



**Report on Need and Demand
for the proposed
development of 47 adaptable
55+ bungalows in the Ribble
Valley LPA**

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Contents

	Page	
1	Why do the housing requirements of older people require special consideration?	2
2	The approach to examining need and setting it against current supply	7
3	The context in national policy, guidance and research	8
4	The context in local policy	20
5	The demography of the older population of the Ribble Valley	24
6	The tenure of the older population	28
7	Indications of need for this style of accommodation	30
8	How this style of accommodation responds to that need	35
9	An overview of the current supply of specialist accommodation for older people in the Ribble Valley	38
10	What is the evidence of demand for this style of accommodation?	43
11	Overview and summary	53
	Annex One Explanation of terms used in this report	57
	Annex Two Letter from Mr John Atherton RICS of Athertons Land and Property	59
	Annex Three The authors of this report	62

1. Why do the housing requirements of older people require special consideration?

1.1 The purpose of this section is to set out the range of considerations which must be taken into account when considering planning applications for specialist housing for older people.

1.2 Older people do not constitute a homogeneous group and their accommodation requirements are wide and diverse. The NPPF Glossary defines older people 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.”

1.3 Taking the conventional threshold age of 65 years it is immediately apparent that those at, above and approaching this age, constitute a substantial proportion of the total population in Ribble Valley: 24.37% in 2020, rising to 32.19% by 2040. Those in advanced old age, that is those who are 90 years of age or over, are the fastest growing age group in the local population, projected to increase by 100% between 2020 and 2040.

1.4 The majority of those in early old age, approaching retirement, the newly retired and ‘active elderly’, will be physically fit with their capacity for independent living uncompromised by their health status or functional capacity. In contrast a high proportion of those in advanced old age will be coping with reduced mobility, with chronic health conditions and a significant minority among them will be experiencing difficulties in coping with the tasks of self-care.

1.5 There is no one pathway through this experience: some will arrive at the end of life fit and independent to their last few days, others will have spent two or three decades coping with health conditions, yet others will have been entirely independent until some traumatic event precipitates a sudden decline.

1.6 This variety of health and functional capacity status is overlaid on an equally diverse pattern of economic status, social and familial relationships, household composition, and tenure. All these factors influence not just what an individual may require in the way of accommodation and care, but also what they can, in practical and economic terms, access when and where they choose or need it.

1.7 Whilst the choices and compromises that older people make in navigating their way through the years of their old age will be influenced by their personal health, needs and circumstances, and by the practicality of what is available to

them, they are also conditioned by their perceptions of retirement and older age, and level of knowledge of the options available to them.

1.8 In the public perception, older age generally carries negative connotations of inevitable decline, to be resisted or denied for as long as possible. This leads to a reluctance to identify future or emerging housing requirements and to proactively make choices that will place individuals in accommodation, equipped with facilities which they may not require immediately but which will become appropriate as their personal needs change. At present the majority of moves into specialised accommodation among older people are triggered by some form of trauma: a disabling illness, a fall, a period as a hospital in-patient, bereavement, the anxiety or reality of being a victim of crime, and so on. In such circumstances moves may be influenced by the need for an immediate solution and what is available in a very tight timescale. The advantages of a more considered pre-emptive move are obvious and substantive.

1.9 Added to these inhibitions may be a relatively restricted knowledge among retired and older people of what is available, and especially in relation to newer and emerging models of specialist housing provision as reflected in the up to date June 2019 definition in the Planning Practice Guidance (ref. 63-010-20190626). For many their point of reference will be conventional Category Two Sheltered Housing provided by a local authority or a Registered Social Landlord and the role of the Sheltered Housing “Warden”, a title that is loaded with cultural implications that belong to an earlier age. For others, whilst they may not fully understand the Extra Care / Assisted Living model, the words “Care” and “Assisted” conjure up negative images of traditional residential care and nursing homes.

1.10 Limited knowledge and psychological inhibitions of the kind described, limit the value of surveying and questioning people approaching retirement and older age, or those already passing through it, about their options and preferences for accommodation in old age. The commonly reported outcome of surveys seeking to establish the needs and wishes of older people and those approaching old age, is that they want to stay where they are and living independently in their own homes for as long as possible, and accept, reluctantly, that when they can no longer do that they may need to move to more specialist forms of accommodation with care provided.

1.11 This provides no sound basis for a progressive strategic approach to ensuring that an appropriate and diverse range and choice of housing options are available to older people, so that by having the ability to live in high-quality accommodation which is suited to their individual requirements, they may have a good and dignified old age as they move through changing health and personal circumstances.

1.12 The range of housing responses through which their requirements and aspirations can be met, is inter-active: capacity or scarcity in one part of the range of provision will impact on availability and access in other areas. This is also a dynamic situation in which expectations among older people, the evolution of new housing models and options from providers and the imperatives of public policy are driving change.

