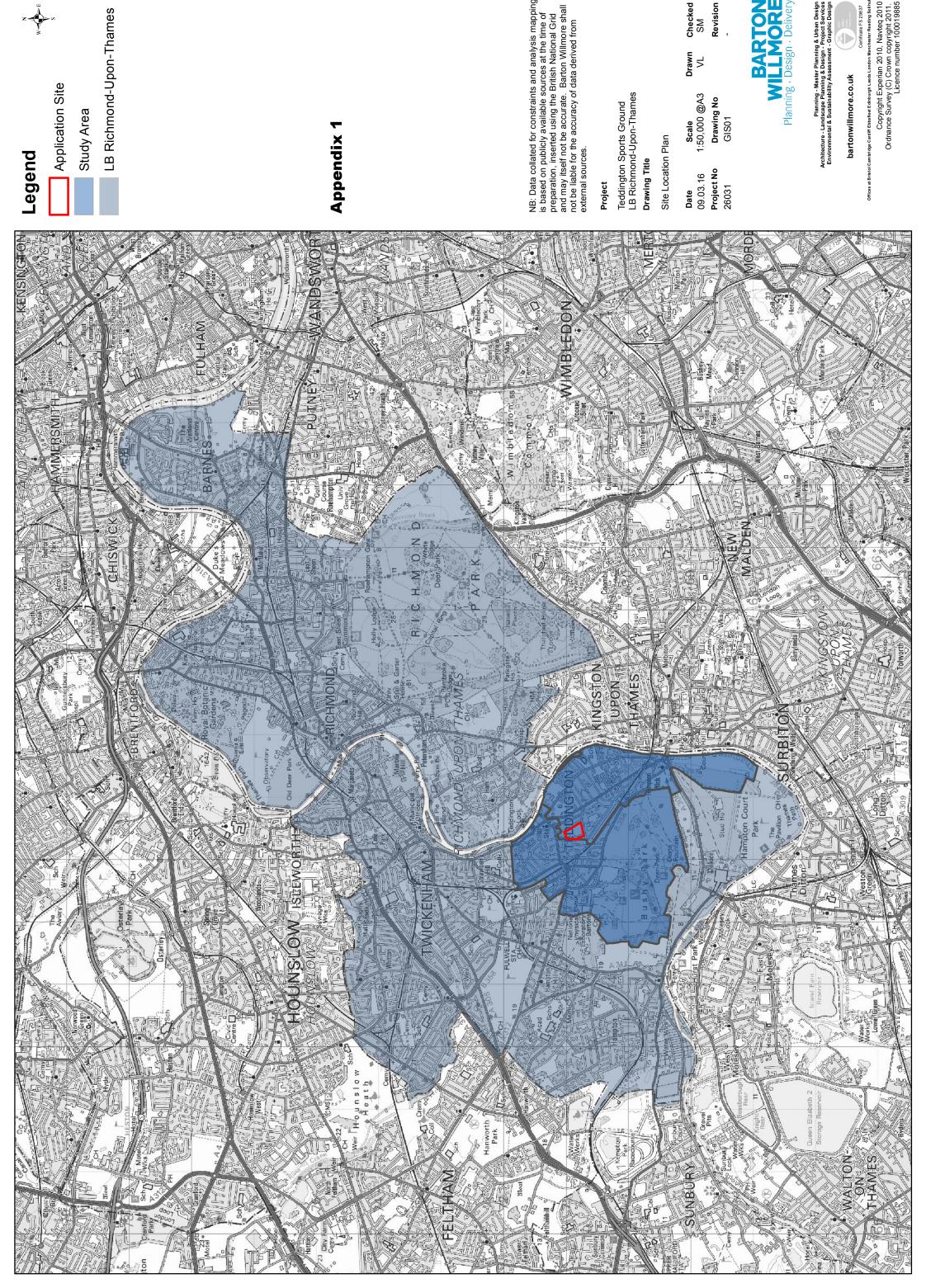
<sup>&</sup>lt;sup>8</sup> Housing our Ageing Population: Panel for Innovation, DCLG, DoH, HCA

considered will not adequately reflect the rapidly increasing size of population, and in particular elderly population, that the Borough is projected to undergo. It is considered that the figure of 150 extra care units, based on Government guidance and required in addition to existing provision, is an up-to-date reflection of the likely need within the Borough by the year 2021.

