

**South Staffordshire Council
Local Plan Review**

Preferred Options

**Specialist Housing:
Local Need & Site Allocations
Topic Paper**

September 2021

1. National Policy & Guidance

1.1. Paragraph 61 of the NPPF sets out a requirement for local planning authorities to assess the size, type and tenure of housing need for different groups of the community, **including older people and people with disabilities**. This should then be reflected in planning policies.

1.2. Further detail on this requirement is provided in the PPG:

*Plan-making authorities should set clear policies to address the housing needs of groups with particular needs such as **older and disabled people**. These policies can set out how the plan-making authority will consider proposals for the different types of housing that these groups are likely to require. They could also provide indicative figures or a range for the number of units of specialist housing for older people needed across the plan area throughout the plan period. (63-006-20190626)*

*Plans need to provide for specialist housing for older people where a need exists. Innovative and diverse housing models will need to be considered where appropriate...Plan-makers will need to consider **the size, location and quality of dwellings needed** in the future for older people in order to allow them to live independently and safely in their own home for as long as possible, or to move to more suitable accommodation if they so wish. (63-012-20190626)*

*It is up to the plan-making body to decide whether to allocate sites for specialist housing for older people. Allocating sites can provide greater certainty for developers and encourage the provision of sites in suitable locations. This may be appropriate where there is an identified unmet need for specialist housing. **The location of housing is a key consideration for older people who may be considering whether to move (including moving to more suitable forms of accommodation)**. Factors to consider include the proximity of sites to good public transport, local amenities, health services and town centres. (63-013-20190626)*

1.3. The South Staffordshire Housing Market Assessment 2021 highlights a predicted significant increase in older people in the district over the plan period with the number of people aged 75+ set to increase by 58.8% (p.65), whilst those aged 65+ are set to increase by 40.7% over the plan period from 27,238 in 2018, to 38,333 in 2038 (p.81). Cohorts of the population expected to be living with a range of health issues are also expected to increase e.g. the number of people aged 18-64 with impaired mobility will go up by 70.2% (p.90). The need for specialist accommodation is set out in Table 7.2 (p. 84), indicating 568 additional units will be required up to 2038, as a mixture of sheltered/retirement and extra care/supported living homes (both market and affordable). In line with the PPG, the Council has therefore considered whether allocation of specific sites for specialist housing can be made, in order to provide greater certainty of some supply over the plan period to contribute to meeting this substantial need.

- 1.4. One of the key focuses of the PPG in this regard is the sustainability of locations for such schemes. Access to essential shops and services, either on foot or via public transport will contribute positively to a resident's ability to maintain their independence and good physical and mental health. Ensuring schemes are in a desirable location in this sense will also assist in encouraging older people to downsize and/or move into more suitable accommodation to meet their needs where necessary.
- 1.5. The Rural Services and Facilities Audit (2019) identifies three Tier 1 settlements with relatively the greatest access to services, all containing food stores, a wider range of facilities than other settlements, and a train station to access further services outside the settlement. Five Tier 2 settlements are also identified, all containing a range of facilities, as well as a degree of access to services outside the village via public transport. On this basis, it is considered that site allocations for specialist housing should be focused in the Tier 1 and Tier 2 settlements as a starting point, to ensure sustainability of schemes and a good quality of life for occupants. The data analysis that follows is therefore concentrated on these 8 settlements in Tiers 1 and 2 of the settlement hierarchy.

2. Demographics

- 2.1 There is an ageing population across the district with the number of households headed by someone over 65 expected to increase by 42.6% up to 2038 (South Staffordshire Housing Market Assessment 2021, p. 81). The detailed demographics of each of the Tier 1 and 2 settlements are shown below in Figures 1 and 2. Age ranges from age 50 are considered in order to plan not only for the existing population of older people, but those that will be reaching retirement age at some point during the plan period.
- 2.2 Figures are based on lower super output area (LSOA) data from the ONS Mid-2016 Population Estimates. The LSOAs covering each of the 8 Tier 1 and 2 settlements are set out in Appendix 1, and have been grouped together to provide overall figures for each settlement.

