

# **Shropshire Council**

## **Strategic Housing Market** **Assessment Report:** **Part 2**

**Produced by the Shropshire Planning Policy  
Team and the Information, Intelligence and  
Insight Team**

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# 1. Introduction

## Overview

- 1.1. National Planning Practice Guidance (NPPG) provides a useful summary of the key steps to gather the evidence necessary to plan for housing. It stipulates that: *“Strategic policy-making authorities will need a clear understanding of housing needs in their area. The steps in building up this evidence include:*
  - *Establishing the overall housing need (conducted using the standard methodology unless exceptional circumstances justify an alternative - see local housing need guidance);*
  - *Identifying the housing need of specific groups;*
  - *Working with neighbouring authorities and key stakeholders to establish the housing market area, or geography which is the most appropriate to prepare policies for meeting housing need across local authority boundaries”<sup>1</sup>.*
- 1.2. The NPPG stipulates that this information can then be used to *“prepare or update their Strategic Housing Land Availability Assessment...”<sup>1</sup>* and *“prepare a viability assessment...”<sup>1</sup>.*

## Local Housing Need Assessment (LHN)

- 1.3. The first key piece of evidence necessary to plan for housing referenced within the NPPG is that required to establish the overall housing need.
- 1.4. The National Planning Policy Framework (NPPF) specifies that *“to determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance - unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, 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”<sup>2</sup>.*
- 1.5. In August 2020, Shropshire Council published a Local Housing Need Assessment (LHN) which summarised the local housing need assessment undertaken for Shropshire, using the Government’s standard methodology (this was based on the 2014-based sub-national household projections). The assessment is available to view on the Shropshire Council website at: <https://shropshire.gov.uk/planning-policy/local-planning/local-plan-review/evidence-base/>

## Strategic Housing Market Assessment (SHMA)

- 1.6. The second and third key pieces of evidence necessary to plan for housing referenced within the NPPG are those required to establish the housing need of specific groups and to define the housing market area.
- 1.7. The NPPF specifies that *“the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes”<sup>3</sup>.*
- 1.8. The NPPG defines a Housing Market Area (HMA) as *“a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work”<sup>4</sup>.*

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<sup>1</sup> HCLG, (2019), NPPG – Plan-making, Paragraph 039, Reference: ID: 61-039-20190315, Revision date: 15/03/2019

<sup>2</sup> HCLG, (2019), The NPPF – Paragraph 60

<sup>3</sup> HCLG, (2019), The NPPF – Paragraph 61

<sup>4</sup> HCLG (2019), NPPG – Plan-making, Paragraph 018, Reference ID: 61-018-20190315, Revision date: 15 03 2019

1.9. This evidence is provided within the Strategic Housing Market Assessment (SHMA) for Shropshire. Part 1 of the SHMA defined the Shropshire Housing Market Area(s) and provided a profile of Shropshire. This document represents Part 2 of the SHMA, it seeks to provide a summary of the assessment of the need for housing for particular groups of people within Shropshire.

### **Strategic Land Availability Assessment (SLAA)**

1.10. The NPPG also references the need to produce a Strategic Land Availability Assessment (SLAA) in order to plan for housing. The NPPF states that *“Strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a SHLAA. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. Planning policies should identify a supply of:*

*a) specific, deliverable sites for years one to five of the plan period; and*

*b) specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan”<sup>5</sup>.*

1.11. The SLAA is a technical assessment of the suitability; availability; and achievability (including viability) of land for housing and employment development. As such, the SLAA incorporates the process formerly known as the Strategic Housing Land Availability Assessment (SHLAA). Shropshire Council published its most recent SLAA in November 2018<sup>6</sup>. The assessment is available to view on the Shropshire Council website at:

<https://shropshire.gov.uk/planning-policy/local-planning/local-plan-review/evidence-base/>

### **Viability Assessment**

1.12. The NPPG also references the need to undertake a Viability Assessment in order to plan for housing. The NPPG summarises the purpose of a viability assessment as follows *“to ensure that policies are realistic and the total cost of all relevant policies is not of a scale that will make the plan undeliverable”<sup>7</sup>.*

1.13. A viability assessment has been undertaken to inform the ongoing Local Plan Review. The assessment is available to view on the Shropshire Council website at:

<https://shropshire.gov.uk/planning-policy/local-planning/local-plan-review/evidence-base/>

### **Disclaimer**

1.14. **Please Note:**

- **All references to Shropshire refer to the Shropshire Council Local Authority area.**
- **The SHMA Part 2, as in the Shropshire LHN, uses the 2014-based SNHP as the foundation for calculating the future housing need for the key community groups identified in the NPPF and NPPG. The benefit of this is that the 2014-based SNHP are available by the age of the HRP, the type of household and are informed by robust population projections. However, the SHMA Part 2 also includes analysis of the 2016-based SNPP and 2016-based SNHP to better understand future population and household change in Shropshire, which were at the time of writing the most up-to-date projections available and informed by the revised mid-year population estimates 2012-2016 (published March 2018).**
- **Data in tables is unrounded to assist in understanding results but is not accurate to the nearest single digit.**

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<sup>5</sup> HCLG (2019), NPPF – Paragraph 67

<sup>6</sup> The SLAA is available on the Shropshire Council website at: <https://shropshire.gov.uk/planning-policy/local-planning/local-plan-review/evidence-base/>

<sup>7</sup> HCLG, (2019), NPPG – Plan-making, Paragraph 039, Reference: ID: 61-039-20190315, Revision date: 15/03/2019

## 2. The Needs of Different Groups in the Community

### *Introduction*

- 2.1. The NPPF states that within the context of identifying overall LHN, local authorities should consider *“the size, type and tenure of housing needed for different groups in the community”*<sup>8</sup> and that this *“should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes)”*.<sup>8</sup>
- 2.2. As the NPPG explains, the calculation of overall LHN, only provides a minimum average annual housing need figure. It does not break this down into individual groups or different types and tenures of housing. So NPPG further underlines the requirements of the NPPF, explaining that local authorities should *“identify and plan for the housing needs of particular groups”*<sup>9</sup> by assessing *“the need for housing different groups”*<sup>10</sup> and ensure these findings are reflected in planning policy.
- 2.3. NPPG further clarifies the relationship between the calculation of the overall LHN and assessing the needs of each particular community group. It explains that the need for particular groups *“may well exceed or be proportionately high in relation to the overall housing need figure”*<sup>11</sup>, as these needs are *“calculated having consideration to the whole population of an area as a baseline as opposed to”*<sup>11</sup> the housing projections used in the standard methodology.
- 2.4. NPPG specifies local planning authorities should *“consider the extent to which the identified needs of specific groups can be addressed in the area, taking into account:*
- the overall level of need identified using the standard method (and whether the evidence suggests that a higher level of need ought to be considered);*
  - the extent to which the overall housing need can be translated into a housing requirement figure for the plan period; and*
  - the anticipated deliverability of different forms of provision, having regard to viability.*
- Authorities must also consider the implications of their duties under the Equality Act 2010, including the Public Sector Equality Duty. Plan-making authorities should assess the need for housing of different groups and reflect this in planning policies.*
- When producing policies to address the need of specific groups, plan-making authorities will need to consider how the needs of individual groups can be addressed having regard to deliverability”*<sup>11</sup>.
- 2.5. Shropshire Council does not undertake a County-wide housing needs survey, although a program of local housing needs surveys (Right Home Right Place Surveys) are underway to better assess housing requirements at Parish level. In order to estimate the percentage of households that might require different sizes and types of dwellings in the future, a desk-top approach has been adopted. This draws firstly from an understanding of Shropshire’s current dwelling stock profile, underpinned by 2011 Census data and Council Tax data. Then

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<sup>8</sup> HCLG, (2019), NPPF – Paragraph 61

<sup>9</sup> HCLG, (2019), NPPG – Plan-making, Paragraph 039, Reference ID: 61-039-20190315, Revision date: 15/03/2019

<sup>10</sup> HCLG, (2019), NPPG – Plan-making, Paragraph 039, Reference ID: 61-039-20190315, Revision date: 15/03/2019

<sup>11</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 001, Reference ID: 67-001-20190722, Revision date: 22 07 2019

secondly, draws upon the household types included in the ONS sub-national household projections.

- 2.6. The 2011 Census provides evidence of the complex relationship between the size and type of housing in the County and different types of household. It demonstrates that the number of people occupying a household does not directly equate to the size of dwelling they choose to live in. Many factors influence the size of property households inhabit. These include household preferences, household income levels, the health and diversity of the local housing market, employment requirements, social change and where families have expanded and contracted as children have left home.
- 2.7. This makes it challenging to predict the choices households will make in the future regarding dwelling size and their respective housing needs. Reflecting this, the adopted approach assumes that the tendencies (evident in the Census) of different household types to occupy different sized dwellings will be retained throughout the Shropshire Local Plan period 2016-2038.
- 2.8. This method has its limitations. It doesn't attempt to model change in any of the complex and changeable factors mentioned above and assumes decisions about size and type of housing are based on the same mix of housing stock available currently. It has the benefit of being based on a robust dataset but admittedly this is eight years old. Some thought has been given to this, however taking into account Shropshire's relatively stable population and the absence of a more up-to-date data source the proposed method was judged to be best.

### ***Projected Household Growth***

- 2.9. Recognising the Government's guidance to continue to use the 2014-based SNHP as the starting point for estimating overall housing need in Shropshire, this section includes comparison of the 2014 and 2016-based SNHP's.
- 2.10. The 2014 and 2016 SNHP's "*show the household numbers that would result if the assumptions based on previous demographic trends in population and household formation were to be realised in practice*"<sup>12</sup>. The projections "*show how many additional households would form if the population of England keeps growing as it did between 2011 and 2016 and keeps forming households as it did between 2001 and 2011*"<sup>12</sup>.
- 2.11. The projections are not forecasts that try to anticipate the impact of national and local planning policies or economic change or any other factors which may affect future demographic / household change. For example, they do not predict changes to the housing market which might impact on housebuilding, housing costs and consequently household formation.
- 2.12. As well as providing the basis for calculating overall housing need, the SNHP also include household estimates by household type and the age and gender of the HRP. This means for example they provide an understanding of household growth for the older population, particularly those living alone and families by size of household.

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<sup>12</sup> ONS, "Comparing the differences between the 2014-based and 2016-based household projections for local authorities in England", [www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/articles/comparingthedifferencesbetweenthe2014basedand2016basedhouseholdprojectionsforlocalauthoritiesinengland/2019-08-27](http://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/articles/comparingthedifferencesbetweenthe2014basedand2016basedhouseholdprojectionsforlocalauthoritiesinengland/2019-08-27)

2.13. Table 1 shows projected household growth informed by the 2014-based SNHP for Shropshire, comparator local authorities and nationally.

**Table 1: Overall Household Growth 2016-2038 - Local and National Comparison<sup>13</sup>**

Area name	2001	2016	2038	Change 16-38	% Change 2016-38	Ranking
Cheshire East	147,400	164,600	182,400	17,800	10.8%	10
Cheshire West and Chester	133,100	144,400	154,600	10,200	7.1%	13
East Staffordshire	42,700	49,400	57,300	8,000	16.2%	2
Herefordshire	74,200	82,000	95,000	13,000	15.9%	3
Malvern Hills	30,100	33,500	39,300	5,700	17.0%	1
Newcastle-under-Lyme	50,700	54,400	60,900	6,500	11.9%	8
<b>Shropshire</b>	<b>117,400</b>	<b>135,500</b>	<b>154,600</b>	<b>19,100</b>	<b>14.1%</b>	<b>6</b>
South Staffordshire	42,100	46,700	50,900	4,200	9.0%	11
Stafford	50,100	57,700	64,400	6,800	11.8%	9
Telford and Wrekin	63,800	69,400	78,500	9,100	13.1%	7
Wolverhampton	97,100	105,300	120,600	15,300	14.5%	5
Worcester	39,100	43,700	50,300	6,600	15.1%	4
Wyre Forest	40,400	43,900	47,800	3,900	8.9%	12
<b>England</b>	<b>20,522,500</b>	<b>23,228,900</b>	<b>27,830,100</b>	<b>4,601,200</b>	<b>19.8%</b>	

*Please note the 2014 based projections were not published at regional level.*

2.14. Table 2 illustrates projected household growth based on the 2016-based SNHP for Shropshire, comparator local authorities, the region and nationally.

**Table 2: Local, National and Regional Comparison – Household Growth 2016-2038<sup>14</sup>**

Area name	2001	2016	2038	Change 16-38	% Change 2016-38	Ranking
Cheshire East	146,300	164,200	180,700	16,494	10.0%	9
Cheshire West and Chester	132,000	144,900	158,100	13,149	9.1%	12
East Staffordshire	42,400	48,900	55,100	6,226	12.7%	6
Herefordshire, County of	73,800	81,100	91,900	10,841	13.4%	4
Malvern Hills	30,000	33,500	38,600	5,081	15.2%	2
Newcastle-under-Lyme	50,400	54,600	61,700	7,055	12.9%	5
<b>Shropshire</b>	<b>116,700</b>	<b>135,400</b>	<b>154,800</b>	<b>19,385</b>	<b>14.3%</b>	<b>3</b>
South Staffordshire	41,900	46,000	50,600	4,526	9.8%	11
Stafford	49,700	57,700	62,900	5,212	9.0%	13
Telford and Wrekin	63,300	69,000	79,600	10,592	15.4%	1
Wolverhampton	97,200	104,300	116,800	12,486	12.0%	8
Worcester	38,700	43,400	48,800	5,465	12.6%	7
Wyre Forest	40,100	44,300	48,700	4,412	10.0%	10
<b>England</b>	<b>20,451,000</b>	<b>22,884,500</b>	<b>26,428,100</b>	<b>3,543,573</b>	<b>15.5%</b>	
<b>West Midlands</b>	<b>2,145,700</b>	<b>2,366,500</b>	<b>2,699,800</b>	<b>333,271</b>	<b>14.1%</b>	

<sup>13</sup> MHCLG, (2016), 2014-Based Sub National Household Projections

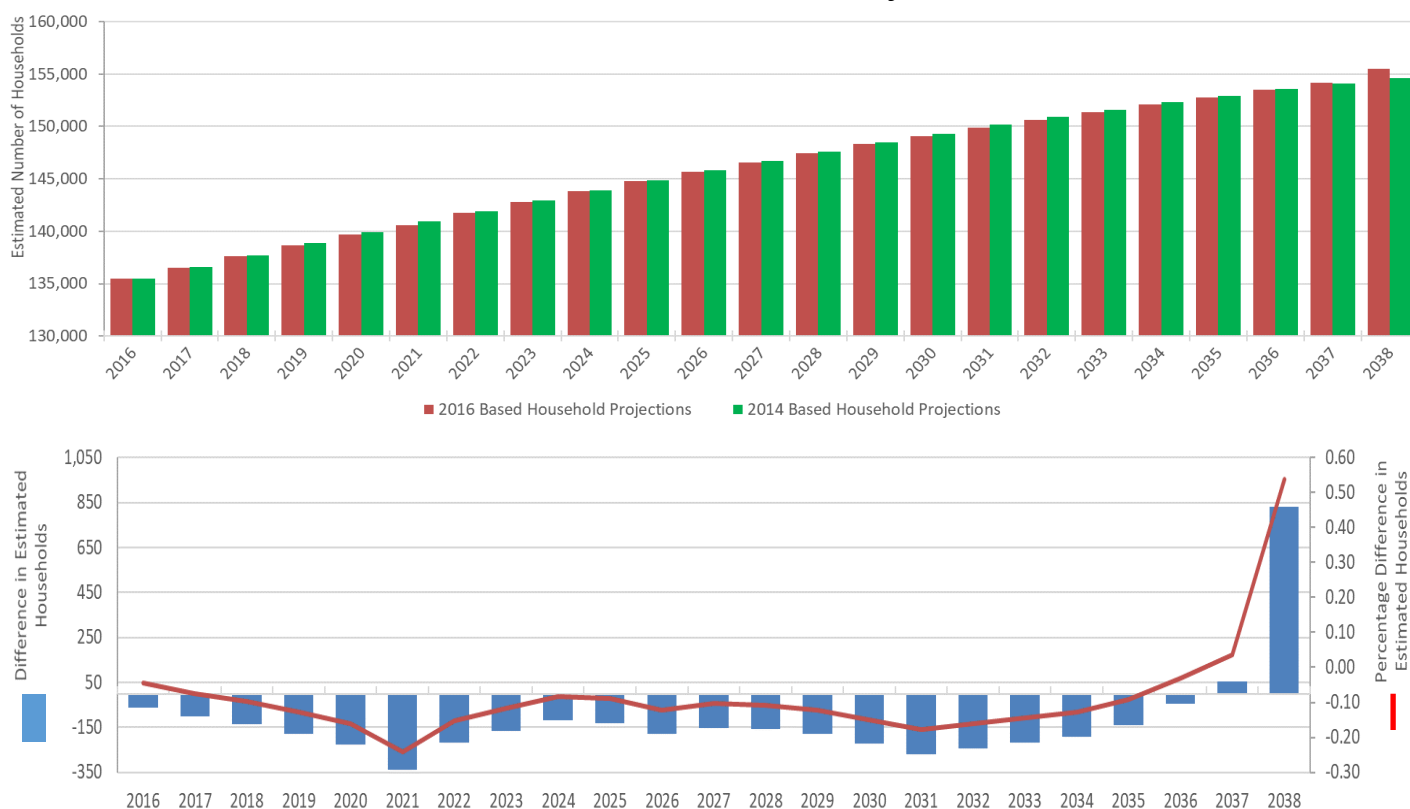
<sup>14</sup> MHCLG, (2018), 2016-Based Sub National Household Projections

2.15. The 2014-based SNHP extend to 2039. ONS have identified that, “roughly five out of six local authorities saw their projected number of households by 2039 revised downwards’ and “88% of local authorities’ had their estimates ‘revised by 10% or less in the 2016-based household projection”<sup>15</sup>. This outcome is reflected in the MHCLG decision to adopt a cautious approach and not utilise the 2016 based SNHP to inform the calculation of overall housing need. However, at the time of the assessment the 2016-based SNHP provided the most up-to-date projections.

2.16. The 2016-based SNHP estimate Shropshire will experience growth of 14.3% during 2016-2038, almost identical to the growth projection of 14.1%, stemming from the 2014-based SNHP. Further analysis by ONS of the 2016 projections found that areas with lower population densities (like Shropshire) experienced the smallest differences between the 2014 and 2016 projections.

2.17. Figure 1 illustrates that when compared, the 2014 and 2016-based SNHP for Shropshire present a very similar long-term trend in terms of total households.

**Figure 1: Long-term Change in the Estimated Number of Households – Comparison 2014 and 2016 Based Household Projections<sup>16&17</sup>**



<sup>15</sup> ONS, “Comparing the differences between the 2014-based and 2016-based household projections for local authorities in England”,

[www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/articles/comparingthedifferencesbetweenthe2014basedand2016basedhouseholdprojectionsforlocalauthoritiesinengland/2019-08-27](http://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/articles/comparingthedifferencesbetweenthe2014basedand2016basedhouseholdprojectionsforlocalauthoritiesinengland/2019-08-27)

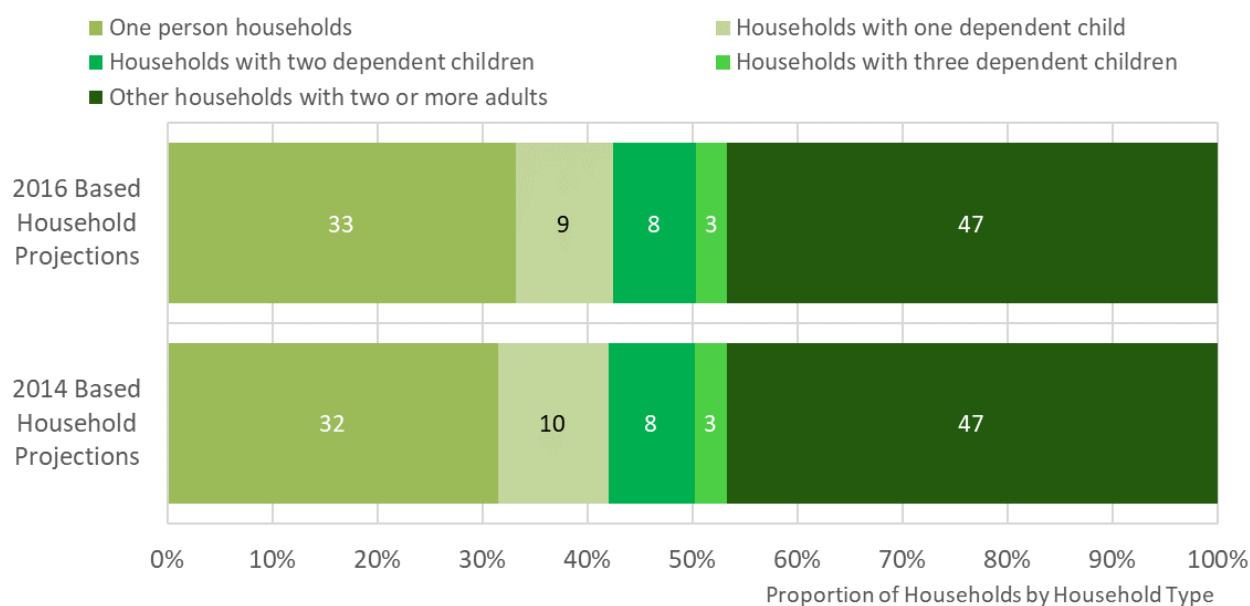
<sup>16</sup> MHCLG, (2016), 2014-Based Sub National Household Projections

<sup>17</sup> MHCLG, (2018), 2016-Based Sub National Household Projections



- 2.18. Figure 1 shows that the 2016-based SNHP produced slightly lower estimates than the 2014-based SNHP's during 2016-2036, but in 2037 and 2038 the 2016-based SNHPs exceeded the 2014-based SNHP's. At most (in 2021) the 2016 based projections differed by nearly 350 less households (-0.24%) when compared with the 2014 based projections. However, in 2038 the 2016 SNHPs exceeded the 2014 SNHPs by 800 households (0.54%).
- 2.19. Figure 2 shows that the overall distribution of households by household type in Shropshire in 2038 remains broadly similar between the 2014-based and 2016-based household projections. There is a small contrast in the distribution of single person households with the 2016-based SNHP's estimating a higher level of growth than the 2014-based SNHP's. An additional 2,600 single person households are estimated in Shropshire by 2038, from 48,800 (2014 based) to 51,300 (2016 based).
- 2.20. The household types with dependent children, illustrated in Figure 2, all dropped in estimated numbers from the 2014-based SNHP to the 2016-based SNHP. The most significant drop was in the proportion of households with one dependent child (from 10.5% to 9.1%) following the release of the 2016-based SNHP. In terms of estimated numbers of households this is a drop of -1,800 households, from 16,200 to 14,400 by 2038.

**Figure 2: Distribution of Households by Household Type at 2038, Comparison of the 2014-Based and 2016-Based Household Projections for Shropshire<sup>18&19</sup>**



- 2.21. Table 3 considers how the 2014-based SNHP and the 2016-based SNHP differ in terms of long-term change by household type. In all households with dependent children the 2016 projections are estimated to see a decline or a greater decline than estimated in the 2014 based household projections. Of particular note is the projected growth in one dependent child households derived from the 2014 projections (6.3%) compared with projected decline (-5.4%) derived from the 2016 projections.
- 2.22. The 2016-based SNHP's show a more significant rise in single person households when compared with the 2014 based projections. By 2038, Shropshire is projected see a rise of 10,700 single person households (26.2%) compared with only 8,400 single person

<sup>18</sup> MHCLG, (2016), 2014-Based Sub National Household Projections

<sup>19</sup> MHCLG, (2018), 2016-Based Sub National Household Projections



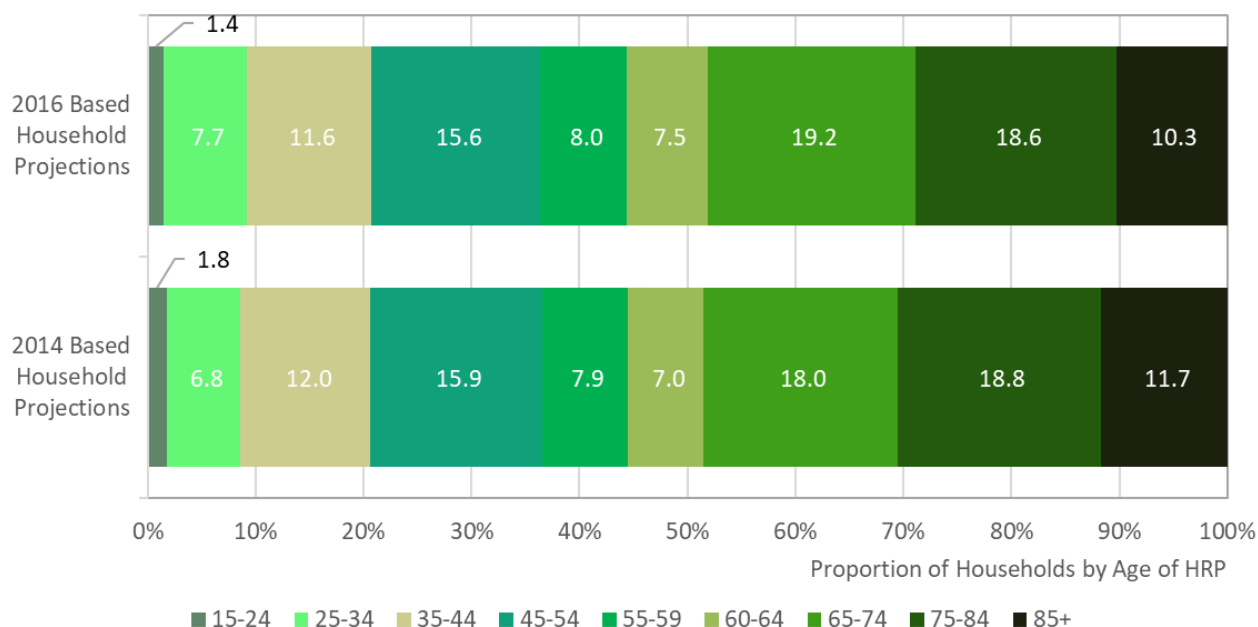
households estimated in the 2014 based projections. A significant proportion of these will be older people living alone.

**Table 3: Household Growth by Household Type in Shropshire, 2016-2038  
(Comparison 2014 and 2016 Sub-National Population Projections)<sup>18&19</sup>**

	2014 Based Household Projections				2016 Based Household Projections			
	2016	2038	Change 16-38	% Change	2016	2038	Change 16-38	% Change
Households with one dependent child	15,200	16,200	1000	6.3	15,200	14,400	-800	-5.4
Households with two dependent children	13,100	12,700	-300	-2.5	13,200	12,300	-1000	-7.4
Households with three or more dependent children	5,100	4,800	-300	-6.1	5,100	4,600	-500	-10.0
One person household	40,300	48,800	8,400	20.9	40,700	51,300	10,700	26.2
Other households with two or more adults	61,900	72,200	10,400	16.8	61,200	72,300	11,000	18.0
<b>Total</b>	<b>135,500</b>	<b>154,600</b>	<b>19,100</b>	<b>14.1</b>	<b>135,400</b>	<b>154,800</b>	<b>19,400</b>	<b>14.3</b>

2.23. Figure 3 shows the overall distribution of households by the age group of the HRP in Shropshire in 2038. The distribution remains broadly similar between the 2014-based and 2016-based household projections. The largest contrast is in the distribution of households with an older HRP, with the 2014 based projections showing a higher proportion of HRPs aged 85 years and over (11.7%) and a lower proportion of households with an HRP aged 65 to 74 years (19.2%.) Both sets of projections show that approaching 50% of households in Shropshire by 2038 will have HRPs aged 65 years and over.

**Figure 3: Distribution of Households by the Age Group of the HRP at 2038, Comparison of the 2014-Based and 2016-Based Household Projections<sup>20&21</sup>**



<sup>20</sup> MHCLG, (2016), 2014-Based Sub National Household Projections

<sup>21</sup> MHCLG, (2018), 2016-Based Sub National Household Projections

2.24. Table 4 considers how the 2014-based SNHP and the 2016-based SNHP differ in terms of long-term change by age group of the HRP.

**Table 4: Household Growth by Age Group in Shropshire, 2016-2038 (Comparison 2014 and 2016 Sub-National Population Projections)<sup>20&21</sup>**

	2014 Based Sub-National Population Projections				2016 Based Sub-National Population Projections			
	2016	2038	Change 2016-38	% Change	2016	2038	Change 2016-38	% Change
<b>15-24</b>	2,900	2,800	-200	-5.1%	2,700	2,200	-500	-17.5%
<b>25-34</b>	13,200	10,600	-2,600	-20.0%	13,100	12,000	-1,100	-8.3%
<b>35-44</b>	18,300	18,600	300	1.6%	18,500	17,900	-500	-2.9%
<b>45-54</b>	27,000	24,600	-2,400	-8.9%	28,200	24,100	-4,100	-14.5%
<b>55-59</b>	12,700	12,200	-500	-4.0%	13,200	12,400	-800	-5.8%
<b>60-64</b>	11,900	10,900	-1,000	-8.6%	11,900	11,700	-300	-2.1%
<b>65-74</b>	25,200	27,900	2,700	10.7%	24,200	29,800	5,600	23.3%
<b>75-84</b>	17,300	29,100	11,800	68.2%	16,900	28,800	11,900	70.7%
<b>85+</b>	7,000	18,100	11,100	157.5%	6,900	15,900	9,000	130.5%
<b>Total</b>	135,500	154,600	19,100	14.1%	135,400	154,800	19,400	14.3%

2.25. The 2014-based SNHP's suggest significant decline of 2,800 (-17.3%) households with an HRP aged 15-34 years during 2016-2038. This compares with projected decline of only -1,600 households (-9.9%) in the 2016-based SNHP's.

2.26. The 2014-based SNHP's suggest significant growth of 25,600 households (51.6%) with an HRP aged 65 years and over in Shropshire during 2016-2038. This compares with more significant projected growth of 26,600 households (55.4%) in the 2016-based SNHP's.

### 3. Different Types of Housing

- 3.1. This section aims to assess “*the size, type and tenure*’ of general ‘*housing needed*” in Shropshire during the proposed Shropshire Local Plan period 2016-2038. Further to this Sections 4-13 consider the needs of the particular community groups identified in NPPG. It should be noted that the specific needs of different community groups and specific types of accommodation (such as affordable housing or specialist housing for the elderly/ those with long-term health conditions and disabilities) may well vary from the general needs for different sizes, types and tenure of housing.
- 3.2. Within this section, a desktop approach has been adopted which utilises the most up-to-date and relevant data sources available to produce forecasts of housing need by tenure, dwelling type and size of accommodation. These data sources are:
- 2001 and 2011 Census (ONS);
  - 2014 Based Sub-National Household Projections (2014-based SNHP) (ONS); and
  - 2016 Based Sub-National Household Projections (2016-based SNHP) (ONS).
- 3.3. This section of Part 2 of the SHMA aims to better understand the balance of housing need for different tenures, different dwelling types and different sizes of homes in Shropshire. It supports the published Shropshire Local Housing Needs Assessment which identifies overall housing need in Shropshire (based on the standard methodology defined in NPPG.) It also further develops the SHMA Part I which profiles Shropshire’s housing market area and economy, and reviews how Shropshire’s population / households are projected to change in the future.
- 3.4. The method adopted uses the ‘total household estimates’ sourced from 2014-based SNHP to inform household growth during 2016-2038, but uses the 2016-based SNHP to understand future changes in household composition and formation. The 2014-based SNHP have been used as they form the basis of calculating future overall housing need and identify how many new households will form annually in Shropshire.
- 3.5. An adjustment to the estimates has been made to allow for households currently concealed within other households. This may be by choice but also may be influenced by their inability to access an affordable home of the right type and size. For this purpose, the 2011 Census table on concealed families has been used to derive a concealment rate which is shown in Table 5. This rate has been applied to the household estimates to obtain an estimate of hidden households whose housing needs may presently be unmet. Further information on concealed households is included in Section 4 of this document.
- 3.6. To convert households to dwellings, a vacancy rate has been derived from the 2011 Census and applied to household estimates. This has been used as it reflects both second homes and vacant properties and is consistent with the 2001 Census estimate. This is set out in Table 5. Further information on vacant dwelling stock in Shropshire is included in Part 1 of the SHMA.

**Table 5: Concealed Families<sup>22</sup> and Household Space with No Usual Resident<sup>23</sup> (2011 Census)**

Families by Age of FRP	Concealed Families	Unconcealed Families	Total Families	Concealment Rate	Household Spaces with no usual residents*	All Household Spaces	Vacancy Rate
Age 24 and under	272	89,617	2,097	0.130			
Age 25-34	315	1,825	9,910	0.032			
Age 35-49	175	9,595	28,149	0.006			
Age 50-64	110	27,974	27,977	0.004			
Age 65-74	146	27,867	13,361	0.011			
Age 75-84	86	13,215	7,426	0.012			
Age 85 Plus	31	7,340	1,832	0.017			
<b>All FRP</b>	<b>1,135</b>	<b>67,261</b>	<b>90,752</b>	<b>0.013</b>			

*\*Please note: Household spaces with no usual residents encompasses vacant properties and second homes. This reflects Shropshire's attractiveness as a holiday destination and is felt to be appropriate going forward.*

### **General Housing Need by Tenure**

3.7. Tables 6-11 show the estimated growth in households and dwellings during the Shropshire Local Plan period 2016-2038 summarised by tenure, dwelling type and number of bedrooms. As explained these estimates assume the distribution of households across the main tenures, dwelling types and the number of bedrooms (derived from the 2011 Census) will remain the same during 2016-2038. This method is not ideal as undoubtedly the distribution will change, as it has done between 2001-2011, but it has the benefit of being based on robust information that is transparent and understandable.

3.8. Care should be taken in interpreting these projections as the age groups below 50 years in Shropshire are projected to decline by 2038 based on past trends in births, deaths and migration. Therefore, using this methodology results in negative dwellings needed by younger households. Four factors are apparent which are likely to impact on the need for housing to accommodate younger households:

- Concealed households are more prevalent in the younger age groups with approaching 70% with a family reference person aged below 50 years.
- As is evident in the later section on student housing needs, the number of young students is projected to increase with the establishment of the University Centre: Shrewsbury. It is hoped that Shropshire may retain some of these young people by offering attractive job opportunities and suitable accommodation.
- Shropshire's Economic Growth Strategy aspires to grow and diversify Shropshire's future labour force to support local economic growth.
- In the south east of Shropshire there is a high level of net out communicating to workplaces in Birmingham and the Black Country. If suitable affordable housing becomes available along with growth in home-working and other employment opportunities, younger working age households may wish to re-locate to Shropshire from elsewhere.

<sup>22</sup> 2011 Census Table DC1110EW1a - Concealed family by family type by dependent children in family by age of Family Reference Person (FRP), ONS.

<sup>23</sup> 2011 Census Table KS401EW - Dwellings, household spaces and accommodation type, ONS.

## Summary Tables – Housing Need during 2016-2038 by Tenure, Dwelling Type and Number of Bedrooms

### Tenure

- 3.9. Table 6 summarises the number and percentage of total households by tenure from the 2001 and 2011 Censuses. These give an understanding of the long-term direction of change in tenure, illustrating a subtle decline in owner occupation balanced against growth in private rented accommodation.
- 3.10. Based upon the 2011 Census information and the 2014-based SNHP, the number of households is shown in Table 6 for 2016 and 2038, alongside a summary of projected household change. Overall Table 6 estimates household growth of 14.1% is estimated during 2016-2038, with 86.5% of this growth estimated to be absorbed into the private housing market through owner occupation or renting privately.

**Table 6: Estimates of Households by Tenure Based on the 2011 Census  
Breakdown Continuing** <sup>24,25&26</sup>

Households	2001 Census (Number and % Breakdown)		2011 Census (Number and % Breakdown)		Estimate 2016 (2011 Census)	Estimate 2038 (2011 Census)	Change in Households 2016-2038
	Number	%	Number	%			
Owner Occupied*	85,411	72.8%	90,518	69.8%	94,597	107,955	13,358
Social Rented	15,955	13.6%	17,444	13.5%	18,230	20,805	2,574
Private Rented**	15,935	13.6%	21,705	16.7%	22,684	25,887	3,203
<b>Total</b>	<b>117,301</b>	<b>100%</b>	<b>129,665</b>	<b>100%</b>	<b>135,511</b>	<b>154,647</b>	<b>19,136</b>

Please note:

\*Shared ownership is included within 'owner occupied.'

\*\*'Private rented' includes private landlord or letting agency, employer of a household member, private rented other and households living rent free.

- 3.11. Table 7 converts the projected growth in households into the estimated annual need for new dwellings. Firstly the 'unmet household need' at 2016 has been estimated at 1,695 households currently concealed within other households in Shropshire. This assumes these households are either unable to afford suitable housing or cannot find the right size, type or tenure of housing in the right location in Shropshire.
- 3.12. Secondly, Table 7 converts households into dwellings by allowing for a level of vacant housing stock of 917 dwellings. This estimates that 4.4% of housing stock will remain vacant in Shropshire to enable the housing market to function effectively. Overall Table 7 estimates total housing need of 21,748 new dwellings during 2016-2038 which results in an annual dwelling need of 989. In terms of tenure, this results in an annual need of 690 dwellings within the home ownership sector, 133 in the social rented sector and 165 in the private rented sector.

<sup>24</sup> ONS, Table LC1110EW: Concealed family status by family type by dependent children by age of Family Reference Person (FRP) - 2011 Census, © Crown Copyright 2020.

<sup>25</sup> 2001 Census Table KS018 – Tenure, ONS - <https://www.nomisweb.co.uk/>.

<sup>26</sup> 2011 Census Table KS402EW – Tenure, ONS - <https://www.nomisweb.co.uk/>.

**Table 7: Estimates of Dwellings Needed During 2016-2038 by Tenure**

Households	Estimated Concealed Households at 2016*	Household Change plus Concealed Households**	Estimated Vacant Dwellings	Estimated Number of New Dwellings Needed 2016-2038	Annual Dwellings Needed 2016-2038
Owner Occupied	1,183	14,541	640	15,182	690
Social Rented	228	2,802	123	2,926	133
Private Rented	284	3,487	153	3,640	165
<b>Total</b>	<b>1,695</b>	<b>20,831</b>	<b>917</b>	<b>21,748</b>	<b>989</b>

\*Rate of concealment used was 1.3 based upon 2011 Census 'families with an FRP by age group.'

\*\*Please note the vacancy rate used is based on 2011 Census variable 'No usual residents' which includes vacant and second homes.

### Dwelling Type

3.13. Table 8 shows the number and percentage of total households by dwelling type from the 2001 and 2011 Censuses. It illustrates that the breakdown of accommodation remained very similar when the two census results are compared, with the highest level of percentage growth in 'caravans or other mobile or temporary structure (23.1%) and 'flats, maisonettes or apartments' (13.7%). In terms of numbers, semi-detached accommodation saw the largest level of growth during 2011-2011.

3.14. Table 8 shows that using the 2014-based SNHP, 139,658 households (90.3%) in Shropshire are projected to live in a house or bungalow by 2038. The method assumes detached accommodation will remain the largest dwelling type in Shropshire, accommodating 61,409 households by 2038 after growth of 7,599 households during 2016-2038.

**Table 8: Estimates of Households by Dwelling Type Based on the 2011 Census  
Breakdown Continuing 27&28**

Households	2001 Census (Number and % Breakdown)		2011 Census (Number and % Breakdown)		Estimate 2016 (2011 Census)	Estimate 2038 (2011 Census)	Change in Households 2016-2038
Detached whole house or bungalow	49,731	40.7%	51,489	39.7%	53,810	61,409	7,599
Semi-detached whole house or bungalow	41,577	34.0%	43,921	33.9%	45,901	52,383	6,482
*Terraced whole house or bungalow	20,020	16.4%	21,687	16.7%	22,665	25,865	3,201
A flat, maisonette or apartment	10,278	8.4%	11,682	9.0%	12,209	13,933	1,724
A caravan or other mobile or temporary structure	720	0.6%	886	0.7%	926	1,057	131
<b>Total</b>	<b>122,326</b>	<b>100.0%</b>	<b>129,665</b>	<b>100.0%</b>	<b>135,511</b>	<b>154,647</b>	<b>19,136</b>

\*Please note terraced accommodation includes end terrace properties.

3.15. Table 9 converts the projected growth in households into the estimated annual need for new dwellings by dwelling type. It suggests the highest level of 'unmet household need' in 2016 is from hidden households needing detached accommodation (673 households). For detached accommodation the method assumes an additional 364 vacant dwelling will need to be developed to maintain an effective housing market.

<sup>27</sup> ONS, Table LC1110EW: Concealed family status by family type by dependent children by age of Family Reference Person (FRP) - 2011 Census, © Crown Copyright 2020.

<sup>28</sup> ONS, Table KS016: Household spaces and accommodation type – 2001 Census, © Crown Copyright 2020.

3.16. Overall Table 9 estimates total housing need of 21,748 new dwellings during 2016-2038 which results in an annual dwelling need of 989. In terms of dwelling type, this results in an annual need for 393 detached dwellings, 335 semi-detached dwellings, 165 terraced dwellings and 89 flats, maisonettes or apartments. As new housing options evolve to meet the needs of Shropshire older population, the need for flats, maisonettes or apartments may grow.

**Table 9: Estimates of Dwellings During 2016-2038 and Annual Need by Dwelling Type**<sup>29,30,31&32</sup>

Household Spaces	Estimated Concealed Households at 2016*	Household Change plus Concealed Households**	Estimated Vacant Dwellings	Estimated Number of New Dwellings Needed 2016-2038	Annual Dwellings Needed 2016-2038
Detached whole house or bungalow	673	8,272	364	8,636	393
Semi-detached whole house or bungalow	574	7,056	311	7,367	335
Terraced whole house or bungalow	283	3,484	153	3,637	165
A flat, maisonette or apartment	153	1,877	83	1,959	89
A caravan or other mobile or temporary structure	12	142	6	149	7
<b>Total</b>	<b>1,695</b>	<b>20,831</b>	<b>917</b>	<b>21,748</b>	<b>989</b>

Please note 'No usual residents' includes vacant and second homes.

### Number of Bedrooms

3.17. The 2011 Census was the first Census to record the number of bedrooms in a household's home. This means in terms of bedrooms it is not possible to get a sense of the direction of change in terms of size of accommodation. However, the 2011 Census did reveal that 43.5% of Shropshire's households lived in three-bedroom accommodation and that a quarter of households lived in two-bedroom accommodation. Unsurprisingly with Shropshire's high proportion of detached housing just under a quarter of households lived in accommodation with four or more bedrooms. Based upon the 2014-based SNHP and the 2011 Census, it is estimated the highest household need will be for three-bedroom homes.

**Table 10: Estimates of Households by Number of Dwellings Based on the 2011 Census**  
**Breakdown Continuing**<sup>33,34&35</sup>

Households	2011 Census (Number and % Breakdown)		Estimate 2016 (2011 Census)	Estimate 2038 (2011 Census)	Total Household Change 2016-2038
1 bedroom	9,899	7.6%	10,345	11,806	1,461
2 bedrooms	32,545	25.1%	34,012	38,815	4,803
3 bedrooms	56,365	43.5%	58,906	67,225	8,318
4 bedrooms	23,108	17.8%	24,150	27,560	3,410
5 bedrooms	5,705	4.4%	5,962	6,804	842
6 or more bedrooms	2,043	1.6%	2,135	2,437	302
<b>Total number of bedrooms:</b>	<b>129,665</b>	<b>100.0%</b>	<b>135,511</b>	<b>154,647</b>	<b>19,136</b>

<sup>29</sup> 2001 Census Table KS016 - Household spaces and accommodation type - <https://www.nomisweb.co.uk/>

<sup>30</sup> 2011 Census Table KS401 - Dwellings, household spaces and accommodation type - <https://www.nomisweb.co.uk/>

<sup>31</sup> Research outputs: Subnational dwelling stock by tenure estimates, England, 2018, ONS.

<sup>32</sup> Live Table 100 (MHCLG)

<sup>33</sup> ONS, Table LC1110EW: Concealed family status by family type by dependent children by age of Family Reference Person (FRP) - 2011 Census, © Crown Copyright 2020.

<sup>34</sup> 2001 Census Table KS018 – Tenure, ONS - <https://www.nomisweb.co.uk/>.

<sup>35</sup> 2011 Census Table KS402EW – Tenure, ONS - <https://www.nomisweb.co.uk/>.



3.18. Table 11 converts the projected growth in households into the estimated annual need for new dwellings by number of bedrooms. It suggests the highest level of 'unmet household need' in 2016 is from hidden households needing three-bedroom accommodation (737 households). For three-bedroom accommodation the method assumes an additional 399 vacant dwellings will need to be developed to maintain an effective housing market.

**Table 11: Estimates of Dwellings Needed During 2016-2038 and Annual Need by Number of Bedrooms**<sup>36,37,38&39</sup>

Household Spaces	Estimated Concealed Households at 2016*	Household Change plus Concealed Households*	Estimated Vacant Dwellings**	Estimated Number of New Dwellings Needed 2016-2038	Annual Dwellings Needed 2016-2038
1 bedroom	129	1,590	70	1,660	75
2 bedrooms	425	5,228	230	5,459	248
3 bedrooms	737	9,055	399	9,454	430
4 bedrooms	302	3,712	163	3,876	176
5 bedrooms	75	917	40	957	43
6 or more bedrooms	27	328	14	343	16
<b>Total number of bedrooms:</b>	1,695	20,831	917	21,748	989

Please note 'No usual residents' includes vacant and second homes.

\*For 2016, number of vacant dwellings sourced from the MHCLG Council Tax data using MHCLG definition. Tenure breakdown already includes vacant dwellings and so just provided for information.

\*\*Rate of concealment used was 1.3 based upon 'families with an FRP aged below 65.'

3.19. Overall Table 11 estimates total housing need of 21,748 new dwellings during 2016-2038 in Shropshire which results in an annual dwelling need of 989. In terms of number of bedrooms, this results in an annual need for 430 three-bedroom homes, 248 two-bedroom homes and 176 four-bedroom homes.

### **General Housing Need by Age of Household Reference Person by Tenure, Dwelling Type and Number of Bedrooms**

3.20. Table 12 sets out the 2011 Census information on dwelling stock, tenure and number of bedrooms by the age group of a household reference person (HRP). In Table 12 the information is shown as the 'percentage of households in each HRP age group' and it is this breakdown which has been applied to the 2014-based SNHP to estimate future housing need by type, tenure and size in Shropshire.

<sup>36</sup> 2001 Census Table KS016 - Household spaces and accommodation type - <https://www.nomisweb.co.uk/>

<sup>37</sup> 2011 Census Table KS401 - Dwellings, household spaces and accommodation type - <https://www.nomisweb.co.uk/>

<sup>38</sup> Research outputs: Subnational dwelling stock by tenure estimates, England, 2018, ONS.

<sup>39</sup> Live Table 100 (MHCLG)



**Table 12: Estimates of Households by Age of HRP and Accommodation Characteristics - 2011 Census<sup>40</sup>**

Tenure by Age of HRP	Owner occupied	Social Rented	Private Rented				Total Households		
15-24 Years	14.2%	31.0%	54.8%				100.0%		
25-34 Years	40.0%	19.7%	40.3%				100.0%		
35-44 Years	63.4%	14.7%	22.0%				100.0%		
45-54 Years	73.7%	11.2%	15.1%				100.0%		
55-59 Years	77.9%	10.4%	11.7%				100.0%		
60-64 Years	80.2%	9.9%	9.9%				100.0%		
65-74 Years	80.6%	11.2%	8.2%				100.0%		
75-84 Years	78.0%	13.9%	8.1%				100.0%		
85 Years Plus	72.4%	17.3%	10.3%				100.0%		
Grand Total	69.8%	13.5%	16.7%				100.0%		
Dwelling Type by Age of HRP	Detached whole house or bungalow	Semi-detached whole house or bungalow	Terraced whole house or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure			Total Households	
15-24 Years	8.1%	26.1%	29.1%	36.5%	0.1%			100.0%	
25-34 Years	14.7%	36.4%	30.3%	18.2%	0.4%			100.0%	
35-44 Years	31.3%	38.6%	20.8%	9.1%	0.3%			100.0%	
45-54 Years	42.2%	34.7%	15.6%	7.1%	0.4%			100.0%	
55-59 Years	45.5%	32.4%	14.8%	6.6%	0.8%			100.0%	
60-64 Years	49.5%	30.9%	12.6%	5.9%	1.1%			100.0%	
65-74 Years	49.7%	31.3%	12.1%	5.4%	1.5%			100.0%	
75-84 Years	47.7%	32.9%	11.6%	7.0%	0.8%			100.0%	
85 Years Plus	42.8%	31.9%	12.2%	12.6%	0.5%			100.0%	
Grand Total	39.7%	33.9%	16.7%	9.0%	0.7%			100.0%	
Bedrooms by HRP	1 bedroom	2 bedrooms	3 bedrooms	4 bedrooms	5 bedrooms	6 or more bedrooms			Total Households
15-24 Years	23.7%	47.2%	24.4%	3.4%	0.9%	0.6%			100.0%
25-34 Years	12.2%	36.9%	41.1%	7.7%	1.6%	0.5%			100.0%
35-44 Years	6.3%	21.0%	45.9%	20.4%	4.8%	1.6%			100.0%
45-54 Years	5.3%	17.9%	43.7%	23.8%	6.8%	2.4%			100.0%
55-59 Years	5.6%	20.2%	44.0%	21.9%	6.0%	2.2%			100.0%
60-64 Years	5.5%	21.3%	44.4%	21.7%	5.1%	1.9%			100.0%
65-74 Years	6.6%	25.4%	44.9%	17.6%	4.0%	1.5%			100.0%
75-84 Years	8.6%	31.4%	44.0%	12.4%	2.5%	0.9%			100.0%
85 Years Plus	14.4%	36.5%	38.5%	8.6%	1.4%	0.6%			100.0%
Grand Total	7.6%	25.1%	43.5%	17.8%	4.4%	1.6%			100.0%

3.21. In order to convert households into dwellings an allowance has been made for concealed households and a level of vacancy. Therefore Tables 13 and 14 set out projected housing need.

<sup>40</sup> 2011 Census Commissioned Table CT0621 - Tenure by number of bedrooms and accommodation type by sex of Household Reference Person (HRP) by age of HRP, ONS.

3.22. Tables 13 and 14 set out the projected housing need in Shropshire during 2016-2038 and also how this translates into an annual housing need figure. As previously highlighted HRPs aged 25-34 years and 45-64 years are projected to decline requiring a smaller portion of Shropshire's housing stock than in 2016. However, it will be the case that for some households Shropshire's current housing stock may not currently meet their housing needs in terms affordability, location, tenure, type and size.

**Table 13: Estimated Number of Households Needed in Shropshire 2016-2038 by Age of HRP and Accommodation Characteristics**

Tenure by Age of HRP	Owner occupied	Social Rented	Private Rented				Total Dwellings	
15-24 Years	34	74	132				240	
25-34 Years	-922	-455	-931				-2,308	
35-44 Years	266	61	92				419	
45-54 Years	-1,712	-260	-351				-2,323	
55-59 Years	-372	-50	-56				-477	
60-64 Years	-820	-101	-101				-1,022	
65-74 Years	2,496	348	254				3,099	
75-84 Years	9,765	1,735	1,013				12,513	
85 Years Plus	8,463	2,021	1,203				11,688	
<b>Grand Total</b>	<b>15,182</b>	<b>2,926</b>	<b>3,640</b>				<b>21,748</b>	
Dwelling Type by Age of HRP	Detached whole house or bungalow	Semi-detached whole house or bungalow	Terraced whole house or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure			Total Dwellings
15-24 Years	19	63	70	88	0			240
25-34 Years	-338	-841	-699	-420	-10			-2,308
35-44 Years	131	162	87	38	1			419
45-54 Years	-980	-807	-363	-165	-8			-2,323
55-59 Years	-217	-154	-70	-32	-4			-477
60-64 Years	-506	-316	-129	-60	-11			-1,022
65-74 Years	1,540	970	375	167	46			3,099
75-84 Years	5,974	4,111	1,454	877	96			12,513
85 Years Plus	5,006	3,723	1,422	1,477	60			11,688
<b>Grand Total</b>	<b>8,636</b>	<b>7,367</b>	<b>3,637</b>	<b>1,959</b>	<b>149</b>			<b>21,748</b>
Bedrooms by HRP	1 bedroom	2 bedrooms	3 bedrooms	4 bedrooms	5 bedrooms	6 or more bedrooms	Total Dwellings	
15-24 Years	57	113	59	8	2	1	240	
25-34 Years	-282	-851	-948	-178	-37	-11	-2,308	
35-44 Years	27	88	193	86	20	7	419	
45-54 Years	-124	-416	-1,016	-553	-158	-55	-2,323	
55-59 Years	-27	-97	-210	-105	-28	-11	-477	
60-64 Years	-57	-218	-454	-222	-52	-20	-1,022	
65-74 Years	205	786	1,391	546	125	47	3,099	
75-84 Years	1,077	3,932	5,511	1,556	318	119	12,513	
85 Years Plus	1,688	4,269	4,504	1,001	159	68	11,688	
<b>Grand Total</b>	<b>1,660</b>	<b>5,459</b>	<b>9,454</b>	<b>3,876</b>	<b>957</b>	<b>343</b>	<b>21,748</b>	

**Table 14: Estimated Number of Dwellings Needed Annually in Shropshire 2016-2038 by Age of HRP and Accommodation Characteristics**

Tenure by Age of HRP	Owner occupied	Social Rented	Private Rented				Annual Dwelling Need	
15-24 Years	2	3	6				11	
25-34 Years	-42	-21	-42				-105	
35-44 Years	12	3	4				19	
45-54 Years	-78	-12	-16				-106	
55-59 Years	-17	-2	-3				-22	
60-64 Years	-37	-5	-5				-46	
65-74 Years	113	16	12				141	
75-84 Years	444	79	46				569	
85 Years Plus	385	92	55				531	
<b>Grand Total</b>	<b>690</b>	<b>133</b>	<b>165</b>				<b>989</b>	
Dwelling Type by Age of HRP	Detached whole house or bungalow	Semi-detached whole house or bungalow	Terraced whole house or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure			Annual Dwelling Need
15-24 Years	1	3	3	4	0			11
25-34 Years	-15	-38	-32	-19	-0			-105
35-44 Years	6	7	4	2	0			19
45-54 Years	-45	-37	-16	-8	-0			-106
55-59 Years	-10	-7	-3	-1	-0			-22
60-64 Years	-23	-14	-6	-3	-1			-46
65-74 Years	70	44	17	8	2			141
75-84 Years	272	187	66	40	4			569
85 Years Plus	228	169	65	67	3			531
<b>Grand Total</b>	<b>393</b>	<b>335</b>	<b>165</b>	<b>89</b>	<b>7</b>			<b>989</b>
Bedrooms by HRP	1 bedroom	2 bedrooms	3 bedrooms	4 bedrooms	5 bedrooms	6 or more bedrooms	Annual Dwelling Need	
15-24 Years	3	5	3	0	0	0	11	
25-34 Years	-13	-39	-43	-8	-2	-1	-105	
35-44 Years	1	4	9	4	1	0	19	
45-54 Years	-6	-19	-46	-25	-7	-3	-106	
55-59 Years	-1	-4	-10	-5	-1	-0	-22	
60-64 Years	-3	-10	-21	-10	-2	-1	-46	
65-74 Years	9	36	63	25	6	2	141	
75-84 Years	49	179	251	71	14	5	569	
85 Years Plus	77	194	205	45	7	3	531	
<b>Grand Total</b>	<b>75</b>	<b>248</b>	<b>430</b>	<b>176</b>	<b>43</b>	<b>16</b>	<b>989</b>	

3.23. It is evident from Tables 13 and 14 that older households with an HRP aged 65 years and over are going to place the biggest demand on Shropshire's future housing needs. This is explored more deeply in Section 6 of the SHMA, but simply put, based on the 2014-based SNHP, 27,300 dwellings will be needed to accommodate Shropshire's ageing population during 2016-2038. This translates into an annual need for 1,241 dwellings to accommodate this growth.

## 4. Affordable Housing

### **Introduction**

4.1. The NPPF explains that *“strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for a) housing (including affordable housing)...”*<sup>41</sup>. NPPG also goes on to identify households *“who require affordable housing”*<sup>42</sup> as a group within the community, whose housing needs should be assessed within the scope of the local housing need assessment. NPPF specifies that this assessment should be *“within the context”*<sup>42</sup> of *“the size, type and tenure of housing need”*<sup>42</sup> for this community group.

### **When is a household considered to be in need of affordable housing?**

4.2. The NPPG states that when considering the need for affordable housing, both current and projected future need for affordable housing should be considered. Specifically, the NPPG states *“Strategic policy-making authorities will need to estimate the current number of households and projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market”*<sup>43</sup>.

### **The methodology for assessing affordable housing need**

4.3. The NPPG provides a methodology for assessing affordable housing need and supply. In summary this assessment involves three key stages:

- Calculating current and future affordable housing need;
- Calculating current and future affordable housing supply; and
- Determining total net need.

### **Step 1: Calculating current and future affordable housing need**

4.4. The total affordable housing need for the Local Plan Review period consists of current affordable housing need and emerging affordable housing need. The NPPG states that *“the unmet (gross) need for affordable housing”*<sup>43</sup> can be identified by *“assessing past trends and current estimates of:*

- *The number of homeless households;*
- *The number of those in priority need who are currently housed in temporary accommodation;*
- *The number of households in over-crowded housing;*
- *The number of concealed households;*
- *The number of existing affordable housing tenants in need (i.e. householders currently housed in unsuitable dwellings); and*
- *The number of households from other tenures in need and those that cannot afford their own homes, either to rent, or to own, where that is their aspiration”*<sup>43</sup>.

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<sup>41</sup> HCLG, (2019), NPPF – Paragraph 20

<sup>42</sup> HCLG, (2019), NPPF – Paragraph 61

<sup>43</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 006, Reference: 67-006-20190722, Revision date: 22/07/2019

4.5. Importantly the NPPG also notes that *“care should be taken to avoid double-counting, which may be brought about with the same households being identified on more than one transfer list, and to include only those households who cannot afford to access suitable housing in the market”*<sup>43</sup>.

### **Step 2: Calculating current and future affordable housing supply**

4.6. The total affordable housing supply for the Local Plan Review period consists of current affordable housing stock that is available to meet affordable housing need and any future affordable housing supply. The NPPG states that *“there will be a current supply of housing stock that can be used to accommodate households in affordable housing need. As well as future supply. Therefore, assessing the total affordable housing supply requires identifying:*

- *The number of affordable dwellings that are going to be vacated by current occupiers that are fit for use by other households in affordable housing need;*
- *Suitable surplus stock (vacant properties); and*
- *The committed supply of new net affordable homes at the point of the assessment (number and size)”*<sup>44</sup>.

### **Step 3: Calculating the total annual need for affordable housing**

4.7. Once the current and future affordable housing need and the current and future affordable housing supply has been calculated, the total net affordable housing need can be calculated and then converted into net annual flows.

4.8. Once the net annual need has been calculated, there is then a need to consider the ability to deliver affordable housing in the context of meeting wider needs. However it should be emphasised that as recognised within the NPPG *“This need may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method”*<sup>45</sup>.

4.9. It should also be noted that the standard methodology for calculating the LHN includes a specific adjustment responding to the affordability ratio for the area, as such the need to respond to affordable housing need is already a factor within the calculation of housing need.

4.10. Further information on this distinction is provided within Appendix 1: Distinction between the calculation of Housing Need and Affordable Housing Need, of this document.

4.11. Specifically, the NPPG states *“The total need for affordable housing will need to be converted into annual flows by calculating the total net need (subtract total available stock from total gross need) and then converting total net need into an annual flow based on the plan period.*

4.12. *The total affordable housing need can then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, taking into account the probable percentage of affordable housing to be delivered by eligible market housing led developments. An increase in the total housing requirement included in the plan may need to be considered where it could help deliver the required number of affordable homes”.*

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<sup>44</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 008, Reference: 67-008-20190722, Revision date: 22/07/2019

<sup>45</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 001, Reference: 67-001-20190722, Revision date: 22/07/2019

## Assessing Affordable Housing Need

4.13. Shropshire Council considers that it is appropriate to utilise the methodology provided within the NPPG when calculating affordable housing need.

4.14. The NPPG presents a three step methodology, reflecting the processes within each of these steps, they have each been divided into sub-steps.

Steps:	Sub-Steps:
<b>Step 1: Calculating current and future affordable housing need</b>	Step 1a: Estimating the current unmet affordable housing need. Step 1b: Forecasting future affordable housing need
<b>Step 2: Calculating current and future affordable housing supply</b>	Step 2a: Estimating the current affordable housing supply available. Step 2b: Forecasting future affordable housing supply available.
<b>Step 3: Calculating the total annual need for affordable housing</b>	Step 3a: Calculating the total annual need for affordable housing. Step 3b: Conversion to net annual flows.

4.15. However, it should be emphasised that, when this methodology is considered alongside the methodology for the calculation of the LHN, it is apparent that the two assessments ascribe a different definition to the term ‘need’. Consequently, whilst the assessments are complementary in that they both represent part of the evidence base to inform the Local Plan process, they cannot be considered directly comparable. This is recognised within the NPPG which states *“This need may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method”*<sup>46</sup>. Further details are also provided within Appendix 1: Distinction between the calculation of Housing Need and Affordable Housing Need, of this document.

### Step 1a: Estimating the Current Unmet Affordable Housing Need

4.16. This section summarises the process by which the ‘current unmet gross need for affordable housing’ have been calculated in Shropshire. The NPPG methodology specifies that *“plan makers should establish unmet (gross) need for affordable housing by assessing past trends and recording current estimates of:*

- *The number of homeless households;*
- *The number of those in priority need who are currently housed in temporary accommodation;*
- *The number of households in over-crowded housing;*
- *The number of concealed households;*
- *The number of existing affordable housing tenants in need (i.e. householders currently housed in unsuitable dwellings); and*
- *The number of households from other tenures in need and those that cannot afford their own homes”*<sup>47</sup>.

4.17. Each of these factors is considered in turn.

<sup>46</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 001, Reference: 67-001-20190722, Revision date: 22/07/2019

<sup>47</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 006, Reference ID 67-006-20190722, Revision date: 22/07/2019

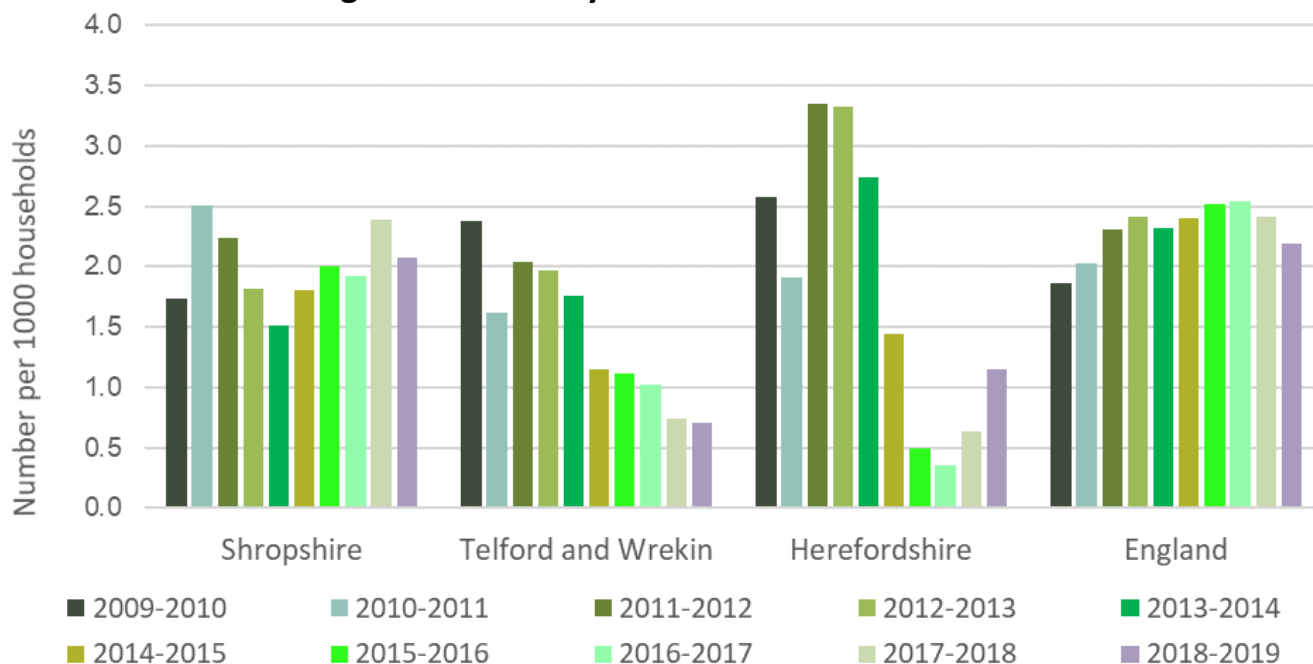
## **Homeless Households and Households in Temporary Accommodation**

- 4.18. The NPPG methodology indicates that “Local authorities will hold data on the number of homeless households, those in temporary accommodation and extent of overcrowding”<sup>51</sup>. Consistent with this, data on homeless households and households in temporary accommodation has been sourced from data returns made by the Local Authority.
- 4.19. Homelessness is a useful indicator of how well the housing needs of Shropshire residents are being met. If the number of households accepted as homeless and in priority need is increasing this may indicate an increase to affordable housing need or the availability of certain types of housing.
- 4.20. The charity ‘Crisis’ defines homelessness in its broadest sense as “a problem faced by people who lack a place to live that is supportive, affordable, decent and secure”. Rough sleepers are the most visible homelessness, but a high proportion of homeless people/households are accommodated in hostels, squats, bed and breakfasts (B&BS) or temporarily with friends and family.
- 4.21. The primary homelessness legislation is in Part 7 of the Housing Act 1996 and provides the statutory under-pinning for action to prevent homelessness and provide assistance to people threatened with or actually homeless. This was amended by the Homelessness Act 2002 and the Homelessness (Priority Need for Accommodation) (England) Order 2002. These extended the statutory duty that local authorities have to provide accommodation to households accepted as being homeless and in priority need. Their duty also extends to supporting homelessness prevention and relief.
- 4.22. In 2017 new legislation entitled the “Homelessness Reduction Act” was adopted together with an up-dated version of the Homelessness Code of Guidance. This places a duty on local authorities to intervene at earlier stages to prevent homelessness in their areas. It also requires housing authorities to provide homelessness services to all those affected, not just those who have ‘priority need’.
- 4.23. This new legislation came into force on 3<sup>rd</sup> April 2018 and coincided with a change to how homelessness statistics are being collected from local authorities by MHCLG. This is positive in that more valuable data is being collected, but initially it may impact on data quality as local authorities get used to the system. At the time of writing, data was available from MHCLG to Quarter 3 2019.
- 4.24. The only aspects of the new dataset that can be compared with historic trend data are households accommodated in temporary accommodation and those homeless households owed a main duty. The latter requires some caution as households must first follow the homelessness prevention and relief aspects of the Homeless Reduction Act before being accepted as owed a main duty. Where possible the following data is up-dated to the end of the financial year (March 2019).
- 4.25. Figure 4 analyses recent trends in households accepted by Local Authorities as being ‘homeless and owed a main duty’ through the use of rates (homeless households per 1,000 population). The data used is published by MHCLG and it is unknown how changes in Local Authority / national policy have impacted upon this trend over time.
- 4.26. In Shropshire, 2.07 households per 1,000 were accepted as homeless between April 2018 and March 2019, relative to 2.19 households nationally. Compared with the selected comparator local authorities, Shropshire has the 3<sup>rd</sup> highest rate of homeless households per 1,000 households.

4.27. In Shropshire, the number of households per 1,000 accepted as being ‘homeless and owed a main duty’ rose sharply during 2009-10 to 2010-11 by 44.4%. This is likely to be in response to rising housing costs up until 2008-09 followed by the subsequent recession and housing market crash. Since 2010-11, rates of homelessness have reduced year on year to 2013-14 reflecting more stability in housing costs as the housing market has recovered.

4.28. Unfortunately, during 2013-14 to 2017-18 rates of homelessness have generally continued to increase in Shropshire, with a significant increase of 24.5% from 2016-17 to 2017-18. Rates still remain below the level for 2010-11. This rise in the number of homeless households, parallels with rising house prices in Shropshire. With the exception of 2010-11, Shropshire rates have consistently remained below national levels.

**Figure 4: Statutory Homelessness – 2009-19<sup>48</sup>**



4.29. Of Shropshire’s closest comparator Local Authorities:

- Telford and Wrekin experienced an increase in levels in 2011-12 to a level comparable to Shropshire, rates have then reduced year on year to 2018-2019.
- Herefordshire experienced a much higher level of homelessness per 1,000 households than Shropshire in recent years, but has more than halved levels since 2012-13.

<sup>48</sup> MHCLG, Table 784: Local Authority Summary, [www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness](http://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness)



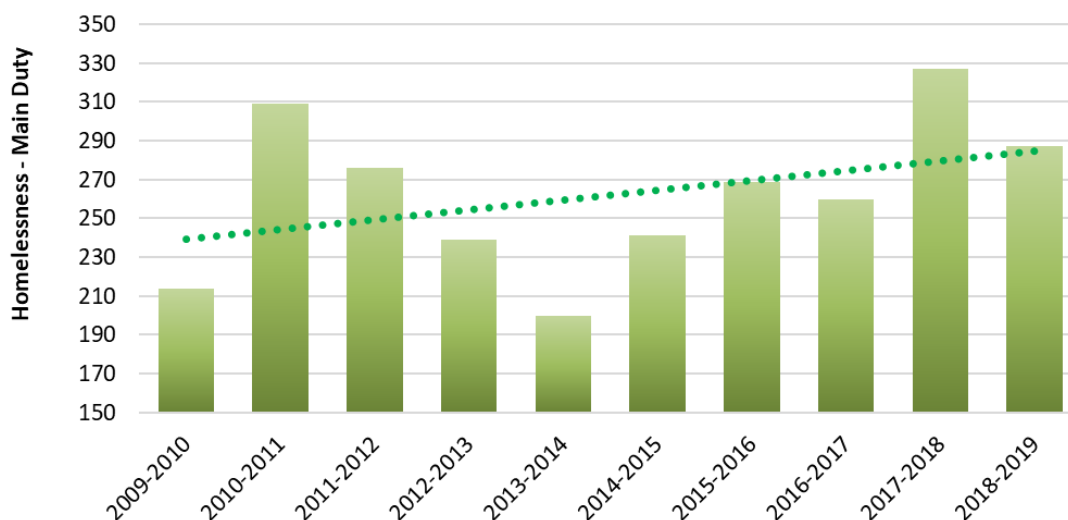
4.30. Table 15 shows the number of households accepted as homeless and owed a main duty for the period 2009-2019, alongside data for comparator local authorities. It is evident from this that Shropshire has seen the second highest number of homeless households, accepted as being owed a main duty annually, during 2009-2019, after Wolverhampton.

**Table 15: Homelessness<sup>48</sup>**

	2009 -10	2010 -11	2011 -12	2012 -13	2013 -14	2014 -15	2015 -16	2016 -17	2017 -18	2018- 19	Av. Per Year
Cheshire East	55	80	111	108	104	104	99	101	99	66	93
Cheshire West & Chester	34	72	100	110	65	90	84	99	105	280	104
East Staffordshire	27	49	24	34	78	112	115	138	105	17	70
Herefordshire	201	149	261	262	219	116	41	29	53	95	143
Malvern Hills	41	65	55	39	52	51	37	39	36	36	45
Newcastle-under-Lyme	17	7	6	13	18	10	9	15	19	16	13
<b>Shropshire</b>	<b>214</b>	<b>309</b>	<b>276</b>	<b>239</b>	<b>200</b>	<b>241</b>	<b>269</b>	<b>260</b>	<b>327</b>	<b>287</b>	<b>262</b>
South Staffordshire	21	62	50	33	27	27	48	37	22	9	34
Stafford	68	50	63	49	49	22	54	76	20	17	47
Telford and Wrekin	159	108	137	132	119	78	76	71	52	50	98
Wolverhampton	339	324	363	372	337	334	376	412	454	272	358
Worcester	166	183	206	213	187	171	135	153	181	136	173
Wyre Forest	69	96	141	151	134	141	168	169	150	63	128
<i>England</i>	40,020	44,160	50,290	53,770	52,290	54,430	57,740	59,100	56,600	51,270	51,967

4.31. Figure 5 illustrates the fluctuations in numbers of households accepted as homeless in Shropshire, showing the rising linear trend.

**Figure 5: Shropshire Trend – Households Accepted As Homeless**

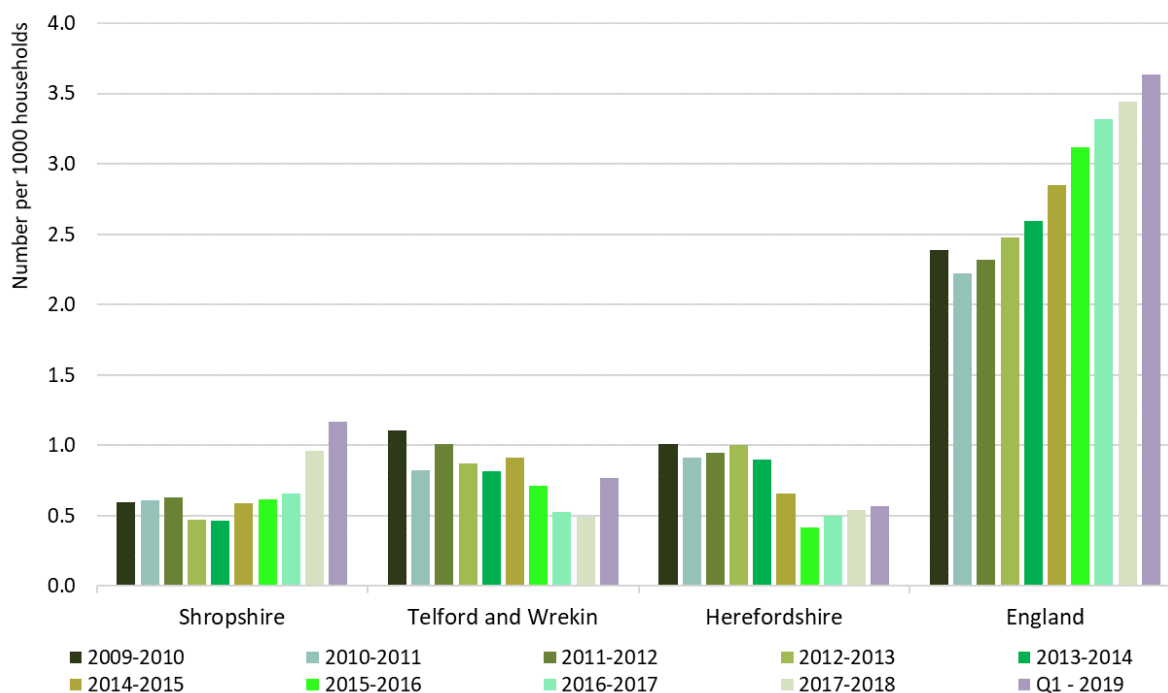


4.32. To summarise:

- In terms of numbers of homeless households there is evidence of worsening levels of homelessness in Shropshire, with a significant rise during 2016-2017 to 2017-2018, eclipsing the previously highest number from 2010-11.
- In relative terms, rates of homelessness improved in Shropshire during 2010/11-2013/14, but since then there has been rising rates of homelessness in the County. Rates in Shropshire have yet to reach the level experienced in 2010-11, when they surpassed national levels.