1.13 For many years, the Government's housing, older people and planning policies have focused on responding to those with higher levels of need for care and support. The reasons for this are obvious, both in relieving the pressures on the individuals themselves and upon their carers, but also in the public interest of constraining the burgeoning cost to the public purse of providing residential care by conventional means. This has been a driver of the encouragement of Extra Care provision in the Affordable or Social Rented sector and the focusing of commissioning of beds in Registered Care Homes at the higher end of care. However, those adjustments: reducing the reliance on an increase in Care Home beds and increasing the capacity of Extra Care in both Affordable and Market sectors need to be set within the context of ensuring a modern, appropriate and attractive range of options beneath them in the hierarchy of need.

1.14 Providing a range of age-restricted bungalows across all tenures, built to modern and accessible standards, retirement living and Extra Care not restricted to those with immediate and significant need or care, is as much a contribution to meeting the diversity of need and achieving a balanced range of options in an authority area such as Ribble Valley with an ageing population, as increasing the supply of bed spaces in residential care and nursing homes.

1.15 In the absence of both adequate quantitative and qualitative provision at the lower end of the hierarchy of specialist housing for older people, "upward transfer" occurs which puts avoidable pressure on those higher and more expensive categories of provision. For example, a person experiencing difficulties with mobility who is unable to manage and live safely and securely in their current dwelling because of its size, layout and design and unable to find a suitable housing based solution in their local area, such as the bungalows proposed in this planning application built to Part M4 (2) standards, may move directly to remote sheltered accommodation or Institutional Care when this far exceeds their current or immediate future needs. They will have surrendered a measure of independence and quality of life prematurely and someone whose needs required that place will be deprived of it.

1.16 In our experience, it is not uncommon for local planning authorities and decision makers at all levels, to fail to engage fully with this complexity and to recognise that the accommodation requirements and choices of older people which they must plan to meet, goes beyond the narrow consideration of health status and functional incapacity, to something which requires a range of housing provision that is as wide and diverse as the population it seeks to address.

1.17 An example can be seen in the recent dismissed Barrow Appeal¹ of 12th November 2020. Whilst there are important development plan policy and site specific material differences between that appeal which turned solely on the demonstration of identified local housing need as defined by the Core Strategy Glossary and this planning application, we consider that the analysis of Inspector Rann does not demonstrate full understanding of the complex quantitative and qualitative factors which drive market demand for age-restricted bungalows and the benefits they provide. We do not consider that Inspector Rann’s generalised conclusions should be followed in determining this application.

1.18 It is clear that the Council and Inspector Rann take the view that Core Strategy Policy H3 is functioning adequately to meet needs of older people. There is no substantial attempt to give appropriate weight to the particular market requirements of older people within the local population as directed by the Planning Practice Guidance of June 2019, nor to engage with their diverse needs and legitimate aspirations.

1.19 In rejecting the Appeal, Inspector Rann was also content to accept the limitations to the survey evidence of self-identified need among local older residents but to reject the “anecdotal” evidence provided by local Estate Agents of market demand for bungalows by those 55 years of age and over. In reality, the experience of local Estate Agents, set out again in this report, reflects the actuality of the balance between supply and demand, rather than the conjecture of policy.

1.20 Inspector Rann seizes on the one, and in our opinion a secondary, benefit of providing appropriate accommodation for older people: that they might down-size (right-size) and release under-occupied family housing stock and, suggesting that there is anomaly in relation to the accommodation proposed in terms of the number of bedrooms provided, fails to understand the lifestyle and family/societal requirements of the active elderly and take into account the other, more compelling benefits. Inspector Rann also disregards the benefit which older people attach to age-restricted occupancy conditions and the security of knowing that adjacent properties will be occupied by people of the same age. The Inspector similarly overlooks the benefit of exclusive and high-quality specialist bungalow developments compared to the disadvantages and deterrents for older people, of lesser-quality, isolated bungalows which are provided as part of large mainstream housing estates.

1.21 Reliance is placed upon the adoption of Policy H3 of requiring a proportion of mainstream housing developments to include unspecified provision of accommodation suitable for occupation by older people. In fact this is simply a way of “kicking the can down the road” and cannot be realistically presented as an appropriate response to the market requirements of an ageing population. It

¹ APP/T2350/W/20/3247676

simply does not engage with the complexity and diversity that a credible approach to the issue requires.

1.22 As our report shows, Ribble Valley has a substantial and growing number of older people, some of whom will wish to make pre-emptive moves into specialist housing which will prolong their capacity for independent living if a sufficient market supply of attractive and appropriate accommodation is available to them. The benefits to those individuals and their families will be substantial, as will the public benefit, not least in mitigating the impact of this ageing population on public and private health and social care provision and hospital services.

1.23 Therefore, this planning application by a specialist provider of age-restricted bungalow developments with a proven track record in Ribble Valley, will help to meet the market requirements and demand for older people and we hope that the Council will understand and value the strategic benefit of early provision of the this category of age-restricted specialist housing for older people in line with the Planning Practice Guidance and recognise the full benefits it will deliver in meeting the requirements and aspirations of older homeowners in Ribble Valley who wish to retain their tenure of choice when making a move to accommodation more suitable for their needs as they age within their chosen community, and consequently wanting or intending to buy a bungalow that meets their requirements.

2 The approach to examining need and setting it against current supply

2.1 National Planning Practice Guidance² directs attention to the range of methodologies that may be adopted to estimate the current and future need for specialised accommodation for older people.