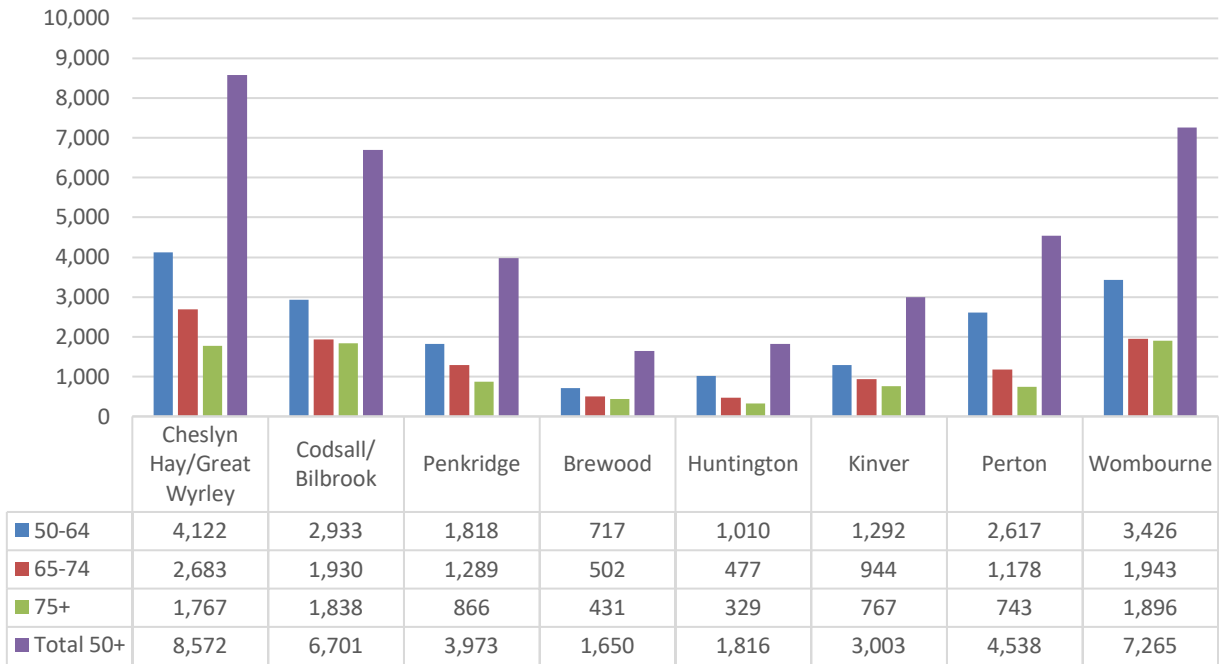


Figure 1: Older Population Profile in numbers (ONS Mid-2016 Population Estimates)

