



South Staffordshire Council

Local Plan Review

Publication Plan

Homes for Older and Disabled People Topic Paper

April 2024

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1. Introduction

- 1.1. The purpose of this topic paper is to provide background information on housing need for older and disabled people in South Staffordshire, in relation to the proposed housing policies set out in the Council's draft Local Plan. The paper sets out the range of evidence and data used by the Council to formulate the policies and provides the justification for the proposed approach. This includes specialist housing need and site allocations, as well as general requirements for accessible and adaptable properties, and general housing suited to older and disabled people.
- 1.2. Paragraph 63 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.
- 1.3. 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)*

Where an identified need exists, plans are expected to make use of the optional technical housing standards (footnote 46 of the National Planning Policy Framework) to help bring forward an adequate supply of accessible housing... Planning policies for accessible housing need to be based on evidence of need, viability and a consideration of site specific factors. (63-009-20190626)

*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. Many older people may not want or need specialist accommodation or care and may wish to stay or move to general housing that is already suitable, such as bungalows, or homes which can be adapted to meet a change in their needs. Plan-makers will therefore need to identify the role that general housing may play as part of their assessment. 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)

- 1.4. Given all of the above guidance, the Council is seeking to provide a suite of housing options, in order to meet the varied needs of older and disabled people across the district. This includes specialist housing, as well as general market housing which can be adapted or is already better suited to the needs of these groups of the community.

2. Demographics and Health

- 2.1. The district has historically seen an increasingly ageing population, and recent data suggests this is continuing. Initial releases from the 2021 Census indicate that almost a third of the population of South Staffordshire (32%) was aged 60+, which equates to a 16% increase since 2011. The number of people aged 75+ had seen a marked increase in particular, rising from 9,800 to 13,600 (a 39% uplift).
- 2.2. Turning to changes over the plan period, the South Staffordshire Housing Market Assessment Partial Update 2024 provides projections on the age profile of the population up to 2041. The assessment predicts that approximately 37% of people in the district will be aged 60+ by the end of this period (Table 5.1, p.17). Again, the 75+ age bracket will see a significant increase of 69%, rising from 12,287 in 2018 to 20,808 in 2041.
- 2.3. The health of the local population also provides a good indicator of the need for more specialist homes, to ensure all residents can continue to live safely and independently for as long as possible. The Housing Market Assessment Update 2022 used a number of recognised models to highlight the incidence of a range of health issues in the district, both currently and into the plan period (Table 7.5, p.84). The findings of this modelling are as follows:

Number of people with particular health issues projected over the modelling period in South Staffordshire				
Condition	2018	2040	Total change	% change
Health condition				
People aged 65 and over with an illness*	6,142	9,295	3,153	51.3%
People aged 18-64 with impaired mobility	5,842	6,333	491	8.4%
People aged 18-64 with a common mental health problem	12,052	13,170	1,118	9.3%
People aged 65 and over with dementia	1,769	3,047	1,278	72.2%
People all ages with a learning disability	2,133	2,581	448	21.0%
People requiring assistance with activities				
People aged 65 and over that are unable to manage at least one mobility activity on their own**	4,967	7,302	2,335	47.0%
People aged 65 and over who need help with at least one domestic task***	6,068	11,135	5,067	83.5%
People aged 65 and over who need help with at least one self-care activity****	7,815	10,943	3,128	40.0%
People aged 18-64 with a serious personal care disability*****	599	628	29	4.8%
All people	109,780	128,455	18,675	17.0%

*A limiting long-term illness that limits them a lot. **Activities include going out of doors and walking down the road; getting up and down stairs; getting around the house on the level; getting to the toilet; getting in and out of bed. ***These are activities which, while not fundamental to functioning, are important aspects of living independently such as doing routine housework or laundry, shopping for food, doing paperwork or paying bills. ****These are activities relating to personal care and mobility about the home that are basic to daily living. *****Their physical disability means that they require someone else to help from getting in and out of bed, or getting in and out of a chair, dressing, washing, feeding, and use of the toilet. Source: The Projecting Older People Information System and Projecting Adult Needs and Service Information, 2022, disaggregated local housing need figures, 2022.