2.2 All the available approaches adopt a similar route: examining the current and projected population of older people within the local area (usually the LPA or Housing Authority area), looking next at incidence of functional incapacity and health status in that population to form a view of the scale of need within the older population. Having had regard to the guidance available in national and local policy and the evidence found in the research literature, a target for future provision will be projected.

2.3 It is at this point that methodologies diverge some being more strongly influenced by current prevalence and others being more focused on the need to which specialised accommodation with associated care and support can respond.

2.4 In this report we have followed the approach set out in the publication “Housing in Later Life”³, one of the approaches commended in NPPG from 2014 onwards.

2.5 Whilst the SHOP@ Tool, referenced in the NPPG 2019 and widely used by local authorities and those advising them is capable of producing an identical answer it is often used with projected prevalence ratios more reflective of current supply than potential need. For the avoidance of doubt we point out that the SHOP@ Tool does not purport to project the need for specialised accommodation among people below 65 years of age and uses the population of those 75 years of age and over as its reference point, as is common in all accepted methodologies for estimating need in ageing populations.

2.6 It is for this reason that in July 2019 the Housing Learning and Improvement Network (Housing LIN), who provide the SHOP@ Tool, decided to restrict access to it as they felt it had been used to produce artificially low outcomes.

2.7 By adopting the ratios of provision set out in Housing in Later Life we offer a realistic set of targets for provision of specialised accommodation that will meet the needs of the current and future population of older people in the Ribble Valley.

² NPPG June 2019 but also earlier issues from 2014 onwards, as referenced in Section Nine

³ “Housing in later life – planning ahead for specialist housing for older people” (National Housing federation and the Housing LIN, December 2012)

3 The Context in National Policy, Guidance and Research

Never too late for living: Inquiry into services for older people, All Party Parliamentary Local Government Group, July 2008⁴

3.1 In the report of its inquiry into services for older people the All Party Parliamentary Group remarked upon the need to change public perceptions of old age and to achieve some specific changes. In relation to housing they reported the evidence presented to them by Professor Alan Walker:

“It is crucial not to see housing and neighbourhoods in isolation from other services. There is, as research has shown over and over, a close relationship between housing and health. Good-quality housing leads to good health. That is absolutely nailed down and proven. Conversely, exactly the opposite is true: poor housing leads to poor health. About every five hours, an older person dies as a result of a fall. This is a serious consequence of poor housing, poor neighbourhoods, defective pavements – which either causes accidents, and in some cases death, or keeps people trapped in their own homes for fear that, if they go out, they will trip over the pavement.”

Building our futures: meeting the housing needs of an ageing population, Edwards M & Harding E, revised edition 2008, ILC⁵

3.2 To make decisions at local levels planners need to predict demand among older age groups that relate to three possible housing options:

- Remain in your own home, adapt/maintain fabric as required and organise equipment and support if needed.
- Move to different location (e.g. closer to shops, family amenities, better climate) or accommodation with different design or facilities. (e.g. better access, one level, lower maintenance).
- Move to accommodation that includes automatic access to varying levels of support services (e.g. residential or extra care)

3.3 The implications for planners are:

- Demand in the local housing market may not reflect genuine consumer choice and as people age they may be forced into inappropriate choices which undermine their independence.

⁴ www.cpa.org.uk/cpa/Never_too_late_for_living.pdf (Accessed 11/01/2017) Never too late for living: Inquiry into services for older people, All Party Parliamentary Local Government Group, July 2008. Page 28 para. 6.

⁵ www.ilcuk.org.uk/files/pdf_pdf_8.pdf (Accessed 11/01/2017) Building our futures: meeting the housing needs of an ageing population, Edwards M & Harding E, revised edition 2008, ILC. Page 4 Para.1 and Page 18. Para. 2

- People with the financial resources to support themselves may lack information to help them make the best decisions about housing options.

Laying the Foundations: A Housing Strategy for England, 2011, DCLG⁶

3.4 Half of all households in England are older 'established homeowners'. Some 42 per cent are retired and 66 per cent own their own home outright. As life expectancy increases, more of these households will need support to remain in their homes in later life. Limited choice in the housing market makes it difficult for older households to find homes that fully meet their needs.

3.5 The Government is committed to ensuring that housing and planning policies positively reflect the wide range of circumstances and lifestyles of older people, who already occupy nearly a third of all homes. Nearly two thirds (60 per cent) of the projected increase in the number of households from 2008–33 will be headed by someone aged 65 or over.

3.6 Planning homes and communities that enable older people to remain economically active, involved with their families, friends and community and able to choose where and how they live not only makes financial sense but also results in a better, more inclusive society.

3.7 Good housing for older people can enable them to live healthy, independent lives and reduces pressure on working families in caring for older relatives. It can also prevent costs to the NHS and social care. For some older people a move to a smaller, more accessible and manageable home can also free up much-needed local family housing.

