

TELFORD & WREKIN DEMOGRAPHIC & HOUSING NEEDS MODELLING

DATA INPUTS & ASSUMPTIONS

February 2025

ACKNOWLEDGEMENT

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CONTENTS

Acknowledgement.....	i
CONTENTS.....	ii
1 INTRODUCTION	1
Introduction	1
Context	1
2 Demographic Scenarios	2
Introduction	2
Scenario Definition.....	3
Scenario Inputs & Assumptions	5
Population	5
Households & Dwellings	6
Labour Force & Employment	9
Scenario Outcomes	10
3 Affordable Housing Needs	12
Introduction	12
Affordable Need: Social & Affordable Rent.....	12
Step 1: Current Need	12
Step 2: Future Need	16
Step 3: Affordable Housing Supply	17
Finalising the Calculation	18
Affordable Home Ownership.....	19
Current & Future Need	19
Affordable Home Ownership Supply	20
Affordable Needs Split.....	21
Affordable/Social Rent Split.....	21
4 Housing Mix	22
Introduction	22
Household Growth Profile.....	22
Projected Household Growth	22
Household Growth by Dwelling Size, Type & Tenure.....	23
Housing Mix	25
5 PEOple with Disabilities	27
Disability & Health Profile	27
Disability Growth.....	28
Household Population	28
Claimant Growth	29
Wheelchair Use & Housing Adaptations	29
Wheelchair Users	29
Building Adaptations.....	30

APPENDIX A Housing Costs & Affordability 31

 Incomes & Affordability 31

 House Prices & Rental Costs 31

 Housing Costs 32

 Household Income Profile 32

I INTRODUCTION

Introduction

Context

- 1.1 Edge Analytics has produced demographic evidence for the Telford and Wrekin Unitary Authority since 2020, with updates most recently published in October 2023 as part of the Council's consultation on the Regulation 18 Draft Local Plan. This work has been completed in partnership with the Strategic Planning Research Unit (SPRU) at DLP Planning Ltd.
- 1.2 Since consultation on the draft Local Plan, the Government has published its revised National Planning Policy Framework (NPPF), which included adjustments to the standard method, the scale of which were greater than anticipated.¹ Edge Analytics commenced the production of projections to inform a further update to the housing needs assessment element of the evidence base in 2024. At the time the scenarios were produced in autumn 2024 (following the publication of consultation of the draft July 2024 NPPF) it was not expected that changes to the standard method would result in significant differences to the LHN for Telford & Wrekin.
- 1.3 The new Standard Method results in a new LHN figure of 857 dwellings per annum (dpa) for Telford and Wrekin.
- 1.4 Edge Analytics has updated the Telford and Wrekin demographic growth scenarios to take account of these revised dwelling growth targets, as well as updating the affordable needs and housing mix calculations (both of which are informed by the household outputs from the demographic modelling), and the disabilities model (which utilises both population and household outputs from the demographic modelling).
- 1.5 This note sets out the data inputs and assumptions used in the development of the demographic and housing needs evidence, including:
- Demographic growth scenarios, developed using POPGROUP forecasting technology (methodologically consistent with previous updates but using the latest demographic statistics). This includes updated scenarios setting out the implications for population and household change linked to the new Standard Method LHN figure (857 dpa) and housing requirement options of 1,010 dpa, broadly consistent with those consulted upon by the Council previously.
 - Affordable housing needs calculations, for both affordable and social rent and affordable home ownership.
 - Housing mix outputs (by size, type and tenure).
 - Estimates of the number of people with disabilities, households requiring adaptations and wheelchair accessible properties.

¹ Updated Planning Practice Guidance (PPG) applies a greater affordability adjustment than the method proposed in July 2024. For Telford and Wrekin, the LNH has reduced since the July 2024 consultation version (from 953 to 857).

2 DEMOGRAPHIC SCENARIOS

Introduction

- 2.1 POPGROUP forecasting technology has been used to develop a range of demographic growth scenarios for Telford and Wrekin.
- 2.2 POPGROUP is a suite of demographic models used to derive forecasts of population, households, and labour force, for areas and social groups. The main POPGROUP model (Figure 1) is a 'cohort component' model, which enables the development of population forecasts based on assumptions relating to fertility, mortality, and migration (internal and international). Collectively, these drivers of population growth are referred to as the 'components of change'.

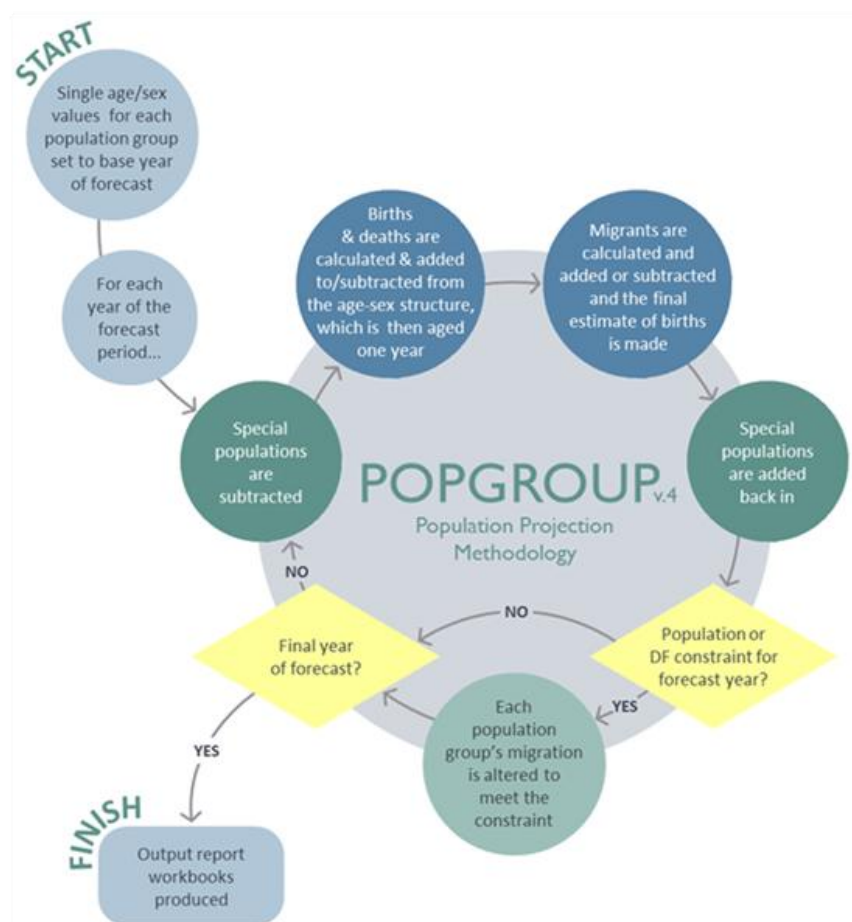


Figure 1: POPGROUP Population Projection Methodology

- 2.3 The Derived Forecast (DF) model sits alongside the population model (Figure 2) providing a membership rate model for household and dwelling projections and an economic activity rate model for labour force and employment projections.

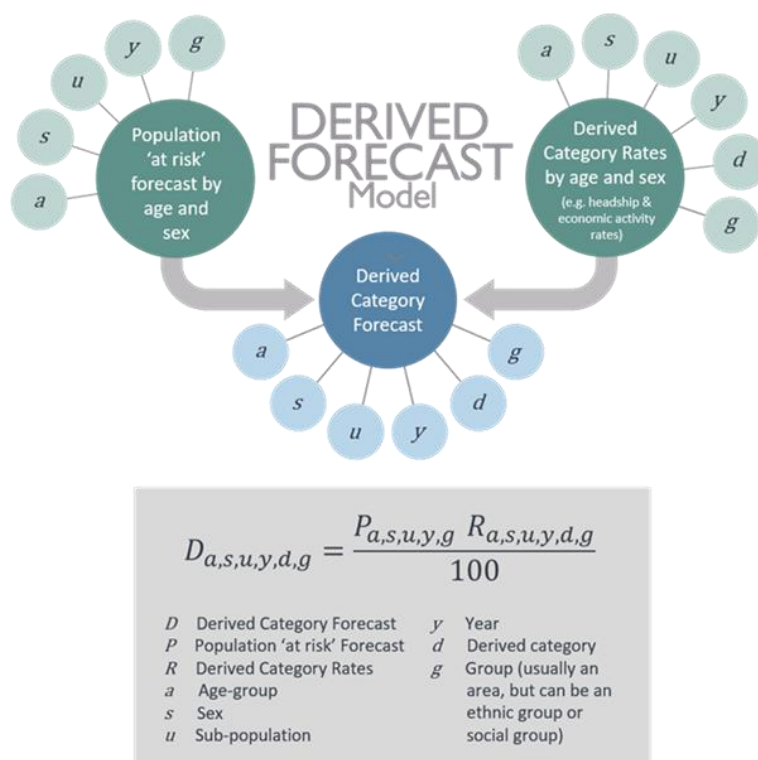


Figure 2: Derived forecast (DF) methodology

Scenario Definition

2.4 Six scenarios have been developed for Telford and Wrekin for the 2023–2040 plan period (Table 1).

Table 1: Telford and Wrekin scenario definition.

Name	Description
SNPP-2018	Replicates the 2018-based Office for National Statistics (ONS) subnational population projection for T&W
SNPP-2018 Rebased (2023)	2018-based ONS SNPP, rebased to MYE 2023, following the original trend thereafter
PG-10yr	10-year migration trend scenario, with a MYE 2023 base year
PG-5yr	5-year migration trend scenario, with a MYE 2023 base year
Dwelling-led LHN 857	Population growth is determined by the growth in the number of dwellings, based on the LHN of +857 dpa (MYE 2023 base year, 5-year migration trends).
Dwelling-led 1,010	Population growth is determined by the growth in the number of dwellings, based on the LHN of +857 dpa plus +153 dpa (MYE 2023 base year, 5-year migration trends), broadly consistent with housing requirement options previously consulted upon by the Council.

- 2.5 The benchmark scenario is linked to the government's Standard Method LHN figure for Telford and Wrekin (857 dpa), developed using a 'dwelling-led' configuration of the POPGROUP model (**Dwelling-led LHN 857**). Also included is a dwelling-led scenario based on the new LHN plus an additional 153 units per year, modelling the demographic impact of +1,010 dpa (**Dwelling-led 1,010**). This is broadly consistent with housing requirement options previously consulted upon by the Council and the difference (153 dpa) could, for example, translate into responding positively to requests to contribute towards unmet needs from neighbouring areas.
- 2.6 In a dwelling-led scenario, population growth is linked to the annual increase in the number of dwellings. The relationship between dwelling growth and population growth is determined by three key assumptions: a household to dwelling conversion factor (dwelling vacancy rate), communal population assumptions (accounting for the population not living in households, e.g., those living in student halls of residence or residential care homes), and household headship rates. Internal (domestic) migration is used to balance between population and dwelling growth; if the resident population is insufficient in size and structure to populate the additional dwellings, a higher level of net in-migration will result. Detail on the assumptions used are outlined in the section below.
- 2.7 Using the latest mid-year population estimates (MYEs) and associated components of change (Figure 3) (to mid-year 2023), two 'alternative trend' scenarios have been developed, using different migration histories from which to calibrate future growth assumptions. These 'PG' scenarios are based on a continuation of a 5-year (**PG-5yr**) and a 10-year (**PG-10yr**) migration history.

