For and on behalf of
Telford and Wrekin Council

TELFORD AND WREKIN OLDER PERSONS HOUSING NEEDS ASSESSMENT

Prepared by
Strategic Planning Research Unit
DLP Planning Ltd
Sheffield

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Prepared by:	Roland G Bolton BSc (Hons) MRTPI Director
Checked by:	Kirsten Ward BSc (Hons) MA PhD MRTPI Associate Director
Approved by:	Jon Goodall MA (Cantab) MSc MRTPI Director
Date: February 2025	Office: Sheffield

Strategic Planning Research Unit

V1 Velocity Building
Ground Floor
Tenter Street
Sheffield
S1 4BY

Tel: 01142 289190

Broad Quay House (6th Floor)
Prince Street
Bristol
BS1 4DJ

Tel: 01179 058850

4 Abbey Court
Fraser Road
Priory Business Park
Bedford
MK44 3WH

Tel: 01234 832740

Strategic Planning Research Unit

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1.0 THE SCOPE OF THIS REPORT

1.1 This section of the EHDNA Update has been prepared to investigate the need for different types and tenures of older persons housing in Telford & Wrekin.

1.2 This section presents up to date research, which draws upon choices that actual older persons households have made with regard to meeting their future housing needs, the clear evidence of changing patterns of need within different tenures, international evidence from more mature markets, and a significant shortfall in the need to provide specialist housing for older people. This unmet need is particularly focused on the market sector and in the Housing with Care sector which is the fastest growing sector of need.

1.3 These findings align with the Government's assessment in National Planning Practice Guidance (NPPG)[1] that the need for older persons housing is "critical".

1.4 This section covers the following:

1. The benefits of specialist housing for older persons
2. Local indicators of Older Persons Housing Need
3. An assessment of Older Persons Housing Need
    - i) An assessment of present (2023) and future need (2040) for older persons housing
    - ii) The need will be calculated for both market and social tenure.
    - iii) The need is sub divided into the following typologies: Sheltered Housing (including Age Specific), and Housing with Care (including Enhanced Sheltered and Extra Care).
    - iv) There are two levels of need that have been calculated. The lower level of need has been calculated using the "Housing in Later Life" prevalence rates, whilst the higher level of need has been calculated using SPRU's research that projects forward the choices that older person households are making in terms of meeting their housing needs in old age. This recent evidence notes the changes in existing prevalence rates, the changing nature of tenure specific prevalence rates and the increasing need for different typologies of housing, specifically those providing care.
4. A review of Older Persons Housing Supply and Future Net Need
    - i) This will include all the existing accommodation split down into the tenure and provision of care.
5. The benefits of Older Persons Housing provision in respect of releasing family housing in Telford & Wrekin
6. Policy Recommendations
7. Conclusion

a) Types of specialist older persons housing referred to in this report

1.5 The fact that the older persons housing sector has been undergoing considerable change means that different publications have used different descriptions of both the type of provision and ways of measuring the level of existing provision.

1.6 This research considered past and future provision using the definitions from the Elderly Accommodation Counsel (EAC) directory of specialist housing, which has four main broad

[11] NPPG Paragraph: 001 Reference ID: 63-001-20190626

categories:

1. **Age-exclusive** (i.e., designated for older people, but with no specific support or care provision).
2. **Sheltered housing** for rent, retirement housing for sale, and some shared housing models such as Abbeyfield houses.
3. **Enhanced sheltered housing** and assisted living; Provides residents with the independence of having their own front door and self-contained flat whilst also having access to some on-site support services. Most developments will have a scheme manager and alarm systems in the property, and there may also be some personal care and home help services that can be arranged by the management.
4. **24/7 Extra Care housing** (both care and support are available). These schemes provide a more intensive level of support than traditional sheltered housing for older people who need some personal care or other types of help, but who are otherwise able to live safely and independently on their own. There will usually be at least one member of staff on hand 24 hours a day. Additional facilities are often available to cater for people who are not able to get out regularly, perhaps including a restaurant, shop, gym or hobby room.

1.7 It should be noted that this report splits the "Extra care housing or housing-with-care" as set out in the PPG[2] into "Enhanced Sheltered" and "Extra Care" as the research[3] illustrates that there is a different level of need within these categories that has been modelled separately. To achieve a need figure for the category in the PPG it is necessary to add together the need for "Enhanced Sheltered" and "Extra Care".

b) The tenure of specialist older persons housing referred to in this report

1.8 There are within each of these categories potentially four types of tenure, these being:

1. Social Landlord
2. Private rented
3. Shared Ownership
4. Ownership

1.9 This report simplifies the types of tenure that are referred to for the following reasons.

1. Shared Ownership and Private Rented accommodation presently make up a relatively small element of the supply (although, as set out in Appendix 1, both have a growing rate of provision alongside Ownership).
2. Although both tenures have seen a rapid acceleration in delivery in recent years, they are nevertheless small in number so their inclusion within the "market tenure" category is considered to be the more appropriate way of projecting future need.
3. Both tenures are often delivered as part of market-based schemes
4. The 2011 Census includes shared ownership within the category "Owned: Owned with a mortgage or loan or shared ownership" and this is important in terms of the analysis.

1.10 In light of the above, this report therefore uses simply two tenure categories including:

1. Social (including rented from the Local Authority, other social rented, and shared ownership provided by Registered Social Landlords (RSLs))
2. Market (including ownership, shared ownership (when provided by the market sector)

[2] PPG Paragraph: 010 Reference ID: 63-010-20190626
[3] https://www.dlpconsultants.co.uk/wp-content/uploads/2022/04/DLP-SPRU_Older_Person_Housing_Need_Research.pdf

and private rented)

c) The Older Persons Housing Model

1.11 The methodology used is based upon the evidence researched and published by the Strategic Planning and Research Unit (SPRU) of DLP Planning Limited within The Older Persons Housing Need Model[4].

1.12 This methodology builds on previous approaches but recalculates prevalence rates to reflect up-to-date evidence on need and to reflect local circumstance. It seeks to assess the degree of unmet need for specialist accommodation for older persons in the district as well as at the more local level.

1.13 Since the model was published in 2022, DLP have reviewed the final steps in the model in light of the experience of operating the model and feedback from operators and practitioners. The model has been revised so the outputs are more reflective of the research findings, the Mayhew Review and the output of the 2021 Census.

1.14 The method for calculating the future unmet need for specialist accommodation for older persons in the district applies national and local prevalence rates to the future projected population of the district who are 75 years and older. This is then compared to the present level of existing and proposed provision in order to establish future need.

1.15 Prevalence rates are the number of units or bed spaces available per 1,000 of the population who are over 75 years old and are expressed as 'units per 1,000 pop 75+'.

1.16 This is an approach to calculating need which has been widely used in planning for older persons needs in development plans and development management decisions.

d) Existing supply

1.17 The existing supply has been calculated from the data provided by the Elderly Accommodation Counsel Quarter 4 2023 (see Appendix 1) and consistent with the base-date of future demographic projections used in the EHDNA.

e) Availability of data on future supply

1.18 Evidence of future supply has been derived from extant permissions which have been confirmed with the Council.

f) Conclusion on future needs

1.19 The conclusions of this report present the existing and future needs for older persons accommodation in the district.

[4] https://www.dlpconsultants.co.uk/wp-content/uploads/2022/04/DLP-SPRU_Older_Person_Housing_Need_Research.pdf

2.0 NATIONAL POLICY CONTEXT

a) Government Policy on the provision of specialist accommodation for older persons

2.1 The National Planning Policy Framework ('The Framework') requires the delivery of a wide choice of high-quality homes. The Framework[5] identifies that planning policy should:

"support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay."

2.2 Paragraph 63 goes onto state that within the context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include older people including those who require retirement housing, housing-with-care and care homes.

2.3 National Planning Practice Guidance[6] states that:

"The need to provide housing for older people is critical. People are living longer lives and the proportion of older people in the population is increasing. In mid-2016 there were 1.6 million people aged 85 and over; by mid-2041 this is projected to double to 3.2 million. Offering older people a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities and help reduce costs to the social care and health systems. Therefore, an understanding of how the ageing population affects housing needs is something to be considered from the early stages of plan-making through to decision-taking."

2.4 The PPG[7] recognises that these are diverse and states that:

"For plan-making purposes, strategic policy-making authorities will need to determine the needs of people who will be approaching or reaching retirement over the plan period, as well as the existing population of older people".

2.5 In respect of the evidence to be considered when identifying the housing needs of older people, the PPG[8] states:

"The age profile of the population can be drawn from Census data. Projections of population and households by age group can also be used. The future need for specialist accommodation for older people broken down by tenure and type (e.g. sheltered housing, extra care) may need to be assessed and can be obtained from a number of online tool kits provided by the sector, for example SHOP@ (Strategic Housing for Older People Analysis Tool), which is a tool for forecasting the housing and care needs of older people. Evidence from Joint Strategic Needs Assessments prepared by Health and Wellbeing Boards can also be useful. The assessment of need can also set out the level of need for residential care homes."

2.6 Both policy and guidance are clear in the importance of addressing the needs of older people which are described as being *"critical".* It is also clear that there needs to be a widening of the choice of the type of provision of specialist housing for older persons so that a better choice of accommodation is available.

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[5] National Planning Policy Framework, December 2024, Paragraph 61
[6] PPG Housing for Older and Disabled People Paragraph 001 Reference ID: 63-001-20190626
[7] Ibid Paragraph 003 Reference ID: 63-003-20190626
[8] Ibid Paragraph: 004 Reference ID: 63-004-20190626

2.7 The PPG[9] goes on to require that plans need to provide for specialist housing for older people where a need exists.

2.8 There is also a requirement for local authorities to take a positive approach to schemes for specialist housing for older persons where they propose to address an identified unmet need for specialist housing.

2.9 The most recent response from the Government to the House of Lords Built Environment Committee report on Meeting Housing Demand states in response to section 1. Housing Demand and Demographics[10] that:

"We recognise the importance of delivering the right kind of housing for older people and welcome this recommendation from the Committee. Ensuring older people can live in suitable homes tailored to their needs can help them to live healthier lives for longer, retain their independence and feel more connected to their communities. It can also help to reduce pressure on health and social care services.

This Government is committed to supporting the growth of a thriving older peoples' housing sector, one that builds enough homes to match growing need, gives certainty to developers and investors, and empowers consumers with choice from a diverse range of housing options"

2.10 The response goes on to state[11]:

"However, we realise that more needs to be done to meet the housing needs of our ageing population. That is why we are launching a new taskforce on the issue of older people's housing this year, which will look at ways we can provide better choice, quality and security of housing for older people across the country. This includes looking at how to address regional disparities in supply of appropriate and specialised housing for older people"

2.11 In answer to the lack of progress on the provision of housing for the elderly, the Government responded[12]:

"We are committed to further improving the diversity of housing options available to older people. Boosting a range of specialist housing across the country will be key to achieving this…... But we know we need to go further. That is why we are launching a new taskforce on the issue of older people's housing, to work with the sector and our colleagues in the Department of Health and Social Care to explore how we can support the growth of a thriving older people's housing sector.

2.12 Ensuring our planning system supports the growth of specialist housing supply for older people will be crucial to this work.

2.13 It is further noted that as part of the levelling up agenda and improving housing quality the Government state[13]:

"For older people trapped in non-decent or unsuitable accommodation, the UK Government will work to increase the choices available to them. A new Task Force will be launched shortly to look at ways better choice, quality and security of housing for older people can be provided, including how to address regional disparities in supply of appropriate and where necessary specialised housing."

[9] Ibid Paragraph: 012 Reference ID: 63-012-20190626).
[10] Response to the Built Environment Committee's recommendations to Her Majesty's Government Page 1
[11] Ibid Page 2
[12] Ibid Page 7
[13] Levelling Up the United Kingdom - Improving Housing Quality, HM Government, page 226

b) The Levelling Up White Paper

2.14 A task force was set up to bring different Government departments together to explore ways to expand housing options for older people across the country. This has been described as an "exciting new dawn" for the UK by the influential campaigner on older people's issues, Baroness Sally Greengross OBE.

2.15 The Levelling Up White Paper refers to the Government's Putting People at the Heart of Care White Paper in December, which stated that "every decision about care is a decision about housing", committed £300m towards supporting housing options, and states;

"We want to support the growth of a thriving older peoples' housing sector that:

- *builds enough homes to match growing need*
- *gives certainty to developers and investors*
- *empowers consumers with choice from a diverse range of housing options to suit their needs*

To achieve this vision, we need to draw on the expertise of the sector to help us find solutions and consider where government can best intervene. That is why we remain committed to working closely with stakeholders from across both private and social sectors to inform future cross-government action that will help stimulate a specialist housing market that delivers effectively for both consumers and providers across the country."

2.16 It terms of national policy the need for older persons housing is the only housing need which is described by the Government as being "Critical"[14].

c) National Planning Policy Framework (December 2024)

2.17 The newly published National Planning Policy Framework (NPPF) sets out to deliver the Government's commitments to achieve economic growth and build 1.5 million new homes. Specifically, as set out in the earlier consultation, the changes will:

"a. make the standard method for assessing housing needs mandatory, requiring local authorities to plan for the resulting housing need figure, planning for a lower figure only when they can demonstrate hard constraints and that they have exhausted all other options;

b. reverse other changes to the NPPF made in December 2023 which were detrimental to housing supply;

c. implement a new standard method and calculation to ensure local plans are ambitious enough to support the Government's manifesto commitment of 1.5 million new homes in this Parliament;

d. broaden the existing definition of brownfield land, set a strengthened expectation that applications on brownfield land will be approved and that plans should promote an uplift in density in urban areas;

e. identify grey belt land within the Green Belt, to be brought forward into the planning system through both plan and decision-making to meet development needs;

f. improve the operation of 'the presumption' in favour of sustainable development, to

[14] PPG Housing for Older and Disabled People Paragraph 001 Reference ID: 63-001-20190626

ensure it acts an effective failsafe to support housing supply, by clarifying the circumstances in which it applies; and, introducing new safeguards, to make clear that its application cannot justify poor quality development;

g. deliver affordable, well-designed homes, with new "golden rules" for land released in the Green Belt to ensure it delivers in the public interest;

h. make wider changes to ensure that local planning authorities are able to prioritise the types of affordable homes their communities need on all housing development and that the planning system supports a more diverse housebuilding sector;

i. support economic growth in key sectors, aligned with the Government's industrial strategy and future local growth plans, including laboratories, gigafactories, datacentres, digital economies and freight and logistics – given their importance to our economic future;

j. deliver community needs to support society and the creation of healthy places; and

k. support clean energy and the environment, including through support for onshore wind and renewables."

2.18 Paragraph 62 states that strategic policies should be informed by a local housing need assessment conducted using the new standard method, and any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.

2.19 In terms of detail the changes (paragraph 146) states that Green Belt boundaries should only be altered in exceptional circumstances:

"Exceptional circumstances include, but are not limited to, instances where an authority cannot meet its identified need for homes, commercial or other development through other means. If that it is the case, authorities should review Green Belt boundaries in accordance with the policies in this Framework and propose alterations to meet these needs in full, unless the review provides clear evidence that doing so would fundamentally undermine the purposes (taken together) of the remaining Green Belt, when considered across the area of the plan."

2.20 In addition, paragraph 148 sets out that where it is necessary to release Green Belt land for development, plans should give priority to previously developed land, then consider grey belt which is not previously developed, and then other Green Belt locations.

2.21 The importance of delivering older persons housing is further emphasised in paragraph 71, which states that the benefits of mixed tenure sites is that they could deliver a mixture of ownership and rental tenures, including rented affordable housing and build to rent, as well as housing designed for specific groups such as older people's housing and student accommodation, and plots sold for custom or self-build.

d) The new standard method

2.22 Alongside reversing the previous Government's changes to the NPPF (including restoring a mandatory standard method for assessing housing needs), a new standard method calculation was introduced in December 2024. This revised standard method supports the Government's ambition to deliver 1.5 million homes over the next five years, underpin growth in all corners of the country, and provides greater certainty to the key stakeholders involved in planning for housing – including local planning authorities, communities, developers, and landowners.

2.23 The new standard method:

1. Uses a baseline set at a percentage of existing housing stock levels, designed to provide a stable baseline that drives a level of delivery proportionate to the existing size of settlements, rebalancing the national distribution to better reflect the growth ambitions across the Midlands and North;
2. Tops up this baseline by focusing on those areas that are facing the greatest affordability pressures, using a stronger affordability multiplier to increase this baseline in proportion to price pressures; and
3. Removes arbitrary caps and additions so that the approach is driven by an objective assessment of need.

2.24 The implication of this new standard method is an uplift in the housing requirement for most areas.

e) Need for specialist older persons housing

i) The House of Commons publication "Housing an ageing population: a reading list"

2.25 The House of Commons publication "Housing an ageing population: a reading list"[15] reviews the literature on this topic as identifying a range of challenges, including:

1. Older people frequently need support with home maintenance, adaptations and repairs to enable them to stay in their homes for longer. They may also require other support services, such as social care, to maintain their independence and well-being. A supportive local community and social networks are also recognised as important in supporting older people, for example by reducing loneliness.
2. There is a shortage of accessible and specialist housing for older people (for example, retirement housing, sheltered housing and housing with care) in both the private and social sectors.
3. Older people need access to information and advice on housing options and support services, to enable them to make informed and timely choices about how and where they live.
4. Older people are more likely to be under-occupying their accommodation. Barriers to 'downsizing' or 'rightsizing' can include emotional bonds; fear of change; reluctance to lose a principal financial asset; and a lack of choice in appropriate accommodation to move on to.
5. The increase in older people living in private rented accommodation has raised concerns about their living conditions, difficulties in securing necessary adaptations, and ability to live a secure life in retirement.
6. In England, there is a lack of a national strategy on housing for older people to provide a strategic vision and ensure housing, health and social care policies are joined up.

ii) "Future of an Ageing Population", Government Office for Science, 2016

2.26 The key findings of the "Future of an Ageing Population"[16] in respect of housing are as follows:

"By 2037 there are projected to be 1.42 million more households headed by someone aged 85 or over – an increase of 161% over 25 years. Suitable housing can maximise the ageing population's positive contribution to the success and resilience of the UK, while unsuitable housing is the source of multiple problems and costs. Poor housing creates hazards that cost the NHS an estimated £2.5 billion per year (across all ages), comparable with the cost

[15] Housing an ageing population: a reading list June 2021, UK Parliament
[16] Future of an Ageing Population Government Office for Science 2016 (page 9)

of physical inactivity (£1 billion) and alcohol abuse (£3.2 billion). Future homes will have an even greater effect on health and wellbeing as technologies develop that mean they are increasingly used as places of work and care. Priorities include:

- *Ensuring there is appropriate housing. Demand for housing that meets the needs of older people will increase as the population ages. Adapting existing housing stock to meet this demand is critical as even by 2050 the majority of housing will have been built before 2000. Ensuring new housing can adapt to people's changing needs as they age will also be important, reducing demand on health and care services and enabling people to work flexibly and for longer.*
- *Thinking 'beyond the building' to include the neighbourhood and community. Interventions that improve homes are likely to be less effective without similar improvements in the neighbourhood. The ability to socialise and to access services are particularly important*
- *Preparing for the impact of variable home ownership rates. Housing can be a financial asset, providing financial security, a source of funding for care and being passed on as an inheritance. However, housing can also represent a significant financial burden if individuals still have large mortgages or rent when they enter retirement. Home ownership rates currently vary widely across regions, socio-economic groups and birth cohorts."*

2.27 Section 4.1 of this report highlights that:

"Evidence suggests that there are substantial numbers of people who would like to move to smaller homes but cannot find a suitable property[17]. Without action, the ageing population will exacerbate any existing shortage in housing that meets older people's needs

Residents of specialised housing generally show high levels of satisfaction, improved wellbeing, better health outcomes and reduced healthcare costs[18]. Specialised housing is also likely to be more in-demand as the population ages, with one prediction suggesting a 70% increase in demand by 2033 to 86,000 units per year[19]."