- 6.8 Baseline demographics identify a particularly strong desire within the Teddington Study Area for home ownership. Data further established a notably high occurrence of under occupancy of family sized homes within the Borough, not least of all within the Teddington area, where a notably higher percentage of one person households, where the occupant is aged 65 and above, was identified. In a City where planning policy identifies a considerable requirement for additional family sized homes, the provision of good quality, specifically tailored homes that would meet the varying needs of an older population, could be an attractive proposition to existing older residents who may wish to move to accommodation more suited to their requirements and, in the process, release larger dwellings onto the private market.
- An examination of existing elderly care accommodation established that the majority of provision is in the form of conventional sheltered housing with capacity for in the region of 1,066 residents. In addition, seven care homes with nursing exist, these being relatively widely spread. The conventional sheltered housing provision is spread in large to small clusters, mainly around the major towns within the Borough, the largest cluster being within the town of Richmond itself. Only one extra care sheltered housing establishment exists, located to the far west of the Borough in the Hamptons.
- 6.10 Following a telephone survey of care home facilities, it is apparent that borough-wide provision is already operating to almost full capacity.
- 6.11 Assessment of need, based on Government designed methodology, establishes that there is a current shortfall of elderly care accommodation totalling 1,136 units. By the year 2021, when the proposed development could become available, there would be an increased shortfall of 1,880 units if no further provision were made. Additional provision is, and will be, required for all levels of care with the exception of conventional sheltered housing for rent. In particular, by the year 2021 there will be a need for an additional 150 extra care units within the Borough which would appropriately be located in the major towns of LBR, including Teddington.
- 6.12 Overall, it is considered that the development of 107 additional extra care units would have a considerably beneficial effect in:

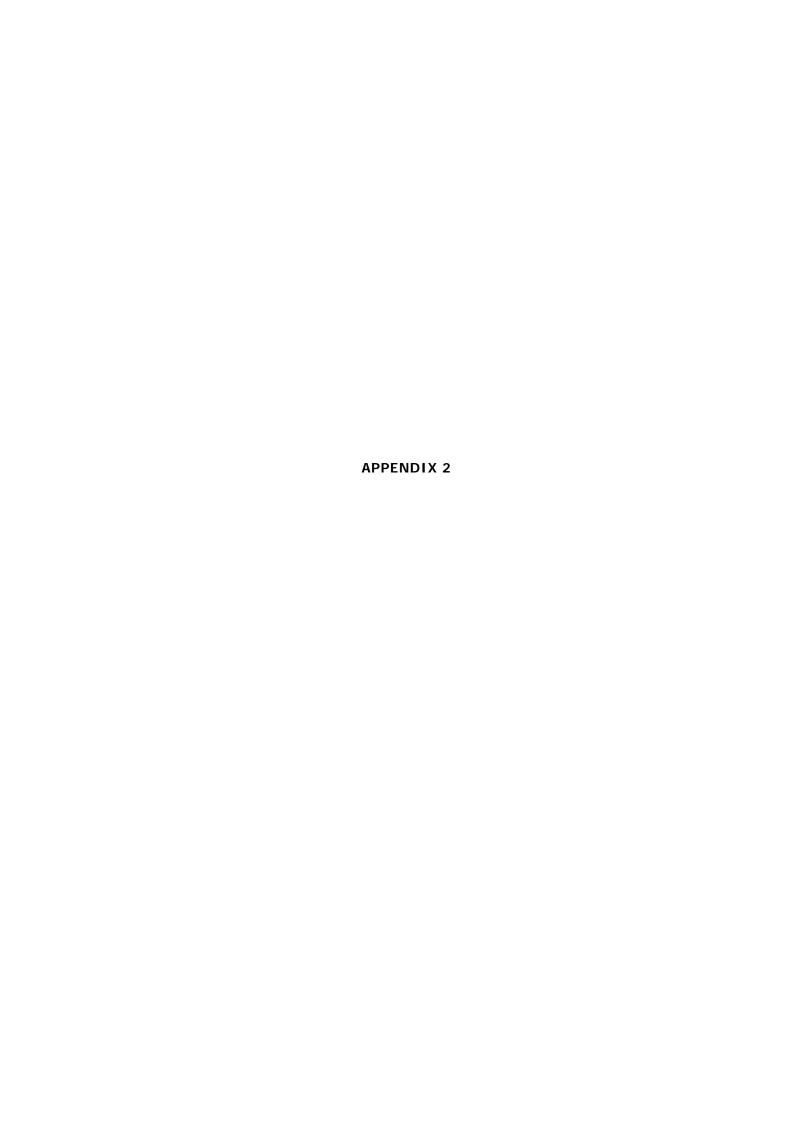
- Contributing to an identified need within the Borough which is increasing over time;
- Providing accommodation designed to meet the changing needs of an older population who have established care needs, and whose needs can be expected to increase over time;
- Meeting the aspirational needs of older residents to live in their own home, which
  they find affordable and which is of a size to accommodate both their needs and their
  wishes:
- Providing a wide-range of socially inclusive uses and activities, designed to minimise any risk of loneliness, disconnection from the local community or sense of becoming institutionalised;
- Minimising hospital admissions through the provision of on-site, 24 hour extra care and a publicly accessible GP Surgery, represents a considerable financial saving to the NHS each year;
- Meeting with policy requirement which acknowledges that, due to limited land supply, new developments must be directed at identified local needs;
- Providing for the identified needs of the existing and future populations of the Borough; and
- Bolstering the supply of a category of care which, to date, is poorly represented in the Borough and in an area of the Borough which currently has no elderly accommodation options providing the same level of care.