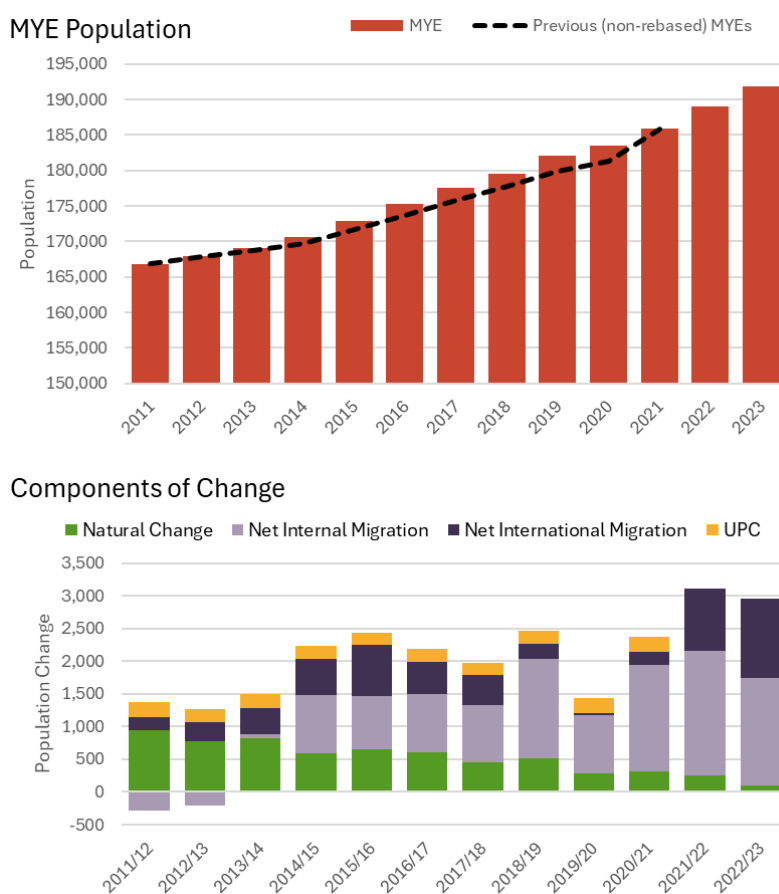


Figure 3: Telford and Wrekin: MYEs & Components of Change

Source: ONS

- 2.8 Within the historical rebased MYE, which were released in November 2023 to better align the population estimates between the 2011 Census and 2021 Census, is an unattributable population change (UPC) component. ONS considers it likely that UPC is associated with migration, either internal and/or international, although it does not assign it to any flow in particular. Within the scenarios presented here, UPC is included within the historical international migration flows as this has historically been the most difficult component to estimate.
- 2.9 As in previous rounds of forecasting, the latest official population projection from the ONS has been included, the 2018-based subnational population projection (**SNPP-2018**). This scenario has also been rebased to the 2023 MYE (**SNPP-2018 Rebased (2023)**), following its original trend thereafter.
- 2.10 To determine the relationship between population and households, each scenario has been run with household 'headship rates', drawn from the 2014-based household projection model from the Ministry for Housing Communities and Local Government (MHCLG), rescaled to the 2021 Census by age of the household representative person (HRP) and household type. An additional headship rate variant has also been applied to each scenario; in this, the headship rates in the younger adult age groups have been gradually improved over the projection period. Further detail is provided below.

Scenario Inputs & Assumptions

Population

- 2.11 In each the **PG** and **Dwelling-led** scenarios, the projection base year is the 2023 ONS MYE, disaggregated by single year of age and sex. From 2023 onwards, future population counts are estimated by single year of age and sex, using the defined assumptions on fertility, mortality, and migration (as described below).
- 2.12 In the **SNPP-2018** scenario, the 2018 base year and growth trajectory are drawn directly from the official principal subnational population projection for Telford and Wrekin. In the **SNPP-2018 Rebased (2023)** scenario, the scenario has been rebased to the 2023 MYE population, following its original trend thereafter.

Births & Fertility

- 2.13 In the **SNPP-2018** scenarios, projected birth counts are applied from the base year to ensure consistency with the official projection.
- 2.14 In the **PG** and **Dwelling-led** scenarios, an area-specific and age-specific fertility rate (ASFR) schedule is derived from a 5-year history of historical births data (2018/19–2022/23). In combination with the 'population at risk' (i.e., all women between the age of 15–49), the ASFR assumptions provide the basis for the calculation of births in each year from 2023 onwards. Over the forecast period, the ASFR is adjusted to reflect the annual rate of change in the long-term fertility assumptions of the 2018-based SNPP.

Deaths & Mortality

- 2.15 In the **SNPP-2018** scenarios, projected counts of deaths by 5-year age group and sex are applied from the base year to ensure consistency with the official projections.
- 2.16 In the **PG** and **Dwelling-led** scenarios, an area-specific and age-specific mortality rate (ASMR) schedule is derived from a 5-year history of historical deaths data by sex (2018/19–2022/23). In combination with the 'population at risk' (i.e., the total population), these ASMR assumptions provide

the basis for the calculation of deaths in each year of the forecast period. Over the forecast period, the ASMR is adjusted to reflect the annual rate of change in the long-term mortality assumptions of the 2018-based SNPP.

Internal Migration

- 2.17 In the **SNPP-2018** scenarios, projected counts of internal in- and out-migration by 5-year age-group and sex are applied from the respective base year to ensure consistency with the official projections.
- 2.18 In the **PG** scenarios, an area and age-specific migration rate (ASMigR) schedule is derived from a defined number of years of historical internal migration data, which then determines the future number of internal in- and out-migrants for the remainder of the plan period. In the **PG-5yr** scenario, this is derived from the latest five years of historical data (2018/19–2022/23), and in the **PG-10yr** scenario, a 10-year history is used (2013/14–2022/23).
- 2.19 In the **Dwelling-led** scenarios, internal migration assumptions are consistent with the PG-5yr scenario. Note that in the dwelling-led scenarios, internal migration is used to balance between population and dwelling growth.²

International Migration

- 2.20 In the **SNPP-2018** scenarios, projected counts of international in- and out-migration by 5-year age-group and sex are applied from the base year to ensure consistency with the official projection.
- 2.21 Under the **PG** scenarios, future counts of international in- and out-migration have been derived from a defined number of years of historical international migration data (including UPC). In the **PG-5yr** scenario, counts are derived from the latest five years of historical data (2018/19–2022/23). In the **PG-10yr** scenario, a 10-year history is used (2013/14–2022/23). An ASMigR schedule of rates is derived from the relevant migration history and used to distribute the future counts by single year of age.
- 2.22 In the **Dwelling-led** scenarios, international migration assumptions are consistent with the PG-5yr scenario.

Households & Dwellings

- 2.23 The Census defines a household as, *“one person living alone, or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area”*. In POPGROUP, a dwelling is defined as a unit of accommodation which can either be occupied by one household or can be vacant.
- 2.24 The household and dwelling growth outcomes in the **SNPP** and **PG** scenarios have been estimated through the application of communal population statistics, household headship rates, and a household to dwelling conversion factor. In the **Dwelling-led** scenarios, these assumptions are used to derive the level of population growth required to meet the defined dwelling-growth targets in each year of the forecast.

Communal Population Statistics

- 2.25 Household projections in POPGROUP exclude the population ‘not-in-households’ (i.e., the communal/institutional population). These data are drawn from 2021 Census. Examples of communal

² Note that within the modelling it is not possible to define the origin or destination of migrants, instead four flows are used: internal in and out and international in and out. Within the dwelling-led scenarios, there is therefore no assumption made as to where migrants will come from or move to if additional (or less) net internal migration is required to balance between population and housing growth.

establishments include prisons, residential care homes, student hall of residence, and certain armed forces accommodation.

- 2.26 For ages 0–74, the number of people in each age-group ‘not-in-households’ is fixed throughout the forecast period. For ages 75–85+, the population ‘not-in-households’ varies across the forecast period depending on the size of the population.
- 2.27 The communal population statistics are therefore used to derive the size of the household population in each scenario.

Household Headship Rates

- 2.28 A household headship rate is defined as the *“The proportion of individuals in a specific group considered the head of household. The variables defining each group are: geography, age group, sex and household type.”*³
- 2.29 The household headship rates used in the POPGROUP modelling have been drawn from the MHCLG 2014-based household projection model, which is underpinned by the ONS 2014-based SNPP. The official household projections are derived through the application of projected headship rates to a projection of the household population (i.e. the total population *minus* the communal population). The official household projection methodology used by MHCLG consisted of two stages:
- **Stage One** produces the national and local authority projections for the total number of households by sex, age-group and relationship-status group.
 - **Stage Two** provides the detailed ‘household-type’ projection by age-group, controlled to the previous Stage One totals.
- 2.30 In each scenario, the Stage Two headship rates from the 2014-based household projection model have been applied by age-group, sex and ‘household type’ (Table 2) to the household population to derive the number and type of households in each year of the forecast. To account for the 2021 Census (and in the absence of recent household projections)⁴ the 2014-based headship rates have been ‘rescaled’, so that in 2021, the Census household count is replicated, with the original trend applying thereafter. The rescaling is carried out by *age* of the household representative person (HRP) and by household *type*, to reflect the latest Census household age/type characteristics. Scenarios run with these rates have a **HH-14r** suffix.

Table 2: MHCLG 2014-based Stage Two household type classification

MHCLG Category	Description
One person male	One person households: Male
One person female	One person: Female
Couple no child	One family and no others: Couple households: No dependent children
Cple+adlts no child	A couple and one or more other adults: No dependent children
One child	Households with one dependent child
Two children	Households with two dependent children
Three+ children	Households with three or more dependent children
Other households	Other households with two or more adults

Source: MHCLG

³ MHCLG [2014-based Household Projections](#)

⁴ 2022-based household projections are provisionally due for release by ONS April-May 2025.