2.28 Section 4.1 also concludes that the policy implications are:

"The ageing population will change demand for housing. In particular, it is likely that more adaptable and specialised housing will be needed."

2.29 Section 4.2 considers how to meet the changing demand for housing and suggests:

"Potential ways to meet the changing demand for housing could involve providing suitable new homes, ensuring that the existing housing stock is appropriate and adaptable, and helping people to move to a home that is appropriate for their needs[20]

If current build rates continue (see Figure 4.2), it is likely that the needs of the increasing numbers of older disabled people will not be met. There is a regional element to this – more specialised housing has been built in the South of England than the North relative to

[17] Torrington, J. (2015) Foresight evidence review What developments in the built environment will support the adaptation and 'future proofing' of homes and local neighbourhoods so that people can age well in place over the life course, stay safe and maintain independent lives?
[18] Torrington, J. (2015) Foresight evidence review What developments in the built environment will support
[19] New Policy Institute (2012) Market Assessment of Housing Options for Older People
[20] Independent Age (2011) All Party Parliamentary Group on Housing and Care for Older People Living Well at Home Inquiry

the number of older households in those regions[21]. This is despite people in the North being more likely to live with disabilities for longer[22]"

2.30 The policy implications were considered to be:

"Building suitable new homes and supporting the adaptation of the existing housing stock will be critical as the population ages. It is also important that older people can move to a more appropriately-sized home with ease."

2.31 The National Policy Institute report referred to by the Government Scientific Office considers the level of future demand in section 3 as follows:

"The stock of 520,000[23] units of specialist housing is 5.6% of the 9.3 million households with a HRP aged 55. Applying this proportion to the number of households projected in 2033 (5.6% of 13m) there would need to be a stock of 730,000 specialist units by 2033 an increase of 40%, or 210,000 over 20 years (around 10,000 per year).

Around 50,000 households move into specialist accommodation each year.[24] Data from CORE shows that among households headed by someone aged 55-84, around 0.6% move into specialist accommodation each year. For those with a HRP aged 85+ it is around 1.1%. Applying these proportions to the projected number of households in each age group in 2033 (table 3.9) this would amount to an annual demand of around 86,000 units of specialist accommodation. This is an increase of 70%."

2.32 The report comments that these two methods of projecting the increase in the required stock and flow of specialist accommodation in 2033 give different growth rates and highlights that the difference between the two are due to the uncertainty involved in projections. The report goes on to highlight further work undertaken by Ball (2011) which is reviewed below.

iii) *Fixing our broken housing market. February 2017*

2.33 In this White Paper the government emphasis the need to address the housing needs of an ageing population[25]:

"Whatever the methodology for assessing overall housing requirements, we know that more people are living for longer. We propose to strengthen national policy so that local planning authorities are expected to have clear policies for addressing the housing requirements of groups with particular needs, such as older and disabled people."

2.34 The White Paper proposes to widen the choice of homes to meet the housing needs of the older population recognising that increasing the range of available options also results in benefits to the health and social care systems[26]:

"Offering older people a better choice of accommodation can help them to live independently for longer and help reduce costs to the social care and health systems. We have already put in place a framework linking planning policy and building regulations to improve delivery of accessible housing. To ensure that there is more consistent delivery of accessible housing, the Government is introducing a new statutory duty through the

[21] Pannell, J., Aldridge, H., and Kenway, P. (2012) Market Assessment of Housing Options for Older People: A report for Shelter and the Joseph Rowntree Foundation
[22] ONS (2014) Disability-Free Life Expectancy by Upper Tier Local Authority: England: 2009-11 and comparison with 2006-08
[23] Based on EAC 2010 data which was the most recent data at the time of the analysis
[24] New Policy Institute analysis of turnover within the specialist housing stock using CORE
[25] Fixing our broken housing market. February 2017 paragraph 1.16
[26] Ibid Paragraph 4.42

Neighbourhood Planning Bill on the Secretary of State to produce guidance for local planning authorities on how their local development documents should meet the housing needs of older and disabled people. Guidance produced under this duty will place clearer expectations about planning to meet the needs of older people, including supporting the development of such homes near local services. It will also set a clear expectation that all planning authorities should set policies using the Optional Building Regulations to bring forward an adequate supply of accessible housing to meet local need. In addition, we will explore ways to stimulate the market to deliver new homes for older people".

2.35 The White Paper[27] suggest that Government should assist older people to move by making this an attractive option suitable for meeting their needs over a long term.

"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. However there are many barriers to people moving out of family homes that they may have lived in for decades. There are costs, such as fees, and the moving process can be difficult. And they may have a strong emotional attachment to their home which means that where they are moving to needs to be very attractive to them and suitable for their needs over a twenty to thirty year period. There is also often a desire to be close to friends and family, so the issues are not straightforward".

iv) *"Housing our aging population", The Local Government Association, 2017*

2.36 The Local Government Association (LGA) in the "Housing our aging population" publication (2017)[28] states that retirement housing in the UK has evolved over the last 30 years. The principal aim of retirement housing is to provide an alternative to private residential housing and residential care for older households. It targets those older people requiring specialist housing support or care (or will in the future) but who also wish to maintain their independence and can provide a community (with ongoing activities and support provided), not just housing. It goes on to state that the key shared factor of all retirement housing is that occupiers own or rent their own independent property with a shared central core providing communal facilities which vary in size and provision according to the development type. In the UK, the vast majority of over 65s currently live in the mainstream housing market.

2.37 The report highlights that only 0.6 per cent of over 65s live in housing with extra care, which is 10 times less than in more mature retirement housing markets such as the USA and Australia, where over 5 per cent of over 65s live in housing with care.

2.38 The report states that the suitability of the housing stock is of critical importance to the health of individuals and also impacts on the demand for public spending, particularly social care and the NHS.

2.39 The report highlights that many retirees want to 'rightsize' (or downsize) and live in retirement housing in later life, but there is a chronic under-supply of high quality, affordable or desirable accommodation in the right locations. The report notes that as of 2017 mid to high end schemes being developed across the UK are being fully sold off-plan, with long waiting lists for existing schemes.

2.40 The LGA report goes on to refer to the series of HAPPI reports that proved influential in raising awareness of the attractive design features that can make retirement housing a product to be desired not dismissed.

2.41 In terms of need, the growing number of older people in the population is creating a critical

[27] Ibid Paragraph 4.43
[28] Housing our ageing population September 2017, Local Government Association

need for new, age specific housing. Many historic research reports suggest there is a chronic undersupply, but few attempt to articulate the scale of the present need, or of the future pattern of need.

f) Chief Medical Officer's Annual Report 2023: Health in an Ageing Society

2.42 The Chief Medical Officer's annual report (2023) recommends actions to improve quality of life for older adults and prioritise areas with the fastest growth in older people.

2.43 The focus of this report by Professor Chris Whitty is on how to maximise the independence, and minimise the time in ill health, between people in England reaching older age and the end of their life. It is aimed at policymakers (government and professional bodies), healthcare professionals, medical scientists and the general public.

2.44 It states that we can maintain people's independence via two broad, complementary approaches. The first is to reduce disease, including degenerative disease, to prevent, delay or minimise disability and frailty. The second is to change the environment so that, for a given level of disability, people can maintain their independence longer. The report states that we must do both.

2.45 The case study in Section 3.5 of the report relates to North Yorkshire Council and highlights their four identified priorities for healthy ageing. These priorities are being driven by the Council's Public Health Team and include housing and the provision of extra care housing.

2.46 In respect of extra care housing, it reports:

"To address challenges around housing, North Yorkshire Council has always been clear about its ambition to deliver extra care housing (ECH) and is one of few authorities investing in a dedicated resource to achieve this schemes operate across the County, delivering 1540 self-contained apartments, with 12 different housing providers. ECH replaces traditional residential care, contributes to community regeneration and creates local employment. Determined to make a positive impact on the lives of older adults, vulnerable people and their Section 3.5 – North Yorkshire Council 99 carers, we apply passion with pragmatism and vision and have become adept at navigating the County's complex context."

2.47 In Section 5.4 (page 190) the report identifies that in England, social care can be grouped into four service areas:

1. Adult residential, including care homes with nursing and care homes without nursing;
2. Adult day care services;
3. Adult domiciliary care, including supported living and extra care housing; and
4. Adult community care.

2.48 It goes on to highlight (page 190) that the number of social care establishments has changed over time and that between 2016/17 and 2022/23 the number of residential establishments dropped by 1,500 (a decrease of around 9%) whereas the number of non-residential establishments, such as domiciliary care (including extra care), increased by 4,100 (an increase of around 47%).

2.49 Section 6.1 "Health, housing, and the built environment" (page 204) reports on a review evidence as follows:

1. Where a person lives is fundamental to ensuring that they can remain healthy, active

and independent in later life.[29]

2. Older people often spend a higher proportion of their time in homes than at other times in life. Unfortunately, millions of older people are living in homes that are cold, damp, prone to overheating, unsafe, or unsuitable for their needs, putting their health at risk.[30]
3. Poor quality homes contribute to the development and exacerbation of many long-term health conditions affecting older people[31] [32].
4. Improving housing conditions can be an effective means of improving self-reported health and symptom severity for individuals with existing health conditions, as well as reducing levels of primary and secondary care use and waiting times to be discharged from hospital.[33] [34] [35]
5. The NHS spends over £1 billion per year on treating people affected by poor quality housing.[36]
6. An individual's ability to move safely around their home has significant impact on their wellbeing.[37]
7. Falls and resulting injuries from hazards in the home are a major cause of disability in older adults and can lead to a serious irreversible decline in older people's physical and mental health.[38] [39]

2.50 The report notes that the geography of older age in England is already highly skewed away from large urban areas towards more rural, coastal and other peripheral areas, and will become more so. It suggests that efforts to achieve shorter periods in ill health and an easier environment for those with disabilities, should concentrate on areas of the country where the need is going to be greatest. In respect of housing the report states[40]

"Much of the housing stock is designed for younger families rather than older adults, who sometimes live alone. It will be considerably easier to plan and build for this future of a predictable heavy concentration of older adults in particular geographical areas if we do it

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[29] World Health Organization (WHO), Housing and Health Guidelines [Internet] (November 2018).
[30] Centre for Ageing Better, Homes, health and COVID-19 [Internet] (September 2020)
[31] Centre for Ageing Better, Home and dry: The need for decent homes in later life [Internet] (May 2020). Available from: Home and dry: The need for decent homes in later life: Centre for Ageing Better
[32] UK Health Security Agency (UKHSA), Adverse Weather and Health Plan: supporting evidence [Internet] (April 2023).
[33]The King's Fund, Housing and health: opportunities for sustainability and transformation partnerships [Internet] (March 2018).
[34] Armstrong B, Bonnington O, Chalabi Z and others. The impact of home energy efficiency interventions and winter fuel payments on winter- and cold-related mortality and morbidity in England: a natural equipment mixed-methods study. Southampton (UK): NIHR Journals Library (2018)
[35] Garrett H, Mackay M, Nicol S, Piddington J and Roys M – Building Research Establishment (BRE) Limited, The
cost of poor housing in England – 2021 Briefing paper [Internet] (2021).
[36] Garrett H, Mackay M, Nicol S, Piddington J and Roys M – Building Research Establishment (BRE) Limited, The cost of poor housing in England – 2021 Briefing paper [Internet] (2021).
[37] Montero-Odasso M, van der Velde N, Martin FC and others. World guidelines for falls prevention and management for older adults: a global initiative, Age and Ageing (2022), Volume 51, Issue 9.
[38] World Health Organization (WHO), Housing and Health Guidelines [Internet] (November 2018). Available from: https://www.who.int/publications/i/item/9789241550376 (Accessed 16/10/2023).
[39] Office for Health Improvement and Disparities (OHID), Falls: applying All Our Health [Internet] (February 2022).
[40] Chief Medical Officer's Annual Report 2023: Health in an Ageing Society Paragraph 9 page 8

now, rather than trying to retrofit at scale later."

2.51 Recommendations include the building or adapting housing and transport to be appropriate for an older population.

2.52 The summary of the report on the Government website states:

"that there are many things we can do to improve health and independence of older citizens if we are systematic about it. This will however require active decisions and actions by individuals, government and health professionals."

g) The Mayhew Review

2.53 'The Mayhew Review: Future Proofing Retirement Living – Easing the care and housing crises' was published in November 2022. The research, led by Professor Les Mayhew, found that the Government must build up to 50,000 new homes for older people each year to tackle the UK's housing and social care crisis. The report showed that the number of over-65s was due to exceed 17 million by 2040, and therefore the delivery of older persons housing must accelerate in order to meet these needs, help older people to stay healthy for longer and help free up family housing. This Review led to the Government's launch of the Older People's Housing Taskforce.

h) The recommendations of the Older People's Housing Taskforce[41]

2.54 DLP was commissioned to undertake research to support the Older People's Housing Taskforce and the results were published by Ministry of Housing, Communities and Local Government (MHCLG) in November 2024 as "Research into Patterns and Trends in Planning Applications for Older Persons Housing (OPH)".

2.55 DLP also submitted evidence and participated in one of the round table events specifically addressing issues around planning and the assessment of future older persons housing need.

2.56 The Taskforce[42] states that our collective ambition should be to:

"Ensure that the planning system helps deliver a greater volume and diversity of OPH/LLH [Older Persons Housing/Later Living Housing] by ensuring there is a common understanding of the different types of OPH/LLH and their benefits, that there is a proper assessment and response to levels of need, that there is sufficient site allocation for all forms of OPH/LLH and that local planning authorities (LPAs) make better and more timely choices in planning applications for OPH/LLH. This shift should be underpinned by consistent use of shared definitions, policies, and requirements through the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG) and adopted locally in the Local Plan."

2.57 The Taskforce's recommendations to Government were that they should drive progress by:

1. Introducing **a planning policy presumption in favour of OPH/LLH to scale up appropriate housing for an ageing population**. The recent revision to paragraph 63 of NPPF should be used as the platform and OPH/LLH should be given an increased profile in the NPPG. The language needs to give significant weight to the urgency of provision and to ensure that planning for OPH/LLH is aligned with local objectives, supports wellbeing and community integration and delivers viable high-quality design and the

[41] MHCLG Report of the Older Persons Housing Taskforce "Our Future Homes: Housing that promotes wellbeing and community for an ageing population" Nov 2024
[42] MHCLG Report of the Older Persons Housing Taskforce "Our Future Homes: Housing that promotes wellbeing and community for an ageing population" Nov 2024 Page 100/1

provision of social infrastructure.

2. **Revising the use class definitions guidance.** Clarify which use class(es) would apply to the various forms of OPH/LLH (as described in Chapter 1) with due consideration to the design and operational requirements, including types and levels of service and care.
3. **Revising the NPPG and developing a new National Development Management Policy (NDMP) to positively profile OPH/LLH and include specific agreed requirements for LPAs to make provision, allocate sufficient land in varied locations (town centre to greenfield) and recognise the nuances of the form and function of the various types of OPH/LLH to ensure the viable delivery of sufficient OPH/LLH.** NPPG and the National Model Design Code (NMDC) should also direct that for any land allocated for any major development or adjacent to an existing settlement or where a new settlement is to be established, the principles of age-friendly and inclusive placemaking should be deemed essential.
4. Reviewing regulations - and in the interim, **revising guidance to LPAs - on planning obligations to recognise that OPH/LLH schemes face significant viability challenges arising from the higher upfront and ongoing operational costs compared to mainstream housing.** Age-friendly and dementia inclusive housing which is service led can deliver wider societal benefits by reducing burdens on health and social care services. As such, guidance to LPAs should include a presumption that service-led housing will not be able to contribute to Affordable Housing and should be exempt from Community Infrastructure Levy (CIL) payments. Section 106 contribution requirements for OPH/LLH should also be reviewed in light of the wider benefits such schemes provide, the profile of residents and their more specific needs.
5. Establishing a **common standardised methodology for local assessment of minimum need for the various forms of OPH/LLH (as a subset of overall housing)** which is simple, universally recognised, transparent and available for LPAs to use free of any costs. Also, to establish national prevalence rates for each type of OPH/LLH which are not based on past delivery but is instead aspirational and outcome driven in line with the Chief Medical Officer's annual report from 2023 to help guide practice. LPAs should ensure that affordable housing for health and social care workers is planned for proactively. **The NPPG should make clear that all forms of housing for senior citizens and health and social care workers contribute towards the overall housing numbers,** as well as, having distinct characteristics of benefit. Guidance relating to land use should be clear that the overall need cannot be met by over-provision in one subcategory of OPH/LLH at the expense of others.
6. Requiring LPAs to co-produce an OPH/LLH Strategy in consultation with senior citizens with lived experience, local communities including faith groups, public and private sector providers, which is **based on a robust local assessment of need** (as outlined in recommendation 3) and supported by the Integrated Care Board and the local Social Care funding body. To optimise performance, LPAs to have a cross-functional team across housing, health and social-care with single leadership. Where a Local Plan is not up to date, the OPH/LLH Strategy should be incorporated into the emerging Local Plan and, where there is an up-to-date Local Plan, the OPH/LLH Strategy should be adopted as a Supplementary Planning Document.
7. Requiring **Homes England and local authorities to utilise a sufficient proportion of their own land in suitable locations for OPH/LLH** to ensure the ageing population's needs are being met through public sector investment.
8. **Requiring LPAs to allocate sufficient land** (including town centre locations, greenfield sites and potentially green belt sites) **for OPH/LLH** to be developed at a scale that

enables viable and affordable options for senior citizens to right size. Where an LPA is unable to allocate sufficient land to meet the needs of their ageing population, the local plan should include an exceptions policy.