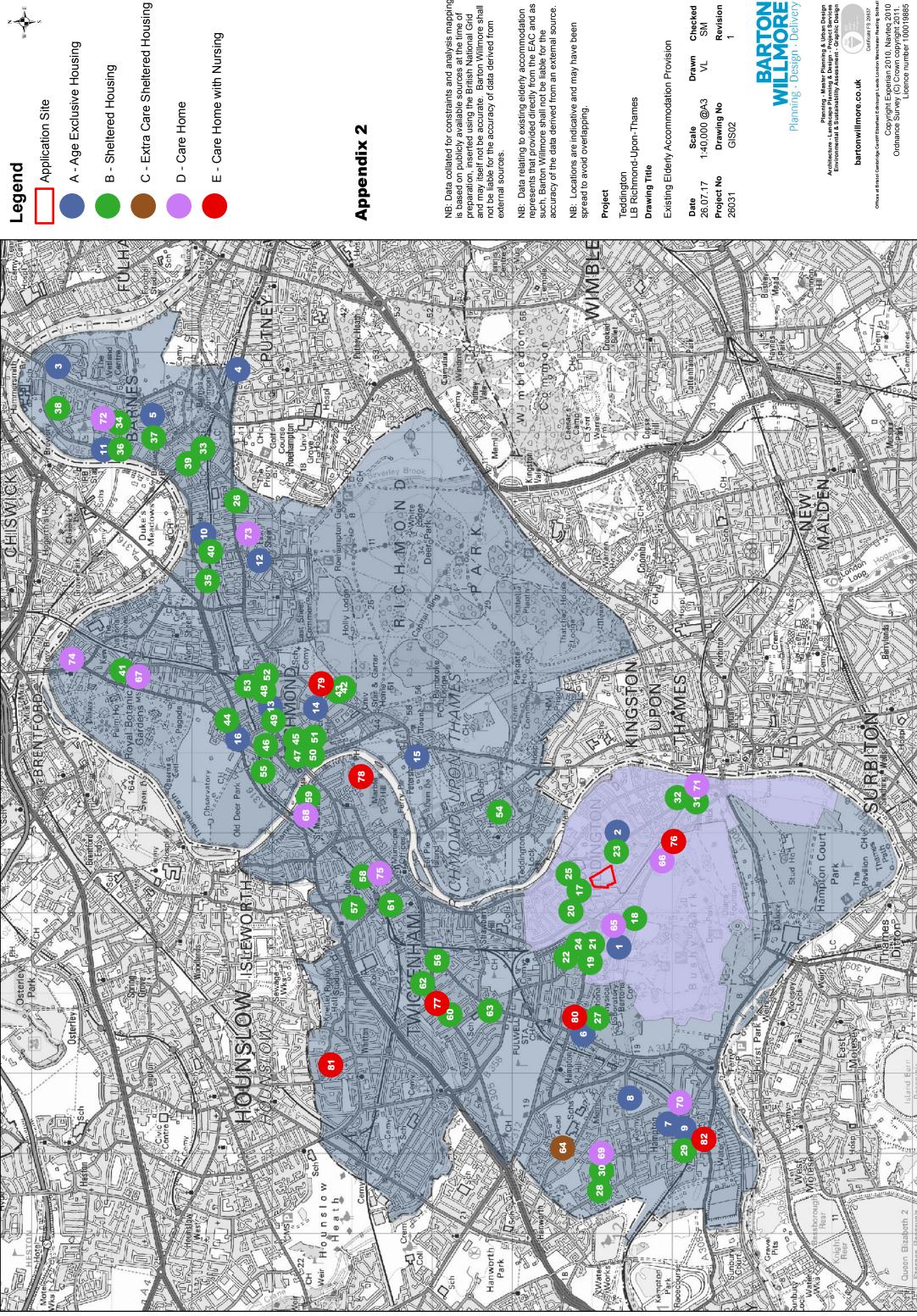




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Revision





E - Care Home with Nursing

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