- 2.31 In previous rounds of forecasting for Telford and Wrekin, the household formation rates of the 25-34 age group were adjusted to moderate the decline in formation rates that was evident in the official projections (the original aggregate rate is illustrated in grey in Figure 4 below). The rationale for these adjustments was that household formation in the young adult age groups has historically been suppressed due to affordability constraints, which were then ‘baked in’ to the 2014-based projections. The aggregate household formation rate for this age group was ‘returned’ to the 2001 value by the end of the scenario forecasts, to model the impact that improvements in household formation rates could have on the scenario outcomes.
- 2.32 With continued low (and in many places, worsening) affordability (as evidence in the ONS median house price to median workplace-based earnings ratios)⁵, it is prudent to consider a more moderate improvement to formation rates to that presented previously. For this reason, the household formation rate sensitivity presented here evaluates the impact of a ‘partial return’ to previous (2001) higher rates of household formation. With rescaling to the 2021 Census by **age** and **type**, the rates in the 35-44 age group also decline to a level lower than that seen in 2001; this age group is therefore also included within the headship rate sensitivity presented here (albeit with only moderate adjustments to the rates).
- 2.33 The ‘return’ is applied from the scenario base year (2023), returning to a mid-point between the 2001 value and the end-year value from the rescaled rates, which are illustrated in red below. Scenarios run with the variant rates are identified with a **HH-14r-PR** (‘partial return’) identifier. These rates are illustrated in yellow in Figure 4.

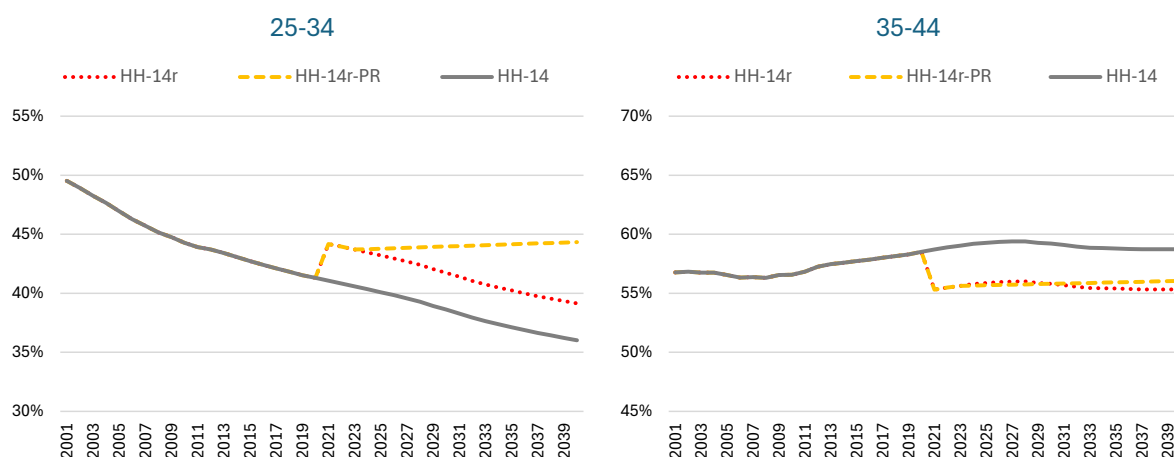


Figure 4: Headship rate profiles for ages 25–34 and 35–44

(Source: MHCLG, Edge Analytics, Census 2021)

Household to Dwelling Conversion Factor

- 2.34 The relationship between households and dwellings has been modelled using a conversion factor derived from the 2021 Census, using statistics on households (occupied household spaces) and dwellings (shared and unshared). This is referred to as the dwelling ‘vacancy rate’ and is fixed throughout the forecast period at 3.6%. The 2011 Census vacancy rate was slightly lower at 3.1%.

⁵ ONS 2024 [House price to workplace-based earnings ratio](#). In Telford and Wrekin, the affordability ratio peaked at 7.28 in 2021, up from 5.83 in 2014. The current (YE September 2023) value was 6.64.

LHN

2.35 In the dwelling-led LHN scenario, the dwelling growth target of 857 per year is calculated using the new Standard Method, as outlined in PPG.

2.36 The new method has two steps: Step 1 takes 0.8% of current stock as the baseline. In the case of Telford and Wrekin, this equates to 662 dwellings (0.8% of 82,746).⁶ In Step 2, an affordability adjustment is applied, using the workplace-based median earnings to median house price ratios that are published annually by ONS. The baseline stock figure is adjusted upwards where house prices are more than five times higher than earnings: for each multiple of 1 that cost of housing exceeds the relationship with earnings above a ratio of five, the housing stock baseline is increased by 0.95%. In contrast to the previous method, the new method uses a 5-year average of affordability (based on the latest data), rather than the latest year's data.

2.37 The affordability adjustment is therefore defined as:

$$\text{Adjustment factor} = \frac{(\text{five year average of affordability ratio}) - 5}{5} \times 0.95 + 1$$

2.38 In the case of Telford and Wrekin, the affordability ratio has averaged 6.6 over the last five years, resulting in an adjustment factor of 1.3 (Table 3).

Table 3: House price to earnings ratios, Telford and Wrekin, 2021–2023

	2019	2020	2021	2022	2023	5-year average
Median house price	£173,725	£180,250	£210,000	£217,500	£215,000	£199,295
Median gross annual earnings	£28,772	£30,328	£28,863	£31,675	£32,358	£30,399
House price to earnings ratio	6.0	5.9	7.3	6.9	6.6	6.6

Source: [ONS House price to workplace-based earnings ratio](#).

2.39 The final LHN figure for Telford and Wrekin is therefore **857** dwellings per year, calculated using the following equation:

$$LHN_t = \text{Dwelling Stock}_{t-1} \times 0.8\% \times (1 + \text{Adjustment Factor})$$

Labour Force & Employment

2.40 The labour force and employment growth implications of the scenarios have been evaluated through the application of economic activity rates, commuting ratios and unemployment rates.

Economic Activity Rates

2.41 Economic activity rates are the proportions of the population that are actively involved in the labour force, either employed or unemployed and looking for work. In all scenarios, economic activity rates by five-year age group (16–89) and sex have been derived from 2021 Census statistics for Telford and Wrekin. Adjustments to account for changes to the state pension age have been made in line with the

⁶ MHCLG Live Table 100: Number of Dwellings by Tenure and district, England, 2023

Office for Budget Responsibility's (OBR) analysis of labour market trends for the UK in its 2018 Fiscal Sustainability Report.⁷

Commuting Ratios

- 2.42 The difference between the level of employment in an area and the size of the resident workforce (i.e., residents in employment) can be used to infer a 'commuting ratio'. A ratio higher than 1.00 indicates a net out-commute (the number of residents exceeds the level of employment in an area). A commuting ratio lower than 1.00 indicates the reverse: a net in-commute (the level of employment in the area exceeds the size of the resident workforce). The closer the ratio is to 1.00, the greater the balance between the size of the resident workforce and the level of employment.
- 2.43 According to the 2021 Census, the number of resident workers in Telford and Wrekin was approximately 85,490, with the number of people employed in the area at 87,500. This results in a commuting ratio of 0.98, indicating a net in-commute but with levels of in-commuting slightly reduced from a ratio of 0.94 using Census 2011 data. This commuting ratio has been applied and fixed throughout the forecast period in all scenarios.

Unemployment Rate

- 2.44 Unemployment rates measure the proportion of unemployed people within the economically active population. In all scenarios, an unemployment rate of 3.7% for Telford and Wrekin has been applied and fixed throughout the forecast period (derived from the latest ONS model-based estimates of unemployment, via the Annual Population Survey (APS)).

Scenario Outcomes

- 2.45 The population growth outcomes for each of the scenarios are summarised below in Figure 5 and Table 4. For the official and trend-based scenarios, the headship rate assumptions applied do not influence the population growth outcomes. In the dwelling-led scenarios, the headship rates are used to determine the level of population growth required to support the annual defined dwelling growth: the population growth outcomes are therefore dependent on the headship rate assumptions applied.
- 2.46 Population growth (2023–2040) is highest under the *Dwelling-led 1,010* scenario, which uses the baseline rescaled 2014-based headship rates (HH-14r). With improvements to rates of household formation (as in the HH-14r-PR variant), a greater proportion of the resident population occupies the new dwellings, resulting in lower levels of net migration and, consequently, lower levels of population growth.
- 2.47 The population growth linked to the LHN figure of 857 using the baseline 2014-based headship rates (i.e. *Dwelling-led LHN 857 HH-14r*) results in a population growth outcome between the PG-5yr and PG-10yr scenarios if no improvement in rates of household formation is assumed.

⁷ OBR Fiscal Sustainability Report, July 2018

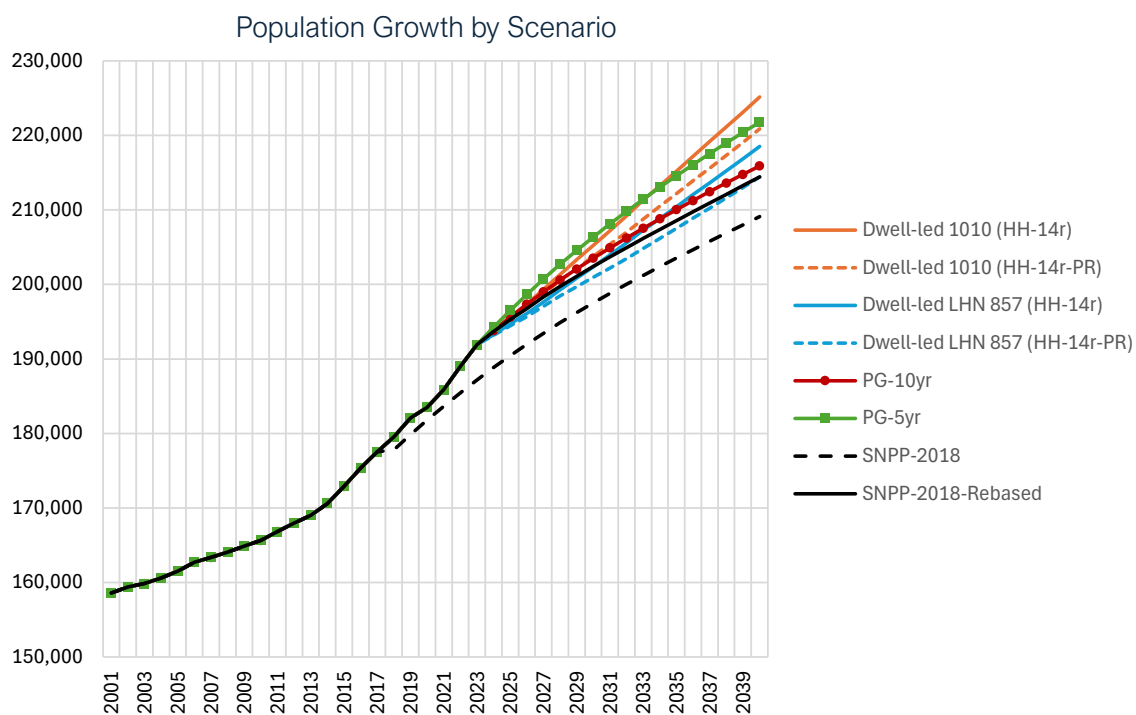


Figure 5: Scenario population growth outcomes

Table 4: Demographic scenarios: growth outcomes 2023–2040

Scenario	Change 2023–2040		Average Change per year (2023–2040)					
	Population Change		Net Migration		Dwellings		Employment	
	HH-14r-PR	HH-14r	HH-14r-PR	HH-14r	HH-14r-PR	HH-14r	HH-14r-PR	HH-14r
Dwell-led 1010	28,948	33,228	1,582	1,808	1,010	1,010	832	967
Dwell-led LHN 857	22,520	26,594	1,243	1,459	857	857	630	759
PG-10yr	23,991		1,300		925	830	697	
PG-5yr	29,860		1,615		1,037	939	852	
SNPP-2018	21,924		1,132		840	752	568	
SNPP-2018-Rebased	22,495		1,041		861	767	583	