- 4.33. The analysis shows a worsening trend in Shropshire to 2017-2018, which suggests there has been a build-up of unmet housing need that has impacted heavily on levels of homelessness. The fall in numbers during 2017-2018 to 2018-2019, is likely to be attributable to the new system applied following the Homelessness Reduction Act in 2017. However overall to 2017-2018 there has remained an increasing number of homeless households in Shropshire who need access to ‘affordable, decent and secure housing.’
- 4.34. Households placed in temporary accommodation are a useful signal of the quantity of housing need. If the number of households placed in temporary accommodation is worsening then this may suggest housing costs are becoming less affordable, leading to growing affordable housing need.
- 4.35. Households present themselves as homeless due to a range of circumstances which may include eviction from private sector housing through rent/mortgage arrears, rising private sector housing costs or they may be concealed households who can no longer rely on friends or family to accommodate them.
- 4.36. A local authority firstly will work with households to assist them to remain in their existing accommodation or in suitable alternative accommodation if available. If this fails and it is determined the household is owed a main duty, they must be provided temporary accommodation until such time as suitable settled accommodation can be offered.
- 4.37. Figure 6 compares the recent trend in households accepted by local authorities as owed a main duty and placed in temporary accommodation. It uses a measure of the number of households placed per 1,000 households as a means of comparing Shropshire with the identified comparator local authorities and nationally. It is immediately evident that Shropshire has significantly lower numbers per 1,000 households than nationally and during 2009-2010 to 2014-15 remained significantly below its closest comparator authorities, Herefordshire and Telford and Wrekin.

**Figure 6: Households Placed in Temporary Accommodation, 2009-2019<sup>49</sup>**



<sup>49</sup> MHCLG, Statutory Live Tables Homelessness, [www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness](http://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness)

4.38. Nationally the number of households placed in temporary accommodation per 1,000 households has continued to rise year on year since 2010-2011, reaching 3.64 households per 1,000 in quarter 1 2019. Shropshire has not followed this trend. In years 2012-13 and 2013-2014 rates fell to below 0.5 households per 1,000. However, rates have risen slightly year on year since 2013-2014, encompassing significant rise during 2016-17 to quarter 1 2019 (0.66 to 0.96 households per 1,000 households.) This follows on from a similar rise in homelessness and runs parallel with rising housing costs in Shropshire.

4.39. Table 16 shows Shropshire and comparator local authorities in terms of the number of households placed into temporary accommodation, covering the period 2009-2010 to quarter 1 2019. The refreshed data collected from local authorities reveals at quarter 1 2019, 162 homeless households were placed into temporary housing in Shropshire. This represents the highest recorded number of households in the last ten years. The data reveals a 121.9% increase in accommodated households during this period.

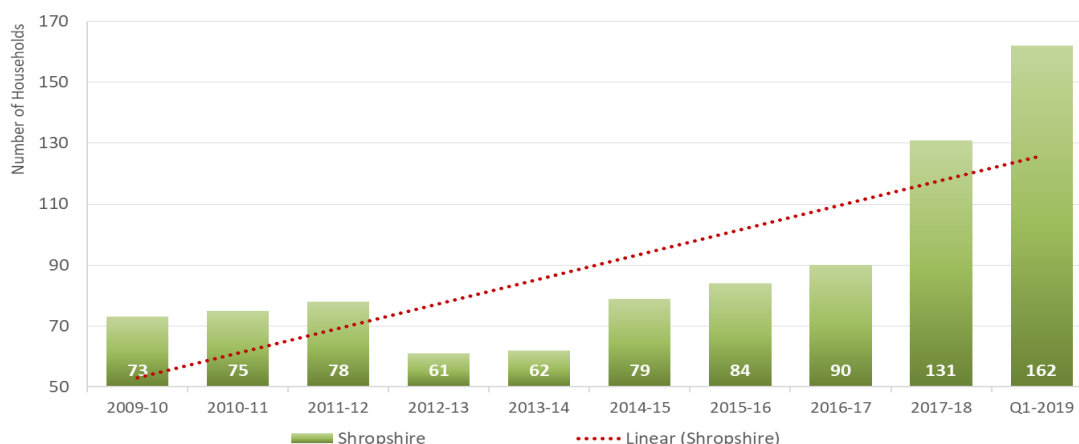
**Table 16: Households in Temporary Accommodation**

	Numbers in Temporary Accommodation										Ann. Av.	Ann. % Chge
	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	Q1-2019		
Cheshire East	13	14	20	18	35	32	17	24	28	41	24	14.2
Cheshire West & Chester	22	26	46	43	36	39	41	39	62	81	44	10.1
East Staffordshire	0	4	2	7	9	9	5	23	21	15	10	70.0
Herefordshire	79	71	74	79	80	53	34	41	45	47	60	-8.0
Malvern Hills	9	8	4	1	-	6	5	-	6	9	6	-24.5
Newcastle-under-Lyme	1	2	0	1	-	-	-	-	-	4	2	0.0
<b>Shropshire</b>	<b>73</b>	<b>75</b>	<b>78</b>	<b>61</b>	<b>62</b>	<b>79</b>	<b>84</b>	<b>90</b>	<b>131</b>	<b>162</b>	<b>90</b>	<b>3.4</b>
South Staffordshire	9	9	4	3	5	-	-	-	-	3	6	-2.8
Stafford	0	5	2	4	-	-	-	-	5	9	4	9.3
Telford and Wrekin	79	55	68	58	55	63	49	37	34	54	55	-8.7
Worcester	50	50	49	56	40	47	34	35	49	59	47	-3.8
Wolverhampton	59	51	57	54	65	57	56	60	69	22	55	0.8
Wyre Forest	30	17	9	5	-	-	6	10	-	19	16	-17.3
<b>England</b>	<b>51,310</b>	<b>48,240</b>	<b>50,430</b>	<b>55,320</b>	<b>58,410</b>	<b>64,710</b>	<b>71,660</b>	<b>77,220</b>	<b>80,720</b>	<b>85,040</b>	<b>64,306</b>	<b>5.8</b>

Please note: “-” is where numbers have not been provided to MHCLG.

4.40. Closer inspection of the trend data (illustrated in Figure 7) indicates that actual numbers of households placed in temporary accommodation within Shropshire has remained relatively stable to 2014-15, fluctuating slightly between 61-79 households a year. However, since then the number of households has risen year on year, increasing most significantly in the last three years. Figure 7 illustrates this upward linear trend in Shropshire. Table 16 shows that on average 90 households a year occupy temporary accommodation in Shropshire.

**Figure 7: Shropshire Trend – Households in Temporary Accommodation**



- 4.41. The number of households placed into temporary accommodation has risen by 80.0% during 2016-2017 to quarter 1 2019. This suggests finding suitable settled housing for the rising number households accepted as homeless and in priority need in Shropshire has become more challenging.
- 4.42. Table 17 presents an analysis of data on homeless households and households in temporary accommodation for the purpose of identifying affordable housing need in Shropshire:
- 4.43. Table 17 shows that 327 households were accepted as homeless and in priority need in 2017/18, a rise of 36.8% compared to 2012/2013. Over the period 2012/13 to 2017/18 the average number of households accepted as homeless was 256.
- 4.44. Table 17 shows that out of those households accepted as homeless and in priority need: 121 were accommodated in temporary accommodation; 100 were waiting for temporary accommodation; and 10 were unspecified. The rest have remained in their present accommodation until they can be found a settled housing solution.

**Table 17: Homeless Households in Temporary Accommodation<sup>50</sup>**

	2012-13	2017-18	Change
<b>Homelessness</b>			
Number accepted as homeless and in priority need	239	327	88
Rate per 1,000 households	1.82	2.39	0.57
<b>Households in temporary accommodation</b>			
B&Bs	9	57	48
Hostels	19	--	-19
Local Authority or Registered Social Landlord (RSL) Stock	28	55	27
Private Sector Leased	--	9	9
Other	--	10*	--
<b>Total</b>	<b>61</b>	<b>131</b>	<b>70</b>
Rate per 1,000 households	0.46	0.96	0.50
<b>Households accepted as homeless but without temporary accommodation provided</b>			
<b>Total</b>	<b>14</b>	<b>100</b>	<b>86</b>

*Highlighted values are included within the calculation of current affordable housing need.*

*\*National data specifies that the total in temporary accommodation is 131. However, the breakdown by type of accommodation totalled only 121. Consequently, it has been assumed that the remaining 10 were in the other category.*

- 4.45. The individuals remaining in their present accommodation have not been included within the calculation of affordable housing need as it is assumed that the cause of their need for alternative accommodation is either concealment or overcrowding and therefore to include them here would result in double counting when these other categories are considered.
- 4.46. This approach is consistent with the NPPG methodology for calculating affordable housing need, which states “Care should be taken to avoid double-counting, which may be brought about with the same households being identified on more than one transfer list, and to include only those households who cannot afford to access suitable housing in the market”<sup>51</sup>.

#### **Concealed Families and Overcrowding**

- 4.47. The NPPG recommends that when pinpointing the level of unmet need generated from overcrowding and concealed families, Local Authorities should utilise the most recent

<sup>50</sup>MHCLG, P1E Returns - <https://www.gov.uk/government/collections/homelessness-statistics>

<sup>51</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 006, Reference ID 67-006-20190722, Revision date: 22/07/2019

Census data; the more frequent national data derived from the English Housing Survey (EHS); and the Housing Waiting List. Specifically, the NPPG states “the Census also provides data on concealed households and overcrowding which can be compared with trends contained in the English Housing Survey”<sup>51</sup>. These data sources use slightly different definitions of overcrowding and concealment, as summarised within the Table 18.

**Table 18: Definitions of Overcrowding and Concealed Households**

Data Set	Definition
The 2011 Census <sup>52</sup>	<p><i>Concealed Families</i> Defines a concealed family as a couple or single parent family, living in a multi-family household, where the Family Reference Person (FRP) is not the HRP.</p> <p><i>Overcrowding</i> Uses an occupancy rating to provide a measure of whether a household's accommodation is over or under occupied. There are two measures of occupancy rating, one based on the total number of rooms in a household's accommodation, and one based only on the number of bedrooms. The ages of the household members and their relationships to each other are used to derive the number of rooms/bedrooms they require, based on a standard formula. The number of rooms/bedrooms required is subtracted from the number of rooms/bedrooms in the household's accommodation to obtain the occupancy rating. An occupancy rating of -1 implies that a household has one fewer room/bedroom than required, whereas +1 implies that they have one more room/bedroom than the standard requirement.</p>
The English Housing Survey (EHS) <sup>53</sup>	<p><i>Concealed Families</i> Defines a concealed household as some individuals or groups who live / reside with others in a single dwelling. These are usually defined as single adults or groups of adults, with or without children, who occupy the accommodation with, but do not belong to, the HRPs family unit. There are various ways in which this kind of situation can arise (e.g. extended families, unrelated single adults sharing accommodation, elderly parents in “granny flats” etc.).</p> <p><i>Overcrowding</i> The EHS states that households are said to be overcrowded if they have fewer bedrooms available than the notional number needed according to the bedroom standard definition. The ‘bedroom standard’ is used by government as an indicator of occupation density. Households are said to be overcrowded if they have fewer bedrooms available than the notional number needed.</p>
The Housing Waiting List	<p><i>Overcrowding</i> For the purposes of managing the allocation of affordable housing, Local Authorities refer to the ‘bedroom standard’ outlined in the 1985 Housing Act.</p>

#### *Concealed Households*

4.48. The presence and level of concealed households is a key housing market signal that informs the understanding of affordable housing need in Shropshire. Whilst there are a range of causes of concealed households, if concealment is worsening this could be an indication of unmet housing need.

4.49. The 2011 Census does not provide data on ‘concealed households’. However, it does reveal data on ‘concealed families.’ These families are defined as families living in a household with more than one family, where there is no house reference person (HRP). Instead the 2011 Census identifies a ‘family reference person’ (FRP) within each family. An FRP identifies the person who is the reference person for a family in statistics relating to families in households.

<sup>52</sup> Glossary - UK Data Service Census, [https://census.ukdataservice.ac.uk/media/51177/2001\\_glossary.pdf](https://census.ukdataservice.ac.uk/media/51177/2001_glossary.pdf)

<sup>53</sup> The English Housing Survey, [www.gov.uk/government/collections/english-housing-survey#2014-to-2015](http://www.gov.uk/government/collections/english-housing-survey#2014-to-2015)

- 4.50. A concealed family may arise when a family is unable to afford the cost of renting or buying a home and so they are reliant on friends and family for accommodation. Influencing factors maybe student debt, welfare reform or forced unemployment and in these instances overcrowding may become an issue. It should also be noted that multiple families living together may be quite deliberate where one generation may be providing support to someone in poor health or providing childcare to enable younger economically active family members to work.
- 4.51. The 2011 Census showed concealed families, represented 1,135 families or 1.3% of all families in Shropshire, compared with 1.9% nationally. Table 19 compares Shropshire with comparator local authorities in terms of the percentage of all families that are concealed and inter-censal change to levels of concealment. It highlights that since the 2001 Census the number of concealed families in Shropshire has increased by 67.7% from 677 families in 2001. Whilst this in itself represents a significant increase, it is lower than the average experienced within England and Wales as a whole (70.4%). In comparison to comparator local authorities, Shropshire ranks 6<sup>th</sup> in terms of percentage growth in concealed families during 2001-2011.
- 4.52. The evidence of increasing concealment suggests the number of concealed households may be increasing in Shropshire; however it should be noted that infrequency of available data makes it impossible to identify when the most significant rise occurred or what has changed since the last 2011 Census.
- 4.53. The 2011 Census showed Shropshire ranked tenth out of the fifteen comparator local authorities shown in Table 19, in terms of the percentage of all families. Of note is that close neighbours Telford and Wrekin placed second and Herefordshire fifth in terms of percentage of all families.

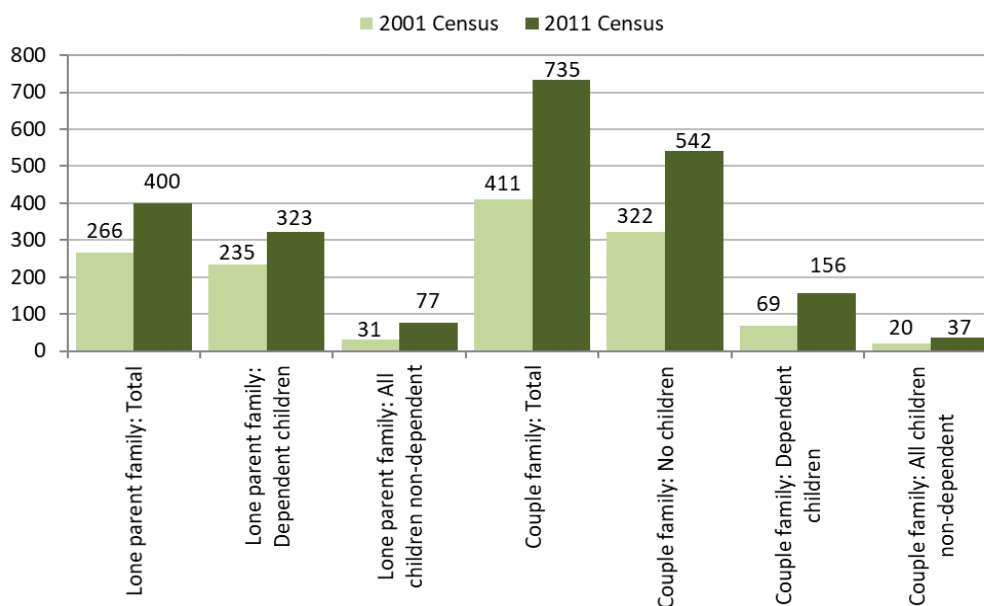
**Table 19: Concealed Family Status: *By Family Type By Dependent Children By Age of Family Reference Person (FRP)***<sup>54</sup>

	Number of concealed families (2011)	% of all families	Rank based on % of all families	Number of concealed families (2001)	% Change 2001-11
Wolverhampton	2,179	3.17	1	1,497	45.6
Telford and Wrekin	853	1.74	2	426	100.2
East Staffordshire	547	1.65	3	287	90.6
Worcester	426	1.53	4	304	40.1
Herefordshire, County of	836	1.52	5	447	87.0
South Staffordshire	485	1.46	6	287	69.0
Wrexham	550	1.39	7	292	88.4
Powys	507	1.29	8	332	52.7
Wyre Forest	373	1.26	9	279	33.7
<b>Shropshire</b>	<b>1,135</b>	<b>1.25</b>	<b>10</b>	<b>677</b>	<b>67.7</b>
Malvern Hills	273	1.22	11	197	38.6
Cheshire West and Chester	1,171	1.20	12	832	40.7
Stafford	459	1.18	13	258	77.9
Newcastle-under-Lyme	382	1.08	14	274	39.4
Cheshire East	1,176	1.06	15	734	60.2
<i>England and Wales</i>	<i>289,295</i>	<i>1.84</i>		<i>169,765</i>	<i>70.4</i>

<sup>54</sup>ONS, Table LC1110EW: Concealed family status by family type by dependent children by age of Family Reference Person (FRP) - 2011 Census, © Crown Copyright 2019

4.54. In 2011, over three-fifths (64.8%) of concealed families in Shropshire were couple families and over two-fifths (47.8%) of concealed families were couples with no children. As the following Figure 8 shows, the 2011 Census showed that there had been particular increases in couple families with no children and families with dependent children.

**Figure 8: Concealed Families in Shropshire**



4.55. Analysis of concealed families by the age of their FRP indicates that there were a similar amount of younger and older concealed families in Shropshire. Families with FRPs aged 24 years and under represented 24.0% of all concealed families (compared to 21.0% in England) and families with FRPs aged 25 to 34 years represented 27.8% of all concealed families (compared to 32.5% in England). Older families with an FRP aged 65 years and over represented 23.2% of all concealed families (compared to 19.1% in England).

4.56. The distribution of FRPs by age group differed between concealed lone parent families and concealed couple families. The majority of concealed lone parent families in Shropshire had an FRP aged 24 years and under (35.3% compared to 31.2% in England) and the majority of concealed couple families had an FRP aged 65 years and over (30.6% compared to 24.0% in England). The latter suggests older couples living as part of an extended family together with children and grandchildren for mutual caring support or for financial reasons.

4.57. Concealed families include a proportion of households who cannot afford to access lower quartile private rented accommodation and so are in affordable housing need.

4.58. Two options were considered for incorporating concealed households into the calculation of current affordable housing need, these are:

1. Assume concealed households are already encompassed within the housing waiting list via the reasonable preference categories, or
2. Use the concealed families identified within the 2011 Census, excluding concealed families where the family reference person is aged over 65 years (as this group will contain concealed families living with another household for mutual care and support).

4.59. Neither option is perfect. The waiting list is likely to be an underestimate as many concealed families will fall into the gap between eligibility for social housing within a reasonable preference category; and their ability to afford lower quartile private rented accommodation. It does however avoid the risk of double-counting.



- 4.60. The Census does include concealed households not eligible for social housing. However, it is now over eight years old; only encompasses families, as opposed to households; and encompasses concealed families whose preference is to remain concealed.
- 4.61. After consideration option two has been applied as whilst an element of the families included within the assessment of affordable housing need may prefer to live within an extended family for the purposes of childcare arrangements and family centred care, the adjustment for families where the family reference person is aged below 65 should offset much of this and it ensures that affordable housing need is not underestimated. The results of this assessment are summarised within Table 20:

**Table 20: Concealed Families**

Age of Concealed Family Reference Person (FRP):	Concealed Families (2011)	Percentage of all Families
FRP Age 24 and under:	272	24.0%
FRP Age 25 to 34:	315	27.8%
FRP Age 35 to 49:	175	15.4%
FRP Age 50 to 64:	110	9.7%
<b>FRP Age Under 65:</b>	<b>872</b>	<b>76.8%</b>
FRP Age 65 and over:	263	23.2%
All Concealed Families:	1,135	100.0%

*Highlighted values are included within the calculation of current affordable housing need*

- 4.62. Table 20 indicates that concealed families where the family reference person is aged under 65, represent 76.8% of all concealed families. **Consequently 872 (76.8% of the total concealed families) have been included within this assessment of affordable housing need.**
- 4.63. It is noticeable that the largest percentage of concealed families occurs where the family reference person is aged 25-34 years (27.8%).

#### *Households in Overcrowded Accommodation*

- 4.64. The NPPG identifies over-occupation (overcrowding) as a potential sign of rising affordable housing need. If levels of over-occupation are increasing within an area, it may in part be the case that people are increasingly unable to afford their own home and so remain living with family and friends in overcrowded accommodation. Increasing levels of concealed households may indicate that there is a shortage of affordable housing.
- 4.65. It should be noted that other factors can have a more significant influence on worsening over-occupation / overcrowding, such as the need for different types of dwellings in the location where they are needed.
- 4.66. The Census provides information on occupancy ratings in terms of number of rooms. Occupancy ratings indicate whether households are living in under-occupied accommodation (1+ rooms), overcrowded conditions (1- rooms) or have the 'standard' number of occupiers (0 rooms).

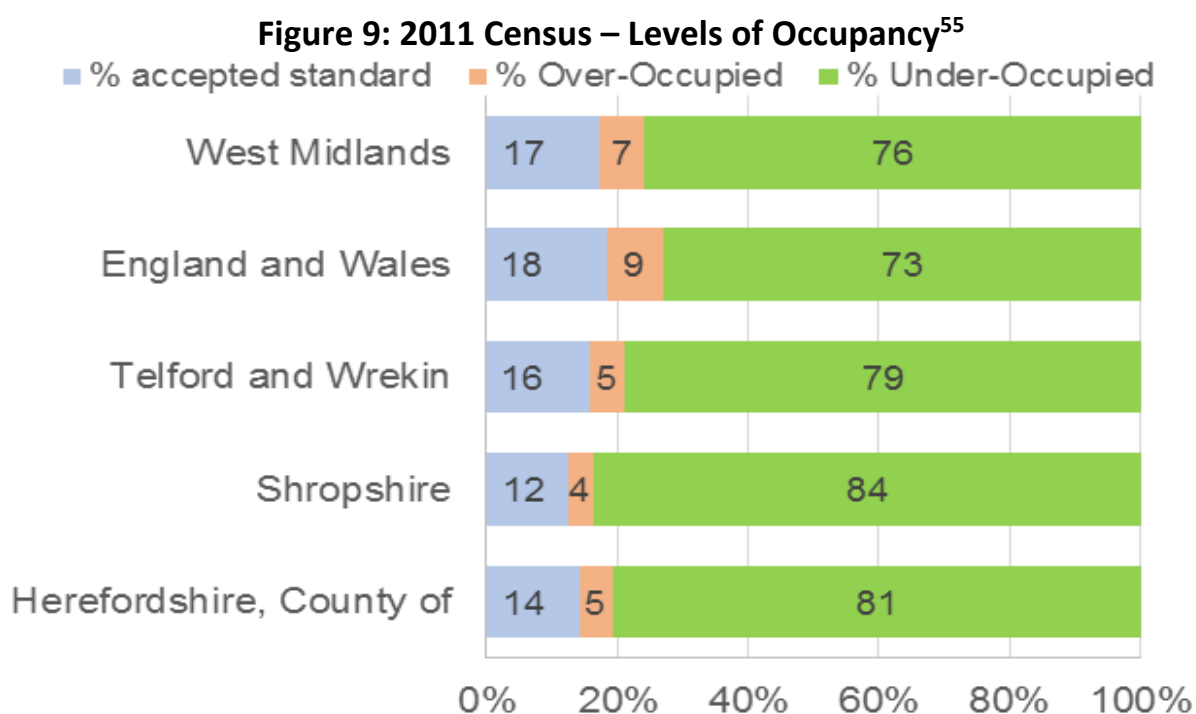


4.67. Table 21 shows long-term change in occupancy rating during 2001-2011.

**Table 21: Occupancy Rating (Rooms) in Shropshire<sup>55</sup>**

	2001 Census		2011 Census		Change from 2001 Census to 2011 Census	
	Number	%	Number	%	Number	%
<b>All households</b>	117,301		129,674		12,373	10.5
<b>Potential under-occupancy of households</b>						
Occupancy rating (rooms) of +2 or more	71,892	61.3	82,123	63.3	10,231	14.2
Occupancy rating (rooms) of +1	26,724	22.8	26,320	20.3	-404	-1.5
Occupancy rating (rooms) of 0	14,618	12.5	16,009	12.3	1,391	9.5
<b>Potential overcrowding in households</b>						
Occupancy rating (rooms) of -1 or less	4,067	3.5	5,222	4.0	1,155	28.4

4.68. Figure 9 summarises levels of occupancy at the 2011 Census for Shropshire; Telford and Wrekin; Herefordshire; the West Midlands; and England and Wales:



4.69. Figure 9 indicates that in 2011 the majority of households within Shropshire (84%) were living in under-occupied dwellings, this compares with 76% regionally and 73% nationally. The proportion of over-occupied households in Shropshire (4%) is significantly less than the levels of over-occupation regionally (7%) and nationally (9%). Over-occupation in Shropshire is also below the levels of its closest comparator local authorities.

4.70. Table 22 identifies change to over and under-occupation of households between the 2001 and 2011 Censuses for a wider range of comparator areas. In terms of numbers of households living in over-occupied accommodation, as at the 2011 Census, Shropshire ranks the fourth highest of the comparator local authorities, after Wolverhampton; Cheshire East; and Cheshire West and Chester. However, Shropshire ranks tenth in terms of percentage of all households, which is a more comparable indicator.

<sup>55</sup> ONS, 2001/2011 Census, © Crown Copyright 2019.

**Table 22: Occupancy ratings in Shropshire 2001-2011<sup>56</sup>**

	Over-occupation (Households)		Change (2001-11)	Under-occupation (Households)		Change (2001-11)
	%	Total		%	Total	
Cheshire West & Chester	4.2	5,882	12.6	82.5	116,698	6.0
Cheshire East	3.6	5,681	19.5	83.5	133,178	7.8
East Staffordshire	5.1	2,425	44.9	80.7	38,143	7.9
Herefordshire	5.3	4,119	34.0	80.6	67,259	4.3
Malvern Hills	3.4	1,101	11.4	84.0	27,072	6.7
Newcastle-Under-Lyme	4.2	2,195	12.2	79.9	41,989	3.8
Powys	3.6	2,081	21.4	85.3	49,797	8.6
<b>Shropshire</b>	<b>4.0</b>	<b>5,222</b>	<b>28.4</b>	<b>83.6</b>	<b>108,443</b>	<b>10.0</b>
South Staffordshire	3.3	1,459	4.1	85.2	37,858	7.3
Stafford	3.8	2,129	41.9	83.3	46,427	10.0
Telford & Wrekin	5.2	3,456	21.0	78.9	52,573	3.9
Wolverhampton	8.1	8,278	26.0	71.2	72,699	2.6
Worcester	6.9	2,898	37.3	74.9	34,506	3.6
Wrexham	4.8	2,724	14.8	79.1	45,099	6.3
Wyre Forest	4.5	1,918	15.4	80.3	31,474	5.8
<i>Worcestershire</i>	<i>4.8</i>	<i>11,611</i>	<i>25.6</i>	<i>80.3</i>	<i>192,410</i>	<i>6.1</i>
<i>Staffordshire</i>	<i>4.0</i>	<i>14,372</i>	<i>22.1</i>	<i>81.8</i>	<i>290,459</i>	<i>8.1</i>
<i>West Midlands</i>	<i>6.8</i>	<i>156,344</i>	<i>29.1</i>	<i>75.9</i>	<i>1,740,954</i>	<i>4.9</i>
<i>England &amp; Wales</i>	<i>8.5</i>	<i>1,995,860</i>	<i>32.1</i>	<i>73.1</i>	<i>17,070,912</i>	<i>5.0</i>
<i>England</i>	<i>8.7</i>	<i>1,928,596</i>	<i>32.3</i>	<i>72.6</i>	<i>16,027,853</i>	<i>4.9</i>

4.71. Conversely, in terms of numbers of households living in under-occupied accommodation, as at the 2011 Census, Shropshire ranks fifth and fourth highest of the comparator local authorities in terms of absolute households and percentage of total households over-occupied, respectively. Furthermore, Shropshire also had a larger proportion of households (63.3%) that were more significantly under-occupied (rating of 2+ or more) compared to the England average (49.7%).

4.72. Reflecting the NPPG, for the purpose of estimating the number of households living in overcrowded accommodation, a combination of trend data (using a 3 year rolling average) from the EHS<sup>57</sup> and data on over occupancy from the 2011 Census<sup>58</sup> has been used. The 2011 Census data on over occupancy provides the only robust source of information on overcrowding at a local authority level.

4.73. Utilising the EHS means that estimates will be more up-to-date than 2011 when the Census was undertaken. The EHS also applies a more rigorous definition of overcrowding (see Table 18) than the Census which more closely aligns these estimates with the bedroom standard applied by Local Authorities when assessing applicants for affordable housing.

4.74. Figure 10 shows the trend in the percentage of overcrowded households by tenure for England from the EHS. This illustrates a rise in the number of overcrowded households of 14.5% between 2012/13 and 2017/18.

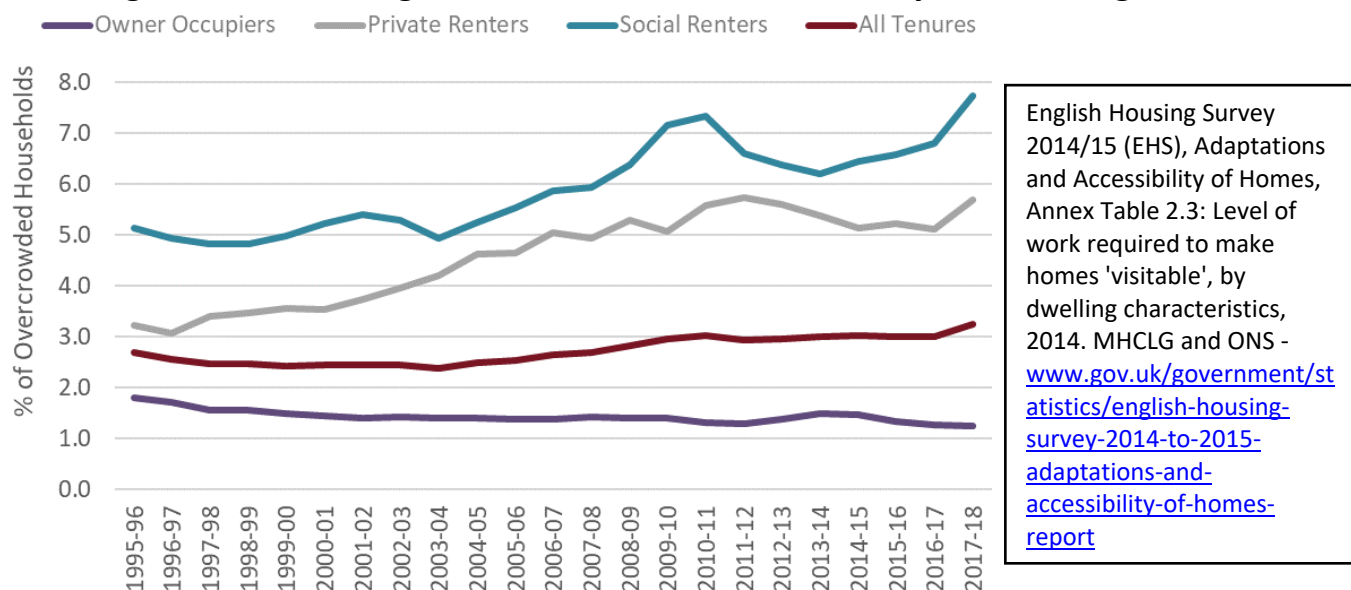
<sup>56</sup>ONS, 2011 Census Table KS403EW - Rooms, bedrooms and central heating and 2001 Census Table UV059 Occupancy, [www.nomisweb.co.uk/](http://www.nomisweb.co.uk/)

<sup>57</sup>EHS, [www.gov.uk/government/statistics/english-housing-survey-2017-to-2018-headline-report](http://www.gov.uk/government/statistics/english-housing-survey-2017-to-2018-headline-report)

<sup>58</sup>ONS, (2011), 2001 (Table UV059: Occupancy) and 2011 (Table QS408EW: Occupancy Rating) Censuses

4.75. The highest level of overcrowding in England is amongst households occupying social rented accommodation (41.0% in 2017/18). Households living in owner occupied accommodation experience the lowest level of overcrowding (24.1% in 2017/18).

**Figure 10: Percentage of Overcrowded Households by Tenure - England**



4.76. Table 23 presents the results of the calculation of overcrowding using the EHS for England and Shropshire.

**Table 23: Overcrowding**

	Private Rented		Owned		Social Rented	
<i>EHS bedroom standard:</i>	5.7%		1.2%		7.8%	
<i>% of overcrowded households</i>						
<b>England</b>	<b>Bedrooms</b>	<b>Rooms</b>	<b>Bedrooms</b>	<b>Rooms</b>	<b>Bedrooms</b>	<b>Rooms</b>
Census occupancy rating:	8.8%	20.2%	2.3%	3.3%	8.9%	16.9%
% of overcrowded households						
% of overcrowded households based on bedroom standard (Formula = EHS Bedroom Standard / Census Occupancy Rating)	65.0%	28.2%	53.6%	38.1%	87.2%	45.9%
<b>Shropshire</b>	<b>Bedrooms</b>	<b>Rooms</b>	<b>Bedrooms</b>	<b>Rooms</b>	<b>Bedrooms</b>	<b>Rooms</b>
Number of overcrowded households: 2011 Census occupancy rating	830	2,018	1,070	1,371	1,032	1,833
Estimate of overcrowded households: based on the bedroom standard (Formula = % of overcrowded households based on bedroom standard England x the number of overcrowded households in Shropshire)	540	569	574	522	900	841
Estimate of overcrowded households in 2011 based on bedroom standard (Formula = average of overcrowded households by bedroom and room)	554		548		870	
EHS Bedroom Standard Change in overcrowding 2011/12 -2017/18	22.6%		-3.7%		26.1%	
<b>Estimate of overcrowded households at 2018 based on the bedroom standard</b> (Formula = % change in overcrowding x estimate of overcrowded households in 2011)	<b>699</b>		<b>527</b>		<b>1,067</b>	

Highlighted values are included within the calculation of current affordable housing need

4.77. Traditionally, the Census has provided occupancy data based on the number of rooms, enabling comparison over time. However, for the first time the 2011 Census results were also reported by number of bedrooms. This is generally considered to be a more accurate reflection of overcrowding. For this reason, Table 23 includes estimates of overcrowding based on number of rooms and number of bedrooms by different tenures.

4.78. **Table 23 estimates that by 2017/18 there will be 699 households living in overcrowded private rented accommodation and 1,067 households in overcrowded social rented accommodation.** Overcrowded households who are owner occupiers have been excluded as they will have a share of the equity in their property with the mortgage lender. Owning this asset would mean they would not be eligible to apply for affordable social housing and they are considered be able to afford to access suitable housing in the market.

4.79. Using this information, the change in overcrowding of households between the 2011 census and 2018 by tenure has also been calculated. This is summarised in Table 24:

**Table 24: Overcrowding in Shropshire (Based on Bedrooms)<sup>59&60</sup>**

	All tenures	Private rented	Owned*	Social rented
2011 Census Occupancy rating (bedrooms) of -1 or less (overcrowded households)	2,932	830	1,070	1,032
2011 Census - Total Households	129,674	21,708	90,518	17,448
<b>Percentage of Households Overcrowded (by Tenure)</b>	<b>2.3%</b>	<b>3.8%</b>	<b>1.2%</b>	<b>5.9%</b>
Estimated Change 2011-2018	2,293	699	527	1,067
Percentage Change since 2011 Census	78%	84%	49%	103%
Estimated households overcrowded at 2018	5,225	1,529	1,597	2,099
Estimated number of households at 2018 (2014 SNHP)	137,727	26,493	92,576	18,658
<b>Percentage of Households living in overcrowded accommodation</b>	<b>3.8%</b>	<b>5.8%</b>	<b>1.7%</b>	<b>11.2%</b>

\*Including shared ownership

### **Current Affordable Housing Tenants and Households from Other Tenures Who Can't Afford Their Own Home<sup>61</sup>**

4.80. The number of existing affordable housing tenants in need and those households from other tenures who are unable to afford their own home are best informed by data taken from the housing waiting list (also referred to as the housing register). This is consistent with the NPPG which states *"housing registers and local authority and registered social landlord transfer lists will also provide relevant information"*<sup>62</sup>.

4.81. Since 2009, Shropshire HomePoint has operated a choice-based letting scheme in Shropshire, with the support of Shropshire Council; leading housing associations; and landlords. Shropshire HomePoint manages Shropshire's common housing waiting list and now advertises the majority of affordable housing in Shropshire.

4.82. In accordance with the 1996 Housing Act (s169, Part 6) and the 2011 Localism Act, Shropshire's Affordable Housing Allocation Scheme<sup>63</sup> must ensure that 'reasonable

<sup>59</sup> 2011 Census Table LC4108EW - Occupancy rating (bedrooms) by tenure, ONS

<sup>60</sup> 2014 Based Sub-National Household Projections, ONS

<sup>61</sup> CLG, LAHS and HSSA returns, [www.gov.uk/government/collections/local-authority-housing-data](http://www.gov.uk/government/collections/local-authority-housing-data)

<sup>62</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 006, Reference ID 67-006-20190722, Revision date: 22/07/2019

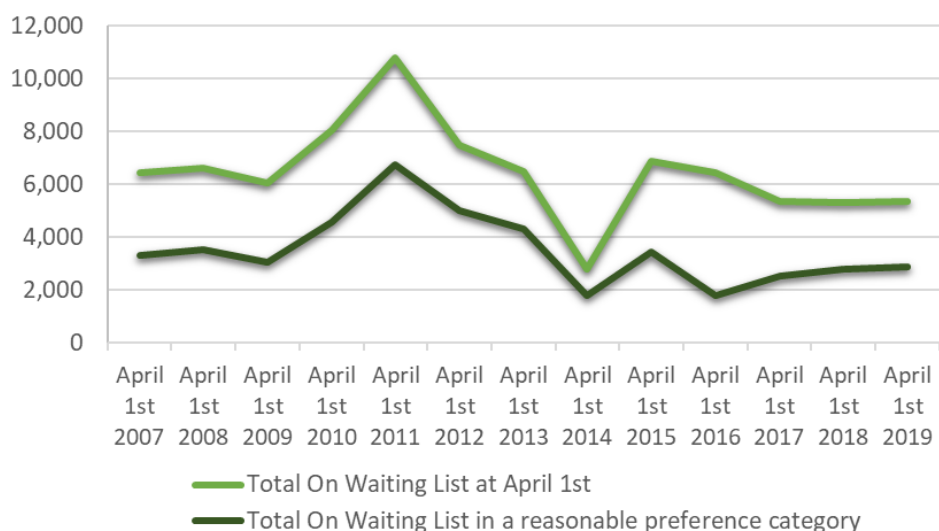
<sup>63</sup> Shropshire's Affordable Housing Allocation Scheme (2016),

[www.shropshirehomepoint.co.uk/NovaWeb/Infrastructure/ViewLibraryDocument.aspx?ObjectID=542](http://www.shropshirehomepoint.co.uk/NovaWeb/Infrastructure/ViewLibraryDocument.aspx?ObjectID=542)

preference' is given to certain categories of applicant to the housing waiting list. These categories comprise of households including people who are homeless; living in overcrowded condition; and who need to move on medical or welfare grounds.

4.83. Figure 11 illustrates the variation and gap between overall numbers of households on the waiting list and those households that fall into a reasonable preference category.

**Figure 11: Trends in Households on the Waiting List and Those in a Reasonable Preference Category<sup>64</sup>**



4.84. During the period from 2007 to 2019, overall numbers have fluctuated, due to the transformation of how social housing is managed and allocated in Shropshire (choice based letting and refreshed waiting list). The average number of households on the waiting list was 6,561 during the period 2007 to 2019, with 6,438 in 2007 compared with 5,372 in 2019.

4.85. In terms of households in reasonable preference categories, during 2007-2019 the average number was 3,584. The number of households has fallen from 3,322 in 2007 to 2,901 in 2019.

4.86. Overall there has been a consistent gap / trend between overall waiting list numbers and the number of households assessed as being in a reasonable preference category, with the exception of 2014.

**Table 25: Existing Affordable Housing Tenants in Need (Householders Currently Housed in Unsuitable Dwellings)<sup>65</sup>**

Reasonable preference categories from the housing waiting list:		01/04/2018
Households in each reasonable preference group:	A. People who are homeless within the meaning given in Part VII of the Act, regardless of whether there is a statutory duty to house them:	170
	B. Owed a duty by any local housing authority or are occupying accommodation secured by any such authority under the Act:	30
	C. People occupying insanitary or overcrowded housing or otherwise living in unsatisfactory housing conditions:	643
	D. People who need to move on medical or welfare grounds, including grounds relating to a disability:	2,237
	E. People who need to move to a particular locality in the Local Authority, where failure to meet that need would cause hardship (to them or others):	38

*Highlighted values are included within the calculation of current affordable housing need  
Figures are 2018 based, data for 2019 was not published by MHCLG at the time of the assessment.*

<sup>64</sup> Shropshire HomePoint, [www.shropshirehomepoint.co.uk/Data/ASPPages/1/30.aspx](http://www.shropshirehomepoint.co.uk/Data/ASPPages/1/30.aspx)

<sup>65</sup> MHCLG, LAHS and HSSA returns, [www.gov.uk/government/collections/local-authority-housing-data](http://www.gov.uk/government/collections/local-authority-housing-data)

- 4.87. For the purposes of estimating need amongst existing affordable housing tenants reasonable preference categories D and E of Table 25 have been used.
- 4.88. It is considered that categories A to C of Table 25 will already be encompassed within estimates of homelessness, overcrowding and concealed families and so by excluding them it avoids the risk of double-counting. This approach is consistent with the NPPG methodology for calculating affordable housing need, which states *“Care should be taken to avoid double-counting, which may be brought about with the same households being identified on more than one transfer list, and to include only those households who cannot afford to access suitable housing in the market”*<sup>66</sup>.
- 4.89. **Together preference categories D and E estimate an additional 2,275 households in affordable need.**

#### **Total Current Unmet Affordable Housing Need Summary**

- 4.90. Based on the methodology provided within the NPPG, Table 26 calculates the total number of households currently unable to access affordable housing:

**Table 26: Total Current Unmet Affordable Housing Need: Summary**

	<b>Gross Need</b>
<b>1. Number of homeless households in priority need</b>	
Currently in temporary accommodation in communal establishments (B&Bs or hostels):	57
Currently in temporary accommodation in affordable housing (Local Authority or RSL):	55
Households accepted as homeless but without temporary accommodation provided:	100
Currently in temporary accommodation in market housing or other:	19
<b>2. Households in over-crowded housing based on the bedroom standard</b>	
Households Living in Overcrowded private rented housing:	699
Households Living in Overcrowded social rented housing:	1,067
<b>3. Concealed households</b>	
Growth in concealed households with family representatives aged under 65 years:	872
<b>4. Households living in unsuitable accommodation and unable to afford their own home</b>	
People who need to move on medical/welfare grounds (including relating to disability):	2,237
People who need to move to a particular locality in the Local Authority, where failure to meet that need would cause hardship (to themselves or others):	38
<b>Total current unmet gross need for affordable housing:</b>	<b>5,144</b>

- 4.91. **Table 26 identifies a current affordable housing need of 5,144 households.** However, it should be noted that Stage 2a of this assessment identifies current affordable housing supply which must be subtracted from the gross current affordable housing need identified in order to obtain a net current need for affordable housing. The current affordable supply will encompass those households identified in Table 26 who already reside in affordable social housing that do not meet the needs of the existing household but could be re-let to another household in need and meet their need.

#### **Step 1b: Projecting Future Affordable Housing Need**

- 4.92. The NPPG methodology for calculating affordable housing need states *“Strategic policy-making authorities will need to estimate the ... projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market”*<sup>67</sup>.

<sup>66</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 006, Reference ID 67-006-20190722, Revision date: 22/07/2019

<sup>67</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 006, Reference ID 67-006-20190722, Revision date: 22/07/2019



- 4.93. In order to calculate the projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market, there is a need to consider both the proportion of newly forming households who cannot afford to meet their housing needs in the market and an estimation of the number of existing households that fall into need.
- 4.94. This process involves identification of the minimum household income required to access lower quartile (entry level) market housing. Followed by an assessment of the proportion of newly-forming households that cannot afford to meet their housing needs in the market.
- 4.95. This section summarises the process by which the ‘future affordable housing need’ has been calculated in Shropshire.
- 4.96. Table 27 identifies the monthly housing cost by type of tenure, including social and private rented accommodation and the cost of purchasing private sector housing. It allows comparison by including the lower quartile and average costs. It also provides an explanation of the assumptions used in estimating the household income required to afford these different tenure options.

**Table 27: Housing Costs by Type of Tenure**

Tenure	Cost	Income Assumptions
Social rent <sup>1</sup>	£93.89	Affordability based on 25% of income, excluding housing benefit.
Affordable rent <sup>2</sup>	£106.89	Affordability based on 25% of income, excluding housing benefit.
Market rent lower quartile <sup>3</sup>	£495	Affordability based on 25% of income, excluding housing benefit.
Market rent median <sup>3</sup>	£595	Affordability based on 25% of income, excluding housing benefit.
Market rent average <sup>3</sup>	£619	Affordability based on 25% of income, excluding housing benefit.
Market sale lower quartile <sup>4</sup>	£160,000	90% loan to value; 4x household income; 10% deposit.
Market sale median <sup>5</sup>	£220,000	90% loan to value; 4x household income; 10% deposit.
Market sale average <sup>6</sup>	£249,734	90% loan to value; 4x household income; 10% deposit.
Starter home	£199,787	20% discount on full (average value), 10% deposit on discounted portion, remainder mortgage based on 4x income. Capped at £250k full property value.

Assumptions have been made that:

- The purchase price of a privately owned house, after a 10% deposit, would need to be divided by 4 to estimate the level of income required by a household. This is consistent with the Bank of England and Financial Conduct Authority which define “high loan to income (LTI) lending”<sup>68</sup> as “loans greater than four times the value of annual income for a single buyer or greater than three times the annual income for joint buyers”<sup>68</sup>.
- In order to afford to rent a property, a household would need to earn four times the rental price (excluding those receiving housing benefit).

Sources:

- Analyse CORE data, Local Authority Area Analysis, snapshot Q4 2018/ Q3 19 Form: 2018-CORE-SR-GN (Continuous Recording of Lettings and Sales in Social Housing in England.) <https://core.communities.gov.uk/public/AnalyseCOREData.html>
- Analyse CORE data, Local Authority Area Analysis, snapshot 2018/19 Form: 2018-CORE-AR-GN (Continuous Recording of Lettings and Sales in Social Housing in England.) <https://core.communities.gov.uk/public/AnalyseCOREData.html>
- Private Rental Market Summary Statistics (Table 2.7 Summary of Monthly Rents Recorded) – April 2018 to March 2019, Valuation Office Agency (VOA), June 2019. [www.gov.uk/government/statistics/private-rental-market-summary-statistics-april-2018-to-march-2019](http://www.gov.uk/government/statistics/private-rental-market-summary-statistics-april-2018-to-march-2019)
- Lower Quartile House Prices for Administrative Geographies: HPSSA dataset 15 (Table 2a – Year End June 2019), published by ONS, 13<sup>th</sup> December 2019, [www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/lowerquartilehousepriceforationalandsubnationalgeographiesquarterlyrollingyearhpsadatadataset15](http://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/lowerquartilehousepriceforationalandsubnationalgeographiesquarterlyrollingyearhpsadatadataset15)
- Median House Prices for Administrative Geographies: HPSSA dataset 9 (Table 2a – Year End June 2019), published by ONS, 13<sup>th</sup> December 2019, [www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/medianhousepriceforationalandsubnationalgeographiesquarterlyrollingyearhpsadatadataset09](http://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/medianhousepriceforationalandsubnationalgeographiesquarterlyrollingyearhpsadatadataset09)
- Mean (Average) House Prices for Administrative Geographies: HPSSA dataset 12 (Table 2a – Year End June 2019), published by ONS, 13<sup>th</sup> December 2019, [www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/meanhousepriceforationalandsubnationalgeographiesquarterlyrollingyearhpsadatadataset12](http://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/meanhousepriceforationalandsubnationalgeographiesquarterlyrollingyearhpsadatadataset12)

<sup>68</sup> Bank of England (2019), Mortgage Lenders and Administrators Statistics - 2019 Q1, [www.bankofengland.co.uk/Statistics/mortgage-lenders-and-administrators/2019/2019-q1](http://www.bankofengland.co.uk/Statistics/mortgage-lenders-and-administrators/2019/2019-q1) and Financial Conduct Authority (2019), Commentary on Mortgage lending statistics - March 2019, [www.fca.org.uk/data/mortgage-lending-statistics/commentary-march-2019](http://www.fca.org.uk/data/mortgage-lending-statistics/commentary-march-2019)

4.97. Figure 12 shows that in all tenures except social rented, households would need to have a gross household income above the Shropshire lower quartile income level to access affordable housing.

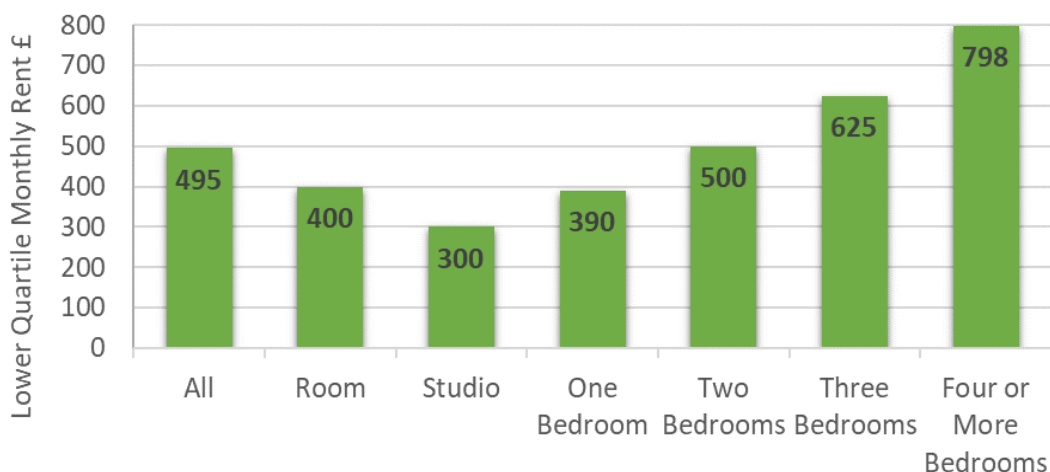
**Figure 12: Gross Households Income Required by Tenure**



4.98. Within the private housing sector, the lower quartile monthly rent (£495) is assumed to be the minimum cost a household would need to afford to access affordable private sector housing.

4.99. Figure 13 illustrates lower quartile private rent by number of bedrooms, showing that households requiring over two bedroom properties would need to afford in excess of the £500 a month (lower quartile rent).

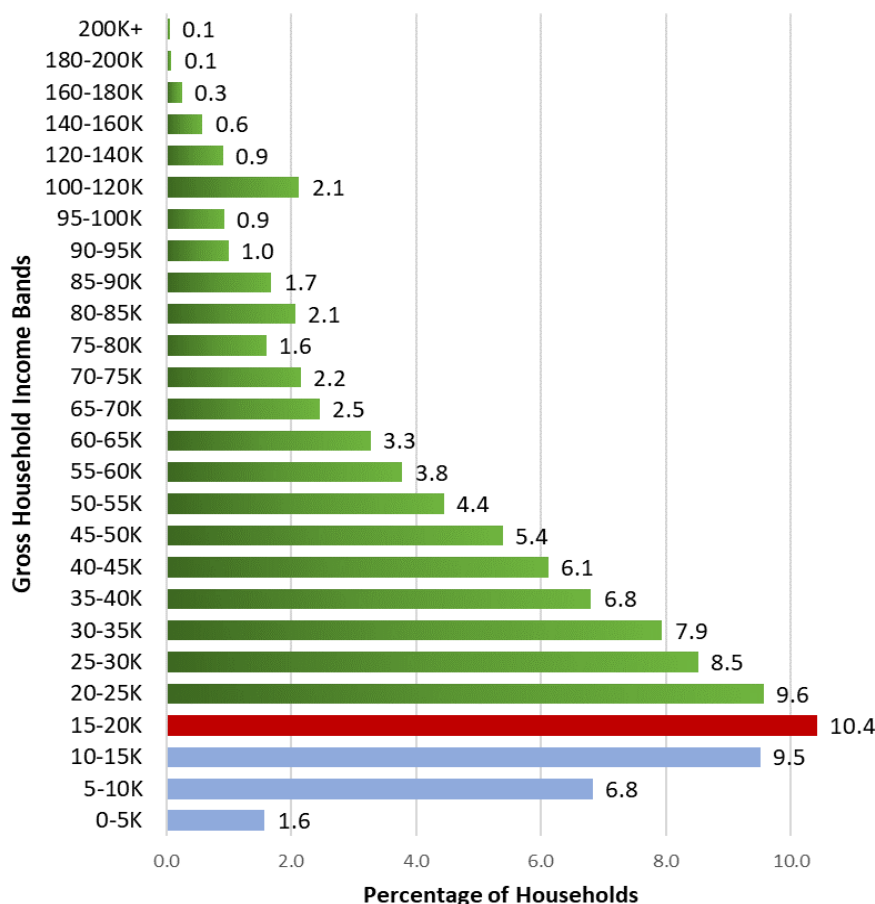
**Figure 13: Lower Quartile Private Sector Rents by Number of Bedrooms**





4.100. Figure 14 provides a breakdown of households by gross household income bandings (sourced from the CACI Paycheck data):

**Figure 14: Percentage of Households by Gross Household Income Banding<sup>69</sup>**



**Red band:** Contains the lower quartile gross income.

**Blue bands:** Bandings below the lower quartile gross income.

4.101. The lower quartile income within Shropshire is £18,404 and the median income is £32,263. For comparison, the estimates for England are £18,214 and £32,650 respectively. The CACI Paycheck data estimates that 28.3% of households in Shropshire receive a gross income of below £20,000.

4.102. Using the assumptions included in Table 27, the estimated income required to purchase accommodation by different tenures has been calculated. This is included in Table 28 alongside the income band the estimated income falls within.

**Table 28: Gross Household Income Required by Tenure**

Tenure Option	Income Required	Income Banding	% Can Afford	% Cannot Afford
Social Rent	£19,529	15-20k	71.7%	28.3%
Affordable Rent	£22,233	20-25k	62.1%	37.9%
<b>Market Rent Lower Quartile</b>	<b>£23,760</b>	<b>20-25k</b>	<b>62.1%</b>	<b>37.9%</b>
Market Rent Median	£28,560	25-30k	53.6%	46.4%
Market Rent Average	£29,712	25-30k	53.6%	46.4%
<b>Market Sale Lower Quartile</b>	<b>£36,000</b>	<b>35-40k</b>	<b>38.9%</b>	<b>61.1%</b>
Market Sale Median	£49,500	45-50k	27.4%	72.6%
Market Sale Average	£56,190	55-60k	19.1%	80.9%
Starter Home	£44,952	40-45k	32.7%	65.7%

<sup>69</sup> CACI Paycheck Data at September 2018. [www.caci.co.uk/products/product/paycheck](http://www.caci.co.uk/products/product/paycheck)

- 4.103. Utilising the gross household income bandings, the proportion of households who could and could not afford the different tenures has been calculated and is included in Table 28. **This estimates that 37.9% of households in Shropshire could not afford a lower quartile market rent and 61.1% could not afford to purchase a property on sale at the lower quartile house price in Shropshire.**
- 4.104. Annual household growth over the period from 2016 to 2038 has been identified using the 2014-SNHP. From this the emerging affordable housing need has been estimated. Specifically, the percentage of households in Shropshire who are unable to afford lower quartile private sector rent (37.9%) has been applied to the estimates of newly forming households. This has provided an estimate of affordable need for each year of the projections.
- 4.105. From this, the total level of emerging affordable need during the period from 2016 to 2038 has been calculated and then distributed evenly over the period. For comparison estimates are included based on the 2016-based SNHP.
- 4.106. To obtain a complete understanding of future affordable housing need, it is necessary to also consider existing households that are likely to fall into housing need annually, this is summarised in Table 29:

**Table 29: Number of Households Falling into Housing Need Annually<sup>70</sup>**

Year	Number of Existing Households Falling into Need Annually
1 <sup>st</sup> April 2013 – 31 <sup>st</sup> March 2014	1,016
1 <sup>st</sup> April 2014 – 31 <sup>st</sup> March 2015	1,147
1 <sup>st</sup> April 2015 – 31 <sup>st</sup> March 2016	954
1 <sup>st</sup> April 2016 – 31 <sup>st</sup> March 2017	960
1 <sup>st</sup> April 2017 – 31 <sup>st</sup> March 2018	992
1 <sup>st</sup> April 2018 – 31 <sup>st</sup> March 2019	1,099
<b>Annual Average</b>	<b>1,028</b>

*Please note the data includes; Households with priority, gold and silver banding, Households already resident in Shropshire, effective date April 1<sup>st</sup> to 31<sup>st</sup> March and excludes Households already living in social rented accommodation.*

- 4.107. **Based on six years of data it has been estimated that on average 1,028 households a year fall into affordable housing need in Shropshire.** This figure has been calculated using HomePoint data – an existing household is considered to be one where the main applicant and/or both applicants already reside in Shropshire.
- 4.108. Table 30 summarises the annual estimate of future affordable need for each of the projections:

**Table 30: Future Affordable Housing Need**

Projection	Average Number of Households
<b>Number of Households Who Cannot Afford Lower Quartile Rent (gross per year):</b>	
2014 based sub-national projections	349
2014 based sub-national projections (with affordability ratio adjustment)	443
<b>Average number of existing households falling into need:</b>	<b>1,028</b>
<b>2014 based sub-national projections</b>	<b>1,377</b>
<b>2014 based sub-national projections (with adjustment)</b>	<b>1,471</b>

Values highlighted in green are included within the calculation of future affordable housing need.

<sup>70</sup> Shropshire Council Housing Register – HomePoint.

4.109. For the purpose of comparison, the same exercise has been undertaken using the 2016-based SNHP, this is summarised within Table 31:

**Table 31: For Comparison - Future Affordable Housing Need using 2016-based SNHP**

Projection	Average Number of Households
<b>Number of Households Who Cannot Afford Lower Quartile Rent (gross per year):</b>	
2016 based sub-national projections	357
2016 based sub-national projections (with affordability ratio adjustment)	451
<b>Average number of existing households falling into need:</b>	
2016 based sub-national projections	1,385
2016 based sub-national projections (with adjustment)	1,479

4.110. Using the 2014-based SNHP including the adjustment for affordability of housing, **it is estimated that during the period from 2016 to 2038, 1,471 households a year will be in affordable housing need.** This compares with 1,479 households per year using the 2016-based SNHP including the adjustment for affordability of housing.

### Stages 2a and b: Current and Future Affordable Housing Supply Available

4.111. The NPPG recognises “there will be a current supply of housing stock that can be used to accommodate households in affordable housing need as well as future supply”<sup>71</sup>. The NPPG specifies how to identify current affordable housing stock by using the following stock data:

- “The number of affordable dwellings that are going to be vacated by current occupiers that are fit for use by other households in affordable housing need;
- Suitable surplus stock (vacant properties); and
- The committed supply of new net affordable homes at the point of the assessment (number and size)<sup>71</sup>.

4.112. To ensure that calculation of current and future supply is robust, there is also a need to consider existing affordable units to be taken out of management (demolition or replacement schemes that lead to net losses of stock). This process has been applied in Stage 2a of this assessment. The results of this assessment are included within Table 32:

**Table 32: Annual Trend: Affordable Housing Supply in Shropshire\***

Year	Affordable dwelling stock available			Affordable dwelling stock to be taken out of management			
	Occupied by households in need	Surplus stock (vacant)	Committed supply	Demolitions	Loss from Conversions	Sales of Stock	Tenants Right to Buy
1 <sup>st</sup> April 2011 - 31 <sup>st</sup> March 12	n/a	146	n/a	76	0	44	9
1 <sup>st</sup> April 2012 - 31 <sup>st</sup> March 13	n/a	139	n/a	2	0	2	38
1 <sup>st</sup> April 2013 - 31 <sup>st</sup> March 14	n/a	135	n/a	54	0	14	66
1 <sup>st</sup> April 2014 - 31 <sup>st</sup> March 15	n/a	164	n/a	99	0	8	81
1 <sup>st</sup> April 2015 - 31 <sup>st</sup> March 16	n/a	166	287	0	0	13	60

<sup>71</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 007, Reference ID 67-007-20190722, Revision date: 22/07/2019

Year	Affordable dwelling stock available			Affordable dwelling stock to be taken out of management			
	Occupied by households in need	Surplus stock (vacant)	Committed supply	Demolitions	Loss from Conversions	Sales of Stock	Tenants Right to Buy
1 <sup>st</sup> April 2016 - 31 <sup>st</sup> March 17	547	194	252	35	0	21	66
1 <sup>st</sup> April 2017 - 31 <sup>st</sup> March 18	531	229	123	1	0	24	75
1 <sup>st</sup> April 2018 - 31 <sup>st</sup> March 19	528	n/a	n/a	n/a	n/a	n/a	n/a
<b>Annual Average</b>	<b>535</b>	<b>168</b>	<b>221</b>	<b>38</b>	<b>0</b>	<b>18</b>	<b>56</b>
			<b>Total</b>	<b>113</b>			

Values highlighted in green are included within the calculation of current affordable housing supply.

\*Values subject to rounding.

- 4.113. The NPPG also explains that in addition to current supply there is a need to consider “future supply”<sup>71</sup>. In order to calculate the likely future affordable housing supply, consideration has been given to the future annual supply of affordable housing re-lets (net) calculated on the basis of the past trends (generally the average number of re-lets over the previous three years should be taken as the predicted annual levels) and the future supply of intermediate affordable housing. This process has been applied in Stage 2b of this assessment.
- 4.114. Table 33 summarises the average annual supply of social re-lets and intermediate housing in Shropshire. These figures are used to estimate future affordable housing supply.
- 4.115. The number of social re-lets within Shropshire has been calculated using information available from Shropshire HomePoint. Shropshire HomePoint provides “a one-stop solution for people seeking housing and manages the Shropshire Housing Register, also known as the Housing Waiting List”<sup>72</sup>. The scheme “advertises the majority of social / affordable housing in the county”<sup>72</sup> and consequently represents the best source of information on re-lets.
- 4.116. The numbers of re-lets that have been identified in Shropshire are based on a three year average 2016-17, 2017-18 and 2018-19. It excludes households moving into accommodation from outside Shropshire and households moving within the current affordable social rented housing stock. It includes households resident in Shropshire moving from other tenures into social rented housing, newly forming households resident in Shropshire moving into social rented housing and those moving from supportive accommodation. In this way it includes only re-lets that will meet affordable housing need in Shropshire.
- 4.117. Recent changes to the funding and rental income available for RSL’s has meant that intermediate housing is becoming an increasingly attractive housing option. Consequently re-lets / re-sales of intermediate properties are likely to become an increasingly important component of the supply of affordable housing. However, there is currently limited data available on re-lets / re-sales of intermediate affordable housing. Therefore, the rate achieved in the last year has been included, but this is in reality considered extremely conservative estimate of future re-lets / re-sales.

<sup>72</sup>Shropshire HomePoint, (2019), [www.shropshirehomepoint.co.uk/Data/ASPPages/1/30.aspx](http://www.shropshirehomepoint.co.uk/Data/ASPPages/1/30.aspx)

**Table 33: Supply of Social Re-Lets and Future Intermediate Supply<sup>73</sup>**

**Annual Trends**

Year	Future Supply of Intermediate Affordable Housing for re-let / re-sale	Social Re-lets: Households Moving from Specialist / Supported Housing within Shropshire into Affordable Housing	Social Re-lets: Moved from within Shropshire from another tenure	Newly Forming Households Originating in Shropshire and moving into Social Renting
1 <sup>st</sup> April 2015 - 31 <sup>st</sup> March 2016	21	n/a	n/a	n/a
1 <sup>st</sup> April 2016 - 31 <sup>st</sup> March 2017	68	23	387	450
1 <sup>st</sup> April 2017 - 31 <sup>st</sup> March 2018	46	15	367	393
1 <sup>st</sup> April 2018 - 31 <sup>st</sup> March 2019	n/a	25	345	365
<b>Annual Average</b>	<b>45</b>	<b>21</b>	<b>366</b>	<b>403</b>

**Average Annual Supply**

Supply		Average Annual Supply
<b>Future Supply of Intermediate Affordable Housing for re-let / re-sale:</b>		<b>45</b>
<b>Social Re-Lets:</b>	Households Moving from Specialist / Supported Housing within Shropshire into Affordable Housing	<b>21</b>
	Moved from within Shropshire from another tenure	<b>366</b>
	Newly Forming Households Originating in Shropshire and moving into Social Renting	<b>403</b>

Values highlighted in green are included within the calculation of future affordable housing supply.

4.118. Table 34 draws together the stock data identified within the NPPG guidance to identify estimates of affordable housing stock available now and in the future. The table also includes data sources and assumptions.

<sup>73</sup> Shropshire HomePoint, (2019), [www.shropshirehomepoint.co.uk/Data/ASPPages/1/30.aspx](http://www.shropshirehomepoint.co.uk/Data/ASPPages/1/30.aspx)

**Table 34: Affordable Housing Supply in Shropshire**

<b>Current Supply – Stage 3a:</b>				
<b>Stock Data</b>	<b>Data Source</b>	<b>Assumptions</b>	<b>Stock</b>	
<b>1. Affordable dwellings occupied by households in need</b>	Large RSLs operating in Shropshire	This considers households in need (defined paragraphs 4.111 and 4.112) who move during a year from one affordable house to another to meet their housing needs. By moving this frees up level of housing supply that can be made available to other eligible households on the waiting list. This would include households in temporary social housing.	Total	<b>535</b>
<b>2. Surplus stock</b>	Large RSLs operating in Shropshire	Affordable housing providers require a small level of vacant housing stock in order to move households around to meet their housing needs. Any vacant stock above this is assumed to be vacant.	Total	<b>168</b>
<b>3. Committed supply of affordable units</b>	Housing Monitoring System and Housing Enabling Team at Shropshire Council	Number of affordable dwellings committed at the time of this assessment. This is consistent with the NPPG.	Total	<b>221</b>
<b>4. Units to be taken out of management</b>	Large RSLs operating in Shropshire	This includes demolitions, sales / transfers of stock to other RSLs, tenant's Right to Buy, other sales and loss of affordable shared equity housing.	Annual rate	<b>-113</b>
			Total (for a 22 year period)	<b>-2,486</b>
<b>Total affordable housing stock available</b>	<b>Calculation</b>	<b>Sum of totals for: (1 + 2 + 3) – 4</b> <b>Sum of: (Total affordable dwellings occupied by households in need + Surplus stock + Committed supply of affordable units) – Total units to be taken out of management</b>	<b>Total (for a 22 year period)</b>	<b>-1,562</b>

<b>Future Supply – Stage 3b:</b>				
<b>Stock Data</b>	<b>Data Source</b>	<b>Assumptions</b>	<b>Stock</b>	
<b>5. Annual supply of social re-lets (net)</b>	Shropshire HomePoint	Two year average 2014 and 2015 (Excludes households moving into accommodation from outside Shropshire and households moving within the current affordable social rented housing stock. Includes households resident in Shropshire moving from other tenures into social rented housing, newly forming households resident in Shropshire moving into social rented housing and those moving from supportive accommodation).	Annual Supply	<b>790</b>
			Total (for a 22 year period)	<b>17,380</b>
<b>6. Annual supply of intermediate affordable housing available for re-let or re-sale</b>	Private Registered Provider Social Housing Stock in England: Statistical Data Return CLG.	'Intermediate' housing is a term which refers to housing which falls between 'social housing' (such as traditional rented council housing) and 'open market' housing; it is intended to bridge the gap between the two. This includes shared equity housing.	Annual Supply	<b>45</b>
			Total (for a 22 year period)	<b>990</b>
<b>Annual supply of affordable housing</b>	<b>Calculation</b>	<b>Sum of: 5 + 6</b> <b>Sum of: Annual supply of social re-lets (net) + Annual supply of intermediate Affordable housing available for re-let or re-sale</b>	<b>Annual Supply</b>	<b>835</b>
			<b>Total (for a 22 year period)</b>	<b>18,370</b>

### Stage 3: Total Need for Affordable Housing

- 4.119. This stage of the assessment of housing need seeks to estimate the net annual affordable housing need for Shropshire. The NPPG advises that *“The total need for affordable housing will need to be converted into annual flows by calculating the total net need (subtract total available stock from total gross need) and then converting total net need into an annual flow based on the plan period”*<sup>74</sup>.
- 4.120. Consequently, this stage of the assessment brings together the results of stages 1 and 2. Specifically:
- Stage 1a: The current affordable housing need in Shropshire (5,144 households total);
  - Stage 1b: The future newly forming affordable housing need in Shropshire (1,471 households per annum and 32,362 dwellings total);
  - Stage 2a: The current affordable stock available (-1,562 dwellings total); and
  - Stage 2b: The future annual supply of affordable housing in Shropshire (835 dwellings per annum and 18,370 dwellings total).
- 4.121. Table 35 shows the overall calculation of affordable housing need. The analysis has been based on meeting affordable housing need over the 22 year period from 2016 to 2038, consistent with the timescales of the LHN and the Development Plan.

**Table 35: Affordable Housing Need (Net)**

Current need (net) = Current need (gross) – Current supply  
 Future need (net) = Future need (gross) – Future supply  
 Total need (net) = Current need (net) + Future need (net)

	Per Annum	22 Year Total
<b>Current need (gross) (Part 1a of this assessment):</b>	N/A	5,144
<b>Current supply (Part 2a of this assessment):</b>	N/A	-1,562
<b>Current need (net):</b>	N/A	3,582
<b>Future need (gross) (Part 1b of this assessment):</b>	1,471	32,362
<b>Future supply (Part 2b of this assessment):</b>	835	18,370
<b>Future need (net):</b>	636	13,992
<b>Total need (net):</b>	<b>799</b>	<b>17,574</b>

- 4.122. Table 35 indicates that once the current affordable housing supply is subtracted from the current affordable housing need (gross), the net current affordable housing need can be calculated as some 3,582 dwellings.
- 4.123. Table 35 also indicates that once the future affordable housing stock (re-lets and re-sales, no allowance has been made for the construction of additional affordables beyond those currently committed) is subtracted from the future affordable housing supply (gross), the net future affordable housing need can be calculated, as some 13,992 dwellings.
- 4.124. **Once the net current affordable housing need (3,582 dwellings) is added to the net future affordable need (13,992 dwellings), the total net affordable housing need (net) can be determined, as some 17,574 households.**
- 4.125. It has then been assumed that the **total current affordable housing need (net)** will be met over the 22 year plan period. This is considered a cautious and robust approach given current uncertainties relating to future affordable housing delivery following changes in Government Policy whilst also coinciding with the timescales for the Development Plan. **This results in an estimated 799 households per year requiring affordable housing.**

<sup>74</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 008, Reference ID 67-008-20190722, Revision date: 22/07/2019



## Affordable Housing Need – By Tenure

- 4.126. Shropshire Homepoint manages the Shropshire housing register and the choice based letting system. The primary reason households use Homepoint is to register an interest in renting an affordable property, usually from a Housing Association/Registered Provider. However, households can also register their interest in other housing options such as shared ownership.
- 4.127. As identified within earlier sections of this document, it is very apparent from Homepoint data that there is significant demand for affordable properties. Having considered the tenure split of those registered on Homepoint it is also very apparent that there is significant demand for affordable rental properties.
- 4.128. Specifically, having reviewed Homepoint data for each month of the last year, it is apparent that consistently less than 15% of those registered express an interest in shared ownership products. As such, the remainder (in excess of 85%) are interested in renting an affordable property.
- 4.129. Similarly, data for the preceding five years has been reviewed and again it is apparent that consistently less than 15% of those registered on Homepoint express an interest in shared ownership products. As such, the remainder (in excess of 85%) are interested in renting an affordable property.
- 4.130. This is summarised within Table 36 below:

**Table 36: Affordable Housing Need (Net)**

Month and Date	Total on Homepoint	Indicated Interest in Shared Ownership	Percentage of the Total on Homepoint Interested in Shared Ownership	Remainder on Homepoint Only Interested In Renting An Affordable Property
<b>Homepoint Data: Last Year</b>				
Jun-2020	5,555	756	14%	86%
May-2020	5,555	773	14%	86%
Apr-2020	5,599	792	14%	86%
Mar-2020	5,711	794	14%	86%
Feb-2020	5,687	793	14%	86%
Jan-2020	5,475	743	14%	86%
Dec-2019	5,576	757	14%	86%
Nov-2019	5,471	721	13%	87%
Oct-2019	5,421	724	13%	87%
Sep-2019	5,421	722	13%	87%
Aug-2019	5,399	710	13%	87%
Jul-2019	5,435	709	13%	87%
<b>Homepoint Data: 2014-2018 (as at July each year)</b>				
2018	5,136	736	14%	86%
2017	5,365	746	14%	86%
2016	5,826	802	14%	86%
2015	7,822	991	13%	87%
2014	4,040	379	9%	91%

- 4.131. It is apparent this data that there is significant demand for affordable rental properties in Shropshire. Furthermore, given the significant affordable housing need identified, the



affordability ratio in Shropshire and increasing reliance on rental options for access to the housing market, it is considered that this significant demand for rented affordable homes is likely to continue to 2038.

- 4.132. As such it is important to ensure that an appropriate proportion of the new affordable properties provided in Shropshire are available for rent to ensure that they best respond to local needs.

### **Assessing Affordable Housing Supply**

- 4.133. Once the total affordable housing need has been identified, the NPPG advises that *“the total affordable housing need can then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, taking into account the probable percentage of affordable housing to be delivered by eligible market housing led developments. An increase in the total housing requirement included in the plan may need to be considered where it could help deliver the required number of affordable homes”*<sup>75</sup>.

- 4.134. However, it is important to note that the NPPG recognises that when calculating the housing need of particular groups of people, including those requiring affordable housing need that *“this need may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method”*. Further information on this distinction is provided within Appendix 1: Distinction between the calculation of Housing Need and Affordable Housing Need.

- 4.135. It should also be noted that the standard methodology for calculating the LHN includes affordable housing need, this forms an intrinsic part of the total housing need identified within SNHP’s – which are based on past trends of total housing (open market and affordable) delivered. Furthermore, a specific adjustment responding to the affordability ratio for the area, as such the need to respond to affordable housing need is already a factor within the calculation of the LHN.

- 4.136. Reflecting this clear distinction between the methodologies for the assessment of the LHN and the assessment of affordable housing need, the key stages involved in their cross-analysis as part of the review of Development Plan in Shropshire will be:

**Stage 1.** Calculate the LHN.

**Stage 2.** Estimate the proportion of LHN which could be delivered as new affordable housing.

**Stage 3.** Calculate Affordable Housing Need.

**Stage 4.** Compare the estimate of the proportion of the LHN which could be delivered (Stage 2) as new affordable housing and the results of the assessment of affordable housing need (Stage 3), to determine if delivering the LHN within the Local Plan would meet a reasonable proportion of the affordable housing need over a reasonable period of time.