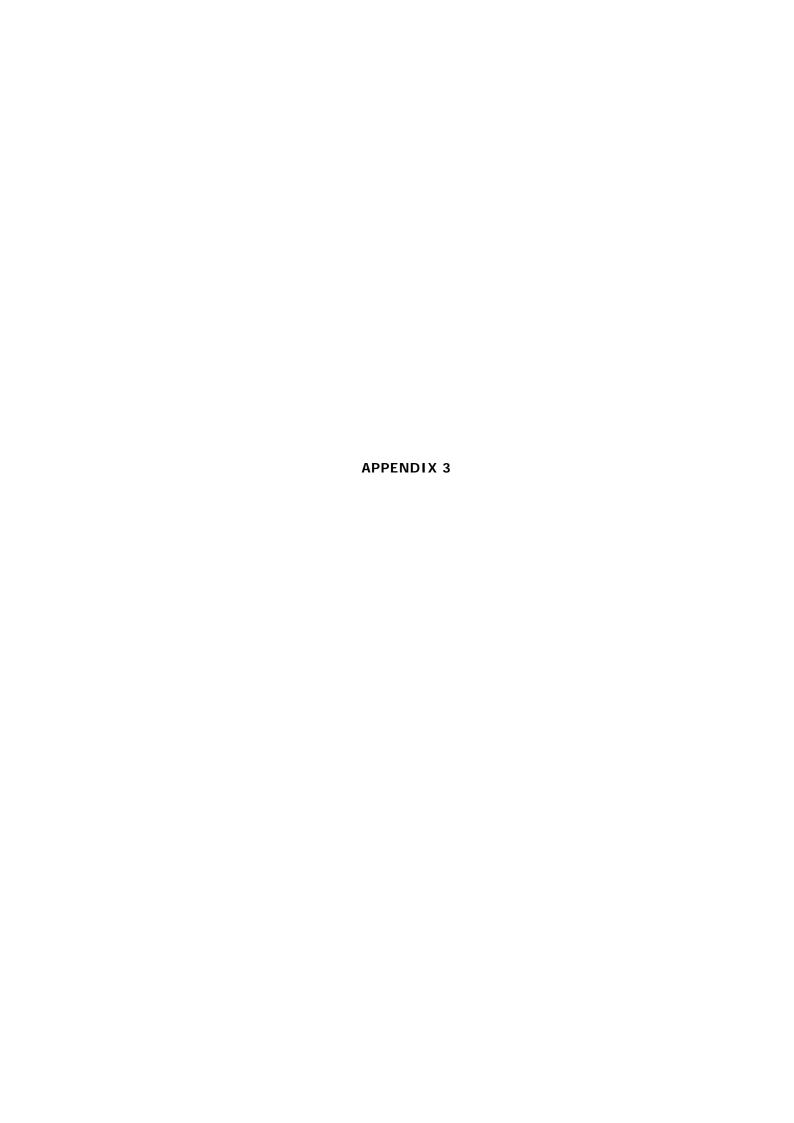
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Existing Elderly Accommodation Provision

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