3.8 New housing developments also need to make suitable provision for our ageing population in the long term. Ensuring a mix of property types, including Lifetime Homes, will help to provide the diversity and choice needed to support longer term independent living. The Lifetime Homes standard is widely adopted in mainstream housing developments and incorporates a range of features which makes homes more accessible and easily adaptable. However, we do not intend to introduce national regulation. Future needs will vary considerably at a local level and we believe that decisions on the number of Lifetime Homes within each development should be made at a local level, in proportion to local need and aligned with other local housing support and information services

⁶ www.gov.uk/government/uploads/system/uploads/attachment_data/file/7532/2033676.pdf (Accessed 11/01/2017)

Laying the Foundations: A Housing Strategy for England, 2011, DCLG. Page 2. Para. 3. Page 48. Para's 6-8. Page 49. Para 8.

Market assessment of housing options for older people,
Pannell J, Aldridge H and Kenway P, May 2012, New Policy Institute.⁷

3.9 The study focused on the 7.3 million older households in mainstream or specialist housing in England (excluding care homes) which contain no-one below the age of 55.

- Around one-third of all households are older households. This proportion applies across most regions except for the South West (40 per cent) and London (22 per cent).
- 76 per cent of older households are owner-occupiers and most own outright; 18 per cent are housing association or council tenants, while 6 per cent are private sector tenants.
- 42 per cent of older households aged 55 to 64 are single, and this proportion increases with age.
- About 7 per cent of older households (530,000) live in specialist housing where a lease or tenancy restricts occupation to people aged over 55, 60 or 65. Most of these schemes are provided by housing associations and offer special facilities, design features and on-site staff. Around 10 per cent of specialist dwellings are in schemes offering care as well as support.
- 93 per cent of older people live in mainstream housing. As well as 'ordinary' housing, this includes housing considered especially suitable for older people due to dwelling type (e.g. bungalows), design features (including 'lifetime homes') or adaptations (e.g. stair lifts).

3.10 Supply of and demand for specialist housing: the research confirmed that there is limited choice for older people who want to move to both specialist and alternative mainstream housing, in terms of tenure, location, size, affordability and type of care or support. Housing providers tend to focus on retirement villages and housing with care when thinking about housing that is 'suitable' for older people. Despite the majority of older people owning their homes outright, 77 per cent of specialist housing is for rent and only 23 per cent for sale. There are significant regional variations: the extremes are the North East (only 10 per cent for sale) and the South East (37 per cent for sale).

3.11 There has been recent interest, but slow progress, in developing different housing options for older people and in integrating these within mainstream new housing developments (which could attract older people who prefer to remain in mixed-age communities). There is extensive evidence on what older people are looking for and whether they stay put or move. Two bedrooms is the minimum

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www.npi.org.uk/files/5213/7485/1289/Market_Assessment_of_Housing_Options_for_Older_People.pdf (Accessed 11/01/2017) **Market assessment of housing options for older people,** Pannell J, Aldridge H and Kenway P, May 2012, New Policy Institute.

that most older people will consider, to have enough space for family visitors, a carer, storage, hobbies, or separate bedrooms for a couple.

3.12 Analysis of moves by older households in the last five years within the private sector (rent or owner-occupier) shows that 87 per cent move into a dwelling with two or more bedrooms. Yet much specialist housing is small (one-bedroom or sheltered bedsits). Some specialist housing is poorly located and there have been concerns about withdrawal of scheme-based staff. Depending on the method of estimation used, the projected growth in the older population requires an increase in the stock of specialist housing of between 40 per cent (200,000) and 70 per cent (350,000) over the next 20 years.

National Planning Policy Framework, July 2018⁸

3.13 The Government updated the National Planning Policy Framework published in 2012 with the publication of a new Framework Document in July 2018. In relation to the needs of older people it has little directly to say, beyond including them in the list of those whose particular accommodation needs should be taken into consideration in forming local plans.

“Within this context, 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**⁹, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).”
(Para 61)

3.14 The volume, location and characteristics of new homes to be provided, including those intended for occupation by older people, has to be assessed, using one of the methodologies identified in guidance:

“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

⁸ Nation Planning Policy Framework, Ministry of Housing, Communities and Local Government, July 2018, Cm 9680

⁹ The Glossary to the NPPF provides the following definition for “Older People” within the Framework and Guidance:

“**Older people:** 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.”

areas should also be taken into account in establishing the amount of housing to be planned for.” (Para 60)

3.15 Alongside the economic and environmental objectives of the planning process the introduction to the Framework identifies a “social objective”

“b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being;” (Para 8 b)

Planning Practice Guidance, June 2019¹⁰

3.16 This guidance seeks to assist Local Planning Authorities in preparing planning policies on housing for older and disabled people. It sets out the reasoning behind drawing particular attention to the needs of older and disabled people:

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

3.17 The guidance recognises that this is a diverse population with a diversity of needs and aspirations which will change as they move through old age:

“The National Planning Policy Framework glossary provides definitions of older people and people with disabilities for planning purposes, which recognise the diverse range of needs that exist. 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.”