*a. If yes, then there is no need to consider increasing the housing requirement in response to the results of the assessment of affordable housing need.*

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<sup>75</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 008, Reference ID 67-008-20190722, Revision date: 22/07/2019

- b. If no, then there is a need to consider increasing the housing requirement, so that a higher proportion of the aspirations for affordable housing can be achieved. However, any such consideration must recognise the distinctions between these two datasets which means that there are no arithmetical ways of combining or cross-analysing the results of these two assessments – they fundamentally relate to different concepts of ‘need’; vary in whether an allowance is made for a policy intervention; and can be addressed through different delivery methods. There is also a clear over-lap between the two assessments in that whilst the assessment of affordable housing need deals solely with aspirations for affordable housing, the assessment of the LHN calculates demand for both open market and affordable housing. Furthermore, it should also be noted that the standard methodology for calculating the LHN includes a specific adjustment responding to the affordability ratio for the area, as such the need to respond to affordable housing need is already a factor within the calculation of housing need. If an adjustment cannot be made that would help to deliver the required number of affordable dwellings, as the total housing requirement becomes unachievable, there is a need to consider whether any adjustment is appropriate. Ultimately any such adjustment must not result in the housing requirement becoming undeliverable.*

#### *Stage 1: Shropshire LHN*

- 4.137. The LHN for Shropshire has been calculated using Governments standard methodology for calculating housing need. This calculation is based on the assessment undertaken in 2019 (based on the latest 2018 affordability ratio and the 2014 SNHP projections). In summary, this assessment concluded that there is a need for: 1,212 dwellings per annum.

#### *Stage 2: The proportion of total housing to be delivered in achieving the LHN that could be affordable*

- 4.138. Affordable housing completions in Shropshire are generally achieved through a combination of:
- Affordable rural worker and self-build housing;
  - 100% affordable development (where Registered Providers (RPs) are financially supported by the Homes and Communities Agency (HCA) and/or Shropshire Council and/or re-investment of fund they themselves generate); and
  - As a proportion of market-led housing development.
- 4.139. Given the significant changes to affordable housing policy introduced within the revised NPPF and ongoing discussions about further changes to national policy and guidance (which have significant implications for the level of priority; definition; methods and rate of delivery of affordable housing) it is very difficult to quantify the proportion of total housing that will be affordable in the future.
- 4.140. Furthermore, as part of the ongoing Local Plan Review, there is potential for changes to policy objectives regarding affordable housing; the types and levels of affordable housing contributions from open market development schemes; and the other mechanisms available to deliver affordable housing.

- 4.141. Consequently, it may be that affordable housing delivery in Shropshire will be significantly reduced or indeed increased in the future. Ultimately this will be influenced such factors as affordable housing policies (themselves influenced by development viability evidence), wider housing policies, funding available for the delivery of affordable housing and the size and location of development.
- 4.142. It is therefore very difficult to forecast the likely portion of future housing that will be affordable between 2016 and 2038. One mechanism for forecasting future affordable housing delivery is to project forward past trends - this approach therefore assumes that past trends will continue in the future.
- 4.143. Specifically:
- Using a five year trend, the average proportion of total housing completions that consist of affordable completions can be calculated.
  - This average can then be applied to the calculated annual LHN, in order to determine the number of affordable dwellings that would be completed each year, if delivery aligns with housing need and the past average continues.
- 4.144. Table 37 illustrates the ratio of affordable housing completions (net) to total housing completions (net) for Shropshire over the last five years and the average over the five year period:

**Table 37: Open Market and Affordable Housing Completions in Shropshire**

Year	Total Housing Completions (Net)	Affordable Housing Completions (Net)	Percentage of Total Housing Completions that are Affordable (Net)
2014/15	1,155	324	28.1%
2015/16	1,402	227	16.2%
2016/17	1,910	445	23.3%
2017/18	1,876	459	24.5%
2018/19	1,843	260	14.1%
<b>5 Year Total:</b>	<b>8,186</b>	<b>1,715</b>	<b>21.0%</b>

- 4.145. If it is assumed that the average percentage of affordable housing completions achieved over the last 5 years (21.0%) was to continue over the period from 2016 to 2038, then based on the annual housing need identified in 2019 (26,667 dwellings between 2016 and 2038 or around 1,212 dwellings per annum), **around 5,600 affordable dwellings would be completed over the 22-year Local Plan period, equating to around 255 affordable dwellings per annum (figures are rounded to nearest whole dwelling).**
- 4.146. It should be noted that this forecast is based purely on an assumption that past ratios of affordable housing as a proportion of all housing will continue in the future. Changes proposed through the Local Plan Review and indeed other factors such as national policy and funding within the sector can significantly influence the proportion and total amount of affordable housing delivered in Shropshire.

### *Stage 3: Affordable housing need in Shropshire*

- 4.147. Affordable housing need has been calculated:
1. As part of the LHN, which calculates demand for both open market and affordable housing; and
  2. As part of the assessment of affordable housing need, which calculates aspirations for affordable housing.
- 4.148. Furthermore, the standard methodology includes a specific adjustment in response to the affordability ratio for an area.
- 4.149. Whilst Shropshire Council considers that it is the affordable housing need as integrated within the LHN which represents the objective assessment of open market and affordable housing need (as required within Paragraph 60 of the NPPF), it recognises that the assessment of affordable housing need represents an important part of the evidence base for the Local Plan Review.
- 4.150. Earlier within Chapter 4 of this report, a summary of the calculation of affordable housing need aspirations and assessment process undertaken is provided. **This assessment concludes that the over the Local Plan period from 2016 to 2038 there some 17,574 households will require an affordable dwelling. This results in an estimated need for 799 affordable dwellings per annum.**

### *Stage 4: Comparison: affordable housing need in Shropshire*

- 4.151. Given the number of affordable dwellings which could be delivered as part of the LHN (based on past trends) and the affordable housing need aspirations identified within the affordable housing needs assessment, there is a gap of 11,974 affordable dwellings over the Local Plan period from 2016 to 2038. This equates to around 544 affordable dwellings per annum.
- 4.152. To deliver the aspirations for affordable housing as identified through the assessment of affordable housing need (some 17,574 affordable dwellings over the plan period, equating to around 799 affordable dwellings per annum), based on the delivery trend over the past five years (equating to around 21% of total housing completions), total housing development would have to be approximately 83,686 dwellings over the Local Plan period from 2016 to 2038 or 3,804 dwellings per annum, more than 3 times the calculated LHN of some 26,667 dwellings over the Local Plan period from 2016 to 2038 or 1,212 dwellings per annum. This significantly exceeds expected demand and crucially is considered undeliverable and inappropriate within the Shropshire housing market.
- 4.153. These illustrative calculations suggest that, if housing sites are provided in line with the LHN and affordable housing is delivered at a proportion of this housing consistent with past trends, affordable housing delivery will fall far short of the aspirations for affordable housing, as identified within the assessment of affordable housing need, unless large amounts of additional funding come forward from other sources to pay for affordable housing.
- 4.154. The NPPG suggests that *“An increase in the total housing requirement included in the plan may need to be considered where it could help deliver the required number of affordable homes”*<sup>76</sup>. However, the extent to which the housing requirement would need to exceed

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<sup>76</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 008, Reference ID 67-008-20190722, Revision date: 22/07/2019

the LHN in order to meet aspirations for affordable housing would be undeliverable and inappropriate in a Shropshire context.

- 4.155. If an adjustment cannot be made that would help to deliver the required number of affordable dwellings, there is a need to consider whether any adjustment is appropriate. Ultimately any such adjustment must not result in the housing requirement becoming undeliverable and be delivered through a plan led approach. As such any decision regarding the housing requirement is a policy consideration.
- 4.156. Ultimately it is for this reason that the assessment of affordable housing need aims to measure housing aspirations: **what ought to happen** if certain standards (suitable housing for everyone) could be achieved, but in reality they are unlikely to be achieved.

## 5. Context – Older People and Families

### **Introduction**

5.1. This section provides context on the changing demographics of Shropshire, which informs the assessment of housing needs for older people and families.

### **Change: By Age of HRP<sup>77</sup>**

#### *Young Households (16-34 Years)*

5.2. The 2016-based SNHP project households with a young HRP will fall by -9.9% in Shropshire during 2016-2038. This is eight times the level of projected decline nationally (-1.2%) and contrasts with household growth of 2.4% regionally. The household population aged 16-34 years is projected to decline by -4,400 people or -7.3% by 2038. So projected household decline is mainly driven by demographic change, but this also could suggest new household formation may be being constrained by the inability of young people to afford to enter the housing market in Shropshire.

#### *Older Working Age Households (35-64 Years)*

5.3. Households with an HRP of older working age (35-64 years) are projected to fall by -7.8% in Shropshire during 2016-2038. In complete contrast nationally and regionally the number of older working age households is projected to rise (2.9% and 2.5% respectively).

#### *Older Households (65-84 Years)*

5.4. Households with an HRP aged 65-84 years are projected to increase by 42.8% in Shropshire by 2038. This level of growth is above estimated growth nationally and regionally (41.0% and 32.8% respectively).

#### *Elderly Households (85 Years and Over)*

5.5. In Shropshire, households with an elderly HRP (85 years and over) are projected to significantly increase by 130.5%, more than doubling in size from 6,900 households in 2016 to 15,900 by 2038. This estimated rise is substantially higher than growth of 76.1% during 2001-2016. Strikingly households with an elderly HRP are projected to represent 10.3% of all households in Shropshire by 2038, shifting from 2.9% in 2001 and to 4.5% by 2016. Growth in Shropshire is projected to be substantially higher than nationally and regionally (99.7% nationally and 94.5% regionally).

#### *Working Age Households Compared with 65 and over Households*

5.6. In 2001, 71.1% of households in Shropshire had an HRP of working age, compared to 28.9% of households with an HRP aged 65 years and above. This balance shifted in 2016 to 64.6% for working age households and 35.4% for older households. The projections now estimate that by 2038 the balance will have shifted to 51.9% working age households and 48.1% older households. This indicates that by 2038, Shropshire will be approaching one working age independent household for everyone older dependent household.

### **Change: By Household Type**

5.7. ONS define a dependent child or children as “any person aged 0 to 15 years living in a household, or a person aged 16 to 18 years in full-time education and living in a family with their parent(s) or grandparent(s). It does not include any people aged 16 to 18 years who

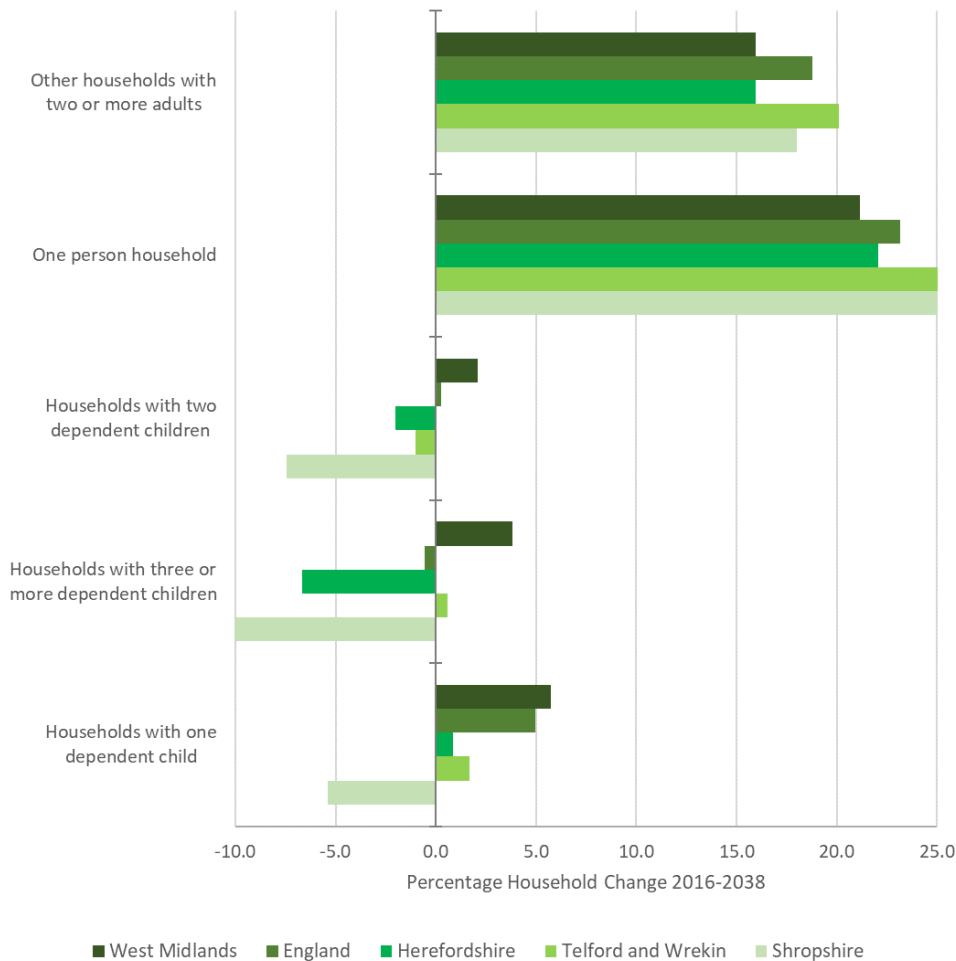
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<sup>77</sup> ONS, (2018), 2016-Based Sub National Household Projections - [www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/householdprojectionsforenglanddetaileddataformodellingandanalysis](http://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/householdprojectionsforenglanddetaileddataformodellingandanalysis)

have a spouse, partner or child living in the household.”<sup>78</sup> For the purpose of the SHMA households with dependent children are sometimes referred to as families with dependent children.

5.8. Figure 15 breaks down family households by those with one, two and three or more dependent children and illustrates that Shropshire is projected to experience decline in all categories. Overall, Shropshire is projected to experience decline of -6.9% (2,300 families) in households containing one or more children during 2016-2038. This contrasts with low levels of growth in family households nationally (2.3%) and regionally (4.1%).

**Figure 15: Projected Change in Number of Households by Household Type and Region of England, 2016 to 2038**



**Households with Dependent Children**

5.9. The most significant percentage decline during 2016-2038 is projected in households containing three or more dependent children (-10.0%). Nationally this is the only family household type projected to decline (-0.6%).

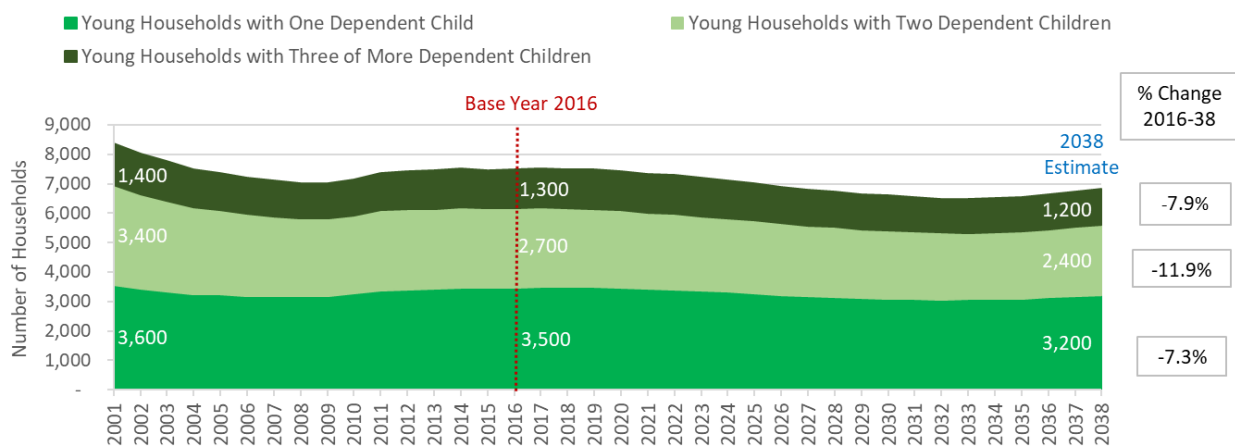
5.10. Shropshire is also projected to see a significant fall in families with two dependent children (-7.4%), with numbers falling from 13,200 in 2016 to 12,300 by 2038. The decline is much higher than that projected in Telford and Wrekin (-1.0%) and Herefordshire (-2.0%), and contrasts with national (0.6%) and regional (2.1%) growth in this type of household.

<sup>78</sup> Glossary - Methodology: 2016-based SNHP [www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/methodologies/methodologyusedtoproducehouseholdprojectionsforengland2016based](http://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/methodologies/methodologyusedtoproducehouseholdprojectionsforengland2016based)

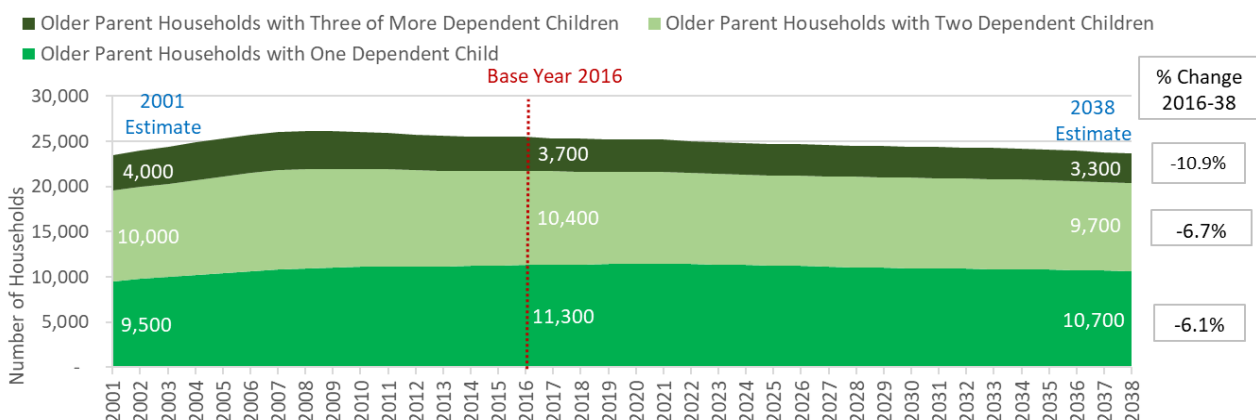
- 5.11. Within Shropshire, households with one dependent child represent the most popular family household type in 2016 (11.2%) and this trend is projected to continue to 2038 (9.3%). However, again this type of household is projected to decline by -5.4% (-800 families) in Shropshire during 2016-2038. This trend strikingly contrasts with all areas included in Figure 15, which are estimated to experience growth in this household type. The West Midlands region is estimated to see the highest level of growth at 5.8%.
- 5.12. Overall, families with dependent children are projected to decline by -2,300 households in Shropshire, from 33,500 to 31,200 during 2016-2038. In 2016, 45.3% of families (15,200) are estimated to have one dependent child, 39.5% (13,200) have two dependent children and 15.2% (5,100) have three dependent children or more in Shropshire. The 2016 sub-national households projections estimate this distribution will remain very similar in 2038, with 46.1% (14,400) of households having one dependent, 39.2% (12,300) having two dependent children and 14.7% (4,600) having three or more dependents.
- 5.13. Figures 16 and 17 reveal long-term trends in younger households with dependent children (HRP aged 16-34 years) and older households with dependent children (HRP aged 35-64 years).

### Long-term Projected Change in Households with Dependent Children 2001-2038

**Figure 16: Younger Households (HRP Aged 16-34 Years)**



**Figure 17: Older Parent Households (HRP Aged 35-64 Years)**



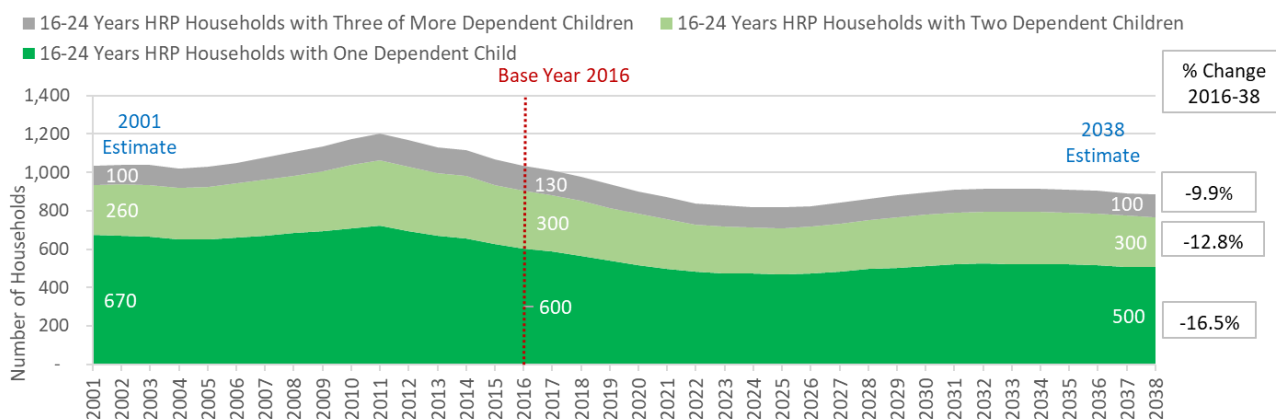
- 5.14. Figures 18 and 19 help to demonstrate the impact of the falling working age population and household representative rates on families with younger (HRP aged 16-24 years) and older parents (HRP aged 35-64 years) in Shropshire. As is the trend nationally many women are choosing to become mothers at an older age and so parents aged below 35 years may not have determined their final family size. Consequently, in younger families there is a



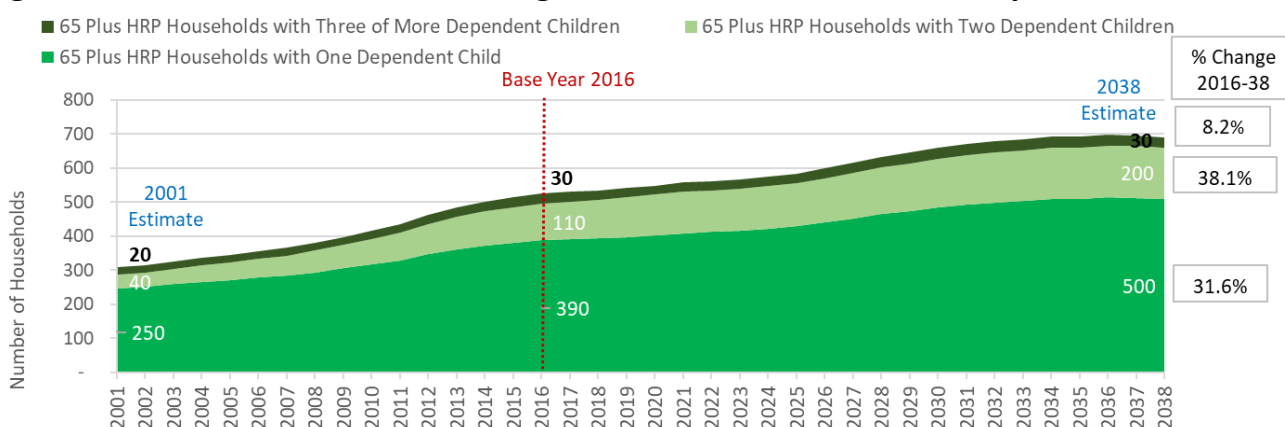
higher proportion of one dependent child households and this proportion is projected to rise from 42.7% in 2001 to 47.2% in 2038. In older households during 2001-2007 there was a higher proportion of families with two dependent children, with this trend projected to reverse during 2007-2038.

- 5.15. The most significant long-term decline amongst younger households is estimated to be in families with two children, with projected decline of -11.9% during 2016-2038. This compares with estimated decline of only -6.7% in older households (65 years and over) with two dependent children. Both younger and older families with dependents are projected to experience long-term decline in households with three or more dependent children, reflecting parental preferences for smaller families, perhaps influenced by financial considerations or perhaps a shorter window of opportunity for women of childbearing age to have children.
- 5.16. More specifically Figures 18 and 19 consider very young households encompassing teenage HRPs (16-24 years) and older households with an HRPs aged 65 years and over.

**Figure 18: Very Young Parent Households (HRP Aged 16-24 Years)**



**Figure 19: Households with a HRP Aged 65 Years and Over with Dependent Children**



- 5.17. Figure 18 illustrates that very young families with children in Shropshire are projected to decline during 2016-2025 by 21.1%, followed by a projected rise of 12.1% during 2025-2034 and a small decline of -3.4% during 2034-2038. Overall the number of young families are projected to decline by 14.6%. This reflects decline in Shropshire's younger population during 2016-2038 combined with declining household representative rates. Recent ONS Vital Statistics demonstrate fewer births to very young mothers in Shropshire. Unsurprisingly the largest proportion of very young households are estimated to have one dependent child, with projected decline of -9.9% during 2016-2038.

- 5.18. Caution should be employed, as Figure 19 is based on relatively small numbers. However, it does reflect the impact of Shropshire's ageing population and recent fertility trends. Overall during 2001-2016, families with an HRP aged 65 years and over are estimated to have grown by 70.5% (220) and are projected to rise by 31.7% (200) during 2016-2038.
- 5.19. This growth may encompass older parents or grandparents living with dependent grandchildren. Potentially these multi-generational households may contain concealed households or through choice families may live together for child or adult care purposes. The highest projected growth during 2016-2038 is in families with one dependent child, with projected growth of 31.6%. Of families with an HRP aged 65 years and over, by 2038, 73.7% are projected to have one dependent child.

#### *Single Person Households*

- 5.20. In terms of the size and type of housing needed in the future, probably the most significant development is the projected rise in single person households. Figure 23 shows that Shropshire is projected to see the greatest rise in single person households (26.2% or 10,700 households) during 2016-2038 compared with the other areas depicted. Growth nationally and in all areas is projected to exceed 21%. By 2038, 51,300 households in Shropshire will be occupied by people living alone.
- 5.21. The 2016 Household Projections estimate that of all single person households in Shropshire, 62.9% (32,300 households) will be aged 65 years and over by 2038, compared to 37.1% (19,100 households) aged below 65 years. This equates to 1.7 older single person households to every 1 younger single person household, compared to a ratio of 1:1 older and younger households in 2016.
- 5.22. In Shropshire older single person households are estimated to have grown by 27.2% (4,400 households) during 2001-2016. This growth is projected to continue during 2016-2038, by a staggering 56.7% (11,700 households). In 2001, older single person households represented only 13.9% of all households, but by 2038 this household group is projected to represent over a fifth of all households in Shropshire (20.8%).
- 5.23. There is a significant imbalance between older female single person households and male single person households, influenced by longer life expectancy in the female population. By 2038, if recent trends continue 13.9% of all households (21,500) will be older female single person households, compared to 7.0% for older male single person households (10,800).
- 5.24. In terms of household growth, older female single person households are projected to grow by 52.3% (7,400 households) during 2016-2038, compared to projected growth of 66.1% (4,300 households) in older male single person households.
- 5.25. Strikingly in Shropshire, the number of people living alone is estimated to have risen from 32,700 in 2001 to 40,700 in 2016, a rise 24.4%. Based on these recent trends, the number of households is projected to reach 51,300 by 2038. This means of all households in Shropshire, nearly a third (33.2%) will be occupied by people living alone by 2038, compared to 28.0% in 2001.

#### *Other Households with Two or More Adults*

- 5.26. Growth in households with two or more adults encompasses a range of household types with different housing needs, including:
- Couple households where children may have left the nest or have reached an age where they are no longer dependent. Potentially members of these households may

value the opportunity to downsize and possibly free up assets for their retirement or to help their children become independent.

- Households where adult household members aspire, but are hindered from creating their own households (concealed from the projections) due to a range of factors including their ability to afford local housing costs;
- Multi-generational households where older family members are being cared for by younger family members;
- Households shared by unrelated adults who may be students pursuing further education or people just sharing housing costs until they are in a position to afford their own home or are not wanting to put down roots and desire the flexibility that sharing provides.

5.27. Unfortunately, the data does not distinguish between these different household types, so it is not possible to determine what their housing needs might be.

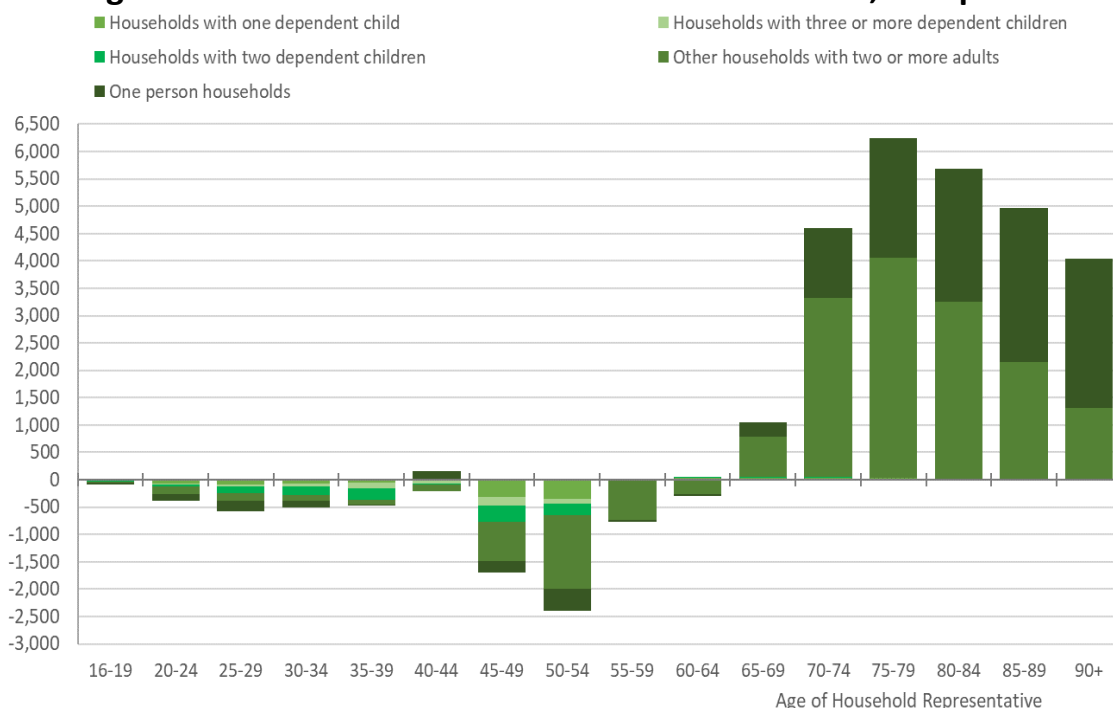
5.28. However, the 2016-based SNHP’s estimate this household type will grow by 18.0% or 11,000 households in Shropshire during 2016-2038. This level of growth is surpassed by the national trend (18.8%) and by Telford and Wrekin (20.1%) but significantly higher than the Herefordshire (16.0%) and regional (16.0%) trend. Again, this growth is driven by the ageing of the population.

5.29. By 2038 other households with two or more adults will represent 46.7% of total households in Shropshire. This compares with only 42.1% of households nationally, 41.2% for the West Midlands region, 44.4% for Telford and Wrekin and similarly 46.4% for Herefordshire.

**Change: By Age of HRP and Type of Household**

5.30. Figure 20 shows projected household change (2016-2038) by the age of the HRP and type of household in Shropshire. It illustrates the impact of demographic change and household formation if present trends regarding household change continue to 2038.

**Figure 20: Projected Change in Number of Households by Household Type and Age of Head of Household Between 2016 and 2038, Shropshire**



5.31. The following headlines summarise the outcomes the 2016-based SNHP for Shropshire.

### **Older Households**

- The number of households in Shropshire is projected to increase, driven by increases in older households without children. This has contributed to a fall in average household size from 2.26 persons per household in 2016 to 2.10 person per household by 2038.
- Households with older HRPs aged 60 years and over are characterised by large increases in the number of single person households and other households with two or more adults. The most significant overall increase in numbers of households is projected in the 85-89 year age group.
- In households with an older HRP, growth in the number of 'other households with two or more adults' is projected to surpass growth in single person households in the 60-84 year age groups, but this pattern is reversed in the age groups 85 years and over.
- Households with an HRP aged 75-79 years (6,200) are projected to experience the highest overall increase in numbers of households during 2016-2038.
- Households with an elderly HRP aged 85 years and over are projected to experience the largest increase in single person households (2,800) compared with other age groups. This is mainly influenced by bereavement or spouses / partners moving to more supported housing to meet their health care needs.
- In households with an HRP aged 70 years and over, by 2038, female single person households are projected to represent over double the number of male single person households. This reflects higher levels of life expectancy amongst the female population when compared with the male population.
- Whilst numbers are relatively small (500 in 2016), households with an older HRP (65 years and over) living in a household with dependent children are projected to grow by 31.7% to 700 households by 2038. This may be evidence of more multi-generational households or older parent households.
- Shropshire remains an attractive destination to retire to, resulting in consistent levels of net in-migration of older people. If these current trends continue net-in migration will serve to boost the ageing population in Shropshire and consequently the formation of older households.

### **Working Age Households**

- The projections estimate overall decline in the number of households with an HRP in the working age groups (16-64 years) during 2016-2038. The largest level of decline in working age households is driven by 'other households with two or more adults'.
- Households with an HRP aged 50-54 years are projected to experience the largest decline in household numbers in Shropshire, with the largest decline in other households with two or more adults.
- Households with an HRP in the under 60 year age groups are projected to see decline in all households with dependent children. The only exception is the 40-44 year age group with minimal growth in households with one dependent child of 0.3% and the 55-59 year age group with minimal growth of 1.9% in households with two dependent children.

- Reviewing the total decline in all households with an HRP age 60 years and under, approaching 50% stem from projected decline in 'other households with two or more adults', and just over a third from decline in households with dependent children in Shropshire.
- Shropshire's trends amongst younger households reflect long-term demographic change since the 1970's when more women entered the labour force and exercised their freedom to choose when or whether to have children and how many. The long-term consequence is fewer women of childbearing age in Shropshire and fewer births.
- Households with an HRP aged under 35 years are projected to decline by 9.9%, 75% influenced by population decline and 25% by changes in household formation rates. This would suggest lack of affordable housing and available mix of housing in Shropshire is hindering young people from forming new households.

## 6. Older People and those with Disabilities

### Overview

- 6.1. The NPPF defines the 'older population' as *"people over or approaching retirement age, including the active, newly-retired through to the very frail elderly; and whose housing needs can encompass accessible, adaptable general needs housing through to the full range of retirement and specialised housing for those with support or care needs"*<sup>79</sup>.
- 6.2. The NPPG 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."*<sup>80</sup>
- 6.3. The NPPG goes on to explain that *"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"*<sup>80</sup>.
- 6.4. The NPPG provides guidance on the range of older people's needs that should be addressed by planning authorities. *"The health and lifestyles of older people will differ greatly, as will their housing needs, which can range from accessible and adaptable general needs housing to specialist housing with high levels of care and support. 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."*<sup>81</sup>
- 6.5. The older population in Shropshire are highly valued for their contribution to the prosperity of the local economy, the support they provide to the voluntary sector in Shropshire and the role they play in safeguarding our local communities. To continue to support the health and wellbeing of Shropshire's growing older population and to enable them to remain independent as they get older it is essential that they can access a range and mix of high-quality housing options.

### Identifying the housing needs of older people?

- 6.6. The following assessment utilises some of the suggested data sources in NPPG<sup>82</sup>, with a view to estimating the future need for specialist accommodation by type and tenure including sheltered and extra care housing and residential homes. Further local evidence is available in the following documents produced by Shropshire Council to better understand Shropshire's older population and their health and wellbeing needs:
  - Health and Wellbeing Partnership: Shropshire Joint Strategic Needs Assessment - Older People's Needs Assessment [www.shropshiretogether.org.uk/jsna/ageing-well/](http://www.shropshiretogether.org.uk/jsna/ageing-well/)
  - Shropshire Council, Information, Insight and Intelligence Team, Older People's Profile 2018 <https://shropshire.gov.uk/media/10220/older-people-in-shropshire-profile-and-forecast-to-2036.pdf>

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<sup>79</sup> MHCLG (2019), NPPF: Annex 2 – Glossary

<sup>80</sup> MHCLG (2019), NPPG – Housing for Older People and Disabled People (Paragraph: 001 Reference ID: 63-001-20190626 - Revision date: 26 June 2019)

<sup>81</sup> MHCLG (2019), NPPG – Housing for Older People and Disabled People (Paragraph: 003 Reference ID: 63-003-20190626 Revision date: 26 June 2019)

<sup>82</sup> MHCLG (2019), NPPG – Housing for Older People and Disabled People (Paragraph: 004 Reference ID: 63-004-20190626, revision date: 26 June 2019)

- Shropshire Council Market Position Statement 2018-2019 - <https://shropshire.gov.uk/media/11623/market-position-stat-iun18-final.pdf>

### Current Population of Older People in Shropshire

6.7. Table 38 provides baseline population data about older persons and compares this with other areas. The data for this has been taken from the published ONS mid-year population estimates and is provided for age groups from 65 years and upwards.

**Table 38: Older Population: Age Breakdown and National, Regional Comparison<sup>83</sup>**

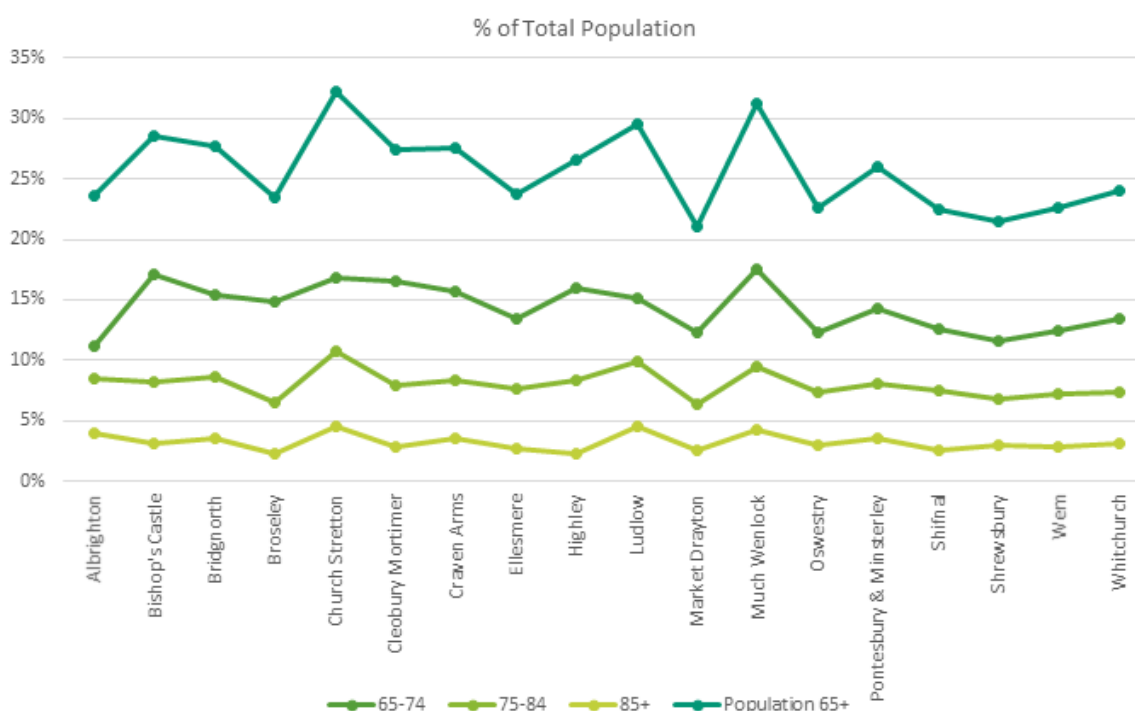
Age Breakdown of Shropshire's Older Population Compared to England and the West Midlands						
Area	Under 65 years	65-74 years	75-84 Years	85 years and over	Total Population	65 years and over
Shropshire	242,500	42,500	25,200	10,100	320,300	77,800
% of Population	75.7%	13.3%	7.9%	3.1%	100.0%	24.3%
West Midlands	4,811,500	587,500	358,100	143,700	5,900,800	1,089,200
% of Population	81.5%	10.0%	6.1%	2.4%	100.0%	18.5%
England	45,797,900	5,547,400	3,266,900	1,365,000	55,977,200	10,179,300
% of Population	81.8%	9.9%	5.8%	2.4%	100.0%	18.2%

*Please Note: It is standard practice to round the Mid-Year Estimates to the nearest 100 as they are not robust to a single digit. Consequently, figures may not sum.*

6.8. Table 38 shows that Shropshire has a higher proportion of older people compared with both the West Midlands region and England. In 2017 it is estimated that 24% of Shropshire's population are aged 65 years and over, compared with a West Midlands and England figure of 18%.

6.9. Figure 21 and Table 39 show the proportion of the population in each Place Plan area who are aged; 65-74, 75-84, 85 years and over and the total aged 65 years and over.

**Figure 21: Older Population: Age Breakdown by Place Plan Area<sup>83</sup>**



<sup>83</sup> ONS, (2019), 2017 Mid-Year Population Estimates, © Crown Copyright

6.10. There is slight variation between place plan areas in Shropshire (ranging from 21% to 32%). Areas in Shropshire where the proportion of older people is 30% or higher are Church Stretton (32%), Much Wenlock (31%), and Ludlow (30%) in the south of Shropshire.

**Table 39: Older Population: Age Breakdown by Place Plan Area<sup>84</sup>**

Place Plan Area	Age 65-74	Age 75-84	Age 85+	Total Population	Total 65+
Albrighton	806	611	284	7188	1701
% of Population	11%	9%	4%	100%	24%
Bishop's Castle	1831	884	342	10713	3057
% of Population	17%	8%	3%	100%	29%
Bridgnorth	3808	2114	891	24589	6813
% of Population	15%	9%	4%	100%	28%
Broseley	840	366	126	5663	1332
% of Population	15%	6%	2%	100%	24%
Church Stretton	1529	983	413	9093	2925
% of Population	17%	11%	5%	100%	32%
Cleobury Mortimer	1135	549	198	6875	1882
% of Population	17%	8%	3%	100%	27%
Craven Arms	1046	556	234	6661	1836
% of Population	16%	8%	4%	100%	28%
Ellesmere	1262	716	259	9402	2237
% of Population	13%	8%	3%	100%	24%
Highley	873	455	125	5478	1453
% of Population	16%	8%	2%	100%	27%
Ludlow	2563	1680	760	16920	5003
% of Population	15%	10%	4%	100%	30%
Market Drayton	3060	1588	631	24998	5279
% of Population	12%	6%	3%	100%	21%
Much Wenlock	588	316	143	3348	1047
% of Population	18%	9%	4%	100%	31%
Oswestry	5193	3138	1240	42311	9571
% of Population	12%	7%	3%	100%	23%
Pontesbury & Minsterley	799	454	196	5586	1449
% of Population	14%	8%	4%	100%	26%
Shifnal	1065	633	213	8499	1911
% of Population	13%	7%	3%	100%	22%
Shrewsbury	11634	6834	3013	99800	21481
% of Population	12%	7%	3%	100%	22%
Wem	1957	1126	448	15637	3531
% of Population	13%	7%	3%	100%	23%
Whitchurch	1977	1083	462	14698	3522
% of Population	13%	7%	3%	100%	24%

<sup>84</sup> ONS, (2019), 2017 Mid-Year Population Estimates, © Crown Copyright



## Characteristics of Shropshire’s Older Population

6.11. In order to plan to meet the housing needs of Shropshire’s older population it is essential to have an understanding of the characteristics of this population group. Table 40 provides a breakdown of the older population by ethnicity:

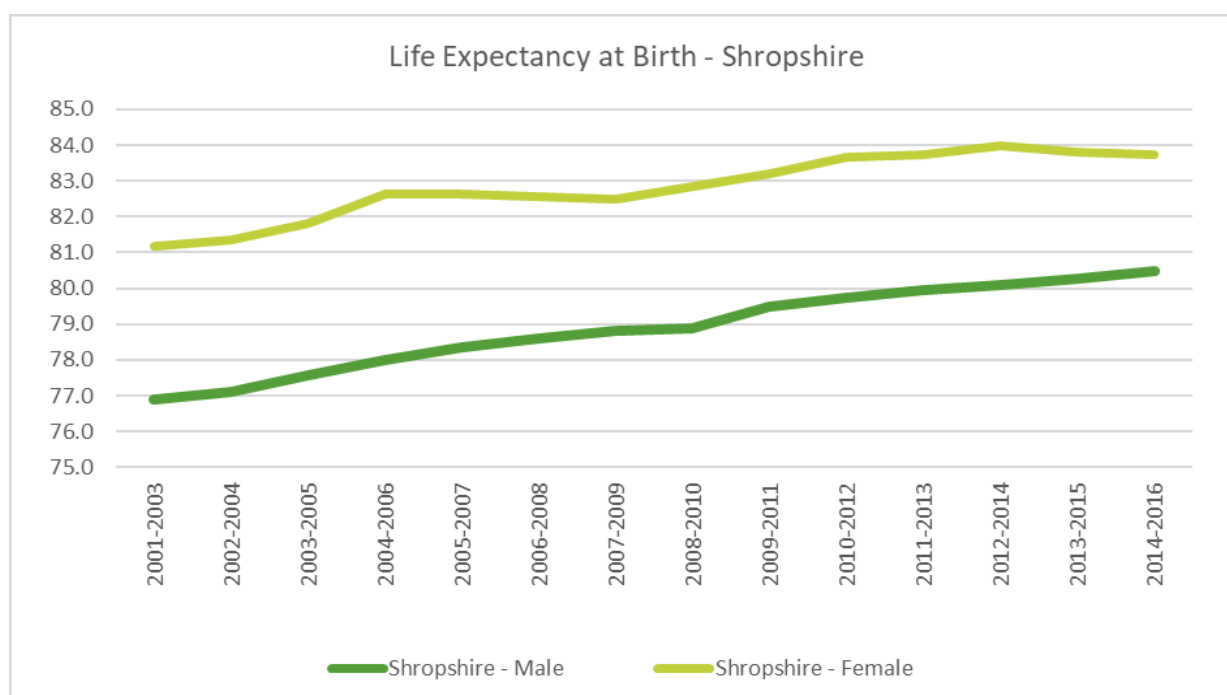
**Table 40: Age Breakdown of the Older Population by Ethnic Group<sup>85</sup>**

Ethnic Group	Age 65 to 69	Age 70 to 74	Age 75 to 79	Age 80 to 84	Age 85 +
White (this includes British, Irish, Gypsy and Irish Traveller and Other White)	18,970	15,081	11,679	8,940	8,391
Mixed Ethnicity (this includes White and Black Caribbean; White and Black African; White and Asian; and Other Mixed)	30	20	18	9	8
Asian or Asian British (this includes Indian; Pakistani; Bangladeshi; Chinese; and Other Asian)	42	43	8	17	5
Black or Black British (this includes Caribbean; African; Other Black)	6	3	1	2	2
Other Ethnic Group (this includes Arab and any other ethnic group)	11	6	3	3	1
<b>All People</b>	<b>19,059</b>	<b>15,153</b>	<b>11,709</b>	<b>8,971</b>	<b>8,407</b>

## Life Expectancy

6.12. Life expectancy has increased for both males and females during the period 2000 to 2014. The age for males has increased from 81.3 years to 84.2 years, a 4% increase and for females it has increased by 3% from 84.5 years to 86.8 years of age. This is illustrated in Figure 22:

**Figure 22: Older Population: Age Breakdown by Place Plan Area<sup>86</sup>**



<sup>85</sup> ONS, (2019), 2011 Census Table DC2101EW – Ethnic Group By Sex and Age

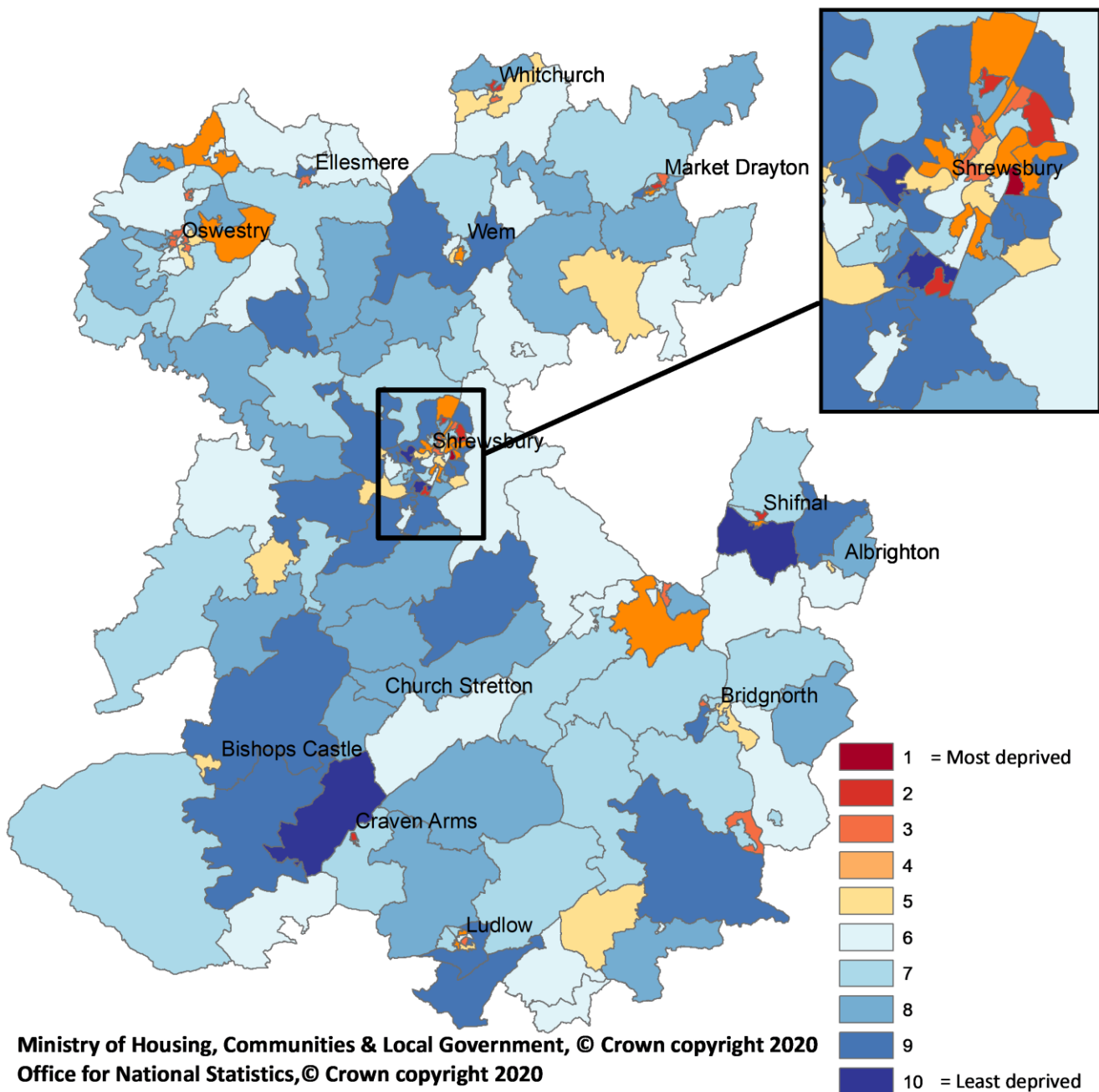
<sup>86</sup> ONS, (2019), *Life Expectancy at Birth*, © Crown Copyright

## Older People Living in Deprivation

6.13. The English Indices of Multiple Deprivation 2019 (IMD2019) includes an Index covering adults aged 60 years and over and who are living in households experiencing income deprivation (IDAOP). This includes older people in receipt of income support or income-based job seekers allowance or pension credit (guarantee). There is one small area (defined by lower layer super output areas) in Shropshire in the top 10% most deprived areas nationally and eight fall into the top 20% most deprived nationally (four located in Shrewsbury) and the remainder in the market towns of Shifnal, Market Drayton, Whitchurch and Craven Arms. These areas encompass 3% of Shropshire’s older population. Unfortunately, the IMD doesn’t capture pockets of rural deprivation affecting older people.

6.14. Figure 23 maps the income deprivation affecting older people by LSOA across Shropshire:

**Figure 23: Map of Income Deprivation Affecting Older People (IDAOP)<sup>87</sup>**



<sup>87</sup> MHCLG, (2019), Indices of Multiple Deprivation 2019 © Crown Copyright

6.15. Table 41 is drawn from the IMD 2015. The results of which are reflected in the IMD 2019. The most deprived areas in Shropshire generally have higher concentrations of people living in social housing on low incomes, requiring a mix of affordable housing.

**Table 41: Income Deprivation Affecting Older People (IDAOPi)<sup>88&89</sup>**

Place Plan Area	Population Age 60+ MYE 2017	Estimated Number of People Aged 60 Plus who are Affected by Income Deprivation	Estimated Percentage of Population Aged 60 Plus who are living in Income Deprivation
Albrighton	2,000	200	11%
Bishop's Castle	4,000	400	11%
Bridgnorth	8,500	1,000	12%
Broseley	1,800	300	17%
Church Stretton	3,600	300	9%
Cleobury Mortimer	2,400	200	10%
Craven Arms	2,400	300	13%
Ellesmere	2,900	400	13%
Highley	1,900	300	15%
Ludlow	6,100	800	13%
Market Drayton	6,800	900	13%
Much Wenlock	1,300	100	11%
Oswestry	12,200	1,900	15%
Pontesbury and Minsterley	1,800	200	13%
Shifnal	2,400	400	15%
Shrewsbury	27,500	3,700	13%
Wem	4,600	600	13%
Whitchurch	4,500	700	16%

*Please note: The English Indices of Deprivation 2015 (also known as the Index of Multiple Deprivation, or IMD) is a nationally recognised measure of deprivation at 'lower super output area' (LSOA) level. LSOAs are defined by the Office for National Statistics as containing between 1,000 and 3,000 people, and between 400 to 1,200 households. The overall IMD 2015 combines seven broad domains, one of which is Income which comprises of two sub-domains, one relating to older people (aged 60 Plus) and one relating to children. The table below details the numbers of people aged 60 plus estimated to be living in Income deprivation by Place Plan Area.*

*Figures may not sum due to rounding*

### Tenure of Older Persons Households

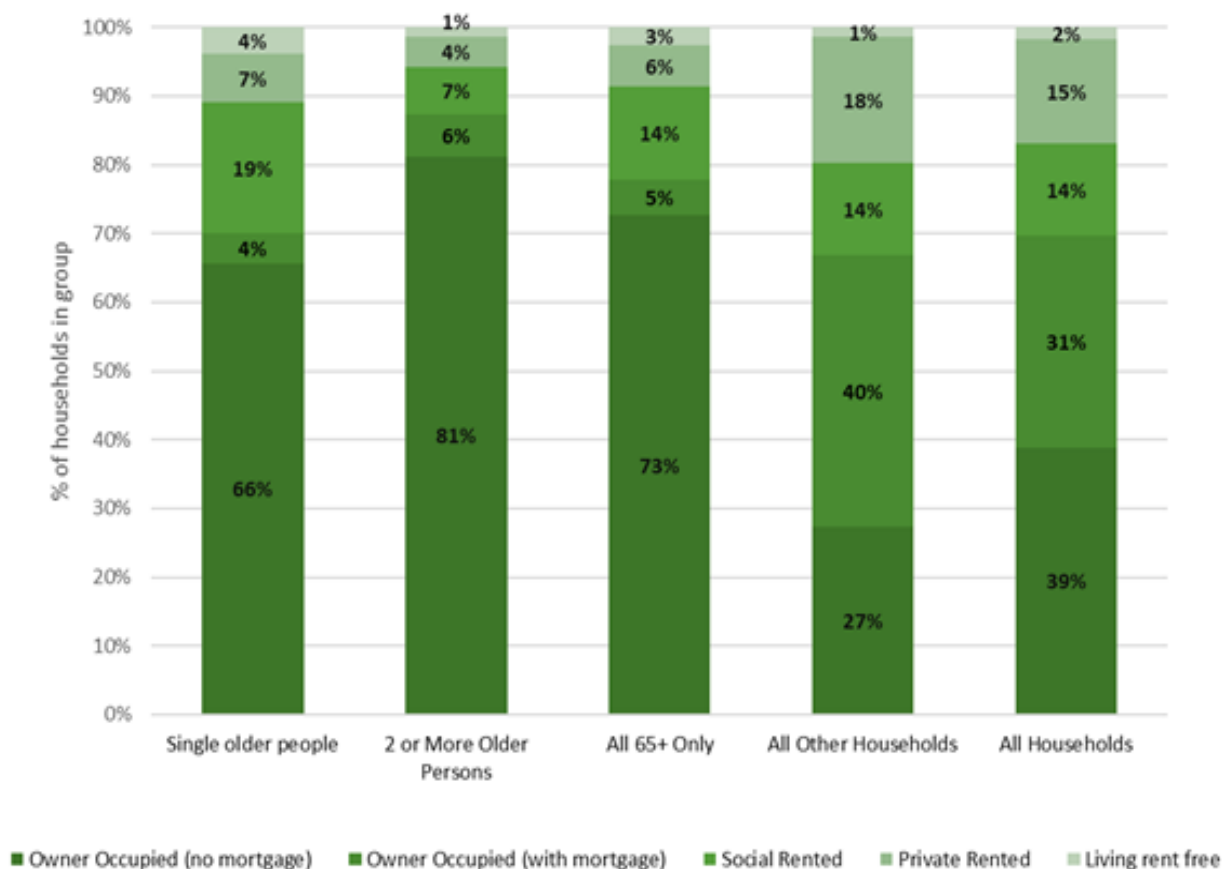
6.16. This section provides a profile of the accommodation older households in Shropshire live in, using information available from the 2011 Census on tenure, living arrangements, dwelling type and size of accommodation based on the number of bedrooms. This forms part of the basis for estimating future change in the mix / type of housing needed by older people living in Shropshire.

<sup>88</sup> ONS, (2019), 2017 Population Mid-Year Estimates

<sup>89</sup> MHCLG, (2019), Indices of Multiple Deprivation 2015 © Crown Copyright

6.17. The 2011 Census estimated that households with household members all aged 65 years and over, represented 25.3% of all households in Shropshire, compared to 20.7% nationally and 21.5% regionally. Figure 24 shows the tenure of older person households in Shropshire. The analysis has been split between single older person households, those with two or more older people and other household types where all persons are aged 65 years and over.

**Figure 24: Tenure of Older Person Households in Shropshire<sup>90</sup>**



6.18. Figure 24 shows that older person households in Shropshire in 2011 were more likely to live in outright owned accommodation (73%), compared to 39% of all households in Shropshire. Older person households were less likely to live in private rented accommodation (6%), compared to 15% of all households in Shropshire.

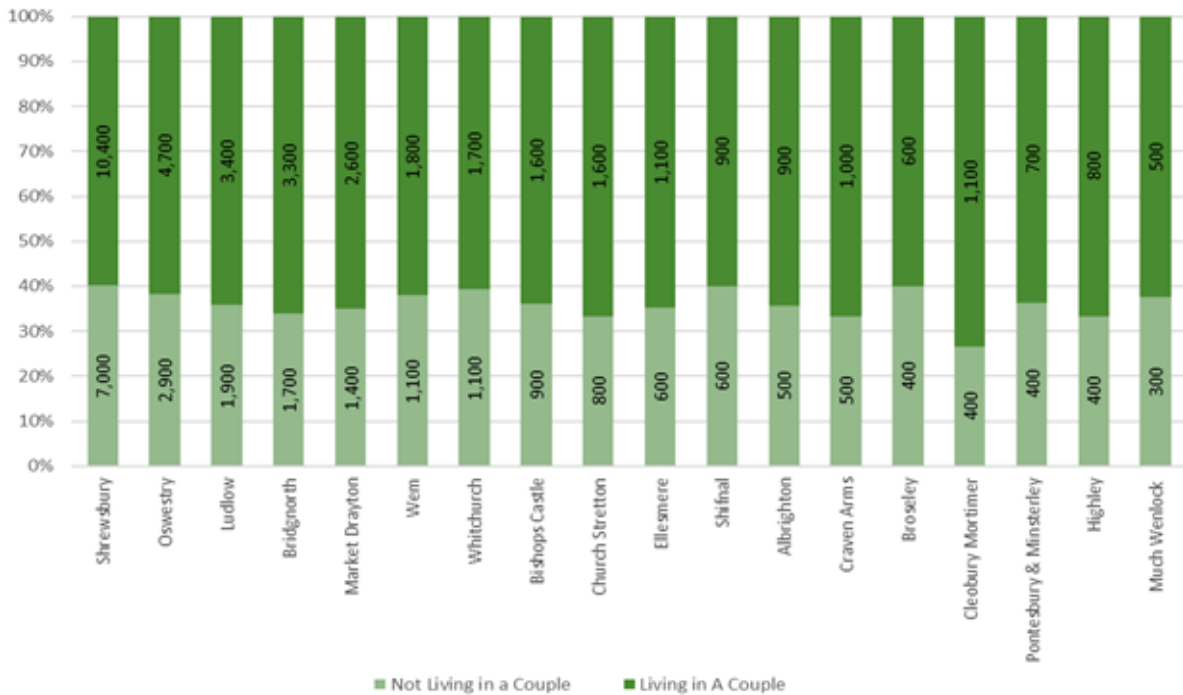
6.19. It should also be noted that there are differences for different types of older person households. Single older people had a lower level of owner-occupation (70%) and a higher proportion living in the social rented sector (19%).

6.20. Recent ONS population projections show that the older population is expected to rise in the future and that the number of older single person households is expected to significantly increase. If occupancy patterns remain similar, then this could suggest there will be demand for an increase in the amount of smaller affordable housing options, requiring lower maintenance and easier access as households get older.

<sup>90</sup> ONS, (2019), 2011 Census Table DC4101EW - Tenure by Household Composition. Please note older households are classified based on all members of the household being aged 65 years and over.

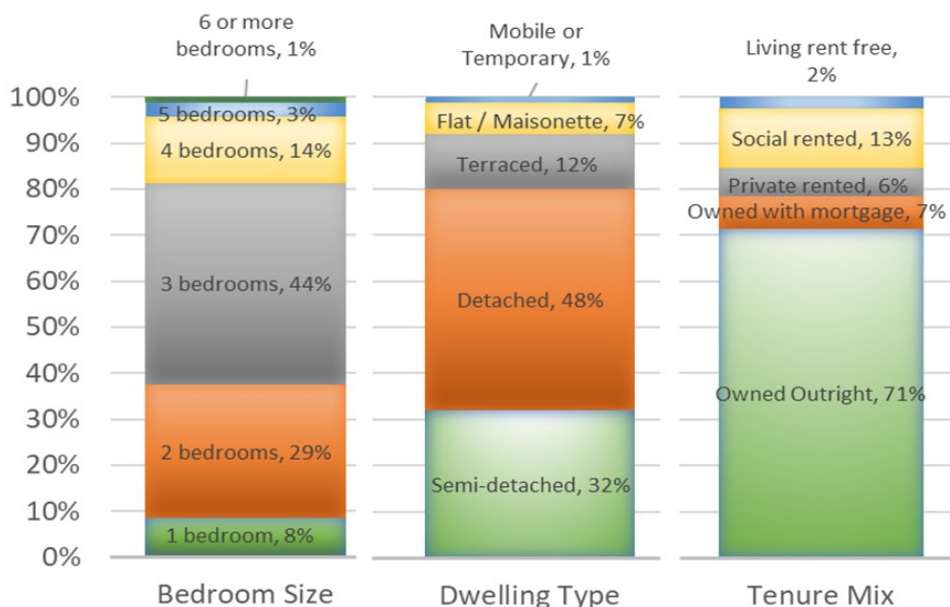
6.21. Figure 25 shows the living arrangements where the HRP is aged 65 years and over. These households represented 31.6% of all households in Shropshire, compared to 25.9% nationally and 27.1% regionally. Figure 25 also shows the number of persons aged 65 years and over who are living alone and the number living in a couple by Place Plan Area.

**Figure 25: Living Arrangements – HRP Aged 65 Years and Over<sup>91</sup>**



6.22. Figure 26 summarises the breakdown of older person households with an HRP aged 65 years and over by dwelling type, number of bedrooms and tenure. This underlines that together with high levels of owned outright accommodation, the largest proportion of older households lived in a detached property (48%) and had a home with three bedrooms or more (62.4%).

**Figure 26: Percentage Breakdown of Older Households by Dwelling Type, Number of Bedrooms and Tenure**



<sup>91</sup> ONS, (2019), 2011 Census Table LC1102EW - Living arrangements by age of Household Reference Persons.

6.23. Tables 42-44 show the contrast between older households (HRP aged 65 years and over and 85 years and over) and households with a working age HRP aged 15 to 64 years.

**Table 42: Dwelling Type by Age Group of HRP<sup>92</sup>**

	15-64 Years		65 Years and Over		85 Years and Over		Total Households
	Number	% Breakdown	Number	% Breakdown	Number	% Breakdown	
Detached	31,822	35.9%	19,667	48.0%	2,521	42.8%	51,489
Semi-detached	30,833	34.8%	13,088	31.9%	1,875	31.9%	43,921
Terraced	16,799	18.9%	4,888	11.9%	716	12.2%	21,687
Flat/maisonette	8,806	9.9%	2,876	7.0%	744	12.6%	11,682
Caravan/Other	439	0.5%	447	1.1%	30	0.5%	886
<b>Total</b>	<b>88,699</b>	<b>100.0%</b>	<b>40,966</b>	<b>100.0%</b>	<b>5,886</b>	<b>100.0%</b>	<b>129,665</b>

**Table 43: Bedroom Size by Age Group of HRP**

	15-64 Years		65 Years and Over		85 Years and Over		Total Households
	Number	%	Number	%	Number	%	
1 bedroom	6,435	7.3%	3,464	8.5%	850	14.4%	9,899
2 bedrooms	20,601	23.2%	11,944	29.2%	2,150	36.5%	32,545
3 bedrooms	38,478	43.4%	17,887	43.7%	2,268	38.5%	56,365
4 bedrooms	17,192	19.4%	5,916	14.4%	504	8.6%	23,108
5 bedrooms	4,432	5.0%	1,273	3.1%	80	1.4%	5,705
6 or more	1,561	1.8%	482	1.2%	34	0.6%	2,043
<b>Total: Number of bedrooms</b>	<b>88,699</b>	<b>100%</b>	<b>40,966</b>	<b>100.0%</b>	<b>5,886</b>	<b>100.0%</b>	<b>129,665</b>

**Table 44: Tenure Profile by Age Group of HRP<sup>93</sup>**

	15-64 Years		65 Years and Over		85 Years and Over		Total Households
	Number	% Breakdown	Number	% Breakdown	Number	% Breakdown	
Owned outright	20,752	23.4%	29,246	71.4%	5,608	70.2%	49,998
Owned with a mortgage/loan	37,613	42.4%	2,905	7.1%	295	3.7%	40,518
Social rented	12,098	13.6%	5,346	13.0%	1,306	16.3%	17,444
Private rented	16,937	19.1%	2,481	6.1%	435	5.4%	19,418
Living rent free	1,299	1.5%	988	2.4%	347	4.3%	2,287
<b>Total</b>	<b>88,699</b>	<b>100.0%</b>	<b>40,966</b>	<b>100.0%</b>	<b>7,991</b>	<b>100.0%</b>	<b>129,665</b>

6.24. Tables 42 and 43 show that amongst elderly households a higher proportion lived in one to two-bedroom flats, maisonettes or apartments (12.2%) compared to working age households. This is likely to reflect the higher levels of single person households who have downsized and are more likely to live specialist accommodation such as sheltered housing. This may also explain the higher reliance on the social rented housing sector.

<sup>92</sup> 2011 Census Commissioned Table CT0621 - Tenure by number of bedrooms and accommodation type by sex of Household Reference Person (HRP) by age of HRP, ONS - [www.ons.gov.uk/peoplepopulationandcommunity/housing/adhocs/005938ct06212011censustenurenumbedroomsaccommtypesexofhrpageofhrp2011censusmergedlasew](http://www.ons.gov.uk/peoplepopulationandcommunity/housing/adhocs/005938ct06212011censustenurenumbedroomsaccommtypesexofhrpageofhrp2011censusmergedlasew)

<sup>93</sup> ONS 2011 Census Commissioned Table CT0621 - Tenure by number of bedrooms and accommodation type by sex of Household Reference Person (HRP) by age of HRP



- 6.25. The 2011 Census showed significantly lower levels of older households living in private rented accommodation, 6.1% compared to 19.1% in working age households.
- 6.26. There was a higher proportion of elderly households living rent free, 4.3% compared to 1.5% in working age households in 2011. Interestingly over half of all households living in caravans or mobile or temporary structures were aged over 65 years, reflecting Shropshire’s attractiveness as a retirement destination.
- 6.27. Table 44 shows that approaching 50% of elderly households in Shropshire lived in accommodation with three or more bedrooms in 2011. Maintaining homes of a larger size is likely to be more challenging physically and financially for residents in this age group. It suggests in the future that the older population may value the opportunity to downsize if suitable housing was available.

### Occupancy

- 6.28. Table 45 shows levels of occupancy amongst older households by the tenure of their home.
- 6.29. Given the proportion of elderly households in Shropshire that lived in accommodation with three or more bedrooms in 2011 (approaching 50%), it is perhaps unsurprising that there is significant under-occupation amongst all housing tenures – particularly owned properties.
- 6.30. Over-occupancy (rating of -1 or less) is an indicator of levels of overcrowding. Table 45 highlights the highest number of overcrowded older households was in the social housing sector (1,034 households). However, 5.8% of older households living in private rented sector in Shropshire were living in overcrowded accommodation. This may reflect multigenerational households where younger family members are not able to afford their own home. In contrast 85.8% of older household in Shropshire lived in under-occupied accommodation with one or more spare bedrooms.

**Table 45: Occupancy by Tenure for Older Person Households<sup>94</sup>**

Households Aged 65 Years and Over	Under Occupied		Standard	Over-Occupied	All categories: Occupancy rating (bedrooms)
	Occupancy rating (bedrooms) of +2 or more	Occupancy rating (bedrooms) of +1	Occupancy rating (bedrooms) of 0	Occupancy rating (bedrooms) of -1 or less	
Owned	17,718	8,423	1,557	136	27,834
	<b>63.7%</b>	<b>30.3%</b>	<b>5.6%</b>	<b>0.5%</b>	<b>100.0%</b>
Social Rented	3,039	7,723	10,009	1,034	21,805
	<b>13.9%</b>	<b>35.4%</b>	<b>45.9%</b>	<b>4.7%</b>	<b>100.0%</b>
Private Rented	1,247	1,481	1,086	233	4,047
	<b>30.8%</b>	<b>36.6%</b>	<b>26.8%</b>	<b>5.8%</b>	<b>100.0%</b>
<b>All Tenures</b>	19,839	11,689	4,745	463	36,736
	<b>54.0%</b>	<b>31.8%</b>	<b>12.9%</b>	<b>1.3%</b>	<b>100.0%</b>

<sup>94</sup> ONS 2011 Census Table DC4105EW1a - Tenure by occupancy rating (bedrooms) by household composition

### Projected Future Change in Shropshire's Older Population

6.31. Table 46 summarises estimated population change in the key older population age groups for Shropshire's Local Plan period 2016-2038, utilising the 2016-based SNPP. The projections provide an indication of how the population might change in the future if past trends were to continue and enables comparison with other local authorities, regionally and nationally.

**Table 46: Projected change in population of Older Persons 2016 to 2038<sup>95</sup>**

Key Age Groups	% Change in Population 2016 to 2038					
	Under 65 years	65-74 years	75-84 years	85 years and over+	Aged 65 years and over	Total Population
<b>Shropshire</b>	-7%	26%	69%	125%	53%	7%
<b>West Midlands</b>	4%	23%	50%	92%	41%	11%
<b>England</b>	3%	29%	61%	97%	49%	11%

6.32. Table 46 shows that Shropshire is expected to see a 53% increase in the older person population, with the total number of people aged 65 and over projected to grow from 74,302 in 2016 to 113,363 in 2038. The projected increase is slightly higher than that expected for England (49%) and higher than that in the West Midlands (41%). Whilst the under 65-year population continues to grow slightly for both England and the West Midlands (3% and 4% respectively), the under 65-year population of Shropshire is expected to fall slightly by -7%.

6.33. Table 47 illustrates the projected change in the older person population as a proportion of the total population for Shropshire. Overall the proportion of the population aged 65 years and over is projected to increase from 24% of the total population in 2016 to 34% of the total population in 2038. The largest growth is in the 85 years and over population which accounts for 3% of the population in 2016 and increases to 7% of the population in 2038.

**Table 47: Age Breakdown of Shropshire's Older Population 2016-2038**

Age	2016	2017	2038	% of Total Population 2016	% of Total Population 2017	% of Total Population 2038
<b>Under 65 years</b>	240,100	239,600	222,700	76%	76%	66%
<b>65-74 years</b>	41,000	41,800	51,700	13%	13%	15%
<b>75-84 years</b>	23,500	24,200	39,800	7%	8%	12%
<b>85 years and over</b>	9,700	9,900	21,900	3%	3%	7%
<b>65 years and over</b>	74,300	75,900	113,400	24%	24%	34%
<b>Total Population</b>	314,400	315,400	336,100	100%	100%	100%

6.34. In 2038 it is predicted that 34% of Shropshire's population will be aged 65 years and over. This compares to a figure of 24% for England and 23% for the West Midlands. The largest growth is found in the 85 year and over population which is set to increase from 9,700 persons in 2016 to 21,900 persons in 2038 (125% growth). This compares to an increase of 92% in the West Midlands and 97% in England (85+ population).

<sup>95</sup> ONS, (2019), 2016-based Sub National Population Estimates (SNPP).



6.35. Further to the earlier contextual analysis of the 2016-based SNHP by household type, Table 48 summarises household change amongst Shropshire’s households with an older HRP. This shows that overall, 57% more older persons aged 65 years and over will be living alone in 2038. The largest increase is in the 85 years and over age group where the number of people over the age of 85 living alone is projected to rise from 4,519 in 2016 to 10,052 in 2038.

**Table 48: Projected Change in Older Person Households 2016 to 2038<sup>96</sup>**

2016-based SNHP	% Change 2016-2021			% Change 2021-2026		% Change 2026-2031		% Change 2031-2038		% Change 2016-2038
	2016	2021	%	2026	%	2031	%	2038	%	
One Person: Male 65-74	3,000	3,100	2%	3,200	1.8%	3,600	14%	3,800	5%	25%
One Person: Female 65-74	5,300	5,100	-4%	5,000	-0.4%	5,700	12%	6,100	7%	15%
One Person: Male 75-84	2,300	2,700	17%	3,300	22.0%	3,500	6%	3,900	11%	67%
One Person: Female 75-84	5,500	6,300	15%	7,600	20.8%	8,000	5%	8,500	6%	56%
One Person: Male 85+	1,200	1,400	21%	1,800	25.6%	2,300	32%	3,100	34%	170%
One Person: Female 85+	3,400	3,600	9%	4,300	17.0%	5,400	26%	6,900	29%	106%
Other Households with two or more adults: 65-74	15,400	15,800	2%	16,100	2.2%	18,300	14%	19,400	6%	26%
Other Households with two or more adults: 75-84	9,000	11,500	28%	13,900	20.8%	14,600	5%	16,300	11%	81%
Other Households with two or more adults 85+	2,400	2,900	20%	3,500	22.5%	4,600	30%	5,800	28%	146%

Please note the projections are rounded to the nearest hundred as they are estimates.

### **Health and Disability Related Population Projections**

6.36. Within the older population there is a higher prevalence of people experiencing health conditions and facing the daily challenges of more limited mobility. In these cases a range of housing options maybe required from home adaptations to different specialist accommodation options. The Projecting Older People Population Information System (POPPI) publishes projections to 2035 which estimate the future number of older people living with health conditions such as dementia.

6.37. The number of people with dementia or mobility issues which result in them being unable to manage at least one activity on their own is expected to rise significantly in Shropshire with the increase in the elderly population.

<sup>96</sup> ONS, (2019), 2016-based Sub-national household projections.

6.38. Table 49 shows that between 2017 and 2035 the number of people aged 65 years and over with dementia is expected to increase by 80%. Those people who are aged 65 years and over and unable to manage at least one activity on their own is projected to increase by 63% in Shropshire. Further information on dementia is available in the Shropshire County Dementia Summary Report 2017<sup>97</sup>.