9. Rewarding high performing LPAs. **LPAs should be required to keep a record of the delivery of their OPH/LLH Strategy to ensure that schemes are approved and deliverable in their Authority Monitoring Report**. Where a local authority has a proven track record of planning OPH/LLH with successful delivery, an OPH/LLH delivery grant could be considered to reflect the benefits of OPH/LLH reducing burdens on local and NHS infrastructure as well as freeing up family homes.

2.58 The report then goes onto recommend in Section 10 "Create collective leadership to drive change" that to achieve a step change, there is a need to inspire and empower ambitious action, from the top of government and outwards to communities and families and that housing health and care should be fully integrated at all levels of the system.

2.59 In respect of meeting the scale of the challenge, Section 10 of the report goes on to identify this:

*"The scale of the need and opportunity cannot be underestimated and if the goal is for **30,000 to 50,000 additional units to be built annually**, at a cost of up to £15 billion, this will require all key stakeholders working together[43]."*

2.60 The significance of the recommendations of the Taskforce were further emphasised in a Written Ministerial Statement made by Matthew Pennycook on 26th November 2024, in which he stated:

"The Government recognise the importance of increased supply and improving the housing options for older people in later life, and we will give careful consideration to the many recommendations set out in the report.

Providing a range of safe, suitable housing for older people in later life helps them live independently, safely and well, for longer. It can enhance the wellbeing of our senior citizens and reduce demand on adult social care services and the national health service. The Government have committed to building 1.5 million new homes over the next five years, including those to meet the needs of older people, and we will consider this issue further as we develop our long-term housing strategy. […]

The Government are committed to helping older people to live comfortably and independently at home for as long as possible."

i) Conclusion

2.61 All of the above evidence and research supports the Government's position, as set out in the National Planning Practice Guidance[44], that the need to provide housing for older people is critical

[43] MHCLG Report of the Older Persons Housing Taskforce "Our Future Homes: Housing that promotes wellbeing and community for an ageing population" Nov 2024 Page 86
[44] PPG Housing for Older and Disabled People Paragraph 001 Reference ID: 63-001-20190626

3.0 LOCAL POLICY POSITION

a) Local Plan 2011-2031 (adopted 2018)

3.1 The Local Plan (2011-2031) recognises that the borough has an ageing population, stating in paragraph 2.1.14:

"In 2011, 15.7% of the borough's population was over the age of 65, but this is projected to change significantly over the plan period as the borough follows the national trend of an ageing population."

3.2 The Plan identifies planning for an ageing population, including for more variety in the borough's housing stock, as being a particular challenge that the policies in the Plan aim to address. A key objective of the Plan is to *"make sure new developments deliver a range of housing types and tenures that meet the needs of household groups"*.

3.3 Policy HO4 (Housing Mix) acknowledges current evidence on the projected changes in age structure across the borough until 2031 suggest that the composition of new housing will need to respond increasingly to the needs of older people, stating that:

"The Council will require major developments to deliver a mix of housing types, sizes and tenures to meet a range of household needs. The Council will require major development to deliver housing that will meet the changing needs of households over time including the needs of an ageing population, with properties built to the Government's nationally described space standard, provided this meets a specific need and does not threaten viability of development overall."

3.4 Paragraph 5.2.1.5 goes on to state that:

"Housing has always been a central issue for public health. The Local Plan enables those involved in development to secure supportive and user friendly places for populations in which more than half are 50 years old, and places where older people can both live independently and play an active part in their communities for as long as they are able to. We need environments that facilitate mutual care and support and take pressure off our health and social services and help keep our ageing population 'young' for as long as possible."

3.5 Despite the recognition of the need for older persons housing and the ability of such housing to release family housing no specific allocations were made in the local plan for specialist older persons housing with the exception of site allocation H1 (Priorslee Sustainable Urban Extension) which states that the development of this site will be assessed against a number of principles, including *"a broad range of house types as well as other forms of residential accommodation (sheltered housing or extra care) consistent with Policy HO4 and HO7"*.

3.6 Policy HO7 (Specialist Housing Needs) further supports the provision of specialist housing for older people and other vulnerable groups in appropriate locations, stating:

"The Council will support proposals within Use Class C2 and other forms of residential accommodation including retirement homes to address specialist housing needs, provided that:

i. The proposed development is designed to meet the specific needs of residents, including requirements for disabled people, where appropriate;

ii. The location of the development (including where such provision is part of a larger scheme) is in close proximity to community and support facilities, shops and services, and public transport connections; and *iii. The proposed development relates well to the local context in design, scale and form."*

3.7 Paragraph 5.2.4.4 goes on to state that *"It is appropriate to plan for more specialist housing and, in particular, those models that address the needs of those people of retirement age and older. Consequently, Policy HO7 establishes a positive approach to meeting the needs of older people, which seeks to direct new provision into sustainable locations".*

3.8 Policy BE2 (Residential Alterations) also supports meeting the housing needs of older people by stating that the Council will support alterations or extensions to residential buildings where, amongst other things, *"The design promotes the ability for the residents to remain living independently".*

b) Emerging Local Plan (2020-2040)

3.9 The Telford & Wrekin emerging Local Plan (2020-2040) is currently at Regulation 19 stage, with the next consultation planned for 17th March 2025 – 5th May 2025, subject to Council approval on 27th February. Previous consultations included a Regulation 18 consultation in two parts, Issues and Options (October 2020 – January 2021) and a draft plan consultation (October 2023 – January 2024).

3.10 Though the Regulation 18 Plan was at a relatively early stage of development, it offered the following definitions relating to specialist/supported housing:

- *"**Age-restricted general market housing** - generally for people aged 55 and over and the active elderly. It may include some shared amenities but does not include support or care services.*
- ***Retirement living or sheltered housing** - usually purpose-built flats or bungalows with limited communal facilities. It does not generally provide care services, but provides some support to enable residents to live independently, such as on-site assistance (alarm) and a warden.*
- ***Extra care housing or housing-with-care** - usually purpose-built or adapted flats or bungalows with extensive communal areas and a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24 hour access to support services and staff, with meals available.*
- ***Residential care homes and nursing homes** - individual rooms within a residential building that provide a high level of care meeting all activities of daily living. They do not usually include support services for independent living."*

3.11 In respect of Sustainable Urban Extension (SUE) sites, draft Policy HO2 identifies that sites of 1,000 or more dwellings should provide supported and specialist housing provision to support a mixed, multi-generational community but does not give any indication of amount.

3.12 In draft Policy HO3, older people are identified as a key group that development is required to provide for. The draft Local Plan also recognised the need for homes that can be easily adapted to meet the needs of a household including wheelchair users (M4(3)(2)(a)), which are to be delivered through Policy HO3.

3.13 Policy HO6 supports specialist and supported housing for older, vulnerable and disabled residents, emphasising adaptable design to meet changing needs over time. It stresses the importance of providing appropriate levels of amenity space and associated landscaping and ensuring access to services and facilities to enable independent living. Early engagement with the Council is strongly encouraged to determine the type and mix of supported accommodation.

3.14 Strategic Policy S6 highlights the need to accommodate an ageing population and their diverse health needs. The draft plan encourages a positive approach to healthy design principles, prioritising safety and security, and fostering cohesive and sustainable communities through accessible homes. The draft plan aims to encourage access to healthy food options and opportunities for physical activity and aims to reduce instances of fuel poverty and damp.

3.15 Paragraph 3.49 of the Regulation 18 draft Local Plan states *"There are range of health and wellbeing issues that need tackling in the borough these include: The needs of an ageing population – borough saw one of the largest increases in population aged 65 plus in England between the 2011 and 2021 Census, with an increase of 35.7% (England 20.1%)".*

3.16 The overall housing requirement is approximately 20,200 homes. While the plan doesn't provide a specific breakdown by type (e.g., older persons' housing, affordable housing), it notes that 17,372 homes are planned for Telford, with 9,451 already consented or included in small-site allowances. This leaves 7,921 net new homes planned for Telford up to 2040.

c) Council's Specialist & Supported Accommodation Strategy (2020-2025)

3.17 The Telford & Wrekin Council's Specialist and Supported Accommodation Strategy (2020-2025) aims to address the increasing needs for specialist and supported housing in the borough. As the population ages—one in six people in the UK is now over 65—this strategy recognises the importance of ensuring there is a sufficient supply of high-quality accommodation for older individuals, vulnerable adults, and young people. The strategy is integral to the overall housing framework and outlines the need to work with various partners to improve accommodation options.

3.18 The Council identifies a diverse array of challenges, primarily due to the absence of its own housing stock, which limits direct market interventions. Therefore, collaboration with housing organisations, care providers, and community stakeholders is essential to deliver high-quality housing solutions. This strategy not only guides the Council's approach to supported accommodation but aligns with other relevant policies such as the Housing Strategy and the Local Plan.

3.19 Priorities set within the strategy include developing a range of new specialist and supported accommodation over the next decade, utilising existing resources effectively, and promoting community engagement. The strategy seeks to ensure that all vulnerable groups, including older people and those with disabilities, have access to appropriate housing options, thereby enhancing their well-being and enabling independent living.

3.20 The strategy was underpinned by evidence on older persons housing needs prepared by Housing LIN using the EHDNA Part 1 projections. This evidence is now out-of-date, as it does not reflect the latest dwelling-led Local Housing Need scenario as derived from the Standard Method and is updated within this report.

d) Background evidence to the emerging Telford & Wrekin Economic and Housing Development Needs Assessment Part 2 (2021)

3.21 The older persons housing needs presented in the Telford & Wrekin EHDNA Part 2 (2021) were informed by evidence and prevalence rates prepared by Housing LIN which informed the Council's Specialist and Supported Accommodation Strategy (2020-2025) and the Housing Strategy (2020-2025). This evidence projected significant growth in the over-65 population (over 50% by 2040), impacting housing needs. Based on the Housing LIN prevalence rates, the EHDNA Part 2 (2021) assessment identified a requirement for 2,255 specialist dwellings (including at least 600 extra care units) by 2035, contributing to the overall housing need. A further, separate need for 280 nursing care bedspaces (for over-65s outside households) was also projected.

3.22 The EHDNA Part 2 (2021) differentiated between older people in households (included in the overall housing need) and those in care homes (excluded). The substantial projected growth in the over-75 non-household population (an 84% increase by 2040) necessitated adjusting the housing requirement. An adjustment of 268 additional households (reflecting this non-household growth) was proposed, raising the annual housing requirement to 977 dwellings. Specialist housing provision (150 dwellings per annum, including 40 extra care units) was included within this figure. Separate monitoring of specialist housing provision was also recommended.

3.23 The need figures contained in the EHDNA Part 2 (2021) report were however caveated with reference to the SHOP Toolkit which is used by Housing LIN, stating in paragraph 10.7:

"It should be noted that the Housing Learning and Improvement Network ('Housing LIN') as providers of the SHOP Toolkit have recently evaluated the use of the tool. This has led to the view that in its 'default' settings the toolkit parameters need to be reviewed to consider the increasing complexity of the sector in terms of the business environment and local market conditions. This means that the use of bespoke assessments supported by relevant market analysis are to be favoured, when available."

3.24 This report contains updated evidence of older persons' housing need which will inform the EHDNA Update (2025). This updated evidence is derived from the SPRU Older Persons' Housing Needs Model. The difference between this earlier approach and the one now utilised is explained later in this report.

e) Commentary on the reasons for a needed update

3.25 As part of the EHDNA Update, it is essential to revise the evidence concerning older persons' housing needs. This update will employ the Strategic Planning Research Unit (SPRU) model rather than the assumptions of the Council's Specialist and Supported Housing Strategy, which has largely become out-of-date in terms of monitoring trends in stock and levels of new development. As part of growth in the sector generally the Specialist and Supported Housing Strategy therefore risks underestimating demand. The evidence base also needs updating to reflect revised demographic projections, which due to recent demographic trends exceed inputs to the Strategy derived from local housing need.

3.26 The Council's decision to update the assessment of older persons housing needs will ensure that the evidence underpinning the emerging Local Plan is robust and reflects the specific context of Telford and Wrekin.

3.27 The SPRU model offers a tailored analysis that takes into account the unique demographic characteristics of the area. By using this model, we can gather insights that are directly applicable to the needs of older residents, ensuring that our findings resonate with the local context. This approach not only enhances the relevance of our analysis but also addresses the specific challenges faced by the community.

3.28 Utilising the most up-to-date demographic scenarios through the SPRU model further enhances our understanding of current and projected housing demands for older persons. This comprehensive analysis will provide valuable data to support informed decision-making and strategic planning by the Council. By relying on recent and robust data, we can better anticipate the needs of an evolving population.

f) Conclusion

3.29 The adopted Local Plan (2011-2031) acknowledges the need for older persons' housing and supports its delivering, including requiring major developments to deliver housing which meets the needs of an ageing population but does not specify precise thresholds or tenures required. Site allocation H1 (Priorslee Sustainable Urban Extension (SUE)) includes a requirement to deliver *"a broad range of house types as well as other forms of residential accommodation (sheltered housing or extra care)".*

3.30 The emerging Local Plan (Reg.18) also requires delivery of supported and specialist housing provision on SUE sites of more than 1,000 dwellings but does not make any specific allocations.

3.31 To ensure a relevant and precise analysis for Telford and Wrekin, this update will employ the Strategic Planning Research Unit (SPRU) model. This tailored approach will better reflect the unique demographic characteristics of the area and provide insights that are directly applicable to the housing needs of older residents.

3.32 By leveraging the latest demographic scenarios through the SPRU model, we will enhance our understanding of current and projected demands for older persons' housing. This comprehensive analysis will facilitate informed decision-making and strategic planning by the Council.

4.0 BENEFIT OF SPECIALIST OLDER PERSONS HOUSING

4.1 Current provision is largely focused on sheltered housing and care homes. However, these do not address the ever-rising demand from homeowners to access age-appropriate housing of the same tenure.

4.2 The benefits identified from our research[45] include the following:

1. For occupiers of specialist older person accommodation, improved quality of life by virtue of on-site support, better social networks, safer environment, repairs and maintenance, being independent for longer.
    - i) Benefits to other services in respect of:
        1. An average saving of some £550[46] to other services for each older person living in specialist housing.
        2. For extra care housing, the delay or prevention of a move into residential care providing cost savings to the public purse in the long term of, on average, £28,080[47]
        3. Health and social care provision can be streamlined within specialist housing using visiting health professionals.
    - ii) Supporting sustainable communities - older persons make greater use of local facilities.
    - iii) Reducing fuel poverty.
    - iv) Stimulating the housing market including:
        1. Releasing larger homes for families to occupy, this having a positive knock-on effect, which stimulates the housing chain and ultimately benefits the first-time buyer
        2. Properties vacated are usually re-occupied by younger families, are then refurbished, and made more energy efficient, helping to achieve other sustainability goals
        3. In the affordable housing sector, better housing choices for older people can free up family housing, reducing waiting lists for social housing
        4. Benefits to the economy both through construction and operational phases.

4.3 These wider benefits delivered by Extra Care schemes have been recognised in other appeal decisions including at Sonning Common[48] where the Inspector stated:

"112. Fourthly, the health and well-being benefits of the appeal proposal should also be recognised and given significant weight. Such benefits to elderly people are entirely obvious. I accept that such health and care benefits apply and also that they are separate from housing delivery. The benefits specialist housing for older people can bring include addressing concerns about suitable supervision, frailty, care, assistance, recreation, loneliness and isolation."

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[45] The Older Persons Housing Need Model, SPRU/DLP, April 2022
[46] CapGemini (2009) Cost-benefit analysis of the Supported People programme
[47] Essex County Council presentation to the All Party Parliamentary Group on housing and care for older people, November 2016
[48] Appeal Ref: APP/Q3115/W/20/3265861 Little Sparrows, Sonning Common, Oxfordshire RG4 9NY

4.4 Similar points were also accepted at Burston Nurseries[49]:

"70. The previous Inspector gave substantial weight to health and well-being benefits and the parties both maintain this same weighting. A number of documents have been provided with this appeal setting out the various benefits of specialist extra care accommodation. This includes supporting the physical and mental health of residents, providing independence for longer, and reducing financial and resource burdens on the health system. All of these benefits can be achieved with this development and so I concur that substantial weight can be given to this consideration."

4.5 In respect of the weight to be given to these benefits when determining an appeal, the Inspector in the appeal at Epsom General Hospital[50] Paragraph 103, concluded with regard to different estimates of need for Extra Care:

"…Having regard to the differing estimates of need before the Inquiry, I conclude that the County Council's estimate should not be read as a limit on the amount of care accommodation to be provided. Nor should the benefits of provision in excess of that number be given less weight than would otherwise be attached."

4.6 Downsizing amongst older people also provides them with the opportunity to release equity from their homes. This often results in transfers of funds to the younger generation, particularly grandchildren to help them enter the housing market.

4.7 The above benefits that derived from the provision of Market Extra Care housing have been attributed significant weight in other decisions.