3 AFFORDABLE HOUSING NEEDS

Introduction

- 3.1
- In this section, an assessment of affordable housing need is presented for Telford and Wrekin, in line with the requirements of the NPPF and following the method outlined in the PPG.⁸
- 3.2
- Affordable housing is defined in the NPPF as: “...*housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers)*”.⁹ This includes affordable housing for rent (either social or affordable), including starter homes, discounted market sales housing, and other affordable routes to home ownership (including shared ownership, relevant equity loans, rent to buy).
- 3.3
- The need for affordable housing has been assessed following the steps outlined in the PPG. This includes an assessment of current and future need, estimates of current affordable housing stock and potential future affordable housing supply. The total net need for affordable housing (calculated by subtracting total available stock from the gross need) is converted into an annual flow based on the plan period (Figure 6). In line with the reforms to the NPPF, this assessment also includes a consideration of the need for social rent.

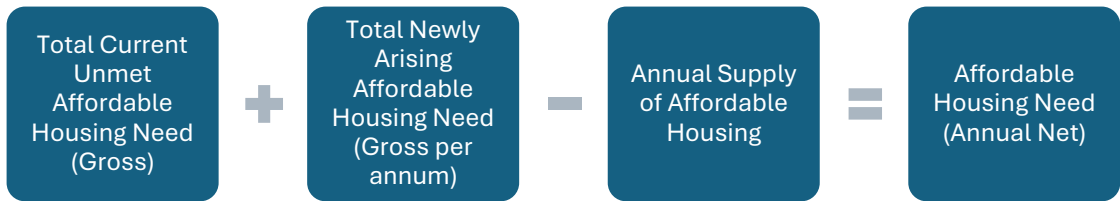


Figure 6: Methodology for the Assessment of Affordable Housing Need

- 3.4
- This section is split into two. The first section considers the need for social and affordable rent, with the second section considering the need for affordable home ownership.

Affordable Need: Social & Affordable Rent

Step 1: Current Need

- 3.5
- As outlined in PPG, the assessment of current affordable need should include only those households who cannot afford to access suitable housing in the market, including (but not limited to): homeless households and those in temporary accommodation, overcrowded households, concealed households, and households in unsuitable housing. PPG suggests a range of data sources from which this evidence can be drawn, although cautions that practitioners should be aware of the risks of double counting households. While PPG states that Housing Registers and transfer lists held by local authorities and registered providers can provide relevant information, the guidance does not specify that these must be used. There is no current Housing Register for Telford & Wrekin. Therefore, to assess

⁸ PPG paragraph 020 Reference ID: 2a-020-20190220

⁹ NPPF Annex 2: Glossary

the current 'backlog' of need for affordable housing in Telford and Wrekin, evidence has been drawn from a range of secondary data sources.

Homelessness & Households in Temporary Accommodation

- 3.6 From the last three years of MHCLG statutory homelessness statistics¹⁰, the number of households for whom a duty has ended without accommodation being secured has been calculated. For Telford and Wrekin, there were an average of 975 households per year for whom a prevention, relief or main duty ended (2021/22–2022/23). Of these, 576 secured accommodation, leaving **399** homeless households in need.
- 3.7 The detailed local authority statistics also included detail on the number of households in temporary accommodation. This includes households whose temporary accommodation is listed as private rented stock (including where this is leased by the local authority or a registered provider) and affordable housing for rent. Households within the affordable sector do not generate an additional net need on the basis that they would free up existing stock for other households in need and have therefore been excluded. Over the last three years, there were an average of 49 households in temporary accommodation. Of these, an average of 32 households were living in local authority/housing association stock. **17** households are therefore included within the estimate of households in need.
- 3.8 It is assumed that all of the homeless (399) and temporary accommodation (17) households will be unable to afford lower quartile rents and therefore no affordability adjustment has been applied, resulting in an unmet need figure of **416**.

Households with Priority Needs

- 3.9 To account for those households with priority needs, such as those in insanitary or unsatisfactory housing, or those in medical/welfare need or in hardship, data has been drawn from the MHCLG Continuous Recording (CoRe) database.¹¹ This lettings data does not identify the current tenure of those in a reasonable preference category, so all households are included here (with the exception of homeless households). A 3-year average (2020/21–2022/23) of lettings indicates **90** households per year fall within one of the included reasonable preference categories:
- Insanitary/Unsatisfactory Housing – 34 per year
 - Medical Welfare – 36 per year
 - Hardship – 20 per year.
- 3.10 As with the homelessness statistics, no affordability adjustment is applied to these households.

Overcrowded Households

- 3.11 To estimate the proportion of households that are overcrowded, 2021 Census prevalence rates have been applied to a 2023 total household estimate (derived via POPGROUP and the 2023 MYE).
- 3.12 The 2021 Census indicated that there are 1,860 overcrowded households in Telford and Wrekin (for households with the Household Representative Person is aged 65 and under) (Table 5), equivalent to 3.3% of all households. This is based on an occupancy rating (bedrooms) of -1 or less, which suggests that a household's accommodation has fewer bedrooms than required.

¹⁰ <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

¹¹ <https://core.communities.gov.uk/>

- 3.13 For the purposes of this calculation, overcrowding within the social rented sector is not considered within the overall total for unmet needs, on the basis that these households would free up existing properties if they were rehoused.
- 3.14 Within the owner-occupied sector, it is also necessary to consider that many of these households could have equity or funds to access alternative, more appropriately sized, market housing. Therefore, only 10% of owner-occupied overcrowded households are carried forward within the calculation, together with all overcrowded private rent households.
- 3.15 Affordability adjustments are applied to account for those that are unable to afford lower quartile rent in Telford and Wrekin, which is estimated at £565 per calendar month.¹² This equates to annual housing cost of £6,780. On the assumption that 30% of a household's income is spent on housing costs,¹³ the minimum household income needed to afford lower quartile rents is estimated to be £22,600 in Telford and Wrekin.
- 3.16 To estimate the proportion of households that earn less than this threshold and may therefore be in need of affordable/social rental housing, TransUnion CAMEO Income data for Telford has been adjusted to reflect the lower average income for private rent households. On average, private renters earn 85% of the 'all households' average in the West Midlands (EHS). With the CAMEO income bands adjusted accordingly, it is estimated that 53% of private rent households in Telford and Wrekin cannot afford lower quartile rents. For owner-occupiers, who on average earn 114% of the 'all households' average, approximately 39% cannot afford lower quartile open market rents.
- 3.17 This results in an overcrowded households estimate of **438**.

Table 5: Overcrowded households

Calculation Step	Private Rent	Social Rent	Owner Occupied	Total
% Overcrowded (2021 Census)	5.1%	5.7%	1.7%	3.3%
Total no. households carried forward in calculation (updated to reflect 2023 household estimate)	787	-	55	842
% Unable to afford LQ market rent	53%	-	39%	-
Number of overcrowded households in need	417	-	21	438

Source: 2021 Census, EHS, Edge Analytics POPGROUP modelling, TransUnion CAMEO Income. Note that figures may not sum due to rounding. Affordability adjustments based on CAMEO Income household income profile, local rental costs and the assumption that 30% of a household's income is spent on housing costs.

Concealed Households

- 3.18 PPG indicates that care should be taken to avoid potential double-counting of unmet affordable housing needs, particularly in terms of the relationship between overcrowded dwellings and concealed families. It is also the case that any estimate of concealed families may comprise an overestimate on the basis that for a proportion of households these living arrangements will be preferential (e.g. for medical or lifestyle reasons). To account for this, this assessment considers only concealed families with a Family Reference Person aged 64 or under, therefore omitting, for example, instances of older family members returning to live with adult children. Note that 'families' is

¹² ONS Private Rental Market Stats (year ending March 2023)

¹³ Proportion of household income spent on housing costs drawn from EHS 2022-23.

considered comparable to 'households' for the purpose of this calculation.

- 3.19 There is no reporting as part of the standard Census outputs that allows for the living arrangements of concealed families to be assessed in terms of occupancy rating, or their representation as a proportion of the total number of overcrowded households. From a 2011 Census Commissioned Census Table CT0851¹⁴ it has been possible to identify that 27% of households with a concealed family are also overcrowded (no comparable dataset exists from the 2021 Census). It is therefore assumed that 25% of concealed families are also overcrowded; these are excluded from the calculation here. No tenure adjustment is necessary, as even concealed families living in social housing will not free up a property once rehoused.
- 3.20 As with overcrowded households, the 2021 Census 'concealed families' prevalence rates have been applied to a 2023 household estimate. With an appropriate affordability adjustment applied, **264** concealed families are included within the backlog estimate of need.

Table 6: Concealed households

Concealed Families/Households	
Total Families 2021 Census	54,549
Total Families 2021 Census - HRP aged 64 and under	42,839
Concealed Families 2021 Census - HRP aged 64 and under	763
% overlap with overcrowded households	25%
Total carried forward in calculation (updated to reflect 2023 household estimate)	591
% Unable to afford LQ market rent	45%
Number of concealed families in need	264

Source: 2021 Census, Edge Analytics POPGROUP modelling, DLP SPRU analysis, TransUnion CAMEO Income.

Step 1 Summary: Current Need

- 3.21 Adding together those households that are homeless or in temporary accommodation (416), with priority needs (90), or in overcrowded (438) or concealed (264) households produces a current estimate of need of 1,208. Annualised, this equates to **71** households per year (Table 7).

Table 7: Step 1 summary: households in need

Category of Need	
Homeless Households including Temporary Accommodation	416
Lettings to Reasonable Preference Categories (insanitary/unsatisfactory, hardship, medical/welfare)	90
Overcrowded Households	438
Concealed Families	264
Gross need	1,208
Annual quota of current need (gross need / 17)	71

Source: MHCLG, CORE, Edge Analytics, ONS

¹⁴ CT0851 - Concealed family in household by occupation rating (bedrooms) by tenure by household size.