**Table 49: Projected change in Population of Older Persons 2016 to 2035<sup>98</sup>**

Type of illness/disability	2017	2035	Change	% Increase
Population aged 65 & over predicted to have dementia	5,246	9,466	4,220	80%
Population aged 65 & over unable to manage at least one activity on their own	13,773	22,487	8,714	63%

*Please note: Data on the POPPI system is calculated up until 2035. These projections have been left unrounded as this is how they are published on the POPPI website; however, they are not robust to a single digit.*

6.39. Although dated, the 2011 Census remains relevant as a source of detailed information on levels of disability, amongst Shropshire’s population. Table 50 shows the proportion of people with a long-term health problem of disability (LTHPD) and the proportion of households where at least one person has a LTHPD. The data suggests that across Shropshire some 26% of households contain someone with a LTHPD. This figure is in line with that of the West Midlands and England.

**Table 50: Projected change in Population of Older Persons 2016 to 2035**

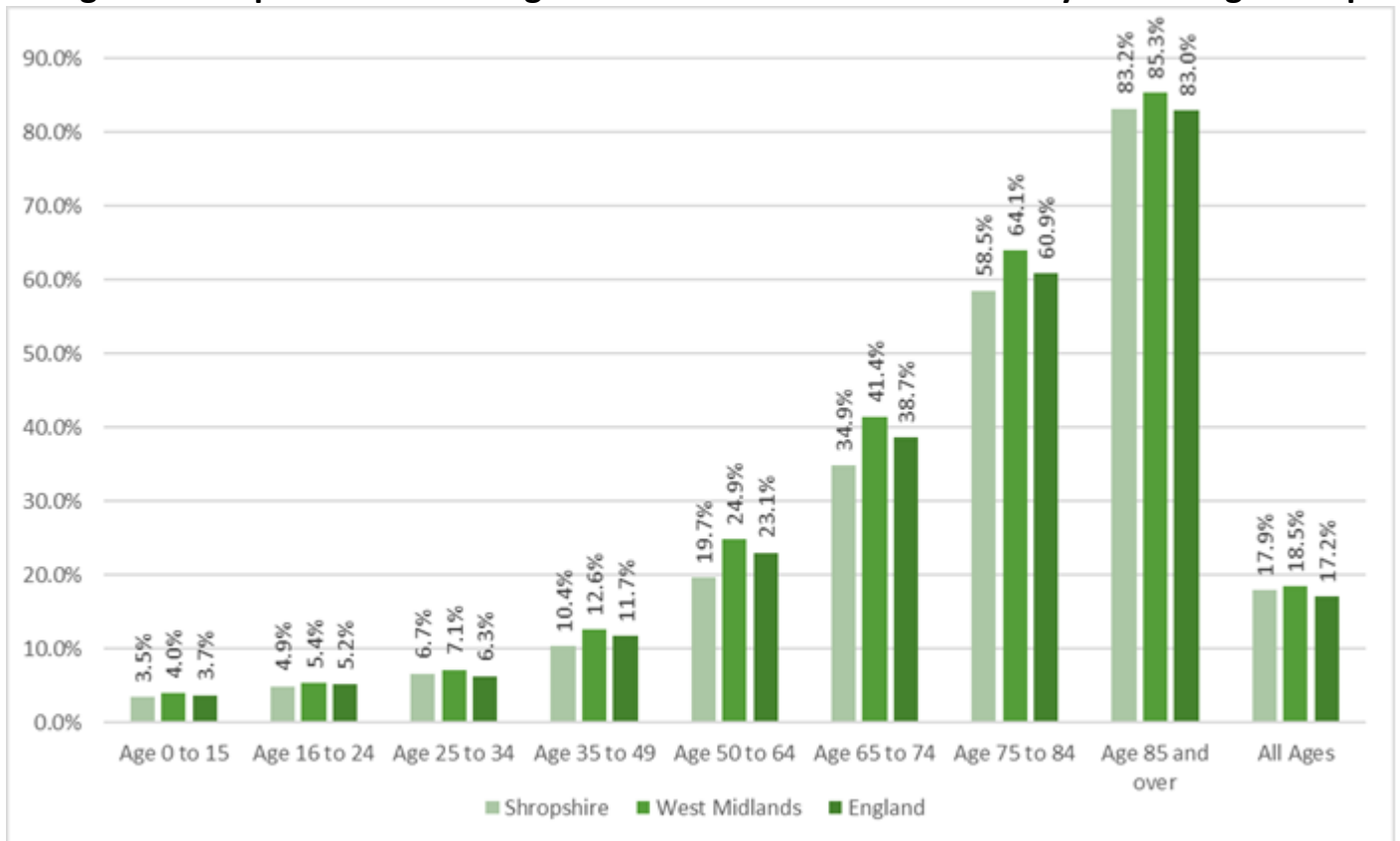
Area	Households containing someone with health problem		Population with Health Problem	
	Number	%	Number	%
<b>Shropshire</b>	33,713	26%	56,826	18.6%
<b>West Midlands</b>	622,565	27%	1,062,064	19.0%
<b>England</b>	5,659,606	26%	9,352,586	17.6%

6.40. It is likely that the older age profile of Shropshire’s population will impact upon the number of people with a LTHPD, as older people tend to be more likely to have a LTHPD. To better understand this Figure 27 shows the age groups of people with LTHPD. It is clear from this analysis that those people in the oldest age bands are more likely to have LTHPD – for example some 83.2% of people aged 85 years and over had a LTHPD. The percentage for “All Ages” shows that Shropshire is very slightly higher than the England percentage and slightly lower than the West Midlands figure. Please note the figures below excluded people living in communal establishments.

<sup>97</sup> JSNA SC Dementia Summary Report 2017 - <http://www.shropshiretogether.org.uk/jsna/ageing-well/>.

<sup>98</sup> Projecting Older People Population Information System, Institute of Public Care - [www.poppi.org.uk](http://www.poppi.org.uk), version 10.0

**Figure 27: Population with Long-Term Health Problem or Disability in Each Age Group**



6.41. The percentages shown in Figure 27 can be applied to the demographic data to estimate the likely increase over time of the number of people with a LTHPD. In applying this information to the core demographic projection (linked to the 2016 SNPP based mid-year population estimates) it is estimated that the number of people with a LTHPD will increase by around 3,700 people (a 6% increase) as shown in Table 51.

6.42. More information is available on the health needs of Shropshire’s older population from the Shropshire JSNA Older People Needs Assessment<sup>99</sup>.

**Table 51: Estimated change in population with LTHPD<sup>100&101</sup>**

Area	Population with LTHPD		Change 2016-2038	% Change from 2016
	2016	2038		
Shropshire	56,400	60,300	3,900	7%

<sup>99</sup> JSNA Older People Needs Assessment - (<http://www.shropshiretogether.org.uk/jsna/ageing-well/>)

<sup>100</sup> ONS, (2019), 2011 Census

<sup>101</sup> ONS, (2019), 2016-based Sub-National Population Projections (SNPP).

## **Older People General Housing Need Projections**

- 6.43. NPPG states *“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<sup>102</sup>”*.
- 6.44. In response this section looks at the future housing need by size, mix and tenure type required to meet the general housing needs of Shropshire’s older population during 2016-2038. The estimates have been prepared using assumptions taken from the 2011 Census and applying these to the HRP age profile drawn from the 2014-based SNHP. The tables consider the needs of older households with an HRP aged 65 years and over in Shropshire.
- 6.45. This is a very simplified pragmatic methodology which does not attempt to reflect the wide range of factors that can influence older people’s future choices about the dwelling type, tenure and size of home they choose. Factors such as ageing and mobility, household aspirations, affordability of housing / maintenance costs, expanding housing options, the character of Shropshire’s current mix / quality of housing stock, family connections and location, amongst other factors, all have an influence housing needs. This methodology does reflect these complexities but is based on robust data and is transparent.
- 6.46. The 2011 Census provides information on concealed families by the broad age group of the family reference person (FRP). This data can be used as a proxy for estimating older concealed households in Shropshire. Concealed households include households that would form new households if suitable affordable housing were available in suitable locations. These households are often referred to as ‘unmet need’ as their needs have not been met through the current housing market in Shropshire.
- 6.47. From the 2011 Census data, it is possible to calculate a rate of concealment amongst families with a FRP aged 65 years and over. This has been applied to the 2016 estimate of households (sourced from the 2014-based SNHP) to obtain an estimate which is included in the Tables 52-57. Concealed households are then added to the number of new households projected during 2016-2038.
- 6.48. Once the number of households in need (including concealed households) is identified, a vacancy rate has been applied to convert households to dwellings. The vacancy rate has been calculated using 2011 Census data on household spaces with ‘no usual residents.’ The results are included in Tables 53, 55 and 57.
- 6.49. The method used is drawn from the method used earlier in the SHMA to address the general size, mix and tenure of housing need.

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<sup>102</sup> NPPG Paragraph: paragraph 012 Reference ID: 63-012-20190626 (Revision date: 26 June 2019)

## Tenure

6.50. Table 52 shows older households are projected to grow by 25,554 (51.6%) during 2016-2038, with over three quarters projected to meet their housing requirements through owner occupation. Together with estimated concealed households of 594 this results in overall household need of 26,148 households or an annual need of 1,189 households. Allowing for an element of vacant housing stock this would result in a total need of 27,299 dwellings during 2016-2038 and an annual need for 1,241 new dwellings.

**Table 52: Older People: Estimated Future Housing Need by Tenure<sup>103</sup>**

Tenure	2011 Census		Estimate 2016	Estimate 2038	Household Change 2016-2038
	No.	%			No.
Owned	32,151	78.5%	38,864	58,251	19,387
Social Rented	5,346	13.0%	6,439	10,291	3,852
Private Rented	3,469	8.5%	4,190	6,505	2,315
<b>Total</b>	<b>40,966</b>	<b>100.0%</b>	<b>49,493</b>	<b>75,047</b>	<b>25,554</b>

**Table 53: Estimates of Dwellings (Household Spaces) Needed by Tenure Type Should the 2011 Census Breakdown Continue**

Tenure	Concealed Households At 2016	Total Households Needed 2016-38*	Annual Household Need 2016-38	Allowance for Vacant Dwelling Stock	Total Dwellings Needed 2016-2038	Annual Dwellings Needed
Owned	464	19,851	902	874	20,725	942
Social Rented	79	3,931	179	173	4,104	187
Private Rented	51	2,366	108	104	2,471	112
<b>Total</b>	<b>594</b>	<b>26,148</b>	<b>1,189</b>	<b>1,151</b>	<b>27,299</b>	<b>1,241</b>

\*Including concealed households

## Dwelling Type

6.51. Tables 54 and 55 show that approaching half of the projected new older households in Shropshire would require detached homes or bungalows with nearly a third requiring semi-detached homes or bungalows. This translates into an annual need for 569 detached dwellings; 400 semi-detached dwellings; 148 terraced properties and 115 flats, maisonettes or apartment.

**Table 54: Older People: Estimated Future Household Need by Dwelling Type**

Dwelling Type <sup>103</sup>	2011 Census		Estimate 2016	Estimate 2038	Household Change 2016-2038
	No.	%			No.
Semi-detached whole house or bungalow	13,088	31.9%	15,803	24,047	8,244
Detached whole house or bungalow	19,667	48.0%	23,777	35,486	11,709
Terraced whole house or bungalow (including end-terrace)	4,888	11.9%	545	732	187
A flat, maisonette or apartment	2,876	7.0%	5,908	8,951	3,043
A caravan or other mobile or temporary structure	447	1.1%	3,460	5,832	2,372
<b>Total</b>	<b>40,966</b>	<b>100.0%</b>	<b>49,493</b>	<b>75,047</b>	<b>25,554</b>

<sup>103</sup> 2014-Based SNHP and 2011 Census Commissioned Table CT0621 - Tenure by number of bedrooms and accommodation type by sex of Household Reference Person (HRP) by age of HRP

**Table 55: Estimates of Dwellings (Household Spaces) Needed by Dwelling Type Should the 2011 Census Breakdown Continue**

Dwelling Type	Concealed Households At 2016	Total Households Needed 2016-38*	Annual Household Need 2016-38	Allowance for Vacant Dwelling Stock	Total Dwellings Needed 2016-2038	Annual Dwellings Needed
Semi-detached whole house or bungalow	283	8,433	383	371	8,805	400
Detached whole house or bungalow	190	11,992	545	528	12,520	569
Terraced whole house or bungalow (including end-terrace)	71	3,114	142	137	3,251	148
A flat, maisonette or apartment	44	2,416	110	106	2,522	115
A caravan or other mobile or temporary structure	6	193	9	9	202	9
<b>Total</b>	<b>594</b>	<b>26,148</b>	<b>1,189</b>	<b>1,151</b>	<b>27,299</b>	<b>1,241</b>

\*Including concealed households

### Bedroom Size

6.52. Tables 56 and 57 show that 10,667 (42%) households with an HRP aged 65 years and over are projected to require homes with three-bedrooms during 2016 to 2038. This means 11,405 three-bedroom dwellings will be needed during the Local Plan period to accommodate additional older households in Shropshire or an annual need for 518 dwellings.

**Table 56: Older People: Estimated Future Housing Need by Number of Bedrooms**

Number of Bedrooms	2011 Census		Estimate 2016	Estimate 2038	Household Change 2016-2038
	No.	%			
1 bedroom	3,464	8.5%	4,167	6,960	2,792
2 bedrooms	11,944	29.2%	14,387	22,819	8,432
3 bedrooms	17,887	43.7%	21,620	32,287	10,667
4 bedrooms	5,916	14.4%	7,184	10,072	2,888
5 bedrooms	1,273	3.1%	1,548	2,107	559
6 or more bedrooms	482	1.2%	586	803	217
<b>Total: Number of bedrooms</b>	<b>40,966</b>	<b>100.0%</b>	<b>49,493</b>	<b>75,047</b>	<b>25,554</b>

**Table 57: Estimates of Dwellings (Household Spaces) Needed by Number of Bedrooms Should the 2011 Census Breakdown Continue**

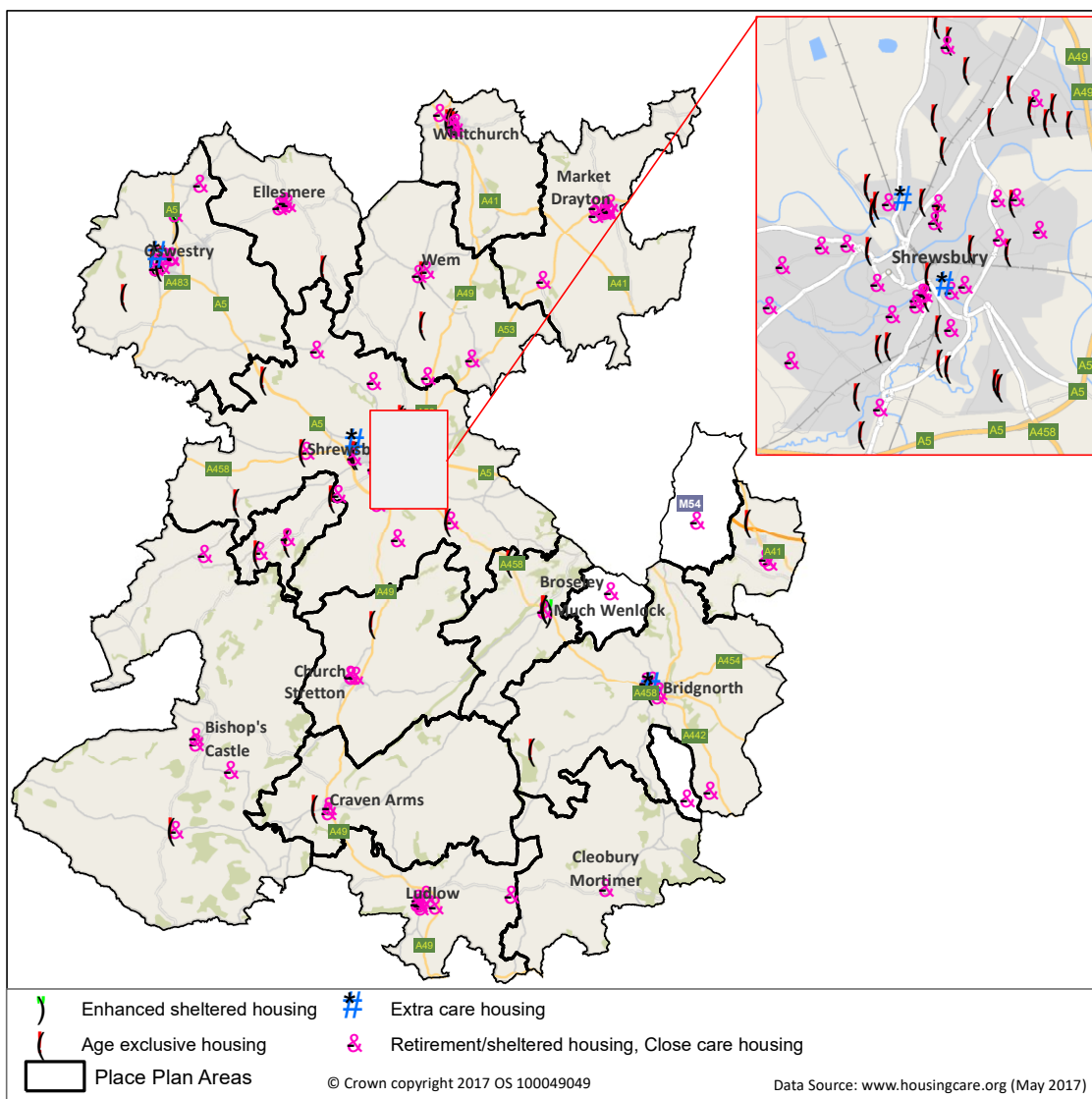
Tenure	Concealed Households At 2016	Total Households Needed 2016-38	Annual Household Need 2016-38	Allowance for Vacant Dwelling Stock	Total Dwellings Needed 2016-2038	Annual Dwellings Needed
1 bedroom	53	2,845	129	125	2,970	135
2 bedrooms	176	8,608	391	379	8,987	408
3 bedrooms	257	10,924	497	481	11,405	518
4 bedrooms	84	2,971	135	131	3,102	141
5 bedrooms	18	577	26	25	602	27
6 or more bedrooms	7	223	10	10	233	11
<b>Total: Number of bedrooms</b>	<b>594</b>	<b>26,148</b>	<b>1,189</b>	<b>1,151</b>	<b>27,299</b>	<b>1,241</b>

\*Including concealed households

## Specialist Housing for Older People

- 6.53. Given the ageing population and higher levels of disability amongst older people there is likely to be an increased requirement for specialist housing options in the future, this will absorb some of the identified housing need in Tables 52-57.
- 6.54. The analysis in this section draws on data from the Housing Care Organisation which is a charity run site providing free advice on elderly care.
- 6.55. The following map and table show types and locations of specialist housing available to older people in Shropshire.

**Figure 28: Population with Long-Term Health Problem or Disability in each Age Band<sup>104</sup>**



**Table 58: Type of Specialist Housing available in Shropshire<sup>105</sup>**

Type of Housing	Count
Age exclusive housing	62
Enhanced sheltered housing	2
Extra care housing	5
Retirement/sheltered housing, Close care housing	95

<sup>104</sup> Housing Care Organisation; <http://www.housingcare.org/index.aspx>

<sup>105</sup> [www.housingcare.org](http://www.housingcare.org) (May 2017)



## Residential and Nursing Care

6.56. As well as the need for specialist housing for older people, the analysis needs to consider Registered Care. Data from the Care Quality Commission website<sup>106</sup> shows that there are currently 65 care homes in Shropshire. There are 17 registered to provide Nursing care and 48 registered to provide Residential Care. Data in Table 59 is taken from POPPI and shows the number of old people estimated to be living in residential or nursing care as at 2017 and the projected number in 2035:

**Table 59: Older People Estimated to be Living in a Care Home 2017-2035<sup>107</sup>**

	2017	2020	2025	2030	2035	% Change 2017 to 2035
People aged 65-74 living in a LA care home with or without nursing	10	10	10	10	20	25%
People aged 75-84 living in a LA care home with or without nursing	30	40	50	50	50	53%
People aged 85 and over living in a LA care home with or without nursing	50	50	70	90	110	124%
People aged 65-74 living in a non-LA care home with or without nursing	300	300	300	300	300	22%
People aged 75-84 living in a non-LA care home with or without nursing	800	900	1,100	1,100	1,100	51%
People aged 85 and over living in a non-LA care home with or without nursing	1,600	1,700	2,100	2,700	3,500	123%
<b>Total population aged 65 and over living in a care home with or without nursing</b>	<b>2,700</b>	<b>3,000</b>	<b>3,600</b>	<b>4,300</b>	<b>5,200</b>	<b>91%</b>

*Figures may not sum due to rounding*

*Note: Data on the Projecting Older People Population Information System is calculated up until 2035.*

6.57. Table 60 shows the percentages of older persons in Shropshire living in residential and nursing care homes at the time of the Census 2011.

**Table 60: Older People Living in Residential and Nursing Care Homes in Shropshire 2011<sup>108</sup>**

Establishment Type	Resident: Age 65-74	Resident: Age 75-84	Resident: Age 85 Plus	Total: Age 65 Plus
Local Authority: Care home with nursing	3	15	16	34
Local Authority: Care home without nursing	7	13	26	46
<b>Total Local Authority: Care home with or without nursing</b>	<b>0.03%</b>	<b>0.14%</b>	<b>0.50%</b>	0.1%
Non Local Authority: Care home with nursing	97	294	538	929
Non Local Authority: Care home without nursing	135	356	814	1,305
<b>Total Other: Care home with or without nursing</b>	<b>0.7%</b>	<b>3.1%</b>	<b>16.1%</b>	3.5%
<b>TOTAL IN CARE HOME (Local Authority &amp; Non Local Authority)</b>	242	678	1,394	
<b>% Of population by age group in Care Home</b>	<b>1%</b>	<b>3%</b>	<b>17%</b>	<b>3.7%</b>

<sup>106</sup> Care Quality Commission (2019), [www.cqc.org.uk/search/services/all?la=Shropshire](http://www.cqc.org.uk/search/services/all?la=Shropshire)

<sup>107</sup> Projecting Older People Population Information System, [www.poppi.org.uk](http://www.poppi.org.uk), version 10.0

<sup>108</sup> ONS, (2019), 2011 Census



- 6.58. By using the percentages of older persons living in residential and nursing care homes at the time of the 2011 Census, it is possible to estimate the numbers in 2016 and 2038 by applying the same proportions to the 2014-based SNPP. Table 61 shows the results.
- 6.59. Table 61 assumes that the rate of older persons moving into residential/nursing care homes remains the same and **does not take into account operational practices**, for example working to enable older people to remain independent and in their own homes for as long as possible.

**Table 61: Older People Projected to be Living a Care Home in Shropshire by 2038**

Establishment Type	Resident: Age 65 to 74	Resident: Age 75 to 84	Resident: Age 85 and over	Total Aged 65+
Total Local Authority Care Home with or without nursing	10	30	50	90
Total Non-Local Authority Care Home with or without nursing	280	740	1,560	2,580
<b>Total in Care Home 2016</b>	<b>290</b>	<b>770</b>	<b>1,610</b>	<b>2,670</b>
Total Local Authority Care Home with or without nursing	70	70	200	330
Total Non-Local Authority Care Home with or without nursing	1,510	1,620	6,400	9,540
<b>Total in Care Home 2038</b>	<b>1,580</b>	<b>1,690</b>	<b>6,600</b>	<b>9,870</b>
<b>% Change 2016 to 2038</b>	<b>443%</b>	<b>119%</b>	<b>310%</b>	<b>269%</b>

### ***Current Housing Need***

- 6.60. Using five data variables a picture of the potential need for specialist housing for older people in Shropshire has been created. Set against the averages for each variable, an index score was calculated to indicate where need for older person specialist housing might be higher or lower by electoral ward. This is illustrated in Figure 29.
- 6.61. The five variables used to undertake this assessment of housing need for older people are as follows. It has been assumed wards with a higher than average score indicate a higher level of demand for specialist accommodation for older people.
- The number of people aged 65 years and over who reported having a long term health problem or disability<sup>109</sup>.
  - The number of one person households aged 65 years and over<sup>110</sup>.
  - The population aged 65 years and over<sup>111</sup>.
  - The population aged 85 years and over<sup>111</sup>.
  - The current availability of specialist older person housing in Shropshire<sup>112</sup>.

<sup>109</sup> 2011 Census Table LC3101EW - Long term health problem or disability by sex by age, ONS.

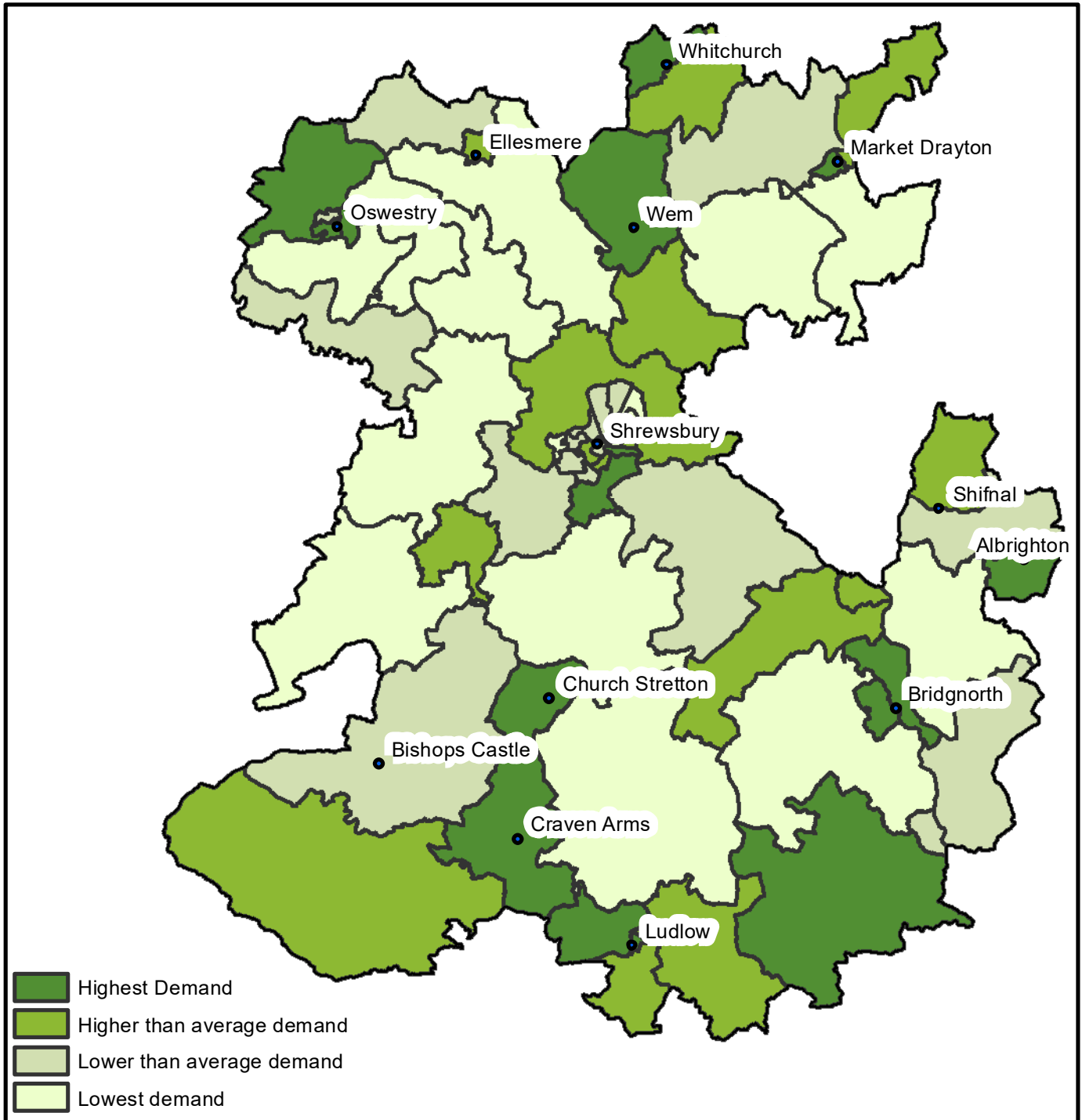
<sup>110</sup> 2011 Census Table KS105EW - Household composition, ONS.

<sup>111</sup> ONS Mid-Year Population Estimates 2015.

<sup>112</sup> Specialist Older Person Accommodation, Elderly Accommodation Council (EAC) - [www.housingcare.org](http://www.housingcare.org)

6.62. Need is relatively higher around all the main market towns of Shropshire. The electoral wards where demand is highest relate to those ward with higher concentrations of older people.

**Figure 29: Estimated Need for Older Person Households in Shropshire by Electoral Ward**



## **Older Persons' Specialist Housing Needs**

- 6.63. NPPG indicates that local authorities need to undertake an assessment of *“the future need for specialist accommodation for older people broken down by tenure and type (e.g. sheltered housing, extra care)”*<sup>113</sup>. The NPPG suggests some useful tools are available to aid local authorities in estimating the future need for specialist accommodation. The Guidance suggests online toolkits, *“for example [SHOP@](#) (Strategic Housing for Older People Analysis Tool), which is a tool for forecasting the housing and care needs of older people”*.
- 6.64. This toolkit approach has been explored but the services offered are now more focused on working closely with Local Authorities on a consultancy basis rather than through using a standard toolkit. As such, to ensure that an assessment of the future need for specialist accommodation for older people broken down by tenure and type can be undertaken, Shropshire Council has developed an equivalent methodology which has been summarised within this SHMA. The benefit of this methodology is that it is based on local level data and is not dissimilar to the methods used in the online toolkits. It also utilises the 2014-based SNPP mentioned as a data source in NPPG.
- 6.65. NPPG includes definitions of the types of specialist older person accommodation that needs to be assessed. The full definitions are included in Table 62. The local level data is sourced from the Elderly Accommodation Council (EAC) who apply their own definitions of the different forms of specialist older person accommodation. These are also included in Table 62 to show how the NPPG / EAC definitions have been matched for the purpose of estimating future specialist housing need.
- 6.66. NPPG explains *“the assessment of need can also set out the level of need for residential care homes”*<sup>114</sup>. Consequently, this assessment includes retirement living or sheltered housing; age restrictive market housing; extra care housing and residential care homes.

### **Current Provision**

- 6.67. At mid-2018 the proportion of Shropshire's population who are estimated to be aged 75 years and over (11% or 35,249 people) is higher than that for both the West Midlands (8.5%) and England (8.3%). Based on the 2014-based SNPP, this population group is projected to increase by 90.4% (29,987 people) during the period 2016 to 2038. This compares with an estimated rise of 85.6% (28,449 people) sourced from the 2016-based SNPP.
- 6.68. With a growing ageing population in Shropshire and higher numbers of older people living with health conditions or disabilities there is a need to provide more specialist (supported) housing. With this demographic change it is estimated there will be an increase in the number of people with specific disabilities (e.g. dementia and mobility problems) as well as a general increase in the numbers with a long-term health problem or disability.
- 6.69. In order to estimate the required increase in Specialist Older Person Accommodation in Shropshire over the plan period, data from the EAC Database ([www.housingcare.org](http://www.housingcare.org)) has been used to calculate the number of specialist older person accommodation units currently available in Shropshire. This shows that across Shropshire there are around 7,605 units of specialist older persons accommodation.

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<sup>113</sup> NPPG: What evidence can plan-makers consider when identifying the housing needs of older people?

Paragraph: (004 Reference ID: 63-004-20190626, Revision date: 26 June 2019) -

[www.gov.uk/guidance/housing-for-older-and-disabled-people](http://www.gov.uk/guidance/housing-for-older-and-disabled-people)

<sup>114</sup> NPPG: Paragraph: 004 Reference ID: 63-004-20190626 Revision date: 26 June 2019

6.70. Shropshire’s specialist accommodation currently includes 3,868 Sheltered / Retirement Housing Units, 518 Extra Care / Supported Living Housing Units and 3,219 residential / nursing care beds. Table 62 provides a detailed breakdown of current provision in Shropshire. Analysis indicates that 79% of specialist older person accommodation provision in Shropshire is owned by registered / social providers and 21% by private organisations and charities.

**Table 62: Current Provision of Specialist Housing by Category and Tenure**

Category	Tenure	Number of Units	Description
Age-Exclusive Housing	Rent (Social Landlord)	789	<p><b>EAC definition:</b> Schemes or developments that cater exclusively for older people, usually incorporate design features helpful to older people, and may have communal facilities such as a residents' lounge, guest suite and shared garden, but do not provide any regular on-site support to residents.</p> <p><b>NPPG definition: Age Restrictive Market Housing</b> This type of housing is generally for people aged 55 and over and the active elderly. It may include some shared amenities such as communal gardens, but does not include support or care services.</p>
Age-Exclusive Housing	Leasehold, Rent & Freehold	54	
Age-Exclusive Housing	Ownership	25	
<b>Total Age Exclusive Housing</b>		<b>868</b>	
Enhanced Sheltered/close Care	Rent (Market)	10	Sheltered housing that provides more in facilities and services than traditional sheltered housing but does not offer the full range of provision that is found in an Extra Care housing scheme.
Enhanced Sheltered/close Care	Leasehold	97	
<b>Total Enhanced Sheltered/Close Care</b>		<b>107</b>	
Retirement/ Sheltered Housing	Leasehold	1,112	<p><b>EAC definition:</b> Sheltered housing means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors.</p> <p>Retirement housing means housing developments of a similar type to sheltered housing (see following), but built for sale, usually on a leasehold basis.</p> <p><b>NPPG definition: Retirement Living or Sheltered Housing</b> This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services, but provides some support to enable residents to live independently. This can include 24 hour on-site assistance (alarm) and a warden or house manager.</p>
Retirement/ Sheltered Housing	Rent (Social Landlord)	1,763	
Retirement/ Sheltered Housing	Rent (Social Landlord and Shared Ownership)	71	
Retirement/ Sheltered Housing	Leasehold (Equity Share) & Rent (Market)	71	
<b>Total Retirement / Sheltered Housing</b>		<b>3,017</b>	

Category	Tenure	Number of Units	Description
Extra Care Housing or Housing with Care	Leasehold	120	<p><b>EAC definition:</b> Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self-contained homes, their own front doors and a legal right to occupy the property.</p> <p>Extra Care Housing is also known as very sheltered housing, assisted living, or simply as 'housing with care'.</p> <p>It comes in many built forms, including blocks of flats, bungalow estates and retirement villages. It is a popular choice among older people because it can sometimes provide an alternative to a care home.</p>
Extra Care Housing or Housing with Care	Rent (Social Landlord)	274	<p><b>NPPG definition: Extra Care Housing</b> This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC).</p> <p>Residents are able to live independently with 24 hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages the intention is for residents to benefit from varying levels of care as time progresses.</p> <p><i>Please Note extra care housing can also provide accommodation for people with additional needs who are not older people.</i></p>
<b>Total Extra Care Housing or Housing with Care</b>		<b>394</b>	
Care Homes	Residential Beds	1,292	<p><b>EAC definition:</b> A residential setting where a number of older people live, usually in single rooms, and have access to on-site care services. Since April 2002 all homes in England, Scotland and Wales are known as 'care homes', but are registered to provide different levels of care. A home registered simply as a care home will provide personal care only help with washing, dressing and giving medication.</p> <p><b>NPPG definition:</b> These have individual rooms within a residential building and provide a high level of care meeting all activities of daily living. They do not usually include support services for independent living. This type of housing can also include dementia care homes.</p>
Care Homes	Residential with Nursing Beds	1,927	<p>Please note a home registered as a care home with nursing will provide the same personal care but also have a qualified nurse on duty twenty four hours a day to carry out nursing tasks. These homes are for people who are physically or mentally frail or people who need regular attention from a nurse.</p>
<b>Total Care Homes</b>		<b>3,219</b>	

### Method for Estimating Future Specialist Accommodation for Older People

- 6.71. For the purpose of this assessment the types of specialist accommodation for older people have been grouped by the level of care provided and not by tenure as presented in Table 62. For information, this means the total ‘retirement / sheltered housing’ figure of 3,017 units in Table 63 is split into 3,000 ‘sheltered / retirement housing’ units and 17 ‘extra care / supported living housing’ units.
- 6.72. The groupings of the various tenures of specialist accommodation for older people by level of care is set out in Table 63.

**Table 63: Converting Tenure to Level of Care Provided**

<b>Specialist Older Person Accommodation</b>	<b>Sheltered / Retirement Housing (3,868)</b>	Age Exclusive Housing	868
		Retirement / Sheltered Housing	3,000
	<b>Extra Care / Supported Living Housing (518)</b>	Close Care Housing within Retirement / Sheltered Housing schemes	17 units are included as ‘extra care services’ that were classified in Table 62 as ‘retirement / sheltered housing’ as they provide more care services)
		Enhanced Sheltered Housing	70
		Close Care within Enhanced Sheltered Housing	37
		Extra Care Housing	394
<b>Residential / Nursing Home Care (beds) (3,219)</b>			

- 6.73. To establish the potential need for specialist accommodation types in Shropshire, prevalence rates based on units per thousand population have been calculated using the current specialist housing provision. This entails dividing the population aged 75 years and over (ONS 2018 mid-year population estimates) by the current number of units of specialist housing.
- 6.74. The result (shown in Table 64) is current provision of:
- Sheltered / retirement housing of 110 units per thousand head of population aged 75 years and over;
  - Extra care / supported living housing is 15 units per thousand head of population aged 75 years and over; and
  - Residential / nursing care beds of 91 beds per 1,000 head of population aged 75 years and over.
- 6.75. The prevalence rates have then been applied to the projected population aged 75 years and over in 2038 (sourced from the ONS 2014-based SNPP). For the purpose of preparing these estimates it has been assumed that the current prevalence rates will continue over the plan period 2016-2038.
- 6.76. The estimated increase in need for Specialist Older Person Accommodation in Shropshire is therefore the difference (ratio) between the currently available units and the number of units estimated when applying the rates to the 2038 projected population for over 75. This calculation shows that in order to maintain the current levels there would be a

requirement in 2038 for an extra 3,063 units of sheltered / retirement housing, an extra 410 units of extra care / supported living housing and 2,549 residential / nursing care beds in Shropshire.

- 6.77. In summary, Table 64 shows there would be a need for an extra 3,473 additional specialist older persons accommodation units (3,063 sheltered/retirement housing and 410 extra-care/supported living housing) and 2,549 additional units of residential care provision by 2038.

**Table 64: Future need for Specialist Older Person Accommodation<sup>115&116</sup>**

Analysis of future need for specialist older person accommodation				
Current Provision	Current Number of Units	Number aged 75 and over (MYE 2017)	Number aged 75 and over 2038 (2014-based SNPP)	Change in need
		35,249	63,166	
		Ratio of Population to current provision	Ratio applied to 2038 population	
Sheltered / Retirement Housing	3,868	0.110	6,931	3,063
Extra-care / Supported Living Housing	518	0.015	928	410
Residential / Nursing Home Care (beds)	3,219	0.091	5,768	2,549
<b>Total</b>	<b>7,605</b>		<b>13,628</b>	<b>6,023</b>

### ***People with Disabilities***

6.78. This section looks in more detail at the current and future housing needs of people / households living with a physical disability, learning disability and facing mental health issues in Shropshire, as prioritised in NPPF<sup>117</sup>. This section is closely linked to planning for housing needs of older people, as the prevalence of long-term health conditions and disabilities are much higher amongst the older population. Estimating future housing need also draws from many of the same data sources.

6.79. NPPF identifies people with disabilities as a community group with specific housing needs. It states *“People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs.”*<sup>118</sup>

6.80. NPPG provides specific guidance to local authorities on how to plan for the future housing needs of disabled people. NPPG states *“the provision of appropriate housing for people with disabilities, including specialist and supported housing, is crucial in helping them to live safe and independent lives. Unsuitable or unadopted housing can have a negative impact on disabled people and their carers. It can lead to mobility problems inside and outside the home, poorer mental health and a lack of employment opportunities.”*

<sup>115</sup> Source: Elderly Accommodation Council Database - [www.housingcare.org](http://www.housingcare.org)

<sup>116</sup> Shropshire Council Lists of Accommodation and Shropshire Council Planning Monitoring.

<sup>117</sup> NPPF – 5. Delivering a sufficient supply of homes (paragraph 61, page 17), MHCLG.

<sup>118</sup> NPPF – Annex 2 Glossary – People with disabilities (page 70.), MHCLG.



- 6.81. *“Providing suitable housing can enable disabled people to live more independently and safely, with greater choice and control over their lives. Without accessible and adaptable housing, disabled people risk facing discrimination and disadvantage in housing. An ageing population will see the numbers of disabled people continuing to increase and it is important we plan early to meet their needs throughout their lifetime.”<sup>119</sup>*
- 6.82. NPPG continues explaining *“disabilities can include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs, which may generate a range of housing requirements which can change over time. Local planning authorities may also wish to consider groups outside of the scope of this definition in order to meet specific needs within their community. To enable disabled people to live more safely and independently, local planning authorities will need to consider their variety of needs in both plan-making and decision-taking.”<sup>120</sup>*
- 6.83. This assessment draws from the sources of information identified in NPPG. NPPG states *“Multiple sources of information may need to be considered in relation to disabled people who require adaptations in the home, either now or in the future. The Census provides information on the number of people with a long-term limiting illness and plan-makers can access information from the Department for Work and Pensions on the numbers of Personal Independence Payment (replacing Disability Living Allowance) / Attendance Allowance benefit claimants.”*
- 6.84. *“Whilst these data sources can provide an indication of the number of disabled people, not all of the people included within these counts will require adaptations in the home. Applications for Disabled Facilities Grant (DFG) will provide an indication of levels of expressed need, although this will underestimate total need, as there may be a large number of people who would want or need an adaptation, but would not have applied to the DFG.”<sup>121</sup>*
- 6.85. This section is split into four elements, aimed at better understanding the current and future needs of people with long-term health conditions and disabilities (LTHPD.)
- People with LTHPD living in Shropshire and their current housing mix.
  - People with mental health conditions living in Shropshire.
  - People with learning disabilities living in Shropshire.
  - Identifying the need for accessible and adaptable housing for people with long-term health conditions and disabilities.
- 6.86. NPPG does not provide a method for defining the housing needs of people with long-term health conditions or disabilities. So, for the purpose of estimating future housing in Shropshire the method applied is based on findings from the English Housing Survey, the 2011 Census and the 2014-based SNHP.
- 6.87. This assessment also draws from the data sources shown in Table 65. None of these alone provide a definitive figure for the number of people with disabilities who may have specific

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<sup>119</sup> NPPG - Why is it important to plan for the housing needs of disabled people? (Paragraph: 002 Reference ID: 63-002-20190626, updated 26<sup>th</sup> June 2019)

<sup>120</sup> NPPG - What range of needs should be addressed? (Paragraph: 003 Reference ID: 63-003-20190626, updated 26<sup>th</sup> June 2019)

<sup>121</sup> NPPG What evidence to plan-makers consider when identifying the housing needs of people with disabilities? Paragraph: 005 Reference ID: 63-005-20190626



housing needs in Shropshire. However together can be used to plan for future housing need for people with disabilities.

**Table 65: Key Data Sources**

<ul style="list-style-type: none"> <li>2011 Census – data on people with a long-term health problem or disability, ONS.</li> </ul>	<ul style="list-style-type: none"> <li>Applications for Disabled Facilities Grant, Shropshire Council.</li> </ul>
<ul style="list-style-type: none"> <li>The Annual Population Survey (encompassing Labour Force Survey), ONS.</li> </ul>	<ul style="list-style-type: none"> <li>2014 based population and household projections, ONS.</li> </ul>
<ul style="list-style-type: none"> <li>Family Resources Survey, DWP and ONS.</li> </ul>	<ul style="list-style-type: none"> <li>English Housing Survey, MHCLG.</li> </ul>
<ul style="list-style-type: none"> <li>Projecting Adult Needs and Service Information (PANSI) and Projecting Older People Population Information (POPPI).</li> </ul>	<ul style="list-style-type: none"> <li>Children with Special Education Needs, School Census, Shropshire Council.</li> </ul>
<ul style="list-style-type: none"> <li>Department of Work and Pensions financial benefits data.</li> </ul>	<ul style="list-style-type: none"> <li>Home Point Social Housing Register and Lettings data, Shropshire Council.</li> </ul>

6.88. The 2011 Census provides the most universal source of information on the size of the disabled population in Shropshire and how they were accommodated in 2011. The Census results are based on an individual’s self-assessment as to whether they have a long-term health condition or disability.

6.89. Census self-assessment means many Shropshire residents with a long-term health problem or disability may not be known to public sector service providers and so won’t be reflected in some of the data sources. Unfortunately changes in the definition of people with ‘a long-term health condition or disability’ mean it is not possible to measure change between the 2011 Census and past censuses. Where information is lacking at a local level this assessment draws from national data sources.

**People Living with Long-term Health Conditions or Disabilities in Shropshire**

6.90. Of the total population in Shropshire at the time of the 2011 Census (306,129), 18.6% (56,826) were recorded as having a long-term health problem or disability (LTHPD) or put in different terms, 186 people per 1,000 population in Shropshire had a LTHPD. The Census results showed 8.4% (25,568 people) of Shropshire’s population had an LTHPD which ‘limited their day-to-day activities a lot’ and 10.2% (31,258 people) of Shropshire’s population had an LTHPD which ‘limited their day-to day activities a little’.<sup>122</sup>

**Table 66: Households and People with a Long-term Health Problem or Disability**

	Households with at Least One Person with a Health Problem or Disability <sup>123</sup>			All Residents in Households with a Health Problem or Disability*			All Usual Residents with a Health Problem or Disability		
	Number	%	Rate (per 1,000)	Number	%	Rate (per 1,000)	Number	%	Rate (per 1,000)
<b>Shropshire</b>	43,220	33.3%	333	53,479	17.9%	179	56,826	18.6%	186
<b>West Midlands</b>	810,722	35.3%	353	1,019,761	18.5%	185	1,062,064	19.0%	190
<b>England</b>	7,217,905	32.7%	327	8,936,954	17.2%	172	9,352,586	17.6%	176

\*Please note excludes residents who live in communal establishments.

<sup>122</sup> 2011 Census Key Statistics Table KS301UK - Health and provision of unpaid care and Table LC3408EW - Long-term health problem or disability by tenure by age, ONS.

<sup>123</sup> 2011 Census Table LC1301EW - Household composition by number of people in household with a long-term health problem or disability, ONS.

- 6.91. Table 66 compares the size of Shropshire’s population with an LTHPD to England and the West Midlands region. Shropshire has a higher percentage of people with a long-term health problem or disability when compared nationally and a slightly lower percentage when compared with the West Midlands region.
- 6.92. As well as showing the usual resident population, Table 66 also shows the population living in households with an LTHPD and the number of households containing at least one person with an LTHPD. These comparisons show a similar conclusion with Shropshire falling below the West Midlands region but higher than nationally.
- 6.93. Within Shropshire an estimated 33.3% of households (43,220 households) contain at least one person with an LTHPD. Of the 43,220 households, 78% had one person with an LTHPD and 22% had two or more people with an LTHPD. The Census showed that 3,347 people with a LTHPD (5.9% of all people with a LTHPD) in Shropshire were living in a communal establishment either as a resident or a member of staff.
- 6.94. Of people living with a LTHPD in Shropshire, 3,110 were residents in a communal establishment and 237 were live-in staff/owners or their family members. Table 67 shows 83.4% (2,593) of communal establishment residents lived in a care home in 2011 in Shropshire. Of note is that 13.5% (351) of care home residents with a LTHPD in Shropshire were aged below 65 years. This demonstrates the need to plan for a suitable range of specialist accommodation that can meet the lifetime housing needs of people with LTHPD of all ages in Shropshire.

**Table 67: Number of People with a Long-term Health Problem or Disability Living in Communal Establishment<sup>124</sup>**

Residents	Hospital	Children’s Home	Care Home	Other Care or Medical Establishment	Other Establishment	Not stated
0-15 Years	0	0	3	0	30	0
16-49 Years	4	0	193	19	360	12
50-64 Years	6	0	155	6	25	1
65-84 Years	2	0	890	8	18	0
85 Years and Over	0	0	1,352	5	3	0
<b>Total</b>	<b>12</b>	<b>0</b>	<b>2,593</b>	<b>38</b>	<b>436</b>	<b>13</b>

**People Living with a LTHPD in Shropshire and the Type of Household they Occupy**

- 6.95. Table 68 shows that there were 14,843 people in Shropshire in 2011 living alone with a LTHPD, representing 11.4% of all households in Shropshire. This means 40% of all single person households in Shropshire contained an individual with an LTHPD.
- 6.96. Table 68 shows in 2011 there were 10,988 lone parent families in Shropshire, with 30.5% (3,338) containing at least one person with an LTHPD (624 households containing two or more LTHPD and 2,714 containing one person with an LTHPD). The above-mentioned household categories containing at least one person with an LTHPD will encompass some of the most vulnerable households in Shropshire who may have specific housing needs. Living alone these householders may be more at risk of falls and injury.

<sup>124</sup> 2011 Census Table DC3402EW1a - Long-term health problem or disability by communal establishment management and type by sex by age, ONS Crown Copyright Reserved.

6.97. Family households where all members are aged over 65 years represented 11% of all households in Shropshire in 2011. Of these households, 58.1% contained at least one person with an LTHPD (29% with one LTHPD and 29% with two or more). Similar to single person households, the Census showed 8,385 (16.3%) family households, where all members were aged over 65 years, were living in detached accommodation.

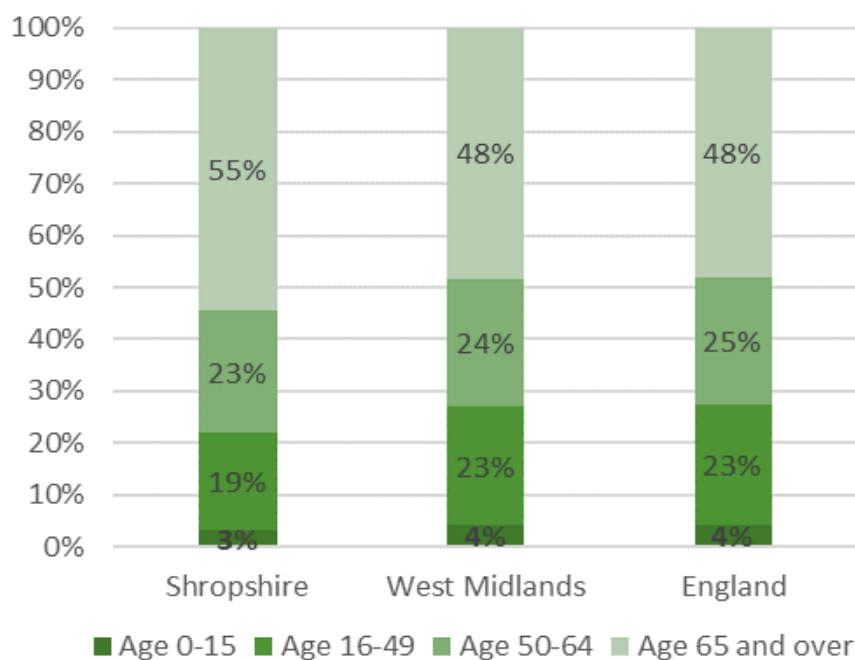
**Table 68: Household Composition by the Number of People in Household with a Long-term Health Problem or Disability<sup>125</sup>**

	All Households	Households without an LTHPD		1 person in a household with an LTHPD		2 or more people in household with an LTHPD	
	Number	Number	%	Number	%	Number	%
Total Household composition	129,674	86,454	66.7%	33,713	26.0%	9,507	7.3%
One person household	37,540	22,697	17.5%	14,843	11.4%	0	0.0%
Family: All aged 65 and over	14,284	5,992	4.6%	4,148	3.2%	4,144	3.2%
Family: Married, same-sex civil partnership or cohabiting couple	60,170	46,115	35.6%	10,363	8.0%	3,692	2.8%
Family: Lone parent	10,988	7,650	5.9%	2,714	2.1%	624	0.5%
<b>Family: Total</b>	<b>85,442</b>	<b>59,757</b>	<b>46.1%</b>	<b>17,225</b>	<b>13.3%</b>	<b>8,460</b>	<b>6.5%</b>
Other household types	6,692	4,000	3.1%	1,645	1.3%	1,047	0.8%

#### Age Profile of People with a LTHPD

6.98. The age profile of an area will influence the numbers of people with a LTHPD, due to the higher prevalence of LTHPD amongst the older community. Figure 30 demonstrates this by comparing the age structure of people in households with a LTHPD in Shropshire, to people in the West Midlands region and England.

**Figure 30: People Living in a Household with a LTHPD by Broad Age Group<sup>126</sup>**

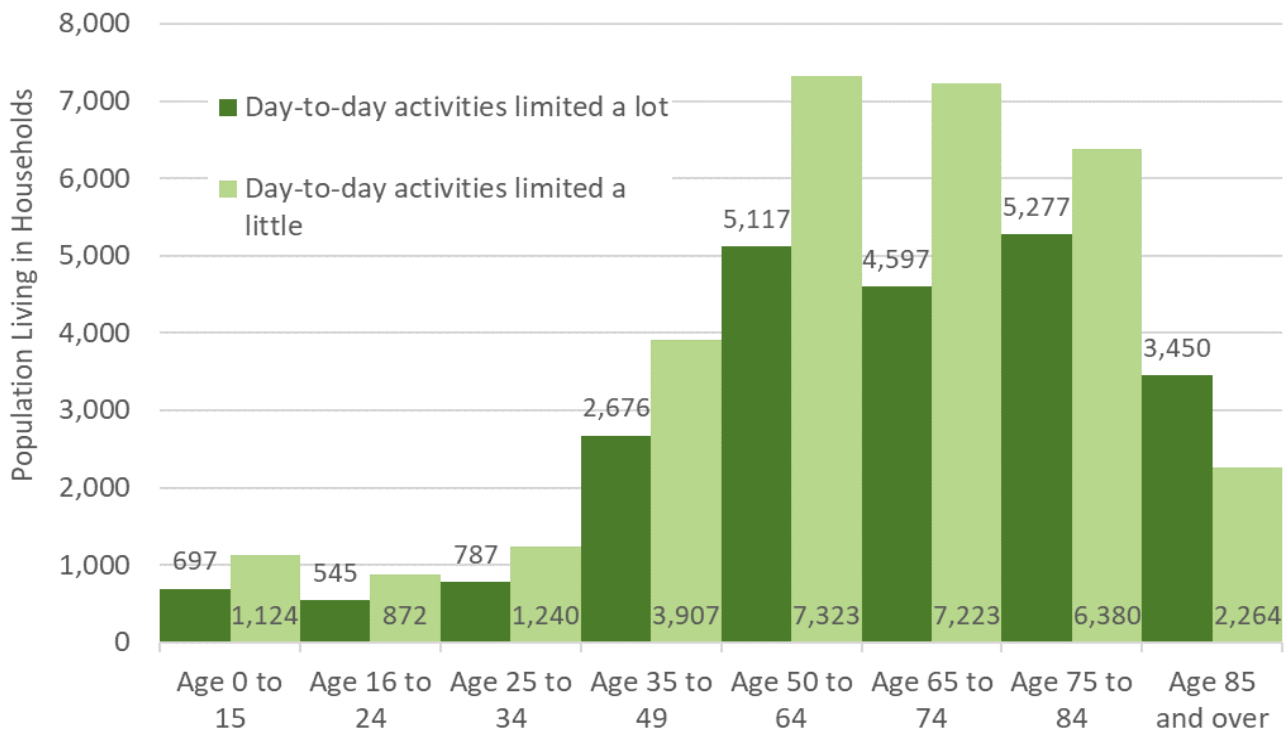


<sup>125</sup> 2011 Census Table LC1301EW - Household composition by number of people in household with a long-term health problem or disability, ONS.

<sup>126</sup> 2011 Census Table DC3302EW - Long term health problem or disability by health by sex by age, ONS.

- 6.99. Figure 30 shows that across all areas the highest percentage of people in households with a LTHPD is in the 65 years and over age category. However, it is evident from Figure 30 that Shropshire had a significantly higher percentage of people in older households with a LTHPD (55%) when compared to the West Midlands region and England (both 48%). With the projected increase in the older population and decline in the population below 50 years in Shropshire this figure would be expected to increase.
- 6.100. Figure 31 provides further depth to Figure 30 by exploring a more detailed age group breakdown and by considering whether people's activities are limited a lot or a little. As is unsurprising the highest level of LTHPD is in the age groups exceeding 50 years. For those with a health condition or disability which limits their day to day activities a little, the highest proportion fell into the 50-64 year population group (24.1%) closely followed by the population aged 65-74 years (23.8%.) Similarly, of those with a health condition or disability, whose day to day activities were limited a lot, the highest proportion fell within the elderly 75-84 year age group.
- 6.101. Of note were the 11,848 people living in households (4% of all households) with a LTHPD that was limiting their day-to-day activities aged under 50 years old, including 1,821 (0.6%) aged 0-15 years.

**Figure 31: People Living in a Households with a LTHPD by Detailed Age Group and by Level of Mobility<sup>127</sup>**

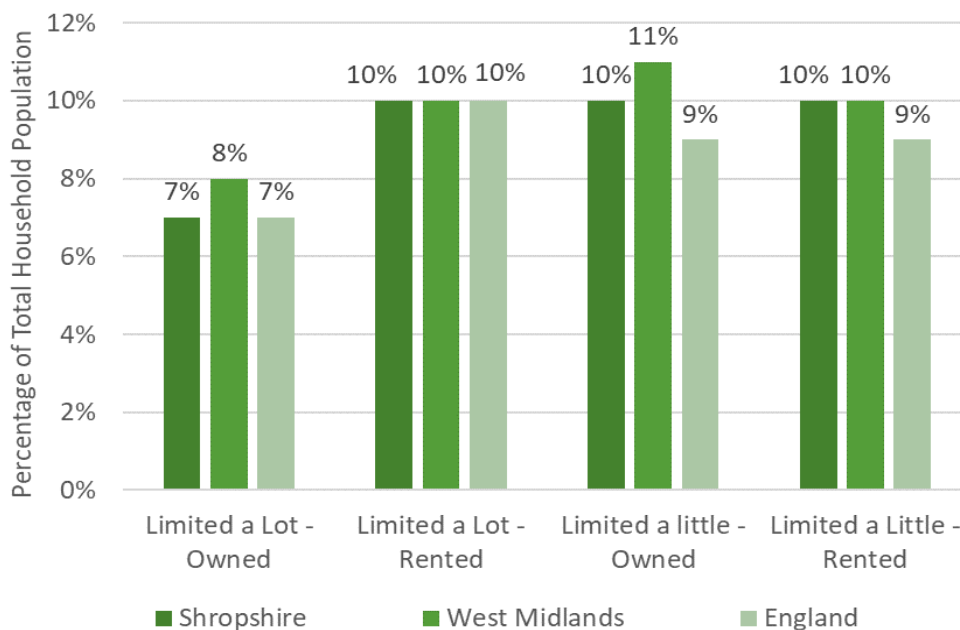


- 6.102. Figures 32 and 33 explore the tenure choices and level of mobility of people with a LTHPD in Shropshire. Figure 32 expresses this as the percentage of the total household population and Figure 33 as the percentage of all people with a LTHPD. Figure 32 shows Shropshire's figures are in line with both the West Midlands region and England figures in terms of rented and owned accommodation.

<sup>127</sup> 2011 Census Table DC3302EW - Long term health problem or disability by health by sex by age, ONS

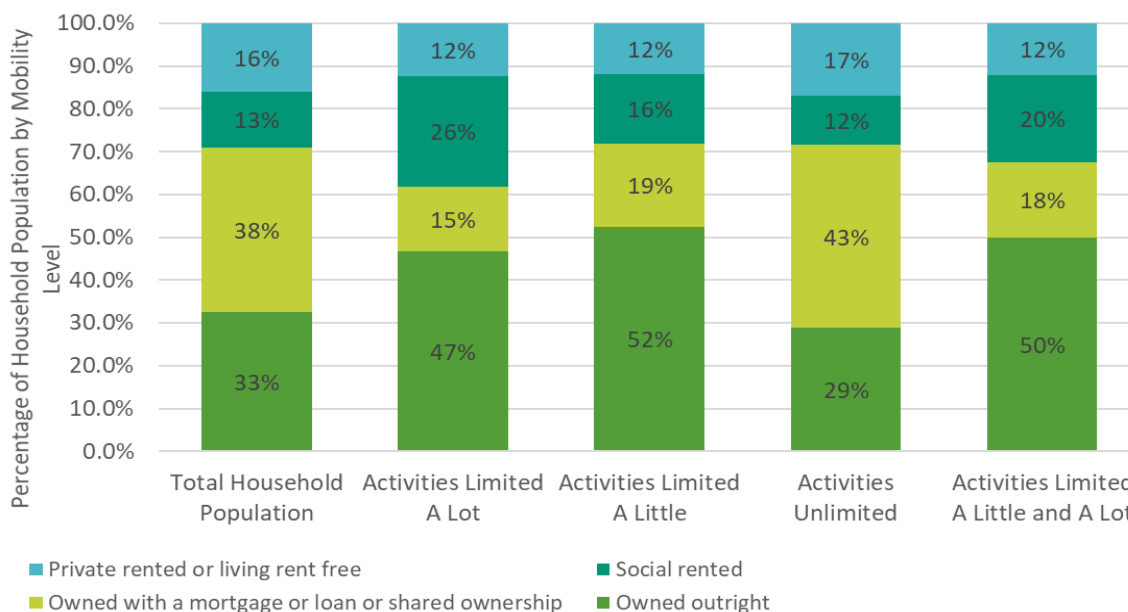
6.103. Figure 32 highlights that across all areas, a significantly smaller proportion of individuals living in owner occupied accommodation have conditions which limit their activities a lot.

**Figure 32: National and Regional Comparison – Percentage of Total Household Population with a LTHPD by and Tenure<sup>128</sup>**



6.104. The 2011 Census estimated 40% (51,489) of Shropshire’s households were accommodated in larger detached housing. Of those households living in detached accommodation 10,873 (21.1%) were single person households. This suggests many people living alone with an LTHPD are occupying larger properties that are more difficult to adapt and more costly to maintain.

**Figure 33: Percentage of People Living in a Household with a LTHPD by Level of Mobility and Tenure**



<sup>128</sup> 2011 Census Table DC3408EW - Long-term health problem or disability by tenure by sex by age, ONS.

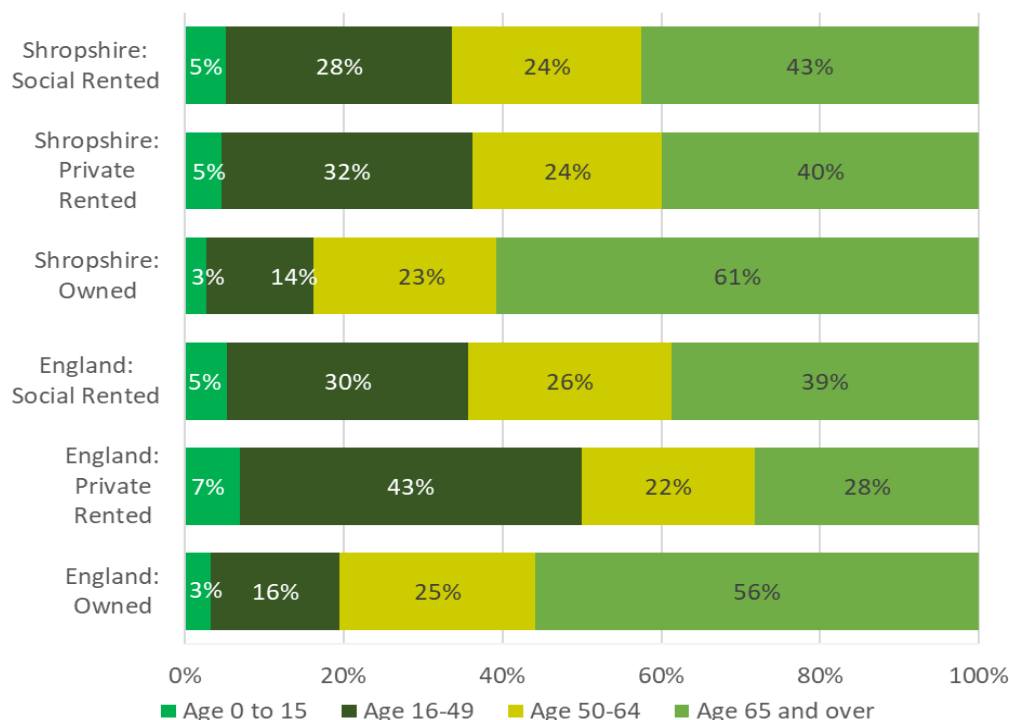
6.105. Table 69 shows that social rented housing accommodates the highest percentage of people with an LTHPD in Shropshire (27.8% of all social rented tenants). In part this reflects that 42.5% of social rented tenants with an LTHPD are aged 65 years and over and are on lower incomes (reliant on pensions / benefits). For some younger tenants with an LTHPD their ability to work may be affected by their condition leaving them reliant on benefits.

**Table 69: Percentage of People with an LTHPD Living in Households by Tenure in Shropshire<sup>117</sup>**

	Owned	Private Rented	Social Rented	Total Population in Households
<b>Number of People by Tenure</b>	211,258	47,797	39,128	298,183
<b>Number of People with an LTHPD by Tenure</b>	36,134	6,479	10,866	53,479
<b>% of People with an LTHPD by Tenure</b>	17.1%	13.6%	27.8%	17.9%

6.106. Figure 34 compares the percentage of people with a LTHPD living in each broad tenure type by broad age group in Shropshire and nationally. It shows that in terms of home ownership a greater percentage of people are aged 65 years and over in Shropshire (61%) compared to England (56%.) This contrasts with private rented accommodation in which tenants with a LTHPD have a younger age profile 60% aged below 65 years in Shropshire compared to 72% nationally.

**Figure 34: Percentage of People Living in a Household with a LTHPD by Age and Tenure<sup>129</sup>**



6.107. Table 70 shows that in Shropshire there were 53,479 people with an LTHPD whose day-to-day activities were limited a lot or a little in 2011. Of those 1,334 people were living in over occupied accommodation (-1 or less occupancy rating) representing 0.4% of the Shropshire's total household population. Particularly of concern were the 607 people with a LTHPD with very limited mobility, living in overcrowded accommodation.

<sup>129</sup> ONS, 2011 Census Table LC3408EW - Long-term health problem or disability by tenure by age

6.108. At the other end of the scale, 14% of Shropshire’s total household population were living in under-occupied accommodation with a mobility limiting LTHPD (1+ occupancy rating).

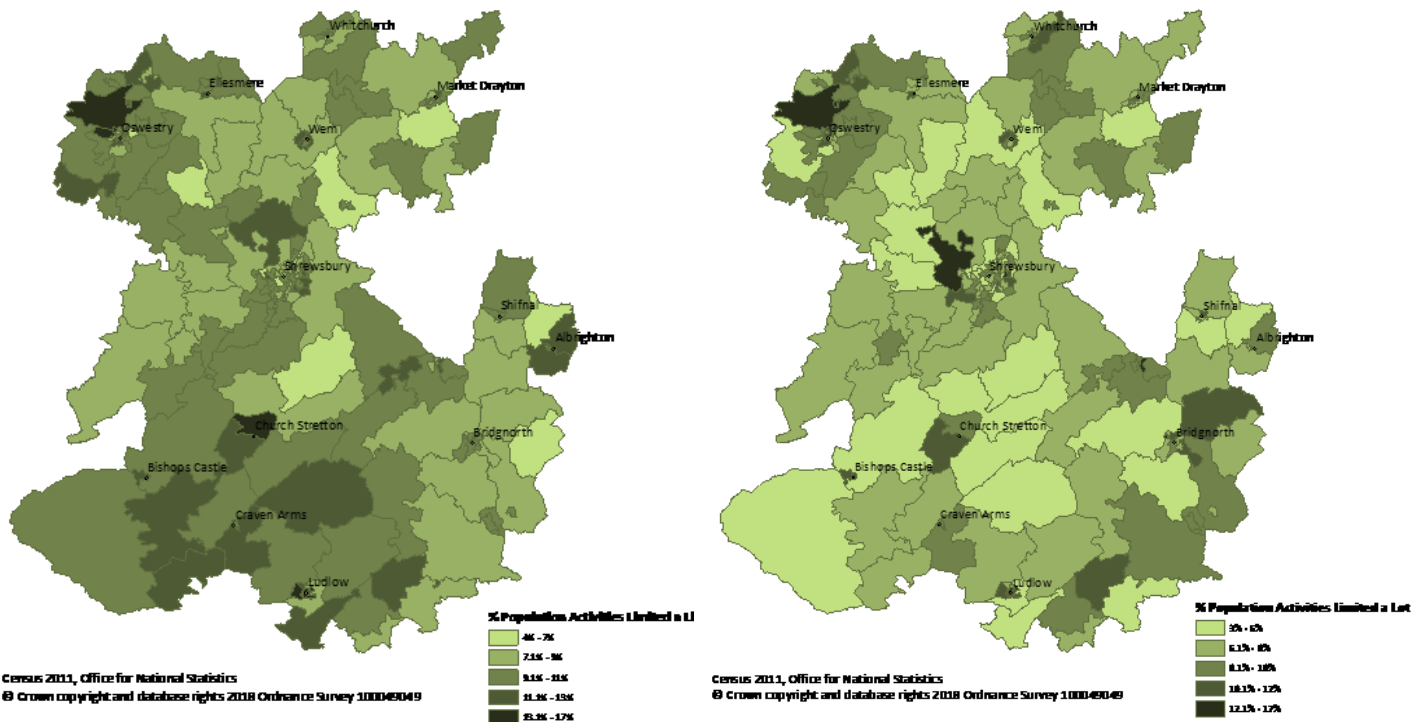
**Table 70: People Living in a Household with a LTHPD by Occupancy/Mobility**

Occupancy rating (bedrooms);	All	+2 or more	+1	0	-1 or less
Total Household Population	298,183	112,154	105,878	67,557	12,594
Day-to-day activities limited a lot	23,146 7.8%	8,739 2.9%	8,747 2.9%	5,053 1.7%	607 0.2%
Day-to-day activities limited a little	30,333 10.2%	13,838 4.6%	10,415 3.5%	5,353 1.8%	727 0.2%
Day-to-day activities not limited	244,704 82.1%	89,577 30.0%	86,716 29.1%	57,151 19.2%	11,260 3.8%
Day-to-day activities limited a lot and a little	53,479 17.9%	22,577 7.6%	19,162 6.4%	10,406 3.5%	1,334 0.4%

6.109. Figure 35 shows the percentage of the population living in Shropshire at the time of the 2011 Census who had a LTHPD which limited their day to day activities either a little or a lot mapped to Lower Layer Super Output area. Darker shading indicates a higher percentage of the population.

6.110. Using the 2017 Mid-Year Population Estimates (ONS) Figure 35 shows the percentage of the population estimated to be aged 65 years and over. In general the areas showing a higher percentage of older people correspond with those areas where the percentage of people indicating that their day to day activities are limited a little or a lot.

**Figure 35:**  
**Map 1: Day to Day Activities Limited a Little**  
**Map 2: Graph Day to Day Activities Limited a Lot**

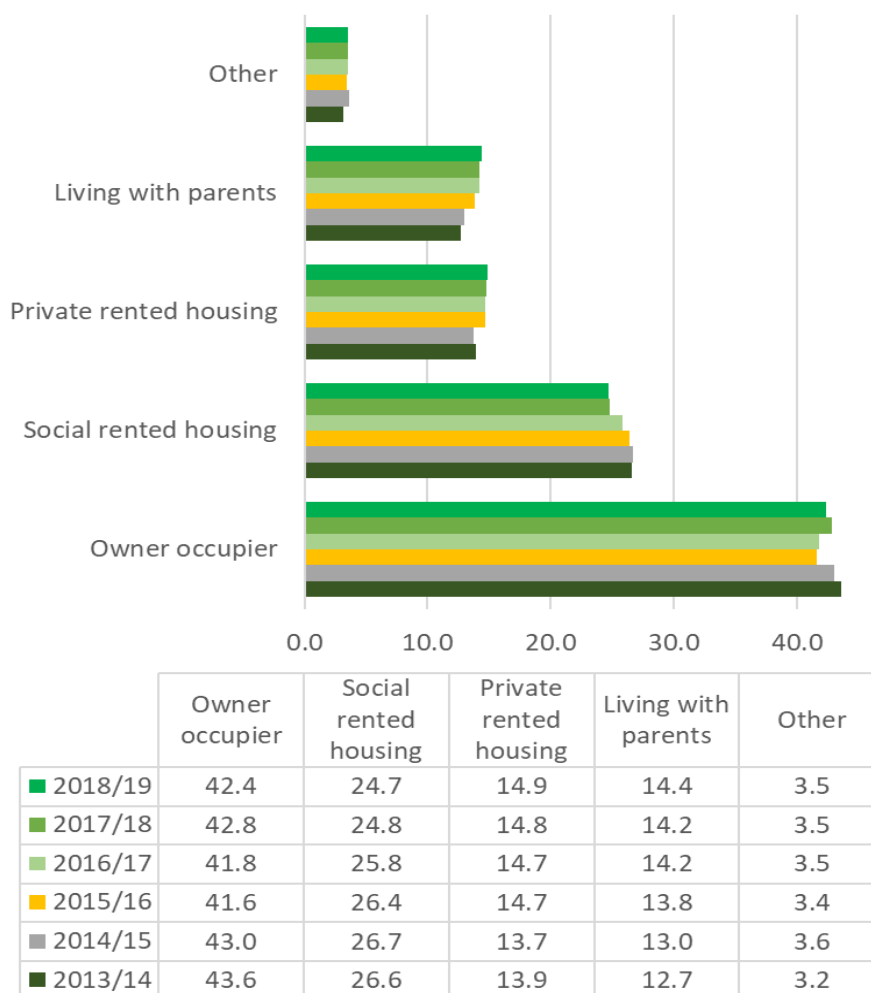




## National Context – People with Disabilities

- 6.111. One output from the Annual Population Survey undertaken by ONS is a series of tables on housing and disability in the working age population in the UK (16-64 years). This provides valuable insight into the relationship between people living with a disability or impairment and the tenure of the accommodation they are live in, as well as a measure of how this is changing over time.
- 6.112. Figure 36 illustrates the percentage of people living with a disability in the UK who are still living with their parents has risen in the last six years, perhaps due to their inability to afford their own home or the ability to find accommodation suitable for their needs in the right location.
- 6.113. The costs of home ownership may also explain the rise in people with a disability deciding to privately rent in the UK. Of interest is the decline of people being accommodated in social housing and whether this may be influenced by lower social housing stock levels or eligibility criteria.

**Figure 36: Percentage of the UK Disabled Population by Tenure – 2013-2019<sup>130</sup>**



Please note: 'Other' – this ignores tenure, except to include rent free or squatting.