Figure 1: Health in South Staffordshire (Housing Market Assessment Update 2022)

2.4. It is clear that a number of health conditions and assistance needs are set to significantly increase over the plan period, such as the number of people aged 65+ with an illness and dementia, and the number of people aged 65+ that need help with domestic and self-care activities. There will also be smaller, but not insignificant, numbers of people of working age with mental and physical disabilities.

3. Specialist Housing

3.1. South Staffordshire’s need for specialist housing up to 2041 has been calculated as part of the Housing Market Assessment Partial Update 2024. This includes the provision of sheltered and extra care/supported living housing, in both the market and affordable sectors:

Type of accommodation	Tenure	Additional units required by 2041
Specialist Housing for older people/retirement housing	Market	641
	Affordable	360
	Total	1,001
Extra care housing/supported living housing	Market	167
	Affordable	31
	Total	198
All specialist accommodation for older person households	Market	808
	Affordable	390
	Total	1,198

Figure 2: Specialist housing need (Housing Market Assessment Partial Update 2024, Table 7.2, p.28)

- 3.2. Given the above, 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 need.

Strategic Sites

- 3.3. As a starting point, the Council recognises that a large proportion of housing over the plan period will be delivered via the two strategic sites detailed in Policies SA1 and SA2. Given the capacity of the sites and the large numbers of residents to be housed, it is considered that these locations should contribute to meeting the specialist housing need. This will provide housing options for households with older and disabled people in need of additional care and support, and will make an important contribution to achieving a good housing mix and balanced community for each of the sites.
- 3.4. The Council’s experience of specialist housing schemes in the district suggests that a minimum of approximately 40 units is required for schemes to be commercially viable. A requirement is therefore proposed for a sheltered or extra care scheme of minimum 40 units to be provided at: Land East of Bilbrook (Policy SA1) and Land North of Penkridge (Policy SA2).

Housing Allocations

- 3.5. One of the key focusses of the PPG relating to allocation of sites for specialist housing 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. This has been the focus for the Council in considering allocation of additional sites for specialist homes.

3.6. 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 alongside the strategic sites, site allocations for specialist housing should be focused in the Tier 1 and Tier 2 settlements, 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.

3.7. The detailed demographics of each of the Tier 1 and 2 settlements are shown below in Figures 3 and 4. 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. Figures are based on lower super output area (LSOA) data from the ONS Mid-2020 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.