¹⁰ <https://www.gov.uk/guidance/housing-for-older-and-disabled-people>

3.18 The Guidance suggests that population data is the starting point for estimating future needs for a range of accommodation and housing related services to meet the needs of older people. It makes reference to a range of methodologies (which includes the methodology adopted in the preparation of this report) but specifically references only the SHOP@ Tool. The SHOP@ tool, like others, requires judgement concerning the assumptions that guide its set-up. None of the methodologies are neutral as all are influenced by the policy and other assumptions used. The Guidance makes only passing reference to the need for Registered Care Homes when most Adult Social Care authorities will wish to depress the expansion of Registered Care Homes in favour of increasing capacity in housing-based models:

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

3.19 The Guidance sets out a condensed range of categories of specialised provision for older people which, in some circumstances, could be unhelpful, blurring as it does the gradations that exist in the capacity of different models to offer a robust response to increasing levels of need. The authors acknowledge the limitations of what is provided:

“There is a significant amount of variability in the types of specialist housing for older people. The list above provides an indication of the different types of housing available but is not definitive. Any single development may contain a range of different types of specialist housing.”

3.20 The Guidance makes it clear that Local Plans should respond to evidence of need by facilitating appropriate provision:

“Plans need to provide for specialist housing for older people where a need exists. Innovative and diverse housing models will need to be considered where appropriate.”

3.21 The requirement for specialised accommodation is rightly set within a context of ensuring that general housing is also sensitive to the needs of an ageing population:

“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.”

This rubric should not however be seen as an encouragement to “talk-down” the need for specialised accommodation.

3.22 Clearly the emphasis is upon ensuring that older people have choice within a range of options:

“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”.

3.23 The Guidance takes a neutral stance on the issue of allocating sites for specialised housing for older people but sets out some possible criteria for site selection. The thinking behind these seems to be limited as some larger developments will be viable and attractive options for older people without the proximity to some existing local facilities the Guidance suggests:

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

3.24 The Guidance does offer a strong steer toward the meeting of unmet need for specialised accommodation for older people:

“Where there is an identified unmet need for specialist housing, local authorities should take a positive approach to schemes that propose to address this need.”

Care Act, 2014¹¹

3.25 The Care Act 2014 sought to set a new baseline in relation to the provision of social care for adults. It re-defines roles, responsibilities and boundaries, setting out arrangements for the new world of personal budgets.

3.26 A priority within the Act was promoting inter-agency collaboration, both between Adult Social Care and Health and with other agencies, such as housing, in statutory, commercial and third sectors. It places a strong emphasis on services that contribute to well-being and delay or divert the requirement for more intensive forms of care.

Getting off the ground: Bungalow Living – an attractive alternative for downsizers, Angela Morris for Housing LIN, June 2014

3.27 The author makes the case for encouraging the development of bungalows for those older people who want to down-size, but not too far:

“Currently the ‘younger old’, or ‘extended middle age’ as the title of the final Hanover@50 report put it, are unlikely to be tempted into a typical Extra Care scheme or other purpose-built retirement housing but may be looking for more sustainable housing which allows them to release equity to supplement income.”

3.28 The author sets out the very cogent reasons why this popular housing form has not been developed in high volumes:

“Why don’t developers like building bungalows? They are regarded as too land hungry:

A typical accessible (wheelchair friendly) 2-bedroomed bungalow has a floor area of 72m² with an internal width of 7.4m. The plot size, with a parking space and a small rear garden is on average 220m². Adding the access roads and paths, this generates a development land take of 275m² /plot giving a density of 36 units/ha.

In contrast, a developer building two-storey housing in a suburban area can expect to achieve 38 units/ha where parking is arranged off a cul-de sac or 56 units/ha where the majority of dwellings use existing highway access.

Retirement Living is currently focusing on apartments which are popular in urban areas and also viable in towns with a thriving older person’s

¹¹ www.legislation.gov.uk/ukpga/2014/23/contents/enacted (Accessed 11/01/2017) **Care Act 2014**

community. They complement and can stimulate existing facilities such as shops and churches and commonly include an adjacent care home. A typical accessible 2-bed apartment of 68m² will have an internal width of 8.6m in a single aspect. Arranged in a block with Extra Care facilities where there is a parking ratio of 1:3 and a mix of 1 and 2-bed flats over 2-3 storeys the density will be around 90 units/ha.”

3.29 It is suggested that a suitable development of bungalows, designed to contemporary standards, may be a more attractive alternative than an Extra Care scheme to those approaching old age, or in its early years, and especially in rural and small-town settings:

“The ground floor plan of a two-bedroomed accessible chalet bungalow or cottage is 53.5m² and the upper floor plan in the roof space will be 27-37m² (above 1.5m wall height) to accommodate an en-suite master bedroom and storage. In terraced form, the internal width is 5m. The plot size, with parking space and a small rear garden is 132m² and a typical development land take in a mix of narrow and wide frontages will be 225m² /plot giving a density of 44 units/ha.

This can be a viable alternative for suburban areas or villages where there will still be a capital gain from downsizing from a 3 or 4 bedroomed house.”