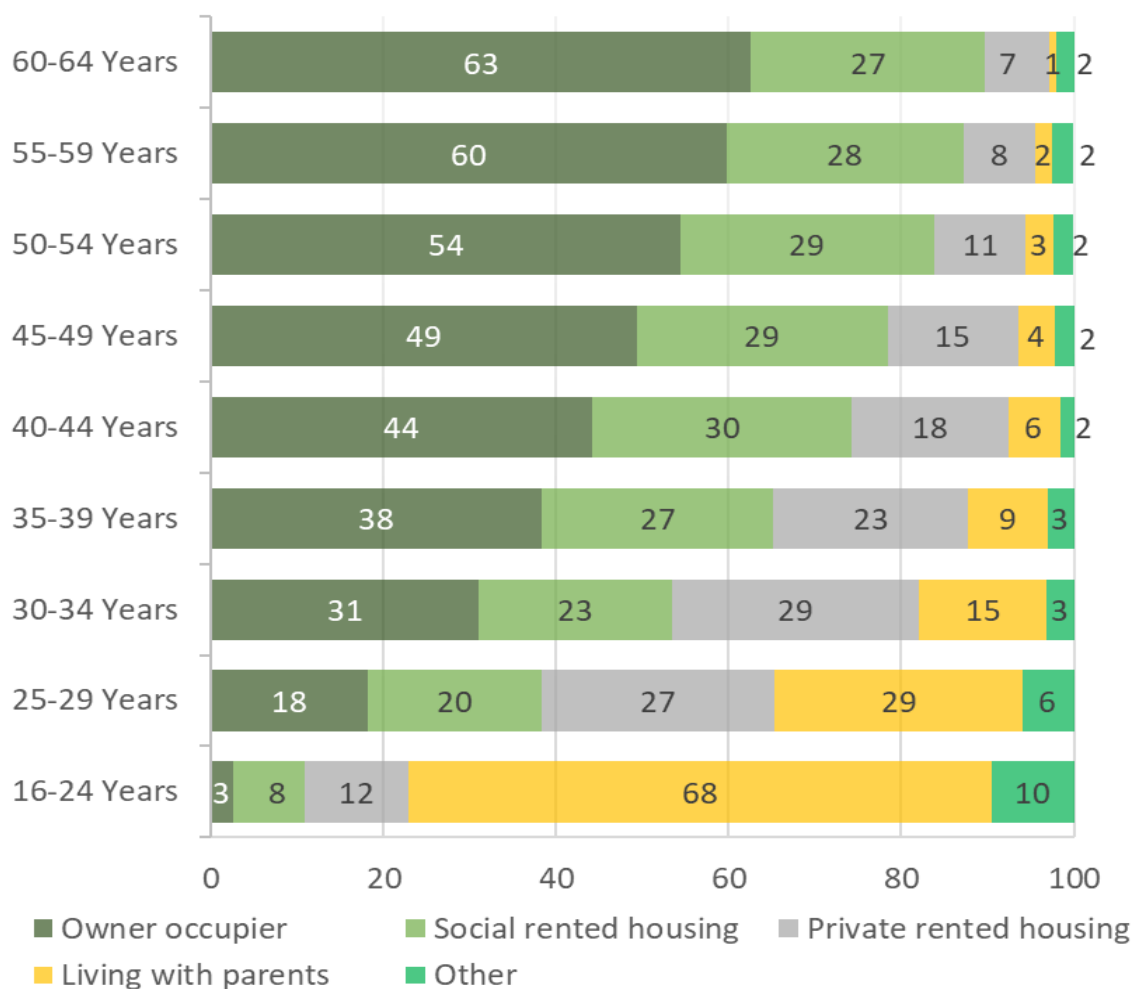
<sup>130</sup> Annual Population Survey 2018/2019 – Housing and Disability – Table 1: Tenure type of adults aged 16 to 64 by disability status, UK, year ending June 2014 to year ending June 2019, (published December 2019) ONS -

<https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/disability/datasets/disabilityandhousinguk>



6.114. Figure 37 summarises the age of the UK disabled population and the tenure of the accommodation they live in. As perhaps would be expected 68% of young people were still living with their parents in contrast to 1% of people aged 60-64 years who may be caring for or still being cared for by their parents. The largest percentage of the UK disabled population living in social rented accommodation were aged 40-44 years, however levels remained very similar across all the age groups 35 years and above (27%-30%.)

**Figure 37: Percentage of the UK Disabled Population by Age Group and Tenure – 2018-2019<sup>131</sup>**



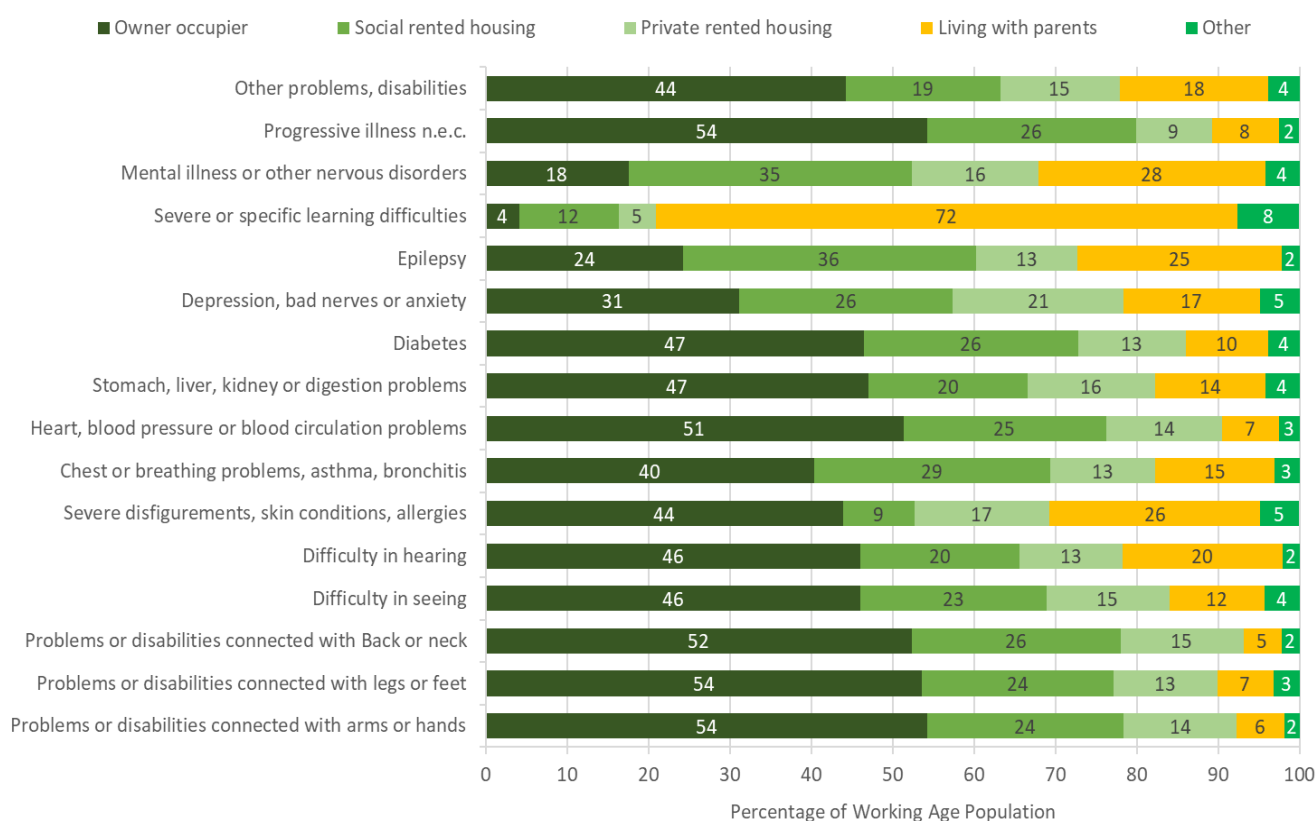
6.115. Living in private rented accommodation is most prevalent in the younger age groups (25-34 years). Home ownership becomes more dominant as the population ages representing 63% of the UK’s disabled population aged 60-64 years, compared to only 18% in the 25-29 year age group. This perhaps reflects people who bought their home when housing costs were more affordable and have been diagnosed with a LTHPD as they have aged.

<sup>131</sup> Annual Population Survey 2018/2019 – Housing and Disability – Table 1: Tenure type of adults aged 16 to 64 by disability status and age, UK, year ending June 2014 to year ending June 2019, (published December 2019) ONS - <https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/disability/datasets/disabilityandhousinguk>

6.116. Figure 38 provides valuable insight into the influence of the type of impairment experienced by the UK's disabled population on the tenure of their home. This shows people with learning disabilities, mental illness or other nervous conditions, epilepsy and depression / anxiety are less likely to be homeowners and more likely to be reliant on family or social rented housing. The highest proportion of disabled people living in private rented accommodation (21%) were people experiencing depression and anxiety.

6.117. Home ownership is the most common tenure for people with conditions connected to their heart / blood pressure and parts of the body such as arms / hands, legs / feet and back / neck or those who have a progressive illness. These conditions are much more likely to be connected to ageing and homes are more likely to have been purchased before some of the health conditions developed. People in this population group may require assistance in the form of wheelchairs and adaptations to their homes to enable them to remain independent and safe.

**Figure 38: Percentage of UK Disabled Population by Type of Impairment – 2018-2019<sup>132</sup>**



*Please note: An impairment is defined as any physical or mental health conditions or illnesses lasting or expected to last 12 months or more. Respondents to the APS were asked to select from a list of impairments or conditions and then asked to select their “main health problem”.*

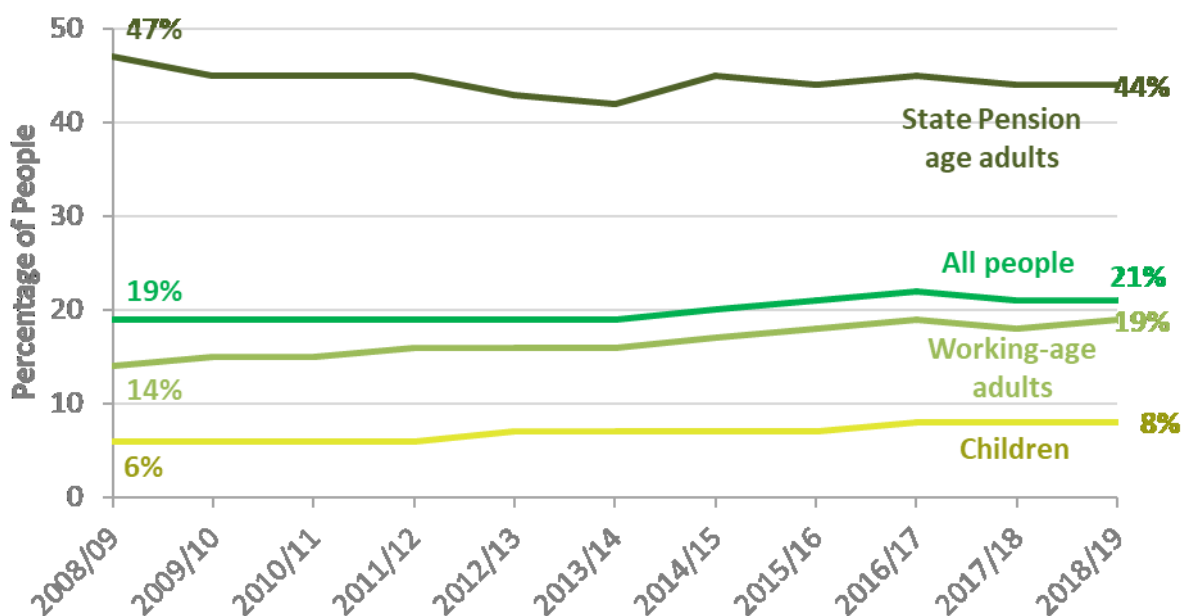
<sup>132</sup> Annual Population Survey 2018/2019 – Housing and Disability – Table 1: Tenure type of adults aged 16 to 64 by impairment type, UK, year ending June 2014 to year ending June 2019, (published December 2019) ONS -

<https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/disability/datasets/disabilityandhousinguk>

## Family Resources Survey

6.118. The Department for Work and Pensions (DWP) and the Office for National Statistics (ONS) undertake the Family Resources Survey (FRS) which sheds some further light on the UK population living with a disability. Figures 39-41 are taken from the tables and figures made available by ONS on the theme of 'disability' from the FRS.

**Figure 39: Disability prevalence by Age Group 2008/9 – 2018/19<sup>133</sup>**



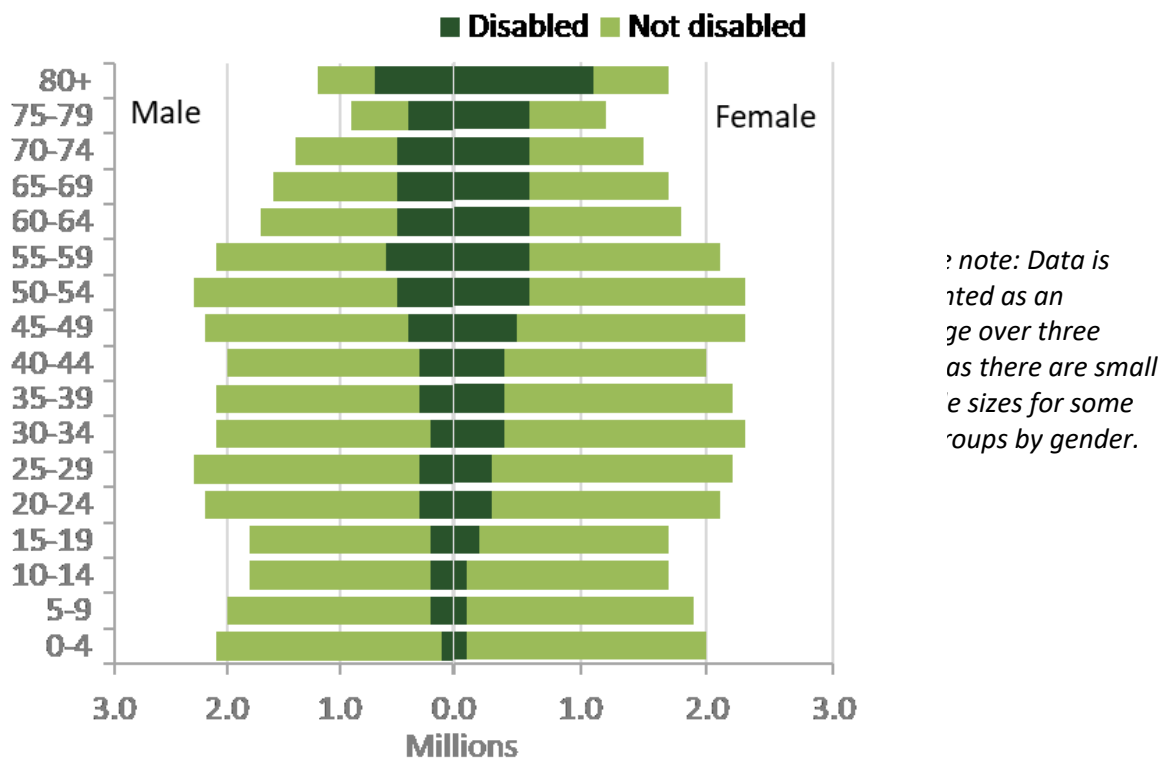
*Please note: The FRS does not include people resident in nursing / residential / retirement homes and so the FRS underestimates the true older population in the UK, possibly resulting in slightly lower prevalence rates than in reality. The estimates are based on sample counts that have been adjusted for non-response using multi-purpose grossing factors that control for tenure type, Council Tax Band and a number of demographic variables. Survey results for figures 31-34 are based on a sample of 43,149 people. The definition altered following the Equality Act 2010 to encompass people with mental health conditions which affect their daily activities.*

6.119. Figure 39 shows the prevalence of disability amongst the UK population has risen slightly since 2008/2009 from 19% (11.3 million) to 21% (14.1 million). Interestingly the rates amongst the population of state pension age have fallen in the UK (47% to 44%), possibly influenced by changes to the state pension age for women. Even so the prevalence rate remains significantly higher amongst the older population.

6.120. Both the working age and child population have seen growth in disability prevalence rates since 2008/2009 in the UK. The working age population may be influenced by changes to state pension age, but like the population of children in the UK may also be influenced by levels of net in-migration from overseas. Overseas migration is often driven by younger people / families in search of employment opportunities and often with larger family size. This contrasts with the Shropshire population which has experienced relatively low levels of migration from overseas.

<sup>133</sup> Family Resources Survey 2018/19 – Disability Tables and Figure, DWP Survey Division / ONS. - <https://www.gov.uk/government/statistics/family-resources-survey-financial-year-201819>

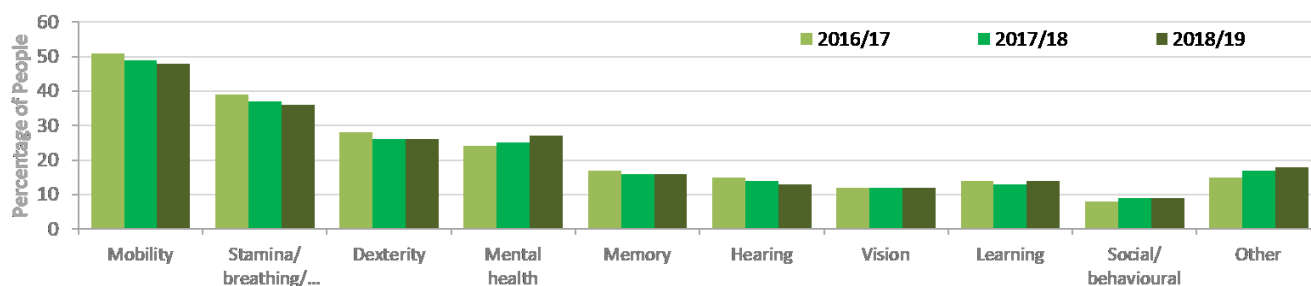
**Figure 40: Disability Prevalence Averaged Over 2016/17 to 2018/19**



6.121. Figure 40 is very useful in visualising the changing prevalence of disability as the population ages. Interestingly, the female population displays a higher prevalence of disability in all five-year age groups after 30 years when compared with the male population. Higher prevalence amongst the older female population will in part reflect longer life expectancy amongst the female population.

6.122. Figure 41 shows during 2016/17-2018/19 the percentage of the disabled population with a mental health impairment, social / behavioural impairment and other impairments have increased. This may reflect the wider recognition of poor mental health as a form of disability, better diagnosis and that respondents felt that they could reveal their condition more openly. It is only relatively recently that DWP extended financial assistance (PIP, DLA) to people with mental health conditions.

**Figure 41: Percentage of People with a Disability by Type of Impairment 2016/17 -2018/19<sup>134</sup>**

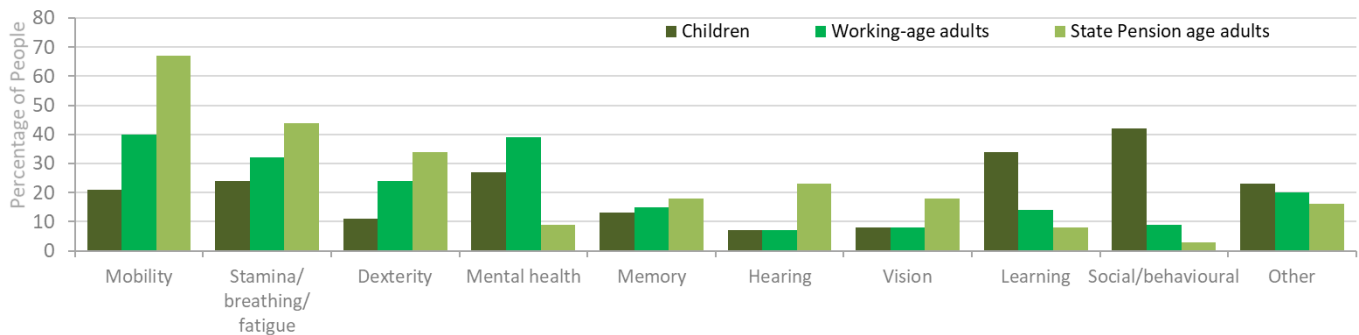


6.123. In contrast the percentage of the disabled population with an impairment that restricts their mobility, along with stamina / breathing conditions, dexterity and hearing loss has fallen.

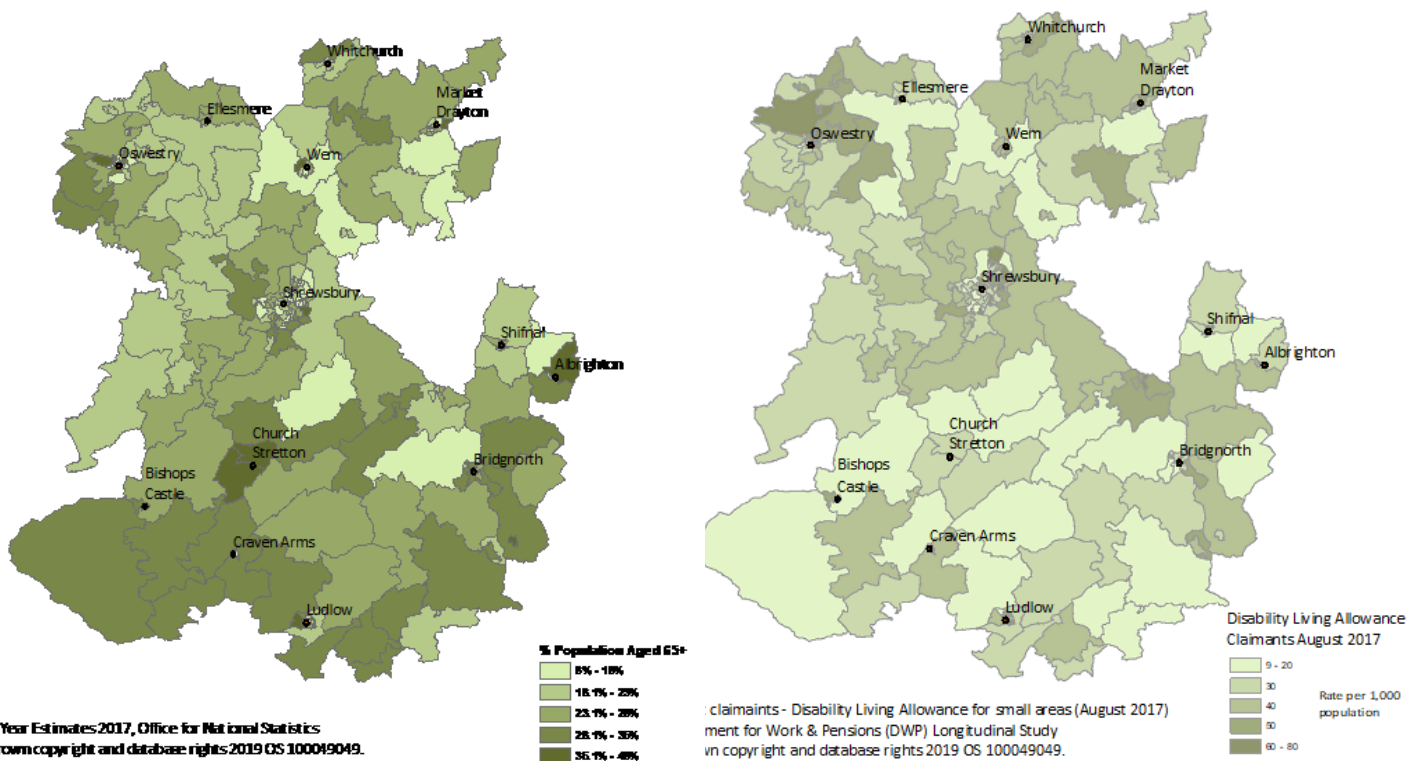
<sup>134</sup>Family Resources Survey 2018/19 – Disability Tables and Figure, DWP Survey Division / ONS. - <https://www.gov.uk/government/statistics/family-resources-survey-financial-year-201819>

- 6.124. Figure 42 shows children make-up the highest percentage of the disabled population in terms of social / behavioural impairments, learning disabilities and other forms of impairment. As would be expected mobility, stamina / breathing conditions, dexterity, memory, vision and hearing loss are dominated by the older population of state pension age.
- 6.125. The highest percentage of the disabled population with a mental health impairment is drawn from the working age population compounded with the pressures of finding financial stability, work pressures, family responsibilities, other health pressures etc. Interestingly levels amongst the older population are comparatively low.
- 6.126. Loneliness, social isolation and poor mental health is of growing concern amongst the growing older population living on their own but perhaps this is hidden behind their primary health condition reflected in the higher prevalence of physical impairments.

**Figure 42: Percentage of People with a Disability by Type of Impairment and Broad Age Group 2018/19**



**Figure 43: Maps showing Percentage of Population age 65 and Disability Living Allowance Claimants**



### Long-term Projections of People with a Long-term Health Problem or Disability

6.127. The short section that follows on ‘Older Population with an LTHPD’ links to the section entitled ‘Health and Disability Related Population Projections’ of this document in that they draw on the same data source<sup>135</sup>.

### Projections - Older Population with an LTHPD in Shropshire

6.128. Table 71 shows the projected increase in the number of people aged 65 years and over expected to have a long-term health problem or disability which affects their day-to-day activities a little or a lot.

6.129. The age structure of an area has an impact on the numbers of people who have limitations to their day to day activities. Shropshire has a high population of older people with 50% (31,681) of people aged 65 years and over stating that their day to day activities were limited a lot or a little in the 2011 Census. Projections estimate that this will rise to 52,579 by 2035 with 27,621 persons aged 65 years and over with a limiting long-term illness whose day-to-day activities are limited a little and 24,958 limited a lot.

**Table 71: Projections of the Number of People with a Long-term Health Problem or Disability<sup>135</sup>**

People whose day-day-activities are limited a little or a lot - Shropshire						
Age	2017	2020	2025	2030	2035	% Change 2017/2035
65-74	14,177	14,348	14,280	16,022	17,286	22%
75-84	13,506	15,412	18,943	20,064	20,343	51%
85+	6,711	7,242	8,970	11,561	14,949	123%
<b>Total Aged 65+</b>	<b>34,395</b>	<b>37,002</b>	<b>42,192</b>	<b>47,646</b>	<b>52,579</b>	<b>53%</b>

Please note numbers have been calculated by applying percentages of people with a limiting long-term illness in 2011 to projected population figures.

6.130. Overall the data shows an increase of 53% in the population aged 65 years and over. The largest increase is in the 85 years and over age group which rises from an estimated 6,711 people in 2017 to 14,949 people by 2035 (123% increase). Table 72 shows the estimated number of people in Shropshire expected to have a moderate or serious physical disability.

### Working Age Population with an LTHPD

**Table 72: Projections of the Number of People with a Long-term Health Problem or Disability in Shropshire<sup>135</sup>**

Shropshire	2017	2020	2025	2030	2035	% Change 2017-2035
Total Aged 18-64 predicted to have a moderate physical disability	15,189	15,302	15,287	14,735	14,064	-7%
Total Aged 18-64 predicted to have a serious physical disability	4,658	4,738	4,807	4,623	4,338	-7%

<sup>135</sup>Projecting Older People Population Information System, Oxford Brookes University, Institute of Public Care – Figures are taken from ONS 2011 Census, Long term health problem or disability by health by sex by age.

6.131. Shropshire data for the 18-64 years age group who have a moderate or serious physical disability is taken from the Health Survey for England, 2001 and shows a slight reduction in numbers for both categories. The estimated numbers are calculated by applying the prevalence rates from the survey to the ONS population projections of the 18-64 population. Therefore, the ageing population of Shropshire results in a slight decrease in the estimated numbers aged 18-64 who have a moderate or serious physical disability.

### Families with Disabled Children

6.132. Children with a LTHPD often have some of the most complex LTHPDs which can mean adapting homes or finding suitable accommodation can be challenging and costly. It is important that children and their parents / carers should have the best quality of life they are able, and that suitable housing promotes their health and wellbeing.

6.133. The 2011 Census found 815 children aged 0-15 years living in communal establishments in Shropshire. Of these children, 11 had a LTHPD which limited their day to day activities a lot and 22 had a LTHPD which limited their day to day activities a little.

6.134. Table 73 compares the percentage of all children aged 0-15 years living in a household with a LTHPD that limits their day to day activities a lot and a little. It shows that 3.5% of children aged 0-15 years in Shropshire had a LTHPD which affected their day to day activities either a little or a lot.

6.135. This compares to 3.7% in England and 4.0% in the West Midlands. Of all the local authorities listed, only Cheshire East had a lower percentage (3.1%) than Shropshire, with Herefordshire and Cheshire West and Chester also at 3.5%.

**Table 73: Projections of the Number of People with a Long-term Health Problem or Disability<sup>136</sup>**

Area	Long-term Health Problem or Disability – Children Aged 0-15 Years <sup>137</sup>			
	Day-to-day activities limited a lot		Day-to-day activities limited a little	
Cheshire East	1.2%	798	1.9%	1,233
Cheshire West and Chester	1.4%	797	2.2%	1,248
Shropshire	1.3%	697	2.1%	1,124
Telford and Wrekin	1.9%	637	2.7%	911
Wolverhampton	1.7%	846	2.5%	1,253
Herefordshire	1.3%	418	2.1%	671
Powys	1.4%	318	2.5%	560
Wrexham	1.7%	450	2.7%	702
Worcestershire	1.4%	1,445	2.2%	2,236
Staffordshire	1.5%	2,240	2.3%	3,394
West Midlands	1.7%	18,125	2.4%	25,845
England	1.5%	153,101	2.2%	219,037

Please note rounding may mean the numbers don't sum exactly.

<sup>136</sup> Projecting Older People Population Information System, Oxford Brookes University, Institute of Public Care – Figures are taken from ONS 2011 Census, Long term health problem or disability by health by sex by age.

<sup>137</sup> 2011 Census TableDC3404EW - General health by long-term health problem or disability by occupancy rating (bedrooms) by age, ONS.



6.136. There are limited data sources available which provide some insight into children with disabilities in Shropshire. However, many children with physical, learning or mental health disabilities require additional help in order to fully benefit from being able to access education and learning.

### **Shropshire Pupils who were recorded as SEN Statement or EHCP and SEN Support by SEN Need<sup>138</sup>**

6.137. Pupils with health conditions or disabilities who require extra support to meet their educational and welfare needs when learning, may require a Statement of Special Education Needs (SEN) or Education, Health and Care Plan (EHCP), which is prepared by a local authority in co-operation with parents / guardian and the school<sup>138</sup>. Some of these pupils with SEN and their families may have had to make adaptations to their homes or move to find more suitable accommodation in order to meet their day-to-day needs.

6.138. Annually, Shropshire undertakes a School Census which provides insight into the numbers of children in Shropshire recorded as SEN Statement or EHCP by their special education need. The 2020 School Census recorded 5,410 pupils with a SEN Statement or EHCP in Shropshire representing 14.5% of all Shropshire school pupils. The total number of pupils with a SEN Statement or EHCP has risen by 45% from 3,721 (10.1%) in January 2011. This could have been influenced by changes to the education system in England, changes to the Government's SEN policies and procedures or more awareness / understanding of the needs of children with health conditions and disabilities in Shropshire.

6.139. It should be noted that there is a difference between a learning difficulty and a learning disability. A learning disability *"affects the way a person understands information and how they communicate. This means they can have difficulty understanding new or complex information, learning new skills or coping independently."*<sup>139</sup> However a person with a learning difficulty may be described as having specific problems processing certain forms of information.

6.140. Figure 44 focuses on the percentage pupils with SEN relating to learning difficulties, behavioural, emotional and social difficulties and mental health difficulties. This shows that at January 2020, 68.9% of statemented children in Shropshire were recorded as having a learning difficulty or disability. The remaining 31.1% (explained in Figure 45) were recorded as having a physical disability, a form of sensory impairment, speech / language / communication needs or with another form of disability.

6.141. The largest proportion of statemented pupils are recorded as having moderate learning difficulties in Shropshire, falling from 28% in 2011 to 23% in 2020. However the proportion of pupils recorded as having a specific learning difficulty has risen from 15% in 2011 to 19% in 2020, perhaps due to improved understanding of learning difficulties and disabilities.

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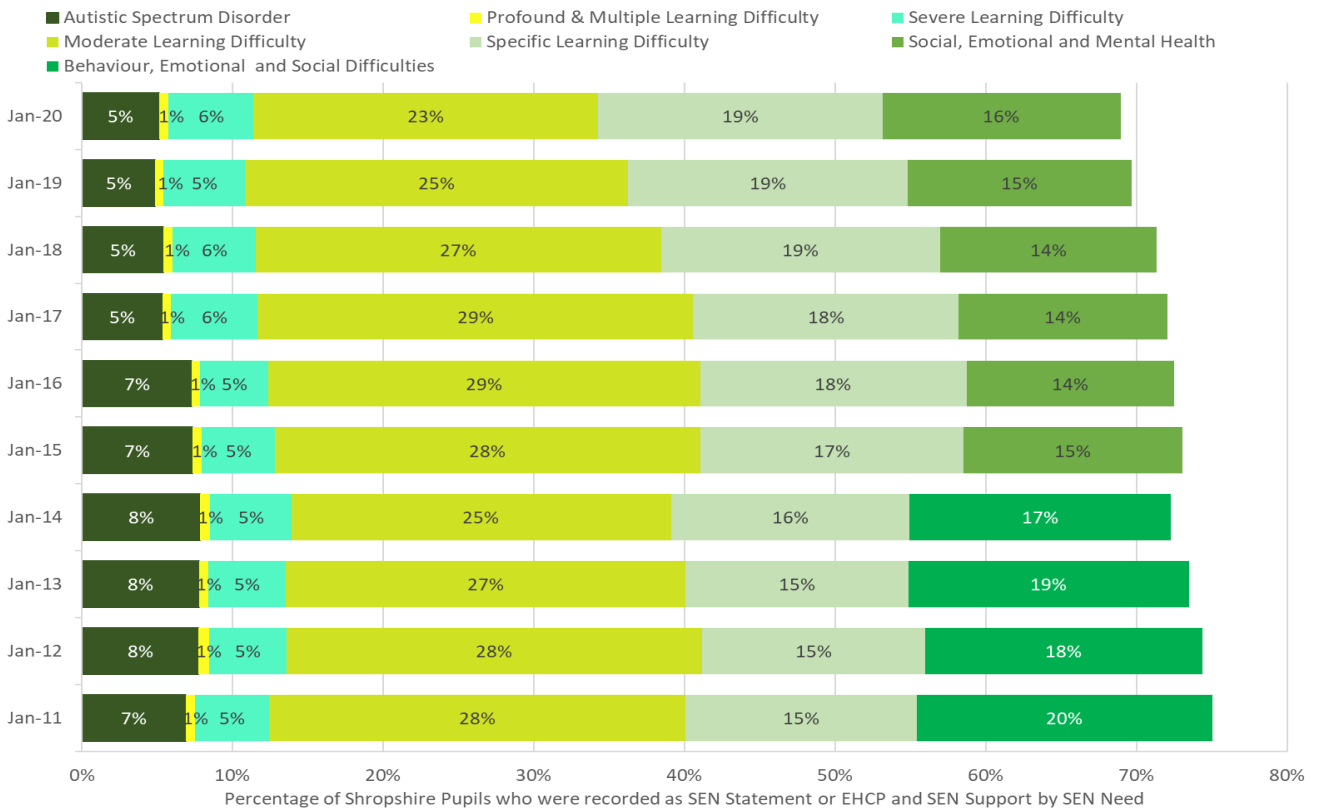
<sup>138</sup> Spring School Census, Shropshire Council, June 2020.

Please note: A **SEN Statement** is a document which sets out a child's Special Education Needs and any additional help that the child should receive. The aim of the Statement is to make sure that the child gets the right support to enable them to make progress in school.

Please note: **EHCP** stands for Education, Health and Care Plan. It outlines any special educational needs a child has, and the provision a local authority must put in place to help them. An EHCP is aimed at children and young people aged up to 25 years.

<sup>139</sup> Overview - Learning Disabilities, NHS - <https://www.nhs.uk/conditions/learning-disabilities/>

**Figure 44: Percentage of Shropshire Pupils who were recorded as SEN Statement or EHCP and SEN Support by SEN Need**



Numbers are for reception aged children plus and their primary need.

Figures only include single and main registration. Subsidiary pupils are excluded.

Note: 'Behaviour, Emotional and Social Difficulties' code discontinued in 2014-15 academic year. 'Social, Emotional and Mental Health' and 'SEN support but no specialist assessment of type of need' - new codes introduced in 2014-15 academic year.

6.142. Table 74 shows a significant rise in the percentage of pupils recorded with severe learning difficulties, of 41% during 2015-20 and a rise of 31% in pupils recorded as having social, emotional and mental health needs.

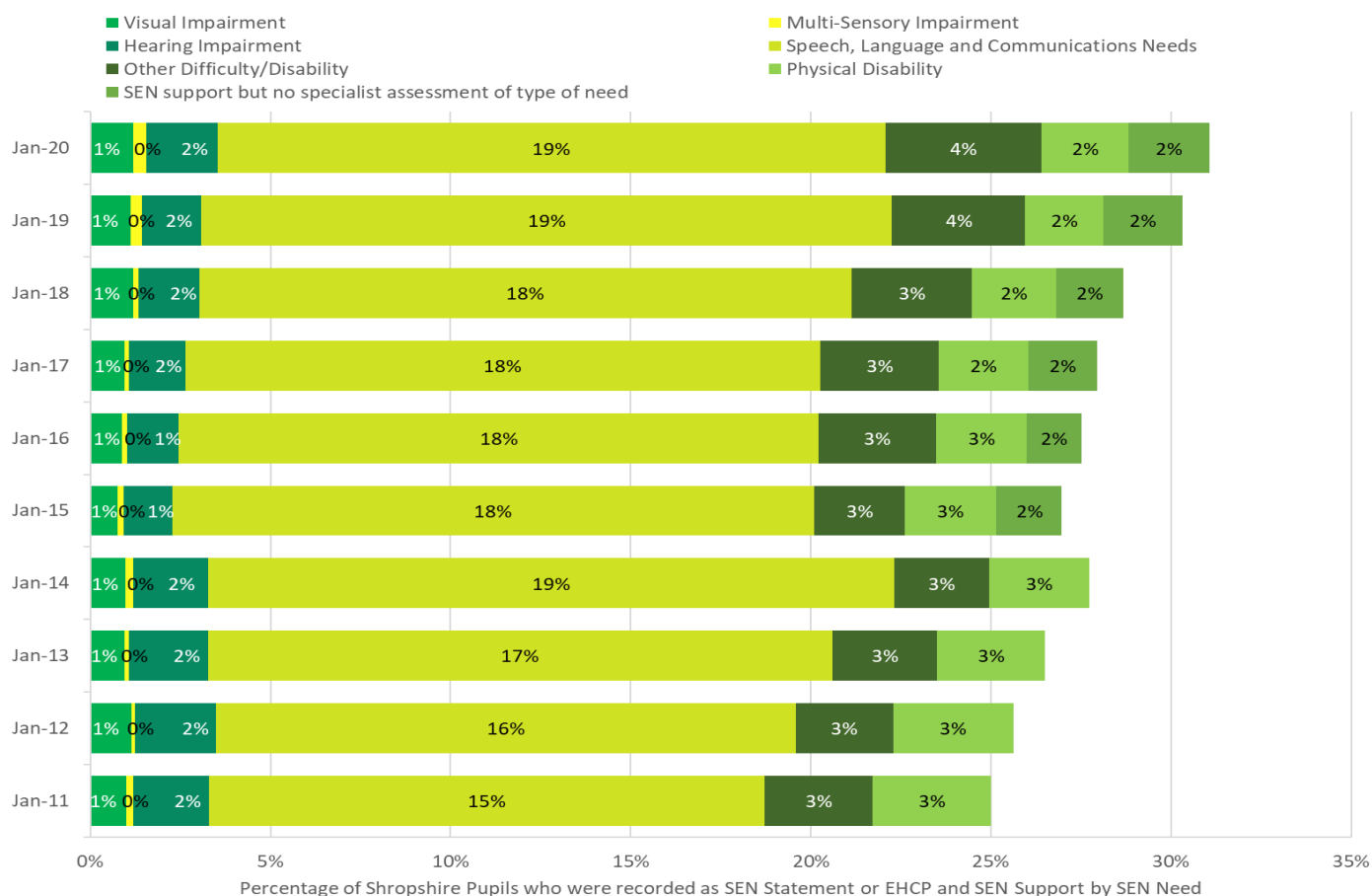
**Table 74: Shropshire Pupils with Learning Difficulties and Mental Health Conditions recorded as SEN Statement or EHCP 2015-2020**

SEN Need Description	Jan-15	Jan-16	Jan-17	Jan-18	Jan-19	Jan-20	Annual Average	% Change 2015-2020
Autistic Spectrum Disorder	329	352	263	278	259	279	293	-15%
Profound & Multiple Learning Difficulty	27	28	27	30	30	31	29	15%
Severe Learning Difficulty	217	218	281	284	286	307	266	41%
Moderate Learning Difficulty	1,265	1,389	1,415	1,380	1,351	1,237	1,340	-2%
Specific Learning Difficulty	780	856	862	951	985	1,020	909	31%
Social, Emotional and Mental Health	651	667	678	736	790	855	730	31%

Please note a learning difficulty. A learning disability affects the way a person understands information and how they communicate. This means they can have difficulty understanding new or complex information, learning new skills or coping independently.

6.143. Figure 45 focuses on pupils with sensory impairments, physical disabilities, other difficulties / disabilities and where there has been no specialist assessment of need. This would encompass children with mobility problems and children with a visual impairment who will have accessibility requirements to enter and navigate the school building.

**Figure 45: Percentage of Shropshire Pupils who were recorded as SEN Statement or EHCP and SEN Support by SEN Need**



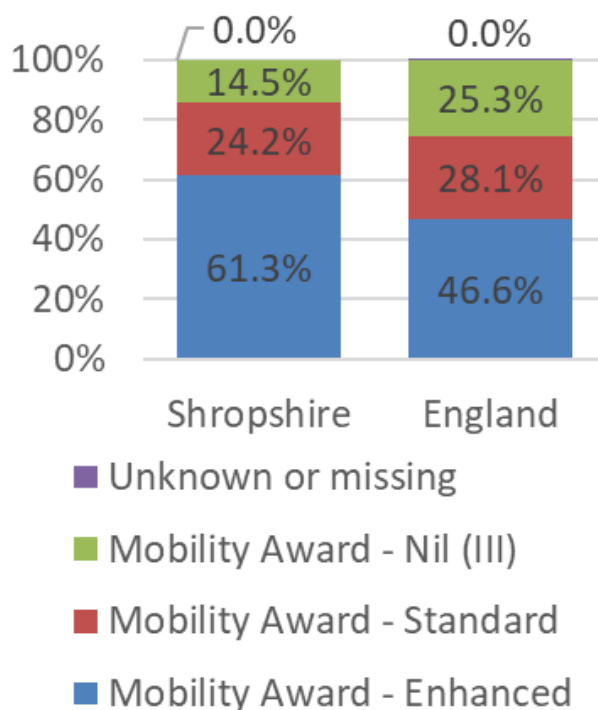
**Table 75: Shropshire Pupils with Sensory Impairments, Physical Disabilities and Non Specified Recorded as SEN Statement or EHCP 2015-2020**

SEN Need Description	Jan-15	Jan-16	Jan-17	Jan-18	Jan-19	Jan-20	Annual Average	% Change 2015-2020
Visual Impairment	34	43	46	61	59	65	51	91%
Multi-Sensory Impairment	7	7	7	7	17	19	11	171%
Hearing Impairment	61	69	76	88	88	107	82	75%
Speech, Language and Communications Needs	797	860	863	928	1,018	1,003	912	26%
Other Difficulty/Disability	113	158	161	171	196	235	172	108%
Physical Disability	114	122	121	120	115	130	120	14%
SEN support but no specialist assessment of type of need	81	73	94	96	117	122	97	51%

## Financial Assistance from Central Government Entitlement

- 6.144. The Department for Work and Pensions (DWP)<sup>140</sup> provide financial assistance to people whose lives are impacted by long-term ill health or a disability. For people aged 16 to state pension age who need help with daily living activities or getting around, this comes in the form of a Personal Independence Payment (PIP) of between £23.60 to £151.40 a week. This is not a means tested benefit so provides a valuable insight into the size of population in Shropshire living with a long-term health condition or disability. Once on a PIP individuals continue to receive it past state pension age.
- 6.145. DWP are over a period of years inviting people in receipt of Disability Living Allowance (DLA) to be reassessed and if eligible transferring them to a PIP. Households with a child / children with a health condition or disability continue to be eligible for DLA. People aged over 65 years are instead invited to claim Attendance Allowance (AA). At April 2020, there were 10,968 people entitled to a PIP and at November 2019 there were 5,894 people in receipt of DLA and 9,801 in receipt of AA in Shropshire.
- 6.146. Figure 46 breaks down those entitled to a PIP by mobility award. This illustrates that there is a significantly higher proportion of people entitled to a PIP in Shropshire living with more severe mobility issues than there are nationally. In Shropshire this encompasses 2,651 people entitled to a standard mobility award and 6,727 people entitled to an enhanced mobility award. This population group may have had to adapt their existing home or move home to accommodate their mobility problems or they may be continuing to put themselves at risk of falls and other injuries because their housing needs are not being met.

**Figure 46: Personal Independence Payment by Mobility in Shropshire**

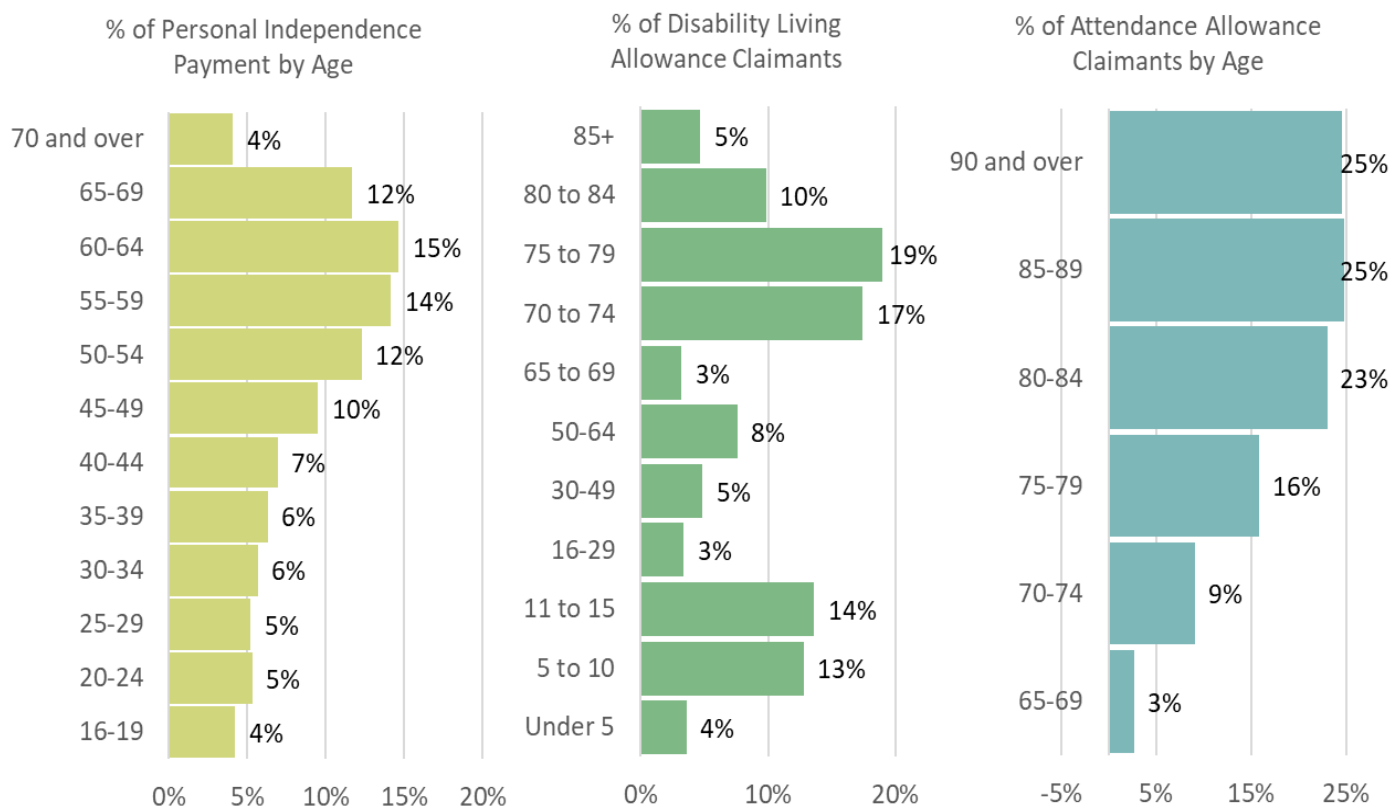


- 6.147. Figure 47 shows the percentage of people entitled to PIP or in receipt of DLA or Attendance Allowance by age group. For people entitled to a PIP in Shropshire the dominant population groups were 50-69 years, with 15% aged 60 to 64 years.

<sup>140</sup> Department for Work and Pensions (DWP) StatExplor - <https://stat-xplore.dwp.gov.uk/webapi/jsf/login.xhtml>

6.148. With DLA claimants, Figure 47 reflects the transitioning of working age adults onto a PIP. The claimants aged below 16 years and above 70 years reflect the most significant proportions of claimants. The largest proportion of older people claiming attendance allowance is in the elderly age groups above 80 years of age.

**Figure 47: DWP Benefits by Age Group in Shropshire**

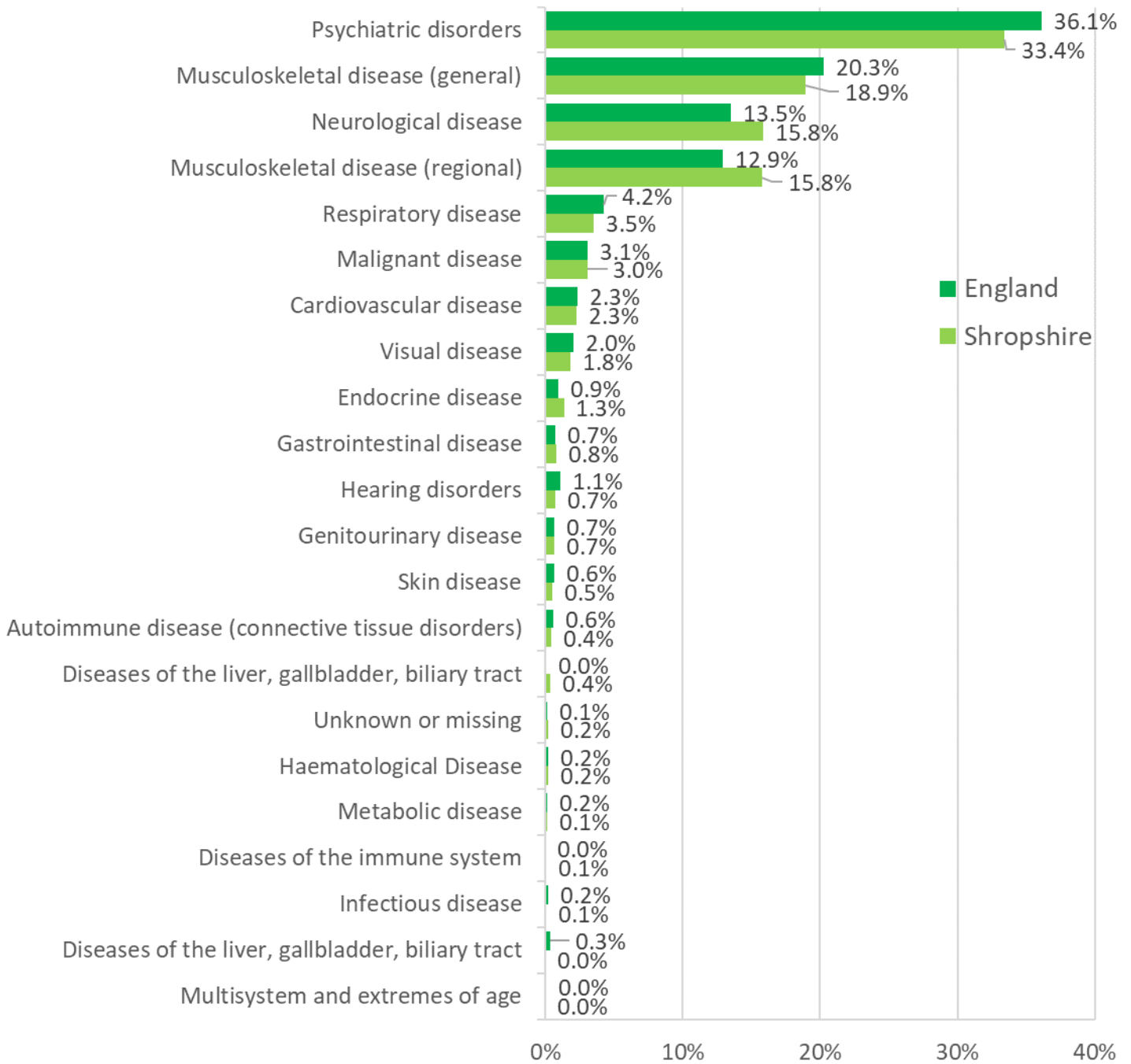


6.149. Figure 48 shows the percentage of people entitled to a PIP by their main long-term health problem or disability. The largest proportion (2,920 people) of PIP entitled people in Shropshire are grouped under the disability heading ‘psychiatric disorders’. This encompasses 921 people with learning disabilities, 648 people with mixed anxiety and depressive disorders and 629 people with autistic spectrum disorder who need help with day to day activities and getting about. Psychiatric disorders represent a small proportion (33.4%) in Shropshire compared to 36.1% nationally.

6.150. The next three dominant disability groupings are musculoskeletal disease (general) (2,074 people), musculoskeletal disease (regional) (1,729 people) and neurological disease (1,636 people) in Shropshire at April 2020. Many of the conditions shown in Figure 48 will require people to rely on wheelchairs or other mobility devices (i.e. stair lifts, walking aids) to carry out their daily activities and travel.

6.151. Figure 71 (Page 82) in Part 1 of the SHMA available on the Shropshire Council website illustrates the median build period across LSOAs giving an indication of the elderly nature of some of Shropshire’s housing stock particularly in the south of Shropshire. Making these homes wheelchair accessible could be extremely expensive or even impossible, for Shropshire’s population with existing or emerging long-term health conditions or disabilities. This makes it sensible to plan for new homes that will meet the needs of the growing population of people with long-term health conditions or disabilities in Shropshire.

**Figure 48: Personal Independence Payment by Disability – People Aged 16 to State Pension Age in Shropshire**



### Households Containing People with Long-term Mental Health Conditions

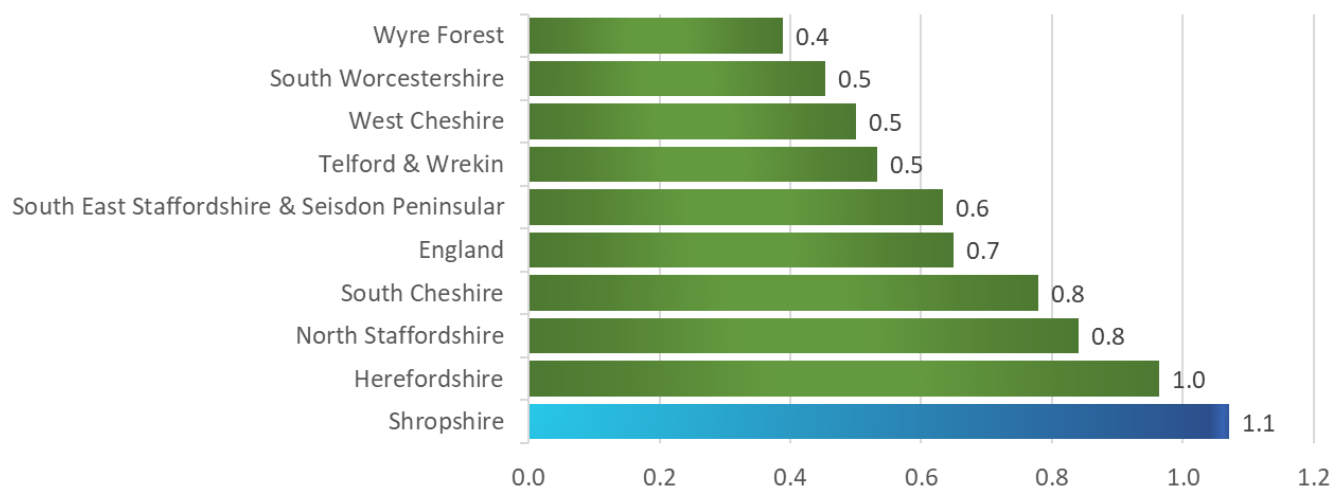
6.152. Table 76 and Figure 49 and 50 show the percentage of people reporting Alzheimer's disease or dementia and the percentage of people reporting a long term mental health problem in Shropshire and surrounding Clinical Commissioning Groups<sup>141</sup>.

**Table 76: People Aged 16 years and Over Reporting Alzheimer's / Dementia and a Long-term Mental Health Problem**

Clinical Commissioning Group	Number	% Reporting Alzheimer's Disease or Dementia (2019)	Number	% Reporting a Long-term Mental Health Problem (2019)
England	4,426	0.7	67,322	9.9
Shropshire	39	1.1	326	9.1
West Cheshire	14	0.5	338	10.8
South Cheshire	20	0.8	227	10.2
North Staffordshire	22	0.8	281	10.6
Telford & Wrekin	12	0.5	211	9.7
Wyre Forest	6	0.4	120	8.4
South East Staffordshire & Seisdon Peninsular	17	0.6	272	10.4
South Worcestershire	17	0.5	408	10.8
Herefordshire	21	1.0	189	8.7

*Data Source: Public Health England, National General Practice Profiles, © Copyright 2020*

**Figure 49: Percentage of Population Reporting Alzheimer's Disease or Dementia (2019)**



6.153. Data from Public Health England (GP Patient Survey) shows that Shropshire has the highest percentage of people reporting Alzheimer's Disease or Dementia out of all the comparable CCG areas. Nationally the percentage reporting was significantly lower at 0.7% compared to 1.1% in Shropshire.

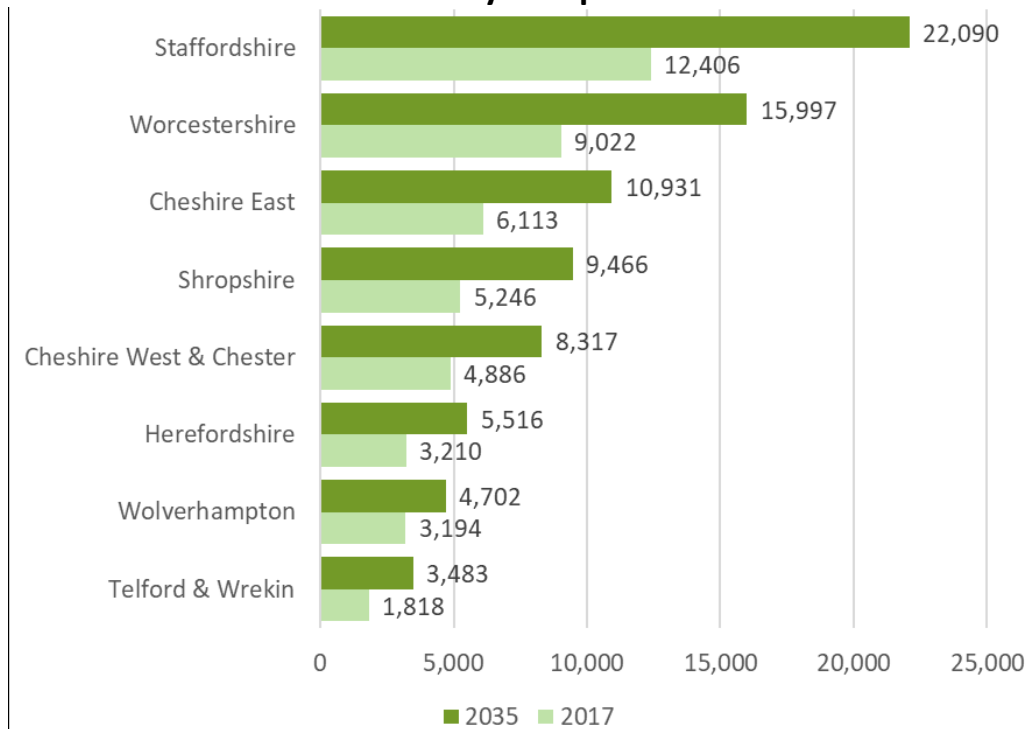
6.154. The POPPI (Projecting Older People Information) uses data from Dementia UK<sup>142</sup> to project the number of people aged 65 and over who are predicted to have dementia.

<sup>141</sup> Public Health England, National General Practice Profiles 2019, GP Patient Survey - <https://fingertips.phe.org.uk/profile/general-practice>



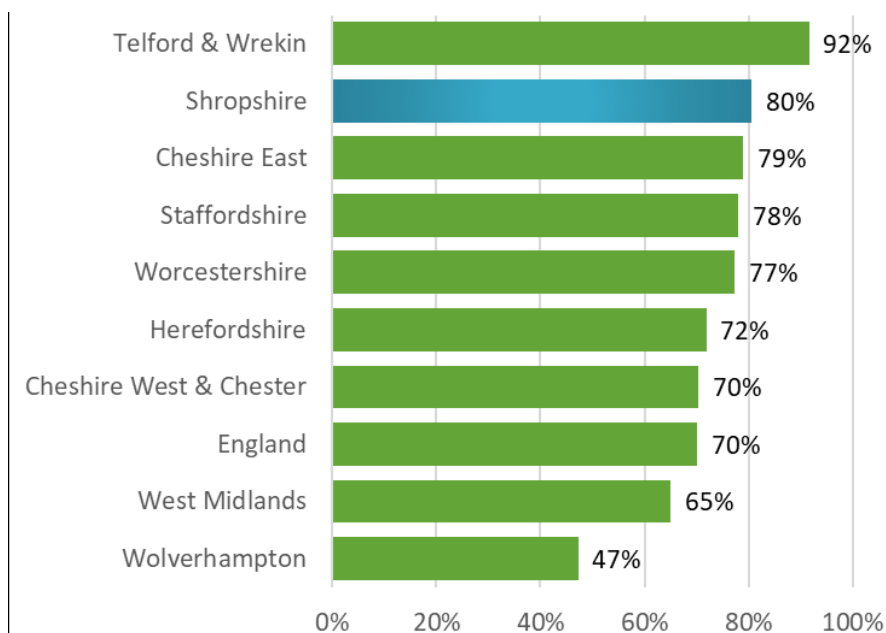
6.155. Figure 50 shows that in line with an increasingly older population for Shropshire and neighbouring Local Authorities there will also be an increase in the number of people aged 65 years and over who have dementia.

**Figure 50: Projected Growth in the number of People with Dementia – Local Authority Comparison**



6.156. The percentage change between 2017 and 2035 for Shropshire is 80% and this is the second highest increase shown in Figure 51 and is higher than the percentage change for the West Midlands (65%) and England (70%).

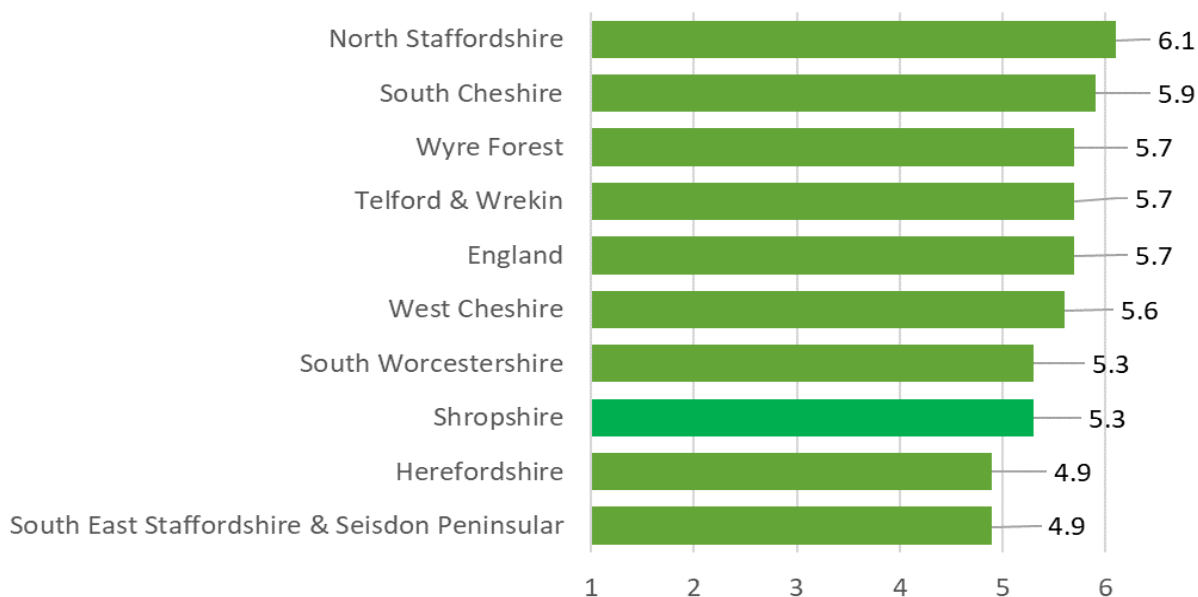
**Figure 51: Percentage Change in Number of People aged 65+ Predicted to have Dementia 2017-2035**



<sup>142</sup> Dementia UK Prevalence Rates, Personal Social Services Research Unit (PSSRU) and King's College London for the Alzheimer's Society 2007

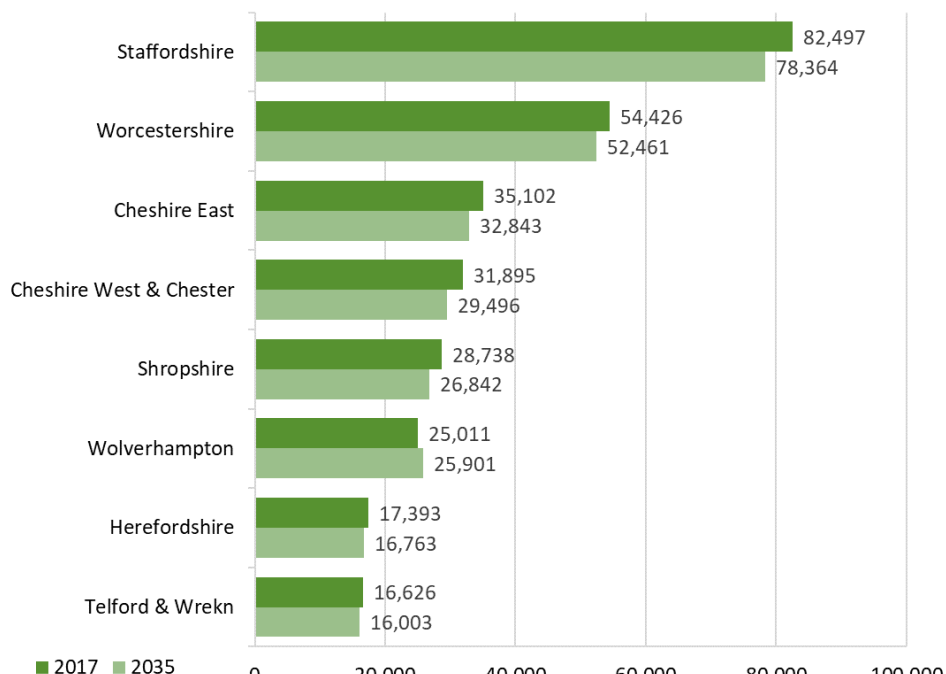
6.157. In respect of people reporting a long-term mental health problem at 5.3% Shropshire is less than the England figure of 5.7% and is 2<sup>nd</sup> lowest when compared with surrounding CCGs.

**Figure 52: Percentage of People Reporting a Long-term Mental Health Problem**



6.158. The PANSI (Projecting Adult Needs and Service Information) data provides estimates of the numbers of people aged 18-64 predicted to have a common mental health problem<sup>143</sup>

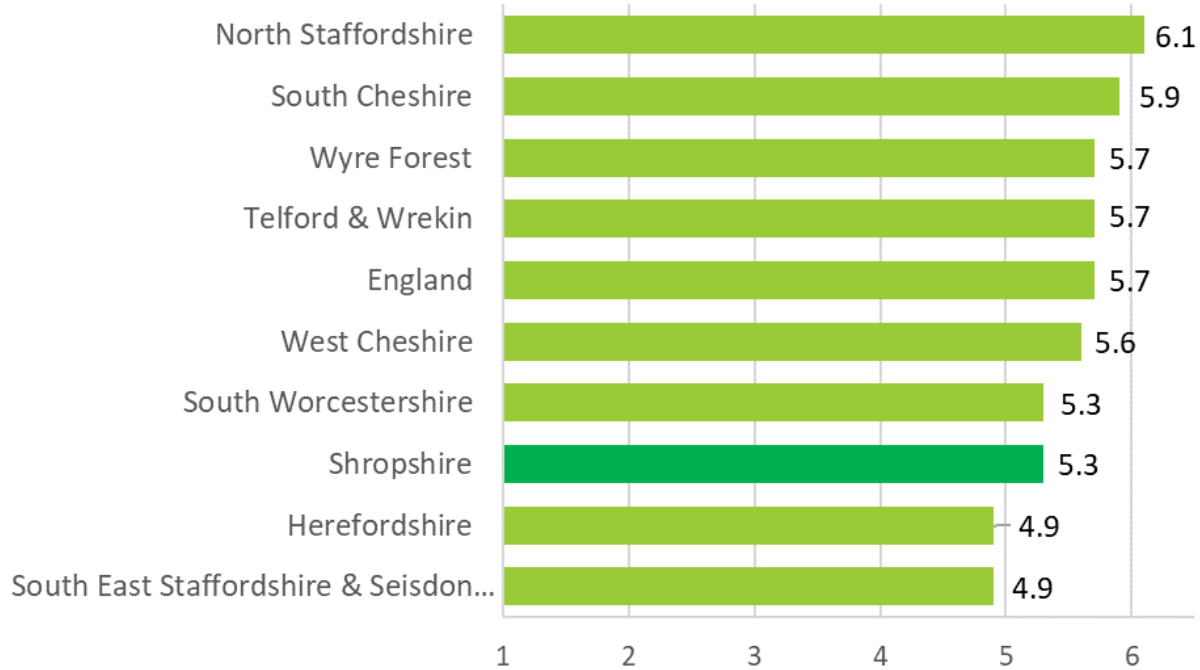
**Figure 53: People aged 18-64 Years Predicted to have a Common Mental Health Problem**



<sup>143</sup> www.pansi.org.uk version 10.1 - Common mental disorders (CMDs) are mental conditions that cause marked emotional distress and interfere with daily function, but do not usually affect insight or cognition. They comprise different types of depression and anxiety, and include obsessive compulsive disorder. The report found that 19.7% of women and 12.5% of men surveyed met the diagnostic criteria for at least one CMD. The prevalence rates have been applied to ONS population projections

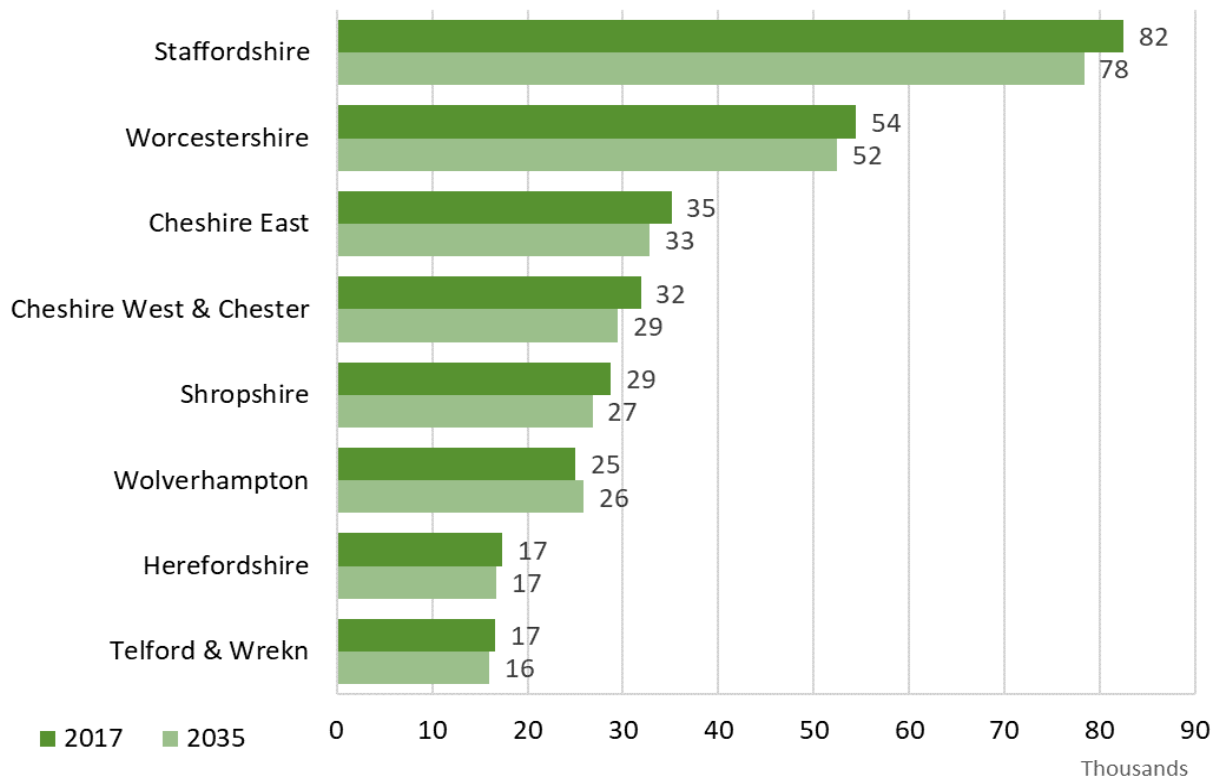
6.159. In respect of people reporting a long-term mental health problem at 5.3% Shropshire is less than the England figure of 5.7% and is 2<sup>nd</sup> lowest when compared with surrounding CCGs. The PANSI (Projecting Adult Needs and Service Information) data provides estimates of the numbers of people aged 18-64 predicted to have a common mental health problem.

**Figure 54: Percentage of Population Reporting a Mental Health Problem (2016/17)**



6.160. Figure 55 shows prevalence rates applied to the ONS population projections and shows a slight decline in the numbers predicted to have a common mental health problem.

**Figure 55: People aged 18-64 predicted to have a common mental health problem**



## People with Learning Disabilities

- 6.161. Mencap define someone with a learning disability as having *“a reduced intellectual ability and difficulty with everyday activities – for example household tasks, socialising or managing money – which affects someone for their whole life. People with a learning disability tend to take longer to learn and may need support to develop new skills, understand complicated information and interact with other people.”*<sup>144</sup>
- 6.162. The Papworth Trust estimate that *“around 1.5 million people in the UK have a learning disability which makes understanding new and complex information, learning new skills and coping independently difficult.”*<sup>145</sup> The Charity also estimates that people with learning disabilities are 2.5 times more likely to have health problems compared to people who have not<sup>146</sup>. With 25-40% of people with learning disabilities also experiencing mental health problems.<sup>147</sup>
- 6.163. Through the provision of general / supported housing, many people with learning disabilities can live independently or with some support during their lifetimes. This means it is important to plan for the right quantity and mix of suitable housing options that can meet their future housing needs.
- 6.164. The percentage of patients with learning disabilities (recorded on the GP registers) is available as an NHS Quality and Outcomes Framework (QoF) Indicator for the financial year 2018/19.<sup>148</sup> This indicates 0.5% of patients in Shropshire have a learning disability, which is exactly comparable with neighbouring local authorities, regionally and nationally.
- 6.165. Public Health England indicate 775 adults with learning disabilities in Shropshire were getting long-term support from local authorities at 2018/19. This means a prevalence of 2.98 persons with a learning disability per 1,000 population in Shropshire, compared to 3.15 in the West Midlands regions and 3.42 nationally. In Shropshire the prevalence rate has remained stable, but regionally and nationally it is rising.
- 6.166. Table 77 includes some key indicators for the health and wellbeing of people with learning disabilities in Shropshire.
- 6.167. The table shows a significantly higher proportion of supported working age adults are living in settled accommodation in Shropshire (84%), when compared with the national (77%) and regional situation (72%). Unfortunately, 15% of supported working age adults in Shropshire remain in unsettled accommodation, but the proportion is significantly lower when compared nationally and regionally.