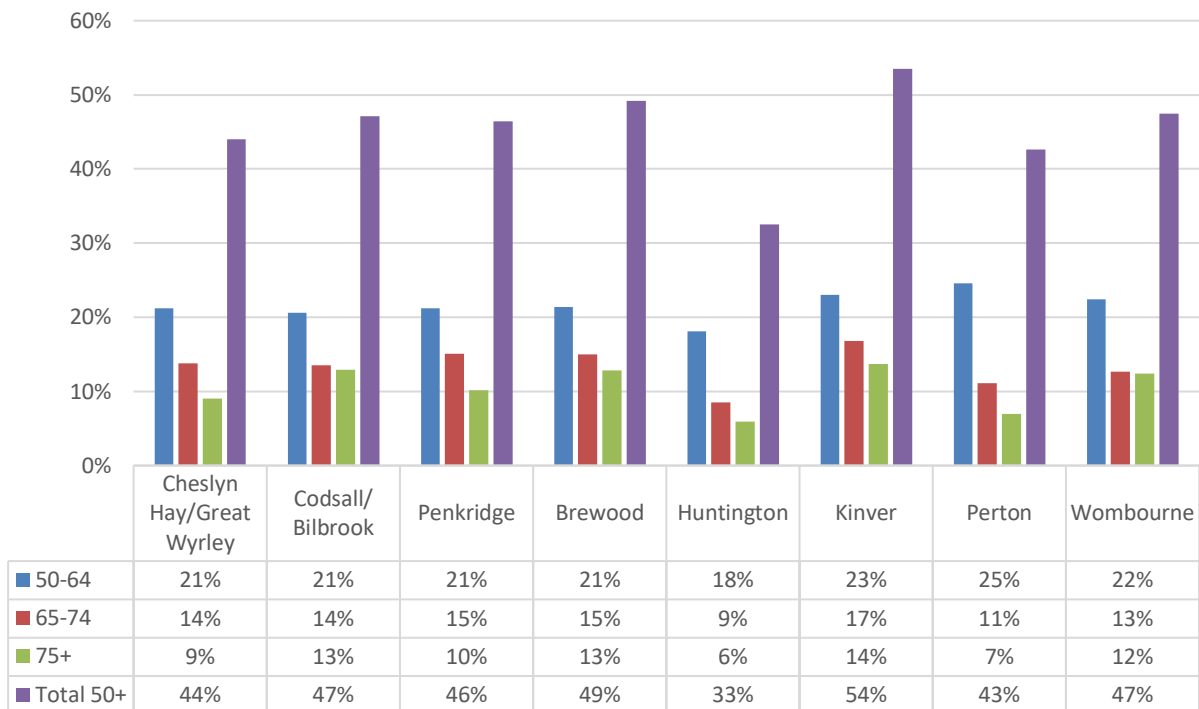


Figure 2: Older Population Profile as proportion of total population (ONS Mid-2016 Population Estimates)

2.3 Cheslyn Hay/Great Wyrley has the largest number of people in each age bracket (with the exception of 75+), with over 8,500 people aged 50+ in total. This is followed by Wombourne and Codsall/Bilbrook with approximately 7,200 and 6,700 people of this age respectively. Wombourne and Codsall/Bilbrook also have the highest number of people in the oldest age bracket (75+), with between 1,800 and 1,900 people each.

2.4 It is also useful to consider what proportion of the total population of the settlements would be classed as older people, to understand the balance of age groups at a local level. Whilst Kinver and Brewood have relatively smaller populations than other settlements, they have a high proportion of people aged 50+ (54% and 49% respectively). Along with Codsall/Bilbrook, the ageing population is particularly acute in terms of 75+ year olds, with this age group making up 13-14% of total residents in these villages, compared to only 6-7% in Huntington and Perton. These villages can be considered the least ageing of the all the Tier 1 and 2 settlements, with the lowest proportion of people in most (although not all) of the age brackets illustrated above.

2.5 The LSOA figures can also be used to identify those areas that fall within the top quintile nationally for each age bracket (i.e. those LSOAs ranked in the top 20% for highest number of people aged 50-64, 65-74 or 75+). This is useful to understand which areas of the district have particularly high levels of older people from a national perspective. The findings are set out in Figure 3, with the LSOAs that fall into the top quintile marked with an X.

Settlement	LSOA	Top quintile nationally for no. of people in age group		
		50-64	65-74	75+
Cheslyn Hay/Great Wyrley	E01029620			
	E01029621			
	E01029622			
	E01029623			
	E01029624	X		
	E01029625		X	
	E01029638	X	X	X
	E01029639			
	E01029640			
	E01029641	X	X	
	E01029642			X
	E01029643			X
	E01029644		X	
Codsall/Bilbrook	E01029613		X	
	E01029614			
	E01029615			
	E01029617	X	X	X
	E01029626		X	
	E01029627			X
	E01029628			
	E01029629			
	E01029630		X	X
	E01029631			
Penkridge	E01029655	X	X	X
	E01029657	X		
	E01029658			

	E01029659		X	
	E01029660	X	X	X
Brewood	E01029617	X	X	X
	E01029618		X	X
Huntington	E01029646			
	E01029647	X		
	E01029648			
Kinver	E01029649		X	X
	E01029650	X	X	X
	E01029651		X	X
	E01029653			
Perton	E01029661	X	X	
	E01029662	X	X	
	E01029663	X		
	E01029664	X		
	E01029665	X		
	E01029666			
Wombourne	E01029671		X	X
	E01029672	X	X	
	E01029673			X
	E01029674	X		
	E01029675		X	X
	E01029676			X
	E01029677			
	E01029678	X		
	E01029679			
	E01029680			

Figure 3: LSOAs in top quintile for age group nationally

2.6 In Brewood, there are 5 instances (out of a possible 6 i.e. 83%) where an LSOA falls into the top quintile for a certain age bracket. Kinver also has a high proportion of areas falling into the top quintile, with 7 out of a possible 12 (58%), followed by Penkridge, with 8 out of a possible 15 (53%). Only 11% of LSOAs in Huntington fall into a top quintile (1 out of a possible 9), and Perton is the only village to have no LSOAs falling into the top quintile for people aged 75+.

2.7 Two LSOAs in Penkridge fall into the top quintile for all three age brackets, indicating more specific areas of the settlement where there is a particularly high concentration of older people. There is one LSOA that suggests this each in Cheslyn Hay/Great Wyrley, Codsall/Bilbrook, Brewood and Kinver.

2.8 It should be noted that the findings relating to demographics in these villages may be influenced by the presence of existing specialist schemes and residential/nursing homes in the villages. This is explored in further detail in Section 4 below.

