

Note for Inspector – 17th November 2014

Housing for Older People

It is recognised that the range of housing for older people varies significantly from self contained retirement complexes with warden support through to various levels of supported care accommodation, including bedrooms within nursing homes. Research by the Joseph Rowntree Foundation (1) on supported housing for older people in the UK highlights a number of key findings relating to the data nationally, including:

- A lack of comprehensive data on specialist housing, support and care (models, services, needs, provision), and
- A lack of holistic data on resident profiles (across age, health, support / care needs, ethnic origin and sexual identity).

(1) Joseph Rowntree Foundation / Jenny Pannell and Imogen Blood 'Supported Housing For Older People In The UK: An Evidence Review' December 2012

Housing for older people is extremely varied, increasingly complex and a rapidly evolving sector. Debates and methodologies for understanding the impact of the ageing population have moved on significantly from the issues underpinning the development and outcomes of the Regional Spatial Strategy (RSS).

Housing Monitoring

In terms of housing monitoring, the Council has traditionally (pre-2014) applied a 'self-containment' test to ascertain whether developments could be counted towards housing supply. Only those units which were fully self-contained were counted as a unit of accommodation. Where a unit only included very limited kitchen facilities (with the majority of meals taking place in a central dining area), then these units were not generally counted. This self containment definition was in line with the Definitions of General Housing Terms published by the Department for Communities and Local Government (2). However, under the NPPG (Paragraph: 037 Reference ID: 3-037-20140306), it is noted that: 'Older people have a wide range of different housing needs, ranging from suitable and appropriately located market housing through to residential institutions (Use Class C2). Local planning authorities should count housing provided for older people, including residential institutions in Use Class C2, against their housing requirement. The approach taken, which may include site allocations, should be clearly set out in the Local Plan'.

In light of the NPPG and for the purposes of housing monitoring the Council has amended its data collection classifications for older peoples housing to include the following:

- Fully self contained units (with full kitchen facilities) to be treated as a dwelling;
- Self contained units with more limited kitchen facilities (but including a hob and microwave) to be treated as a dwelling, and
- An assumption is made that two thirds of care bedrooms (0.67 multiplier) would release a dwelling onto the market. This is based upon the assumption that in some cases a partner or relative will remain living in the original dwelling.

RSS Review and Core Strategy Data

Policy CS1 of the Core Strategy was prepared within the context of the RSS review. The Council has revisited the RSS evidence base and concluded that it cannot find any specific reference to whether the RSS target figures included or excluded care home accommodation.

However, the RSS discussions were informed by CLG's published household projections. The methodology document for the 2006-based projections mentions that the household projections are based on the projected household population rather than the total population, with the institutional population (including nursing homes) making up the difference. In the projection work, the assumption is made that the institutional population stays constant for the under 75s, but for the 75's and over, the proportion of this age group who live in nursing homes remains constant, and so numbers in nursing homes change in line with the change in the overall population in this age group. These numbers are deducted from the total population before household numbers are calculated. Thus in summary, the household growth is discounted to take into consideration change in the nursing home populations for the over 75s and over.

Looking at the 2008-based projections, for Shropshire the numbers of over 75's in care homes in 2011 was projected at 2,774. Between 2011 and 2016 they were projected to grow by 360; 2016-2021 by 517 and 2021-2026 by 750. The 2026 figure was 4402. The 15 year growth of 1627 is fairly close to the figures detailed in tables 3.19 and 3.20 of the SHMA update (March 2014).

Implications

The Council is continuing to use the approach to housing monitoring as detailed above and it is noted that further work is required on classifying and defining the types of care and built forms associated with housing for older people. This will be particularly relevant on further work on objectively assessed housing need.

It is noted that there is a considerable range of housing for older people from owner occupied retirement housing, sheltered housing, retirement villages and Almshouses, through to housing with care including extra-care, assisted living, very sheltered, close care or continuing care. The Council is proposing to revisit the housing supply data, to at this stage:

1. Continue to include self contained units in its calculations, as these are assumed as appealing to a younger retirement housing client (aged 55 to 74 for example) and broadly in line with historic housing monitoring.
2. Recognise that there is a wide variety of care home models, with various levels of 'self-containment' and care.
3. Remove from the housing supply bedrooms in nursing homes, which are primarily for over 75's or increasingly over 85's, as this aspect of supply is reflected in the discounted household growth figures of the RSS / Core Strategy.