Fixing our broken housing market. February 2017¹²

3.30 In relation to the assessing of housing requirements the White Paper asserts that the current system is complex and lacks transparency. The need for a more consistent approach and one that takes account of the needs of particular groups within each community with older people being particularly mentioned:

“The current approach to identifying housing requirements is particularly complex and lacks transparency. The National Planning Policy Framework (NPPF) sets out clear criteria but is silent on how this should be done. The lack of a standard methodology for doing this makes the process opaque for local people and may mean that the number of homes needed is not fully recognised. It has also led to lengthy debate during local plan examinations about the validity of the particular methodology used, causing unnecessary delay and wasting taxpayers’ money. The Government believes that a more standardised approach would provide a more transparent and more consistent basis for plan production, one which is more realistic about the current and future housing pressures in each place and is consistent with our modern Industrial Strategy. This

¹²

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/590464/Fixing_our_broken_housing_market_-_print_ready_version.pdf

would include the importance of taking account of the needs of different groups, for example older people”. (Para 1.2)

3.31 In a subsequent section further reference is made to the need to take account of the needs of an ageing society

“Whatever the methodology for assessing overall housing requirements, we know that more people are living for longer. We propose to strengthen national policy so that local planning authorities are expected to have clear policies for addressing the housing requirements of groups with particular needs, such as older and disabled people.” (Para 1.16)

3.32 The White Paper embraces the proposition that an appropriate range of options in accommodation for older people not only supports a better quality of life for older people it also offers benefits to the health and social care systems:

“Offering older people a better choice of accommodation can help them to live independently for longer and help reduce costs to the social care and health systems. We have already put in place a framework linking planning policy and building regulations to improve delivery of accessible housing. To ensure that there is more consistent delivery of accessible housing, the Government is introducing a new statutory duty through the Neighbourhood Planning Bill on the Secretary of State to produce guidance for local planning authorities on how their local development documents should meet the housing needs of older and disabled people. Guidance produced under this duty will place clearer expectations about planning to meet the needs of older people, including supporting the development of such homes near local services. It will also set a clear expectation that all planning authorities should set policies using the Optional Building Regulations to bring forward an adequate supply of accessible housing to meet local need. In addition, we will explore ways to stimulate the market to deliver new homes for older people”. (Para 4.42)

3.33 In the following paragraph the benefit of encouraging older people to move and release under-occupied property back into the market is also recognised as a worthwhile goal:

“Helping older people to move at the right time and in the right way could also help their quality of life at the same time as freeing up more homes for other buyers. However there are many barriers to people moving out of family homes that they may have lived in for decades. There are costs, such as fees, and the moving process can be difficult. And they may have a strong emotional attachment to their home which means that where they are moving to needs to be very attractive to them and suitable for their needs over a twenty to thirty year period. There is also often a desire to be close to friends and family, so the issues are not straightforward”. (Para 4.43)

House of Commons Communities and Local Government Committee Housing for older people Second Report of Session 2017–19¹³

3.34 The CLG Committee report on Housing for Older People draws attention to the popularity with those approaching retirement of bungalows as an appropriate housing form to meet their immediate and foreseeable needs:

“Bungalows are popular among older people but are in short supply. Central Bedfordshire Council’s survey of the housing needs of older people (600 short and 80 in depth surveys) found that 61% of respondents wanted to move to a bungalow. The Council said: There was a strong preference for bungalows with all other options trailing some way behind. This is not surprising as people are seeking to overcome the perceived disadvantages of their current home (difficulty managing stairs, costs associated with over-occupation) whilst retaining the advantages that caused them to choose that type of housing in the first place (personal space, privacy and control).” (Para 105)

3.35 The Committee draws attention to the relatively high cost of bungalows and their relative scarcity:

“This preference was shared by the contributors to our forum, many of whom wanted to move to a bungalow but found them either to be too expensive or not available in their area. When we asked why bungalows were so popular, Claudia Wood of Demos said that it was because they were familiar and older people were not very aware of other housing options which provided similar features, such as apartments.” (Para 105 continued)

3.36 The relative scarcity of this popular housing form is attributed, in part at least, to their larger land requirement:

“One contributor to the forum observed that “new build estates do not seem to include any/many bungalows”. We heard that the larger land requirement for a bungalow makes them unpopular with developers. Nottingham City Homes said “given the choice, a private developer will normally choose any property type other than a bungalow to build, in order to maximise return from the footprint of the development site”. Claudia Wood said:

“In London and the south-east, where land prices are so high and space is at such a premium, to suggest we can build enough

¹³ House of Commons Communities and Local Government Committee Housing for older people Second Report of Session 2017–19 Report, together with formal minutes relating to the report Ordered by the House of Commons to be printed 5 February 2018¹³

bungalows for all the old people who want them—it is not going to happen. Planning rules would not allow you to have that sort of footprint. That is why trying to capture what it means to live in a bungalow, in terms of some outside space, all one area, open plan, easily accessible, in alternative village-type designs or apartment-type designs, is the way forward.” (Para 106)

3.37 The Committee heard of the initiatives being promoted by some local authorities to increase the availability of bungalows:

“However, we heard that councils were building bungalows in response to demand from their older residents. Nottingham City Homes said that it was building bungalows:

On small plots of land on housing estates (often former lock up garage sites) that are unused and have previously attracted anti-social behaviour. Such sites are not generally attractive to commercial developers, but provide an important supply of land for modest scale schemes. In our current building programme NCH has built or has in the pipeline 123 bungalows on 13 sites across Nottingham. Virtually all current bungalow development in the city is being led by NCH.