3. Health

3.1 Health of the local population can also provide an indicator of where specialist housing schemes could be targeted in order to improve wellbeing and quality of life of residents. Data on people living with long term health problems has been taken from the 2011 Census, broken down by LSOA as above. Figure 4 provides a summary of key health indicators. Numbers provided are calculated by combining data for relevant LSOAs for each settlement, as set out in Appendix 1.

Settlement	Number of people aged 65+ with long term health problem or disability	Number of people aged 65+ with long term health problem or disability that limits day to day activities	Number of people (all ages) with long term health problem or disability that limits day to day activities a lot	Total Population
Cheslyn Hay/ Great Wyrley	3,629	2,037	1,848	19,182
Codsall/Bilbrook	3,259	1,523	1,167	14,170
Penkridge	1,673	775	596	8,526
Brewood	851	375	232	3,215
Huntington	649	340	457	5,137
Kinver	1,362	653	549	5,495
Perton	1,382	658	608	10,686
Wombourne	3,385	1,683	1,206	15,155

Figure 4: Health indicators (Census 2011)

3.2 Cheslyn Hay/Great Wyrley has the largest number of residents aged 65+ with at least one long term health problem or disability, and of those that do, over half (56%) confirm it limits their day to day activities in some way. Similarly, Codsall/Bilbrook and Wombourne have over 3,000 people aged 65+ with a long term health problem, although smaller proportions of these confirm it limits their day to day activities (whilst still being in excess of 1,500 residents each). Huntington has the smallest number of residents falling into the first category, but the second highest proportion comparatively (52%) of this group confirming their daily activities are limited to some degree because of the health problem.

3.3 In Cheslyn Hay/Great Wyrley, there are almost 2,000 residents (of all ages) with a long term health problem that limits their activities a lot on a daily basis. This also represents the highest figure as a proportion of the village's total population, at 10%. This percentage is the same for Kinver, followed by 9% in Huntington. There are high numbers of residents (1,100-1,200) in Codsall/Bilbrook and Wombourne also confirming they suffer from a health problem which limits their activities a lot day-to-day.

3.4 In the same format as the demographics data, the LSOAs have also been ranked against all others nationally for two of these indicators, to ascertain which fall into the top quintile and indicate a particular concentration of residents living with health problems in the district.

Village	LSOA	Number of people aged 65+ with long term health problem or disability that limits day to day activities	Number of people (all ages) with long term health problem or disability that limits day to day activities a lot
Cheslyn Hay/Great Wyrley	E01029620		
	E01029621		
	E01029622		
	E01029623		
	E01029624		
	E01029625		
	E01029638	X	X
	E01029639		
	E01029640		
	E01029641		
	E01029642	X	X
	E01029643	X	X
	E01029644	X	
Codsall/Bilbrook	E01029613		
	E01029614		
	E01029615		
	E01029617		
	E01029626		
	E01029627	X	X
	E01029628		
	E01029629		
	E01029630		
	E01029631		
Penkridge	E01029655	X	X
	E01029657		
	E01029658		
	E01029659		
	E01029660		
Brewood	E01029617		
	E01029618	X	
Huntington	E01029646		
	E01029647		
	E01029648		
Kinver	E01029649	X	
	E01029650		

	E01029651		X
	E01029653		
Perton	E01029661		
	E01029662		
	E01029663		
	E01029664		
	E01029665		
	E01029666		
Wombourne	E01029671	X	
	E01029672		
	E01029673	X	
	E01029674		
	E01029675	X	
	E01029676	X	
	E01029677		
	E01029678		
	E01029679		
	E01029680		

Figure 5: LSOAs in top quintile for health indicators nationally

- 3.5 Most notably, there are three LSOAs in Cheslyn Hay/Great Wyrley that fall within the top quintile for both health indicators, plus a further LSOA that falls into one of them. Codsall/Bilbrook and Penkridge have one LSOA each that fall into the top quintile for both indicators. Brewood, Kinver and Wombourne have between 1 and 4 LSOAs that fall into the top quintile for one of the indicators, and Huntington and Perton have none which fall into the top 20%.
- 3.6 As with demographics, the data for these indicators may be influenced by existing specialist schemes located within the LSOAs themselves i.e. the presence of a scheme in one area is likely to create a concentration of older people, or residents with certain health problems or disabilities. Overall though when taking account of the number of occupants that existing schemes may house, there would still appear to be a significant number of people with a long term health problem or disability living in certain settlements in general needs housing, that would potentially benefit from increased provision of specialist housing locally.
- 3.7 For example, Cheslyn Hay/Great Wyrley currently contains two sheltered housing schemes, totalling 86 units. Accounting for two residents per unit, these schemes could potentially house 172 residents. There are 53 further bedspaces at nursing and residential homes in the village, meaning all specialist schemes could be housing approximately 225 residents locally. This leaves in excess of 1,800 residents aged 65+ of the settlement with a long term health problem or disability that limits their day to day activities which, it can be assumed, are living in general needs housing. Not all occupants of the specialist schemes may fall into this category, and not all those in the category may require a specialist home; however there is still likely to be a large