Step 2: Future Need

3.22 The second step of the affordable need calculation involves an assessment of the number of newly arising households likely to be in affordable housing need in the future which includes:

- New household formation, and the proportion of these unable to rent in the market area.
- An estimate of the number of existing households falling into need.

New Household Formation

3.23 The number of newly forming households has been estimated through demographic modelling and the application of an affordability test. By considering the change in the number of households by 10-year age group and household type over 10-year periods to 2040, the annual change in the number of households aged 15–44 has been calculated. Household growth in the 45+ age groups has not been considered as new household formation is concentrated in the younger age groups.

3.24 Based on the *Dwelling-led LHN 857 (HH-14r)* scenario, gross household formation is calculated at **1,689** per year in Telford and Wrekin.

3.25 To estimate the proportion of these households that earn less than the income threshold required to rent lower quartile housing (£22,600 per annum), the CAMEO Income data for Telford and Wrekin has been adjusted to reflect the lower average income for newly forming households. On average, younger households (aged 16–44) earn 96% of the ‘all households’ average. With the income bands adjusted accordingly, it is estimated that 47% of newly forming households earn less than the threshold required to afford lower quartile rents.

3.26 Applying these proportions to the relevant gross household formation figures results in **787** newly forming households per year unable to afford open market rents over the plan period in Telford and Wrekin.

Existing Households Falling into Need

3.27 The number of existing households that might be expected to fall into affordable need in the future is derived from Continuous Recording of Lettings and Sales in Social (CORE), which records information on the characteristics of new social housing tenants.¹⁵

3.28 By examining the previous tenure of households that have secured social housing accommodation in Telford and Wrekin over the last three years (2020/21–2022/23), an estimated ‘flow’ of households onto the housing registers has been calculated, averaging **338** households per year. This step *excludes* newly-forming households (those previously living with family) and those previously living in social or affordable housing (i.e., transfers). No affordability adjustment is applied, as it assumed that most social housing tenants will have household incomes below the threshold required to afford to rent in the open market.

¹⁵ [MHCLG CORE](#)

Table 8: Existing households falling into need

Year	Total Social Housing Lettings (a)	Previous Tenure LA or PRP/HA (b)	Newly-Forming Households (other + living with friends or family) (c)	Existing households falling into need (a-(b+c))
2020/21	814	342	201	271
2021/22	961	390	215	356
2022/23	1,138	429	323	386
Average	971	387	246	338

Source: MHCLG, includes general needs housing only.

Step 2 Summary: Total Future Need

- 3.29 Adding the number of newly forming households unable to afford lower quartile rents (787) to the number of existing households falling into need (338) produces an estimated gross figure of **1,125** households per year falling into need over the plan period.

Step 3: Affordable Housing Supply

- 3.30 To calculate the net need for affordable housing, an estimate of the current and future affordable housing supply is required, to offset against the gross need figures identified above.
- 3.31 The supply of affordable housing is calculated from re-lets data and committed supply, based on past trends, in line with PPG. Re-lets data is drawn from CORE data for general needs housing (affordable and social rent). The re-lets estimate *excludes* internal transfers and renewals of tenancies. Over the 2020/21–2022/23 period, the rate of general needs re-lets averaged **451** per year.

Table 9: Estimated future supply of General Needs re-lets (2019/20–2022/23)

Year	Total Lettings	First Lets	Re-Lets*
2020/21	814	159	455
2021/22	961	328	411
2022/23	1,138	398	487
Average	971	295	451

Source: MHCLG CORE, Social Housing Lettings in England. *Categories excluded are: Internal transfers, Re-let to tenant who occupied same property as temp accommodation, and Renewal of fixed term tenancy.

- 3.32 PPG also recommends considering the pipeline of affordable housing within the supply calculation, as an indication of committed supply. The latest commitments data from the Council (as of March 2024) indicates that a total of 836 units for affordable rent in the pipeline, averaging **49** per year 2023–2040.
- 3.33 PPG and the previous 2007 CLG SHMA guidance states that if the vacancy rate of the social and affordable housing stock exceeds 3%, it can be considered as surplus and therefore available for letting. The relevant data for this step of the analysis is drawn from DLUHC Local Authority Housing

Statistics (LAHS) and Statistical Data Returns (SDR).^{16,17} Vacancy rates over the last three years have consistently been less than 3%. Therefore, the level of surplus stock is assumed to be **zero**. The same assumption is made relating to the number of units taken out of supply.

Step 3 Summary: Housing Supply

- 3.34 Adding together the annual supply of re-lets (451) to the committed supply figure (49) results in an annual supply figure of **500**.

Finalising the Calculation

- 3.35 The current and future supply of affordable rental housing (500) is subtracted from the total need figure of 1,196 (current plus future need at 71 and 1,125 per year respectively) to give a net annual affordable housing need figure of **696** per year (Table 10).

Table 10: Social and affordable rental housing need calculation: Telford & Wrekin

Step 1: Current Need		
1a	Homeless Households including Temporary Accommodation	416
	Lettings to Reasonable Preference Categories (insanitary, hardship, medical/welfare)	90
	Overcrowded Households	438
	Concealed Households	264
1b	Gross need	1,208
1c	Annual quota of current need (1b / 17)	71
Step 2: Future Need		
2a	New household formation (gross p.a.)	1,689
2b	% households that cannot afford to rent in the open market	47%
2c	No. households that cannot afford to rent in the open market (2a x 2b)	787
2d	Existing households falling into need	338
2e	Total newly-arising housing need (gross each year) (2c + 2d)	1,125
Step 3: Housing Supply		
3a	Existing Affordable Tenure Units occupied by households in need (accounted for at Step 1)	0
3b	Annual supply of re-lets (net)	451
3c	Committed Supply	49
3d	Surplus stock (vacant but available for letting)	0
3e	Units to be taken out of supply	0
3f	Total affordable housing supply available per year ((3b + 3c) - (3d + 3e))	500
Step 4: Estimate of Annual Housing Need		
4a	Gross annual affordable need (1c + 2e)	1,216
4b	Annual affordable Supply (3f)	500
NET Annual Affordable Housing Need (to rent) (4a - 4b)		696

¹⁶ Local Authority Housing Statistics, MHCLG 2022

¹⁷ Statistical Data Return 2018 to 2019, ONS 2020

Affordable Home Ownership

- 3.36 PPG states that households that cannot afford to buy their own homes should also be considered in the estimation of affordable need. To estimate the current need for affordable home *ownership* in Telford and Wrekin, a similar approach has been followed to that taken to calculate the need for affordable housing to rent, starting with an estimate of current and future needs, and taking into account the supply of affordable housing through re-sales.
- 3.37 Households that fall into the ‘gap’ between being able to afford lower quartile market rents and open market property prices are the ones targeted for affordable home ownership products (such as First Homes, Shared Ownership, and Rent to Buy).
- 3.38 To afford lower quartile market rents (£565 pcm), an income of £22,600 is required in Telford and Wrekin. To purchase an entry-level (lower quartile) property, at a price of £160,000¹⁸, an income of £38,860 is required (assuming a loan to income ratio of 3.5 and a mortgage deposit of 15%). Using the CAMEO Income profile, it is estimated that 29% of all households fall into this ‘gap’ in Telford and Wrekin. With lower overall household incomes, 30% of private renter households in Telford and Wrekin fall into this ‘gap’ between being able to afford lower quartile rents and lower quartile property prices.

Current & Future Need

- 3.39 To determine the current (backlog) need for affordable home ownership, the number of households in the private rented sector in 2023 has been estimated at 16,374 using assumptions on household occupancy from the 2021 Census and demographic modelling outputs from POPGROUP. Assuming that just under a third of these households fall into the gap between being able to afford to rent and purchase lower quartile properties, an estimated **4,912** households are identified as being potentially in need.
- 3.40 However, some of these households will remain in the private rented sector, either through choice or due to affordability issues (e.g., due to a lack of savings or inability to secure a mortgage). The English Housing Survey reports that over half (59%) of private renters expect to buy at some point in the future, with 29% of these expecting to buy in the next two years.¹⁹ With these assumptions applied to the estimate of private renters in the rent/buy ‘gap’, it is estimated that the current backlog of need is 840 in Telford and Wrekin. Annualised over the 2023–2040 plan period, this equates to **49** households per year.
- 3.41 The future need for affordable home ownership is calculated by estimating the likely number of newly-forming households that will fall into this same ‘gap’ between being able to afford lower quartile rents and lower quartile property prices, estimated at 29%. As with the affordable need (rent) calculations, the future gross household formation assumptions are drawn from the POPGROUP scenario modelling (*Dwelling-led LHN 857 (HH-14r)*).
- 3.42 With the CAMEO Income data adjusted to account for the income differences of newly-forming households, it is estimated that 29% of newly forming households in Telford and Wrekin fall into the rent/buy ‘gap’. The EHS 2022-23 indicates that around 65% of households aged 16-44 (i.e. the age range considered to be ‘newly-forming’) who currently rent expect to buy a property at some point. Assuming the same proportion of these households expect to buy in the next two years (29%, as

¹⁸ ONS HPSSA Dataset 15, lower quartile house price year ending March 2023

¹⁹ [English Housing Survey 2022-23 Headline Report \(July 2024\)](#)

above), the annual number of households seeking to become a homeowner (but are unable to afford open market property prices is **92** per year.

- 3.43 Combined with the current backlog of need, this suggests a gross affordable home ownership need figure of **142** per year in Telford and Wrekin.

Affordable Home Ownership Supply

- 3.44 Affordable home re-sales data has been used to estimate the 'flow' of stock that could be offset against the identified level of need. Affordable home ownership sales data from DLUHC suggests that, on average, **7** shared ownership properties per year have been re-sold in Telford and Wrekin between 2016/17 and 2018/19.²⁰
- 3.45 As with the calculation of affordable need (rent), an element of 'committed supply' is included in the affordable home ownership calculation, based on the council's commitments pipeline, comprising a total of 120 (83 First Homes and 37 Shared Ownership) units and equivalent to **7** completions per year 2023–2040 when averaged over 17 years.
- 3.46 Combining the identified level of need (**142**) with the re-sales and committed supply data (**14**) results in a net annual net need for **128** affordable homes (for ownership) per year in Telford and Wrekin (Table 11).

Table 11: Need for Affordable Home Ownership: Telford & Wrekin

Step 1: Current Need		
1a	Current households in private rent	16,374
1b	No. private rent households in 'gap' between open market rent and purchase (1a x 30%)	4,912
1c	No. seeking to become a homeowner (EHS) ((1b x 59%) x 29%)	840
1d	Annual quota of current need (1c / 17)	49
Step 2: Future Need		
2a	New household formation (Gross p.a.)	1,689
2b	No. newly-forming households in 'gap' open market rent and purchase (2a x 29%)	490
2c	Newly-forming households seeking to become a homeowner (EHS) (2b x 65%) x 29%)	92
Step 3: Affordable Housing Supply		
3a	Affordable resales per annum	7
3b	Affordable Home Ownership committed supply	7
3c	Total supply (3a + 3b)	14
Step 4: Estimate of Annual Housing Need		
4a	Gross need for Affordable Home Ownership (1d+ 2c)	142
4b	Total annual supply (3c)	14
NET Annual Affordable Housing Need (to purchase) (4a - 4b)		128

²⁰ MHCLG CORE – there is no data available on sales beyond 2018/19.