In addition, we note that Birmingham and Newcastle City Councils are building bungalows, and Birmingham City Council has built ‘dormer bungalows’ (ground floor bedroom and shower room, a lounge and kitchen and also a second bedroom and bathroom upstairs) in order to “make the most efficient use of available development site opportunities”. While better provision of advice and information about other housing options may encourage older people to consider alternative options, we believe that, given the enduring popularity of bungalows among older people and their accessibility features, more councils and developers should consider the feasibility of building bungalows.” (Para 107)

4 The context in local policy

A Local Plan for Ribble Valley - Core Strategy 2008 – 2028.¹⁴

4.1 The Local Plan articulates an aspiration that the Authority will match the supply of affordable and decent homes in the borough with the identified housing need. In working toward that end the Authority is able to draw on successive Housing Needs surveys:

“Ribble Valley Borough Council has been undertaking Housing Needs Surveys in the borough since 2004. Initially these were focused on the main settlements of the borough where the population concentrations are greatest and then these were undertaken on other settlements within the borough. As at February 2012, 90% of the borough had been assessed for housing need with a requirement for those initial surveys of 2004 to be redone. The Housing Needs Surveys are an invaluable resource in informing the Strategic Housing Market Assessment and the Strategic Housing Land Availability Assessment (SHLAA) alike, to ensure that demand is recognised and supply matches this in the locations identified. They are important for informing our land supply for the next 5 years, year 6-10 and where possible years 11-16.”

4.2 The Core Strategy adopts the guidance of the National Planning Framework in making a presumption in favour of development and gives the following undertaking:

That the Authority .. “will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.”

4.3 The Core Strategy focuses on housing development location, targets, phasing and delivery within a spatial context. The main aim is to ensure that over the plan period, sufficient housing of the right type will be built in the most suitable locations endeavouring to make the best use of previously developed land where suitable and where possible aiming to address meeting identified local needs.

4.4 In relation to the availability of sites for development the Authority will seek to be pro-active in matching land availability to developments to meet identified housing need:

¹⁴ https://www.ribblevalley.gov.uk/download/downloads/id/8369/core_strategy_2008_-_2028_-_a_local_plan_for_ribble_valley_-_regulation_22_submission_draft

“The Council will identify through the relevant “Strategic Housing Land Availability Study” (SHLAA), sites for residential development that are deliverable over a five-year period. By reference to the housing land monitoring report and where appropriate Strategic Housing Land Availability Assessments, the Council will endeavour to ensure housing land is identified for the full 15 year period and beyond.”

Housing Strategy 2009 - 2029. Pennine Lancashire¹⁵

4.5 The Housing Strategy for Pennine Lancashire, covering the Ribble Valley and neighbouring local authority areas, makes the following observations concerning the housing market within Ribble Valley:

“The Ribble Valley housing market area has experienced a renaissance with steady population and household growth in recent years. The area is popular with families and couples, which is reflected in the older age profile for the locality. Deprivation in the area is low and earnings are high. The area benefits from being adjacent to centres of employment in Preston and Pennine Lancashire and is accessible to Greater Manchester and Yorkshire.”

4.6 The Strategy goes on to note some of the distinctive factors that shape the housing market in the Ribble Valley:

“The housing market area also contains the smallest social rented stock in the North West, and historically the waiting list has been relatively high. The area is projected to experience the largest increase in population in the North West and significant household growth up to 2032. Net housing supply has not been responding to increases in household growth over the last five years. Issues of affordability, and the reduction in demand from more affluent households in adjoining areas, are the key issues.”

4.7 The particular needs of an ageing population within the Pennine Authorities are also noted:

“Whilst growth in numbers of frail older people has not yet peaked the Pennine Lancashire Authorities will be proactive in developing strategies, programmes and projects to meet needs and demands of older people including extra care housing, care and repair services, modern sheltered housing and care villages. We will identify supported housing needs which may be met at Pennine Lancashire or Regional level and develop mechanisms for their commissioning, whilst developing better funding mechanisms for existing projects where they serve a wider area.”

¹⁵

https://www.ribblevalley.gov.uk/coreConsultation/supportingDocs/Pennine_Lancashire_Housing_Strategy_2009_-_2029.pdf

Ribble Valley Borough Council - Strategic Housing Market Assessment Report. Adoption Report 2008¹⁶

4.8 Demography is seen to be a major driver in relation to housing demand in the Ribble Valley:

“Almost a quarter (22.9%) of all residents in Ribble Valley were aged over 60. There is a higher proportion of female residents aged over 60 than male residents in all five year age cohorts. The population aged over 80 represents 4.3% of the total population. 70% of this cohort aged over 80 are female.

The Housing Strategy indicated that the over-60 population is forecast to increase from 19% to 23% by 2016, and there will be a 22% increase in the over 80 age group. An ageing population has implications for housing and related services including adaptations, support services and provision of sheltered or extra care homes.