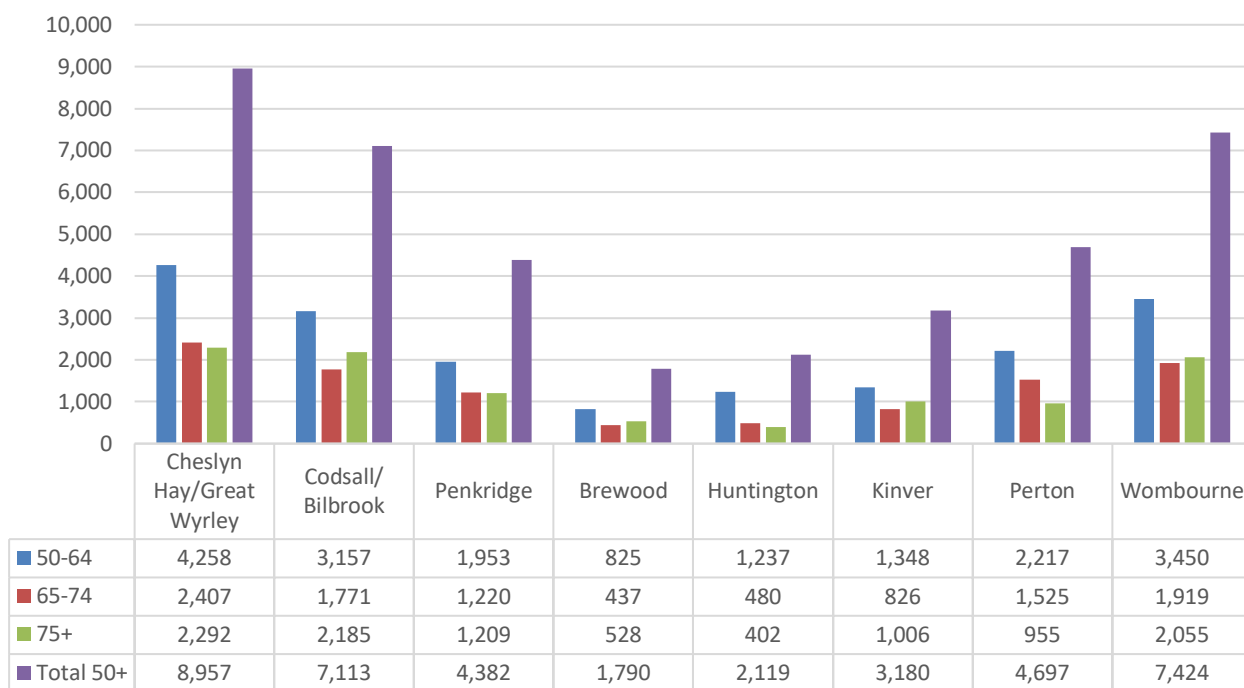


Figure 3: Older Population Profile in numbers (ONS Mid-2022 Population Estimates)

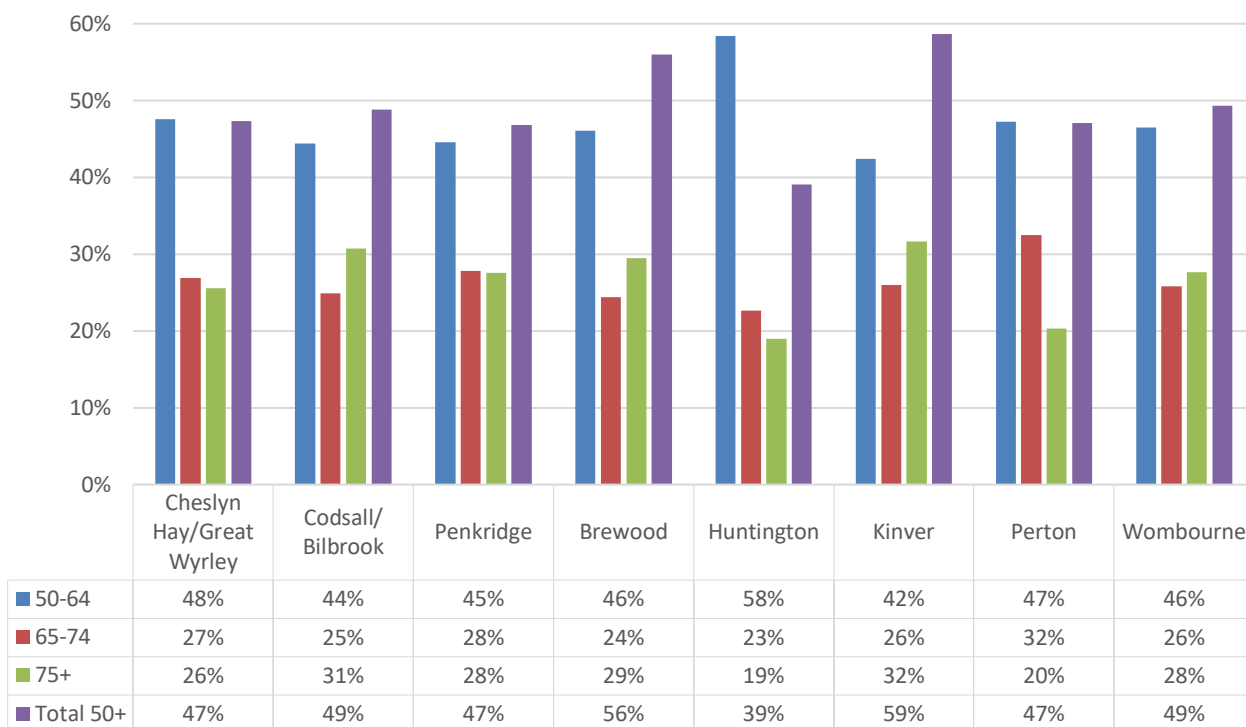


Figure 4: Older Population Profile as a proportion of total population (ONS Mid-2022 Population Estimates)