Affordable Needs Split

3.47 The analysis presented above has identified a net need for **824** affordable homes per year to 2040 in Telford and Wrekin.

- Social and affordable rent = 696 (84%)
- Affordable home ownership = 128 (16%)

Affordable/Social Rent Split

3.48 To estimate an appropriate split between social and affordable rent, the proportion of all households unable to afford each housing option have been calculated, using the CAMEO Income profile and assumptions relating to the proportion of income spent on housing costs (Table 12). These proportions have then been used to calculate the number of households within each income range, generating a set of proportions of households that cannot afford social rent, affordable rent, and lower quartile rents.

Table 12: Housing costs and affordability

Housing Option	Cost	Income Needed	% all HHs unable to afford
Lower Quartile Purchase	£160,000	£38,860	74%
Lower Quartile Rent (pcm)	£565	£22,600	45%
Affordable Rent (pcm)	£544	£21,761	43%
Social Rent (pcm)	£418	£16,707	28%

Source: LQ Rents and LQ purchase prices, ONS, Affordable and social rent prices drawn from Regulator for Social Housing and CORE, %s unable to afford calculated using CAMEO Income profiles for Telford and Wrekin.

3.49 On the basis of these income requirements and affordability thresholds, it is estimated that the split between the need for affordable and social rent is for 34%/66% (Table 13).

Table 13: Housing need split

Housing Option	No.	% of total Affordable Need	% affordable/ social rent split
Affordable Home Ownership	128	15.5%	-
Affordable Rent	237	28.8%	34%
Social Rent	459	55.7%	66%
Total	824	100%	100%

4 HOUSING MIX

Introduction

- 4.1
- Paragraph 63 of the NPPF2024 stipulates that the size, type, and tenure of housing needed for different groups in the community should be considered in the context of the housing needs assessment.
- 4.2
- In this section, the overall mix of housing required is presented, in terms of size, type, and tenure, based on the projected level of household growth to 2040. The methodology utilises data on the future size and structure of Telford and Wrekin’s population and the associated household characteristics from the *Dwelling-led LHN 857 (HH-14r)* growth scenario, in combination with 2021 Census data on household composition, bedrooms and property type.
- 4.3
- The housing mix modelling is two-step process: Step 1 involves using the latest available 2021 Census datasets to create a cross-classified table showing the distribution of households by tenure (social rent, private rent, owner occupied), accommodation type (houses/flats), and bedrooms (1-, 2-, 3- and 4+ bed). In Step 2, the data from Step 1 is combined with a commissioned table that includes the age of the household head and household category, creating a probability matrix by household type, age, tenure, accommodation type and bedroom number.
- 4.4
- This produces a profile of growth for each dwelling size, type and tenure (owned, private rent, social rent), by age of the household representative person (HRP). This is then used to inform the suggested mix profile across market and affordable housing (split between social/affordable rent, and affordable home ownership).

Household Growth Profile

Projected Household Growth

- 4.5
- Under the *Dwelling-led LHN 857 (HH-14r)* scenario, the number of households in Telford and Wrekin is projected to increase by 14,050 over the 2023–2040 plan period. Household growth is concentrated in the 65+ age groups, which is reflected in the growth by type (one person and couple with no child), as well as in the 45-54 age group, linked to projected increased rates of household formation in the underpinning 2014-based household projection (from which the headship rate assumptions are drawn) (Figure 7).

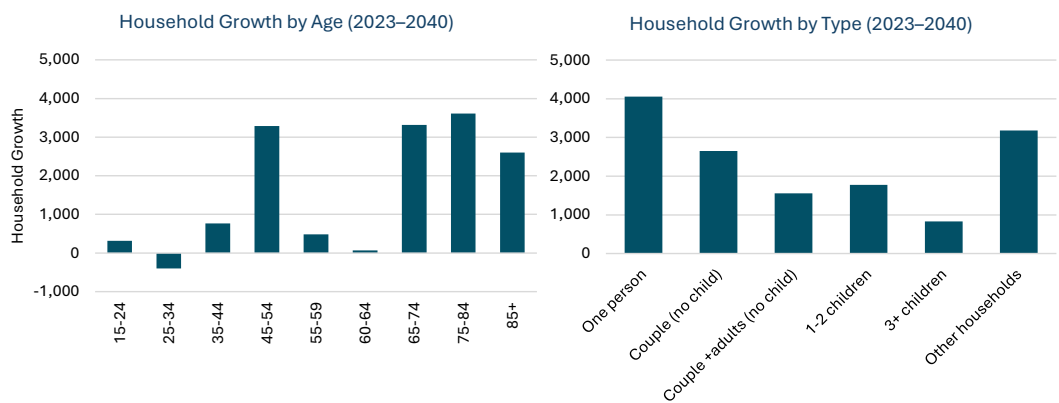


Figure 7: Household growth by age of household representative person (HRP) and type

Household Growth by Dwelling Size, Type & Tenure

4.6 Data from the 2021 Census²¹ has been used to model the potential impact of the projected household growth by age of the household representative person (HRP) on the future profile of housing by type and size in Telford and Wrekin (Figure 8). It is important to note that this split does not take into account future policy changes, nor socio-economic changes that might influence how households occupy housing.

HOUSEHOLD GROWTH BY DWELLING SIZE, TYPE & AGE OF HRP (2023–2040)

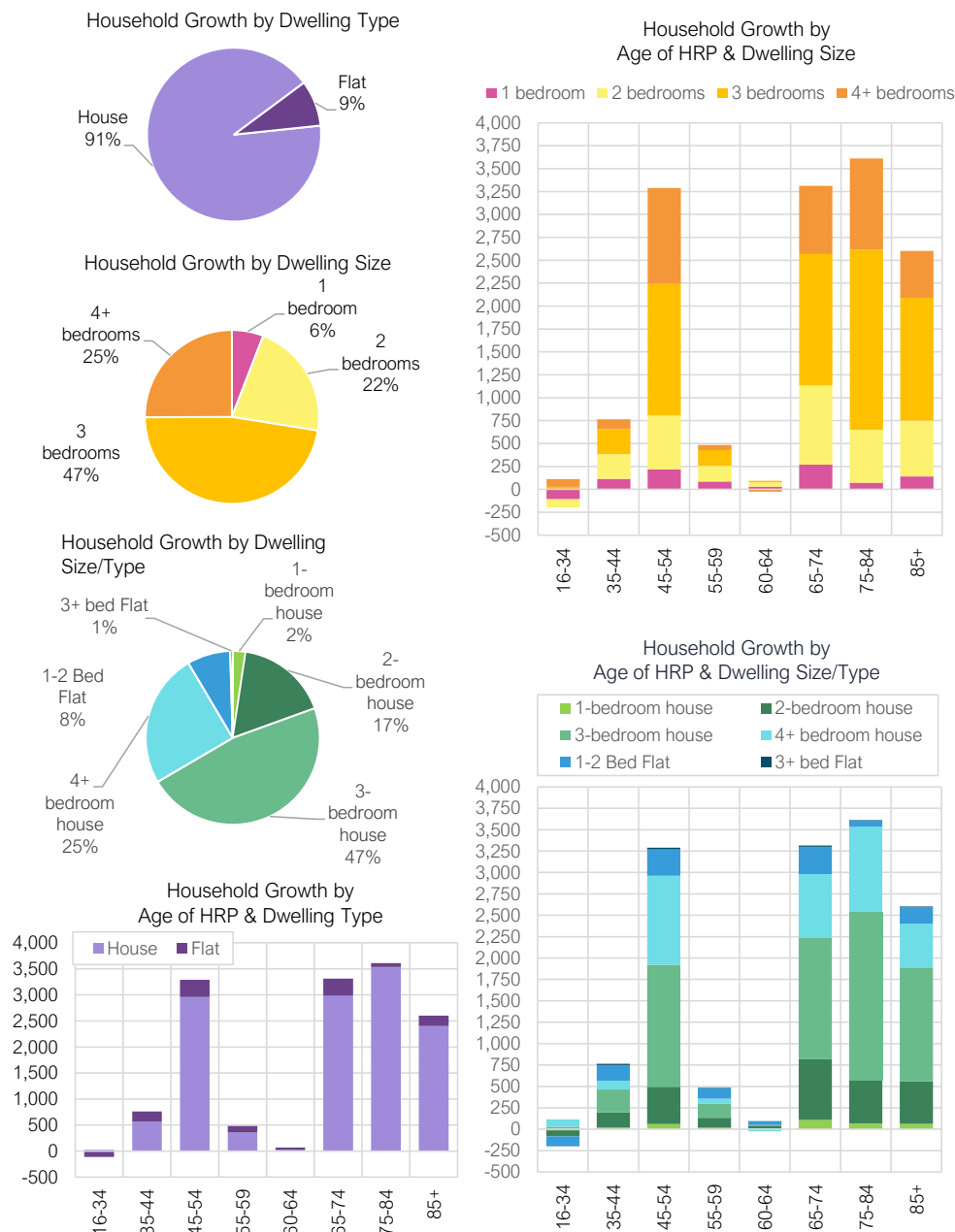


Figure 8: Household Growth by dwelling size, type and age of HRP, 2023–2040

Source: Edge Analytics POPGROUP modelling; 2021 Census

²¹ 2021 Census Commissioned Table

- 4.7 When viewed by tenure (owner occupied, private rent and social rent), the Census-led analysis suggests that the greatest proportion of household growth will occur in the owner occupied sector, accounting for 69% of household growth Telford and Wrekin (Table 14). In terms of percentage change, the number of households in private rent are projected to increase by 11%, compared to 20% growth in the owner occupied sector, and 19% in the social rent sector.

Table 14: Household growth by tenure (2023–2040)

	2023	2040	Change	% Change	% share of Growth
Owner occupied	48,455	58,091	9,636	20%	69%
Private rent	16,629	18,423	1,793	11%	13%
Social Rent	13,924	16,544	2,621	19%	19%
All tenures	79,008	93,058	14,050	18%	100%

Source: Edge Analytics POPGROUP modelling; 2021 Census. Numbers may not sum due to rounding.

- 4.8 For the owner occupied and private rent sector a greater proportion of household growth is in houses, with a greater proportion of growth in 1-2 bed flats in the private and social rent sectors (Figure 9).