[49] Appeal Ref: APP/B1930/W/21/3279463 Burston Nurseries Ltd, North Orbital Road, Chiswell Green, St. Albans AL2 2DS
[50] Appeal B: APP/P3610/W/21/3276483 Epsom General Hospital, Dorking Road, Epsom KT18 7EG

5.0 INDICATORS OF OLDER PERSONS HOUSING NEED IN TELFORD AND WREKIN

a) General indicators of housing need

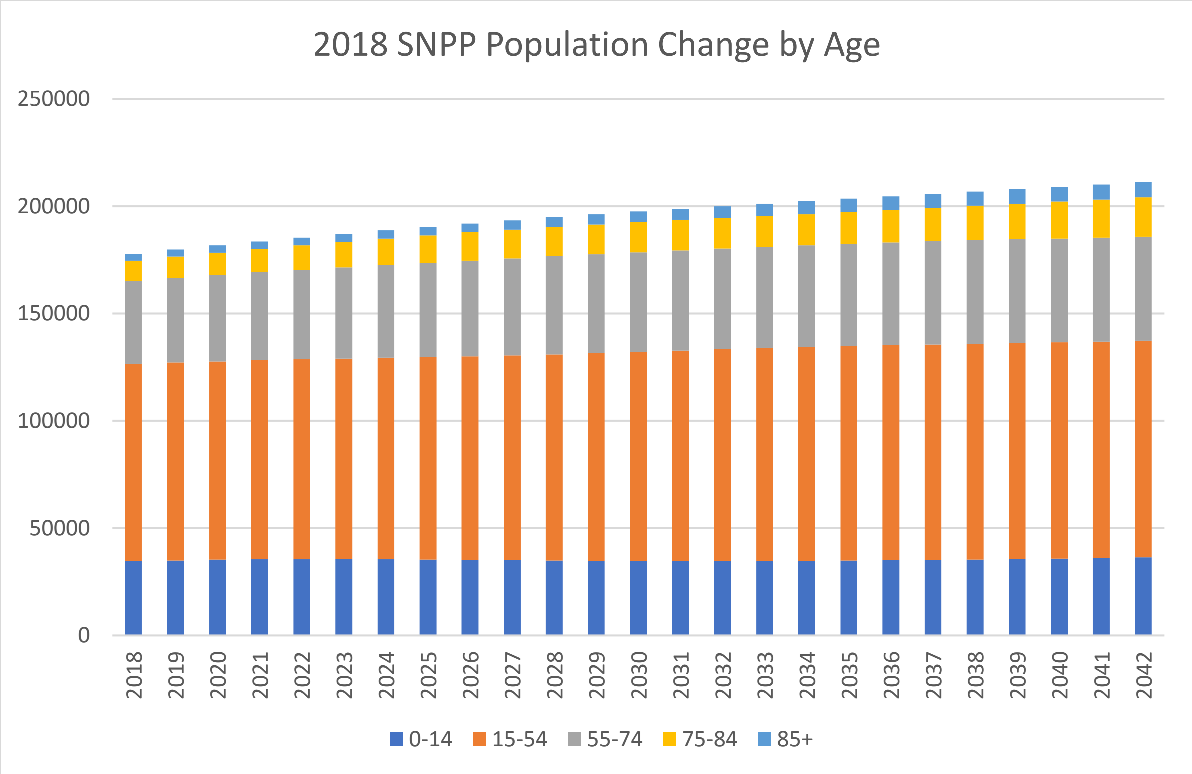
5.1 The Telford and Wrekin local authority area has an affordability ratio of 6.34, ranking 246 out of 318 Local Planning Authorities.

5.2 The median workplace-based earnings of £32,358 would allow for a mortgage offer of four times that amount. With an additional 5% deposit, this would allow the purchase of a property valued at £135,904, which is only two-thirds of the median property price of £205,000.

b) Indicators of older persons housing need

5.3 Figure 1 below illustrates how, according to the most recently available population projections (ONS: 2018 SNPP), the population is projected to grow but the older age groups are projected to become a larger part of the population.

Figure 1. Population Change in Telford and Wrekin by Age



Source: 2018 SNPP ONS

5.5 According to the most recently available population projections (ONS: 2018 SNPP) the population that is over 75 years in age is projected to rise from 14,230 persons in 2021 to 25,419 persons in 2042. This is an increase of 11,189 persons equating to a 78.6% increase in the 75+ population in the district.

Table 1. Summary of 2018 Sub National Population Projections for Telford and Wrekin

	2021	2042	Change	Percentage Change
0-14	35,500	36,362	862	2.4%
15-54	92,700	100,928	8,228	8.9%
55-74	41,197	48,537	7,340	17.8%
75-84	10,787	18,285	7,499	69.5%
65+	32,515	48,580	16,065	49.4%
75+	14,230	25,419	11,189	78.6%
85+	3,443	7,134	3,690	107.2%

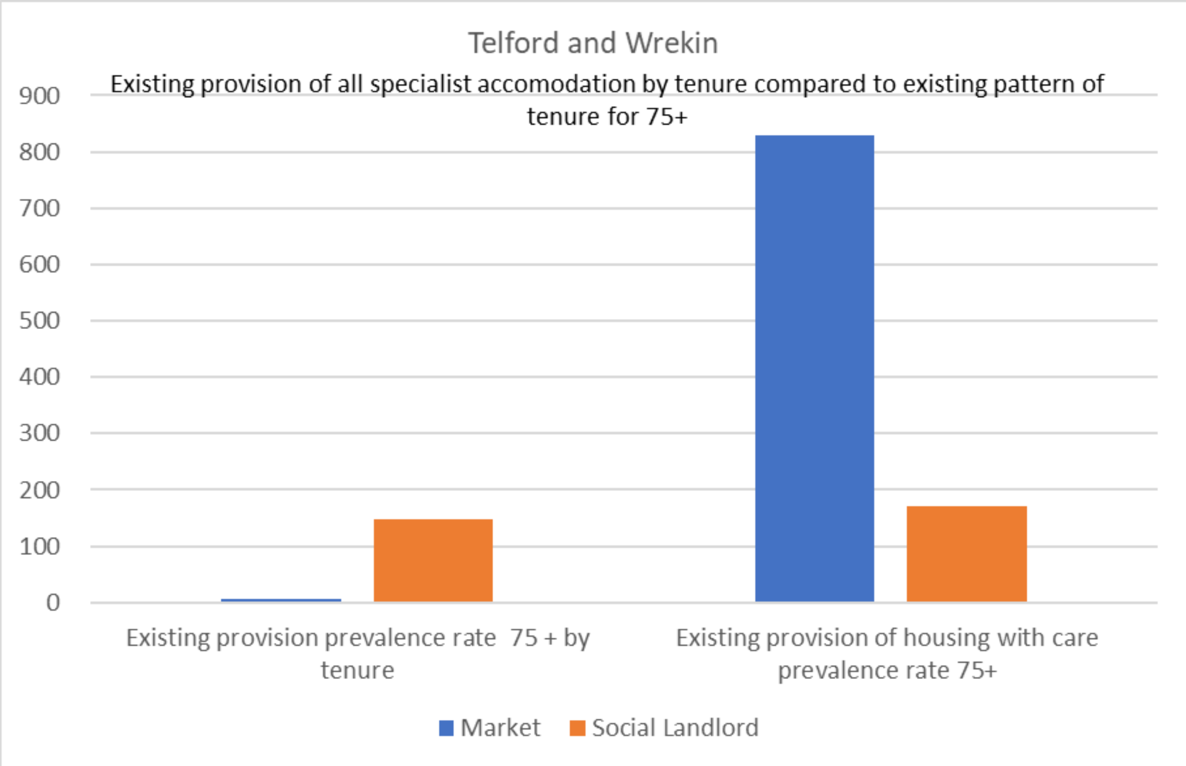
Source: 2018 SNPP ONS

5.6 In terms of occupation, the 2021 Census identifies that in Telford and Wrekin there are 829 persons per 1000 who were over 75 years of age occupying a market dwelling (owning or renting). This compares with the provision of specialist market units at a level of just 6 units per 1000 population over 75. In contrast to there are 171 persons per 1000 over 75 occupying social tenure with a level of provision at 147 units per 1000 population over 75.

5.7 In terms of ratios for older persons occupying market housing, there is one specialist market unit per 138 people over 75 years of age, for those occupying social rented units there is 1 unit for every 1.16 person over 75 years of age.

5.8 Figure 2 below illustrates this mismatch of specialist older persons housing provision between tenures.

Figure 2. Older persons Housing: Current tenure of population compared to current specialist provision by tenure

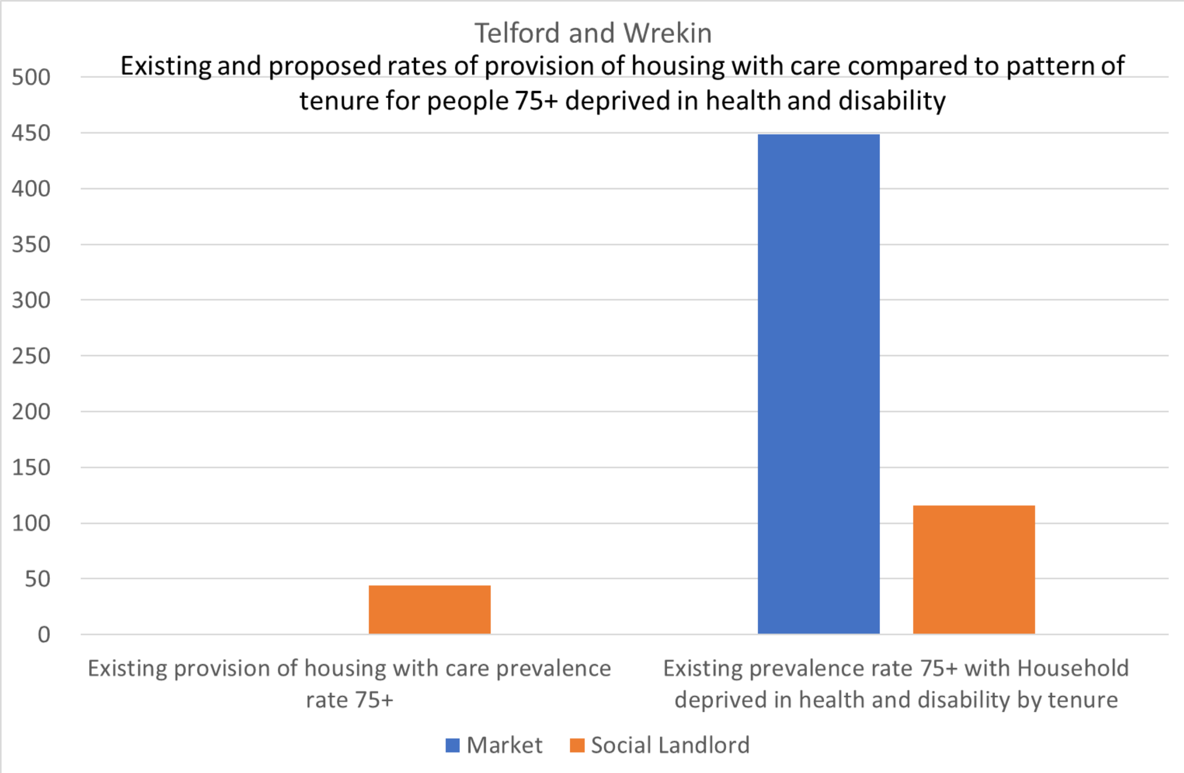


Source: Census 2021: Tenure by age SPRU/ONS

5.9 According to the 2021 Census there were 448 persons per 1000 over 75 years in age who were resident in market housing who were deprived in health and disability. This compares with the provision of 6 units per 1000 in terms of all specialist market accommodation and 0 units per 1000 for market housing with care. In contrast there were 116 persons per 1000 population 75 + who were deprived in health and disability compared with specialist social housing provision of 102 units per 1000 population 75 + and 44 units per 1000 with care.

5.10 Again, this suggests that the availability of any type of specialist older persons housing is proportionally much more limited for those occupying market properties who have health or mobility issues and wish to maintain their tenure choice when compared to those who reside in the social rented sector.

Figure 3. Older persons Housing: Mobility and health by tenure compared to current provision



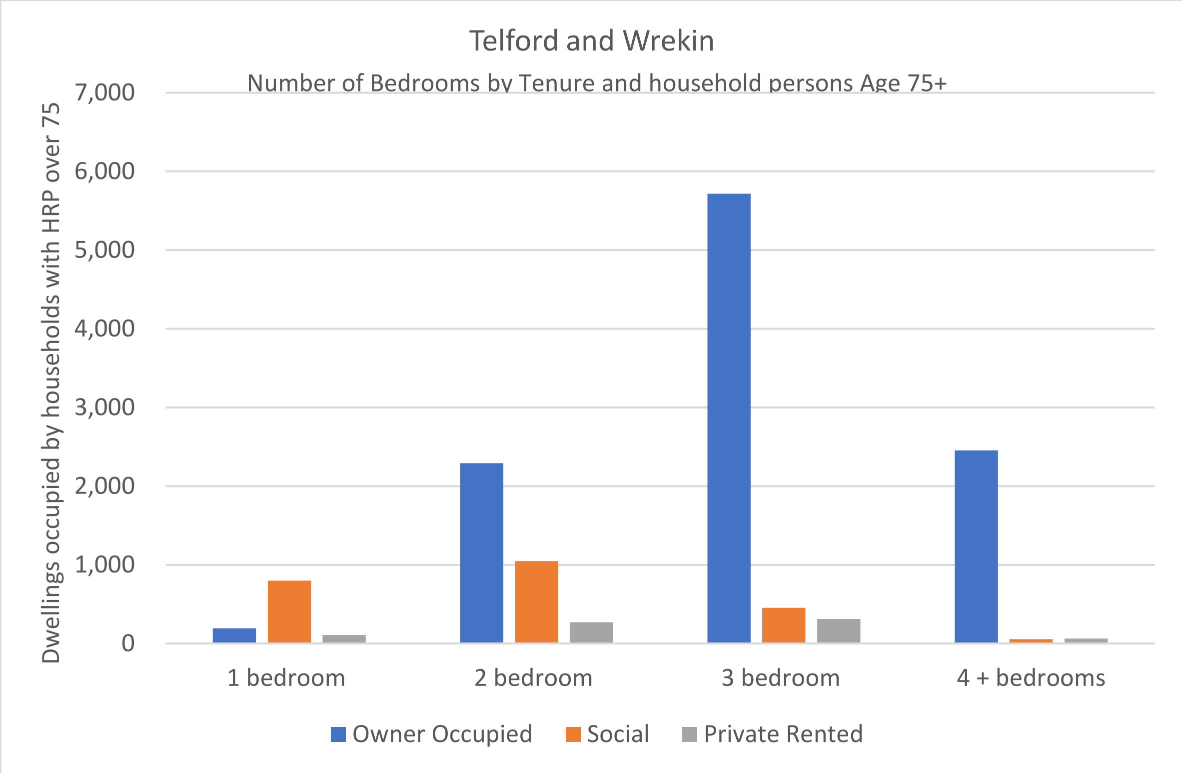
Source: Census 2021/SPRUEAC

5.11 In Telford and Wrekin 90% of the population over 75 in market dwellings still occupy properties that have 3 or more bedrooms. This compares with 92% for England.

5.12 This means 8,171 people over 75 are owner occupiers in dwellings with 3 bedrooms or more. There are just 510 people over 75 who reside in social rented accommodation and occupy dwellings with 3 bedrooms or more.

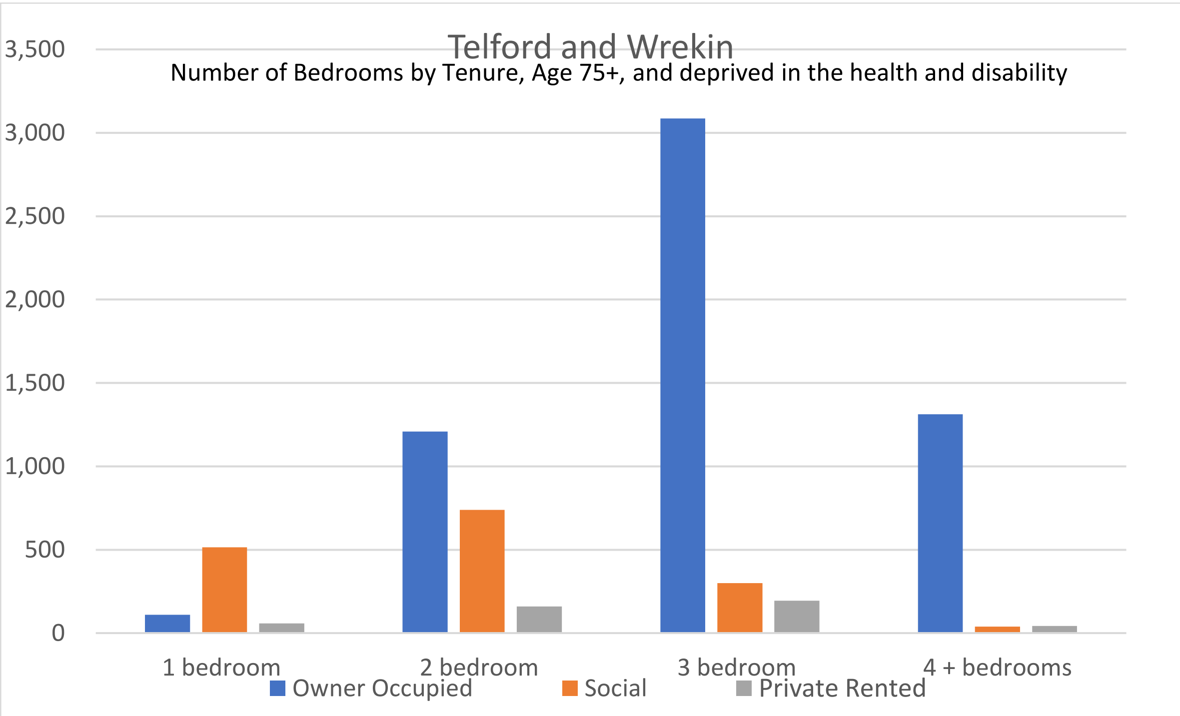
5.13 Of those 10,656 persons over 75 living in their own property, some 5,716 are described as being deprived in health and disability.