- 3.8. Cheslyn Hay/Great Wyrley has the largest number of people in each age bracket, with over 8,900 people aged 50+ in total. This is followed by Wombourne and Codsall/Bilbrook with between 7,000 and 7,500 people of this age each. Wombourne and Codsall/Bilbrook also have the highest number of people in the oldest age bracket (75+) after Cheslyn Hay/Great Wyrley, with just over 2,000 people each.
- 3.9. 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 Brewood has a relatively small population when compared to other settlements, it has a high proportion of people aged 50+ at 56%, which is second only Kinver. Along with Codsall/Bilbrook, the ageing population is particularly acute in terms of 75+ year olds, with this age group making up 29-32% of total residents in these villages, compared to only 19-20% in Huntington and Perton. Huntington 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, and lowest percentage of all residents aged over 50, as illustrated above.
- 3.10. 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 5, with the LSOAs that fall into the top quintile marked with a tick.

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			
	E01029625			
	E01029638	✓	✓	✓
	E01029639			
	E01029640			
	E01029641		✓	
	E01029642			✓
	E01029643			
	E01029644		✓	
Codsall/Bilbrook	E01029613			
	E01029614			
	E01029615			
	E01029617	✓	✓	✓
	E01029626			✓
	E01029627			
	E01029628			✓
	E01029629			
	E01029630			✓
	E01029631			
Penkridge	E01029655	✓	✓	✓
	E01029657	✓		
	E01029658			
	E01029659		✓	
	E01029660	✓	✓	✓
Brewood	E01029617	✓	✓	✓
	E01029618			✓
Huntington	E01029646			
	E01029647	✓		
	E01029648			
Kinver	E01029649			✓
	E01029650		✓	✓
	E01029651		✓	✓
	E01029653			
Perton	E01029661	✓	✓	✓
	E01029662	✓	✓	
	E01029663	✓		
	E01029664			

	E01029665	✓	✓	
	E01029666			
Wombourne	E01029671			✓
	E01029672	✓	✓	
	E01029673			
	E01029674	✓		
	E01029675			✓
	E01029676			✓
	E01029677			
	E01029678	✓	✓	
	E01029679			
	E01029680			

Figure 5: LSOAs in top quintile for age group nationally at Mid-2020

- 3.11. In Brewood, there are 4 instances (out of a possible 6 i.e. 66%) where an LSOA falls into the top quintile for a certain age bracket. Penkridge also has a high proportion of areas falling into the top quintile, 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 this is the only village to have no LSOAs falling into the top quintile for people aged 75+. Perton has only one LSOA falling into the top quintile for this age bracket.
- 3.12. 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 Perton. 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.
- 3.13. 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 (the latest available), broken down by LSOA as above. Figure 6 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 6: Health indicators (Census 2011)

- 3.14. 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.
- 3.15. 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.
- 3.16. 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	✓	✓
	E01029639		
	E01029640		
	E01029641		
	E01029642	✓	✓
	E01029643	✓	✓
	E01029644	✓	
Codsall/Bilbrook	E01029613		
	E01029614		
	E01029615		
	E01029617		
	E01029626		
	E01029627	✓	✓
	E01029628		
	E01029629		
	E01029630		
	E01029631		
Penkridge	E01029655	✓	✓
	E01029657		
	E01029658		
	E01029659		
	E01029660		
Brewood	E01029617		
	E01029618	✓	
Huntington	E01029646		
	E01029647		
	E01029648		
Kinver	E01029649	✓	
	E01029650		
	E01029651		✓
	E01029653		
Perton	E01029661		
	E01029662		

	E01029663		
	E01029664		
	E01029665		
	E01029666		
Wombourne	E01029671	✓	
	E01029672		
	E01029673	✓	
	E01029674		
	E01029675	✓	
	E01029676	✓	
	E01029677		
	E01029678		
	E01029679		
	E01029680		

Figure 7: LSOAs in top quintile for health indicators nationally

- 3.17. 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%.
- 3.18. 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.
- 3.19. 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, with a further 90 bedroom residential care home benefiting from extant planning permission, meaning all specialist schemes could be housing approximately 315 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. The extent of the shortfall of specialist housing in each of the Tier 1 and 2 settlements is explored in more detail below.