proportion of local residents that would benefit from a specialist property better suited to their needs if their current home cannot be suitably adapted.

3.8 The extent of the shortfall of specialist housing in each of the Tier 1 and 2 settlements is explored in more detail below.

4. Specialist Housing Provision

4.1 Current provision of specialist housing within each of the Tier 1 and 2 settlements is set out below in Figure 6.

	Sheltered/ Retirement		Extra care/ Supported Living		Residential/ Nursing Homes		Total	
	Schemes	Units	Schemes	Units	Schemes	Bedspaces	Schemes	Units/ bedspaces
Cheslyn Hay/Great Wyrley	2	86	0	0	3	53	5	139
Codsall/Bilbrook	4	118	1	13	5	215	10	346
Penkridge	2	106	1	82	0	0	3	188
Brewood	1	19	0	0	0	0	1	19
Huntington	1	37	0	0	1	45	2	82
Kinver	3	94	0	0	3	94	6	186
Perton	1	49	1	54	1	50	3	153
Wombourne	7	208	3	100	4	57	14	365

Figure 6: Existing specialist housing provision

4.2 Figure 6 indicates that the settlements of Wombourne and Codsall/Bilbrook currently have the highest number of specialist housing units, including a mixture of sheltered/retirement developments, extra care/supported living schemes and residential/nursing homes. Brewood and Huntington have very low numbers of units available locally, with just 19 and 82 spaces respectively.

4.3 In order to explore how specialist housing supply compares with local need, and to account for any influence on demographics and health data from existing schemes already present in the area, it is useful to consider the prevalence rate of specialist housing in each village. The South Staffordshire Housing Market Assessment 2021 (p.83) uses a measure of the number of units per thousand head of population aged 75+, as recommended by Housing Learning and Improvement Network's (Housing LIN) Strategic Housing for Older People (SHOP) tool. The assessment identifies a districtwide average prevalence rate for both sheltered/retirement housing and extra care/supported living schemes, and recommends that these rates are maintained over the plan period. Figure 7 compares the number of people in each settlement aged 75+ with the number of units available at the current time (with the difference specified in brackets).

Current Prevalence rate	Sheltered/retirement	Extra care/Supported Living
District wide	86	22
Cheslyn Hay/Great Wyrley	49 (-37)	0 (-22)
Codsall/Bilbrook	64 (-22)	7 (-15)
Penkridge	122 (+36)	95 (+73)
Brewood	44 (-42)	0 (-22)
Huntington	112 (+26)	0 (-22)
Kinver	122 (+36)	0 (-22)
Perton	66 (-20)	73 (+51)
Wombourne	110 (+24)	53 (+31)

Figure 7: Prevalence rate of specialist housing compared to district average

4.4 Figure 7 highlights an over provision of both sheltered/retirement and extra care/supported living units in Penkridge and Wombourne compared to the district average. In Penkridge in particular, there is anecdotal evidence to support this with reduced demand for the most recently completed retirement scheme in the village and the provider subsequently agreeing with the Council to offer a wider range of tenures in order to support sales and lettings.

4.5 Brewood and Cheslyn Hay/Great Wyrley, followed by Codsall/Bilbrook, all have an undersupply of both forms of specialist housing, when compared to the districtwide average, indicating that proportionally there are fewer units available per resident of these settlements, compared to other areas of the district. Huntington, Kinver and Perton each have an oversupply of one form of specialist housing and some undersupply of the other.

5. Conclusion and Recommendations

5.1 The substantial district-wide ageing population, both now and in the future over the plan period, presents a challenge to the Council in providing sufficient homes for older people, including specialist schemes as part of a range of housing options for residents to choose from to suit their needs. Led by the NPPF and PPG, the locations considered most suitable for this kind of development are the district’s Tier 1 and 2 settlements, due to the range and quantity of services and amenities that would be available to residents.