Figure 4. Number of bedrooms per household over 75 years of age by tenure



Source: Census 2021

Figure 5. Number of bedrooms per household over 75 years of age by tenure and deprived in the health and disability

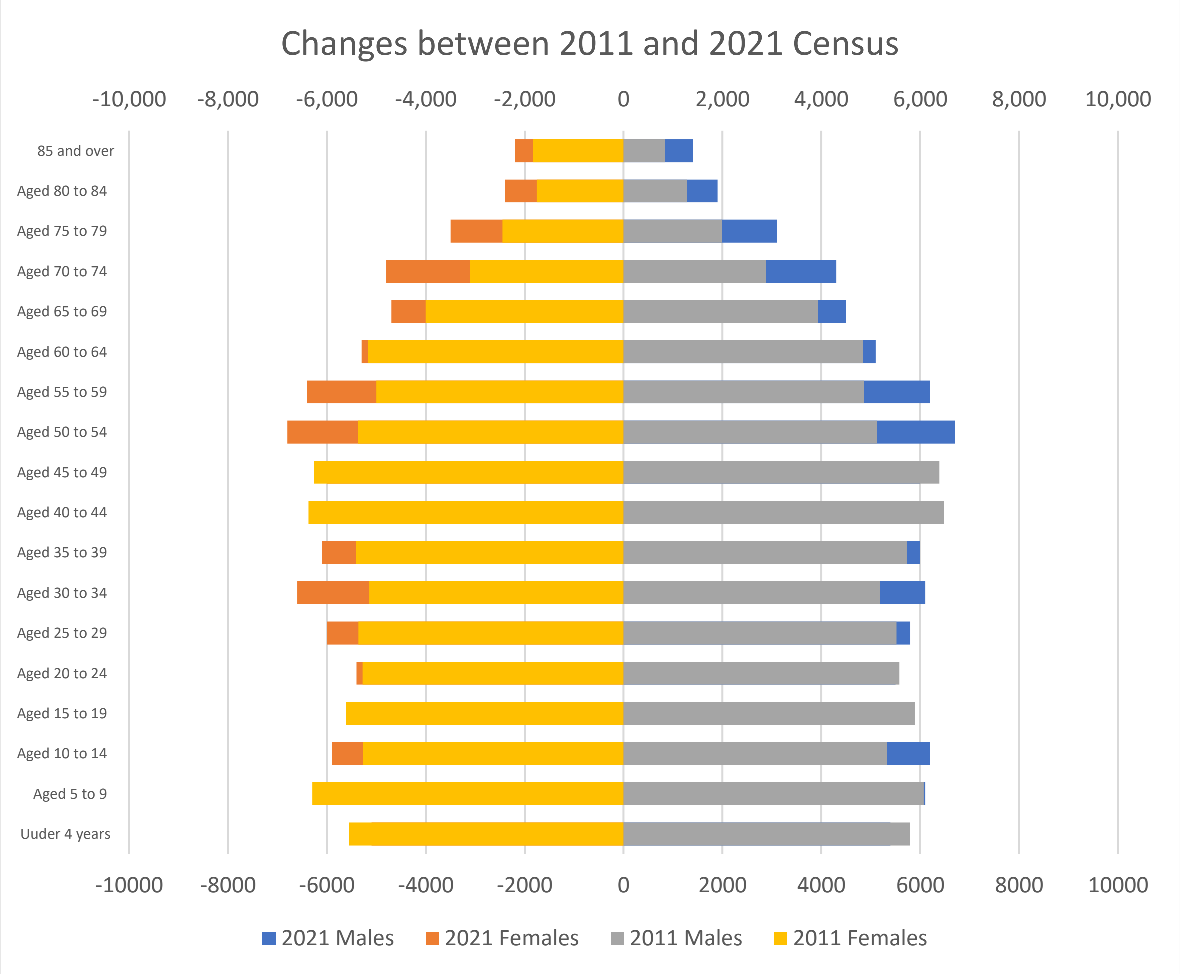


Source: Census 2021

c) The 2021 Census

5.14 The changes between the 2011 and 2021 Census are shown in the chart below. This shows that the population for most age older groups is greater in 2021 than it was in 2011, but the increase is greater in the older age groups.

Figure 6. Comparison of 2011 and 2021 Census Population in Telford and Wrekin



Source: ONS 2011 Census and 2021 Census

5.15 It is noticeable that while the population as a whole in Telford and Wrekin increased by 11.3% between 2011 and 2021, the size of the population that is 75 or over increased by 41.7%

Table 1. Comparison of 2011, 2021 Census and the 2018 SNPP

	2011	2021	Change	Percentage Change	Projected Population at 2021 (2018 SNPP)	Comparison of 2018 SNPP with 2021 Census
55-74	33,804	41,298	7,494	22.2%	41,197	99.8%
75+	10,161	14,395	4,234	41.7%	14,230	98.9%
Total	166,641	185,523	18,882	11.3%	183,627	99.0%

Source: ONS 2011 Census and 2021 Census

5.16 It is also important to note that the overall level of population at 2021 as recorded by the Census is higher than that projected by the 2018 SNPP (the projection was 1% lower). In respect of the population that will age in the next 20 years into the 75 and older category (i.e. those in the 55 – 74 age group at 2021) the Census and the 2018 SNPP are also very similar (the 2018 SNPP projection is just 0.2% lower).

5.17 On this basis we do not consider that the output of the model needs to be adjusted to reflect the outcome of the 2021 Census.

d) Conclusion on indicators of need

5.18 The key drivers of need for older persons' market housing in Telford and Wrekin are:

1. According to the 2018 SNPP there will be a projected 78.6% increase in the over-75 population by 2042, which highlights growing demand.
2. The significant disparity between the availability of all types of specialist market accommodation available to homeowners compared to the availability for social renters
3. There is a very low level of provision of specialist market accommodation when compared to the proportion of the over 75 population presently residing in the market sector but who experience limited mobility or poor or very poor health.
4. 90% of older market property dwellers occupy homes with 3+ bedrooms, underscoring inefficiencies as they age.

6.0 THE OLDER PERSONS SPECIALIST HOUSING NEEDS MODEL

a) Introduction

6.1 This model (published in detail in the research report "The Older Persons Specialist Housing Needs Model") has been developed by Strategic Planning Research Unit (SPRU) at DLP Planning Ltd as a response to the need to update previous models used to estimate future specialist housing needs for older persons. It builds upon the approach in the SHOP Resource Pack and the "Housing in Later Life" which consider levels of provision in the social sector as an indicator of the level of potential need in the market sector.

6.2 It is recognised that the prevalence rates in the "Housing in Later Life" report still have currency in terms of planning decisions. It has the advantage of being both simple to understand and apply.

6.3 It is nevertheless now over a decade old, and it is appropriate to review the approach based on a more up to date analysis of the actual changes in the rate of delivery since 2011 of different typologies or tenures. It is also considered to be worth revisiting the differences between the level of provision between tenures which may be indicative of unmet demand. There is also other evidence from the United States, Australia, and New Zealand, which have a longer history of providing market-based housing solutions for the older population which may provide insights into the future level of demand as these products become more prevalent in England.

6.4 The full report is available online at:

https://www.dlpconsultants.co.uk/wp-content/uploads/2022/04/DLP-SPRU_Older_Person_Housing_Need_Research.pdf

b) Research conclusions on surveys of potential need

6.5 The SPRU research report reviews a number of surveys undertaken to illustrate the likely demand for specialist housing for older persons and while none are definitive, all of them suggest that the level of potential demand for specialist older person housing is in the range of 250 to 470 units per 1000 pop 75+. It should be noted that the higher prevalence rates that maybe derived from these results are in the same ballpark as the levels of existing provision in the US (calculated as 367 units per 100 pop 75+) and Australia and New Zealand (calculated as 281 units per 100 pop 75+).

c) Research conclusion on forecasting models for demand for older persons specialist accommodation

6.6 The SPRU research report recognised that the prevalence rates in the "Housing in Later Life" report still have currency in terms of planning decisions. It has the advantage of being both simple to understand and apply. Furthermore, as will be shown in the consideration of past trends in the next sector, growth in home ownership in this sector and especially in extra care provision has occurred. This proposed an uplift in prevalence rates from 141.6 units per 1000 pop 75+ (2001 based) to a future rate of 251 units per 1000 pop 75+ (2001 based).

6.7 For the market sectors this report proposed an increase from 28.4 to 120 units per 1000 pop 75+ in terms of sheltered housing and from 3.2 to 30 units per 1000 pop 75+ in terms of Extra Care.

6.8 It is noted that the level for Extra Care is much lower than that suggested by the model developed by Ball which would suggest a prevalence rate for owner occupied Extra Care of 69 units per 1000 pop 75+.

6.9 The overall prevalence rate suggested in "Housing in Later Life" is also at the very bottom end of suggested prevalence derived from a range of surveys which considered the potential level of demand for specialist housing for older persons.

6.10 While prevalence rates in "Housing for Later Life" still have currency in planning decisions, some of the base data is now over two decades old, and it is appropriate to review the approach based on a more up to date analysis of the changes that have occurred in terms of the type and rate of provision and specifically to take into account new indicators of demand including the actual changes in the rate of delivery since 2001 of different typologies or tenures. It is also considered to be worth revisiting the differences between the level of provision between tenures which may be indicative of unmet demand. There is also other evidence from the surveys reviewed in section 2 and the experience from overseas markets such as the United States, Australia, and New Zealand, which have a longer history of providing market-based housing solutions for the older population which provide insights into the future level of demand as these products become more prevalent in England.

6.11 The next section looks at the past rates of delivery for different tenures and typologies of specialist housing for older persons.

d) The approach of the SPRU research

6.12 The SPRU research report starts by assessing the changes in the typology and tenure of specialist provision for older persons housing from 1991 (the date at which annual records of provision started to be collected).

6.13 While it is acknowledged that other approaches have, implicitly or explicitly, attempted to bring into the projection issues such as activity limitations and affordability, this research has taken the approach that modelling the rate of past provision and the changes to those rates incorporates these issues in terms of reflecting effective demand.

6.14 This analysis identifies a number of trends in terms of the rate of future provision as already described above, but these are both tenure and type specific.

6.15 The level of shared ownership is small and although it has been increasing this has not been modelled separately but is included as part of the ownership projections.

6.16 The approach considers 10, 20 and 30 year trends, in the rate of provision by typology and tenure and relates these back to the 75+ population in order to calculate prevalence rates which can be used at a local level for projecting demand (the prevalence rate being units per 1,000 population which are aged 75+).

6.17 Three types of projection have been considered, including:

1. Average Annual Growth Rate (AAGR) – This calculates the percentage growth between each year and the next and then averages these percentage changes over each of the 3 time periods (10, 20 and 30 years).
2. An exponential Growth projection (Growth) – This calculates the predicted exponential growth by using existing data for each of the 3 time periods (10, 20 and 30 years).
3. The application of the Average Annual Build Rate (AABR) – This is a linear projection that simply adds the average number of units that have been built over the period (10, 20 or 30 years) to the total units in the preceding year.

6.18 These results have been considered against the tenure specific prevalence rates and the degree to which the projections might suggest there may be an equal demand for particular types of provision across tenures. This is to investigate whether the present mismatch of supply between tenures of the same type of unit, when compared to the tenure of the 75 and over population as a whole, is a permanent characteristic of the market or a legacy of the past nature of the supply.

6.19 The level of potential need that could arise from mobility and poor health was investigated and this highlights that at the national level there are 81 people per 1000 pop 75+ who reside in social units who experience limited activity and/or bad or very bad health. This is compared to a prevalence rate at the national level for the social sector of 95 units per 1000 pop 75+. This suggests that the overall level of demand for specialist accommodation is likely to also include a number of residents who are not displaying signs of poor health or mobility, although it should not be assumed that all such persons wish to reside in specialist units.

6.20 In contrast, 256 persons per 1000 pop 75+ residing in market tenures experience issues with limited activity and/or bad or very bad health, while the prevalence rate for the market sector is just 39 units per 1000 pop 75+. This again suggests that there could be a substantial level of unmet market need at a national level.

6.21 This part of the research concludes the following:

1. That while the level of provision for all older persons housing has increased since 1991, the rate of increase has not kept pace with the growth in the 75+ population and as such the prevalence rate (the number of units per 1,000 75+) has fallen since 1991.
2. The level of provision for those in the social rented sector, who may wish to move into social rented specialist accommodation, is over 8 times higher than that available to homeowners who wish to move into specialist accommodation while maintaining their present tenure. In terms of tenure specific prevalence rates there are 47 market units per 1000 pop 75+ for those who currently reside in market units compared to 516 social units per 1000 pop 75+ for those who currently reside in the social sector.
3. The rate of provision of new market-based specialist accommodation exceeds that of new socially rented provision by a factor of 3 to 1 (3,090 social rented completions compared to 9,281 market units).
4. Extra Care is the fastest growing type of specialist accommodation across both tenures.
5. Market Extra Care is growing faster that Social Extra Care and is growing exponentially.
6. Despite the growth in provision, the total level of provision is below that required to keep pace with the ageing population and as such the overall prevalence rates have been falling since the early 1990's.
7. While overall prevalence rates have been falling since the early 1990's this is not the case for all types and tenures with the prevalence rates for Ownership and Shared Ownership units increasing with the fastest rates of increase in Extra Care.
8. If recent rates of growth in the home ownership options continue then it is possible that for Enhanced Sheltered and Extra Care, at least, the level of provision of specialist older persons accommodation for homeowners will match that currently experienced by those in the social rented sector and may in fact exceed it.
9. Even the highest rates of growth presently projected for Extra Care home ownership options will not result in the level of provision that is currently experienced in overseas markets such as the United States, Australia, and New Zealand.
10. If those sectors and tenures which are projected to grow in line with the higher of the recent projections, then rather than getting progressively worse the overall level of specialist provision for older persons provision may return to the levels experienced in the early 1990s. This will be achieved by the increase in the provision of units for owner occupation and shared ownership across all types of specialist accommodation but particularly Enhanced Sheltered and Extra Care.
11. Even if these levels of growth are achieved and the level of provision of older persons accommodation per 1000 pop 75+ is returned to levels experienced in the early 1990s,

it will still be below the level of provision that presently available in the United States, Australia, and New Zealand.

6.22 Taking past changes to the rates of provision into account and noting the evidence from the analysis of tenure specific prevalence rates and the potential need arising from market tenures from those with mobility or health issues, as well as other assessments of need including those based on international comparisons, a number of general conclusions can be drawn:

1. The “crises” in supply identified by the government will progressively worsen unless future provision exceeds recent past rates of provision.
2. The market-based housing options have both the greatest capacity for growth (as they have very low tenure specific prevalence rates) and the proven potential for growth (as illustrated by recent past rates of growth which have exceed the changes in the social rented sector).
3. Extra Care has demonstrated the most potential for growth across all tenures.

e) The Calculation of Future Need – The revised National Prevalence Rates

i) Introduction to changes to the SPRU Model

6.23 Since the Older Persons Housing Model has been introduced SPRU has been engaged with promoters, operators and councils in discussing the output of the model. The model has also been subject to examination at planning inquiry.

6.24 In addition there has been the publication of the 2021 and the Mayhew Review which looked specifically at the need for older persons housing with care.

6.25 Furthermore DLP has also submitted and given evidence to the Older Persons Housing Task Force based upon research into the issues of modelling future older persons housing as well as research on how applications for such specialist housing are considered in the development management system.

6.26 In light of the above SPRU have made the following changes to the original Older Persons Housing Needs Model, and in particular moving away from the equalisation or levelling up approach and instead relying on the projected changes in need based on actual decisions made by real household in terms of meeting their housing needs in older age. In summary these changes are as follows:

1. Move away from the “equalisation” approach in Housing in Later Life referred to as “levelling up” in SPRU OPHN Model to use more of the results from the projections.
2. Use the average of 10 yr projections for the average Annual Growth Rate (AAGR) and the Growth projections for all Prevalence Rates (this is detailed in the table below).

Impact – lower overall need, lower need for market sheltered accommodation but higher need for market extra care accommodation.

3. Change second local adjustment factor:
   i) **FROM** ratio of percentage of total household (HH) with household reference person (HRP) over 75 in market 3 bed properties locally compared to England
   ii) **TO** ratio of percentage of HRP over 75 in market properties with 3 beds or who are disadvantaged by health or disability locally compared to England.

Impact – differs between LPA’s but there appears to be a closer alignment at national and local level so uplift and down moves will be less dramatic.

Table 2. Table average of Growth projections and average annual build rate projections for 2011 to 2021:

Type	Tenure	Proposed National Prevalence Rates	SPRU OPHN Model Table 12
Age Exclusive	Social	14	Average of 10 yr AAGR and Growth 13.9 and 14.1 = 14
	Market	6	Average of 10 yr AAGR and Growth 6.0 and 5.9 = 6.0
Sheltered Housing	Social	42	Average of 10 yr AAGR and Growth 42.1 and 42.2 = 42.1 round down to 42
	Market	25	Average of 10 yr AAGR and Growth 25.2 and 25.4 = 25.3 round down to 25
Enhanced Sheltered Housing	Social	1	Average of 10 yr AAGR and Growth 1.1 and 1.1 = 1.1 round down to 1
	Market	3	Average of 10 yr AAGR and Growth 3.6 and 3.3 = 3.4 round up to 3
Extra Care 24/7 support	Social	20	Average of 10 yr AAGR and Growth 20.3 and 19.2 = 19.7 round to 20
	Market	***68***	***Average of 10 yr AAGR and Growth 62.2 and 73.8 = 68***
Sum of individual projections		179	

Source: DLP/SPRU Older Persons Housing Needs Model 2022

6.27 Overall the impact of the new national prevalence rate as proposed to be calculated above is a lower level of overall need (but higher than existing) but it reflects the trend of the choices being made by actual households over the last decade on how they wish to meet their housing needs on later life. It is noted that occasionally these new rates will generate a “negative” need for housing without care but this is due to the increasing preference being demonstrated for housing with care.

ii) Reasoning for changes prevalence rates

6.28 In applying the model in practice, the “levelling up” of market provision for sheltered housing was generating levels of need that did not appear to reflect the changes being experienced by providers in terms of the recent trend towards market housing with care. In effect the use of the earlier ratio’s pins future provision of market units back to the equivalent level of provision for social dwellings as at 2021 (this appears to be the approach adopted by “housing in later life” but in that case the ratio was set as at 2011). While this was an improvement on models that use 2011 data it is still essentially looking backwards at past patterns of provision and not modelling the emerging patterns forward.

6.29 Informal feedback from the Mayhew Review (2022) was that the “levelling up” or equalisation assumptions model appeared to be overestimating the future need for market housing without care and underestimating the future need for housing with care.

6.30 Table 3 below compares the output based on the proposed level of provision in the Mayhew Report with the outcome of the SPRU model (as amended). This shows that the SPRU national prevalence rates produce a level of provision that sits between the Mayhew proposed “minimum” and “target” provision.

Table 3. Comparison of outcome of Mayhew recommendations and the SPRU model

	Minimum (30,000 dpa)	Target (50,000 dpa)
Mayhew Review	30,000	50,000
UK Existing provision 2023 EAC	781,275	781,275
UK 2023 Population over 75	6,315,879	6,315,879
Prevalence rate (Units per 1000)	124	124
Mayhew Additional 2023 to 2043	600,000	1,000,000
UK Mayhew Proposed Provision 2043	1,381,275	1,781,275
UK 2043 Population over 75	9,350,503	9,350,503
Mayhew based Prevalence Rates 2043 Units per 1000	148	191
SPRU National Prevalence Rate		
UK Pop Over 75 at 2042	9,350,503	9,350,503
Application of Mayhew based prevalence rates on the local population	1,381,275	1,781,275
SPRU National Prevalence Rates	179	179
Results of SPRU Prevalence Rates	1,673,740	1,673,740

iii) Local Adjustment factor

6.31 The justification for this change is that it builds in a health element which was missing from the earlier assessment and is possible because of data available from the 2021 Census which allows age / tenure / bedrooms to be considered as a combined group. The health element was omitted from the earlier version of the model as it was considered that the mismatch between those disadvantaged by health and disability who occupied market accommodation and the supply of market housing with care was so great that it would not be a significant factor in determining local needs.

iv) Inputs to the Model

6.32 The proposed inputs to the model are as follows:

1. The population projections used are the principal projections in the 2018 subnational population projections (2018 SNPP) and the alternative projection based on the Standard Method.
2. The results of the 2021 Census
3. The existing level of provision of specialist accommodation for older persons will be taken from the Elderly Accommodation Counsel (EAC) database 2023 for quarter 4.