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<sup>144</sup> Mencap (the voice of learning disability) - <https://www.mencap.org.uk/learning-disability-explained/what-learning-disability>

<sup>145</sup> Facts and Figures in the UK 2018 Disability in the UK, the Papworth Trust - <https://www.papworthtrust.org.uk/about-us/publications/papworth-trust-disability-facts-and-figures-2018.pdf>

<sup>146</sup> Foundation for people with learning disabilities, 2016, Learning disability statistics: health, <https://www.mentalhealth.org.uk/learning-disabilities/help-information/learningdisability-statistics-/187705>

<sup>147</sup> Foundation for people with learning disabilities, 2016, Learning disability statistics: mental health Problems - <https://www.mentalhealth.org.uk/learning-disabilities/helpinformation/learning-disability-statistics-/187699>

<sup>148</sup> Learning Disability QoF Prevalence – Learning Disability Profiles, Public Health England <https://fingertips.phe.org.uk/>

6.168. The more positive level of employment and lower level of financial support in Shropshire, compared to England and the West Midlands, illustrated in Table 77, suggests supported adults with a learning disability are living more independently in the County.

**Table 77: Key Indicators – Learning Disabilities**<sup>149 & 150</sup>

	Shropshire		West Midlands	England
*Proportion of supported working age adults with learning disability living in settled accommodation (18-64 years, %)	575	83.9%	72.4%	77.3%
Proportion of supported working age adults with learning disability living in unsettled accommodation (18-64 years, %)	105	15.3%	22.3%	17.9%
Proportion of supported working age adults whose accommodation status is not known to LA (18-64 years, %)	5	0.7%	5.3%	4.6%
Proportion of supported adults with learning disability receiving direct payments (18+ Years, %)	145	18.7%	31.6%	30.3%
Proportion of supported working age adults with learning disability in paid employment (18-64 years, %)	55	8.0%	4.3%	5.9%

*Please note: \*Types of accommodation can be broadly divided into 'settled' accommodation, where the person can reasonably expect to stay as long as they want, and 'unsettled' accommodation, which is either unsatisfactory or, where, like in residential care homes, residents do not have the security of tenure.*

6.169. Table 78 shows that in Shropshire the number of adults with a learning disability is projected to grow by 6.4% during 2019-2035, compared to significantly higher proportions nationally and regionally.

**Table 78: Projected Population of Adults Aged 18 years and over with a Learning Disability**<sup>151</sup>

	2019	2020	2025	2030	2035	2019-35	
<b>Shropshire</b>	5,999	6,016	6,136	6,269	6,381	382	6.4%
<b>West Midlands</b>	108,689	109,159	111,697	114,974	118,039	9,350	8.6%
<b>England</b>	1,043,195	1,048,194	1,074,349	1,108,258	1,138,857	95,662	9.2%

*Please note: These predictions are based on prevalence rates in a report by Eric Emerson and Chris Hatton of the Institute for Health Research, Lancaster University, entitled Estimating Future Need/Demand for Supports for Adults with Learning Disabilities in England, June 2004. Prediction rates have been applied to ONS population projections in the years 2011 and 2021 and linear trends projected to give estimated numbers predicted to have a mild, moderate or severe learning disability, to 2035.*

6.170. Figure 56 breaks down the projections by age group for Shropshire, illustrating estimated growth in all age groups 65 years and over. Of note is a doubling in the percentage of elderly people age 85 years and over with a learning disability.

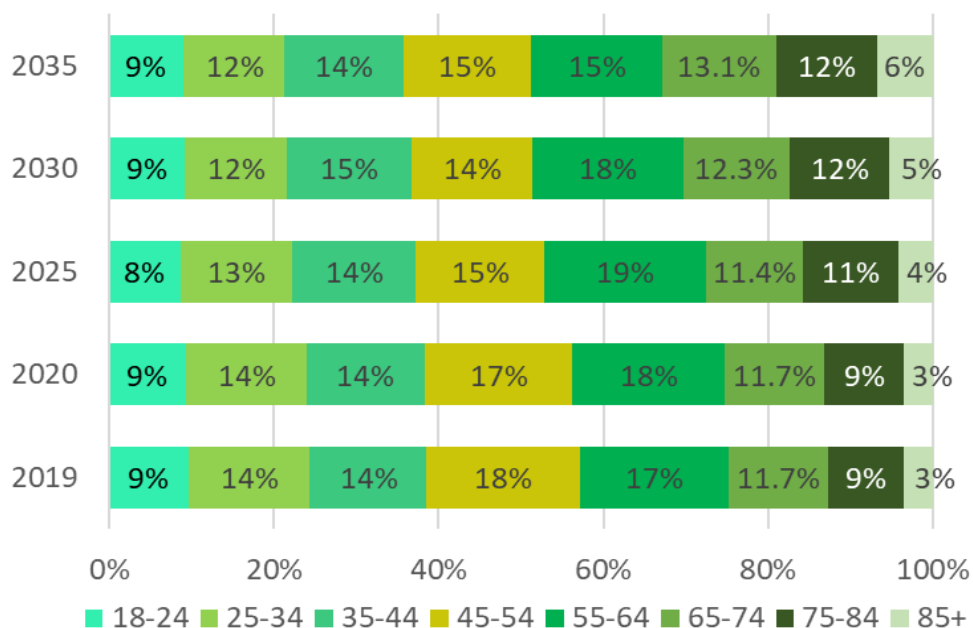
6.171. As is reflective of the wider population in Shropshire, the percentage of people with a learning disability in the younger age groups of 25-34 years, 45-54 years and 55-64 years is predicted to fall.

<sup>149</sup> Learning Disability Profiles, Public Health England - <https://fingertips.phe.org.uk/>

<sup>150</sup>NHS Digital, Adult Social Care Activity and Finance Report, Short and Long- Term Care Statistics (March 2020) - <https://digital.nhs.uk/data-and-information/publications/statistical/adult-social-care-activity-and-finance-report/2018-19>

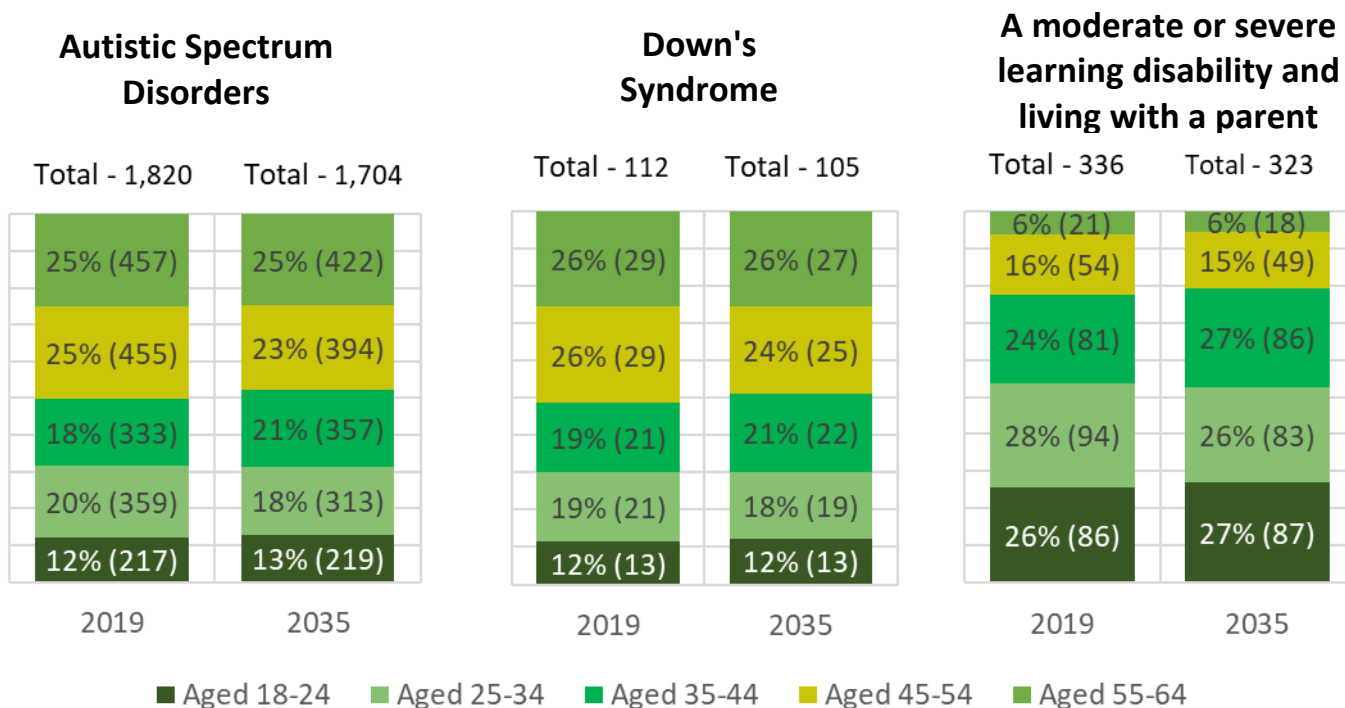
<sup>151</sup> Projecting Adult Needs and Service Information (PANSI) and Projecting Older People Population Information (POPPI), Institute of Public Care / Oxford Brookes University - <https://www.pansi.org.uk/> and <https://poppi.org.uk/>

**Figure 56: People aged 18-85+ predicted to have a Learning Disability**



6.172. Figure 57 shows the predicted percentage and number of working age people by the type and severity of their learning disability by age group. The numbers are reflective of general population decline in the working age population in Shropshire. Autistic Spectrum Disorders are one of the most prevalent forms of learning disability in Shropshire, but numbers are predicted to fall by 6.4% to 1,704 by 2035. Similarly, people with Down's Syndrome are predicted to fall from 112 to 105 people by 2035 in Shropshire. People with a learning disability who remain living with their parents are predicted to decline to 323.

**Figure 57: Estimated Number and Percentage of People aged 18-64 Years Predicted to have a Learning Disability by Age Group, Projected to 2035**



## Homelessness

- 6.173. According to the Mental Health Foundation evidence shows that there is a considerable link between homelessness and mental health problems, however this link is often overlooked.
- 6.174. In 2014, 80% of homeless people in England reported that they had mental health issues, with 45% having been diagnosed with a mental health condition.<sup>152</sup>
- 6.175. Studies have reported a higher prevalence of mental health problems in the homeless population in comparison to the general population, including major depression, schizophrenia and bipolar disorder. Statistics suggest the prevalence of mental health conditions in this population to be at least 25–30% of the street homeless and those in direct access hostels.<sup>153</sup>
- 6.176. The most prevalent health problems among homeless individuals are substance misuse (62.5%), mental health problems (53.7%) or a combination of the two (42.6%). In England, given that these problems are causally linked with homelessness, they add significantly more costs to homelessness due to the need for health and social care support. Unfortunately, the exact figure of estimated costs is unavailable at present.<sup>154</sup>
- 6.177. Like many marginalised groups, the relationship between homelessness and mental health can be two way. Many homeless people cite mental health problems as a reason for being homeless - 26% of homeless people in the UK (this is double the percentage in the rest of the EU).
- 6.178. Shropshire's housing register shows that 92 persons of "no fixed abode" are currently on the housing waiting list and have a mental health condition.

## Social Housing Need

- 6.179. As highlighted earlier in Table 69, the 2011 Census showed social rented accommodation housed the largest percentage of people with a LTHPD in Shropshire and that people with an LTHPD were more likely to live in social rented accommodation than in the private sector rented accommodation. To better understand the importance of this tenure in meeting the housing needs of people living with a LTHPD it is possible to explore further Shropshire's HomePoint Housing Register and the annual lettings data managed under the Choice Based Lettings Scheme. This provides a better understanding of the current level of social housing need for households containing someone with a LTHPD in Shropshire.
- 6.180. Table 79 shows 2,609 households (47% of all households registered) at April 1<sup>st</sup> 2020 contain at least one person with a medical condition or who consider themselves as being disabled who are seeking social rented accommodation. To the right of the table these households are broken down by their current place of residence and expressed as a percentage of all households registered (5,599). This indicates there are 2,035 households

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<sup>152</sup> Homeless Link. (2014). *The unhealthy state of homelessness: Health audit results 2014*. Retrieved from [homeless.org.uk/sites/default/files/site-attachments/The%20unhealthy%20state%20of%20homelessness%20FINAL.pdf](https://homeless.org.uk/sites/default/files/site-attachments/The%20unhealthy%20state%20of%20homelessness%20FINAL.pdf) [Accessed 04/08/16].

<sup>153</sup> Folsom, D.P., Hawthorne, W., Lindamer, L., Gilmer, T., Bailey, A., Golshan, S. ... & Jeste, D.V. (2005). Prevalence and risk factors for homelessness and utilization of mental health services among 10,340 patients with serious mental illness in a large public mental health system. *American Journal of Psychology*, 162(2), 370–376.

<sup>154</sup> Department for Communities and Local Government. (2012). Evidence review of the costs of homelessness. Retrieved from [gov.uk/government/uploads/system/uploads/attachment\\_data/file/7596/2200485.pdf](https://gov.uk/government/uploads/system/uploads/attachment_data/file/7596/2200485.pdf) [Accessed 02/06/16].



currently resident in Shropshire containing at least one person with an LTHPD. Of these 39% are already in social rented accommodation.

6.181. Households given a bronze banding are excluded from columns 2-4 as they have a lower level of need. This shows households containing at least one person with a LTHPD make-up a higher proportion of households (55.3%) in the greater priority bandings (silver, gold and priority.) Overall Table 79 shows there are 1,397 households currently resident in Shropshire containing at least one person with a LTHPD who are in current need of suitable social rented accommodation.

**Table 79: Number of Households Registered with an LTHPD – April 1<sup>st</sup> 2020**

Households registered who include at least one person with a medical condition or who consider themselves disabled	Bandings excluding Bronze (3,102)			All Bandings (Total 5,599 Registered)		
	Households Resident in Shropshire	Households Resident Outside Shropshire	All Households	Households Resident in Shropshire	Households Resident Outside Shropshire	All Households
	1,397	319	1,716	2,035	574	2,609
45.0%	10.3%	55.3%	36.3%	10.3%	46.6%	

6.182. Table 80 looks at the recent trend in households registered containing at least one person with an LTHPD at 1<sup>st</sup> April each year, based on all households registered. The last three columns reflect three questions asked of applicants regarding whether their household includes someone with a medical condition, whether they have someone in their home who considers themselves disabled and whether they are in receipt of ill health or disability benefits.

**Table 80: Five Year Trend – Households Containing at Least One Person with a Medical Condition or Who Considers themselves Disabled**

	Total Registered Households		Households that contain at least one person with a medical condition or who consider themselves disabled	% already living in social rented housing in Shropshire	Households containing at least one person with a medical condition	Households that state there is someone in their household who considers themselves disabled	Households receiving benefits for ill health or disability				
	All	Excluding Bronze Bandings									
<b>2016</b>	6,436	3,189	<b>2,535</b>	<b>39%</b>	35% (898)	2,285	36%	1,451	23%	1,493	23%
<b>2017</b>	5,370	2,806	<b>2,404</b>	<b>45%</b>	37% (900)	2,201	41%	1,360	25%	1,476	27%
<b>2018</b>	5,324	2,792	<b>2,433</b>	<b>46%</b>	37% (897)	2,267	43%	1,322	25%	1,401	26%
<b>2019</b>	5,372	2,901	<b>2,457</b>	<b>46%</b>	37% (916)	2,261	42%	1,369	25%	1,399	26%
<b>2020</b>	5,599	3,102	<b>2,609</b>	<b>47%</b>	38% (982)	2,402	43%	1,487	27%	1,459	26%
<b>Average</b>	5,620	2,958	<b>2,488</b>			2,283		1,398		1,446	
<b>Change 2016-20</b>	-13.0%	-2.7%	<b>2.9%</b>			5.1%		2.5%		-2.3%	

6.183. Table 80 shows on average there are 2,488 households registered who contain at least one person with a medical condition or who consider themselves disabled and on average 1,446 households in receipt of ill health or disability benefits. The housing register indicates on average there are 1,398 households who state that there is someone in their household who considers themselves disabled.

- 6.184. The number of households containing someone with an LTHPD has risen since 2016 by 2.9%. Changes to the benefits system may have influenced a small drop in households in receipt of disability related benefits.
- 6.185. The Housing Register identified 242 households (at 1<sup>st</sup> April 2020) containing someone with an LTHPD, who stated their housing needs could only be met through accessing supported housing. This represents 9.3% of households on the register containing someone with a LTHPD. Of these households 89% of the applicants were aged over 55.

**Table 81: Five Year Trend – Households Containing Someone with a Medical Condition or Disability**

	2016	2017	2018	2019	2020	Average	% Change
<b>Requires Supported Housing</b>	213	196	204	182	242	207	13.6%
	8.4%	8.2%	8.4%	7.4%	9.3%		
<b>Interested in Sheltered Housing</b>	498	460	477	464	495	479	-0.6%
	19.6%	19.1%	19.6%	18.9%	19.0%		
<b>Interested in Extra Care Housing (Very Sheltered)</b>	80	72	81	79	74	77	-7.5%
	3.2%	3.0%	3.3%	3.2%	2.8%		
<b>Interested in Specialist Accommodation to Meet Housing Needs</b>	299	308	281	299	293	296	-2.0%
	11.8%	12.8%	11.5%	12.2%	11.2%		

6.186. Of those households containing someone with an LTHPD, around 19% expressed an interest in accessing sheltered housing, around 3% were interested in more sheltered extra care housing and around 11% in other forms of specialist accommodation. The estimated future need for older people’s specialist accommodation is addressed in Table 63 of this SHMA.

6.187. Table 82 suggests that 10% of households containing someone with an LTHPD would be interested in affordable home ownership and 30% would be interested in renting in the private sector. If suitable housing were available 19% were open to a mutual exchange for their current social accommodation. Of households containing someone with an LTHPD, 8% were interested in having adaptations undertaken to their current home.

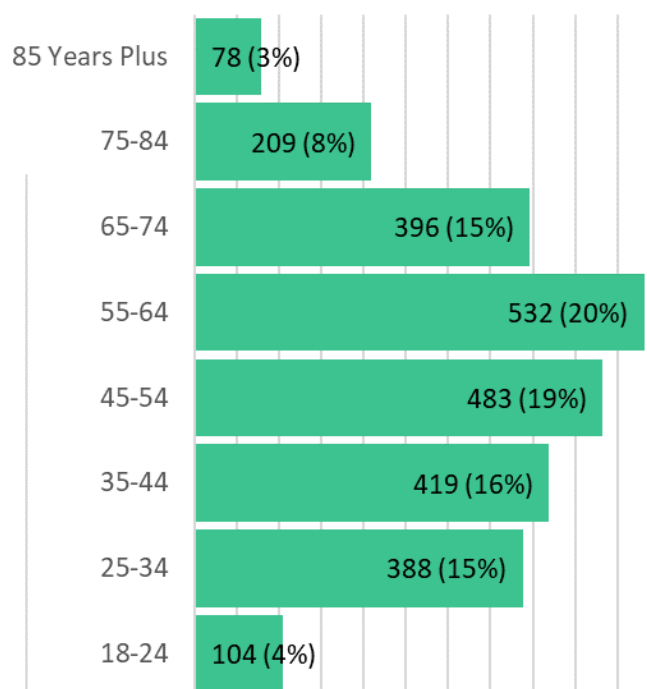
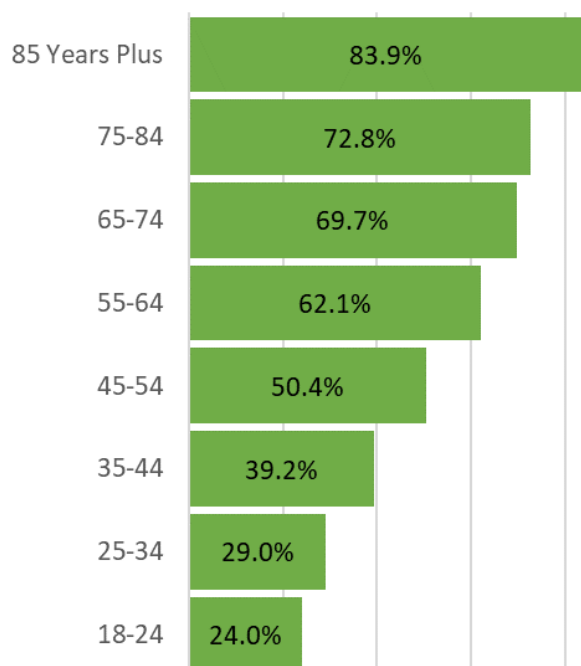
**Table 82: Number of Households who Expressed an Interest in Other Tenures or in Having Adaptations to their Current Home**

Interest in other tenures or adaptations to current home:	Silver, Gold and Priority						All Bands					
	Shropshire Resident		Resident Out of County		All		Shropshire Resident		Resident Out of County		All	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
A sanctuary / safe room for home	16	1%	6	2%	22	1%	24	1%	12	2%	36	1%
Self-build	25	2%	11	3%	36	2%	48	2%	30	5%	78	3%
Mutual Exchange	247	18%	32	10%	279	16%	407	20%	95	17%	502	19%
Property adaptations to current	119	9%	42	13%	161	9%	161	8%	59	10%	220	8%
Renting in the private sector	365	26%	114	36%	479	28%	577	28%	209	36%	786	30%
Room / house share	38	3%	11	3%	49	3%	45	2%	14	2%	59	2%
Shared Ownership / Home Ownership	103	7%	19	6%	122	7%	203	10%	55	10%	258	10%
<b>With LTHPD</b>	<b>1397</b>		<b>319</b>		<b>1716</b>		<b>2035</b>		<b>574</b>		<b>2609</b>	
<b>All Households</b>	<b>2602</b>		<b>500</b>		<b>3102</b>		<b>4506</b>		<b>1093</b>		<b>5599</b>	

6.188. Figure 58 gives an indication of the age structure, based on the age of the eldest applicant, of households containing someone with a LTHPD. It shows that out of all householders with the eldest applicant aged 85 years and over, 84% contained someone with an LTHPD and out of all householders with the eldest applicant aged 65 years and over, 72% contained someone with an LTHPD.

6.189. Figure 59 shows the age structure of households on the register containing someone with an LTHPD with approaching half of the households having the eldest member aged 55 years and over. Of note is that nearly a fifth of householders were aged below 35 years. It is important that these households can access affordable accommodation that can meet their housing needs now and during their lifetimes. This is applicable to all tenures as many householders containing someone with a LTHPD express an interest in affordable home ownership.

**Figure 58: Households Containing Someone with an LTHPD by Age Group (Expressed as a Percentage of Households on the Register by Age Group) (below)**



**Figure 59: Age Structure of Households Containing Someone with an LTHPD (above)**

### Adaptations to Meet Households Medical Needs

6.190. Table 83 provides insight into the detailed housing needs of registered households in terms of adaptations that would be required. New homes built to these internal standards would entail properties meeting building regulation standards M4(2) “accessible and adaptable dwellings” and M4(3) “wheelchair users dwelling”, explained further in the section ‘Changes to Building Regulations’.

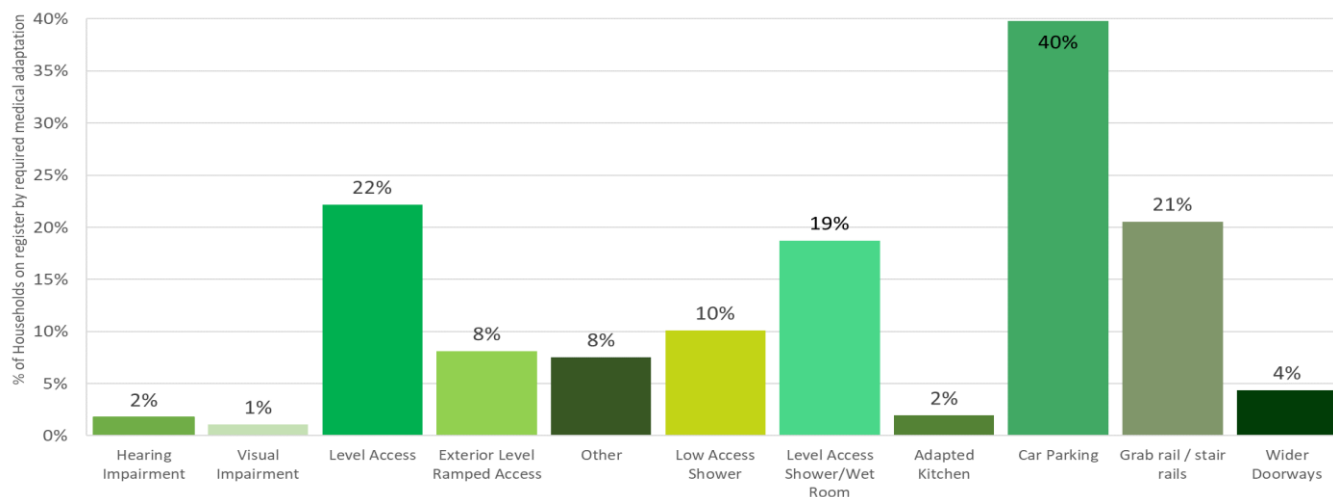
6.191. Level access to a property is the adaptation most needed, with 1,241 (22%) of households on the register containing someone with a medical need. For new build properties this would be required as a minimum standard under building regulations. It gives some impression of the challenges in adapting Shropshire’s current housing stock to meet the medical needs of Shropshire’s resident population as they age.

6.192. Adaptations including a need for wider doorways (4%), adapted kitchen (2%) and low access shower (10%) suggest they may be needed by someone who uses a wheelchair or other mobility device within their home. As would be expected the proportion of need in households in higher priority bandings is significantly higher with a third of Shropshire resident households in medical need of level access to their home.

**Table 83: Householders who Identified a Medical Need for Specific Adaptations in Order to Meet their Housing Needs (expressed as a percentage of those on the housing register)**

	Bandings excluding Bronze						All Bandings					
	Applicants Resident in Shropshire		Applicants Resident Outside Shropshire		All Applicants		Applicants Resident in Shropshire		Applicants Resident Outside Shropshire		All Applicants	
Medical Need	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Hearing Impairment	26	1%	2	0%	28	1%	83	2%	15	1%	98	2%
Visual Impairment	19	1%	2	0%	21	1%	45	1%	14	1%	59	1%
Level Access	767	29%	183	37%	950	31%	971	22%	270	25%	1,241	22%
Other	244	9%	61	12%	305	10%	323	7%	98	9%	421	8%
Low Access Shower	343	13%	84	17%	427	14%	445	10%	120	11%	565	10%
Level Access Shower/Wet Room	662	25%	161	32%	823	27%	814	18%	234	21%	1,048	19%
Adapted Kitchen	66	3%	16	3%	82	3%	86	2%	22	2%	108	2%
Grab rail / stair rails	323	12%	41	8%	364	12%	906	20%	244	22%	1,150	21%
Wider Doorways	145	6%	39	8%	184	6%	181	4%	63	6%	244	4%
Exterior Level Ramped Access	153	6%	21	4%	174	6%	357	8%	97	9%	454	8%
Car Parking	408	16%	55	11%	463	15%	1776	39%	451	41%	2,227	40%
Had Assessment by Occupational Therapist	265	10%	78	16%	343	11%	347	8%	116	11%	463	8%
Medical Condition	1,298	50%	288	58%	1,586	51%	1,880	42%	522	48%	2,402	43%
Total Registered Households	2,602		500		3,102		4,506		1,093		5,599	

**Figure 60: Percentage of Total Registered Households by Type of Adaptation Required to Meet their Medical Needs**



## Wheelchair Users

6.193. Table 84 shows an annual snapshot of households containing at least one wheelchair user registered on Shropshire’s Housing Waiting. It shows that on average there are 251 households containing someone who uses a wheelchair on the housing register but on average only 190 are currently resident in Shropshire. The number of households containing at least one person who uses a wheelchair have risen slightly (4.7) over the last five years in Shropshire.

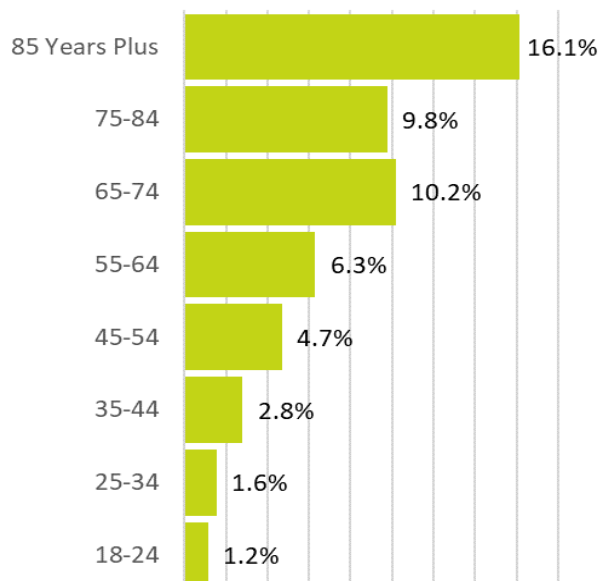
6.194. In reality applicants (households) in bronze banding are unlikely to enter social housing as they are generally already in secure accommodation and there are other households in bands silver, gold and priority who are in higher need of suitable housing. For this reason, Table 84 also illustrates the number of households with a wheelchair user on the housing register in bands silver, gold and priority. This shows that the number of households containing at least one wheelchair user who are currently resident in Shropshire has risen by 25.7% over the last five years.

**Table 84: Trend – Households Including at Least One Wheelchair User Accepted onto Shropshire’s Social Housing Register<sup>155</sup>**

Households with Wheelchair Users	Bandings excluding Bronze				All Bandings			
	Applicants Resident in Shropshire	Applicants Resident Outside Shropshire	All Applicants		Applicants Resident in Shropshire	Applicants Resident Outside Shropshire	All Applicants	
<b>2016</b>	136	37	173	5.4%	190	61	251	3.9%
<b>2017</b>	153	42	195	6.9%	194	66	260	4.8%
<b>2018</b>	151	52	203	7.3%	185	68	253	4.8%
<b>2019</b>	162	34	196	6.8%	183	50	233	4.3%
<b>2020</b>	171	34	205	6.6%	199	57	256	4.6%
<b>Average</b>	155	40	194		190	60	251	
<b>% Change 2016-20</b>	25.7%	-8.1%	18.5%		4.7%	-6.6%	2.0%	

6.195. Households containing wheelchair users have accounted for around 5% of all households on the housing register every year since 2017. Of households in higher priority bandings this rises to 7% of all households.

**Figure 61: Households Registered that Contain Wheelchair Users by Age Group (Expressed as a Percentage of Households on the Register by Age Group)**

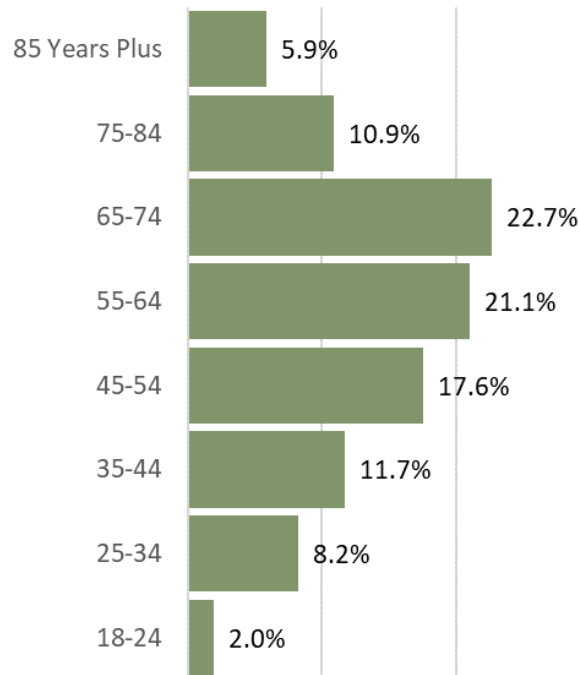


6.196. Figure 61 uses the age of the eldest person in the registered household to define the age structure of households containing wheelchair users. It highlights that 16% of elderly households on the housing register contain someone who uses a wheelchair.

<sup>155</sup> Shropshire Council (2019), HomePoint, [www.shropshirehomepoint.co.uk/Data/ASPPages/1/38.aspx](http://www.shropshirehomepoint.co.uk/Data/ASPPages/1/38.aspx)

6.197. Figure 62 shows households with their eldest member aged 65-74 years, represent the highest proportion of all households containing someone who uses a wheelchair.

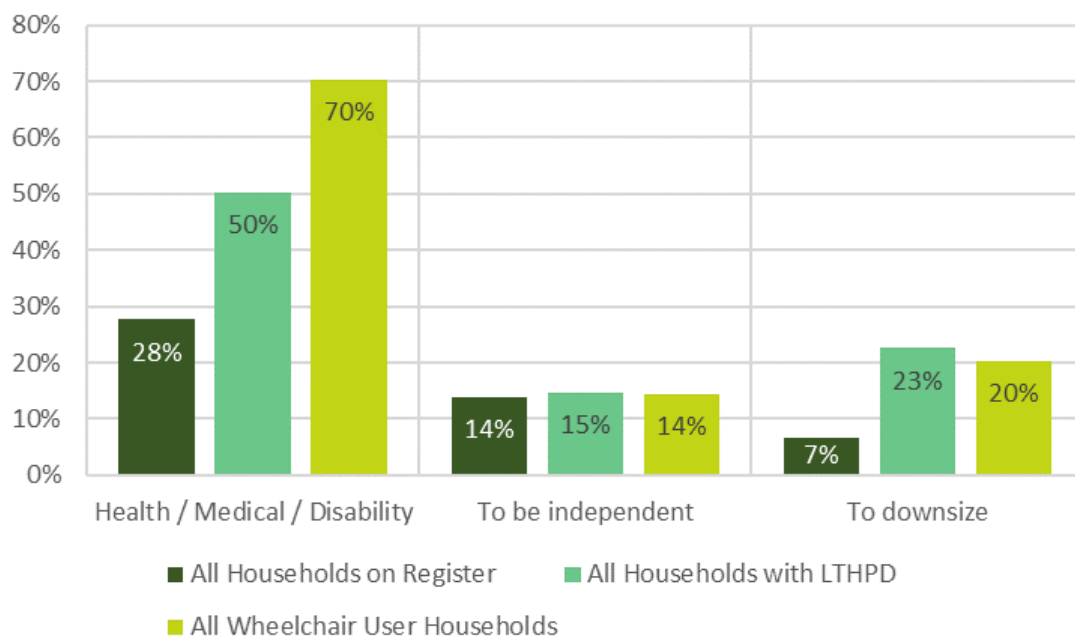
**Figure 62: Age Structure of Households Containing Wheelchair Users**



**Reasons for Registering**

6.198. Figure 63 shows three of the main motives for households wishing to move who have been accepted onto the Housing Register. As would be expected 70% of households with wheelchair users have given the status of their health or disability as a reason for moving, compared to only 28% of all households that are registered. Of note is that a greater proportion (23%) of households containing someone with an LTHPD, wanted to downsize to a suitable home compared to all households on the register (7%).

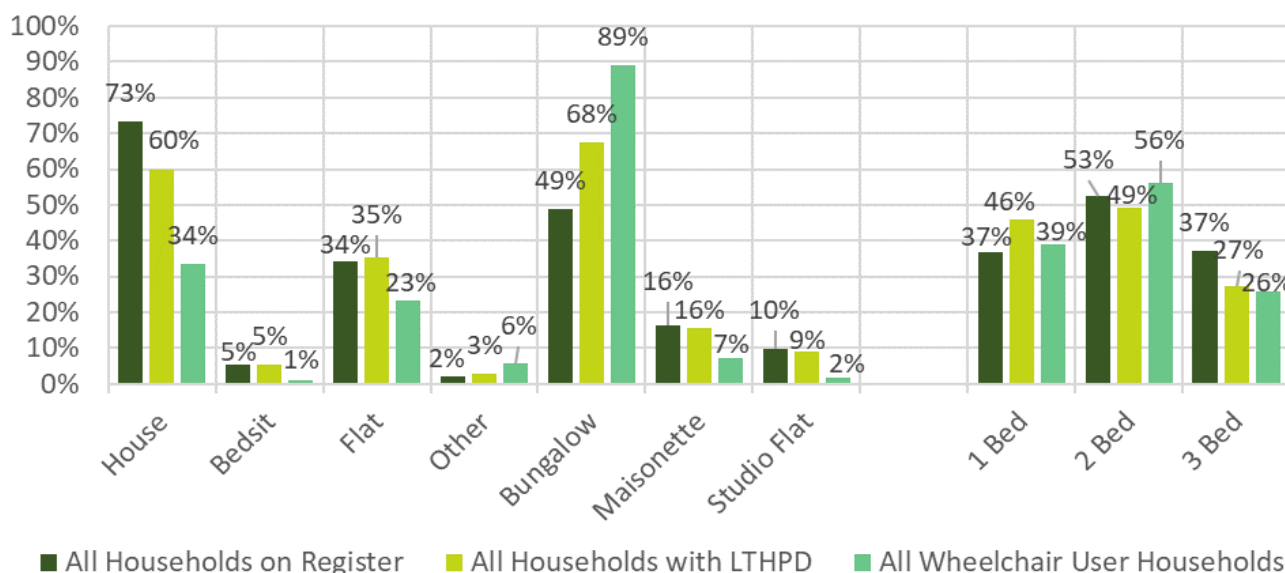
**Figure 63: Percentage of Households by Reason for Moving (1<sup>st</sup> April 2020)**



### Preferred Dwelling Type and Number of Bedrooms

6.199. Figure 64 shows 89% of households with a wheelchair user had a preference to move to a bungalow, compared to only 49% of all households on the register. Only 34% of households with wheelchair users had a preference for a house, compared to 73% of households on the register. In terms of number of bedrooms the largest preference was for two bedroom properties, the highest proportion amongst wheelchair users (56%)

**Figure 64: Percentage of Households by Dwelling Preference (1<sup>st</sup> April 2020)**



### Annual Lettings to Households Containing Wheelchair Users

6.200. Table 70 shows that during 1<sup>st</sup> April 2019 – 1<sup>st</sup> April 2020, 5.1% of all annual lettings in Shropshire were to households containing someone who uses a wheelchair. This has been a consistent level since 2016-17 and is consistent with the proportion of households containing wheelchair users recorded on the HomePoint Housing Register.

**Table 85: Annual Letting to Households Containing A Wheelchair User**

	Total Annual Lets	Annual Lets to Households Containing Someone Who Regularly Uses a Wheelchair	Percentage of Total Annual Lets	Applicant Requires a Wheelchair	Percentage of Total Annual Lets
2015-16	1749	46	2.6%	28	1.6%
2016-17	1575	87	5.5%	17	1.1%
2017-18	1476	70	4.7%	14	0.9%
2018-19	1410	81	5.7%	35	2.5%
2019-20	1241	63	5.1%	22	1.8%
Average	1490	69		23	
Change 2016-2020	-29%	37%		-21%	



## ***Estimating Future Housing Need for People with a LTHPD***

- 6.201. Some individuals in households may have lived with a long-term health condition or disability all their lifetime or from a younger age but the majority will have a condition or disability which has developed as they have gotten older. This means accessing and moving about their home safely may have become challenging or just impossible.
- 6.202. The result is that individuals have to either decide to leave their much-loved home to find more suitable accommodation elsewhere or have their homes adapted to enable them to live independently in their current home for longer. These are difficult decisions as adaptations to existing homes can be expensive or not possible and moving home is dependent on being able to find suitable accessible accommodation nearby. For older people and those with long-term health problems or disabilities housing needs may be met via the general housing supply (social and private) or through the range of specialist accommodation addressed earlier in this section of the SHMA.
- 6.203. The Government via the NHS, Local Authorities and social housing providers have in place mechanisms for providing support to people in terms of advice and financial assistance (if eligible) should their health problems or disabilities mean their housing needs have changed. In Shropshire, information is available via the Council's website to find out more information on adaptations<sup>156</sup> and on housing options.<sup>157</sup> For adaptations the main mechanism for financial assistance is a disabled facilities grant (DFG).
- 6.204. NPPG suggests the number of people applying for a DFG and being allocated a grant for home adaptations can provide an indication of the level of expressed housing need for people with a LTHPD. Information on DFG applications is set out in Tables 86 and 87. Adapting the current housing stock in Shropshire remains an important part of the solution to meeting the housing needs of people with an LTHPD.
- 6.205. As emphasised in NPPG, alone DFG can underestimate total need. Firstly, many people will not apply as the grant is generally means-tested and is only available in specific circumstances. Instead unfortunately many people will struggle on putting their health at risk through falls or other accidents in the home. Secondly, there are other routes to obtaining funding for adaptations and thirdly people may be able to afford their own adaptations from savings / equity release etc.

### **Adaptations - Disabled Facilities Grant (DFG)**

- 6.206. The DFG changed slightly in 2017/18, in that it has become part of the Better Care Fund (BCF) and so is jointly agreed with local clinical commissioning groups (CCGs) and the Council. The Disabled Facilities Grant Allocation made to Shropshire for 2019/20 was £3,209,291. Table 86 compares DFG funding allocations for Shropshire and neighbouring local authorities. It underlines the Government's commitment to investing in adapting the current housing stock but gives some indication of the high costs that can be entailed if major work are needed.
- 6.207. Disabled residents including residents with a disabled child may apply for DFG to fund the cost of adaptation to their home whether it is owner-occupied or rented from a council, housing association or private landlord.

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<sup>156</sup> Home Adaptations, Shropshire Council - <https://shropshire.gov.uk/disability-information/home-adaptations/>

<sup>157</sup> Housing Options, Shropshire Council - [www.shropshire.gov.uk/shropshire-choices/staying-independent/housing/your-housing-options/](http://www.shropshire.gov.uk/shropshire-choices/staying-independent/housing/your-housing-options/)

6.208. The grant must be for somebody who is registered disabled or would qualify to be registered. Generally, how much grant a resident obtains depends on an assessment of their income.

**Table 86: Comparison – Disabled Facilities Grant Allocation 2019/20<sup>158</sup>**

Local Authority	Disabled Facilities Grant Allocation 2017/18
Cheshire East	£2,064,279
Cheshire West and Chester	£3,250,597
Herefordshire	£1,999,424
Shropshire	£3,209,291
Telford and Wrekin	£2,033,004
Wolverhampton	£3,147,482
Worcestershire	£5,432,123
Staffordshire	£8,817,994

6.209. Table 87 shows the number of DFG applications made over the last five years in Shropshire and the number of completed DFG's. On average 350 applications have been received each year for a DFG in Shropshire but following assessment, on average 167 works are completed each year.

**Table 87: Disabled Facilities Grant Applications and Completions in Shropshire<sup>159</sup>**

Year	Number of DFG applications (i.e. referrals received from an Occupational Therapists)	Number of completed DFGs (i.e. works completed in that year)
2014/15	277	181
2015/16	380	193
2016/17	364	189
2017/18	340	147
2018/19	350	127
2019/20	391	166
Annual Average	350	167

### Accessible and adaptable housing

6.210. Over the last decade successive governments have delivered reforms to the health and social care framework in England starting with the Equality Act 2010, the Health and Social Care Act in 2012, and the Care Act in 2014. This legislation has recognised the importance to people's health and wellbeing of living in suitable housing that meets their needs. This has fed through into the reform of the planning and building regulatory systems.

<sup>158</sup> Integration and Better Care Fund: The Disabled Facilities Capital Grant (DFG) Determination 2019-20 [MHCLG] - [www-foundations.uk.com/media/5882/dfg-grant-determination-2019-20.pdf](http://www-foundations.uk.com/media/5882/dfg-grant-determination-2019-20.pdf)

<sup>159</sup> Private Sector Housing Team, Shropshire Council.

- 6.211. The Government recognises that home adaptations are only part of the solution and commits in its White Paper “Fixing Our Broken Housing Market” to ensuring **“older people”** (and people with disabilities) have **‘a better choice of accommodation’** that **‘can help them to live independently for longer and help reduce costs to the social care and health systems.’**<sup>160</sup> Through changes to planning policy (via NPPG / NPPF) and building regulations (Part M: Access to and Use of Buildings) a framework has been adopted to improve delivery of accessible housing.
- 6.212. NPPG states *“Accessible and adaptable housing enables people to live more independently, while also saving on health and social costs in the future. It is better to build accessible housing from the outset rather than have to make adaptations at a later stage – both in terms of cost and with regard to people being able to remain safe and independent in their homes.*
- 6.213. *Accessible and adaptable housing will provide safe and convenient approach routes into and out of the home and outside areas, suitable circulation space and suitable bathroom and kitchens within the home. Wheelchair user dwellings include additional features to meet the needs of occupants who use wheelchairs, or allow for adaptations to meet such needs.*<sup>161</sup>

### Changes to Building Regulations<sup>162</sup>

- 6.214. In 2016 the Building Regulations in England were amended in relation to ‘access to and use of buildings’ (Part M of Schedule 1). The regulations identify three standards relating to ‘access to and use of buildings’; Category 1 relates to **‘Visitable Dwellings’**, Category 2 relates to **‘accessible and adaptable dwellings’** and Category 3 relating to **‘wheelchair user dwellings.’**
- 6.215. **Category 1** (requirement M4(1)) states **“reasonable provision should be made for people to (a) gain access to; and (b) use the dwelling and its facilities.”** This requirement applies to all new dwellings (excluding extensions) and is considered met if *“when a new dwelling makes reasonable provision for most people including wheelchair users, to approach and enter the dwelling and to access habitable rooms and sanitary facilities on the entrance storey.”* In order for a property to be Visitable it must have four features; a level access to the entrance, a flush threshold, sufficiently wide door sets and circulation space, and a toilet at entrance level.
- 6.216. **Category 2** (requirement M4(2)) is an optional requirement that can be applied by Local Authorities through use of planning conditions on permissions for new dwellings. This requirement specifies that **“the provision made must be sufficient to (a) meet the needs of occupants with differing needs, including older or disabled people; and (b) to allow adaptation of the dwelling to meet the changing needs of occupants over time.”** This requirement is considered met *“where a new dwelling makes reasonable provision for most people to access the dwelling and incorporates features that make it potentially*

<sup>160</sup> White Paper “Fixing Our Broken Housing Market” (page 64, paragraph 4.42) 2017, MHCLG - [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/590464/Fixing\\_our\\_broken\\_housing\\_market\\_-\\_print\\_ready\\_version.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/590464/Fixing_our_broken_housing_market_-_print_ready_version.pdf)

<sup>161</sup> NPPG – Accessible and Adaptable Housing (Paragraph: 008 Reference ID: 63-008-20190626, Revision date: 26 June 2019.)

<sup>162</sup> HM Government Building Regulations 2010 – Access to and the Use of Buildings – Approved Document M – 2015 Edition Incorporating 2016 Amendments - [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/540330/BR\\_P\\_DF\\_AD\\_M1\\_2015\\_with\\_2016\\_amendments\\_V3.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/540330/BR_P_DF_AD_M1_2015_with_2016_amendments_V3.pdf)

*suitable for a wider range of occupants including older people, those with reduced mobility and some wheelchair users.”*

6.217. **Category 3** (requirement M4(3)) again is an optional requirement that can be applied through the use of a planning condition. This requirement specifies **“(2) the provision made must be sufficient to (a) allow simple adaptations of the dwelling to meet the needs of occupants who use wheelchairs, or (b) meet the needs of occupants who use wheelchairs.”**

6.218. This requirement is considered to be met *“where a new dwelling makes reasonable provision, either at completion or at a point following completion, for a wheelchair user to live in the dwelling and use any private outdoor space, parking and communal facilities.”*

### Understanding Housing Needs for People with Disabilities Nationally

6.219. The English Housing Survey<sup>163</sup> is carried out by MHCLG annually to collect valuable information on housing stock and households in England. By 2017/18, the EHS estimated 33.4% of households in England contained at least one person with a LTHPD. This compares with 33.3% recorded in Shropshire at the time of the 2011 Census. In July 2016 MHCLG published a detailed report on Adaptations & Accessibility based on the EHS 2014-15. This provides insights into the level of housing need for households containing at least one person with a LTHPD.

6.220. Table 88 shows the estimated number of households in Shropshire containing at least one person with a LTHPD by their choice of tenure, based on the rates estimated in the 2017/18 EHS and the 2014-based SNHP. This data has been used as it relates more closely to the 2011 Census results for Shropshire. Table 88 estimates there are 45,280 households in Shropshire containing at least one person with a LTHPD and that this is projected to rise by 14.1% (6,394 households) to 51,674 by 2038. In Shropshire 53.7% of LTHPD households are estimated to be living in social rented accommodation.

**Table 88: Estimated Growth in Households Containing One or More People with LTHPD in Shropshire, Based on Findings from the EHS<sup>164</sup>**

Households Containing One or More People with a LTHPD	Estimated Households with a LTHPD		% of All Households Living in Private Rented Housing		% of All Households Living in Social Rented Housing		% of All Households Living on Owner Occupied Housing	
	Number		Number	EHS %	Number	EHS %	Number	EHS %
2016	45,280		6,067	23.2%	12,393	53.7%	26,820	31.1%
2038	51,674		6,923		14,143		30,607	
<b>Change</b>	6,394		857		1,750		3,787	
<b>% Change</b>	14.1%		14.1%		14.1%		14.1%	

6.221. The 2013-14 EHS estimated that around 1.9 million households in England had one or more people with a long-term limiting illness or disability that required adaptations to

<sup>163</sup> English Housing Survey - Adaptations and Accessibility Report 2014-2015 (published 21<sup>st</sup> July 2016) [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/539541/Adaptations\\_and\\_Accessibility\\_Report.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/539541/Adaptations_and_Accessibility_Report.pdf)

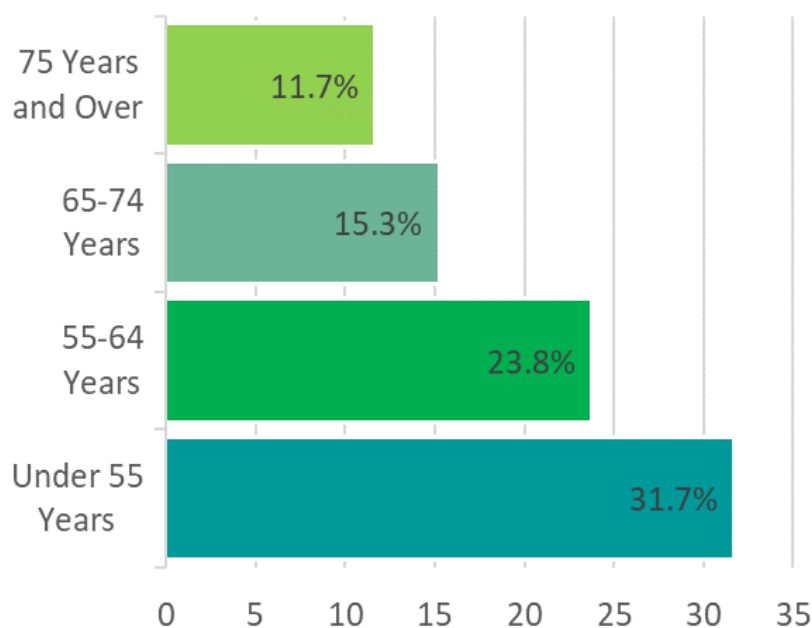
<sup>164</sup> 2017-18 English Housing Survey Home Ownership Report (Chapter 1: Figures and Annex Tables), MHCLG, [www.gov.uk/government/statistics/english-housing-survey-2017-to-2018-home-ownership](http://www.gov.uk/government/statistics/english-housing-survey-2017-to-2018-home-ownership)

their home. This equates to 9% of all households in England. Of households requiring adaptations 0.9% contained more than one person with a disability.

6.222. The Survey also reported that despite their homes requiring adaptations, the majority of households felt their home was suitable for their needs. In all 81% of households that required adaptations in their home, due to their long-term limiting health problem and disability, felt their home was suitable for their needs. The 19% who considered their living accommodation unsuitable accounted for 2% of all households in England.<sup>165</sup> Of those households requiring adaptations 62% were aged 65 years and over and 38% below.

6.223. Figure 65 is concerned with the 2% of all households in England that consider their accommodation unsuitable. Of particular concern are the 11.7% of people age 75 years and over with an LTHPD who felt their home was unsuitable. People approaching their elderly years will generally find it much more of a trial to move to other more suitable accommodation and yet it may require major works to make their home suitable or it may just not be possible with the age and size of property.

**Figure 65: Proportion of Households with a Long-term Disability Who Say that they Live in Unsuitable Accommodation, by Age, 2014-15**



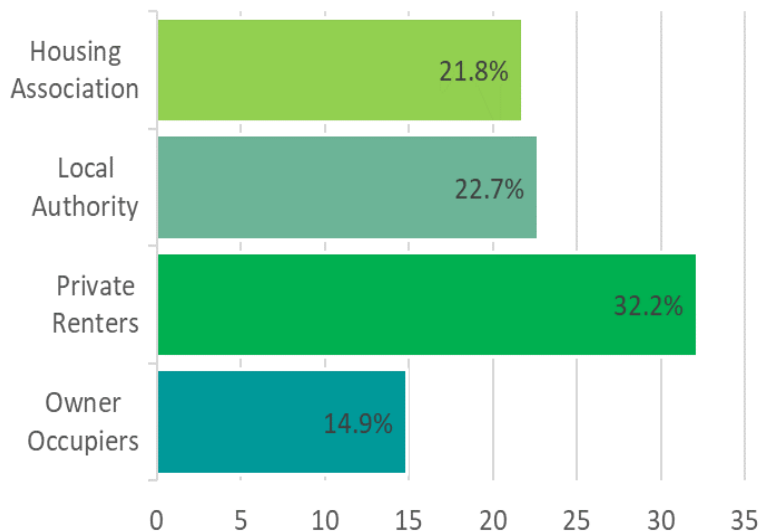
*Please note where more than one person in the household has a long-term limiting disability that requires an adaptation the age of oldest person with the disability is used*

6.224. Figure 66 shows that although households with a disabled person aged below 55 years are smaller in number, it still remains that approaching a third felt their home is unsuitable. Families with disabled children and young adults can have some of the most complex health and housing needs and so if not addressed could place a long-term burden on the health and care systems. Younger households are likely to be more able to cope with the stress associated with moving or building works but moving anyone with complex / severe health needs would need to be managed carefully.

<sup>165</sup> English Housing Survey 2014/15- Annex Table 1.3: Unsuitable accommodation, by age and tenure, 2011-12 and 2014-15, MHCLG and ONS - [www.gov.uk/government/statistics/english-housing-survey-2014-to-2015-adaptations-and-accessibility-of-homes-report](http://www.gov.uk/government/statistics/english-housing-survey-2014-to-2015-adaptations-and-accessibility-of-homes-report)

6.225. Of households containing someone with a LTHPD, only 9% lived in private rented accommodation. However as shown in Figure 66 approaching a third felt their accommodation was unsuitable. This is of concern as in general the number of households accommodated in private sector accommodation is rising.

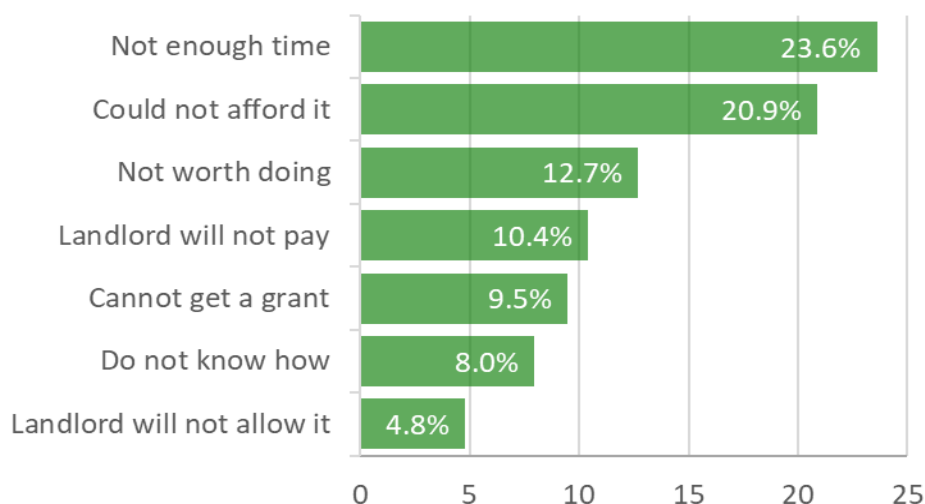
**Figure 66: Proportion of Households with a long-term Disability Who Say That They Live in Unsuitable Accommodation, by Tenure, 2014-15**



*Please note based on all households that required an adaptation.*

6.226. Figure 67 indicates that the fourth most common reason for households not having the required adaptation was because (private and social) landlords will not pay and the seventh reason that the landlord will not allow it. This suggests the only solution would be for these households to find suitable accommodation elsewhere.

**Figure 67: Reasons why households did not have their required adaptations 2014-15**



6.227. The four most common adaptations that households needed in their home in 2014-15 were: a grab handrail inside the dwelling (40%); a bath or shower seat or other bathing aids (30%); a specialist toilet seat (25%); and a shower to replace a bath (19%). The most commonly needed adaptations by the household but not installed in 2014-15 were a ramp outside the house (8.1%) and a stairlift (7.9%).

- 6.228. Over half of households (55%) that required adaptations in their home already had them installed. Consequently 45% of households lacked one or more of their required adaptations. This is an improvement since 2011/12 when 51% of households reported that they did not have their required adaptations present in their home.
- 6.229. Figure 68 shows 27% of households containing someone with a disability wanted to move to find suitable accommodation elsewhere. This may include households concerned that their needs may become more severe as they become increasingly elderly. These households may require assistance with moving so that it doesn't have a detrimental impact on their or their carers health. As older housing stock tends to be larger this may free up homes for larger households.
- 6.230. Of all the households that wanted to move 46% wanted social rented accommodation from a local authority or housing association. This reflects the higher proportion of households containing someone with an LTHPD living in social rented accommodation. Figure 68 shows 42% of households containing someone with a LTHPD wanted to move to suitable owner-occupied accommodation. This would include homeowners who have acquired health problems as they have aged and perhaps would benefit from downsizing to a lower maintenance property.

**Figure 68: Households that Wanted Different Accommodation by Age Group and Tenure, 2014-15**



#### English Housing Survey – Housing Stock Analysis<sup>166</sup>

- 6.231. The English Housing Survey looked at a sample of dwellings and identified the proportion that did not meet the visitability standards set out in Category 1 of Part M of the Building Regulations in England. Homes built to this standard of visitability should ensure that people have a bit more flexibility to stay in their homes for longer as they get older. As indicated in the section on 'changes to the Building Regulations' homes built to Category 1 standard alone will not support householders with more limited mobility particularly householders likely to be reliant on a wheelchair or other mobility device.
- 6.232. Of all the homes in England 1.7 million (7%) met the visitability requirements. Of those homes lacking in the visitability requirements 72% (15.7 million) could be adapted and brought up to standard. However, this encompasses 15% of housing stock which would require major / problematic works in order to make them 'visitable' by someone in a

<sup>166</sup> English Housing Survey 2014/15 (EHS), Adaptations and Accessibility of Homes, Annex Table 2.3: Level of work required to make homes 'visitable', by dwelling characteristics, 2014. MHCLG and ONS



wheelchair. In all, the EHS estimates 6 million homes (28%) in England could not be feasibly adapted. This was most visible in terraced accommodation and affected over half of homes built before 1991.

- 6.233. The Survey found 61% of homes built after 2001 had a WC that could be accessed by a wheelchair user compared to only 16% built before amendments to the Building Regulations in 1999.
- 6.234. The English Housing Survey highlights the difficulties and level of investment needed to up-date older housing stock in England. It also demonstrates that a lot of progress has been made since 2000 with improving access to housing stock in England for people with disabilities. This is in part through adaptations but mainly by applying higher visitability standards to newly built homes for people with disabilities.

**Figure 69: Level of Work Needed to Create Full Visitability by Dwelling**



**Shropshire – Estimated Housing Stock – Standards of Visitability**

- 6.224. Table 89 estimates the level of work entailed in bringing dwellings in Shropshire up to visitability standard M4 (Category 1), based on the breakdown of housing stock nationally provided by the EHS 2014/15. The total dwelling count is derived from Valuation Office data<sup>167</sup> for 2016 (beginning of the Local Plan period) and data for 2019 is included for comparison.
- 6.225. If Shropshire reflected the findings of the EHS 2014/15, at the beginning of the Local Plan period 2016, 9,874 homes (7% of all dwellings) in Shropshire would not have met the M4(1) Visitability Standard requirements. This indicates that 128,596 dwellings in Shropshire would not have met this standard. Of these homes, 55,289 would require either major problematic works or could not be feasibly adapted (43% of dwellings.)

<sup>167</sup> Valuation Office Agency (VOA), Table CTSOP4.0: number of properties by Council Tax band, property build period and region, county and local authority district - [www.gov.uk/government/statistics/council-tax-stock-of-properties-2016](http://www.gov.uk/government/statistics/council-tax-stock-of-properties-2016)

**Table 89: Level of Work Required to Bring Shropshire’s Dwelling Stock Up to Full Visitability Standard**

	Work required to make the dwelling Visitable (Cat 1)				Total Dwellings: Not Visitable	Total Dwellings
	minor work only	moderate work only	major/ problematic	not feasible		
<b>2016</b>	15,330	57,976	19,730	35,560	128,596	138,470
<b>2019</b>	15,558	58,836	20,022	36,087	130,504	143,840
<b>EHS 2014/15</b>	11.9%	45.1%	15.3%	27.7%	100.0%	

**Identifying Current and Future Housing Need for Households Containing Members with a LTHPD**

6.235. Table 90 provides estimates of future growth (2016-2038) for households in Shropshire with one or more people with a LTHPD. However, the LTHPD may have no influence on their housing needs and so this is only the starting point of understanding the housing needs that need to be planned for. This section is divided into three elements to understand: current (stage 1), emerging (stage 2) future (stage 3) housing needs of households containing at least one person with a LTHPD.

**Stage 1: Shropshire – Current Housing Need**

6.236. Using the EHS results of households in need of adaptation, it is possible to estimate the current housing need in Shropshire for households with a LTHPD. Table 90 shows 123,907 households in Shropshire either contain no one with a LTHPD or have homes that are in no need of adaptation. This means (based on the EHS) it is estimated that 11,604 households in Shropshire, containing at least one person with a LTHPD currently require adaptations. In other words, 11,604 households including someone with a LTHPD are estimated currently to be in housing need in Shropshire.

6.237. It is estimated that 9,405 households in Shropshire with at least one person with a LTHPD felt their home was currently suitable for their needs (6.7% of all households). This indicates that 98.4% of households (133,312) in Shropshire are not in immediate housing need due to a household member having a LTHPD.

6.238. Table 90 shows that 1,112 households containing at least one person with a LTHPD in Shropshire would prefer to move to different accommodation (0.8% of total households) in order to find suitable accommodation. **These 1,112 households represent current estimated housing need in Shropshire at 2016 for optional housing standards M4(2) and M4(3).** This means it is estimated there are 1,087 households in Shropshire who are in need of vital adaptations to meet their housing needs.

**Table 90: Current Housing Need in Shropshire for Households with at least one person with a LTHPD**

	EHS	Shropshire
<b>All Households</b>	100%	135,511
<b>All Households containing no one with a LTHPD or whose homes do not need adaptation</b>		
	91.4%	123,907
<b>All Households containing at least one person with an LTPHD whose home requires adaptations</b>		
	8.6%	11,604

	Total	Private Rented	Social Rented	Owner Occupied	Total	Private Rented	Social Rented	Owner Occupied
<b>All Households containing at least one person with a LTHPD who felt their home was suitable for their needs</b>								
	6.9%	0.5%	2.3%	4.1%	9,405	699	3,140	5,565
<b>Households containing at least one person with a LTHPD who would prefer to move to different accommodation to meet their housing needs</b>								
	0.8%	0.1%	0.4%	0.3%	1,112	191	507	413
<b>Households containing at least one person with a LTHPD who prefer to stay in their own home and have adaptations to meet their housing needs</b>								
	0.8%	0.1%	0.3%	0.4%	1,087	98	409	580

Please note based on the EHS findings 3.8% of households expressed the view that they would require adaptations. However, it has been assumed that 0.8% of all households will move given the opportunity, 2.2% of all households currently felt their home was suitable, leaving a more urgent need for 0.8% of homes requiring adaptations.

## Stage 2: Shropshire – Emerging Housing Need from the Current Population

- 6.239. The Government is committed to the principle of sustaining people in their own homes for as long as possible to support their health and wellbeing and to reduce the impact on the health and care system of the UK's ageing population. This means new housebuilding and investment in Shropshire's current housing stock must also be able to accommodate the emerging / changing housing needs of Shropshire's current population who may develop a LTHPD.
- 6.240. As indicated within this document, as Shropshire's current population ages more households will emerge containing at least one person with a LTHPD and as a consequence a proportion of these households will find their present homes are no longer suitable for their needs. In order to estimate the level of emerging need amongst the current population demographic modelling (using PopGroup Software) has been used to age on the present population to 2029. The year 2029 has been selected as nationally birth rates peaked in 1964 and by 2029 people born in this year will have reached the age of 65 years.
- 6.241. In order to age on only the present population, migration into and out of Shropshire has been excluded. The remaining assumptions are the same as used in the 2014-based SNPP and the 2014-based SNHP. As all population growth in Shropshire is driven by in-migration in the long-term to 2038 this results in a long-term decline in overall population and households.
- 6.242. The figures highlighted orange in Table 91 are there for illustrative purposes only to demonstrate how the estimates of emerging need have been calculated. They are not part of the formula used to estimate overall housing need for households containing at least one person with an LTHPD.
- 6.243. Table 91 shows that if Shropshire's current resident population were to age to the year 2029 without being influenced by future migration, Shropshire's population / households would experience a minimal level of growth. From this growth it is possible to estimate that there will around 179 households who will develop a LTHPD during 2016-2029. It is these additional households who may require adaptations to their current homes or alternate more suitable accommodation nearby.
- 6.244. However, the complexities of Shropshire's changing household demographics, with rising older households and declining younger households with HRPs below 65 years, serves to disguise the true level of emerging need from the ageing of Shropshire older population to 2029. Table 91 shows that an estimated additional 4,926 older households will emerge

containing someone with a LTHPD that may fall into housing need, requiring adaptations or alternative accommodation.

- 6.245. Given that 128,596 dwellings in Shropshire at 2016 are estimated to not be meeting the M4 (Category 1) Visitability Standard, this suggests the emerging level of housing need will be closer to the estimate of 4,926.

**Table 91: Estimated Housing Need Generated from within Shropshire's Current Population (2016)**

Shropshire	All Households			Households with an HRP Aged 65 Years and Over		
	At 2016	Aged to 2029	Additional Need	At 2016	Aged to 2029	Additional Need
<b>Estimated Current Households</b>	135,511	136,049		49,493	59,292	
<b>Estimated Number of Households containing at Least One Person with a LTHPD</b>	45,280	45,459	<b>179</b>	24,880	29,806	<b>4,926</b>

*Please note: the figures highlighted orange are there for illustrative purposes only to demonstrate how the estimates of emerging need have been calculated. They are not part of the formula used to estimate overall housing need for households containing at least one person with an LTHPD.*

### Stage 3: Shropshire – Projected Housing Need

- 6.246. As indicated, estimating future housing need in Shropshire for households containing at least one person with a disability is more complex due to the County's changing household demographics. Basing any housing need estimates on total household growth (14.1% or 19,136 households) would underestimate the impact of the significant growth (51.6% or 25,544 households) in Shropshire's older population aged 65 years and over.
- 6.247. As the evidence has shown the highest prevalence of LTHPD is amongst the older age groups who are likely to have the highest levels of housing need. This may be in the form of needing adaptations to their current home or the need to move to suitable housing nearby.
- 6.248. In contrast the number of households in every age group where the HRP is aged below 65 years are projected to decline from 2016 to 2038 in Shropshire. The only exception being 1.6% growth in the 35-44 years age group. This means overall households with an HRP below 65 years are projected to decline by -7.5% (-6,410).
- 6.249. In very simple terms if the projections were to become reality fewer homes would be needed for younger households ensuring current housing stock in Shropshire could absorb more of the housing need generated by growth in older households. However, as explained earlier in the SHMA economic growth aspirations, a growing university and the delivery of more affordable housing is likely to negate this scenario.
- 6.250. Table 92 estimates approaching half of dwellings in Shropshire would require major works to make them suitable for households containing at least one person with a LTHPD or could not be adapted at all to meet their needs. This places additional pressures on planning for the housing needs of people with a LTHPD.

- 6.251. For the reasons outlined the following estimate is provided for overall household growth in households containing at least one person with an LTHPD and also growth in older households containing at least one person with an LTHPD (2014-based SNHP). This gives some insight into the range of housing need that is projected and is shown in Table 92.
- 6.252. In the absence of more up-to-date data than the 2011 Census, it has been assumed that 33.4% of all additional households will contain at least one person with a LTHPD and 50.3% of older household will contain at least one person with a LTHPD.

**Table 92: Projected Housing Need in Shropshire for Households with at Least One Person with an LTHPD**

	<b>Total Households</b>	<b>Older Households</b>	<b>Total Households with LTHPD</b>	<b>Older Households with LTHPD</b>
<b>2016</b>	135,511	49,493	45,280	24,880
<b>2038</b>	154,647	75,047	51,674	37,726
<b>Change 2016-38</b>	19,136	25,554	<b>6,394</b>	<b>12,846</b>
<b>% Change 2016-38</b>	14.1%	51.6%	14.1%	51.6%

- 6.253. The number of households in Shropshire with at least one household member with an LTHPD is projected to grow by 6,394 (14.1%) from 45,280 in 2016 to 51,674 in 2038 if estimated based on all Shropshire households. However, the last column in Table 92 shows that this underestimates the future housing needs for older households containing at least one person with a LTHPD. Here, older households are estimated to grow by 12,846 (51.5%) during 2016-2038 in Shropshire.
- 6.254. Planning for the long-term housing needs of Shropshire’s population, who may have or may later develop a LTHPD, needs to also consider the emerging housing needs of Shropshire’s population in 2038. For many people considering moving home or finding their first home during the Plan period, the knowledge that the property can meet their lifetime housing requirements, with minimal need for adaptations, is a major factor in their decision-making.
- 6.255. Therefore Table 93 shows the additional projected housing need (derived from the 2014-based SNHP) during 2016-2038, alongside the households within Shropshire’s estimated population in 2038 who may fall into housing need as they get older during 2038-2048. These households containing at least one person with a LTHPD may require alternative accommodation or adaptations to their home to enable them to remain healthy and independent for as long as possible as they get older.
- 6.256. To estimate this need PopGroup Software has been used and the same principles as in Stage 2 have been adopted. Migration has been excluded and the remaining assumptions (births and deaths) have been extended to 2048, keeping them the same as those used to prepare the 2014-based SNPP and 2014-based SNHP. As with the previous stages, estimates of housing need are also included for just Shropshire’s older population aged 65 years and over.
- 6.257. Due to the absence of migration from the modelling, the number of households in Shropshire is projected to decline, resulting in no additional emerging housing need during 2038-48. However, households where the HRP is aged 65 years and over are projected to grow resulting in an estimated 658 households at risk of falling into housing need.

**Table 93: Estimate of Future Housing Need (2016-2038) for Households with at Least One Person with an LTHPD**

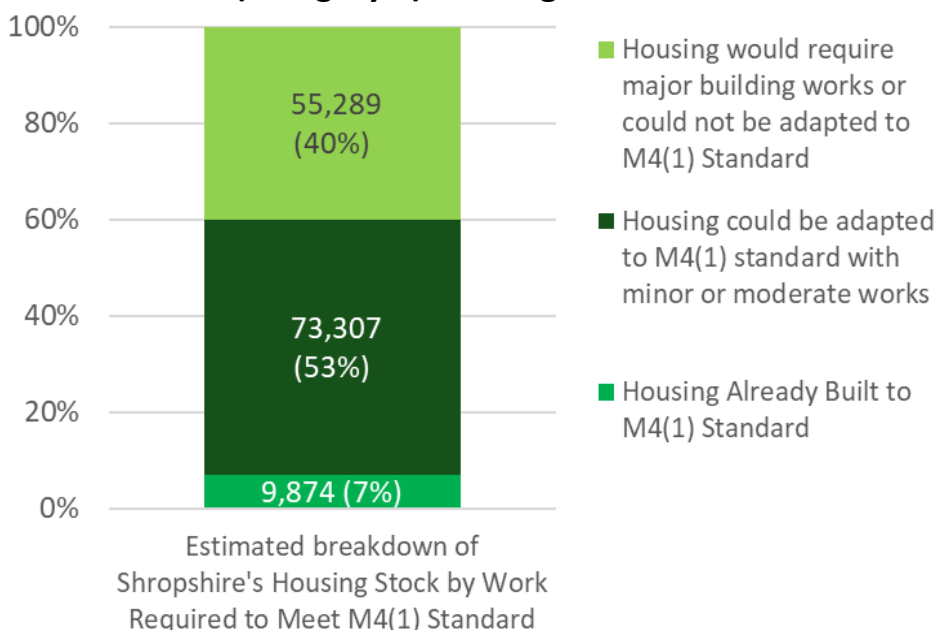
Estimate of Housing Need Based on Future Household Growth 2016-2038		
	Shropshire	
	All Households	Households with an HRP Aged 65 Years and Over
Projected additional households who maybe or may fall into housing need during 2016-2038	6,394	12,846
Estimated additional households who may fall into housing need due to developing a LTHPD during 2038-2048	0	658

### Shropshire - Total Housing Need

- 6.258. Table 94 shows the total housing need amongst households in Shropshire with at least one household member with an LTHPD that needs to be planned for in terms of new dwellings or adapting current housing stock. This is based on the sum of current need, emerging need as the current population ages, future projected need to 2038 and emerging need to 2048 from within Shropshire’s projected 2038 population.
- 6.259. It is estimated that in Shropshire, 8,772 households in total, will require suitable accommodation to meet their current and future housing needs. However, the last column in Table 94 highlights that if focusing on older households containing at least one person with an LTHPD (assuming no decline in younger households) there could be a total of 19,785 households currently or in the future falling into need. These estimates can therefore be interpreted as an upper threshold for planning for households including at least one person with an LTHPD who are currently or could fall into housing need.
- 6.260. If the level of investment in adapting Shropshire’s current housing continues to rise some of this housing need could be absorbed into Shropshire’s current housing stock. The EHS 2014/15 estimates 7% of the housing stock nationally is already up to a VISIBLE standard (M4(1) or higher. In Shropshire this would equate to 9,874 dwellings that are already meeting the housing needs of some of Shropshire current resident population with a LTHPD.
- 6.261. The EHS 2014/15 suggests 57% of England’s remaining housing stock could be brought up to a ‘visible’ standard M4(1) through minor or moderate work and 43% would require major building works or could not be adapted. If this breakdown were applied to Shropshire’s housing stock, 73,307 dwellings (53% of all Shropshire’s dwelling stock) would be reasonably adaptable but 55,289 dwellings (40% of all Shropshire’s dwelling stock) either would not be adaptable or would require major works to adapt them. This breakdown is illustrated in Figure 70.
- 6.262. Adding together stock that is already ‘visible’ (M4(1)) to stock that could be reasonably adapted to this standard indicates 60% of Shropshire’s housing stock is or could be brought up to M4(1) standard. It is likely that significantly less stock could be feasibly adapted to M4(2) or M4(3) building standards, as more costly major building works may be required, or conversion may not be practically possible. This makes it difficult to estimate how much housing need identified in Table 94 could be reasonably absorbed into Shropshire current housing stock.