Site Delivery Framework

The attached sites spreadsheet, provides an update to Appendix B submitted by the Council under Matter 2. Some of the content was discussed at the hearing session on the 5 year housing supply. Points of note:

1. The sites and lines colour coded in green are additional to the previous submitted Appendix B. Some of this material has been added following the completion of further work cross-referencing sites with full planning permissions and resolved to grant sites. The reporting date remains the same as of 31st March 2014.
2. Sites highlighted in red fill have been identified through the same process as double counts and therefore the numbers have been removed from the site forecast lists. A notable example is Bowbrook.
3. The spreadsheet includes updated commentary on various sites, which is highlighted in red text. Most of this information reinforces the position with regard to site delivery.
4. The spreadsheet also includes a new column on the left which picks up on the various sites discussed at the hearing session on 5 year land supply and clarifies the position on individual sites where required.
5. Additional information on affordable housing projects is also included in the overall site master. The Council has also included information on HCA accepted bids for Shropshire, with this paper.
6. Care homes / retirement housing - changes have then been made to the site spreadsheet to remove bedroom only, or non self-contained unit developments from the overall forecast lists. Again commentary has been provided in the new column on the left.

5 Year Housing Land Supply Calculation

Due to changes made with regard to the treating the nursing home / care home data, information on the completions / remaining planning permission lists has been edited to exclude developments which are bedroom only or non-self contained units.

As part of the constant review of the data it is also noted that the original submission data-set which indicated 4956 dwellings with planning permission remaining, was a gross rather than a net figure (although it did include a 10% discount for non implementation of planning permissions and site specific reductions totalling 187 dwellings). The new figure for outstanding planning permissions is now 4565 dwellings.

As some now excluded care home data was also included in the completions number this has also been revised and now stands at 1014 (1057 gross minus 62 losses = 995 plus 19 from non visited sites). The revised calculation of five year requirement is detailed below.

Calculation of the Five Year Requirement for Shropshire

		Net Dwellings
A	Housing Requirement 2014-2019	6950
B	Plus 20% Buffer	1390
C	Delivery Shortfall 2006-2014	1840
D	Requirement including shortfall	10180

A summary of the revised 5 Year Housing Land Supply position is detailed below. This still demonstrates a 5 year housing land supply with the current trajectory approach and a 5 year

housing land supply if using the annualised approach (the difference between the two approaches is 790 units).

FINAL - 5 YEAR TABLES

		August 2014	October 2014	November 2014
A	Dwellings on sites with Planning Permission	5286	4956	4565
B	Selected Resolution to Grant	1227	1264	1263
C	Residential Care Homes	205		
D	SUE	509		
E	SHLAA Sites	724		
F	SAMDev	2590		
G	Affordable Housing	179		
H	Windfall Sites	598	598	598
	Delivery Framework C+D+E+F+G	(4207)	4275	4582
		11318	11093	11008

		August 2014	October 2014	November 2014
A	Total Deliverable Land Supply	11318	11093	11008
B	Five Year Housing Requirement	10339	10127	10180
C	Surplus / Deficit	+979	+966	+828
D	Number of Years Supply	5.47 years	5.48 years	5.41 years

Calculation note for November 2014 – 2036 per annum x 5 years / Total deliverable land divided by 2036

SAMDev Plan Sites

The Council has been very cautious with the inclusion of only a selected number of SAMDev Plan sites within the 5 year housing land supply. Following a further review of the sites it is estimated that a further 245 dwellings could be included within the 5 year land supply. These sites are highlighted in yellow with red (detailing the numbers) on the 'Non 5 Year Selected' excel spreadsheet which forms part of the Final Sites Spreadsheet (updated Appendix B to Council's Matter 2 Issue 1 Response).