6.33 The results are generated by typology and tenure, however in recognition that the boundaries between the typologies is becoming blurred, then it is proposed that the results could also be amalgamated with Age Restricted and Sheltered as one typology and Enhanced Sheltered and Extra Care as a second typology. The need for both typologies will be based upon social and market tenures.

6.34 The proposed national prevalence rates are set out in Table 4 below.

Table 4. Proposed National Prevalence Rates for England

Type	Tenure	SPRU Proposed National Prevalence rates (2023)	SPRU Proposed National Prevalence rates (2022)	"Housing in later life" Prevalence Rates 2011
Age Exclusive	Social Landlord	14	14	
	Ownership	6	6	
Sheltered Housing	Social Landlord	42	42	60
	Ownership	25	140	120
Enhanced Sheltered Housing	Social Landlord	1	2	10
	Ownership	3	7	10
Extra Care 24/7 support	Social Landlord	20	20	15
	Ownership	68	44	30
Housing based provision for Dementia				6
Total		**179**	**275**	**251**

Source: SPRU/ONS/EAC

f) The Calculation of Future Need using Local Prevalence Rates

6.35 Having concluded the appropriate national prevalence rates to reflect future demand across the different types and tenure of specialist housing for older persons, this research considers how these national rates might be adjusted to reflect local circumstances. These two adjustments seek to reflect local circumstances with regard to tenure, size, health and price of housing when compared to the national position which have an impact on demand for market specialist older persons housing:

1. House price: Existing values are a factor in determining the level of potential demand for specialist older persons market housing in a local area. This local adjustment applies a ratio based upon whether the median house price is higher or lower than the average for England to reflect the greater ability to afford the move into specialist housing.
2. Tenure, property size and health: The 2021 Census provides data for the existing tenure, property size and health, all of which may be a factor in determining the level of demand for specialist older persons market housing in a local area. This local adjustment applies a ratio based upon whether the percentage of the household population over 75 who are home owners of 3 or more bedrooms and are disadvantaged in terms of health or disability is higher or lower than the average for England. This reflects an important source of need for those seeking to right size.

6.36 The local adjustment applies the average of these two ratios to the national derived prevalence rate. It is of note that these two factors can at times counterbalance each other rather than simply reinforce each other.

6.37 This local adjustment increases or decreases the national prevalence rates for market older persons specialist housing. For Telford and Wrekin the proportionate change to reflect the difference between the Council and England as a whole in terms of median house price in 2023 produces a ratio of 0.71 (£205,000 for the district compared for £287,000 for England).

6.38 Those over 75 owning their dwelling with more than 3 beds who are disadvantaged through health or disability in Telford and Wrekin is 88.4% compared to England which is 90.1% so this produces a ratio of 0.98.

6.39 The local adjustment is the average between the two ratios which is 0.85. This is applied to the national prevalence rates for market units.

6.40 The outputs of the calculation of prevalence rates are set out in the first table below which compares the resulting prevalence rates with existing and proposed national rates. The second table sets out the resulting need for each type and tenure of accommodation based on the ONS 2018 sub-national population projection (SNPP).

Table 5. Existing and proposed national and local prevalence rates for Telford and Wrekin

Type	Tenure	Existing Local Prevalence Rates (2021 Census)	Proposed National Prevalence rates	Proposed Local Prevalence rates
Age Exclusive	Social Landlord	5	14	14
	Ownership	2	6	5
Sheltered Housing	Social Landlord	106	42	42
	Ownership	4	25	21
Enhanced Sheltered Housing	Social Landlord	2	1	1
	Ownership	0	3	3
Extra Care 24/7 support	Social Landlord	46	20	20
	Ownership	0	68	58
Total		**165**	**179**	**164**

Source: SPRU/ONS/EAC

Table 6. Existing and future need for older persons accommodation in Telford and Wrekin using SNPP 2018 population projections

Type	Tenure	Proposed Local Prevalence Rates	2023	2030	2039	2040
Telford and Wrekin Population	**75 +**		**15,720**	**19,065**	**23,425**	**24,108**
Age Exclusive	Social	14	220	267	328	338
	Market	5	80	97	119	123
Sheltered Housing	Social	42	660	801	984	1,013
	Market	21	333	404	497	511
Enhanced Sheltered Housing	Social	1	16	19	23	24
	Market	3	40	49	60	61
Extra Care 24/7 support	Social	20	314	381	469	482
	Market	58	907	1,100	1,351	1,390
Total		**164**	**2,570**	**3,117**	**3,830**	**3,942**

Source: SPRU/ONS SNPP 2018/EAC

g) Conclusion on the level of future need for Specialist Older Persons housing

6.41 Using the local prevalence rates in the SPRU Older Persons Housing Need model the need for all specialist Older Persons Housing units at 2023 was some 2,570 units this is projected to rise to 3,942 units by 2040 driven by the increase in the population that will be over 75 by that date.

6.42 This is lower than the need calculated using the generic prevalence rate of 251 units per 1000 persons 75+ from the earlier "Housing in Later Life" tool kit. This rate would generate a need in 2023 for 4,034 units (16,030 x 251 / 1000) in Telford and Wrekin, rising to 6,027 in 2040 (24,014 x 251 / 1000). As highlighted above this approach is now considerably out of date and has been criticised by a previous Inspector for not being ambitious enough[51].

6.43 The highest level of projected growth is for market units with extra care, with a prevalence rate of 58 units per 1,000. The need for this tenure is expected to increase by 484 units over the period 2023 to 2040.

6.44 The overall prevalence rate of 164 persons per 1000 of the population 75 years is actually lower than the 251 units per 1000 population 75 and over in the earlier "Housing in later life" Prevalence Rates.

6.45 Table 7 below illustrates that the locally derived prevalence rate of 164 falls above the nationally derived prevalence rates from the Mayhew recommendations of 148 (minimum) and below 191 (target). The resulting total number of units of 3,942 is below the Mayhew derived target of 4,575. This is to be expected in areas of lower value and home ownership where the growth in need for specialist market housing for older people and extra care is likely to be lower than other areas.

Table 7. Comparison of Local outputs from the SPRU Model to the Mayhew Recommendation

	Minimum (30,000 dpa)	Target (50,000 dpa)
Mayhew Review	30,000	50,000
UK Existing provision 2023 EAC	781,275	781,275
UK 2023 Population over 75*	6,315,879	6,315,879
Prevalence rate (Units per 1000)	124	124
Mayhew Additional 2023 to 2043	600,000	1,000,000
UK Mayhew Proposed Provision 2043	1,381,275	1,781,275
UK 2043 Population over 75*	9,350,503	9,350,503
Mayhew based Prevalence Rates 2043 Units per 1000	148	191
Telford & Wrekin		
Local Pop Over 75 at 2040	24,108	24,108
Application of Mayhew based prevalence rates on the local population	3,561	4,593
SPRU Local Prevalence Rates	164	164
Results of SPRU Local Prevalence Rates	3,942	3,942

Source: SPRU/ EAC/Census 2021/Mayhew Review/SPRU/ONS National Population Projections

6.46 It is accepted that against some of these comparisons the SPRU Model might still be regarded as somewhat cautious however in the context of the SPRU research, such levels of provision are clearly not only achievable but are also required.

[51] Appeal Ref: APP/Q3115/W/20/3265861 Little Sparrows, Sonning Common, Oxfordshire RG4 9NY

7.0 EXISTING SUPPLY AND FUTURE NET NEED BASED ON 2018 SNPP

a) Existing Supply

7.1 The existing supply is based on the data provided by the Elderly Accommodation Counsel Q4 2023.

7.2 All the existing facilities are listed in Appendix 1. The breakdown of the existing supply by tenure and type is set out in the table below:

Table 8. Existing supply of specialist older persons accommodation by type and tenure

Type	Tenure	Telford & Wrekin
Age Exclusive	Social Landlord	74
	Ownership	34
Sheltered Housing	Social Landlord	1,537
	Ownership	53
Enhanced Sheltered Housing	Social Landlord	24
	Ownership	0
Extra Care 24/7 support	Social Landlord	672
	Ownership	0
Total		**2,394**

Source: EAC/SPRU

7.3 The table below compares the existing supply with the modelling of need based on applying local prevalence rates from the SPRU model to the population of older people in 2023 and projected forward to 2040. This identifies there is no current or projected future need for additional Sheltered and Enhance Sheltered social housing or Extra Care 24/7 Support social housing. This is because the existing prevalence rates for these respective categories are 106, 2 and 46, and this is markedly different to comparing existing stock against the SPRU model prevalence rates of 42, 1 and 20. Whether future population growth generates need in excess of existing stock is again only considered based on the application of the SPRU prevalence rates to additional population and not maintaining the existing prevalence rates based on current stock and population.

7.4 The existing Specialist and Supported Accommodation Strategy does not foresee a reduction in the stock of social rented housing with support or with care. Within this context the results of the SPRU model for these tenures should not be considered to represent an ‘oversupply’. There may be a need for existing stock to be upgraded or replaced over time to ensure it continues to meet residents’ needs. There is no guarantee that housing with support within these tenures (sheltered) will remain optimal to meet the needs of older people (for example as their care needs increase), or that these units will necessarily be allocated to those in most need.

7.5 The Specialist and Supported Accommodation Strategy therefore also recognises a need for growth in the stock of specialist housing with care within affordable tenures. Evidence of the updated estimates of existing stock at 2023 used by the SPRU model further suggest that the growth in affordable housing with care has already exceeded the rate of growth expected by the Strategy which expected 1,000 market and affordable extra care units combined by 2035. This was an increase from 550 in 2020. There are already 696 units of affordable specialist housing with care, which for these tenures also indicates the changing nature of demand. Therefore, this definitely should not be taken as an oversupply.

7.6 If no account is taken of the 2023 baseline of stock and recent delivery of this type of supply, then the future net needs for affordable housing with care should be treated as zero for the period up to 2040, even accounting for projected population growth to 2040 above existing levels. However, if recent trends in delivery were to be considered alongside future population growth and an update to delivery of the Council's strategy to date, then the current baseline could be taken to show supply and demand for these tenures effectively in balance. This means that a prevalence rate should be applied to future population growth beyond 2023. The SPRU local prevalence rate should be used for the purpose of this sensitivity test.

7.7 The projected population growth of 75+ between 2023 and 2040 is 8,388 persons. If the SPRU prevalence rate for social specialist housing with care is applied to this population (20 per 1,000), that would suggest a further 168 units above the existing baseline would be needed.

Table 9. Existing supply of and need for specialist older persons accommodation by type and tenure

Type	Tenure	Existing Supply	Total Need 2023	Net need 2023	Total Need 2040	Net Need 2040
Age Exclusive	Social Landlord	74	220	146	338	264
	Ownership	34	80	46	123	89
Sheltered Housing	Social Landlord	1,537	660	-877	1,013	-524
	Ownership	53	333	280	511	458
Enhanced Sheltered Housing	Social Landlord	24	16	-8	24	0
	Ownership	0	40	40	61	61
Extra Care 24/7 support	Social Landlord	672	314	-358	482	-190
	Ownership	0	907	907	1,390	1,390
Total		**2,394**	**2,570**	**176**	**3,942**	**1,548**

Source: EAC/SPRU

b) Potential Supply

7.8 A review of previous planning approvals and pending applications has revealed the following potential schemes which have been granted planning permission. These have been taken into account in the following analysis.

Table 10. Potential schemes for specialist older persons housing

Type	Tenure	Units	Application	Status	Site	Description
Sheltered Housing	Ownership	12	TWC/2024/0642	Approved	Site of The Lion, 3 Whitchurch Road, Wellington, Telford, Shropshire	Retention and restoration of locally listed front facade walls and the demolition of the former public house for the erection of 12no. supported living units (Use Class C2) with associated infrastructure, landscaping and parking
Sheltered Housing	Ownership	20	TWC/2021/0046	Approved	Land North/East of Lodge Road Caravan Site, Donnington Wood Way, Donnington Wood, Telford, Shropshire	Erection of 233 dwellings, 76 unit care home (Use Class C2) including Community Hub (Use Class E(b)), 20 unit supported accommodation, areas of public open space and LEAP, access, drainage and associated works

Type	Tenure	Units	Application	Status	Site	Description
Extra Care 24/7 support	Social Landlord	70	TWC/2021/0796	Approved	Land West of Station Road, Newport, Shropshire	Erection of an extra care facility containing 70no. affordable self-contained apartments (Use Class C2) and associated communal and public facilities with associated access, car parking and landscaping
Extra Care 24/7 support	Ownership	80	TWC/2011/0871	Approved	Land to the East and West of Station Road, Newport, Shropshire	Erection for up to 350 no. dwellings (Use Class C3); extra care housing (Use Class C2); 4.5ha of employment land (Use Classes B1, B2 and B8); public open space and landscaping provision including sports pitch and landscaped park; demolition of existing industrial buildings; highway works and associated infrastructure development (Outline to include Access)
	Total Units	**182**				

7.9 Table 11 below sets out the result unmet need should all these schemes be delivered.

Table 11. Existing and potential supply of specialist older persons accommodation by type and tenure compared to need

Type	Tenure	Existing Supply	Total Need 2023	Pipeline	Net need 2023	Total Need 2040	Net Need 2040
Age Exclusive	Social Landlord	74	220	0	146	338	264
	Ownership	34	80	0	46	123	89
Sheltered Housing	Social Landlord	1,537	660	0	-877	1,013	-524
	Ownership	53	333	32	248	511	426
Enhanced Sheltered Housing	Social Landlord	24	16	0	-8	24	0
	Ownership	0	40	0	40	61	61
Extra Care 24/7 support	Social Landlord	672	314	70	-428	482	-260
	Ownership	0	907	80	827	1,390	1,310
Total		**2,394**	**2,570**	**182**	**-6**	**3,942**	**1,366**

Source: EAC/SPRU

b) Existing and future provision of Older Persons Housing with and without Housing with Care compared to need.

7.10 Table 12 below simplifies the categories in the table above for the purposes of policy formulation. This we consider is an appropriate level of detail to assist policy formation.

Table 12. Summary of future Supply and Need for Older Persons Housing in Telford and Wrekin including the possible pipeline of supply

Type	Tenure	Existing Supply	Total Need 2023	Net need 2023	Total Need 2040	Net Need 2040	Net Need 2040 (including pipeline)
Older Persons Housing without Care	Social Landlord	1,611	880	-731	1,350	-261	-261
	Ownership	87	413	326	634	547	515
Older Persons Housing with Care	Social Landlord	696	330	-366	506	-190	-260
	Ownership	0	947	947	1,452	1,452	1,372

Source: SPRU/EAU

7.11 In summary, the table above concludes that there is an immediate need for older persons housing with and without care in the market tenure, this it seems should be the focus of policy. The need is greatest for Older Persons Market Housing with Care.

7.12 The analysis also suggests that if the pipeline delivers a further 70 older persons social dwellings with care this might result in an increased notional oversupply.

8.0 FUTURE NET NEED RESULTING FROM THE STANDARD METHOD AND EXISTING SUPPLY

a) The Calculation of Future Need using Local Prevalence Rates and the Results of the Standard Method

8.1 The work undertaken by Edge Analytics as part of the wider evidence updates utilises different migration and household formation rates to those of the 2018 SNPP. In general, this results in slightly different numbers of persons in the population who are 75 or older over the plan period from 2023 to 2040. Table 13 below simply inputs the new population projections from the 857 dpa (HH-14r) scenario into the SPRU model (including the local prevalence rate adjustments as described previously).

Table 13. Existing and future need for older persons accommodation in Telford and Wrekin as calculated using the Standard Method Population.

Type	Tenure	Proposed Local Prevalence Rates	2023	2030	2039	2040
Telford and Wrekin Population	**75 +**		**16,030**	**19,142**	**23,326**	**24,014**
Age Exclusive	Social	14	224	268	327	336
	Market	5	82	97	119	122
Sheltered Housing	Social	42	673	804	980	1,009
	Market	21	340	406	495	509
Enhanced Sheltered Housing	Social	1	16	19	23	24
	Market	3	41	49	59	61
Extra Care 24/7 support	Social	20	321	383	467	480
	Market	58	925	1,104	1,345	1,385
Total		**164**	**2,621**	**3,130**	**3,814**	**3,927**

Source: SPRU/Edge Analytics/EAC

b) Conclusion on the level of future need for Specialist Older Persons housing

8.2 Using the local prevalence rates in the SPRU Older Persons Housing Need model and the 2018 SNPP results in a need for all specialist older persons housing at 2023 of 2,570 units. This is total need figure is projected to rise to 3,942 units by 2040 driven by the increase in the population that will be over 75 by that date.

8.3 The use of the dwelling-led population projections derived from the Standard Method local housing need figure of 857 dwellings per annum (857 HH-14r scenario) results in an immediate need of some 2,621 specialist older persons housing units, with this figure rising to 3,927 units by 2040. This is only slightly below the need figure derived from the SNPP 2018 population projections.

c) Existing Supply

8.4 Table 14 below compares the existing supply with the requirement generated by the SPRU Model and the Standard Method over 75 population.

8.5 As with the modelling of need based on the 2018 SNPP projections, this identifies there is no current or projected future need for additional Sheltered and Enhance Sheltered social housing or Extra Care 24/7 Support social housing. As explained in Section 7 above, the results of the SPRU model for these tenures should not be considered to represent an ‘oversupply’. There may be a need for existing stock to be upgraded or replaced over time to ensure it continues to meet residents’ needs. There is no guarantee that housing with support within these tenures (sheltered) will remain optimal to meet the needs of older people (for example as their care needs increase), or that these units will necessarily be allocated to those in most need.

8.6 If no account is taken of the 2023 baseline of stock and recent delivery of this type of supply, then the future net needs for affordable housing with care should be treated as zero for the period up to 2040, even accounting for projected population growth to 2040 above existing levels. However, if recent trends in delivery were to be considered alongside future population growth and an update to delivery of the Council's strategy to date, then the current baseline could be taken to show supply and demand for these tenures effectively in balance. This means that a prevalence rate should be applied to future population growth beyond 2023. The SPRU local prevalence rate should be used for the purpose of this sensitivity test.

8.7 The projected population growth of 75+ between 2023 and 2040 is 8,388 persons. If the SPRU prevalence rate for social specialist housing with care is applied to this population (20 per 1,000), that would suggest a further 168 units above the existing baseline would be needed.

Table 14. Existing supply of and need for specialist older persons accommodation by type and tenure as calculated using the Standard Method Population.