**Figure 70: Breakdown of Shropshire’s Housing Stock, based on the EHS 2014/15 Estimates of the Level of Work Required to Make Dwellings Visitable to M4 (Category 1) Building Standard**



- 6.263. So, for the purpose of identifying a more realistic or minimum level of housing need it has been assumed that 53% of Shropshire households in current or future housing need due to a LTHPD could be absorbed by converting existing properties to bring them up to M4 (Category 1) Visitability Standard. This would leave 40% of households in need that could not be accommodated within Shropshire’s current housing stock.
- 6.264. This results in a lower estimate of 4,128 households overall in current or future housing need in Shropshire. However due to Shropshire’s complex demographics this is likely to underestimate the level of housing need generated by Shropshire’s ageing population. Table 94 shows that 9,311 older households containing someone with a LTHPD are estimated to be currently or in the future to be at risk of falling into housing need.
- 6.265. Consequently Table 94 indicates the actual housing need is likely to fall somewhere between 4,128 households and 19,785 households during the plan period 2016-2038. This means household need figures shown in Table 94 (column one) represent between 21.6% and 45.8% of Shropshire’s total projected household growth during 2016-2038 (19,136 (2014 SNHP)). However, column two suggests of projected growth of older households (25,554) during 2016-2038, between 36.4% and 77.4% of older households currently or in the future could fall into housing need due to a LTHPD.
- 6.266. It is assumed that the housing need estimates identified in Table 94 represent the combined need for M4(2) and M4(3) standard accommodation for households containing at least one person with an LTHPD.



**Table 94: Estimate of Total Housing Need (2016-2038) for Households with at Least One Person with an LTHPD**

		Households including at least one person with a LTHPD	*Older Households including at least one person with a LTHPD
Current Housing Need	Move to suitable new home	1,112	685
	**Have adaptations	1,087	670
Emerging Housing Need 2016-2029 (based on the 2016 population)		179	4,926
Future Housing Need		6,394	12,846
Emerging Additional Housing Need 2038-2048 (based on the 2038 population)		0	658
<b>Upper Estimate: Total Housing Need 2016-2038</b>		<b>8,772</b>	<b>19,785</b>
Subtracting households that could be accommodated in current housing that could be reasonably adapted to M4 (Category 1) Standard		4,644	10,474
<b>Lowest Estimate: Total Housing Need 2016-2038</b>		<b>4,128</b>	<b>9,311</b>

*\*Please note the EHS estimates that 61.6% of households requiring adaptation nationally have a household representative aged 65 years and older. So it has been assumed 61.6% of households needing to move to a more suitable home or to have their home adapted would be older households in Shropshire.*

*\*\*For the purpose of estimating the higher level of housing need, current households requiring adaptations (1,087) has been included in the formula. This assumes the housing need identified could be accommodated through investing in adaptations to existing housing stock in Shropshire or by building suitable new homes.*

### **Planning for Accessible Housing**

6.267. As indicated from the evidence it is not feasible to rely on adaptations to existing dwellings to meet the housing needs of Shropshire’s growing population of people with a long-term health problem or disability. Based on the EHS (2004-2015) it is estimated that at least 43% of Shropshire’s housing stock would require major costly building works or it would not be feasible to convert some or all of them.

6.268. In order to deliver housing that meets the needs of the growing older population and people with disabilities NPPG states that “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 building 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.”*<sup>168</sup>

- 6.269. MHCLG provide further guidance to *“support their new approach for the setting of technical standards for new housing. This rationalises the many differing existing standards into a simpler, streamlined system which will reduce burdens and help bring forward much needed new homes.”*<sup>169</sup>
- 6.270. This approach supports the NPPF which is *“clear that local planning authorities should plan to create safe, accessible environments and promote inclusion and community cohesion. This includes buildings and their surrounding spaces.”*<sup>170</sup>
- 6.271. The Housing Optional Technical Guidance again emphasises that *“local planning authorities should take account of evidence that demonstrates a clear need for housing for people with specific housing needs and plan to meet this need.”* It sets out a *“wide range of published official statistics and factors which local planning authorities can consider and take into account, including:*
- *the likely future need for housing for older and disabled people (including wheelchair user dwellings).*
  - *size, location, type and quality of dwellings needed to meet specifically evidenced needs (for example retirement homes, sheltered homes or care homes).*
  - *the accessibility and adaptability of existing housing stock.*
  - *how needs vary across different housing tenures.*
  - *the overall impact on viability.*
- 6.272. *To assist local planning authorities in appraising this data the government has produced a summary data sheet’ called “Building regulations: guide to available disability data.”*<sup>171</sup> *This sets out in one place useful data and sources of further information which planning authorities can draw from to inform their assessments. It will reduce the time needed for undertaking the assessment and thereby avoid replicating some elements of the work.”*<sup>172</sup>
- 6.273. A more detailed understanding of the building regulations relating to visitability standards (M4(1), M4(2) and M4(3)) is included earlier in this section under ‘Accessible and Adaptable Housing’ (Page 129-130). These set a *“distinction between wheelchair accessible (a home readily useable by a wheelchair user at the point of completion) and wheelchair adaptable (a home that can be easily adapted to meet the needs of a household including wheelchair users) dwellings.”*<sup>173</sup>
- 6.274. As visitability standard M4(1) is considered to be the minimum standard that should be applied to all new housing, this section aims to determine the proportion of new

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<sup>168</sup> NPPG - Should plan-making bodies set minimum requirements for accessible housing?

Paragraph: 009 Reference ID: 63-009-20190626

<sup>169</sup>Guidance: Housing: optional technical standards (Paragraph: 001 Reference ID: 56-001-20150327 Revision date: 27 03 2015), [www.gov.uk/guidance/housing-optional-technical-standards](http://www.gov.uk/guidance/housing-optional-technical-standards)

<sup>170</sup> Guidance: Housing: optional technical standards (Paragraph: 005 Reference ID: 56-005-20150327, Revision date: 27 03 2015.)

<sup>171</sup> Building regulations: a guide to available disability data - [www.gov.uk/government/publications/building-regulations-guide-to-available-disability-data](http://www.gov.uk/government/publications/building-regulations-guide-to-available-disability-data)

<sup>172</sup> Guidance: Housing: optional technical standards (Paragraph: 007 Reference ID: 56-007-20150327, Revision date: 27 03 2015.)

<sup>173</sup> Guidance: Housing: optional technical standards (Paragraph 009 Reference ID: 56-009-20150327)

dwellings on a development site that need to be built to M4(2) and M4(3) standards. This is to accommodate households containing at least one individual with a LTHPD whose housing needs cannot be met by applying adaptations to their current home. This will encompass individuals living in households who are reliant on a wheelchair or other mobility device.

6.275. This evidence is intended to support the development of Shropshire’s Local Plan Policy on accessibility and adaptability. As set out by the guidance on optional technical standards the Local Plan “should clearly state in their Local Plan what proportion of new dwellings should comply with the requirements.”<sup>174</sup>

6.276. In the development Shropshire’s Local Plan, the overall policy impact on the viability of new development has been addressed in the “Shropshire Local Plan Viability Assessment.”

### Housing Need for Households with Wheelchair Users

6.277. As indicated a proportion of new-build housing in Shropshire will need to meet the building regulation optional housing category M4(3) to accommodate households containing at least one individual who needs to use a wheelchair. This section focuses on estimating the current and future need for households containing wheelchair users. This is broken down by market and social / affordable housing, as the need is generally higher in the social rented sector than in the private housing market.

6.278. The following estimates of future housing need for households containing wheelchair users are based upon the 2014-based SNHP by tenure shown in Table 5 and 6 in Section 3 - ‘Different Types of Housing Need.’

6.279. Table 95 summarises Tables 5 and 6 as a refresher and includes a broader tenure breakdown of market and social rented housing.

**Table 95: Future Housing Need in Shropshire by Broad Tenure**

Households	Tenure Split – Dwellings (2016 ONS Estimates)	Tenure Split – Households (2011 Census)	Estimate 2016 (2011 Census)	Estimate 2038 (2011 Census)	Change in Households 2016-2038	Estimated Number of New Dwellings Need 2016-2038	Annual Dwellings Needed 2016-2038
<b>Market Housing*</b>	86.7%	87.5%	117,281	133,842	16,561	18,822	855
<b>Social Rented</b>	13.3%	13.5%	18,230	20,805	2,574	2,926	133
<b>Total</b>	100%	100%	135,511	154,647	19,136	21,748	989

\*Encompasses home ownership and private rented accommodation.

6.280. The MHCLG published Guide to Disability data<sup>175</sup> references a finding from the EHS 2011-2012, that estimates 3.3% of all households nationally as containing a wheelchair user. Further research of the EHS 2013-14 estimates that 3.4% of households nationally contain at least one wheelchair user. This rises to 6.7% in social rented sector and falls to 2.7% in the private sector.

<sup>174</sup> Guidance: Housing: optional technical standards (Paragraph: 008 Reference ID: 56-008- 20160519, Revision date: 19 05 2016.)

<sup>175</sup> Building regulations: a guide to available disability data – data taken from the English Housing Survey 2011 to 2012, Household Report, annex table 6.1 & 6.11 [www.gov.uk/government/publications/building-regulations-guide-to-available-disability-data](http://www.gov.uk/government/publications/building-regulations-guide-to-available-disability-data)

## Social / Affordable Housing Sector

- 6.281. The Guidance on Housing: Optional Technical Standards states that “*Local Plan policies for wheelchair accessible homes should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling.*” As explained in the section entitled ‘Social Housing Need’ (beginning Paragraph 6.179) in Shropshire, the Council is responsible for the management of Shropshire’s HomePoint Housing Register and Shropshire’s Choice Based Letting Scheme. This means robust data is available on which to base these estimates of social / affordable housing need for household with wheelchair users.
- 6.282. From the HomePoint data<sup>176</sup> on annual lettings and from the housing register it is possible to calculate the number of households containing at least one wheelchair user by the age group of the household reference person. In Table 96 this is expressed as a percentage of all households by the age group of the household reference person. Included for comparison is the percentage breakdown for England derived from the 2013-14 EHS and also the breakdown of households excluding households on a bronze banding.

**Table 96: Proportion of Social / Affordable Housing by Age Group and Whether Someone in the Household is a Wheelchair User in Shropshire**

Age Group	Age Breakdown (EHS 2013-2014)*	Age Breakdown (Housing Register April 1 <sup>st</sup> 2020)**		Age Breakdown (Housing Register – based on data for 2018, 2019 and 2020)		Age Breakdown*** (Annual Lettings – based on data for 2018, 2019 and 2020)	
		Including Bronze	Excluding Bronze	Including Bronze	Excluding Bronze	Including Bronze	Excluding Bronze
18-24	0.4%	1.2%	1.4%	<b>1.4%</b>	2.4%	1.1%	0.9%
25-34	2.0%	1.6%	2.8%	<b>1.6%</b>	3.2%	2.5%	3.1%
35-44	3.2%	2.8%	4.6%	<b>3.0%</b>	4.9%	4.1%	4.7%
45-54	5.8%	4.7%	6.2%	<b>4.8%</b>	6.6%	6.3%	7.7%
55-64	7.8%	6.3%	7.7%	<b>6.4%</b>	8.0%	11.5%	13.1%
65-74	8.7%	10.2%	12.0%	<b>9.4%</b>	12.0%	10.2%	10.4%
75-84	11.5%	9.8%	11.1%	<b>10.3%</b>	11.3%	11.9%	12.0%
85 Years Plus	21.7%	16.1%	18.4%	<b>12.8%</b>	14.1%	9.1%	9.6%
<b>Total</b>	6.7%	4.6%	6.6%	<b>4.6%</b>	6.9%	5.2%	5.9%

Please note: \*The EHS 2013-14 is based on the age of the household reference person. \*\*The Housing Register uses the age of the eldest household member. \*\*\*The annual lettings data uses the age of the nominated household member.

- 6.283. For the purpose of estimating future housing need for social / affordable homes suitable for wheelchair users, the percentage age breakdown shown in Table 96 (based on 2018, 2019 and 2020 data drawn from the housing register) has been applied to the projections by tenure (2014-based SNHP) indicated in Table 97. The results in Table 97 show suitable social / affordable housing is needed to support an additional 411 households with wheelchair user requirements during 2016-2038. The slight estimated decline in need amongst households with an HRP aged below 65 years, offsets the higher need of 442 older households containing wheelchair users.

<sup>176</sup> Shropshire Council HomePoint data,

[www.shropshirehomepoint.co.uk/NovaWeb/Infrastructure/ViewLibraryDocument.aspx?ObjectID=604](http://www.shropshirehomepoint.co.uk/NovaWeb/Infrastructure/ViewLibraryDocument.aspx?ObjectID=604)

**Table 97: Estimated Need for Social / Affordable Housing Suitable for Wheelchair Users**

Households	18-24	25-34	35-44	45-54	55-64	65-74	75-84	85 Years Plus	Total
<b>2016</b>	13	43	80	144	160	265	246	156	1,107
<b>2038</b>	12	34	81	132	150	294	413	402	1,519
<b>Change 2016-38</b>	-1	-9	1	-13	-10	28	168	246	411

### Market Housing Sector

6.284. Less information is available on households with wheelchair user requirements that are currently accommodated in market housing (home ownership/private rented accommodation) in Shropshire. So, for the purpose of estimating future need national data from the EHS 2013-14 has been used. Shown in column two of Table 98, this breaks down households with wheelchair users by the age group of the household reference person.

6.285. Table 98 also includes information relating to people with limited mobility from the 2011 Census and people in receipt of the mobility element of the DWP Disability Benefits<sup>177</sup> for Shropshire and nationally. Both these data sources, although population based rather than household based, would be expected to encompass a high proportion of wheelchair users in Shropshire and so provide the best local indicators of need.

**Table 98: Proportion of Market Housing by Age Group and Whether Someone in the Household is a Wheelchair User in Shropshire**

% of Households			% of Residents in Households			% of Usual Resident Population		
Age Group	EHS 2013-14 <sup>178</sup>	Adjustment based on DWP Mobility Award	Age Group	Census 2011 – Day to Day Activities Limited <sup>179</sup>		Age Group	DWP Disability Mobility Award Benefits	
	England	Shropshire		England	Shropshire		England	Shropshire
			<b>0-15</b>	3.6%	3.4%	<b>0-15</b>	2.4%	2.2%
<b>18-24</b>	0.3%	<b>0.3%</b>	<b>15-24</b>	5.2%	4.8%	<b>16-24</b>	3.0%	3.0%
<b>25-34</b>	0.4%	<b>0.4%</b>	<b>25-34</b>	6.3%	6.7%	<b>25-34</b>	2.3%	2.6%
<b>35-44</b>	0.8%	<b>0.8%</b>	<b>35-44</b>	10.4%	9.7%	<b>35-44</b>	3.2%	3.2%
<b>45-54</b>	1.5%	<b>1.2%</b>	<b>45-54</b>	16.0%	13.2%	<b>45-54</b>	5.4%	4.3%
<b>55-64</b>	2.7%	<b>2.0%</b>	<b>55-64</b>	25.9%	22.2%	<b>55-64</b>	7.8%	5.8%
<b>65-74</b>	4.2%	<b>3.3%</b>	<b>65-74</b>	38.7%	34.9%	<b>65-74</b>	11.5%	9.1%
<b>75-84</b>	6.4%	<b>5.5%</b>	<b>75-84</b>	60.9%	58.5%	<b>75-84</b>	21.7%	18.7%
<b>85+</b>	15.5%	<b>16.1%</b>	<b>85+</b>	83.0%	83.2%	<b>85+</b>	43.1%	44.7%
<b>Total</b>	2.7%	<b>2.8%</b>	<b>Total</b>	17.2%	17.9%	<b>Total</b>	6.6%	6.8%

<sup>177</sup> DWP, (2019), Stat Xplore, DWP Benefit Statistics, <https://stat-xplore.dwp.gov.uk/webapi/jsf/login.xhtml>

<sup>178</sup> English Housing Survey – 2013-14, UK Data Service, MHCLG, ONS.

<sup>179</sup> 2011 Census Table LC3101EWIs - Long term health problem or disability by sex by age, ONS.

- 6.286. To obtain an estimate of future housing need that reflects Shropshire’s household characteristics, an adjustment has been made to the EHS 2013-14 age breakdown, which is shown in column three of Table 98. To make the adjustment, the difference between disability claimants nationally and in Shropshire has been used.
- 6.287. In order to estimate the future housing need for market housing that is suitable for wheelchair users, the percentage age breakdown shown in column 3 of Table 98 (based the EHS 2013-14) has been applied to the projections by tenure (2014-based SNHP) indicated in Table 98.
- 6.288. The results in Table 99 show suitable market housing is needed to support an additional 2,055 households with wheelchair user requirements during 2016-2038. The slight estimated decline in need amongst households with an HRP aged below 65 years, offsets the higher need of 2,115 older households containing wheelchair users.

**Table 99: Estimated Need for Market Housing Suitable for Wheelchair Users**

Households	18-24	25-34	35-44	45-54	55-64	65-74	75-84	85 Years Plus	Total
<b>2016</b>	5	43	130	282	448	741	826	935	3,410
<b>2038</b>	5	35	132	257	420	821	1,388	2,407	5,465
<b>Change 2016-38</b>	-0	-9	2	-25	-28	79	563	1,473	2,055

**Future Housing Need for Households with Wheelchair User Requirements**

6.289. Table 100 shows the projected household need during 2016-2038 for households including wheelchair users in Shropshire. It shows in Shropshire there will be a need to accommodate 2,466 households during 2016-2038 with around 16.7% within the social / affordable rented sector and 83.3% within the private market sector. Overall, 2,466 households represent 12.9% of total projected household growth in Shropshire during 2016-2038. This would suggest future development should aim to achieve 13% of new homes meeting building regulations category M4(3) (Wheelchair User Suitable), although it is acknowledged that a proportion of this need will be met within specialist older person accommodation.

**Table 100: Estimated Future Need for Households with Wheelchair User Requirements**

Growth 2016-2038	Social / Affordable	Market	Total
<b>Households with Wheelchair Users - Below 65 years</b>	-31	-60	-91
<b>Households with Wheelchair Users - Above 65 years</b>	442	2,115	2,557
<b>Total Households with Wheelchair Users</b>	<b>411</b>	<b>2,055</b>	<b>2,466</b>
<b>Total Household Growth in Shropshire (2014 SNHP)</b>	2,574	16,562	19,136
<b>% of Households with Wheelchair User Households</b>	<b>16.0%</b>	<b>12.4%</b>	<b>12.9%</b>

**Future Household Need for Accessible and Adaptable Dwellings (M4(2))**

6.290. Table 94 identified that of the total projected growth in households in Shropshire during 2016-2038 (19,136), 46% of these households currently have or in future may develop a LTHPD that impacts on their housing needs. Encompassed within this are the 13% of total households who currently or in the future may require wheelchair accessible housing.

This therefore indicates that 33% of total households currently or in the future may require accessible and adaptable housing to M4(2) standard.

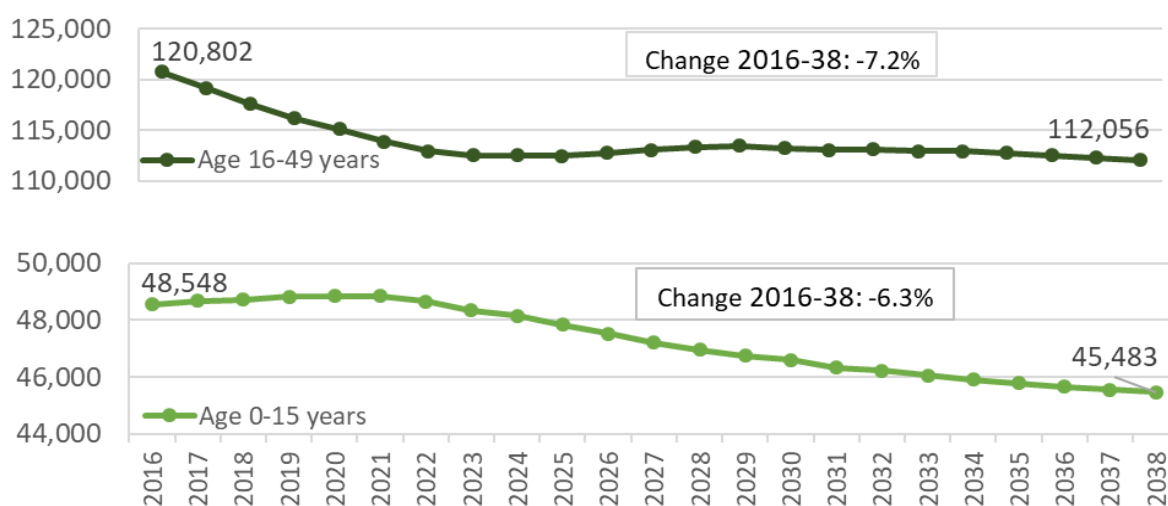
- 6.291. As previously explained, this is likely to underestimate the level need for M4(2) and M4(3) standard housing in Shropshire, given the significant growth in Shropshire's older population.
- 6.292. Table 100 indicates an additional 2,557 older wheelchair user households are projected, representing 10% of the total growth in older households (25,554) in Shropshire (overall growth is projected to be somewhat less than this due to reductions in younger households). As Table 94 already identifies that 19,785 older households (77% of the 25,554 growth in older households) will require either M4(2) or M4(3) standard housing, this suggests 67% of older households may require accommodation to M4(2) standard in order to meet their housing needs, although it is acknowledged that a proportion of this need will be met within specialist older person accommodation.
- 6.293. It should also be noted that Accessible and Adaptable Dwellings (M4(2)) and Wheelchair User Dwellings (M4(3)) are not only attractive to those with or at risk of a LTHPD, they are also attractive to others, including older people and will support their ability to live independently for longer, which is consistent with Government's aspirations to sustain people at home for as long as possible.
- 6.294. Furthermore, for many people considering moving home or finding their first home during the Plan period, the knowledge that the property can meet their lifetime housing requirements, with minimal need for adaptations, is a factor in their decision-making.



## 7. Families with Children

- 7.1. This section considers “*the size, type and tenure of housing needed ...*” by families with children, a specific group within the community with particular housing needs, referred to in the NPPF. There is no specific methodological guidance in NPPG as regards how to assess the current and future housing needs of families. For the purpose of this assessment ‘families with children are treated as ‘households with dependent children’.
- 7.2. This section of the SHMA also draws together the following strands of analysis to inform the assessment of the housing needs of families with children in Shropshire during 2016-2038.
- The SHMA Part 1 includes a section on understanding Shropshire’s current and future population change by age structure based on the ONS mid-year population estimates and the 2016-based SNHP (pages 33-35).
  - Further analysis is available in a report entitled “Summary Analysis – 2016 Sub-national Population Projections to 2041 for Shropshire”<sup>180</sup> regarding the ageing of the early years, school age and working age population.
  - Within Section 5 of this document, analysis is included on the projected household change of households with dependent children.
- 7.3. To summarise the strands of analysis, the 2011 Census found 26.3% of households in Shropshire contained dependent children. The more recent 2014-based SNHP estimated 24.5% in 2016, compared to the 2016-based SNHP which estimated 24.8% in 2016. During the Local Plan period 2016-2038, the number of households with dependent children is projected to rise by 1.0% based on the 2014-based SNHP but decline by -6.9% based on the 2016-based SNHP. This means by 2038, households with dependent children will represent 21.8% of all households based on the 2014-based SNHP compared to 20.2% based on the 2016-based SNHP.

**Figure 71: Projected Population Change 2016-2038**



- 7.4. Figure 71 shows the 2016-based SNPP estimate a decline in both children age 0-15 years and the population aged 16-49 years in Shropshire during 2016-2038. This is mainly attributable to a decline in fertility rates since the 1970’s nationally and family planning

<sup>180</sup> Summary Analysis – 2016 Sub-national Population Projections to 2041 for Shropshire, Shropshire Council Information, Intelligence and Insight Team - <https://shropshire.gov.uk/media/10385/shropshire-analysis-2016-sub-national-population-projections.pdf>

allowing women / couples to choose their family size. This was also during a period of large economic and social change when peoples lifestyle choices significantly changed. This has led to smaller family size and changing patterns of household formation nationally.

- 7.5. Table 101 below shows the percentage of households with one, two or three or more dependent children in Shropshire from the available sources of information. It shows households with one dependent child represent the highest percentage of all family households in Shropshire (11.7% at 2011 and 11.2% from both the 2014-based SNHP and 2016-based SNHP). By 2038, households with one dependent child are projected to represent 10.5% of households in the 2014-SNHP and 9.3% in the 2016-based SNHP. In both the 2014-based SNHP and 2016-based SNHP, households with two or three or more dependent children are projected to decline in Shropshire.

**Table 101: Number of Households and Projected Households by Dependent Children in Shropshire<sup>181,182 & 183</sup>**

		All households	Households with:				
			No dependent children	One dependent child	Two dependent children	Three or more dependent children	All dependent children
<b>2011 Census (families)</b>	2011 - Number	129,674	95,555	15,225	13,630	5,264	34,119
	%	100.0%	73.7%	11.7%	10.5%	4.1%	26.3%
<b>2014-based SNHP</b>	2016 - Number	135,511	102,173	15,209	13,066	5,064	33,339
	%	100.0%	75.4%	11.2%	9.6%	3.7%	24.6%
	2038 - Number	154,647	120,976	16,172	12,742	4,757	33,671
	%	100.0%	78.2%	10.5%	8.2%	3.1%	21.8%
	2016-38 Change	19,136	18,803	963	-324	-307	332
	% Change	14.1%	18.4%	6.3%	-2.5%	-6.1%	1.0%
<b>2016-based SNHP</b>	2016 - Number	135,449	101,908	15,202	13,236	5,103	33,541
	%	100.0%	75.2%	11.2%	9.8%	3.8%	24.8%
	2038 - Number	154,834	123,606	14,384	12,253	4,591	31,228
	%	100.0%	79.8%	9.3%	7.9%	3.0%	20.2%
	2016-38 Change	19,385	21,698	-818	-983	-512	-2,313
	% Change	14.3%	21.3%	-5.4%	-7.4%	-10.0%	-6.9%

Please note 2011 Census uses **families** with dependent children rather than households with dependent children. A family is defined as a group of people who are: \* a married, same-sex civil partnership, or cohabiting couple, with or without child(ren), \* a lone parent with child(ren), \* a married, same-sex civil partnership, or cohabiting couple with grandchild(ren) but with no children present from the intervening generation, or \* a single grandparent with grandchild(ren) but no children present from the intervening generation.

A **household** is defined as: \* one person living alone, or \* a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area. This includes: \* sheltered accommodation units in an establishment where 50 per cent or more have their own kitchens (irrespective of whether there are other communal facilities), and all people living in caravans on any type of site that is their usual residence. This will include anyone who has no other usual residence elsewhere in the UK. A household must contain at least one person whose place of usual residence is at the address. A group of short-term residents living together is not classified as a household, and neither is a group of people at an address where only visitors are staying.

<sup>181</sup> ONS, 2011 Census Table: QS118EW – Families with Dependent Children

<sup>182</sup> ONS, 2014-based SNHP

<sup>183</sup> ONS, 2016-based SNHP

- 7.6. Table 102 and Table 103 compare the percentage breakdown by age of the HRP and type of household in Shropshire using the 2014 SNHP.
- 7.7. Table 102 shows the ageing of Shropshire’s population and projected decline in the younger age groups is leading to a shift in the percentage of households by age group of the HRP from 2016 to 2038. The only household groups to achieve a higher percentage of households in Shropshire by 2038 are those with HRPs aged 55 years and over.
- 7.8. As previously highlighted in this SHMA, as well as reflecting population growth in the older age groups in Shropshire, it also suggests a rise in multi-generational households with dependent children, particularly those with only one child (0.3% in 2016 – 0.5% in 2038). This may reflect younger families being unable to afford suitable housing (leading to potential overcrowding) or may reflect a need to share the care of older and younger members of a household.

**Table 102: Percentage Breakdown of Households by Age of the HRP and Household Type (2014 SNHP)**

2016	All Households	Households with no dependent children	Households with one dependent child	Households with two dependent children	Households with three or more dependent children	All Dependent Households
16-24	2.2%	1.3%	0.6%	0.2%	0.1%	0.8%
25-34	9.7%	5.3%	2.1%	1.5%	0.8%	4.4%
35-44	13.5%	5.0%	2.9%	4.1%	1.6%	8.5%
45-54	19.9%	11.2%	4.2%	3.4%	1.1%	8.8%
55-64	18.1%	16.5%	1.2%	0.4%	0.1%	1.7%
65 years and over	36.5%	36.2%	0.3%	0.1%	0.0%	0.3%
<b>Total</b>	<b>100.0%</b>	<b>75.4%</b>	<b>11.2%</b>	<b>9.6%</b>	<b>3.7%</b>	<b>24.6%</b>
2038	All Households	Households with no dependent children	Households with one dependent child	Households with two dependent children	Households with three or more dependent children	All Dependent Households
16-24	1.8%	1.0%	0.6%	0.2%	0.1%	0.8%
25-34	6.8%	3.8%	1.6%	0.7%	0.6%	3.0%
35-44	12.0%	4.8%	2.9%	3.3%	1.0%	7.2%
45-54	15.9%	7.6%	3.7%	3.4%	1.2%	8.3%
55-64	14.9%	13.0%	1.3%	0.5%	0.1%	1.9%
65 years and over	48.5%	48.0%	0.4%	0.1%	0.0%	0.5%
<b>Total</b>	<b>100.0%</b>	<b>78.2%</b>	<b>10.5%</b>	<b>8.2%</b>	<b>3.1%</b>	<b>21.8%</b>

- 7.9. In households in Shropshire with an HRP aged 16-24 years, the proportion of households with dependent children is estimated to remain stable. As would be expected households with one child continue to represent the greater percentage of households with an HRP aged 16-24 years and 25-34 years.

7.10. Households with an HRP aged 35-44 years with two dependent children represent the highest proportion of households with dependent children. In this age group families begin to settle on their final family size, choosing to have no more children for natural ageing reasons and for lifestyle reasons. It also reflects more women choosing to have their first child in their 30's when they are ready to build a family.

7.11. Table 103 allows for comparison of the 2014-based SNHP with the findings from the 2016-based SNHP. These are included as they reflect the most up-to-date information on births, deaths, migration and household formation. These estimates very much reflect the findings of the 2014-based SNHP, but with a slightly higher drop in the proportion of households with dependent children.

**Table 103: Percentage Breakdown of Households by Age of the HRP and Household Type (2016 SNHP)**

2016	All Households	Households with no dependent children	Households with one dependent child	Households with two dependent children	Households with three or more dependent children	All Dependent Households
16-24	2.0%	1.2%	0.4%	0.2%	0.1%	0.8%
25-34	9.6%	4.9%	2.1%	1.8%	0.9%	4.8%
35-44	13.6%	5.5%	3.0%	3.7%	1.5%	8.1%
45-54	20.8%	12.4%	3.9%	3.4%	1.1%	8.4%
55-64	18.5%	16.2%	1.5%	0.6%	0.2%	2.3%
65 years and over	35.4%	35.0%	0.3%	0.1%	0.0%	0.4%
<b>Total</b>	<b>100.0%</b>	<b>75.2%</b>	<b>11.2%</b>	<b>9.8%</b>	<b>3.8%</b>	<b>24.8%</b>
2038	All Households	Households with no dependent children	Households with one dependent child	Households with two dependent children	Households with three or more dependent children	All Dependent Households
16-24	1.4%	0.9%	0.3%	0.2%	0.1%	0.6%
25-34	7.7%	3.9%	1.8%	1.4%	0.7%	3.8%
35-44	11.6%	4.8%	2.6%	3.1%	1.2%	6.8%
45-54	15.6%	9.1%	3.0%	2.6%	0.8%	6.4%
55-64	15.5%	13.5%	1.3%	0.6%	0.2%	2.0%
65 years and over	48.1%	47.7%	0.3%	0.1%	0.0%	0.4%
<b>Total</b>	<b>100.0%</b>	<b>79.8%</b>	<b>9.3%</b>	<b>7.9%</b>	<b>3.0%</b>	<b>20.2%</b>

### ***Understanding the Housing Needs of Households with Dependent Children***

7.12. The 2011 Census remains the most detailed source of information on tenure, size of accommodation and dwelling type for households / families with dependent children at local authority level. Data broken down by number of households with one, two or three or more children is more limited, so this analysis considers households with dependent

children in entirety where this is not available. Where available the 2001 Census data is included to illustrate the changing trends.

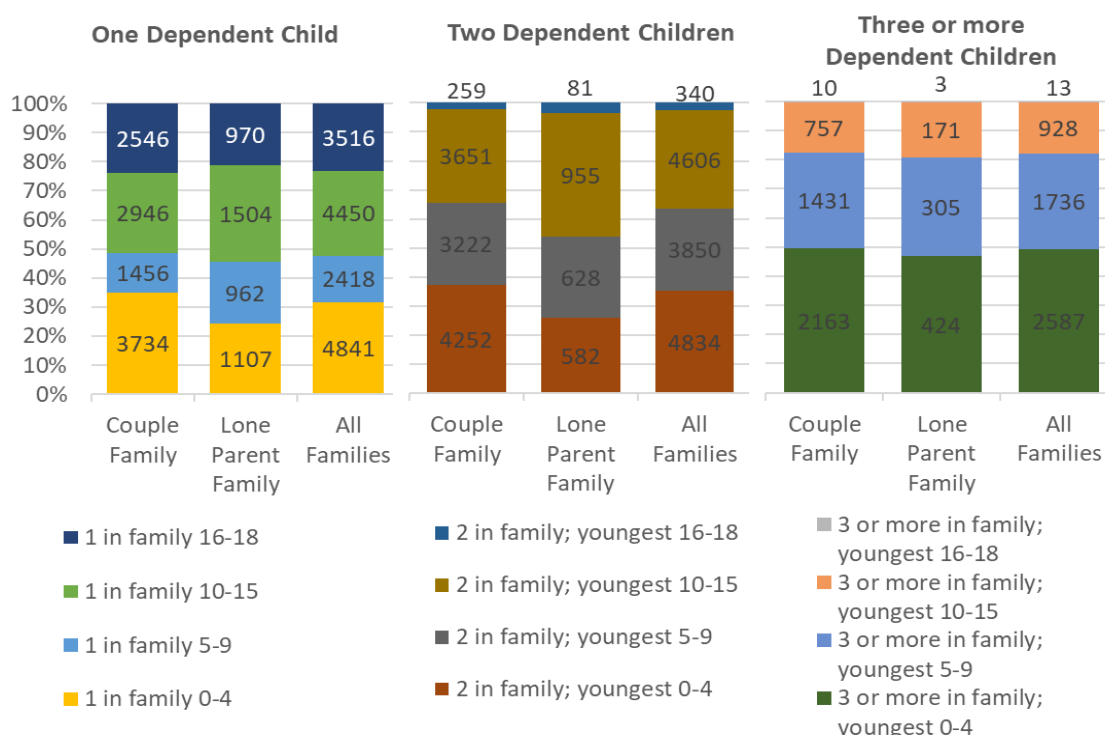
7.13. Table 104 shows families with only one dependent child were the most common family type in Shropshire with dependent children in 2011. Larger families with three or more dependent children represented only 15.4% of families with dependent children in Shropshire. Smaller family size is influenced by women / couples choosing to have smaller families and delaying having children until an older age.

**Table 104: Families with Dependent Children by Dwelling Type<sup>184</sup>**

	Families with 1 dependent child	Families with 2 dependent children	Families with 3 or more dependent children	All Families with dependent children
<b>Number</b>	15,225	13,630	5,264	34,119
<b>Percentage (%)</b>	44.6%	39.9%	15.4%	100.0%

7.14. Figure 72 illustrates the age of the youngest child by families with one, two or three or more dependent children for both couple and lone parent families in Shropshire. It shows that in families with one dependent child the highest proportion were aged 0-4 years (4,841 children) closely followed by families with a child aged 10-15 years (4,450 children). The least common age group was 5-9 years with only 2,418 families having a single child in this age group.

**Figure 72: Family Type by Age of Dependent Child / Children**



7.15. The pattern differs slightly between couple and lone parent families in Shropshire with the highest proportion of lone parents having a child aged 10-15 years compared to couple families having a child aged 0-4 years. Couple families with a young child are more likely to

<sup>184</sup> 2011 Census Table DC1114EW - Dependent children by family type, ONS.

be planning for a sibling or siblings in the future and may require a larger home with more bedrooms.

- 7.16. There are fewer lone parent families with two or more children when compared to the number of lone parent families with one child. In lone parent families with two children the youngest child was more likely to be aged 10-15 years compared to lone parent families with three or more children where the youngest was more likely to be aged 0-4 years. Many of these lone parent families may have resulted from relationship breakdowns consequently so creating additional housing need.

### ***Type of Accommodation***

- 7.17. Table 105 shows the largest proportion of households with dependent children were living in semi-detached housing (39.5%) in 2011, closely followed by 37.7% living in detached accommodation and 19% in terraced accommodation. Semi-detached, flats and terraced accommodation is generally more affordable for families than detached accommodation. However, the relatively small proportion of flats suggests this accommodation is not so suited to families who want to benefit from having a garden, more living space, extra car parking and ground floor accommodation.

**Table 105: Households with Dependent Children by Dwelling Type<sup>185</sup>**

	All Households with Dependent Children	
	Number	%
<b>Detached</b>	12,914	37.7%
<b>Semi-detached</b>	13,548	39.5%
<b>Terraced</b>	6,509	19.0%
<b>Flat, maisonette or apartment</b>	1,265	3.7%
<b>Caravan/mobile or temporary structure</b>	59	0.2%
<b>Total</b>	34,295	100.0%

- 7.18. The accommodation choices of families contrasts with Shropshire's housing stock profile where detached accommodation represents the highest proportion (39.5%) of stock followed by semi-detached, terraced and flats (33.4%, 16.8% and 9.6% respectively). Interestingly 59 families were living in caravans or mobile / temporary accommodation which may reflect some families finding it difficult to afford more settled accommodation.

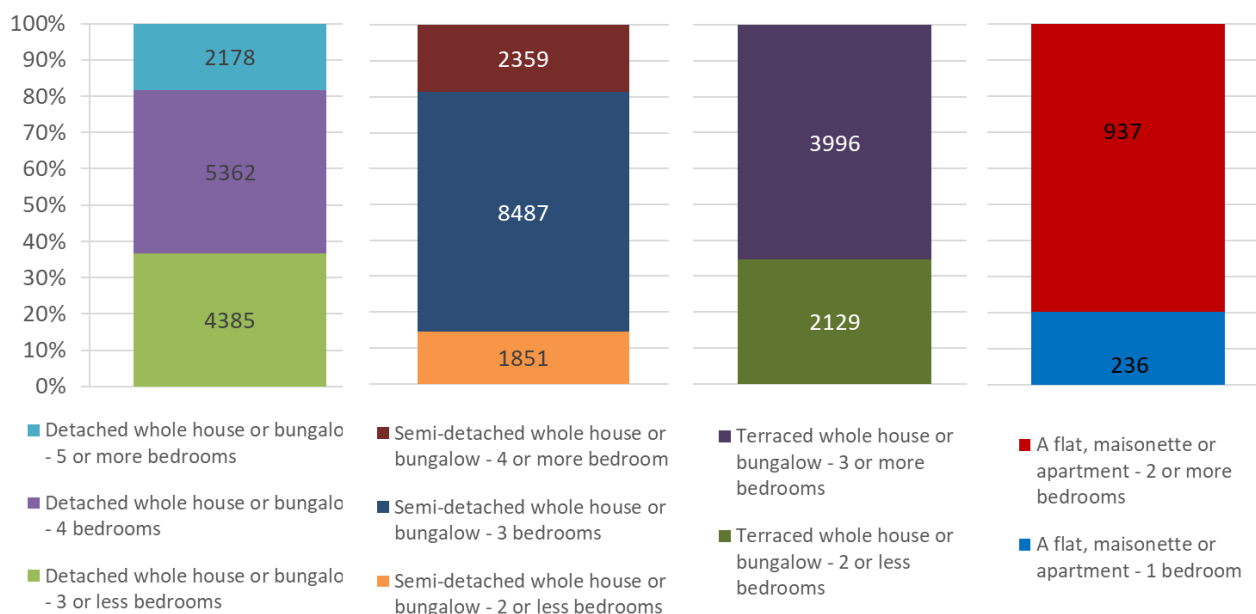
### ***Size of Accommodation***

- 7.19. Figure 73 demonstrates the value of the 2011 Census information in understanding Shropshire's housing characteristics, by providing insight into the type and size of accommodation families with dependent children lived-in in 2011. It shows the majority of families living in semi-detached accommodation had three bedrooms (8,487) compared to only 1,851 living in two bedrooms or less semi-detached dwellings. Of families living in flats, maisonettes and apartments the majority had at least two bedrooms. However, in Shropshire there remained 236 families with a child / children living in a one bedroom flat suggesting potential overcrowding perhaps influenced through financial hardship.
- 7.20. Terraced accommodation is most prevalent in the market towns of Shropshire and at the last census accommodated nearly 4,000 families with dependent children in three

<sup>185</sup> 2011 Census Table CT0790 - Accommodation type by household composition, ONS.

bedrooms or more terraced housing and 2,129 families in two bedrooms or less terraced accommodation. In Shropshire, the largest proportion of detached housing was occupied by families requiring / able to afford four bedrooms (5,362 families with dependent children).

**Figure 73: Dwelling Type by Number of Bedrooms for Families with Dependent Children<sup>186</sup>**



7.21. Table 106 shows that the majority of households with dependent children were living in three bedroom accommodation (48.6%) in Shropshire in 2011 and nearly a quarter were occupying accommodation of four or more bedrooms. However there remained 5,919 families in accommodation with only one to two bedrooms who may require larger homes if their families expand beyond one child.

**Table 106: Households with Dependent Children by Number of Bedrooms<sup>187</sup>**

	Households with Dependent Children	
	Number	%
<b>1 bedroom</b>	480	1.4%
<b>2 bedrooms</b>	5,439	15.9%
<b>3 bedrooms</b>	16,668	48.6%
<b>4 bedrooms</b>	8,458	24.7%
<b>5 bedrooms or more</b>	3,250	9.5%
<b>Total</b>	34,295	100.0%

<sup>186</sup> 2011 Census Table CT0345 - Age of Household Reference Person (HRP) by household composition by tenure by bespoke accommodation type (excluding caravans and temporary structures) by number of bedrooms, ONS.

<sup>187</sup> 2011 Census Table DC1402EW - Household composition by number of bedrooms, ONS.



## Tenure

7.22. Table 107 shows home ownership amongst families with dependent children in Shropshire fell by 6.9% during 2001-2011. This compares to a rising number of households living in social housing or private rented accommodation. In 2011 only 64.5% of households with dependent children in Shropshire either owned their home outright or owned it with a mortgage, compared to 72.3% in 2001. This is likely to reflect changing house prices and more families being priced out of the housing market.

**Table 107: Households with Dependent Children by Tenure**

	2001 Census <sup>188</sup>		2011 Census <sup>189</sup>		Change 2001-2011	
	Number	%	Number	%	Number	%
<b>Owned</b>	23,770	72.3%	22,123	64.5%	-1,647	-6.9%
<b>Social Rented</b>	4,974	15.1%	5,775	16.8%	801	16.1%
<b>Private rented or living rent free</b>	4,149	12.6%	6,397	18.7%	2,248	54.2%
<b>Total</b>	32,893	100.0%	34,295	100.0%	1,402	4.3%

## Occupancy

7.23. An occupancy rating of -1 or less is used as an indicator of overcrowding. Table 108 shows 6.3% of households with dependent children in Shropshire were living in overcrowded accommodation in 2011. This was a rise of 47.5% since the 2001 Census (an additional 698 households). With the rising costs of housing since the last census this suggests the percentage of households with dependent children may have risen further.

**Table 108: Households with Dependent Children by Occupancy Rating**

	2001 Census <sup>190</sup> (Rooms)		2011 Census <sup>191</sup> (Rooms)		Change 2001-2011	
	Number	%	Number	%	Number	%
<b>Occupancy rating of +2 or more</b>	17,416	53%	18,238	53.2%	822	4.7%
<b>Occupancy rating of +1</b>	7,876	24%	7,547	22.0%	-329	-4.2%
<b>Occupancy rating of 0</b>	6,133	19%	6,344	18.5%	211	3.4%
<b>Occupancy rating of -1 or less</b>	1,468	4%	2,166	6.3%	698	47.5%
<b>All categories: Occupancy rating</b>	32,893	100%	34,295	100.0%	1,402	4.3%

## Concealed Families with Dependent Children

7.24. Table 109 provides the best indication of the number of families concealed within other households because they are unable to find suitable accommodation that they can afford / in the right location. Overall the 2011 Census estimated 479 families with dependent children in Shropshire were in this situation, having risen by 57.6% since the 2001 Census. With overcrowding having risen in Shropshire together the costs of privately renting and home ownership, this indicates the number of concealed families may have continued to rise over the last decade.

<sup>188</sup> 2011 Census Table ST053 - Household composition by tenure and occupancy rating, ONS.

<sup>189</sup> 2011 Census Table DC4105EW1a - Tenure by occupancy rating (bedrooms) by household composition, ONS.

<sup>190</sup> 2011 Census Table ST053 - Household composition by tenure and occupancy rating, ONS

<sup>191</sup> 2011 Census Table LC4104EW - Occupancy rating (rooms) by household composition, ONS.

7.25. The greatest proportion of concealed families were those with a family reference person below 35 years. During this time young people will be settling into employment and are likely to be seeing their income rising, however this suggests that many young people are still unable to afford their own homes. The level of concealment or unmet need is an important factor in estimating future housing need for families with dependent children.

**Table 109: Concealed Families with Dependent Children by Age of Family Reference Person**

	2001 Census <sup>192</sup> Concealed Families with Dependent Children			2011 Census <sup>193</sup> Concealed Families with Dependent Children		Change 2001- 2011	
	Number	%		FRP Aged:	Number	%	Number
FRP Aged:			FRP Aged:				
29 and under	178	58.6%	24 and under	159	33.2%		
30 to 44	104	34.2%	25 to 34	175	36.5%		
45 to 59	19	6.3%	35 to 49	121	25.3%		
60 to 64	0	0.0%	50 to 64	14	2.9%		
65 to 74	0	0.0%	65 to 74	7	1.5%		
75 and over	3	1.0%	75 to 84	3	0.6%		
			85 and over	0	0.0%		
All FRPs	304	100%	All FRPs	479	100%		

### Estimating Future Housing Need for Households with Dependent Children

7.26. Tables 110 and 111 show the estimated growth in households and dwellings during the Shropshire Local Plan period 2016-2038 summarised by tenure, dwelling type and number of bedrooms. As explained these estimates assume the distribution of households across the main tenures, dwelling types and the number of bedrooms (derived from the 2011 Census) will remain the same during 2016-2038. This method is not ideal as undoubtedly the distribution will change, as it has done between 2001-2011 but it has the benefit of being based on robust information that is transparent and understandable.

7.27. Again, care should be taken in interpreting these projections as the age groups below 50 years in Shropshire are projected to decline based on past birth, deaths and migration trends to 2038. Therefore using this methodology results in negative dwellings needed by younger households. As previously outlined a number of factors are apparent which will impact on the need for housing to accommodate households with dependent children:

- Concealed households are more prevalent in the younger age groups with approaching 70% with a family reference person aged below 50 years.
- As is evident in the later section on student housing needs, the number of young students is projected to increase with the establishment of the University Centre: Shrewsbury. It is hoped that Shropshire may retain some of these young people by offering attractive job opportunities and suitable accommodation.
- Shropshire's Economic Growth Strategy aspires to grow and diversify Shropshire's future labour force to support local economic growth.

<sup>192</sup> 2011 Census Table ST053 - Household composition by tenure and occupancy rating, ONS

<sup>193</sup> 2011 Census Table LC4104EW - Occupancy rating (rooms) by household composition, ONS.

- In the south east of Shropshire there is a high level of net out communicating to workplaces in Birmingham and the Black Country. If suitable affordable housing becomes available along with growth in home-working and other employment opportunities, younger working age households may choose to re-locate to Shropshire from elsewhere.

7.28. Table 110 sets out the projected growth in households with dependent children in Shropshire (based on the 2014-based SNHP) by the tenure, size and accommodation type during 2016-2038. Due to the methodology, growth is constrained to the projected change in households with dependent children of 7.1%. Overall it is projected there will a decline of -2,366 households with dependent children in Shropshire during 2016-2038.

**Table 110: Households with Dependent Children - Change 2016-2038**

	2016		2038		2016-2038
	Number	%	Number	%	Change
<b>Tenure</b>					
• Owner occupied	21,647	64.5%	20,120	64.5%	-1,526
• Social Rented	5,651	16.8%	5,252	16.8%	-398
• Private Rented	6,259	18.7%	5,818	18.7%	-441
<b>Total Households</b>	<b>33,556</b>	<b>100.0%</b>	<b>31,190</b>	<b>100.0%</b>	<b>-2,366</b>
<b>Dwelling Type</b>					
• Detached house or bungalow	12,636	37.7%	11,745	37.7%	-891
• Semi-detached house or bungalow	13,256	39.5%	12,322	39.5%	-935
• Terraced	6,369	19.0%	5,920	19.0%	-449
• Flat, maisonette or apartment	1,238	3.7%	1,150	3.7%	-87
• Caravan, mobile or temporary structure	58	0.2%	54	0.2%	-4
<b>Total Households</b>	<b>33,556</b>	<b>100.0%</b>	<b>31,190</b>	<b>100.0%</b>	<b>-2,366</b>
<b>Number of Bedrooms</b>					
• 1 bedroom	470	1.4%	437	1.4%	-33
• 2 bedrooms	5,322	15.9%	4,947	15.9%	-375
• 3 bedrooms	16,309	48.6%	15,159	48.6%	-1150
• 4 bedrooms	8,276	24.7%	7,692	24.7%	-584
• 5 bedrooms or more bedrooms	3,180	9.5%	2,956	9.5%	-224
<b>Total Households</b>	<b>33,556</b>	<b>100.0%</b>	<b>31190</b>	<b>100.0%</b>	<b>-2,366</b>

7.29. Table 111 adds in previously unmet housing need for households with dependent children, to understand the total number of households that will need to be accommodated during 2016-2038 and then converts this into the total dwellings needed by allowing for a level of vacant housing stock. Although Table 72 shows reduced housing need for households with dependent children it does provide an understanding of reduction by tenure, dwelling type and size of home.

7.30. Table 111 shows an estimated 465 concealed households with dependent children at 2016 in Shropshire and assumes that in estimating the number of dwellings needed this will

need to include an allowance of 20 vacant properties to enable the housing market to function effectively.

7.31. Overall -1,880 fewer homes are estimated to be needed during 2016-2038 for households with dependent children, resulting in an annual loss of -85 dwellings a year.

**Table 111: Accommodation Need for Households with Dependent Children - Change 2016-2038**

	Concealed Households at 2016	Household Change 2016-38 (2014 SNHP)	Total Household Need 2016-38	Allowance Vacant Dwellings	Total Dwellings Needed 2016-2038	Annual Need 2016-2038
<b>Tenure</b>						
• Owner occupied	300	-1,526	-1,226	13	-1,213	-55
• Social Rented	78	-398	-320	3	-317	-14
• Private Rented	87	-441	-355	4	-351	-16
<b>Total</b>	<b>465</b>	<b>-2,366</b>	<b>-1,901</b>	<b>20</b>	<b>-1,880</b>	<b>-85</b>
<b>Dwelling Type</b>						
• Detached house or bungalow	175	-891	-716	8	8	-708
• Semi-detached house or bungalow	184	-935	-751	8	8	-743
• Terraced	88	-449	-361	4	4	-357
• Flat, maisonette or apartment	17	-87	-70	1	1	-69
• Caravan, mobile or temporary structure	1	-4	-3	0	0	-3
<b>Total</b>	<b>465</b>	<b>-2,366</b>	<b>-1,901</b>	<b>20</b>	<b>-1,880</b>	<b>-85</b>
<b>Number of Bedrooms</b>						
• 1 bedroom	7	-33	-27	0	0	-26
• 2 bedrooms	74	-375	-301	3	3	-298
• 3 bedrooms	226	-1150	-924	10	10	-914
• 4 bedrooms	115	-584	-469	5	5	-464
• 5 bedrooms or more	44	-224	-180	2	2	-178
<b>Total</b>	<b>465</b>	<b>-2366</b>	<b>-1,901</b>	<b>20</b>	<b>-1,880</b>	<b>-85</b>

## Summary

7.32. In summary the projections reflect Shropshire's changing demographics with an increasing older population, an estimated future decrease in the younger working age population and smaller household size. The projections are based on recent trends and do not take into account the significant policy drivers and strategic developments which could suggest alternative scenarios in Shropshire.

7.33. It is also important to plan for families currently resident in Shropshire whose housing needs may change as families expand, contract or break-up. It is also likely multi-generational households may increase as families provide support for grandchildren or elderly family members, influenced by child-care and residential care costs.

## 8. Students

- 8.1. The NPPG states that *“Strategic policy-making authorities need to plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus. Encouraging more dedicated student accommodation may provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock”*<sup>194</sup>.

### **Formation of the University Centre – Shrewsbury**

- 8.2. The formation of a university in Shrewsbury has been a long-term aspiration for Shropshire Council and the wider Shropshire community. This aspiration was fulfilled with the establishment of the University Centre – Shrewsbury in partnership with Chester University, which first offered classes in 2014.
- 8.3. The new University Centre - Shrewsbury is currently a specialist centre forming part of Chester University. This means there is no information published by the Higher Education Statistical Agency (HESA) on enrolments at the Shrewsbury Campus or the characteristics of the student population.
- 8.4. Proactive discussions have occurred with representatives of the University Centre – Shrewsbury regarding the future housing needs of the student population. University Centre - Shrewsbury is currently in a period of transition with new leadership, new strategy development, renewal of partnership working arrangements and the current suspension of studies due to the Government COVID-19 response. This means it is not possible to obtain robust forecasts of future student enrolments at University Centre - Shrewsbury.
- 8.5. So, in order to determine the housing needs of students attending the University Centre – Shrewsbury, previously published information has been reviewed and information on students presently enrolled at University Centre - Shrewsbury has been gathered.

### **Current Provision**

- 8.6. A very high proportion of students attending University Centre - Shrewsbury are already resident locally and so do not require student accommodation. This situation is expected to continue. Shropshire Council currently have seven privately let shared student properties (approximately housing 33 students) registered as part of the Student Accommodation Accreditation Scheme in Shrewsbury. The properties are all houses and 3/4 storeys except for one which is above a shop.
- 8.7. There are presently two student halls of residence in Shrewsbury, initially allocated to first year students. As these did not achieve full capacity students from other years have been accommodated. These are currently occupied by 136 students. This has led to lower demand for properties let by private landlords, who have worked closely with Shropshire Council and are registered with the scheme.
- 8.8. A small number of private landlords have expressed interest in providing further private rented student accommodation but at present the demand is limited. This suggests there is capacity within the private rented sector to absorb future growth in the student population.

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<sup>194</sup> MHCLG, (2019), NPPG – Housing Needs of Different Groups

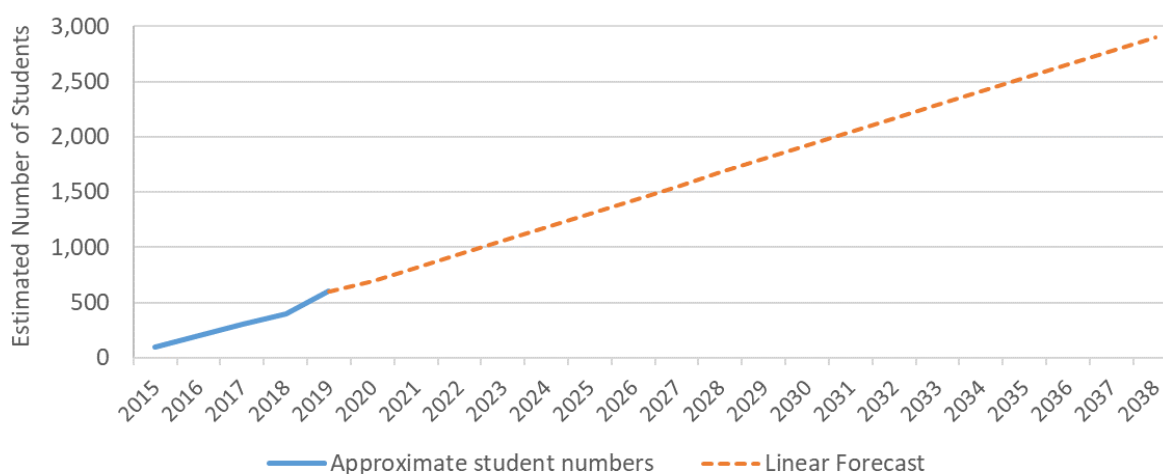
### Current Need

8.9. For year 2018-19 it is estimated 300 under-graduate students and 100 post-graduates were studying at University Centre - Shrewsbury.

### Future Need

8.10. In the absence of a forecast provided by University Centre - Shrewsbury, the approximate known number of students has been plotted and a linear forecast produced to indicate how student numbers might grow if present growth trends continue. This indicates that by 2038, 2,900 students will be attending the University Centre - Shrewsbury. This is slightly lower than was estimated by University Centre – Shrewsbury in 2016 which estimated 2,500 students by 2025/26, however there is now several years more data available to inform growth trend assumptions.

**Figure 74: Linear Forecast of Number of Students Attending UCS**



8.11. Table 112 provides a very simplistic estimate of the future accommodation needs of USC students. This is based on the following assumptions:

- Based on the current need, 58% of students attending University Centre – Shrewsbury live at home;
- Based on the National Student Accommodation Survey 2019 (NSU) research, 54% of students live in private rented accommodation<sup>195&196</sup>; and
- On average a student house can accommodate four students.

**Table 112: Estimated Housing Need for UCS Students**

	Halls of Residence	Private Rented Sector	Living at Home	Total
<b>Current Provision</b>	136 students	33 students	264 students	400 students
<b>Estimated Gross Need Academic Year 2038/39</b>	564 students	662 students	1,675 students	2,900 students
<b>Net Housing Need</b>	428 students (428 rooms)	629 students (157 student properties)		

<sup>195</sup> National Student Accommodation Survey 2019 – SavetheStudent.Org  
[www.savethestudent.org/accommodation/national-student-accommodation-survey-2019.html](http://www.savethestudent.org/accommodation/national-student-accommodation-survey-2019.html)

<sup>196</sup> House of Commons Research Briefing, (02/03/2020), Student Accommodation FAQs (authors Paul Bolton, Susan Hubble, Wendy Wilson) - <https://commonslibrary.parliament.uk/research-briefings/cbp-8721/>

8.12. Table 112 estimates there will need to be capacity to house 629 students within the private rented sector in Shropshire by 2038. In terms of Halls of Residents there need to be capacity to accommodate an additional 428 students.

### ***Other Educational Institutions***

8.13. A number of other education institutions with boarding facilities are located within Shropshire. Shropshire Council undertook a survey of these institutions in order to determine whether they anticipate changes to the make-up and number of boarders within their facilities.

8.14. 36% of the educational institutions contacted responded to this survey, providing estimates on future boarders. The responses received from these educational institutions did not suggest significant variance to the institutional population within educational facilities. Therefore, for the purpose of this assessment it is assumed that the make-up and number of boarders will remain stable.



## 9. Service Families

9.1. The NPPF identifies ‘service families’ as a community group with specific housing requirements that should be addressed in planning policy and planning decision-making. The NPPG<sup>197</sup> does not provide specific guidance on estimating housing needs for service families. However, this population group are encompassed in the more general guidance on assessing the housing needs of different community groups:

*“Strategic policy-making authorities will need to consider the extent to which the identified needs of specific groups can be addressed in the area, taking into account:*

- *the overall level of need identified using the standard method (and whether the evidence suggests that a higher level of need ought to be considered);*
- *the extent to which the overall housing need can be translated into a housing requirement figure for the plan period; and*
- *the anticipated deliverability of different forms of provision, having regard to viability.*

*Plan-making authorities should assess the need for housing of different groups and reflect this in planning policies. When producing policies to address the need of specific groups, plan-making authorities will need to consider how the needs of individual groups can be addressed having regard to deliverability. The household projections that form the baseline of the standard method are inclusive of all households.”*

### Armed Forces – Shropshire

9.2. At present the following armed forces have a long and historic presence in Shropshire.

**Table 113: Armed Forces Establishments**

Establishment	Description
<b>Royal Airforce – RAF Shawbury</b>	<p>RAF Shawbury's mission is to deliver world-leading helicopter crews and air operations staff for defence. Trainee helicopter pilots and rear crew from all three services receive their instruction at the Defence Helicopter Flying School (DHFS), while the School of Air Operations Control (SAOC) trains RAF and Royal Navy air traffic controllers. The Flight Operations Training Squadron, part of SAOC also trains RAF and Army personnel.</p> <p>In addition, the largest military Aircraft Maintenance and Storage Unit (AMSU) in the UK is located at RAF Shawbury, as well as the Air Traffic Control Examining Board and the Central Flying School Helicopters (CFS (H)) Squadron (and examiners). RAF Shawbury parents a further 180 units (covering welfare, funding, logistics and security), of which 149 are air cadet/combined cadet force units (about 7,000 young people). The base is also home to 28 (Shawbury) Squadron Air Training Corps, providing additional youth activities for local young people.</p>
<b>Royal Airforce – RAF Cosford</b>	<p>RAF Cosford is the home to many units and organisations, including the Defence School of Aeronautical Engineering (DSAE), RAF AeroSystems Engineer and Management Training School (AE&amp;MTS) and the Defence School of Photography, to name but a few.</p> <p>The MOD is planning to expand RAF Cosford to meet their future needs. Consequently, this site is identified as a strategic site within the draft Shropshire Local Plan 2016-2038 with the intention of facilitating these activities. More information about the draft proposals are available on the Shropshire Local Plan web page - <a href="https://shropshire.gov.uk/get-involved/strategic-sites-consultation/">https://shropshire.gov.uk/get-involved/strategic-sites-consultation/</a>.</p>

<sup>197</sup> NPPG, Paragraph: 001 Reference ID: 67-001-20190722 (Revision date: 22 07 2019) - [www.gov.uk/guidance/housing-needs-of-different-groups](http://www.gov.uk/guidance/housing-needs-of-different-groups)

Establishment	Description
<b>British Army - The First Battalion the Royal Irish Regiment</b>	<p>The First Royal Irish Regiment is proud of its heritage and distinctive Irish fighting spirit. The battalion has been deployed on military operations across the globe. In addition to their presence in Northern Ireland, the regiment have a presence at Clive Barracks near Market Drayton in Shropshire.</p> <p>The MOD has committed to relocating the First Battalion the Royal Irish Regiment and releasing the Clive Barracks site for redevelopment to contribute to meeting the nation’s identified housing need. The intention is for redevelopment of the site to commence in 2025. As such the site is identified as a strategic site within the draft Shropshire Local Plan 2016-2038. More information about the draft proposals are available on the Shropshire Local Plan web page - <a href="https://shropshire.gov.uk/get-involved/strategic-sites-consultation/">https://shropshire.gov.uk/get-involved/strategic-sites-consultation/</a>.</p>

9.3. At present the following reserve armed forces have a presence in Shropshire.

- 8 Rifles is The Rifles' Reserve Infantry Battalion (500 part-time soldiers.)
- Army Medical Services (AMS) 202 (Midlands) Field (staff are based at the Reserve Centre in Shrewsbury, Copthorne Barracks.)
- 159 Regiment Royal Logistics Core is an army reserve regiment with squadrons based throughout the Midlands.
- Shropshire D Squadron, The Royal Yeomanry (reserve light cavalry reconnaissance squadron)
- Armed Forces Career Office - Shrewsbury
- Army Cadet Force (ACF) – 22 detachments
- Air Training Core (ATC) – eleven units
- Sea Cadets – one unit

### **Shropshire Armed Forces Covenant**

9.4. In the context of planning for future housing needs of service families in Shropshire, it is important to understand Shropshire Council’s commitment to the Shropshire Armed Forces Covenant. This forms part of *“the nation’s commitment to those who proudly protect our nation, doing so with honour, courage, and commitment”*.<sup>198</sup>

9.5. The Covenant is a pledge that signatories including Shropshire Council have made together to *“acknowledge and understand that those who serve, or who have served, in the armed forces, and their families, should be treated with fairness and respect in the communities, economy and society they serve with their lives.”* Explained further in the Shropshire Partnership Armed Forces Covenant Action Plan 2019-2023 (SPAFCAP 2019-23)<sup>199</sup>, Shropshire Council’s commitment includes (amongst others) the promise to:

- *“Instigate policy changes that look to remove disadvantages faced by the armed forces community*
- *Ensure families with armed forces connections are supported to the upmost of our ability when accessing public services from us and our partners*
- *Promote the virtues of the covenant and highlight how businesses can work with the armed forces to support the armed forces community*
- *Actively challenge other partners, locally and nationally, who are not seen to uphold covenant values”*

<sup>198</sup> Shropshire Armed Forces Covenant - [www.shropshire.gov.uk/armed-forces-support/armed-forces-covenant/](http://www.shropshire.gov.uk/armed-forces-support/armed-forces-covenant/).

<sup>199</sup> Shropshire Partnership Armed Forces Action Plan 2019-2023 - [www.shropshire.gov.uk/media/14385/shropshire-armed-forces-partnership-action-plan-2019-2023.pdf](http://www.shropshire.gov.uk/media/14385/shropshire-armed-forces-partnership-action-plan-2019-2023.pdf)

9.6. The strategic Shropshire Armed Forces Covenant Partnership Board, together with the Telford and Wrekin Board have identified a requirement for a Joint Armed Forces Needs Assessment (JAFNA). This is intended to provide:

*“A new baseline of County-wide understanding, establish the value of further thematic reviews and identify how ongoing assessment of the Armed Forces community can be sustainably incorporated into business as usual across the two Local Authorities. The scope of the JAFNA will cover the Armed Forces community across Shropshire and Telford & Wrekin.*

*The Assessment will consider local implications of national research and evidence in relation to key Covenant commitments and areas of need identified. The experience of the Armed Forces community will be considered in relation to Health & Wellbeing; Education and Children’s Care; Housing; Employment and Training; Community; the Criminal Justice System and Transition & Specialist Support.*

*These are areas prioritised within the UK Armed Forces Families Strategy 2016-20 as necessary for ensuring the Armed Forces Community have everything they need to thrive within society.”*

9.7. Currently evidence to better understand the housing needs of service families is quite limited. This is highlighted in Action 15 of the SPAFCAP 2019-23 which supports partners to “facilitate information sharing on the latest intelligence.” Hopefully once complete, the JAFNA will provide a more extensive evidence base that can inform any future SHMA.

### **Current Housing Need**

9.8. The MOD publish a range of defence statistics<sup>200</sup> but very limited data is available at local authority level. Table 114 shows location data on MoD personnel in Shropshire.

**Table 114: MOD Personnel Located in Shropshire<sup>201</sup>**

		01-Apr-12	01-Apr-13	01-Apr-14	01-Apr-15	01-Apr-16	01-Apr-17	01-Apr-18	01-Apr-19
		3,630	3,180	3,080	3,010	3,020	3,060	2,990	2,910
<b>Military</b>	Total	2,820	2,480	2,440	2,430	2,470	2,540	2,480	2,390
	Officers	390	360	340	350	360	380	380	440
	Other Ranks	2,430	2,120	2,100	2,080	2,120	2,150	2,100	1,950
<b>Civilians</b>	Total	810	690	630	580	540	530	520	520
	Non Industrial	690	590	530	490	460	450	430	440
	Industrial	120	100	100	90	80	80	80	80
	Trading Funds	-	-	-	-	-	-	-	-

**Please note:** Figures on the National and International stationed locations of all UK Regular Forces Personnel (sourced from the Joint Personnel Administration (JPA) system, assignment location field) and MOD civilian personnel, available for each Service by Officer / Rank breakdown, and for civilian personnel by non-industrial / industrial breakdowns (including Trading Funds and Locally Engaged Civilians). The figures are based on Service personnel's stationed location and not their location of residence.

<sup>200</sup> Official Statistics - MOD National and Official Statistics by topic - [www.gov.uk/government/publications/mod-national-and-official-statistics-by-topic/mod-national-and-official-statistics-by-topic](http://www.gov.uk/government/publications/mod-national-and-official-statistics-by-topic/mod-national-and-official-statistics-by-topic)

<sup>201</sup> Annual Locations Report - Table 3.5a West Midlands: MOD Personnel by local authority area as at 1 April 2019 Edition (Published: Thursday 30th May) - [www.gov.uk/government/statistics/location-of-uk-regular-service-and-civilian-personnel-annual-statistics-2019](http://www.gov.uk/government/statistics/location-of-uk-regular-service-and-civilian-personnel-annual-statistics-2019)

**UK Regular Forces** (including both Trained and Untrained personnel / excluding Gurkhas, Full Time Reserve Service personnel and mobilised reservists.) Royal Navy / Royal Marines personnel on sea service are included against the local authority containing the home port of their ship. RAF Other Ranks serving in the South Atlantic are shown against the location containing their home base.

**MOD Civilian Personnel - Full Time Equivalent (FTE).** FTE is a measure of the size of the workforce taking into account that some people work part-time. Part-time staff are counted according to the number of hours they work per week as a proportion of normal hours for their grade and location. MOD civilian data are compiled from several sources. Further information for Core MOD Personnel, Trading Funds, Locally Engaged Civilians (LECs), The Royal Fleet Auxiliary (RFA) and Defence Equipment and Support (DE&S) is available on page 7 of the ALS commentary PDF.

**Please note:** Due to data processing errors, revisions have been made to various locations from April 2016 onwards. These are reflected in the tables with an 'r'. When rounding to the nearest 10, numbers ending in 5 have been rounded to the nearest multiple of 20 to prevent systematic bias. Where rounding has been used, totals and sub-totals have been rounded not equal the sums of their rounded parts. separately and so may not equal the sums of their rounded parts.

9.9. The MOD don't publish any information at local authority level on whether their personnel live in MOD housing within the site or whether they live off-site or whether they live in households or in barracks. However, Table 114 does show overall total numbers of personnel have reduced year on year since 1<sup>st</sup> April 2012. The only expansion has been in the number of Officers stationed in Shropshire. The highest level of decline has been within the civilian personnel.

### **Demographic Information**

9.10. Members of the armed forces and their households are included within the ONS mid-year population estimates and ONS population / household projections.<sup>202</sup> Armed forces households / families living off-site are treated in the same way as the rest of Shropshire's resident population and Armed forces households / families living on-site in managed accommodation are treated as a special population group. The following are considered as special population groups in the local authority estimates / projections for England:

- Home armed forces
- Foreign armed forces
- Dependants of foreign armed forces
- UK armed forces returning to England from Germany
- Prisoners (first treated as a special population group for the 2018-based projections)

9.11. The populations in these groups as at 30 June in the base year of the projections are assumed to be static throughout the projection period for each local authority. The ONS do not publish estimates for the number of people in special population groups as this is provided by the MOD.

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<sup>202</sup> ONS - Population estimates for the UK, mid-2018 Methods Guide Section 7: Home Armed Forces - [www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/methodologies/methodologyguideformid2015ukpopulationestimatesenglandandwalesjune2016](http://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/methodologies/methodologyguideformid2015ukpopulationestimatesenglandandwalesjune2016)

9.12. However, they do publish estimates of change in the special population group shown in Figure 75. Being mindful that this will also include change in numbers at HM Prison Stoke Heath, this does provides some insight into how much this population group can change annually.

**Figure 75: Change in Special Population Groups in Shropshire**



### Census 2011

9.13. Limited information on the armed forces population was collected during the 2011 Census at Local Authority level. Although a snapshot in time nine years ago it does provide insight into the age structure and mix of HRP living on-site and off-site. Please Note: the Irish Regiment (formerly Staffordshire) are no longer based at Copthorne Barracks in Shrewsbury, as they were at the time of the 2011 Census.

9.14. Table 115 shows that on the 27<sup>th</sup> March 2011, 56% of members of the Armed Forces in Shropshire lived in their own household and 44% lived on-site in managed accommodation. In total 58.2% of younger members aged 16-34 years lived in on-site managed accommodation. At this age members of the armed forces may be starting families and their accommodation needs may be changing. It is important that they can access affordable accommodation in the right locations. In contrast, of older more senior members age 35 years and over 91% lived in their own household.

**Table 115: Members of the Armed Forces by Residence Type and by Age<sup>203</sup>**

	All Residence Types	Lives in a household		Lives in a communal establishment	
		Number	%	Number	%
<b>All Persons</b>					
<b>Age 16 to 24</b>	809	233	28.8%	576	71.2%
<b>Age 25 to 34</b>	626	367	58.6%	259	41.4%
<b>Age 35 to 49</b>	480	433	90.2%	47	9.8%
<b>Age 50 and over</b>	108	100	92.6%	8	7.4%
<b>Age 16 and over</b>	2,023	1,133	56.0%	890	44.0%

Please note: A communal establishment is an establishment providing managed residential accommodation. 'Managed' in this context means full-time or part-time supervision of the accommodation. A household is defined as one person living alone, or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area.

<sup>203</sup> 2011 Census, Table AF001 Members of the Armed Forces by residence type by sex by age, ONS - [www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/2011censusarmedforcesstatisticsforlocalauthoritiesinenglandandwales](http://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/2011censusarmedforcesstatisticsforlocalauthoritiesinenglandandwales)

9.15. Table 116 shows members of the armed forces who are the HRP for the household they reside in, together with members / associated persons who are not HRPs. This shows older members of the armed forces are more likely to be an HRP as they are more likely to have their own home, compared to younger members who are more likely to be associated persons in a household. They may be still living with parents or in shared accommodation.

**Table 116: HRPs who are members of the Armed Forces and associated persons in households with members of the Armed Forces by Age<sup>204</sup>**

	HRPs and associated persons in household	HRP		Associated persons in household	
		Number	%	Number	%
<b>Age 0 to 15</b>	726	0	0.0%	726	100.0%
<b>Age 16 to 24</b>	218	39	17.9%	179	82.1%
<b>Age 25 to 34</b>	508	242	47.6%	266	52.4%
<b>Age 35 to 49</b>	664	356	53.6%	308	46.4%
<b>Age 50 and over</b>	165	93	56.4%	72	43.6%
<b>All Ages</b>	2,281	730	32.0%	1,551	68.0%

9.16. Table 117 shows members of the armed forces by their workplace address by age and gender. It shows that women only represented 7.5% of Armed Forces personnel working in Shropshire in 2011 and of all armed forces personnel, 40.4% were age 16 to 24 years. Only 5.8% of armed forces personnel were age 50 years and over.

**Table 117: Members of the Armed Forces by workplace address by Age and Gender<sup>205</sup>**

	All Persons	Males		Females	
	Number	Number	%	Number	%
<b>Age 16 to 24</b>	1,012	961	91.7%	51	8.3%
<b>Age 25 to 34</b>	725	645	95.0%	80	5.0%
<b>Age 35 to 49</b>	622	555	89.0%	67	11.0%
<b>Age 50 and over</b>	146	135	89.2%	11	10.8%
<b>All Ages</b>	2,505	2,296	92.5%	209	7.5%

## **Census 2021**

9.17. Information about the Armed Forces community including veterans is sparse and organisations such as Shropshire Council and the Royal British Legion have requested questions on this topic should be included in the 2021 Census. ONS<sup>206</sup> have now confirmed the inclusion of such a question on the 2021 Census questionnaire and so by March 2022 more information will be available on which to base future housing need estimates.

<sup>204</sup> 2011 Census, Table AF002 HRPs who are members of the Armed Forces and associated persons in households with members of the Armed Forces by Age, ONS.

<sup>205</sup> 2011 Census, Table AF003, Members of the Armed Forces by workplace address by sex by age, ONS.