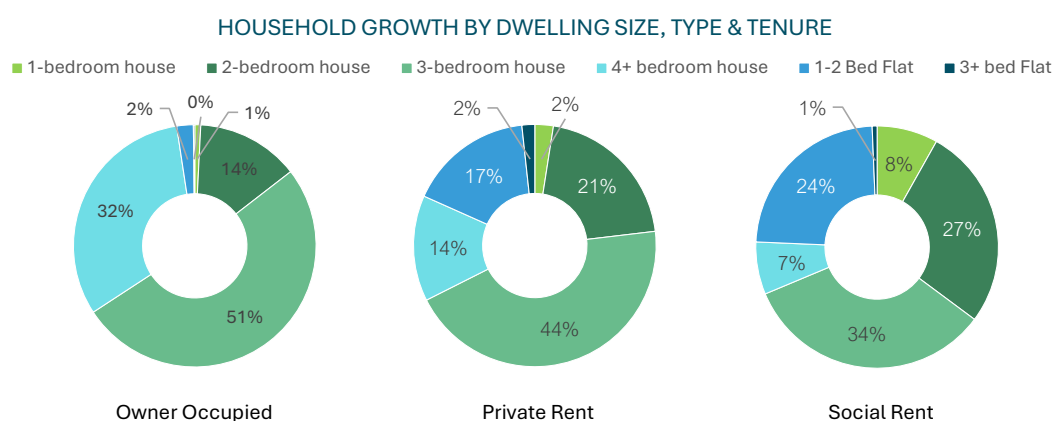


Figure 9: Household Growth by dwelling size, type and tenure, 2023–2040

Source: Edge Analytics POPGROUP modelling; 2021 Census

- 4.9 When viewed by bedroom number, the household growth projected under the Dwelling-led LHN 857 (HH-14r) scenario results in the following profile in 2040 (Table 15). Household growth is highest in 3-bed households (+6,664 2023–2040) and lowest in 1-bed households (+825).

Table 15: Household growth by bedrooms (2023–2040)

<i>Dwelling-led LHN 857 (HH-14r)</i>	1 bed	2 beds	3 beds	4+ beds	Total
Households (2023)	5,837	18,913	36,023	18,235	79,008
Total Net Change by Bedroom Number	825	3,040	6,664	3,521	14,050
Total Projected Households (2040)	6,663	21,953	42,687	21,756	93,058
% of Total Change	6%	22%	47%	25%	-
% of Households in 2040	7%	24%	46%	23%	-

Housing Mix

- 4.10 The household growth by size, type and tenure presented above has been used to illustrate what an appropriate housing mix might be across market, social/affordable rent, and affordable home ownership, based on a respective assumed split of 75%/25%/5%. It is important to note that, as above, this assessment does not take into account future policy changes, nor socio-economic changes that might influence how households occupy housing over time, rather it assesses what the housing mix profile would look like with the current patterns of occupation.
- 4.11 For market housing, the mix across property size and type (houses/flats) has been derived from the Census-led analysis on occupancy characteristics in the owner occupied and private rented sector. For affordable home ownership, the profile of occupancy is based on the private rented sector characteristics, and for social/affordable rent, the mix is derived from the social rent occupancy profile.
- 4.12 The table below sets out the bedroom split for the overall housing mix by tenure and number of bedrooms for Telford and Wrekin (Table 16).

Table 16: Recommendations for Housing Mix by Tenure – Telford & Wrekin

Housing Mix by Need	1-bed	2-beds	3-beds	4-beds	Total
Market (Owned and Private occupancy, overall average)	3%	18%	50%	29%	100%
Affordable Home Ownership (based on PRS occupancy)	10%	30%	46%	15%	100%
Affordable/social rent (based on social rent occupancy)	20%	39%	34%	7%	100%

- 4.13 Applying the above mix assumptions by bedroom number to the projected household growth (from the *Dwelling-led LHN 857 HH-14r* scenario) results in the following household profile in 2040, again assuming a 75/25/5 split across tenures (Table 17).

Table 17: Change by delivery modelling outcomes

<i>Dwelling-led LHN 857 (HH-14r)</i>	1 bed	2 beds	3 beds	4+ beds	Total
Households (2023)	5,837	18,913	36,023	18,235	79,008
Total Net Change by Bedroom Number	1,033	3,312	6,482	3,223	14,050
Total Projected Households (2040)	6,870	22,225	42,505	21,457	93,058
% of Total Change	7.3%	23.6%	46.1%	22.9%	-
% of Households in 2040	7.4%	23.9%	45.7%	23.1%	-

<i>Household growth = 17,170</i>	1 bed	2 beds	3 beds	4+ beds	Total
Households (2023)	5,837	18,913	36,023	18,235	79,008
Total Net Change by Bedroom Number	1,262	4,048	7,922	3,939	17,170
Total Projected Households (2040)	7,099	22,961	43,945	22,173	96,178

<i>Household growth = 17,170</i>	1 bed	2 beds	3 beds	4+ beds	Total
<i>% of Total Change</i>	7.3%	23.6%	46.1%	22.9%	-
<i>% of Households in 2040</i>	7.4%	23.9%	45.7%	23.1%	-

5 PEOPLE WITH DISABILITIES

Disability & Health Profile

5.1 Using data from the 2021 Census, the disability and general health characteristics of Telford and Wrekin's household population have been profiled (Figure 10, Table 18). 19.4% of Telford and Wrekin's household population was identified as disabled at the 2021 Census, an increase from 18.2% at the 2011 Census. The disability prevalence rate in Telford and Wrekin is higher than the national (England) rate of 16.9%. Disability prevalence is highest in the older age groups but the above average comparison with the national picture occurs across all age groups.

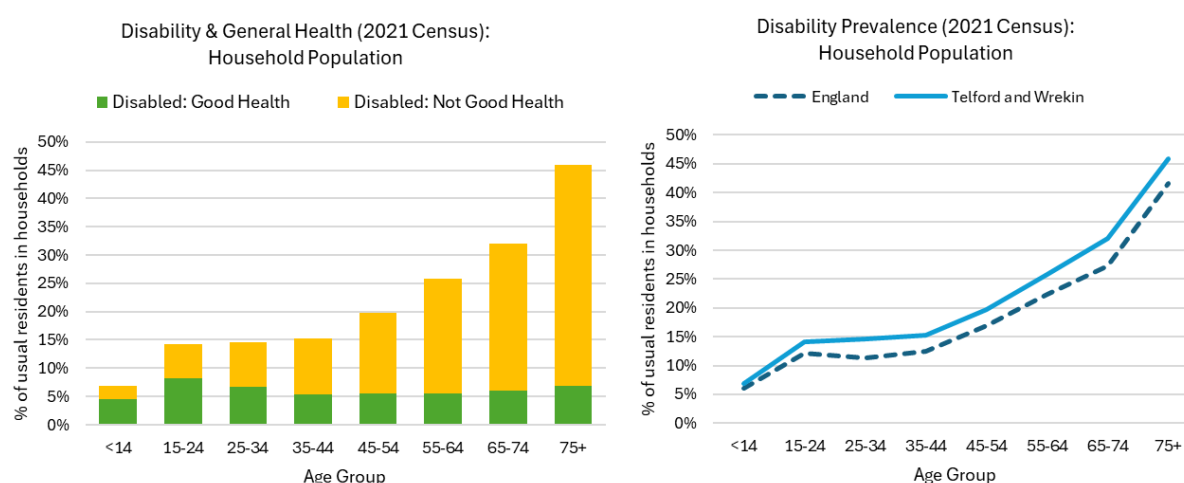


Figure 10: Telford & Wrekin – disability and general health prevalence, 2021 Census

Source: ONS

Table 18: 2021 Census disability prevalence – Telford & Wrekin

Age Group	Telford and Wrekin			England
	Household Population	Disabled People	% Household Population Disabled	% Disabled
<14	34,511	2,365	6.9%	6.0%
15-24	21,070	2,984	14.2%	12.1%
25-34	24,475	3,567	14.6%	11.4%
35-44	23,265	3,543	15.2%	12.5%
45-54	25,493	5,028	19.7%	17.0%
55-64	22,878	5,921	25.9%	22.2%
65-74	18,184	5,834	32.1%	27.2%
75+	13,758	6,311	45.9%	41.6%
Total	183,634	35,553	19.4%	16.9%

Source: ONS

Disability Growth

Household Population

- 5.2 To estimate the growth in the number of people with a disability over the projection period (2023–2040), the household population prevalence rates by age group from the 2021 Census (Table 19) have been applied to the household population forecast under the *Dwelling-led LHN 857 (HH-14r)* scenario. These calculations have been split into those whose daily activities are limited a lot and those that are limited a little.

Table 19: 2021 Census household population disability prevalence rates (limited and limited a lot)

Age Group	Household Population Disability Prevalence Rates		
	Disabled & Limited a Lot	Disabled & Limited a Little	% household population disabled
<14	2.8%	4.0%	6.9%
15-24	5.2%	9.0%	14.2%
25-34	5.0%	9.6%	14.6%
35-44	5.9%	9.4%	15.2%
45-54	8.5%	11.2%	19.7%
55-64	11.7%	14.2%	25.9%
65-74	14.4%	17.7%	32.1%
75+	23.5%	22.4%	45.9%
Total	8.4%	11.0%	19.4%

Source: ONS

- 5.3 Over the projection period, the number of people in the household population with a disability is projected to increase by **7,377**, an increase of 20% (Table 20). This includes 3,432 people whose day-to-day activities are limited a lot, and an additional 3,945 whose activities are limited a little.

Table 20: Household population disability growth 2023–2040

Category	Household Population Disability Growth			
	2023	2040	Change	% Change
Household population total	189,950	216,082	26,132	13.8%
People disabled & activities limited a lot	16,012	19,443	3,432	21.4%
People disabled & activities limited a little	20,960	24,905	3,945	18.8%
Total household population disabled	36,972	44,348	7,377	20.0%
Household population disabled aged 65+	12,772	18,071	5,299	41.5%

Source: ONS, Edge Analytics POPGROUP scenario modelling.

Claimant Growth

- 5.4 Disability Living Allowance has been replaced by a combination of Personal Independence Payments (PIP) and Attendance Allowance. PIP is available for ages 16 to retirement age for those with disabilities or long-term health conditions. Attendance Allowance is available from State Pension age onwards to those with a physical and/or mental disability who require care from someone else.
- 5.5 The latest available PIP data from the Department for Work and Pensions (DWP, via Stat-Xplore) indicates that there were 12,563 PIP cases with entitlement in June 2023, approximately 11% of the age 16-64 population in Telford and Wrekin. Based on this prevalence rate and the population growth outcome of the *Dwelling-led LHN 857 (HH-14r)* scenario, it is estimated that by 2040 there could be an additional **1,213** people entitled to this benefit in Telford and Wrekin.
- 5.6 Attendance Allowance data from August 2023 shows that there were 5,082 'cases with entitlement' in Telford and Wrekin, approximately 15% of the 65+ population. By 2040, the growth in the older age population indicates that there could be an additional **2,051** people entitled to Attendance Allowance in Telford and Wrekin.