5.2 There are large numbers of older people in the Tier 1 settlements of Cheslyn Hay/Great Wyrley and Codsall/Bilbrook, as well as the Tier 2 settlement of Wombourne. Some of the other Tier 2 settlements, whilst having smaller populations overall, have relatively larger proportions of older people, indicating more of an ageing community, particularly

in Brewwood and Kinver. Finer grained analysis of population at LSOA level indicates this is the case in most parts of these two villages i.e. it is not just concentrated in certain areas of the settlements. Whilst the other Tier 1 settlement of Penkridge also has a notably high number of older people, the village has seen several new specialist housing developments in recent years, and evidence suggests that there are likely to be market capacity issues if further schemes are pursued in the village. This is supported by data above which indicates an oversupply locally of both sheltered/retirement accommodation and extra care/supported living homes.

- 5.3 Long term health problems or disabilities and their resulting effect on day to day life for residents is a particularly prominent issue in Cheslyn Hay/Great Wyrley. For 10% of the local population, this is very limiting on their day to day activities, as is the case in Kinver. Codsall/Bilbrook and Wombourne also have notably large numbers of residents with such health issues, although the supply information indicates Wombourne already has a good supply of specialist homes to meet local need compared to the district average.
- 5.4 Bringing this data together, it can therefore be seen that Cheslyn Hay/Great Wyrley has both a large older persons population, as well as a high prevalence rate of health issues or disabilities. Relatively speaking, compared to district-wide provision overall, the data suggests there is a need to increase the number of specialist housing schemes in the settlement, in order to offer a greater quantum of such homes to support older people and people with disabilities, and allow them to remain in the village where their support networks already exist. It is suggested that a scheme with more on site support and/or care (i.e. sheltered, extra care or supported living) is explored as a priority to meet the needs of those whose daily activities are being affected by existing health problems, should a suitable site be available for allocation.
- 5.5 The data for Codsall/Bilbrook also suggests a combination of an ageing population, some prevalence of long term health problems or disabilities, and an undersupply of specialist homes to meet local needs. This shortfall is not quite as prominent as for Cheslyn Hay/Great Wyrley, so a more modest specialist scheme to meet the needs of those living with health problems or disabilities may be most appropriate to explore.
- 5.6 In the village of Brewwood, whilst there appears to be an increasingly ageing community, health problems and disabilities do not appear to be as prevalent compared to other areas. Prevalence rates of specialist housing indicate a significant shortfall in the village to meet the needs of this ageing population, therefore a scheme to address this shortfall should be explored. It is suggested that this development focuses more so on retirement provision with less/lighter touch on site care, to reflect the relatively lower numbers of residents suffering with health problems that affect their daily activities.
- 5.7 Whilst indicators for Kinver suggest both an ageing population and many residents living with health problems which significantly affect their daily life, the village appears to have sufficient sheltered/retirement provision, when compared with district averages. A small undersupply of extra care/supported living units is identified,

therefore such a scheme could be explored should a suitable site be available in the village.

Recommendations for Specialist Housing Site Allocations:

- Cheslyn Hay/Great Wyrley – explore opportunities for a sheltered/extra care/supported living scheme with support or care available on site
- Codsall/Bilbrook – explore opportunities for a modest retirement/sheltered/extra care/supported living scheme
- Brewood – explore opportunities for a retirement focused scheme with lighter touch support/care available to residents
- Kinver – explore opportunities for a small extra care/supported living scheme should a suitable site be available
- Seek to locate site in close proximity to good public transport, local amenities, health services and local centres.

Appendix 1: LSOAs per settlement

Tier 1 Settlements		
Cheslyn Hay/Great Wyrley	Codsall/Bilbrook	Penkridge
E01029620	E01029613	E01029655
E01029621	E01029614	E01029657
E01029622	E01029615	E01029658
E01029623	E01029617	E01029659
E01029624	E01029626	E01029660
E01029625	E01029627	
E01029638	E01029628	
E01029639	E01029629	
E01029640	E01029630	
E01029641	E01029631	
E01029642		
E01029643		
E01029644		

Tier 2 Settlements				
Brewood	Huntington	Kinver	Perton	Wombourne
E01029617	E01029646	E01029649	E01029661	E01029671
E01029618	E01029647	E01029650	E01029662	E01029672
	E01029648	E01029651	E01029663	E01029673
		E01029653	E01029664	E01029674
			E01029665	E01029675
			E01029666	E01029676
				E01029677
				E01029678
				E01029679
				E01029680