<sup>206</sup> ONS – Meeting Information Needs on the Armed Forces Community – (6<sup>th</sup> September 2018)

[www.ons.gov.uk/census/censustransformationprogram/questiondevelopment/armedforcescommunity](http://www.ons.gov.uk/census/censustransformationprogram/questiondevelopment/armedforcescommunity)



## **Annual Population Survey**

- 9.18. In response to the need for data on armed forces veterans ONS have developed questions (working with the MOD) as part of the Annual Population Survey (APS)<sup>207</sup>. This is a survey providing estimates on the size and socio-demographic characteristics of the UK veteran population living in households.
- 9.19. Unfortunately, most of the data is only available at country level (Scotland, Wales and England) but a limited amount is available by county and region.
- 9.20. The APS estimated there were 2.4 million UK Armed Forces veterans in Great Britain making up 5% of household residents aged 16 years and over. In the West Midlands it is estimated 204,000 people are veterans age over 16 years, representing 8% of the total 16 years and over population. In Shropshire and Telford and Wrekin the APS estimated 6% (24,000) of the 16 years and over population were veterans compared to 94% (370,000) non-veterans.
- 9.21. The APS found that 76% of veterans owned their own home with or without a mortgage, 23% rented or part rented and 1% lived in an alternative tenure. This compared with 75% home ownership, 24% rented and 1% other in the West Midlands.

## **Service Level Accommodation / Service Family Accommodation<sup>208</sup>**

- 9.22. Serving members of the Armed Forces are generally entitled to either single living accommodation or service family accommodation if they have dependent children. Nationally, the most recently available MOD data shows there are 49,600 service family properties in the UK, 23% (11,600) are vacant, a rise of 23% since 2018.
- 9.23. The MOD attribute the number of vacant properties to less demand, influenced by more members being supported to live off-site in private rented accommodation or through home ownership and MOD strategies for the future structure of the Armed Forces. These include the Army Basing Programme and the Defence Estate Optimisation programme which would include the proposals for the future of Clive Barracks near Market Drayton. The Armed Forces owned housing stock is managed by the MOD's Defence Infrastructure Organisation.
- 9.24. A Commons Library Briefing paper<sup>209</sup> published on the 16<sup>th</sup> June 2017 identified 964 properties for service living accommodation in Shropshire.
- 9.25. Six months prior to the end of a service, members of the Armed Forces are issued with a certificate of cessation of entitlement to occupy service living accommodation. During this time, they (and their families) have to explore a range of solutions to their forthcoming housing need, which includes registering for social housing.

## **Home Ownership**

- 9.26. Recognising the importance of armed forces personnel being able to purchase their own home, the MOD introduced the Forces Help to Buy scheme<sup>210</sup> (worth £200 million) in 2014,

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<sup>207</sup> ONS Annual Population Survey – UK Armed Forces Veterans Residing in Great Britain 2017 (published January 2019) - [www.gov.uk/government/statistics/annual-population-survey-uk-armed-forces-veterans-residing-in-great-britain-2017](http://www.gov.uk/government/statistics/annual-population-survey-uk-armed-forces-veterans-residing-in-great-britain-2017)

<sup>208</sup> National Statistics Service Family Accommodation Bulletin: 2019 [www.gov.uk/government/statistics/service-family-accommodation-bulletin-2019](http://www.gov.uk/government/statistics/service-family-accommodation-bulletin-2019)

<sup>209</sup> House of Commons Library Briefing Paper Number 07985 Appendix B - Armed Forces Housing, 16<sup>th</sup> June 2017 - <https://commonslibrary.parliament.uk/research-briefings/cbp-7985/>



which ends in 2022. The scheme enables servicemen and servicewomen to borrow up to 50% of their salary, interest free, to buy their first home or move to another property on assignment or as their family's needs change. The MOD is aiming to address the low rate of home ownership in the armed forces.

9.27. Since the Forces Help to Buy Scheme was launched in 2014, 39,811<sup>211</sup> applications have been received by the MOD, with 21,960 proceeding to the second stage. Payment has been made to 18,600 applicants, totalling £280 million or on average £15,000 per claim. Unfortunately, data is not available below UK Regular Armed Forces level.

### **Private Rented Accommodation**

9.28. The MOD introduced a MOD Tenancy Deposit Loan Scheme<sup>212</sup> in 2015 to enable armed forces personnel to move into private rented accommodation if they wish. The MOD recognised that moving home within the private rented sector is very competitive and can be expensive. They acknowledged that sometimes affording a deposit can be a barrier to moving. Unfortunately, there is no data available at a local level to understand the take-up of this scheme.

### **Social Housing**

9.29. Members of HM Armed Forces transitioning out of the military, may need to apply for social housing. In Shropshire 5% of social housing properties are targeted towards former members of the British Armed Forces. This applies to:

- People within five years of discharge,
- People who have a 'local connection to Shropshire',
- People who have served a minimum of four years with the British Armed Forces,
- People who are going to be discharged within six months or have already been discharged.

9.30. Under these circumstances, applicants are awarded a 'gold band', ensuring current and ex-HM Armed Forces personnel are supported in applying for a house. Those currently based in the county will be automatically considered to have a 'local connection'.

**Table 118: Trends Housing Waiting List Registrations – Members / Veterans of the Armed Forces<sup>213</sup>**

	Currently Living in British Armed Forced Accommodation	Current Member of the Armed Forces	Applicant's Partner Member of the Armed Forces	Applicant Former Member of the Armed Force End Date 5 years prior	Discharging from the Armed Forces
01/04/2015	26	26	11	14	27
01/04/2016	16	12	3	10	2
01/04/2017	18	12	10	10	13
01/04/2018	15	9	3	12	11
01/04/2019	13	15	10	14	1
<b>Average</b>	<b>18</b>	<b>15</b>	<b>7</b>	<b>12</b>	<b>11</b>

<sup>210</sup> MoD Help to Buy Home Ownership Scheme - [www.gov.uk/guidance/forces-help-to-buy](http://www.gov.uk/guidance/forces-help-to-buy)

<sup>211</sup> Forces Help to Buy Scheme quarterly statistics: 2019/20 – MoD - [www.gov.uk/government/statistics/forces-help-to-buy-scheme-quarterly-statistics-201920](http://www.gov.uk/government/statistics/forces-help-to-buy-scheme-quarterly-statistics-201920)

<sup>212</sup> MoD Tenancy Deposit Loan Scheme - [www.gov.uk/government/publications/joint-service-housing-advice-office-leaflet-index/tenancy-deposit-loan-scheme-updated-4-may-2020](http://www.gov.uk/government/publications/joint-service-housing-advice-office-leaflet-index/tenancy-deposit-loan-scheme-updated-4-may-2020)

<sup>213</sup> HomePoint Housing Registrations Data, Shropshire Council.

9.31. Table 118 shows the trend in members or former members of the Armed Forces registering for access to social housing. It shows on average 11 applicants per year are needing to move home because they are discharging from the Armed Services and want to remain located in Shropshire. On average 18 applicants a year are moving from British Armed Forces Accommodation.

9.32. In January 2019, MHCLG launched a consultation on 'improving access to social housing for members of the Armed Forces<sup>214</sup>.' MHCLG are *"committed to ensuring that those who serve in the Armed Forces and their families, and those who have served in the past, should face no disadvantage compared to other citizens in the provision of public services."* The consultation included proposals for new statutory guidance for local authorities to assist members of the Armed Forces, veterans, and their families, to access social housing.

### **Shropshire Council Support to Armed Forces Personnel and Veterans**

9.33. Shropshire Council provides Armed Forces support which includes both 'help with housing' and an outreach support service<sup>215</sup>.

9.34. The 'help with housing' service<sup>216</sup> provides support for military personnel, veterans and their families who may be considering their future housing options. This includes further information on accessing private rented accommodation, home ownership and social housing.

9.35. The Armed Forces Outreach is designed to provide and support all military personnel, veterans and their families. Working with the service charities, local organisations and businesses, the Outreach signposts and facilitates to ensure that current and former military personnel have access to the right support.

### **Summary**

9.36. Quantifying the long-term future housing needs of armed forces households is difficult due to the fluid nature of MOD planning strategies and the limited amount of information available. However, Shropshire Council are highly engaged with the Armed Forces in Shropshire both through the Local Plan process and through its commitment to the Armed Forces Covenant.

9.37. Strategic proposals for the expansion RAF Cosford and re-development of Clive Barracks were consulted upon in 2019 and the Council continues to work with the MOD and other stakeholders to support the delivery of future housing and employment opportunities in Shropshire. This will serve to bring forward accommodation with a range of affordable tenures that armed forces personnel or veterans can access.

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<sup>214</sup> Consultation - Improving access to social housing for members of the Armed Forces, MHCLG -

[www.gov.uk/government/consultations/improving-access-to-social-housing-for-members-of-the-armed-forces](http://www.gov.uk/government/consultations/improving-access-to-social-housing-for-members-of-the-armed-forces)

<sup>215</sup> Armed Forces Outreach Support [www.shropshire.gov.uk/armed-forces-support/armed-forces-outreach-support/](http://www.shropshire.gov.uk/armed-forces-support/armed-forces-outreach-support/)

<sup>216</sup> Armed Forces Housing Support [www.shropshire.gov.uk/armed-forces-support/social-health-and-financial-support/help-with-housing/](http://www.shropshire.gov.uk/armed-forces-support/social-health-and-financial-support/help-with-housing/)

## 10. Private Rent

- 10.1. The NPPF indicates that when considering the housing needs of different groups, people who rent their homes need to be considered. NPPG states *“the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, **people who rent their homes and people wishing to commission or build their own homes.**)”*
- 10.2. NPPG advises local planning authorities that *“tenure data from the Office for National Statistics can be used to understand the future need for private rented sector housing. However, this will be based on past trends. The level of changes in rents, (known as “market signals”), may reflect the demand in the area for private rented sector housing. Evidence can also be sourced from the English Housing Survey, Office for National Statistics Private Rental Index, the Valuation Office Agency, Home-Let Rental Index and other commercial sources.”*<sup>217</sup>
- 10.3. The SHMA Part 1 includes a section on understanding Shropshire’s Dwelling Stock which from (page 65) includes analysis of tenure characteristics and trends. This includes analysis of the ONS Census Information and the ONS/MHCLG Sub-National Dwelling Stock by Tenure Estimates 2012-2017<sup>218</sup> and MHCLG Live Table 100 on Dwelling Stock<sup>219</sup>. Within the scope of the SHMA Part 2, the housing needs within the private rented sector are considered for each community group.
- 10.4. ONS estimate the number of privately rented dwellings in Shropshire has increased by 17.3% during 2012-2018. Only during 2017-18 has there been slight contraction of -2% this indicates households, not eligible for social housing or unable to afford home ownership, are choosing to access the private rented sector. This expansion of the private rented sector in Shropshire co-insides with Shropshire experiencing rising house prices and lower earnings inflation. This trend has led to the private rented sector in Shropshire nearing national levels in 2018, 19.2% in Shropshire and 19.9% nationally.
- 10.5. In the longer term the number of dwellings in the private rented sector in Shropshire has continued to rise from 16,492 at the time of the 2001 Census<sup>220</sup> to 27,759 in 2018, a rise of 68.3%. Private rented dwellings represented 13.5% of Shropshire dwelling stock in 2001, compared to 19.2% in 2018. Nationally, private rented dwellings represented 10.1% in 2001 compared to 19.9% in 2018.

### ***Households Living in the Private Rented Sector in Shropshire***

- 10.6. The 2011 Census provides the most detailed information on households living in private rented accommodation in Shropshire. Figure 76 summarises the characteristics of the private rented sector in Shropshire by household composition. It illustrates that single person households were accommodated within the highest proportion of flats, maisonettes or apartments, irrespective of bedroom size. Similarly, single person households dominate terraced accommodation and semi-detached accommodation with two bedrooms or less. As the 2014 and 2016-based SNHP indicate, significant growth in

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<sup>217</sup> MHCLG, (2019), NPPG: Paragraph: 002 Reference ID: 67-002-20190722 (Revision date: 22 07 2019)

<sup>218</sup> ONS and the MHCLG, Sub-National Estimates of Dwelling Stock by Tenure 2012-2018

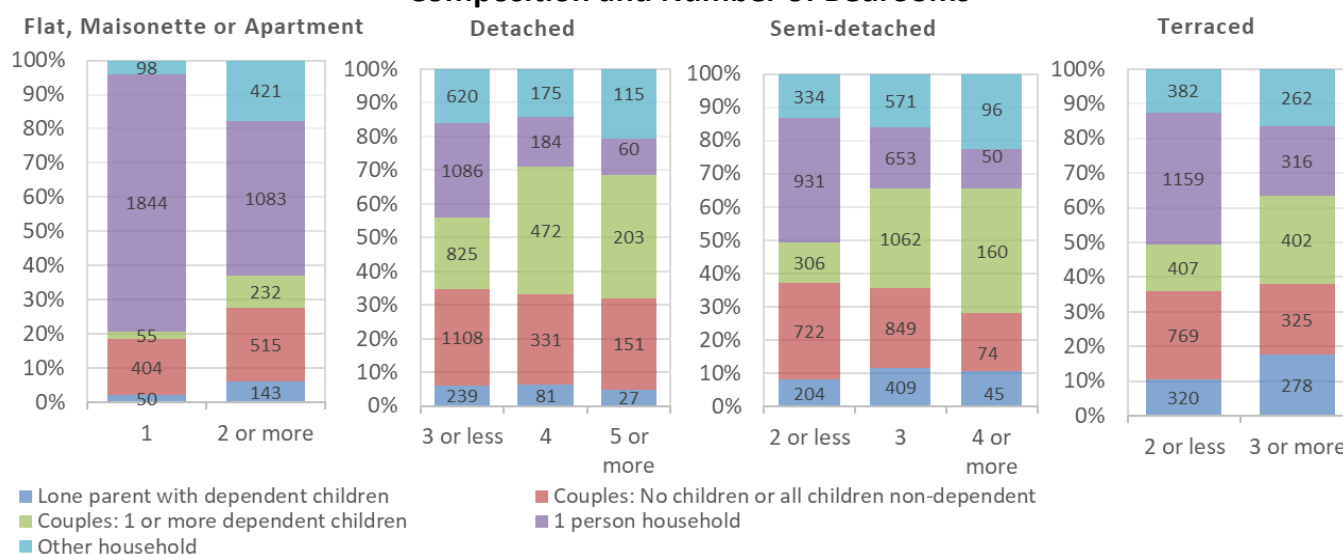
<sup>219</sup> MHCLG, [Table 100: number of dwellings by tenure and district, England, www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants](https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants)

<sup>220</sup> ONS, 2001 Census

single person households, particularly older single person households, this suggests there will be an increasing need for this type of smaller more affordable accommodation in the future.

- 10.7. Families with dependent children occupy the largest proportion of large privately rented terraced accommodation, semi-detached housing with three or more bedrooms and detached housing with four or more bedrooms. Only 232 families privately rented a flat / maisonette and only 306 rented a two bedroom or less semi-detached property. This reflects families need for larger accommodation types, 1,500 choosing to rent detached properties. For lone parent families, three-bedroom semi-detached homes were the most popular choice.

**Figure 76: Private Rented Accommodation in Shropshire by Dwelling Type, Household Composition and Number of Bedrooms<sup>221</sup>**



- 10.8. Table 119 highlights that at the time of the 2011 Census, 28.5% of younger households and 25.2% of elderly households that were renting were occupying privately rented flats / maisonettes. This is reflective of younger households being more able to afford flats / maisonettes and many elderly households living in sheltered accommodation or lower maintenance homes that they have downsized to. Similarly approaching 30% of younger households occupied more affordable terraced accommodation. Older households aged above 55 years were accommodated in the highest proportion of privately rented detached accommodation.

**Table 119: Private Rented Accommodation by Age of HRP and Dwelling Type<sup>221</sup>**

	15-34 Years		35-54 Years		55-64 Years		65-84 Years		85 Years +		Total	
Detached	840	12.8%	2,219	27.6%	767	32.7%	781	36.3%	113	34.3%	4,720	24.3%
Semi-detached	1,886	28.8%	2,432	30.2%	655	27.9%	690	32.1%	82	24.9%	5,745	29.6%
Terraced	1,926	29.5%	1,673	20.8%	388	16.5%	316	14.7%	50	15.2%	4,353	22.4%
Flat, maisonette or apartment	1,863	28.5%	1,701	21.1%	520	22.2%	349	16.2%	83	25.2%	4,516	23.3%
Caravan/mobile or temporary structure	24	0.4%	28	0.3%	15	0.6%	16	0.7%	1	0.3%	84	0.4%
<b>Total</b>	<b>6,539</b>	<b>100.0%</b>	<b>8,053</b>	<b>100.0%</b>	<b>2,345</b>	<b>100.0%</b>	<b>2,152</b>	<b>100.0%</b>	<b>329</b>	<b>100.0%</b>	<b>19,418</b>	<b>100.0%</b>

Please note: Excludes households living rent free.

<sup>221</sup> ONS, Census 2011 Table CT0345 Age of Household Reference Person (HRP) by household composition by tenure by accommodation type (excluding caravans and temporary structures) by number of bedrooms.

10.9. Table 120 shows that 63.8% of younger households in Shropshire live in privately rented accommodation with two bedrooms or less. This will have been influenced by smaller household size and the need for more affordable accommodation. Of larger homes (four or more bedrooms), the highest proportion were rented by households with an HRP of working age 35-54 years. This household group will include families with children and occupants who are able to afford the higher costs due to higher income levels. Overall within the private rented sector the most popular size of accommodation was properties with two bedrooms (38.1%).

**Table 120: Private Rented Accommodation by Age of HRP and Size of Home<sup>222</sup>**

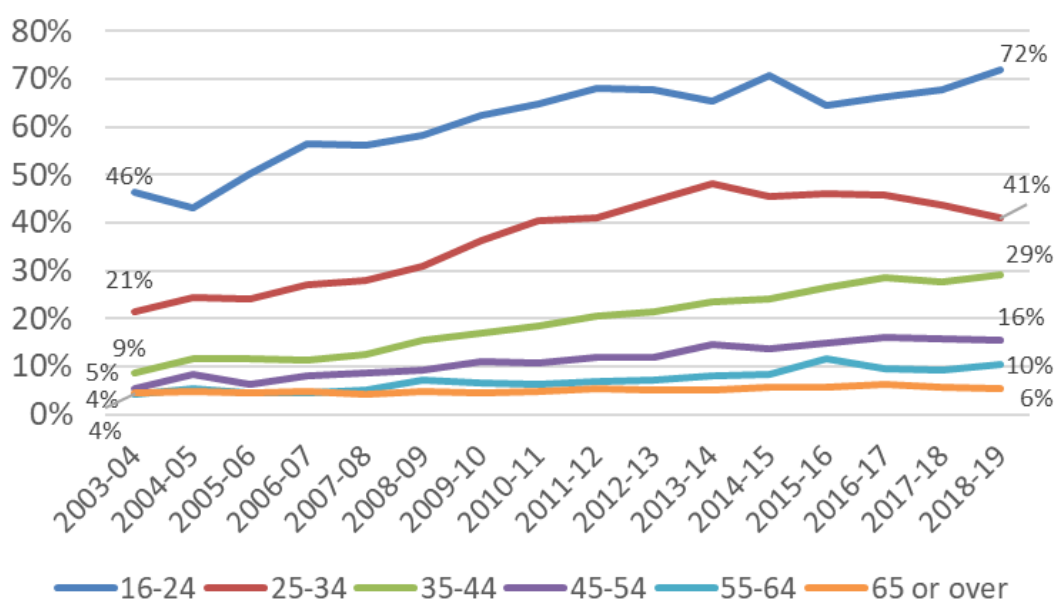
	15-34		35-54		55-64		65-84		85+		Total	
1 bedroom	1,305	20.0%	1,132	14.1%	373	15.9%	309	14.4%	64	19.5%	3,183	16.4%
2 bedroom	2,869	43.9%	2,646	32.9%	891	38.0%	845	39.3%	140	42.6%	7,391	38.1%
3 bedroom	1,983	30.3%	3,013	37.4%	801	34.2%	786	36.5%	101	30.7%	6,684	34.4%
4 bedroom	299	4.6%	911	11.3%	187	8.0%	137	6.4%	14	4.3%	1,548	8.0%
5 bedroom	64	1.0%	245	3.0%	66	2.8%	44	2.0%	7	2.1%	426	2.2%
6 or more bedroom	19	0.3%	106	1.3%	27	1.2%	31	1.4%	3	0.9%	186	1.0%
<b>Total</b>	<b>6,539</b>	<b>100%</b>	<b>8,053</b>	<b>100%</b>	<b>2,345</b>	<b>100%</b>	<b>2,152</b>	<b>100%</b>	<b>329</b>	<b>100%</b>	<b>19,418</b>	<b>100%</b>

Please note: Excludes households living rent free.

### English Housing Survey<sup>223</sup>

10.10. The English Housing Survey is valuable as it supplies more up-to-date and more detailed information on the private rented sector at a national level. The survey found the percentage of households living in private rented accommodation rose from 14.2% in 2008-09 to 19.3% in 2018-19. During 2008-09 to 2018-19 the percentage of households living in private rented accommodation rose by 48.4%.

**Figure 77: Percentage of Households Nationally Privately Renting by Age of Household Reference Person**



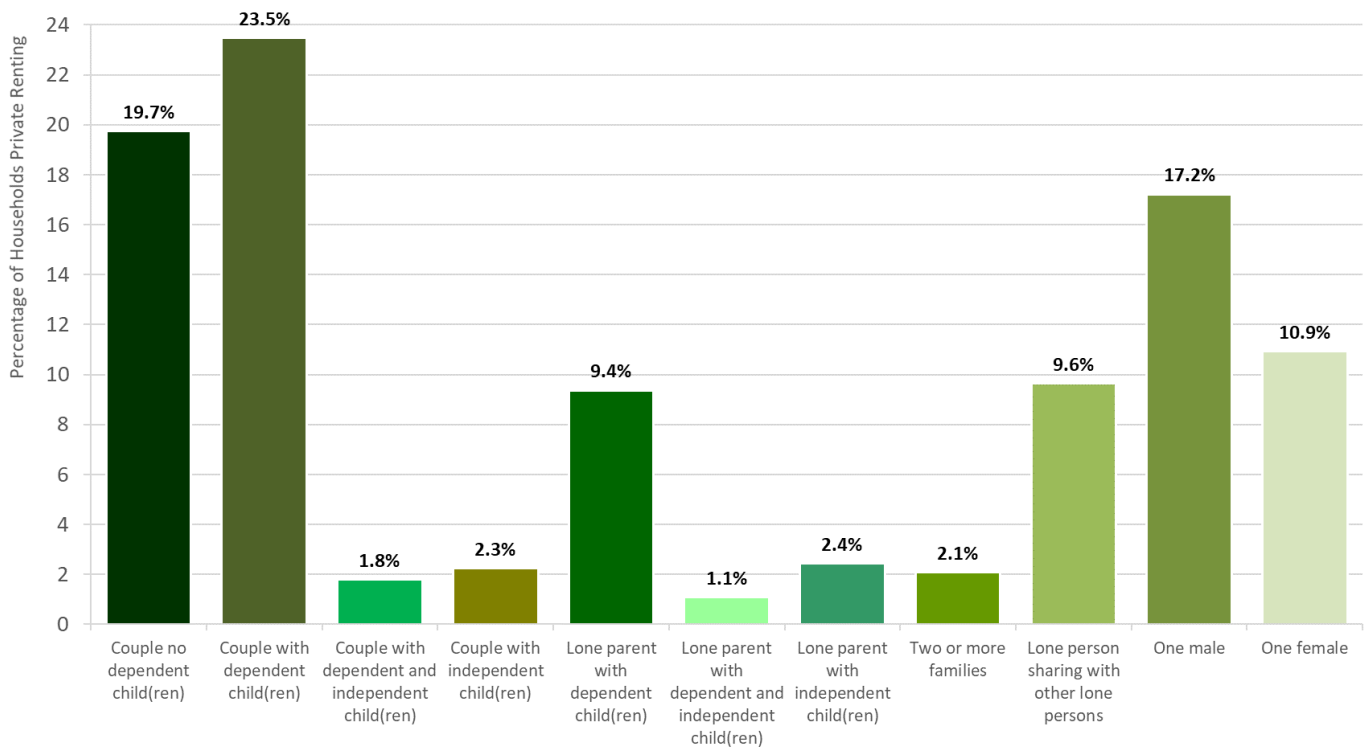
<sup>222</sup> ONS, Census 2011 Table CT0345 Age of Household Reference Person (HRP) by household composition by tenure by accommodation type (excluding caravans and temporary structures) by number of bedrooms.

<sup>223</sup> English Housing Survey, MHCLG, [www.gov.uk/government/collections/english-housing-survey](http://www.gov.uk/government/collections/english-housing-survey)

10.11. Figure 76 illustrates changing trends in households privately renting by the age of the household reference person nationally. Of note is the rise in the percentage of households privately renting in the younger age groups (16-24 years and 25-34 years). Older households (55-64 years and 65 years and over) are the least reliant on the private rented sector.

10.12. Figure 77 shows the percentage of households privately renting by household type nationally in 2018-19. Couples with dependent children (23.5%) are the most reliant on the private rented sector, closely followed by couples with no dependent children (19.7%) and male single person households (17.2%).

**Figure 78: Percentage of Households Privately Renting by Household Type, 2018-19**



***Percentage Breakdown by Dwelling Type and Bedroom Size of Private Rented Accommodation***

10.13. At a national level the English Housing Survey provides a more up-to-date breakdown of Households living in private rented accommodation by dwelling type, number of rooms and number of bedroom size. Tables 121-123 explore how the outputs from the English Housing Survey compare with the 2011 Census outputs. Although bungalows are treated differently between the 2011 and EHS outputs, it is possible to get a sense of how dwelling types within the private rented sector in Shropshire contrast quite differently when compared nationally. Flats in particular makeup a much more significant proportion of dwellings nationally and a much lower proportion of detached properties.



**Table 121: Percentage Breakdown of Households Privately Renting by Dwelling Type – English Housing Survey**

EHS – Dwelling Stock	2011 <sup>224</sup> Census – Shropshire Comparison	2011 Census – England Comparison	2011/12 <sup>225</sup>	2018/19 <sup>226</sup>	Change 2011/12 to 2018/19
<b>Bungalow</b>			4.1%	4.0%	-0.1%
<b>Detached</b>	26.3%	10.4%	6.7%	5.3%	-1.4%
<b>Semi-detached</b>	29.9%	20.3%	15.5%	16.4%	0.9%
<b>Terraced</b>	21.4%	25.5%	33.9%	36.7%	2.8%
<b>Flats</b>	22.4%	43.8%	39.8%	37.5%	-2.3%
<b>Total</b>	100.0%	100.0%	100.0%	100.0%	

Please note bungalows are absorbed into other dwelling types in the 2011 Census.

Please note the 2011 Census / EHS data excludes ‘caravans or other mobile or temporary structure.’

The 2011 Census figures are based on household spaces.

10.14. Before interpreting Table 122 it should be noted that the EHS and Census use slightly different definitions of a ‘room’ with the EHS excluding utility rooms and others and the Census including utility rooms etc. This may explain why there are fewer homes with six or more rooms and a smaller percentage of one to two room dwellings in the EHS data. However even just looking at the 2011 Census data smaller homes with 1-3 rooms make up a higher proportion of private rented dwelling stock nationally than in Shropshire.

**Table 122: Percentage Breakdown of Households Privately Renting by Number of Rooms – English Housing Survey<sup>227</sup>**

EHS – Dwelling Stock	2011 Census – Shropshire Comparison	2011 Census – England Comparison	EHS 2011/12	EHS 2017/18	Change 2011/12 to 2017/18
<b>1 – 2 rooms</b>	5.6%	10.0%	2.4%	2.4%	0.0%
<b>3 rooms</b>	12.0%	18.0%	16.2%	14.7%	-1.5%
<b>4 rooms</b>	25.0%	27.0%	34.6%	35.1%	0.5%
<b>5 rooms</b>	23.1%	21.9%	27.0%	26.3%	-0.7%
<b>6 or more rooms</b>	34.3%	23.1%	12.2%	14.5%	2.3%
<b>Total</b>	100.0%	100.0%	100.0%	100.0%	0.0%

2011 Census definition: This is the number of rooms in a household's accommodation. The definition of a room does not include bathrooms, toilets, halls or landings, or rooms that can only be used for storage. All other rooms, for example, kitchens, living rooms, bedrooms, utility rooms, studies and conservatories are counted. If two rooms have been converted into one, they are counted as one room. Rooms shared between a number of households, for example a shared kitchen, are not counted. The number of rooms is not available for household spaces with no usual residents.

EHS Definition: The number of rooms available excludes utility and other rooms in the calculation.

<sup>224</sup> 2011 Census, Table CT0621 - Tenure by number of bedrooms and accommodation type by sex of Household Reference Person (HRP) by age of HRP and CT0345 - Age of Household Reference Person (HRP) by Tenure, ONS.

<sup>225</sup> English Housing Survey Headline Report 2011-12: Annex Table 7: Stock Profile, 2011, MHCLG - [www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-headline-report](http://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-headline-report)

<sup>226</sup> 2018-19 English Housing Survey Headline Report, Annex Table 2.1: Stock profile, 2018, MHCLG - [www.gov.uk/government/statistics/english-housing-survey-2018-to-2019-headline-report](http://www.gov.uk/government/statistics/english-housing-survey-2018-to-2019-headline-report)

<sup>227</sup> English Housing Survey, Live Table FA1401 (S125): Number of rooms by tenure, 2017-18, MHCLG - [www.gov.uk/government/statistical-data-sets/tenure-trends-and-cross-tenure-analysis](http://www.gov.uk/government/statistical-data-sets/tenure-trends-and-cross-tenure-analysis)



10.15. Table 123 illustrates privately rented dwellings by number of bedrooms. This is now a more commonly used measure of accommodation size as the data is used to inform the calculation of 'the bedroom standard' (definition provided within the affordable housing need section of this document). Table 123 shows the most consistency between the 2011 Census outputs and the EHS due to consistency in definition.

**Table 123: Percentage Breakdown of Households Privately Renting by Number of Bedrooms – English Housing Survey**

EHS – Dwelling Stock	2011 <sup>228</sup> Census – Shropshire Comparison	2011 Census – England Comparison	EHS 2011/12 <sup>229</sup>	EHS 2017/18 <sup>230</sup>	Change 2011/12 to 2017/18
<b>1 bedroom</b>	16.0%	22.5%	18.6%	16.4%	-2.2%
<b>2 bedrooms</b>	37.2%	38.7%	39.8%	41.3%	1.5%
<b>3 bedrooms</b>	35.0%	28.3%	31.0%	30.9%	-0.1%
<b>4 or more bedrooms</b>	11.9%	10.4%	10.5%	11.4%	0.9%
<b>Total</b>	100.0%	100.0%	100.0%	100.0%	

*2011 Census definition: A bedroom is defined as any room that was intended to be used as a bedroom when the property was built, or any room that has been permanently converted for use as a bedroom. It also includes all rooms intended for use as a bedroom even if not being used as a bedroom at the time of the Census. Bedsits and studio flats are counted as having one bedroom. '1 bedroom' includes households who indicated '0 bedrooms' and '1 bedroom'. This is because all households where someone usually lives must have at least one room used as a bedroom.*

10.16. Table 123 shows nationally the percentage breakdown of private rented housing stock by number of dwellings has remained fairly consistent between 2011 and 2018. This may suggest Shropshire is experiencing similar levels of consistency. Nationally and in Shropshire, two-bedroom properties continue to represent the largest element of private rented housing stock. The 2011 Census shows Shropshire has a slightly higher proportion of larger private rented properties (three bedrooms and over) when compared with the national level data.

### **Private Rents**

10.17. Private sector rents provide an indication of the cost of accessing rental accommodation within the Shropshire housing market area. The NPPG identifies market rents as a key market signal. The Valuation Office Agency (VOA) publishes data on private sector monthly rents based on a sample of 504,970 transactions recorded in their lettings administrative database. For 2018-2019, Shropshire's sample was 3,130 transactions (0.6%).

10.18. Table 58 shows Shropshire has a median rental value of £595 in 2018-2019. This shows that Shropshire is significantly below the national average (£695) just slightly above close neighbour Telford and Wrekin (£575). Overall Shropshire jointly ranks the 3rd highest of the comparison Authorities, with Newcastle-under-Lyme ranked lowest (£540.)

<sup>228</sup> ONS, 2011 Census, Table DC4405EW – Tenure by household size by number of bedrooms

<sup>229</sup> English Housing Survey Headline Report 2011-12: Table 9: Number of bedrooms by tenure, 2011-12, MHCLG - [www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-headline-report](http://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-headline-report)

<sup>230</sup> 2017 English Housing Survey Stock profile and condition report, Annex Table 1.1: Stock profile, 2017 - [www.gov.uk/government/statistics/english-housing-survey-2017-stock-condition](http://www.gov.uk/government/statistics/english-housing-survey-2017-stock-condition)

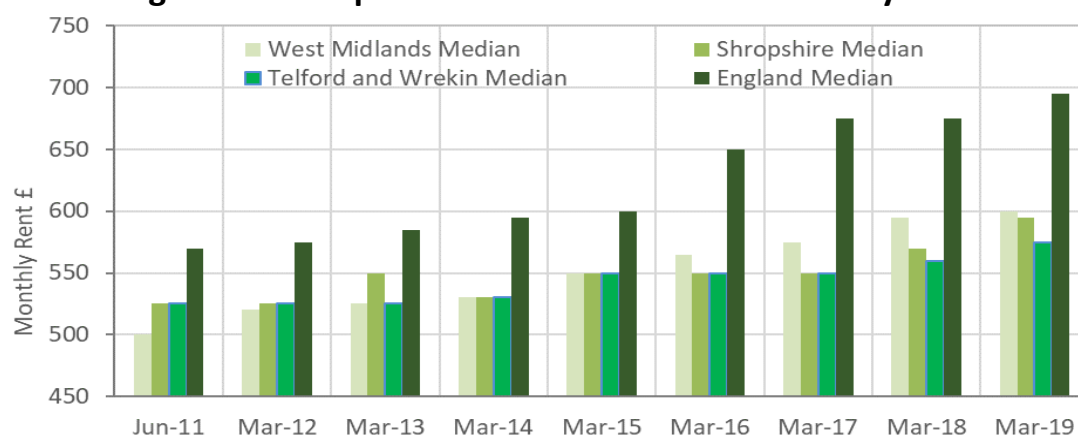
10.19. Lower quartile rental values are often used as a measure of affordability. In Shropshire’s case the lower quartile monthly cost is £495, the same as Telford and Wrekin (£495) and below Herefordshire (£500). The Shropshire lower quartile monthly rental value of £495 is 5.7% below the national lower quartile monthly rental value of £525.

**Table 124: Private Sector Monthly Rental Values<sup>231</sup>**

	Count of rents	Lower quartile (£)	Rank	Median (£)	Rank	Upper quartile (£)
Cheshire East UA	4,490	525	3	625	Joint 2nd	800
Cheshire West and Chester UA	3,760	500	Joint 6th	595	Joint 3rd	725
East Staffordshire	1,430	495	Joint 7th	575	Joint 4th	675
Herefordshire, County of UA	2,340	500	Joint 6th	595	Joint 3rd	695
Malvern Hills	630	550	2	650	Joint 1st	750
Newcastle-under-Lyme	700	475	8	540	6th	625
<b>Shropshire UA</b>	<b>3,130</b>	<b>495</b>	<b>Joint 7th</b>	<b>595</b>	<b>Joint 3rd</b>	<b>695</b>
South Staffordshire	610	580	1	650	Joint 1st	775
Stafford	1,930	510	5	595	Joint 3rd	695
Telford and Wrekin UA	1,640	495	Joint 7th	575	Joint 4th	653
Wolverhampton	1,590	450	9	550	5th	625
Worcester	1,480	520	4	625	Joint 2nd	725
Wyre Forest	900	500	Joint 6th	575	Joint 4th	670
<b>Staffordshire</b>	<b>7,920</b>	<b>495</b>		<b>595</b>		<b>695</b>
<b>Worcestershire</b>	<b>4,970</b>	<b>545</b>		<b>650</b>		<b>750</b>
<b>WEST MIDLANDS</b>	<b>45,340</b>	<b>500</b>		<b>600</b>		<b>735</b>
<b>ENGLAND</b>	<b>504,970</b>	<b>525</b>		<b>695</b>		<b>975</b>

10.20. Figure 79 shows a snapshot of median rental levels at the year ending June 2011 to March 2019. Before interpreting this, it is important to understand that this administrative data source is not ideal for monitoring change. The data is based on a sample of rental information collected by Rent Officers from landlords and letting agents. The composition of this sample changes over time so any differences in median rent may be due to differences in the sample rather than true changes in the rental market.

**Figure 79: Comparison of Median Private Monthly Rent**



10.21. In the years shown in Figure 79 the national median private monthly rental values have far outstripped those of Telford and Wrekin, Shropshire and the West Midlands region as a whole.

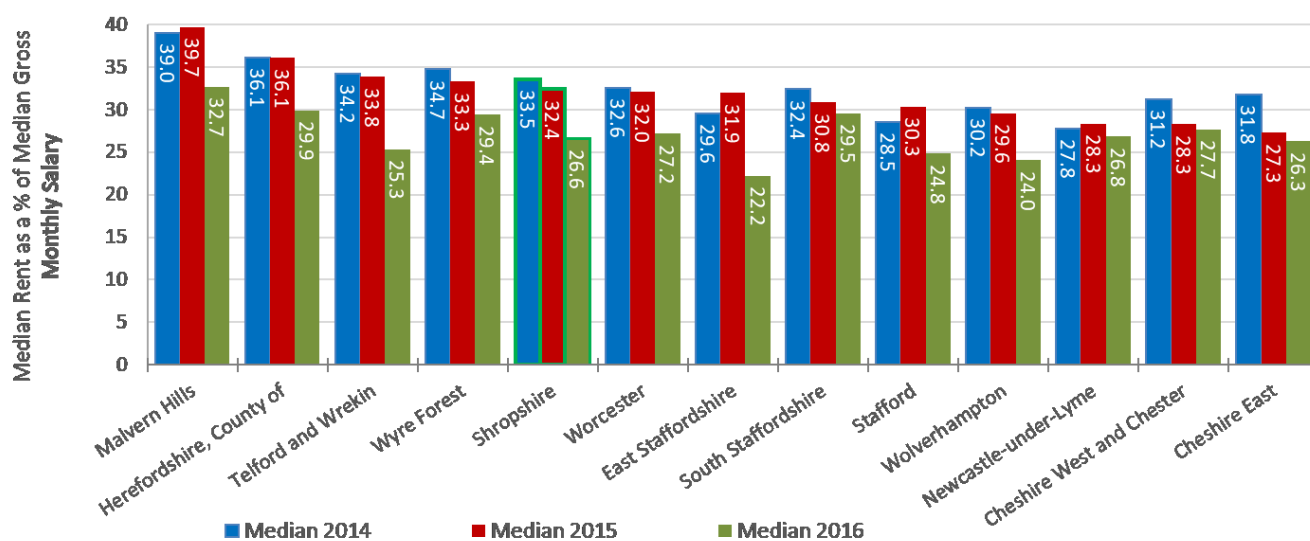
<sup>231</sup> VOA, Private Rental Market Statistics - Table 2.7: Summary of monthly rents (01/04/18 - 31/03/2019), [www.gov.uk/government/statistics/private-rental-market-summary-statistics-april-2018-to-march-2019](http://www.gov.uk/government/statistics/private-rental-market-summary-statistics-april-2018-to-march-2019)

- 10.22. In the years ending June 2011 and September 2012 median private monthly rental values remained stable in Shropshire at £525, on a par with Telford and Wrekin. Shropshire levels rose at year end December 2012 to £550, remaining stable until year end March 2017. Median rental levels have increased year on year since September 2017, reaching £595 in the year ending March 2019. This indicates a rise of 13.3% in private rental levels in Shropshire since year end June 2011 compared to a rise of 21.9% nationally.
- 10.23. Further information on private sector monthly rental values in Shropshire was available through analysis of data collected by the on-line estate agent 'Right Move' (September 2014 - September 2015). This data source showed that the overall average monthly rental cost in Shropshire was £634 a month. It also highlighted that the average monthly rent for a two-bedroom property was £559 a month and for a three-bedroom property £687 a month. Both rental values were slightly above the median rents reported by the VOA in 2014 and 2015.
- 10.24. In summary, monthly housing costs associated with renting a median priced dwelling in Shropshire do appear to have increased in the last three years in parallel with the rising costs of home ownership. However, comparison nationally and with identified comparator Local Authorities shows Shropshire to be relatively affordable.
- 10.25. This evidence does suggest that the cost of renting accommodation privately in Shropshire is rising, making access to affordable rented housing more difficult for households. Renting privately in Shropshire is the only option for households who can't afford to pursue the ownership route and are not eligible for social housing.

### **Affordability – Renting a Property**

- 10.26. ONS have now published data for 2014, 2015 and 2016 for the relatively new indicator of affordability of private sector rental accommodation. This is expressed as median private sector monthly rental cost as a proportion of median gross monthly salary. Figure 80 below illustrates Shropshire's position relative to the identified comparator Local Authorities and nationally, comparing 2014, 2015 and 2016 data.

**Figure 80: Median Private Sector Rent as a Proportion of Gross Monthly Salary – 2014-2016<sup>232</sup>**



<sup>232</sup>ONS, Housing Summary Measures - Data tables,

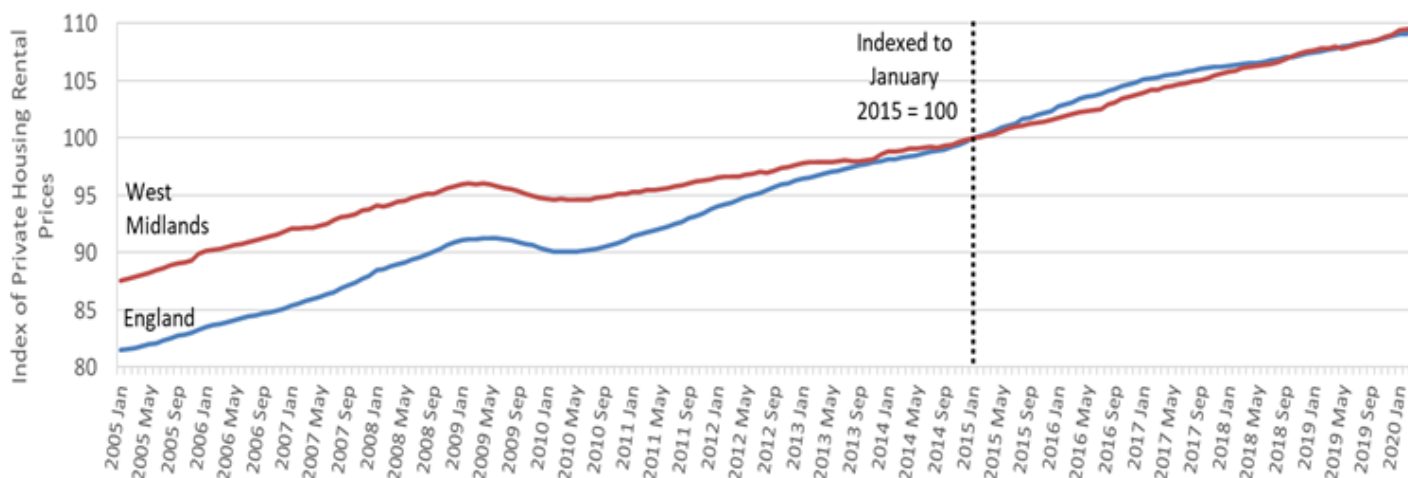
[www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/housingsummarymeasuressummarymeasuresdata](http://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/housingsummarymeasuressummarymeasuresdata)

- 10.27. In 2016, median private sector monthly rent represented 26.6% of median gross monthly salary in Shropshire. Eight comparator local authorities had a higher proportion than Shropshire, with Malvern Hills having (32.7%) the highest and East Staffordshire the lowest (22.2%). The relatively low proportion in Shropshire indicates housing costs for rented accommodation are more affordable.
- 10.28. During the period 2014-2016, the median private sector monthly rent as a percentage of monthly salary in Shropshire fell from 33.5% to 26.6%, a decline of -20.7%. Although based on only three years data, Figure 80 suggests access to private rented accommodation in Shropshire may be becoming more affordable.
- 10.29. Shropshire has experienced the 4th largest decline when compared with selected local authorities, with Telford and Wrekin seeing the largest decline of 26.0%. In contrast Newcastle-Under-Lyme has experienced the smallest decline of -3.3%.

### **National Trends - Index of Private Sector Rents**

10.30. NPPG refers to the ONS experimental Index of Private Housing Rental Prices. This dataset is useful as it demonstrates that private housing rental prices nationally and regionally are continuing to rise to March 2020. Figure 81 illustrates since the Index was based to January 2015, nationally and regionally housing costs for renting have increased at a similar level to March 2020 (Index values reaching 109.3 nationally and 109.5 regionally.)

**Figure 81: Experimental Index of Private Housing Rental Prices - Index levels for England and the West Midlands 2005-2020<sup>233</sup>**

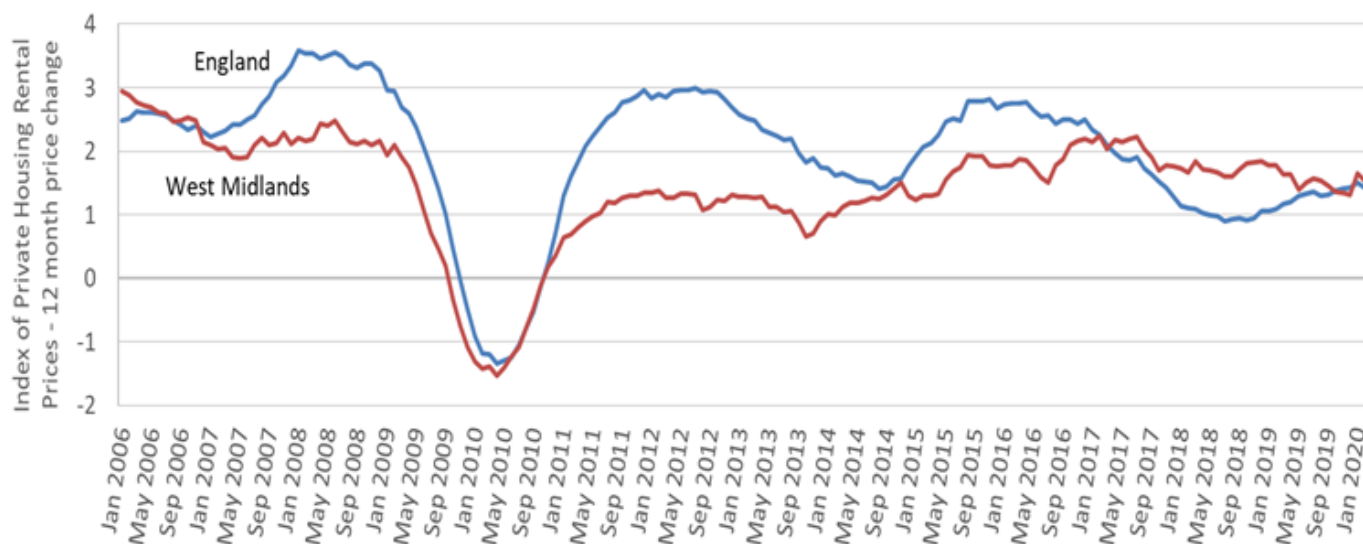


10.31. Figure 82 shows the long-term trend based on the price change over 12 months during 2006-2020. It shows from December 2006 to March 2017 England saw higher levels of change over 12 months when compared with the West Midlands region but that this trend reversed from March 2017 to March 2020. The greatest diversity in annual change was in January 2012, with England seeing 2.9% change, compared 1.1% regionally.

<sup>233</sup> ONS Experimental Index of Private Housing Rental Prices (monthly) using VOA data, [www.ons.gov.uk/economy/inflationandpriceindices/bulletins/indexofprivatehousingrentalprices/march2020](http://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/indexofprivatehousingrentalprices/march2020)

10.32. Generally, England has experienced higher levels of fluctuation in the long-term when compared with the West Midlands region. In the last two years levels of change over 12 months have risen nationally from 0.9% in July 2018 to 1.4% in March 2020. For the same period levels in the West Midlands region were more stable 1.6% in July 2018 and March 2020.

**Figure 82: Experimental Index of Private Housing Rental Prices - 12 month price change for England and the West Midlands 2006-2020**



### Home Let Rental Index<sup>234</sup>

10.33. Home Let produce a rental index / average prices (nationally, regionally and city) to provide valuable insight into the private rented sector. The methodology developed with the London School of Economics uses elements such as property type and geography to create mix adjusted averages / index. The “index helps track the representative rental values over time, factoring in changes in the mix of property types and location of rented properties.” Data sources include their tenant referencing service and Home Lets actual achieved rental prices data.

10.34. The Index shows that in the UK the average rental value at March 2020 is £959 per month, compared to £714 per month in the West Midlands region. In the UK average rents have increased by 2.5% since April 2019 and 4.5% since April 2018. UK rental values peaked in August 2019 at £970.

10.35. In the West Midlands average rents increased by 2.1% since April 2019 and 5.2% since April 2018. In the last two years the regional trend has followed the UK trend peaking in August 2019 at £720. Data for 2018, 2019 and 2020 suggests this reflects a seasonal pattern. The VOA<sup>235</sup> data identifies England as having an average (mean) rent of £858 and the West Midlands an average (mean) rent of £651 at the end of March 2019. This parallels with the findings of the Home Let Index. The VOA data showed nationally, and regionally average rents exceeded those in Shropshire (£619).

<sup>234</sup> Home Let Rental Index - <https://homelet.co.uk/homelet-rental-index#Methodology>

<sup>235</sup> VOA, Private Rental Market Statistics - Table 2.7: Summary of monthly rents (01/04/18 - 31/03/2019), [www.gov.uk/government/statistics/private-rental-market-summary-statistics-april-2018-to-march-2019](http://www.gov.uk/government/statistics/private-rental-market-summary-statistics-april-2018-to-march-2019)

### **Future Housing Need within the Private Rented Sector**

- 10.36. Section 3 on Different Types of Housing shows estimates of future housing need by tenure, including the private rented housing sector. These estimates assume the same mix of housing tenures as recorded in the 2011 Census will continue from 2016 to 2038. The 2011 tenure mix breakdown has been applied to the 2014-based SNHP.
- 10.37. These estimates of future housing need in the private rented sector are set out in Table 87. They estimate a rise in households renting of 14.1% during 2016-2038, from 22,684 to 25,887. An allowance has been made for concealed households in need, who if affordable private rented accommodation were accessible could form their own household. A vacancy rate has then been applied to convert total households into total dwellings needed.
- 10.38. Table 125 estimates that based on the (2014-based SNHP), 3,640 additional private rented dwellings will be needed to meet the future needs of households in Shropshire requiring access to private rented accommodation. This translates into an annual need of 165 dwellings.

**Table 125: Summary - Estimated Future Household Need for Private Rented Accommodation**

	<b>% of SNHP 2014 Living in Private Rented Accommodation</b>
<b>Households 2016</b>	22,684
<b>Households 2038</b>	25,887
<b>Change 2016-38</b>	3,203
<b>Concealed Households at 2016</b>	284
<b>Total Household Need 2016-2038</b>	3,487
<b>Vacant Dwellings</b>	153
<b>Total Dwellings Needed</b>	3,640
<b>Annual Dwelling Need</b>	165
<b>Estimated Total Dwellings at 2016</b>	27,977 <sup>236</sup>
<b>Estimated Total Dwellings at 2038</b>	31,617

*Please note: Private rented accommodation includes living rent free.*

### **Private Rented Accommodation by Dwelling Type**

- 10.39. In order to estimate the future breakdown of private rented accommodation by dwelling type, it has been assumed that the percentage breakdown by dwelling type from the 2011 Census will remain constant during 2016-2038. The option of adjusting the Census estimates using the more up-to-date EHS was considered but not applied due to significant contrasts between the breakdown of dwelling stock nationally and in Shropshire.

<sup>236</sup> Sub-National Estimates of Dwelling Stock by Tenure 2012-2018: ONS and the MHCLG.



10.40. Table 126 shows the percentage breakdown by dwelling type and number of bedrooms sourced from the 2011 Census. This has been used in the chosen method.

**Table 126: Percentage Breakdown of Households Privately Renting by Dwelling Type and Number of Bedrooms from the 2011 Census**

	Number	Breakdown		Number	Breakdown
Detached whole house or bungalow	5,677	26.2%	1 bedroom	3,464	16.0%
Semi-detached whole house or bungalow	6,466	29.8%	2 bedrooms	8,065	37.2%
Terraced whole house or bungalow (including end-terrace)	4,620	21.3%	3 bedrooms	7,592	35.0%
A flat, maisonette or apartment	4,845	22.3%	4 bedrooms	1,857	8.6%
A caravan or other mobile or temporary structure	97	0.4%	5 bedrooms	496	2.3%
<b>Total Dwellings</b>	<b>21,705</b>	<b>100%</b>	6 or more bedrooms	231	1.1%
			<b>Total Dwellings</b>	<b>21,705</b>	<b>100%</b>

Please note: Households Living Rent Free have been included.

10.41. Table 127 assumes the largest increase in private rented dwellings needed will be for semi-detached dwellings. Table 127 suggests a need for 1,077 additional dwellings (49 annual need).

**Table 127: Breakdown of Households Living in Private Rented Accommodation by Dwelling Type**

	Total Dwellings Needed 2016-38	Annual Dwellings Needed 2016-38	Total Dwellings – Private Rented Accommodation	
			2016	2038
Detached whole house or bungalow	885	40	6,800	7,685
Semi-detached whole house or bungalow	1,077	49	8,277	9,354
Terraced whole house or bungalow (including end-terrace)	816	37	6,272	7,088
A flat, maisonette or apartment	847	38	6,507	7,353
A caravan or other mobile or temporary structure	16	1	121	137
<b>Total Dwellings</b>	<b>3,640</b>	<b>165</b>	<b>27,977<sup>237</sup></b>	<b>31,617</b>

### **Private Rented Accommodation by Bedroom Size**

10.42. Table 128 indicates the largest need will be for two bedroom private rented dwellings, closely followed by three bedroom properties. Table 49 estimates a need for 1,385 additional two bedroom private rented dwellings during 2016-38 to accommodate Shropshire's growing population. This translates into an annual need of 63 dwellings.

<sup>237</sup> Sub-National Estimates of Dwelling Stock by Tenure 2012-2018: ONS and the MHCLG.



**Table 128: Breakdown of Households Living in Private Rented Accommodation by Number of Bedrooms**

	Total Dwellings Needed 2016-2038	Annual Dwellings Needed 2016-2038	Total Dwellings - Private Rented Accommodation	
			2016	2038
1 bedroom	597	27	4,586	5,183
2 bedrooms	1,385	63	10,649	12,034
3 bedrooms	1,253	57	9,630	10,883
4 bedrooms	290	13	2,230	2,521
5 bedrooms	80	4	614	694
6 or more bedrooms	35	2	268	303
<b>Total Dwellings</b>	<b>3,640</b>	<b>165</b>	<b>27,977</b>	<b>31,617</b>

**Summary**

10.43. Evidence in Section 3 and Section 10 illustrates that more households are relying on the availability of private rented accommodation since 2011 and that this is happening nationally, regionally and in Shropshire. However, if accessing affordable home ownership becomes easier in the future the growing demand for private rented accommodation may stabilise.

## 11. Self-Build and Custom-Build Housing

- 11.1. The NPPF defines self-build and custom-build housing as *“housing built by an individual, a group of individuals, or persons working with or for them, to be occupied by that individual. Such housing can be either market or affordable housing”*<sup>238&239</sup>.
- 11.2. The Self-build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016) requires Local Authorities to keep a register of those seeking to acquire serviced plots in the area for their own self-build and custom house building.
- 11.3. The NPPG on self-build and custom housebuilding states that *“Local planning authorities should use the demand data from the registers in their area, supported as necessary by additional data from secondary sources (as outlined in the housing and economic development needs guidance), when preparing their Strategic Housing Market Assessment to understand and consider future need for this type of housing in their area. Plan-makers will need to make reasonable assumptions using the data on their register to avoid double-counting households”*<sup>240</sup>.
- 11.4. The NPPG on housing needs of different groups also references the self-build register as the key information source for demand for self-build development. It states *“to obtain a robust assessment of demand for this type of housing in their area, local planning authorities should assess and review the data held on registers. This assessment can be supplemented with the use of existing secondary data sources such as building plot search websites, ‘Need-a-Plot’ information available from the Self Build Portal and enquiries for building plots from local estate agents”*<sup>241</sup>.

### **Shropshire Council: Self-Build and Custom-Build Register**

- 11.5. Shropshire Council established its self-build and custom-build register on the 14<sup>th</sup> January 2015<sup>242</sup>. Over the four complete base periods covered by the self-build and custom-build register maintained by Shropshire Council, there has been 540 applications for inclusion on the register. Table 129 provides a breakdown of these applications by base period:

**Table 129: Applications for Inclusion on the Shropshire Council: Self-Build and Custom-Build Register**

Period	Applications for the Self-Build and Custom-Build Register
<b>14 January 2015 - 30 October 2016*</b>	218
<b>31 October 2016 - 30 October 2017</b>	133
<b>31 October 2017 - 30 October 2018</b>	127
<b>31 October 2018 - 30 October 2019</b>	62
<b>Total</b>	<b>540</b>

*\*Please Note: As this is the first base period covered by the Self-Build and Custom-Build Register it covers approximately a 20.5 month period rather than a 12 month period, to ensure it covers a complete period from 31<sup>st</sup> October-30<sup>th</sup> October. This approach is consistent with national guidance.*

<sup>238</sup> HCLG (2019), NPPF – Annex 2: Glossary

<sup>239</sup> Please Note: A legal definition, for the purpose of applying the Self-build and Custom Housebuilding Act 2015 (as amended), is contained in section 1(A1) and (A2) of that Act.

<sup>240</sup> HCLG, (2019), NPPG - Self-build and custom-build housing, Paragraph: 011 Reference ID: 57-011-20160401, Revision date: 01/04/2016

<sup>241</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 003, Reference: 67-003-20190722, Revision date: 22/07/2019

<sup>242</sup> Consistent with the NPPG on Self-build and custom-build housing, the first base period for the register run from date of introduction to 30<sup>th</sup> October. Each subsequent base period runs from 31<sup>st</sup> October to the 30<sup>th</sup> October.

11.6. It is apparent from Table 129 that applications in the first base period were significantly higher than in subsequent base periods. This is likely as a result of the extended period covered, due to the introduction date for the register falling in January rather than October, indeed the first base period covered around 9 and a half additional months.

### **Assessing Demand for Self-Build and Custom-Build Housing**

11.7. Consistent with the NPPG, Shropshire Council considers that it is appropriate to use the Self-Build and Custom-Build Register for Shropshire as the information source for assessing demand for self-build and custom-build housing in Shropshire, given that this register has been long established, is well used and offers many benefits for potential self-builders and custom-builders in Shropshire.

11.8. In order to determine future demand for inclusion on the Shropshire Council: Self-Build and Custom-Build Register, past trends have been assessed.

11.9. Specifically: the average number of applications made per month for inclusion on the Self-Build and Custom-Build Register for Shropshire for each base period and over the total period covered by the Self-Build and Custom-Build Register have been calculated. This is summarised in Table 130.

**Table 130: Average Number of Applications for Inclusion on the Shropshire Council: Self-Build and Custom-Build Register Per Month**

Period	Months within the Base Period	Total Applications for the Self-Build and Custom-Build Register	Average Number of Applications Per Month*
14 January 2015 - 30 October 2016	21 and a half (approx.)	218	10
31 October 2016 - 30 October 2017	12	133	11
31 October 2017 - 30 October 2018	12	127	11
31 October 2018 - 30 October 2019	12	62	5
<b>Total</b>	<b>57 and a half (approx.)</b>	<b>540</b>	<b>9</b>

*\*Please note figures are rounded.*

11.10. The monthly average over the total period covered by the Self-Build and Custom-Build Register has then been used to calculate demand over the remaining period covered by the Local Plan Review. This is summarised in Table 131.

**Table 131: Forecast Number of Applications for Inclusion on the Shropshire Council Self-Build and Custom-Build Register over the Local Plan Review Period (2016-2038)**

Period	Forecast Number of Applications for Inclusion on the Shropshire Council Self-Build and Custom-Build Register over the Local Plan Review Period*
1 April 2016 - 30 October 2016	70
31 October 2016 - 30 October 2017	133
31 October 2017 - 30 October 2018	127
31 October 2018 - 30 October 2019	62
31 October 2019 - 30 October 2020	108
31 October 2020 - 30 October 2021	108

Period	Forecast Number of Applications for Inclusion on the Shropshire Council Self-Build and Custom-Build Register over the Local Plan Review Period*
31 October 2021 - 30 October 2022	108
31 October 2022 - 30 October 2023	108
31 October 2023 - 30 October 2024	108
31 October 2024 - 30 October 2025	108
31 October 2025 - 30 October 2026	108
31 October 2026 - 30 October 2027	108
31 October 2027 - 30 October 2028	108
31 October 2028 - 30 October 2029	108
31 October 2029 - 30 October 2030	108
31 October 2030 - 30 October 2031	108
31 October 2031 - 30 October 2032	108
31 October 2032 - 30 October 2033	108
31 October 2033 - 30 October 2034	108
31 October 2034 - 30 October 2035	108
31 October 2035 - 30 October 2036	108
31 October 2036 - 30 October 2037	108
31 October 2037 - 31 March 2038	54
<b>Total</b>	<b>2,390</b>

*\*Please note figures are rounded.*

*Please Note: the monthly average number of applications made per month for inclusion on the Self-Build and Custom-Build Register for Shropshire during the first base period has been used to calculate the proportion of applications made during the first base period included within the period covered by the Local Plan Review.*

*Actual numbers of applications for inclusion in the Self-Build and Custom-Build Register have been used for the period from 31<sup>st</sup> October 2016-30<sup>th</sup> October 2019.*

### **Assessing the Supply of Self-Build and Custom-Build Housing**

11.11. Alongside the introduction of the self-build and custom-build register, Shropshire Council has also sought to monitor the number of self-build and custom-build properties consented. This has been undertaken by monitoring:

- Successful applications for self-build relief from the Community Infrastructure Levy (CIL). The NPPG on CIL states that *“If the necessary qualification requirements are met and the application process is completed within required timescales, an exemption from the Community Infrastructure Levy will be available to anybody who is building their own home or has commissioned a home from a contractor, house builder or sub-contractor. Individuals benefiting from the exemption must own the property and occupy it as their principal residence for a minimum of 3 years after the work is completed”*<sup>243</sup>.
- Planning Permissions granted for affordable self-build plots granted under the single plot exception scheme to build an affordable home.

*It is acknowledged that these data sources will not capture all self-build properties coming forward within Shropshire, however it is considered that together these two sources provide a significant measure of total self-build development occurring.*

<sup>243</sup> HCLG, (2019), NPPG – CIL, Paragraph: 082 Reference ID: 25-082-20190901, Revision date: 01 09 2019

11.12. Table 132 presents the number of approvals for self-build plots identified through these two sources during the four base periods.

**Table 132: Self-Build and Custom-Build Plots Granted Planning Permission:**  
**Open Market Plots identified through applications for Self-Build Relief from CIL**  
**Affordable Plots identified through applications under the single plot exception scheme to build an affordable home.**

Period	Open Market Self-Build and Custom-Build Plots (Identified through monitoring applications for self-build relief from CIL)	Affordable Self-Build and Custom-Build Plots (Identified through monitoring applications submitted under the single plot exception scheme)	Total Self-Build and Custom-Build Plots Identified
14 January 2015 - 30 October 2016	171	41	212
31 October 2016 - 30 October 2017	131	30	161
31 October 2017 - 30 October 2018	156	23	179
31 October 2018 - 30 October 2019	117	15	132
<b>Total</b>	<b>575</b>	<b>109</b>	<b>684</b>

11.13. In order to determine future supply of self-build and custom-build plots, past trends have been assessed in a manner consistent with that used to assess future demand.

11.14. Specifically: the average number of self-build plots granted consent (identified through monitoring applications for self-build relief from CIL and self-build plots granted under the single plot exception scheme) for each base period and over the total period covered by the Self-Build and Custom-Build Register have been calculated. This is summarised in Table 133.

**Table 133: Average Number of Self-Build Plots granted Planning Permission:**  
**Open Market Plots identified through applications for Self-Build Relief from CIL**  
**Affordable Plots identified through applications under the single plot exception scheme to build an affordable home.**

Period	Months within the Base Period	Total	Average Number of Approvals Per Month*
14 January 2015 - 30 October 2016	21 and a half (approx.)	212	10
31 October 2016 - 30 October 2017	12	161	13
31 October 2017 - 30 October 2018	12	179	15
31 October 2018 - 30 October 2019	12	132	11
<b>Total</b>	<b>57 and a half (approx.)</b>	<b>684</b>	<b>12</b>

*\*Please note figures are rounded.*

11.15. The monthly average plots granted Planning Permission identified through monitoring applications for self-build relief from CIL and self-build plots granted under the single plot exception scheme) over the total period covered by the Self-Build and Custom-Build

Register has then been used to calculate demand over the remaining period covered by the Local Plan Review. This is summarised in Table 134.

**Table 134: Forecast Number of Planning Permissions granted for Self-Build and Custom-Build development over the Local Plan Review Period (2016-2038)**

Period	Forecast Number of Planning Permissions granted for Self-Build and Custom-Build development over the Local Plan Review Period*
1 April 2016 - 30 October 2016	70
31 October 2016 - 30 October 2017	161
31 October 2017 - 30 October 2018	179
31 October 2018 - 30 October 2019	132
31 October 2019 - 30 October 2020	143
31 October 2020 - 30 October 2021	143
31 October 2021 - 30 October 2022	143
31 October 2022 - 30 October 2023	143
31 October 2023 - 30 October 2024	143
31 October 2024 - 30 October 2025	143
31 October 2025 - 30 October 2026	143
31 October 2026 - 30 October 2027	143
31 October 2027 - 30 October 2028	143
31 October 2028 - 30 October 2029	143
31 October 2029 - 30 October 2030	143
31 October 2030 - 30 October 2031	143
31 October 2031 - 30 October 2032	143
31 October 2032 - 30 October 2033	143
31 October 2033 - 30 October 2034	143
31 October 2034 - 30 October 2035	143
31 October 2035 - 30 October 2036	143
31 October 2036 - 30 October 2037	143
31 October 2037 - 31 March 2038	71
<b>Total</b>	<b>3,183</b>

*\*Please note figures are rounded.*

*Please Note: the monthly average number of applications for self-build and custom-build plots made per month for inclusion on the Self-Build and Custom-Build Register for Shropshire during the first base period has been used to calculate the proportion of applications made during the first base period included within the period covered by the Local Plan Review.*

*Actual numbers of applications for inclusion in the Self-Build and Custom-Build Register have been used for the period from 31<sup>st</sup> October 2016-30<sup>th</sup> October 2019.*

## **Conclusion**

11.16. If the total forecast demand identified for self-build and custom-build housing is compared with the total forecast supply, it is apparent that there is sufficient supply to meet demand over the period from 2016-2038. Indeed, the forecast level of supply significantly exceeds forecast demand by some 783 dwellings or 32.76%, this is summarised within Table 135.

**Table 135: Comparison of Forecast Number of Applications for Inclusion on the Shropshire Council Self-Build and Custom-Build Register and Forecast Number of Planning Permissions granted for Self-Build and Custom-Build development over the Local Plan Review Period (2016-2038)**

Period	Forecast over the Local Plan Review Period*		Actual Over / Under Provision*:	Percentage Over / Under Provision*:
	Applications for Inclusion on the Shropshire Council Self-Build and Custom-Build Register	Planning Permissions granted for Self-Build and Custom-Build development		
<b>2016-2038</b>	2,390	3,183	+783	32.76% over provision

*\*Please note figures are rounded.*

11.17. This endorses the positive approach and mechanisms that Shropshire Council have introduced to support self-build and custom-build housing on appropriate sites in appropriate locations, as evidenced by the recent award for the best Local Authority for self-build at the national awards in November 2018.

11.18. Shropshire Council supports self-build and custom-build housing through a combination of mechanisms including:

- Policies seeking to direct residential development, including affordable housing to the most appropriate locations.
- A 'build your own affordable' single plot exception policy.
- Active monitoring of potential self-build plots that come to the market and provision of relevant information about these plots to those on the Self-Build and Custom-Build Register who have expressed an interest in the relevant location.
- Encouraging developers to bring forward appropriate sites for multiple self-build plots in appropriate locations.
- Bringing forward a current Local Plan allocation in Council ownership for self-build development of around 47 plots.

11.19. Ultimately, Shropshire Council remains very supportive of self-build and custom-build housing on appropriate sites in appropriate locations. Applications for open market self-build development will be assessed through the planning process in a way consistent with that used to assess other open market housing applications. Only properties built under the single plot exception scheme to build an affordable home will be classed as an exception site.



## 12. Houseboats

- 12.1. The Canal and River Trust indicates that long-term residential mooring (permanent moorings) sites are generally plentiful but the majority are for leisure use rather than permanent residential use (i.e. moorings with formal planning consent or established residential use). Moorings with planning consent for residential use are in much shorter supply.
- 12.2. In Shropshire, moorings range from sites on serviced marinas to moorings along watercourses, including the Shropshire Union and Llangollen Canals. Of these there are a number of residential moorings managed by the Canal and River Trust and residential moorings available from private operators. However, as elsewhere, moorings in Shropshire are predominately for private leisure.
- 12.3. Proposals have come forward for new marinas at Ellesmere (forms part of proposals for a current site allocation within the adopted Local Plan) and Market Drayton (proposed for inclusion within the ongoing Local Plan review), but these form part of leisure developments and it is therefore unclear at this stage whether there is any permanent residential provision proposed.
- 12.4. Ultimately, as planning applications for new permanent residential moorings are limited in Shropshire and given the movement of boats and difficulties in differentiating between permanent residential and leisure use it is extremely difficult to quantify house boat dwelling supply and demand in Shropshire.
- 12.5. However, the need for permanent residential houseboats will be identified as part of general housing need and the appropriateness of specific proposals will be considered through the normal planning process.

## 13. Gypsies and Travellers

- 13.1. The NPPG states that “the household projections that form the baseline of the standard method are inclusive of all households including travellers as defined in Planning policy for traveller sites”<sup>244</sup>.
- 13.2. To identify the specific need for Gypsy and Traveller accommodation, a Gypsy and Traveller Accommodation Assessment (GTAA) was carried out for Shropshire (and subsequently updated). This identifies existing site provision and pitch and plot requirements for Shropshire. The GTAA which updates the 2015 study considers the planning definition of Gypsy and Travellers set out in Planning Policy for Traveller Sites (PPTS) and provides an indication of both need based on the cultural definition of Gypsy and Travellers and need based on the revised national planning definition of Gypsy and Travellers provided within the PPTS.
- 13.3. It should be noted that there are acknowledged difficulties in relation to the application of the revised national planning definition of Gypsy and Travellers provided within the PPTS, particularly relating to determining those that have ceased travelling permanently.
- 13.4. It is also recognised that a significant proportion of Gypsy and Travellers who may now not meet the revised national planning definition of Gypsy and Travellers provided within the PPTS will continue to live, by preference, on established pitches rather than in bricks and mortar accommodation. This is considered within the GTAA which provides figures for both types of requirements and an indication of likely movement to bricks and mortar accommodation.
- 13.5. Ultimately, movement to bricks and mortar from pitches remains low and the indication therefore is that the majority of Gypsy and Traveller households still require pitch accommodation.

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<sup>244</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 001, Reference: 67-001-20190722, Revision date: 22/07/2019

# Appendix 1: Distinction between the calculation of Housing Need and Affordable Housing Need

## The definition of need

- A1.1. The definitions of 'need', as translated into both the NPPF and NPPG originated from within Planning Policy Statement 3: Housing (PPS3). Specifically, PPS3 made a distinction between:
- *"Housing demand: the quantity of housing that households are willing and able to buy or rent.*
  - *Housing need: the quantity of housing required for households who are unable to access suitable housing without financial assistance"*<sup>245</sup>.
- A1.2. Whilst neither the NPPF nor the NPPG make specific reference to these two distinct definitions of need, each underpins a separate assessment for calculating affordable housing need; the first is consistent with the methodology for calculating the LHN which incorporates both open market and affordable housing need, whilst the second is consistent with the methodology for calculating wider aspirations for affordable housing need.
- A1.3. The LHN methodology within the NPPG aims to measure realistic housing demand: **what is likely to happen**. This assessment is informed by past experience (as analysed within demographic and household projections, which are inherently based on past events) tempered by adjustments for market signals that the projections do not capture.
- A1.4. This assessment includes both market and affordable housing, although it is not possible to distinguish between these two tenures within the results of this assessment, as the demographic and household datasets which underpin the assessment make no such distinction.
- A1.5. Conversely, the assessment of affordable housing need aims to measure housing aspirations: **what ought to happen** if certain standards (suitable housing for everyone) could be achieved. This assessment seeks to calculate the numbers of households who currently do not, or in the future will not, have access to suitable housing, based on a set of defined standards (relating to over-occupation; living standards and facilities; affordability etc.). This assessment has no link to past achievement and unfortunately due to financial and other constraints it has not been possible, historically, to achieve the identified affordable housing aspirations.
- A1.6. This is recognised within the NPPG which states *"The standard method for assessing local housing need identifies an overall minimum average annual housing need figure but does not break this down into the housing need of individual groups. This guidance sets out advice on how plan-making authorities should identify and plan for the housing needs of particular groups of people.*
- A1.7. *This need may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method"*<sup>246</sup>.

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<sup>245</sup> CLG, Planning Policy Statement 3: Housing (PPS3)

<sup>246</sup> HCLG, (2019), NPPG – Housing Needs of Different Groups, Paragraph 001, Reference: 67-001-20190722, Revision date: 22/07/2019

## **Implications of the definition of need**

- A1.8. The intention of the LHN is to identify housing 'need' without introducing policy constraints or aspirations. When the LHN is translated into the Local Plan, as a housing requirement, policy constraints or aspirations can then be considered, but in the full knowledge that these are interventions designed to increase or decrease the figure derived from the LHN.
- A1.9. The assessment of affordable housing need seeks to identify aspirations for affordable housing, and as such includes need beyond that which the market could ordinarily deliver. Consequently, by its very definition it includes a requirement for a policy intervention. This again represents a significant divergence in the methodologies for the two assessments.

## **How to address need**

- A1.10. This clear distinction in the two assessments resulting from the methodologies for their calculation is further emphasised when the methods of delivery are considered.
- A1.11. The 'need' underpinning the LHN can only be delivered through the provision of net additional dwellings, over and above the existing dwelling stock – as the identified need is for additional dwellings. Consequently a single new dwelling (net) meets the needs of only one additional household.
- A1.12. In contrast, the 'need' underpinning the assessment of affordable housing need can be met through a combination of both new and existing dwellings – as the identified need is for appropriate dwellings. Therefore when existing households in unsuitable dwellings are transferred to suitable dwellings the resultant vacant dwelling can be re-occupied by other households for which they are suitable. This therefore meets the needs of both additional households and existing households who at the base date for the assessment are in inappropriate dwellings and therefore in affordable housing need. As a result, a single new dwelling (net) can meet the need of one, two or even more households in a chain.

## **Conclusion**

- A1.13. Due to these distinctions, there are no arithmetical ways of combining or cross-analysing the results of these two assessments – they fundamentally relate to different concepts of 'need'; vary in whether an allowance is made for a policy intervention; and can be addressed through different delivery methods. There is also a clear over-lap between the two assessments in that whilst the assessment of affordable housing need deals solely with aspirations for affordable housing, the assessment of the LHN calculates demand for both open market and affordable housing.
- A1.14. It should also be noted that the standard methodology for calculating the LHN includes a specific adjustment responding to the affordability ratio for the area, as such the need to respond to affordable housing need is already a factor within the calculation of housing need.
- A1.15. Therefore, the interrelationship between these two assessments lies within their role as part of the evidence base for the ongoing Local Plan Review.