Type	Tenure	Existing Supply	Total Need 2023	Net need 2023	Total Need 2040	Net Need 2040
Age Exclusive	Social Landlord	74	224	150	336	262
	Ownership	34	82	48	122	88
Sheltered Housing	Social Landlord	1,537	673	-864	1,009	-528
	Ownership	53	340	287	509	456
Enhanced Sheltered Housing	Social Landlord	24	16	-8	24	0
	Ownership	0	41	41	61	61
Extra Care 24/7 support	Social Landlord	672	321	-351	480	-192
	Ownership	0	925	925	1,385	1,385
Total		**2,394**	**2,621**	**227**	**3,927**	**1,533**

Source: EAC/Edge Analytics/SPRU

d) Potential Supply

8.8 The review of previous planning approvals and pending applications has been undertaken in the previous section (see Table 10) and Table 15 below sets out the resulting unmet need should all these schemes be delivered.

Table 15. Existing and potential supply of specialist older persons accommodation by type and tenure compared to need as calculated using the Standard Method Population

Type	Tenure	Existing Supply	Total Need 2023	Pipeline	Net need 2023	Total Need 2040	Net Need 2040
Age Exclusive	Social Landlord	74	224	0	150	336	262
	Ownership	34	82	0	48	122	88
Sheltered Housing	Social Landlord	1,537	673	0	-864	1,009	-528
	Ownership	53	340	32	255	509	424
Enhanced Sheltered Housing	Social Landlord	24	16	0	-8	24	0
	Ownership	0	41	0	41	61	61
Extra Care 24/7 support	Social Landlord	672	321	70	-421	480	-262
	Ownership	0	925	80	845	1,385	1,305
Total		**2,394**	**2,621**	**182**	**45**	**3,927**	**1,351**

Source: EAC/Edge Analytics/SPRU

e) Existing and future provision of Older Persons Housing with and without Housing with Care compared to need as calculated using the Standard Method Population

8.9 Table 16 below simplifies the categories in the table above for the purposes of policy formulation. This we consider is an appropriate level of detail to assist policy formation using the Standard Method calculation of future population.

Table 16. Summary of future Supply and Need for Older Persons Housing in Telford and Wrekin including the possible pipeline of supply

Type	Tenure	Existing Supply	Total Need 2023	Net need 2023	Total Need 2040	Net Need 2040	Net Need 2040 (including pipeline)
Older Persons Housing without Care	Social Landlord	1,611	898	-713	1,345	-266	-266
	Ownership	87	421	334	631	544	512
Older Persons Housing with Care	Social Landlord	696	337	-359	504	-192	-262
	Ownership	0	965	965	1,446	1,446	1,366

Source: SPRU/EAU

8.10 In summary, Table 16 above concludes that there is an immediate need for older persons housing with and without care in the market housing tenures, this it seems should be the focus of policy. The need is greatest for Older Persons Market Housing with Care.

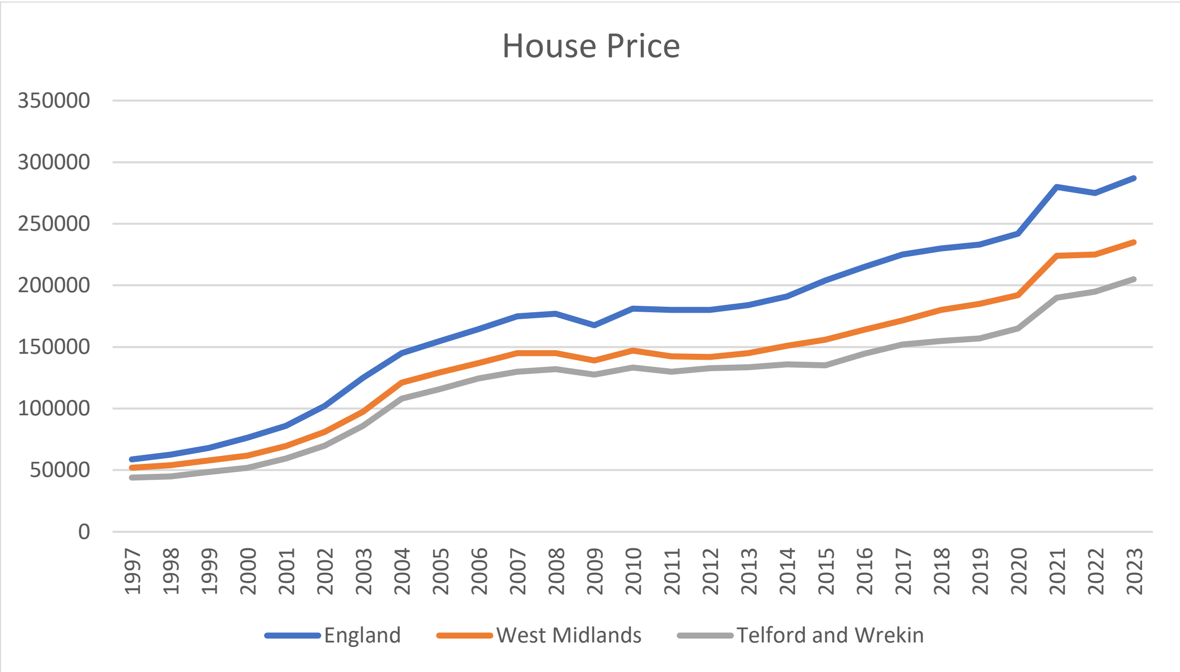
8.11 The analysis also suggests that if the pipeline delivers a further 70 older persons social dwellings with care this might result in an increased oversupply.

9.0 BENEFITS OF SPECIALIST OLDER PERSONS HOUSING IN RELEASING FAMILY HOUSING

9.1 The general benefits of the provision of older persons accommodation have already been set out. This section briefly highlights the state of the housing market in Telford and Wrekin and the importance of the provision and release of family housing.

9.2 The median workplace-based earnings of £32,358 would allow for a mortgage offer of four times that amount. With an additional 5% deposit, this would allow the purchase of a property valued at £135,904, which is only two-thirds of the median property price of £205,000.

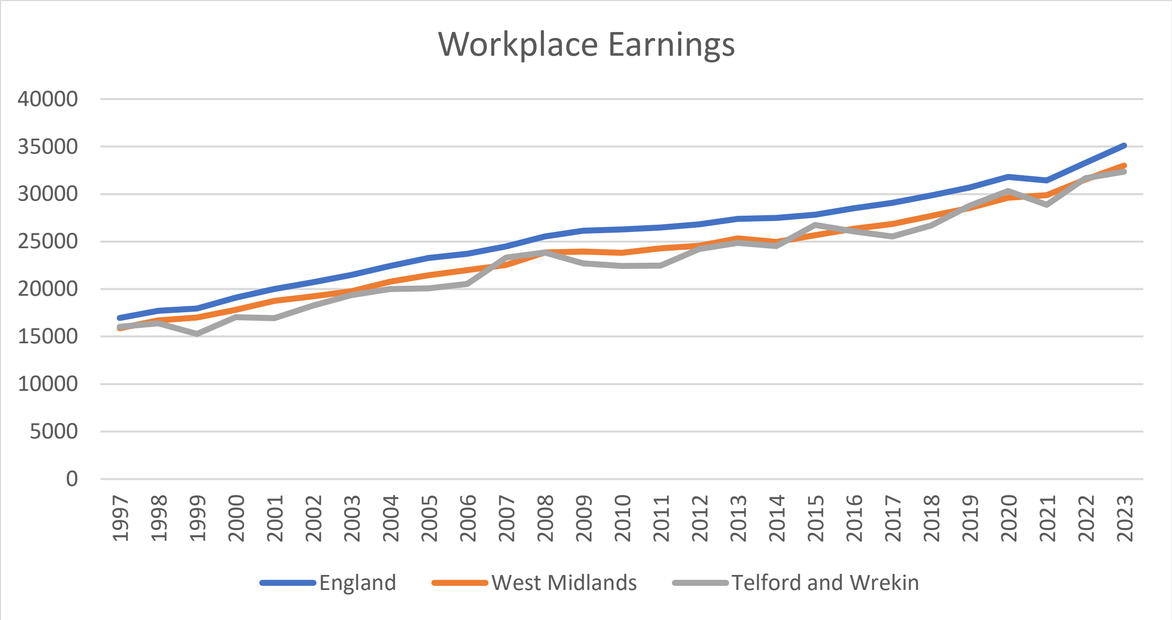
Figure 7. Median House Price



Source: ONS median house price

9.3 The median house price in Telford and Wrekin has increased from £44,000 in 1997 to £205,000 in 2023, representing a 366% rise. This change is lower compared to the national increase of 389% and marginally higher than the West Midlands increase of 352%. Correspondingly, Telford and Wrekin's median affordability ratio has worsened, moving from 2.75 in 1997 to 6.34 in 2023. This 131% increase reflects the growing disparity between income and housing costs, presenting significant challenges for residents.

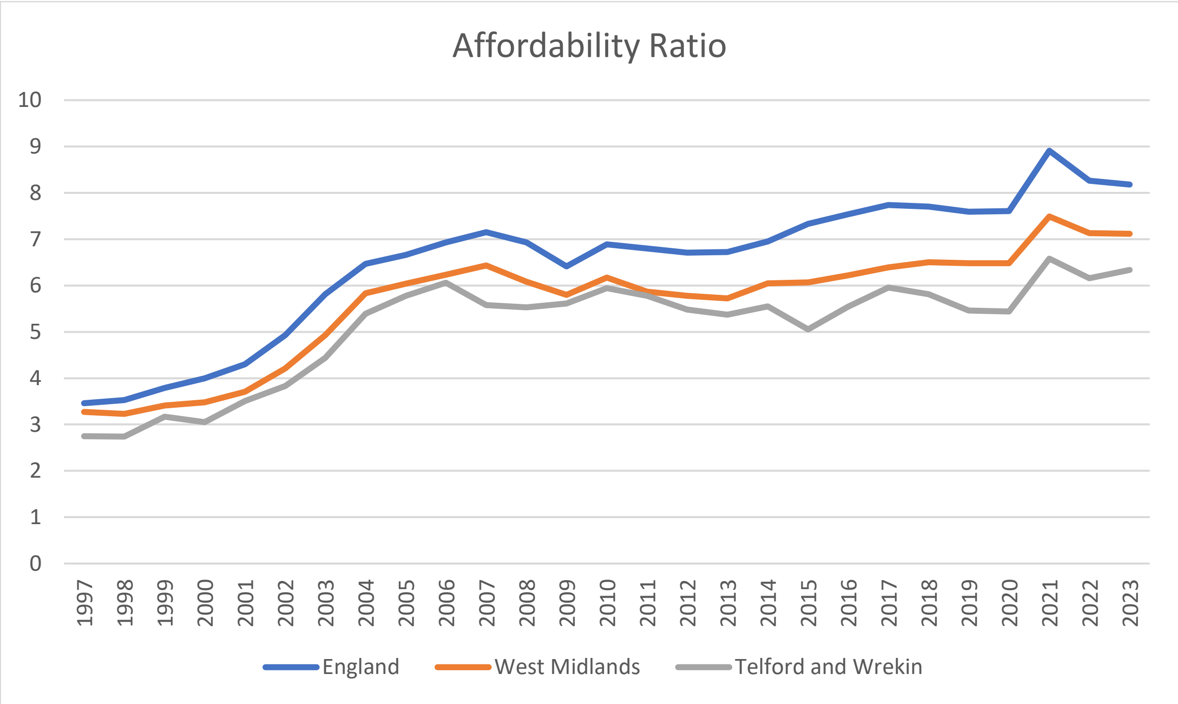
Figure 8. Median Workplace-Based Earnings



Source: ONS median workplace-based earnings

9.4 While the median annual income in Telford and Wrekin increased by 102% from £16,029 in 1997 to £32,358 in 2023, this change is slightly lower than the national growth rate of 107% and the regional increase of 108%. This disparity underscores the mounting difficulties for residents, particularly seniors, in accessing affordable housing.

Figure 9. Median Affordability Ratio

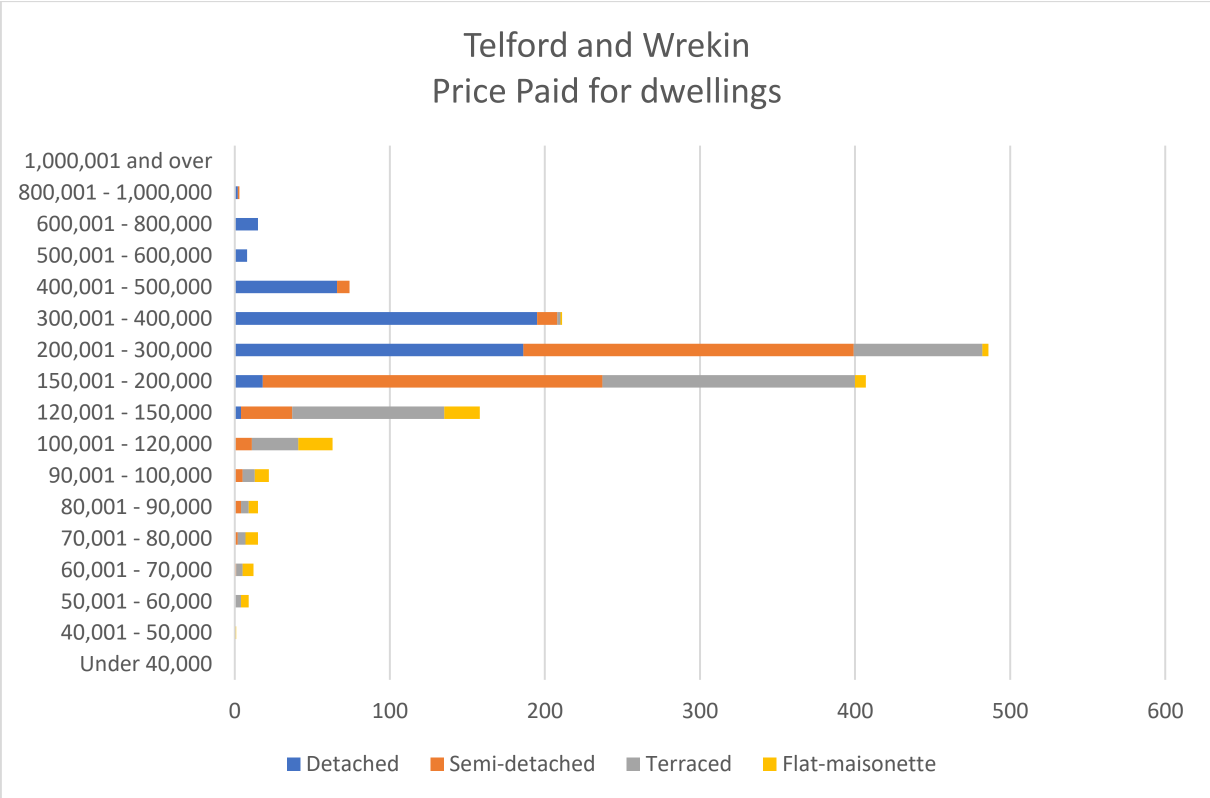


Source: ONS ratio of house price existing to workplace-based earnings

9.5 Telford and Wrekin has an affordability ratio of 6.34, which is lower than England's 8.18 and the West Midlands' 7.12. While this suggests a relatively better current affordability situation in Telford and Wrekin, it is crucial to acknowledge that the demographic landscape is changing. The population of individuals aged 75 and above in Telford and Wrekin is projected to increase by 78.6% (an increase of 11,189 individuals) from 2021 to 2042. This anticipated rise in the older population will likely exacerbate existing housing pressures. Without adequate provisions for older persons' housing, we may see an increase in older individuals occupying family homes, further straining the housing market and complicating affordability for all residents.

9.6 Figure 10 below shows that in 2024 there were only 137 properties sold for £120,000 or below (10.9% of total sales). This illustrates that for those on a median income the opportunity to enter homeownership within the district is extremely limited.

Figure 10. Price paid for dwellings



Source: Land Registry Open Data 2023 complete year

9.7 In Telford and Wrekin 76.7% of residents of market properties who are over 75 occupy dwellings that have 3 or more bedrooms. This compares with a figure of 70.5% for England.

9.8 This means there are 8,171 residents over 75 who occupy dwellings with 3 bedrooms or more in Telford and Wrekin.

9.9 In respect of under occupancy there are some 2,292 households with a Household Representative Person (HRP) over the age of 75 who is under occupying a property in terms of having two additional bedrooms, and a further 193 households who have one additional bedroom.

9.10 In these circumstances the release of some of these under occupied dwellings to provide the opportunity for younger families to occupy family housing should be taken into consideration in future policy formulation.

9.11 This analysis highlights the importance provision of specialist accommodation for older people in the context of the wider housing market. Such accommodation allows the market to work more efficiently, by releasing family housing, and is one element of the response to the Housing Crisis. Provision of specialist accommodation for older people is also one such policy initiative to address the fundamental shortfall in housing provision that has occurred over previous years.

9.12 At the national level, there is a recognition in the Framework (paragraph 63) that the needs of older persons should be considered and reflected in planning policies and that these should encompass the full range of retirement and specialised housing (Annex 2).

9.13 The evidence suggests that older persons moving or “rightsizing” into specialist accommodation is a sideways move in the housing market which releases family housing (3+ bedrooms) into the housing market and that this benefits not just the older households but extends across the housing market including to first time buyers[52].

9.14 In considering the benefits of providing specialist accommodation for older people, research[53] and appeal decisions[54] all highlight the importance of adopting a ‘whole chain’ view of the housing market – recognising that helping the private sector serve older people at the top of the ladder will have a trickle-down effect of unlocking supply, benefiting those at every other step of the ladder.

9.15 Extra Care housing is, according to the research, likely to release the same number of family homes of 3 bedrooms or more as the number of Extra Care units delivered. In respect of more localised impacts, research suggest that some 60% of those who take up these units will have moved less than 10 miles thereby resulting in the release family homes locally[55].

9.16 The wider market benefits of older persons housing in releasing family housing, as identified in national and local evidence, should be given serious consideration in the drafting of future planning policy.

[52] Top of the Ladder (2013) Demos
[53] https://www.dlpconsultants.co.uk/wp-content/uploads/2022/04/DLP-SPRU_Older_Person_Housing_Need_Research.pdf
[54] Sonning Common (APP/Q3115/W/20/3265861), West Malling (Ref: APP/H2265/W/18/3202040) and Lower Shiplake (Ref: APP/Q3115/W/19/3220425)
[55] Knight Frank - Senior Living Survey, Senior Living Research 2019 page 5

10.0 PROPOSED RESPONSE TO THE IDENTIFIED NEED FOR OLDER PERSONS HOUSING

a) Relationship of older persons housing need to overall housing need

10.1 It is important to recognise that the need for specialist housing for older persons is part of and not additional to the overall Standard Method calculation of local housing need. As such allocations and permissions for specialist older persons housing will count towards the final housing requirement set by the plans both in terms of completions and as part of any land supply calculation.