Wheelchair Use & Housing Adaptations

- 5.7 In the adaptation, design and development of homes, Building Regulations include three key standards for the access and use of buildings and their facilities:²²
- M4(1) Category 1: VISIBLE dwellings
 - M4(2) Category 2: Accessible and adaptable dwellings
 - M4(3) Category 3: Wheelchair user dwellings.
- 5.8 In terms of new developments, only M4(1) is mandatory on all properties, although the government has proposed to make M4(2) the mandatory minimum.²³

Wheelchair Users

- 5.9 The English Housing Survey (EHS) states that 3.5% of households in England have a wheelchair user. Wheelchair use is more prevalent in social housing than in the owned or private rented sectors (Table 21).

Table 21: Household wheelchair use, England

Tenure	Wheelchair Users in the Household (England)		
	Uses a Wheelchair	No Wheelchair Use	% Wheelchair Use
Owned	466,178	14,352,994	3.1%
PRS	62,082	4,461,925	1.4%
Social	282,156	3,666,508	7.1%
Total	810,416	22,481,427	3.5%

Source: EHS 2018/19 Annex Table 7.

²² MHCLG, 2015 [Access to and Use of Buildings: Approved Document M](#)

²³ MHCLG/DLUHC 2022 [Raising accessibility standards for new homes](#).

- 5.10 Applied to Telford and Wrekin's household projection (derived from the *Dwelling-led LHN 857 (HH-14r)* scenario and Edge Analytics' Housing Mix model), it is estimated that there will be an additional **512 households with a wheelchair user by 2040**. The majority of these (59% of the total growth) will be in the owner occupied sector, 5% in the private rented sector and 36% in the social rent sector. Most of this growth is also likely in the older age groups. Data from the 2020/21 EHS indicates that 4.2% of households aged 65+ in England have a wheelchair user; applied to the same household growth projection, it is estimated that around 78% of the wheelchair user growth in Telford and Wrekin would be in households aged 65+.

Building Adaptations

- 5.11 The EHS estimates that approximately 17% of households aged 65+ have one or more people with a long-term limiting disability that require adaptations to their home. Across all tenures and ages, around 8% of households require adaptation. This can include a need for grab rails, bath and shower seats and aids, external ramps, stairlifts, and specialist or adapted furniture.
- 5.12 Using these assumptions, it is estimated that by 2040, an additional **1,792 households** (across all tenures and ages, based on the *Dwelling-led LHN 857 (HH-14r)* outcome) will require some form of adaptation in Telford and Wrekin, to predominantly meet individual needs resulting from the growth in the older age population (Table 22).

Table 22: Households requiring adaptations 2023–2040

Age	% households requiring an adaptation (EHS)	Household Forecast		Households Requiring Adaptations			
		2023	2040	2023	2040	Change	% Change
under 55	3.7%	42,180	46,149	1,552	1,698	146	9.4%
55-64	7.1%	15,049	15,601	1,074	1,114	39	3.7%
65+	16.9%	21,779	31,307	3,672	5,279	1,607	43.8%
Total	8.2%	79,008	93,058	6,298	8,091	1,792	28.5%

Source: EHS 2019/20, Edge Analytics modelling.

APPENDIX A

HOUSING COSTS & AFFORDABILITY

Incomes & Affordability

House Prices & Rental Costs

A.1 The median house price in Telford and Wrekin as of year ending March 2023 was £216,000, with properties cheaper than across the West Midlands (£235,000), and England (£290,000). Lower quartile properties (i.e. entry-level open market housing) cost £160,000, less expensive than the regional or national house prices (Figure 11).

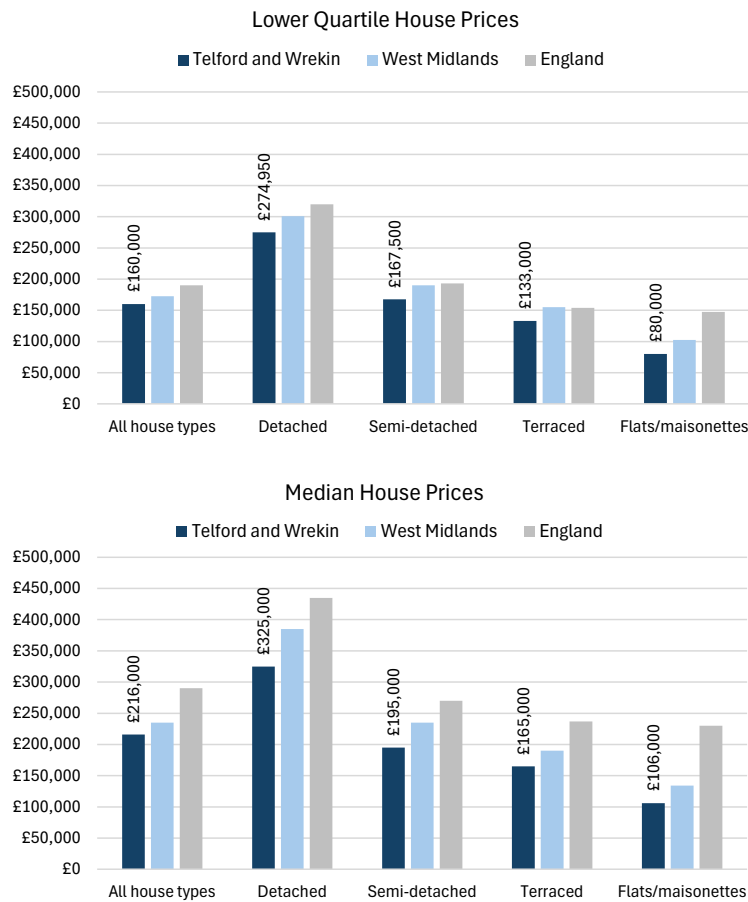


Figure 11: Median and Lower Quartile house price comparison
(Source: ONS)

A.2 Private rental market costs are published quarterly by ONS.²⁴ In Telford and Wrekin, the latest data suggests that the median private rent is £650 per month and lower quartile £565 per month. These figures are comparatively lower than the West Midlands figures of £615 and £750 per month respectively.

²⁴ ONS 2023 [Private rental market summary statistics](#)

Table 23: Private Rental Costs: Telford and Wrekin

Source	Geography	Lower Quartile Private Rent	Median Private Rent
ONS Private Rental Market Statistics (October 2022-September 2023)	Telford & Wrekin	£565	£650
	West Midlands	£615	£750
	England	£650	£850

Source: VOA.

- A.3 Social and affordable rents data are drawn from the Regulator of Social Housing.²⁵ General Needs social rent (local authority and private registered providers) averages **£418** per month and affordable rent **£544** per month.

Housing Costs

- A.4 The incomes needed to afford each of the various housing products are a key input to the affordability assessment. To determine the income needed to afford to rent (social, affordable, lower quartile and median rent) in Telford and Wrekin, it is assumed that 30% of income is spent on rent (Table 24). To purchase houses (lower quartile and median), an income multiplier of 3.5 is used with a 15% deposit (Table 25).²⁶ Note that incomes needed are rounded to the nearest 10.

Table 24: Rental costs and incomes needed.

Housing Option	Monthly	Annual Cost	% of Income Spent on Rent	Income Needed
Social Rent	£418	£5,012	30%	£16,707
Affordable Rent	£544	£6,528	30%	£21,761
Lower Quartile Rent	£565	£6,780	30%	£22,600
Median Rent	£650	£7,800	30%	£26,000

Table 25: House prices and incomes needed.

Housing Option	House Price	Deposit	Income Multiplier	Income Needed
Lower Quartile House Price	£160,000	15.0%	3.50	£38,860
Median House Price	£216,000	15.0%	3.50	£52,460

Household Income Profile

- A.5 Local income levels are a key determinant of affordability. Household incomes have been drawn from CAMEO Income data, which classifies each postcode into one of 8 income groups. Using the 2021 Census data, the number of households at each of the listed postcodes in Telford and Wrekin has been

²⁵ RHS 2023 [Statistics at RSH](#)

²⁶ The English Housing Survey (published [November 2024](#)) reports that around 60% of first time buyers paid a deposit of less than 20% of the purchase price of their property. Zoopla [reports](#) that in the UK in 2023, the average deposit was 15%.

used to calculate the proportion of households that fall within each income bracket (Table 26). Note that postcodes that are included within CAMEO but are communal establishments have been removed when calculating the household income profile. The CAMEO data suggests that the median household income in Telford and Wrekin is approximately £25,000.

Table 26: Household income profile, Telford & Wrekin

CAMEO Income Group		% Households
1	Many households with an income of over £100K +	0.03%
2	Many households with an income of between £75 - £100K	0.38%
3	Many households with an income of between £50 - £75K	10.81%
4	Many households with an income of between £40 - £50K	13.48%
5	Many households with an income of between £30 - £40K	15.22%
6	Many households with an income of between £20 - £30K	20.88%
7	Many households with an income of between £10 - £20K	33.17%
8	Many households with an income of less than £10K	6.04%

Source: TransUnion CAMEO Income 2024, ONS Census 2021.

A.6 The CAMEO Income profile has been used to estimate the proportion of households in Telford and Wrekin that are unable to afford each of the housing options listed in Table 24 and Table 25. Adjustments have been made to the income profile to account for the differences in household income by tenure. Newly-forming households (aged 16–44) earn approximately 96% of the ‘all households’ average income, social renters 63%, private renters 85%, and owner occupiers 114% (Table 27).²⁷

Table 27: Affordability by housing option

Housing Option	Income Needed	% of <u>all</u> households unable to afford
Social Rent	£16,707	28%
Affordable Rent	£21,761	43%
Lower Quartile Rent	£22,600	45%
Median Rent	£26,000	52%
Lower Quartile House Price	£38,860	74%
Median House Price	£52,460	90%

Source: TransUnion CAMEO Income 2024, ONS Census 2021, Edge Analytics modelling.

A.7 It should be noted that in terms of the ability for existing households to afford home ownership there will be a substantial number of transactions that include the sale of an existing property with higher existing levels of equity (including accounting for previous house price growth) and existing or newly forming households that have other access to greater deposits than the 15% deposit assumed for modelling affordability thresholds. This represents an important point to consider when interpreting conclusions on affordability and activity in the wider market.

A.8 Equally while notionally around 25% of households can afford lower quartile home ownership based on the modelling assumptions the level of turnover in stock at this point in the market - and the

²⁷ English Housing Survey

suitability of stock by location, size and type to meet the characteristics sought by potential purchasers – may be relatively limited compared to the number of households that can afford at this price point.



EDGE ANALYTICS

Edge Analytics Ltd
Nexus, Discovery Way
University of Leeds, Leeds
LS2 3AA
0113 819 5087

www.edgeanalytics.co.uk
Registered in England
Registration Number 05478834