3.20. Current provision of specialist housing within each of the Tier 1 and 2 settlements is set out below in Figure 8.

	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 8: Existing specialist housing provision

3.21. Figure 8 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.

3.22. 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 Partial Update 2024 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 current districtwide average prevalence rate for both sheltered/retirement housing (56 per thousand head of population aged 75 or over) and extra care/supported living schemes (20 per thousand head of population aged 75 or over), and recommends that these rates are increased over the plan period to 90 per thousand (sheltered/retirement housing) and 75 per thousand (extra care/supported living) to reflect the latest trends in the occupation of this accommodation (para 7.9, p.27). Figures 9 and 10 compare the number of people in each settlement aged 75+ with the number of units available at the current time.

	No. of people aged 75+	No. of sheltered/retirement units	Prevalence rate	Difference with district rate (56)
Cheslyn Hay/ Great Wyrley	2,292	86	38	-18
Codsall/Bilbrook	2,185	118	54	-2
Penkridge	1,209	106	88	+32
Brewood	528	19	36	-20
Huntington	402	37	92	+36
Kinver	1,006	94	93	+35
Perton	955	49	51	-5
Wombourne	2,055	208	101	+45

Figure 9: Prevalence rate of sheltered/retirement housing compared to district average

	No. of people aged 75+	No. of extra care/supported living units	Prevalence rate	Difference with district rate (20)
Cheslyn Hay/ Great Wyrley	2,292	0	0	-20
Codsall/Bilbrook	2,185	13	6	-14
Penkridge	1,209	82	68	+48
Brewood	528	0	0	-20
Huntington	402	0	0	-20
Kinver	1,006	0	0	-20
Perton	955	54	57	+37
Wombourne	2,055	100	49	+29

Figure 10: Prevalence rate of extra care/supported living housing compared to district average

- 3.23. Brewood, Cheslyn Hay/Great Wyrley, and 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 undersupply of one form of specialist housing.
- 3.24. It should be noted that the Council does not consider the above table to be an absolute target for provision of specialist housing in individual villages. The comparison to districtwide prevalence rates purely provides an indication of where locating specialist homes may be most effective in meeting local need, to provide a guide for site allocations. Specialist housing schemes will be welcomed in other areas of the district, led by local demand, and subject to criteria set out in the specialist housing policy and compliance with other local plan policies.
- 3.25. In terms of registered care spaces, the Housing Market Assessment Partial Update 2024 indicates a need for up to 153 units up to 2040 (Table 7.3, p.29). The Council does not therefore consider it appropriate to allocate land specifically for this use through the plan. Development of this nature will be demand led and therefore the proposed policy for specialist housing will instead confirm the Council will respond

positively to proposals for registered care, subject to compliance with other local plan policies.

Summary and Proposed Allocations

- 3.26. 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 strategic sites, alongside the district's Tier 1 and 2 settlements, due to the range and quantity of services and amenities that would be available to residents.
- 3.27. There are large numbers of older people in the Tier 1 settlements of Cheslyn Hay/Great Wyrley, Penkridge 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 Brewood 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.
- 3.28. 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.
- 3.29. 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 it may be beneficial 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. A scheme with more on site support and/or care (i.e. sheltered, extra care or supported living) could be pursued to meet the needs of those whose daily activities are being affected by existing health problems.
- 3.30. 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 modest specialist scheme to meet the needs of those living with health problems or disabilities may be most appropriate on the strategic site.

- 3.31. Whilst Penkridge also has a notably high number of older people, the village has seen several new specialist housing developments in recent years, as reflected in Figures 9 and 10. The provision of a specialist scheme on the strategic site the north of the village is still viewed to be appropriate given the large housing numbers proposed and the need for a suitable housing mix to be provided to meet the needs of different groups of the community residing in this area of the village. Some flexibility will be applied by the Council in determining the type of scheme proposed though, to respond to market capacity and demand at the time of the application.
- 3.32. In the village of Brewood, 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 would be beneficial. 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.
- 3.33. 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 a suitable supply of 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. It is not considered that the site allocation for the village would be a desirable location for specialist housing given the distance to local services.
- 3.34. Based on all of the above, the Council proposes to provide specialist housing through the following site allocations:

Village/Town	Site Ref No.	Site location	Total site min. capacity	Proposed specialist housing units
Bilbrook/Codsall	519	Land East of Bilbrook	848	40
Penkridge	420, 584 & 010	Land North of Penkridge	1,129	40
Cheslyn Hay/Great Wyrley	536a	Land off Holly Lane	84	40

Figure 11: Proposed allocations of Specialist Housing

- 3.35. The above allocations will provide a minimum of 120 specialist housing units over the plan period, making a significant contribution to the need identified in the Housing Market Assessment Update. Site specific bespoke viability assessments have been carried out for the above sites to ensure deliverability of specialist housing as well as site viability overall. These assessments have confirmed the proposed developments

are viable, subject to slightly reduced affordable housing provision, pending further detail being provided at application stage.

- 3.36. In addition to these allocations, the Council will continue to work positively and proactively with Staffordshire County Council and local Registered Providers to deliver additional schemes on windfall sites. This will be supported through a dedicated specialist housing policy as set out below, confirming the Council's strong support for specialist housing development, subject to certain criteria to ensure sustainability and compliance with other local plan policies.

Policy HC5: Specialist Housing

The Council will enable and strongly support proposals for the provision of specialist housing of all tenures, particularly those that will contribute to meeting the needs of the district's ageing population, subject to the proposed development meeting all of the following criteria:

- a) Suitable in size and scale in relation to the existing settlement
- b) Well integrated with the settlement (in terms of siting and design) in order to promote and encourage interaction with existing communities
- c) Situated in a sustainable location within safe walking distance of key services, facilities and public transport links
- d) Suitable provision is made of attractive landscaping and high quality outdoor recreational spaces
- e) Suitable and safe parking provision for residents, staff, visitors and emergency services

Specialist housing may be in the form of age-restricted accommodation, retirement, sheltered, extra-care, housing with care, nursing/residential homes or other forms of supported living.

The loss of specialist accommodation will not be supported unless required to increase the overall quantity of specialist homes in the local area, or improve quality where existing provision is no longer fit for purpose (e.g. through redevelopment or relocation).

The Council will work with Staffordshire County Council and registered providers in order to identify specific opportunities and sites for specialist housing.

Development proposals should be consistent with other Local Plan policies.

4. Accessible and adaptable housing

- 4.1. As another option for meeting the needs of older and disabled people over the plan period, the PPG confirms:

Where an identified need exists, plans are expected to make use of the [optional technical housing standards](#) (footnote 46 of the National Planning Policy Framework) to help bring forward an adequate supply of accessible housing. In doing so planning policies for housing can set out the proportion of new housing that will be delivered to the following standards:

M4(1) Category 1: Visitable dwellings (the minimum standard that applies where no planning condition is given unless a plan sets a higher minimum requirement)

M4(2) Category 2: Accessible and adaptable dwellings

M4(3) Category 3: Wheelchair user dwellings

Planning policies for accessible housing need to be based on evidence of need, viability and a consideration of site specific factors. (63-009-20190626)

- 4.2. The Housing Market Assessment Update 2022 collated data from a range of recommended sources to calculate a need for accessible and adaptable housing (Part M4(2) Category 2 of Building Regulations) in the district. This indicates a total need for 3,978 units meeting this enhanced standard in the district in 2040 (Figure 7.1, p.87). This is split roughly 50:50 between market and affordable homes. Just over 3,000 are required in the general housing stock, and almost 1,000 in supported housing.
- 4.3. Data is not available on the number of existing properties in the district that meet this standard, therefore a net requirement for accessible and adaptable homes cannot be precisely calculated. However, given that previous Local Plans have not required any enhanced building standards, it is thought that existing provision is very low, and the net requirement would not be much lower than the above figures.
- 4.4. The assessment concludes that the most effective approach to ensuring the housing stock has the flexibility to meet the requirements of the future population would be for the Council to implement a policy of universal Category 2 standards in newbuild housing. This is considered a sensible approach given that a proportion of the Local Plan's housing target will have already been permitted prior to adoption of any policy requiring enhanced standards. It also acknowledges the fact that some additional need for M4(2) properties may arise from individuals assessed as requiring specialist housing, that do not wish to move into a property of this type. As per the PPG:

Many older people may not want or need specialist accommodation or care and may wish to stay or move to general housing that is already suitable, such as bungalows, or homes which can be adapted to meet a change in their needs. (63-012-20190626)

- 4.5. Requiring all new build properties meet Part M4(2) contributes to a much more flexible housing stock that can meet a wide variety of needs. It complements the provision of specialist homes to ensure that immediate needs of older and disabled people will be met, as well as futureproofing housing stock for those that reach

retirement age and older later in the plan period and beyond. During the Housing Market Assessment 2021 consultation, several stakeholders mentioned specific support for the Accessible Building Standards as defined in Building Regulations, as they are an established standard which provide clarity during the planning process.

- 4.6. In response to a consultation in September 2020, the government also confirmed in July 2022 an intention to mandate the current M4(2) (Category 2: Accessible and adaptable dwellings) requirement in Building Regulations as a minimum standard for all new homes. This will be implemented in due course therefore the Council is also having regard to the government's intentions for technical housing standards.
- 4.7. The M4(2) requirement has been tested through the Council's Local Plan Viability Study 2022. This demonstrates delivering all new properties to Part M4(2) standard is viable. Whilst the Housing Market Assessment Update 2022 also indicated a smaller need for wheelchair accessible properties (Part M4(3)), the Viability Study has demonstrated that development cannot viably deliver properties to this standard, due to the increased costs involved. Additional weight will be given in decision making for any properties that do meet this enhanced standard on a case by case basis.

5. General housing

- 5.1. In addition to the requirement for specialist homes, the Housing Market Assessment Partial Update 2024 also indicates a substantial number of older people will require general housing in 2041. Over 18,000 older person households will require this form of housing (Table 7.4, p.30). This includes housing available to all households in the district, as well as age restricted accommodation.
- 5.2. As part of the suite of options the Council is seeking to provide for older and disabled people, the Council will therefore need to ensure that sufficient provision of non-specialist properties are available through new development. The specific provision will depend upon site circumstances and will need to be considered as part of the wider housing mix for the development.
- 5.3. The Council's proposed approach will therefore be for all major development to demonstrate a clear contribution to meeting the needs of older and disabled people. If this contribution is not sufficiently met through the provision of specialist homes, general housing suitable for these groups will also be required, such as bungalows and other single storey or age restricted accommodation. In terms of general housing, the Council's preference will be for bungalows to be provided, given their intrinsic suitability for older people, the high level of demand in the district and to contribute to the target set within the adopted Housing and Homelessness Strategy. Whilst other single storey accommodation can be provided, the Council is aware of difficulties faced by Registered Providers in relation to the internal layout/specification for such affordable properties being unsuitable for older and disabled people such as the bathing facilities. Certain tenures are also only suited to such properties, whereas

Registered Providers are generally happy to provide bungalows as social rented or shared ownership homes.

- 5.4. Taking the above information regarding specialist, accessible/adaptable and general housing into consideration, the Council proposes the following policy:

Policy HC4: Homes for older people and others with special housing requirements

The Council will continue to work with Registered Providers, developers and other stakeholders to secure homes which meet the needs of older people and other groups with specialist requirements.

All major housing developments will be required to demonstrate how the proposal clearly contributes to meeting the needs of older and disabled people. The Council will expect housing, as part of the wider mix on the site, to be provided in the following forms in order to provide a range of general and specialist housing options and meet the objectives of the adopted Housing and Homelessness Strategy:

- Bungalows
- Other age restricted single storey accommodation such as flats and maisonettes
- Sheltered/retirement living
- Extra care/housing with care and other supported living

Homes suitable for older and disabled people should be provided within both the market and affordable sectors, with the specific mix further guided by the Housing Market Assessment, local housing need surveys and the Housing Register.

All major developments will also be required to ensure 100% of both the market and affordable housing meets the higher access standards Part M4(2) Category 2: Accessible and adaptable dwellings of Building Regulations. Additional weight will be given to the provision of properties also accessible for wheelchair users.

Development proposals should be consistent with other Local Plan policies.

Appendix A: 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