10.2 The increased number of larger dwellings (3 bedrooms and more) released by the provision of enhanced levels of specialist older persons market housing should impact on the percentages set for larger dwellings. In principle, this could be adopted as a policy position but would require justification. To justify seeking a lower percentage of larger properties would require a positive policy commitment to deliver a specified level of specialist older persons market housing (within the overall housing requirements set by the plan). This number may then be used to argue for a lower level of provision of larger homes. Such a policy would require clear evidence that the older persons specialist units will be delivered, ideally including the identification of sites, commitments from operators and site owners and other evidence demonstrating that the sites are deliverable and developable.

10.3 This approach is supported by the PPG[56] which states:

"Local planning authorities will need to count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply. This contribution is based on the amount of accommodation released in the housing market. Further guidance is set out in Housing for Older and Disabled People."

b) Proposed policy response

10.4 In respect of a policy response going forwards, it is recommended that (in accordance with the recommendations of the Taskforce[57]) consideration is given to identifying sites that are suitable to accommodate specialist older persons housing including ensuring that any larger strategic allocations deliver a proportion of specialist older persons housing, where appropriate. The policy response needs to take into consideration the size of site that is required to deliver specialist older persons housing with care and the different viability issues between Specialist Older Persons Housing and General Market Housing as recognised by the Taskforce[58].

10.5 For specialist older persons housing without care there is no minimum size of site, however, to provide specialist older persons housing with care and especially 24 hour care (as is the case with the Extra Care model of provision) there is usually a minimum number of units required to make such care provision viable. The following are indicators of the size and type of older persons housing with care:

1. Smaller Extra Care providers (circa 60 units) would require sites of 0.4 to 1.4 hectares for new build in urban and suburban locations; and
2. Integrated Retirement Communities (minimum 120 units) would require sites of 2.5 hectares.

10.6 It should be recognised that in many circumstances specialist older persons housing schemes (especially those that provide care) are often unable to compete against market

56 PPG Paragraph: 035 Reference ID: 68-035-20190722
57 MHLGC/DHSC "Our Future Homes: Housing that promotes wellbeing and community for an ageing population page 100
58 Ibid

housing as they are significantly different business models. As such, where there are policy requirements for the provision of older persons accommodation on strategic sites these will often be delivered by the social sector as these meet both the policy requirement for older persons accommodation and also the policy requirement for affordable housing provision. In this respect such policies requiring such provision on larger sites might be successful in increasing the supply of social housing with care.

10.7 Upon reviewing the Local Plan, should it be found that strategic sites and allocations are failing to deliver the scale of older persons housing required then an "exceptions policy" should be considered for inclusion into the plan. This is one way of achieving the "presumption in favour" recommended by the Taskforce.[59]

10.8 Examples of an 'exceptions policy' and general older persons housing policy, based on those in the recently adopted South Oxfordshire Local Plan, are set out below.

10.9 The wording for an exceptions policy could be similar to the following:

Residential development on sites not allocated for residential development in the Development Plan will be permitted where:

i) it is for affordable housing on a rural exception site or entry level housing scheme; or

ii) it is for specialist housing for older people in locations with good access to public transport and local facilities…

10.10 A policy identifying which allocations are expected to deliver specialised housing for older people could be similar to the following:

1. Encouragement will be given to developments which include the delivery of specialist housing for older people in locations with good access to public transport and local facilities.

2. Local communities will be encouraged to identify suitable sites for specialist housing for older people through the Neighbourhood Planning process.

3. Provision should be made for specialist housing for older people within the strategic housing developments allocated in this plan.

10.11 The difference between the development model for specialist housing with care and the development model for general market housing is recognised by the PPG (Paragraph: 007 Reference ID: 10-007-20190509) and as such it is appropriate that the Council should consider the degree to which they would wish such developments to deliver affordable housing and, if they do, this should be appropriately tested in terms of viability taking into account the very different development model for extra care compared to housing or older persons housing without care. The Council may decide that all units (whether they are classified as C3 or C2) should make a contribution towards affordable housing needs.

10.12 There are clear benefits to the wider housing market of providing existing residents with the opportunity to "right size" and as such the policy response to the provision of such specialist housing can be different to that of general housing. At the very least it will be important to test the viability of affordable housing policies against all the different types of older persons provision if they are to be subject to such a policy. As such, the viability testing should include care homes, specialist older persons housing (with and without care) and include the

[59] MHCLG/DHSC Report of the Older People's Housing Taskforce, Our Future Homes: Housing that promotes wellbeing and community for an ageing population Nov 2024 Page 100 Chapter 6 recommendation 1

integrated retirement community model.

11.0 CONCLUSION

11.1 The report supports the overall assessment of housing needs and it is important to recognise that this assessment is part of the overall need. As such, the need for new older persons dwellings identified in this report is not an additional need to that calculated as being required to meet either the 2018 SNPP or the Standard Method calculation but represents one element of that need.

11.2 The level of older persons housing need has been calculated using SPRU's national prevalence rates to which a local adjustment has been applied. This is based upon recent research[60] and builds upon the original model proposed in that publication. This approach is supported by projections based on rates of delivery of specific types and tenures of specialist housing for the period 2011 to 2021, as well as by reference to survey results and international comparisons.

11.3 Using the local prevalence rates and the 2018 SNPP the SPRU Older Persons Housing Need Model projects a present total need of 2,570 dwellings. This total need increases to **3,942 dwellings by 2040**. If existing and pipeline supply is taken into account, the largest proportion of unmet need is in Older Persons Market Housing with Care, where **1,372 additional dwellings are likely to be required by 2040**.

11.4 The impact of the using the population as generated by the Standard Method and the local prevalence rates as inputs to the SPRU Older Persons Housing Need Model is a present net need of 2,621 Specialist Older Persons Housing dwellings. This total need increases to **3,927 dwellings by 2040.** If existing and pipeline supply is taken into account, the largest proportion of unmet need is in Older Persons Market Housing with Care, where **1,366 additional dwellings are likely to be required by 2040**.

11.5 Under both scenarios (2018 SNPP and Standard Method LHN) the SPRU model identifies there is no current or projected future need for additional social specialist housing with care. However, the results of the SPRU model for these tenures should not be considered to represent an 'oversupply'. There may be a need for existing stock to be upgraded or replaced over time to ensure it continues to meet residents' needs. There is no guarantee that housing with support within these tenures (sheltered) will remain optimal to meet the needs of older people (for example as their care needs increase), or that these units will necessarily be allocated to those in most need.

11.6 If no account is taken of the 2023 baseline of stock and recent delivery of this type of supply, then the future net needs for affordable housing with care should be treated as zero for the period up to 2040, even accounting for projected population growth to 2040 above existing levels. However, if recent trends in delivery were to be considered alongside future population growth and an update to delivery of the Council's strategy to date, then the current baseline could be taken to show supply and demand for these tenures effectively in balance. This means that a prevalence rate should be applied to future population growth beyond 2023. The SPRU local prevalence rate should be used for the purpose of this sensitivity test.

11.7 The projected population growth of 75+ between 2023 and 2040 is 8,388 persons. If the SPRU prevalence rate for social specialist housing with care is applied to this population (20 per 1,000), that would suggest a further 168 units above the existing baseline would be needed.

11.8 At 164 units per 1,000 the overall the local prevalence rates for all specialist older persons

[60] https://www.dlpconsultants.co.uk/wp-content/uploads/2022/04/DLP-SPRU_Older_Person_Housing_Need_Research.pdf

dwellings falls within the range **that is being proposed by Professor Mayhew**[61] in his review of the sector which has been calculated as between 148 (minimum) and 191 (target) per 1000 of the population aged 75+ years.

11.9 It is noted that these national levels of future provision are now being recommended to the government by the Older Persons Housing Task Force.

11.10 It is accepted that against these comparisons the results from the SPRU Model might still be somewhat cautious however in the context of the SPRU research such levels of provision are clearly not only achievable but also required.

11.11 In light of the evidence in this report the following can be concluded in terms of future needs for older persons housing:

1. The need to address the provision of specialist housing for older persons remains “critical”.
2. There remains a specific and immediate need for all forms of market provision and social age exclusive housing even taking account of the potential pipeline of supply.
3. The release of family housing resulting from the provision of specialist older persons housing should be given significant weight[62].
4. The health and well-being benefits of delivering specialist older persons housing should be given significant weight[63].

11.12 The extant local plan and the evidence base currently published for the emerging local plan, including the Specialist and Supported Accommodation Strategy (2020-2025), are considered to be out of date as they do not reflect up-to-date demographic projections. The assessment of need as set out in this report should therefore be preferred as it is more up to date being based upon recent data these being:

1. The new Standard Method Housing requirement (and the 2018 SNPP in respect of future population projections);
2. 2021 Census (in respect of tenure, health and dwelling size);
3. 2023 Median House Prices; and
4. A new model based upon modelling forward actual decisions made by real households about how they are choosing to meet their housing needs in older age.

11.13 In respect of a policy response going forwards, it is recommended that (in accordance with the recommendations of the Taskforce[64]) consideration is given to identifying sites that are suitable to accommodate specialist older persons housing including ensuring that any larger strategic allocations deliver a proportion of specialist older persons housing, where appropriate.

[61] 2022 ARCO Conference Mayhew Presentation
[62] Appeal Ref: APP/Q3115/W/20/3265861 Little Sparrows, Sonning Common, paragraph 111
[63] Ibid paragraph 112
[64] MHLGC/DHSC “Our Future Homes: Housing that promotes wellbeing and community for an ageing population page 100

APPENDIX 1: EXISTING OLDER PERSONS HOUSING SCHEMES

Source: Elderly Accommodation Counsel (EAC) 2023 Quarter 4

Scheme Name	Address	Properties	Age exclusive	Sheltered	Enhanced sheltered	Extra Care Housing	Tenure
Ashley Court	Chapel Street, Dawley, Telford, Shropshire, TF4 3DA	31		✓			Rent (social landlord)
Chillcott Gardens	Chillcott Drive, off Bridgnorth Road, Madeley, Telford, Shropshire, TF7 4LU	62				✓	Rent (social landlord)
Hanover Court	High Street, Madeley, Telford, Shropshire, TF7 5HT	37		✓			Rent (social landlord)
Harding Close & Barclay Court	Off Wellington Road, Donnington, Telford, Shropshire, TF2 8AS	22		✓			Rent (social landlord)
Sandino Court	Sandino Road, Stirchley, Telford, Shropshire, TF3 1FF	50		✓			Rent (social landlord)
Bournville House	Furnace Avenue, Lightmoor Village, Telford, Shropshire, TF4 3BY	59				✓	Rent (social landlord)
Barclay Gardens	Donnington Care Village, Wellington Road, Telford, TF2 8AB	24			✓		Rent (social landlord)
Elkington Close	Ford Road, Newport, Shropshire, TF10 7TZ	31		✓			Rent (social landlord)
Valentino Row	Waterloo Street, Ironbridge, Telford, Shropshire, TF8 7AB	12	✓				Rent (social landlord)
Bradford Terrace	High Ercall, Telford, Shropshire, TF6 6AD	7	✓				licence
Heywood Lonsdale Court	Glebe Street, Wellington, Shropshire, TF1 1SL	32		✓			Rent (social landlord)
Sandstone Court	Dawley Road, Telford, Shropshire, TF1 2FH	70				✓	Rent (social landlord)
Ashfields	Oakengates, Telford, Shropshire, TF2 6DT	27	✓				leasehold
Butter Cross Court	Stafford Street, Newport, Staffordshire, TF10 7UD	53		✓			leasehold
Forthcoming development	Grange Avenue, Stirchley, Telford, Shropshire, TF3 1ET	72				✓	Rent (social landlord)

Scheme Name	Address	Properties	Age exclusive	Sheltered	Enhanced sheltered	Extra Care Housing	Tenure
Preston Trust Homes	74a Forton Road, Newport, Shropshire, TF10 8BT	14		✓			Rent (social landlord)
Brook House	Chetwynd End, Newport, Shropshire, TF10 7JD	16	✓				Rent (social landlord)
Burton Close	Dawley, Telford, Shropshire, TF4 2BX	16	✓				Rent (social landlord)
Hartshorne Court	Burton Street, Dawley, Telford, Shropshire, TF4 2BY	31		✓			Rent (social landlord)
Stafford Road	Oakengates, Telford, Shropshire, TF2 6JH	6	✓				Rent (social landlord)
Lawley Bank Court	Martingale Way, Lawley Bank, Telford, Shropshire, TF4 2PP	60				✓	Rent (social landlord)
Rose Manor	Ketley Park Road, Ketley, Telford, Shropshire, TF1 5FH	86				✓	Rent (social landlord)
Oakwood	Holyhead Road, Wellington, Telford, Shropshire, TF1 2HA	63				✓	Rent (social landlord)
Bradley Moor	Haygate Road, Wellington, Shropshire, TF1 2DB	6	✓				Rent (social landlord)
Old Ben Homes	The Old Hall, Church Road, Lilleshall, Telford, Shropshire, TF10 9JA	37		✓			Rent (social landlord)
Adams Close	Newport, Telford, Shropshire, TF10 7QL	26		✓			Rent (social landlord)
Apley Court	Severn Drive, Wellington, Telford, Shropshire, TF1 3LL	51		✓			Rent (social landlord)
Beaconsfield Bungalows	Beaconsfield, Brookside, Telford, Shropshire, TF3 1NH	18	✓				Rent (social landlord)
Bridle Court	Madeley, Telford, Shropshire, TF7 5SG	31		✓			Rent (social landlord)
Chockleys Drive	51 Chockeys Drive, Leegomery, Telford, Shropshire, TF1 6TR	63		✓			Rent (social landlord)
Churchway, Clanbrook, Catstree	Churchway, Stirchley, Telford, Shropshire, TF3 1XN	81		✓			Rent (social landlord)
Cornmell Lea	Newport, Shropshire, TF10 7NJ	26		✓			Rent (social landlord)

Scheme Name	Address	Properties	Age exclusive	Sheltered	Enhanced sheltered	Extra Care Housing	Tenure
Forthcoming development	Donnington Wood Way, Donnington, Telford, Shropshire, TF2 7LY	96		✓		✓	Rent (social landlord)
Forthcoming development	Station Road, Newport, Shropshire, TF10 7EN	70				✓	Rent (social landlord)
Frizes Leasowe	Oakengates, Telford, Shropshire, TF2 0EY	46		✓			Rent (social landlord)
George Chetwood Court	Dawley, Telford, Shropshire, TF4 2QS	28		✓			Rent (social landlord)
Hall Barn Close	Upper Road, Madeley, Telford, Shropshire, TF7 5SG	35		✓			Rent (social landlord)
Hallcroft Close	Newport, Telford, Shropshire, TF10 7PG	21		✓			Rent (social landlord)
Haybridge Hall	Hadley, Telford, Shropshire, TF1 6JG	24		✓			Rent (social landlord)
Hazel Way	Oakengates, Telford, Shropshire, TF2 9HH	43		✓			Rent (social landlord)
Hesba Close	Wellington, Telford, Shropshire, TF1 2BD	29		✓			Rent (social landlord)
High Mount	Donnington, Telford, Shropshire, TF2 7NL	27		✓			Rent (social landlord)
Highfield House	Hadley, Telford, Shropshire, TF1 5NX	34		✓			Rent (social landlord)
Hornbeam Close	Wellington, Telford, Shropshire, TF1 2PH	25		✓			Rent (social landlord)
Langley Fold Sheltered Housing	Langley Fold, Dawley, Telford, Shropshire, TF4 3PT	39		✓			Rent (social landlord)
Lawndale	Wellington Road, Donnington, Telford, Shropshire, TF2 8AD	57		✓			Rent (social landlord)
Lawton Farm	Hadley Hollow, Hadley, Telford, Shropshire, TF1 5NX	38		✓			Rent (social landlord)
Lowe Court	Wellington, Telford, Shropshire, TF1 1LZ	50		✓			Rent (social landlord)
Margaret Court Sheltered Housing	Margaret Court, Sandbrook, Ketley,	32		✓			Rent (social landlord)

Scheme Name	Address	Properties	Age exclusive	Sheltered	Enhanced sheltered	Extra Care Housing	Tenure
	Oakengates, Telford, Shropshire, TF1 5DA						
Meadcroft	Madeley, Telford, Shropshire, TF7 5EX	21		✓			Rent (social landlord)
Morton Court	Dawley, Telford, Shropshire, TF4 2NP	48		✓			Rent (social landlord)
Newfield Court	Oakengates, Telford, Shropshire, TF2 6RY	30		✓			Rent (social landlord)
Oliver Court	Ladycroft, Wellington, Teford, Shropshire, TF1 3BU	29		✓			Rent (social landlord)
Parkwood	Park Lane, Woodside, Telford, Shropshire, TF7 5GA	54				✓	Rent (social landlord)
Ridgway	High Ercall, Wellington, Telford, Shropshire, TF6 6BY	55		✓			Rent (social landlord)
Severn Walk	Sutton Hill, Telford, Shropshire, TF7 4AS	43		✓			Rent (social landlord)
Stallard Court	Hartsbridge Road, Oakengates, Telford, Shropshire, TF2 6DR	22		✓			Rent (social landlord)
The Ley	off Finger Road, Dawley, Telford, Shropshire, TF4 3LA	30		✓			Rent (social landlord)
Turnpike Court	Oakengates, Telford, Shropshire, TF2 9AN	45		✓			Rent (social landlord)
Vicarage Grove	Dawley, Telford, Shropshire, TF4 3AG	27		✓			Rent (social landlord)
Walton Court	Village Way, Oakengates, Telford, Shropshire, TF2 6TL	53		✓			Rent (social landlord)
Westbourne	Woodside, Telford, Shropshire, TF7 5QW	23		✓			Rent (social landlord)

BEDFORD

Planning / SDD / SPRU
bedford@dlpconsultants.co.uk

BRISTOL

Planning / SDD / SPRU
bristol@dlpconsultants.co.uk

EAST MIDLANDS

Planning/ SDD
nottingham@dlpconsultants.co.uk

LEEDS

Planning
leeds@dlpconsultants.co.uk

LONDON

Planning
london@dlpconsultants.co.uk

MILTON KEYNES

Planning
miltonkeynes@dlpconsultants.co.uk

RUGBY

Planning
rugby.enquiries@dlpconsultants.co.uk

SHEFFIELD

Planning/ SDD / SPRU
sheffield@dlpconsultants.co.uk

RTPI
Chartered Town Planner

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