Population projections indicate that there will be over 8,700 additional persons in the over-65 age group over the period to 2029. The Lancashire Older People Strategy highlighted the Ribble Valley to have a higher life expectancy than the national average in 2002. For females life expectancy was 81.4 years compared to 80.6 years for England and Wales, and for males life expectancy was 76.6 years compared to 75.9 years for England and Wales. The same strategy indicated that across Lancashire 62% of older people want to be able to live independently and 58% want to stay in their own home.”

4.9 The significance of tenure choice among that older population is recognised for the shaping of future strategy:

“The majority of pensioner households (77.1%) live in owner occupied accommodation. This is relevant to future strategies and policies regarding private sector maintenance and decent homes standard as older households may not have disposable income to meet housing repair costs. The high level of home ownership may also suggest a large number of older people with equity in their own homes”.

4.10 The Need Surveys across the Ribble Valley parishes highlight elderly households housing needs in particular for one to two bedroom sheltered accommodation or bungalows, near to local services and family. The Housing Needs Survey found some evidence of people who were seventy years of age or

¹⁶

[https://www.ribblevalley.gov.uk/coreConsultation/supportingDocs/Strategic_Housing_Market_Assessment_\(SHMA\)_report_December_2009.pdf](https://www.ribblevalley.gov.uk/coreConsultation/supportingDocs/Strategic_Housing_Market_Assessment_(SHMA)_report_December_2009.pdf)

more wanted to move from larger family accommodation to smaller more manageable housing but stay within easy reach of facilities.

Housing with Care and Support Strategy 2018-2019, Lancashire County Council

4.11 This document which was presented to Ribble Valley Borough Council in January 2019 sets out the intentions of the Welfare Authority and seeks to engage district housing and planning authorities in achieving its priorities.

“We need to reduce our reliance on residential care, as we know the majority of people would rather stay in a home of their own and have choice and control over their care and support needs. We also need to develop new models of care to help us meet the growing demand for services and to put the funding of care and support on a financially sustainable footing.”

4.12 Whilst the main thrust of the Strategy is to encourage the building of Extra Care schemes to substitute for an ever increasing reliance upon Registered Care Home beds it recognises that this must be set within the context of achieving a wide range of options for older people and those approaching old age.

“With the ageing population and the increased complexity of people's needs there is a growing demand for care and support, which contributes to the financial challenges all councils are facing. Consequently, it is vital that people's independence is maximised to enable a more sustainable health, care and housing system.”

4.13 If the trajectory toward reliance on accommodation with higher levels of support and care, whether in traditional Care Homes or in Extra Care, is to be moderated then the provision of suitable accommodation for those with little or no current need for support and care needs to be expanded. That expansion needs to be in models that will enhance and prolong the capacity for independent living and delay or remove altogether the need to move to such specialised accommodation.

5 The demography of the older population of the Ribble Valley

5.1 Whilst the age restriction threshold proposed for these properties is 55 years and over the reality is that the majority of purchasers will be older than this on first occupation. To protect the purpose of the development: that is that it should be available to those in or approaching old age a threshold age needs to be determined and 55 has become the conventional stipulation for the overwhelming majority of developments of this kind. It is chosen partly because one member of the household may be younger than the one whose needs are driving the desire to find more appropriate and accessible accommodation. It also allows for some people who are approaching old age to make a “pre-emptive” move to a housing context that will meet their foreseeable potential needs so that they may “age in place”.

5.2 The indicators of Need for specialised accommodation of all kinds, including properties such as those proposed here that conform to M4(2) Standards, are related to age and incidence rises with age. For these reasons, and in accordance with the Guidance offered in NPPG of June 2019 and earlier iterations of guidance, we examine principally the growth of population among those 65 years of age and over within the Ribble Valley.

5.3 There is a projected rise in the total population of around 38% for those people aged 65 years and over within Ribble Valley up to the year 2035. Within this overall growth there is a steeper rate of increase within the oldest cohorts, the number of those ninety years of age or more projected to increase by 100% or 700 over the period to 2035.

Table One Population aged 65 and over, projected to 2035 Ribble Valley

	2019	2020	2025	2030	2035
People aged 65-69	3,700	3,700	4,200	4,900	4,900
People aged 70-74	4,000	4,000	3,500	4,000	4,700
People aged 75-79	2,700	2,800	3,600	3,200	3,600
People aged 80-84	2,000	2,000	2,400	3,100	2,800
People aged 85-89	1,200	1,300	1,500	1,800	2,300
People aged 90 and over	700	700	900	1,100	1,400
Total population 65 and over	14,300	14,500	16,100	18,100	19,700

(Source: www.poppi.org.uk - Office of National Statistics Census Crown Copyright 2018)

5.4 In the period to 2035 the cohort aged between 70 to 74 increase only slightly before climbing to a 700 increase over the whole period. The rate of increase is higher in each succeeding cohort to 92% among those between 85

and 89 years of age and 100% among those 90 years of age and over. Table Two plots the percentage increase in each age band from the 2019 base.

**Table Two Population aged 65 and over, projected to 2035 Ribble Valley
% Change**

	2019	2020	2025	2030	2035
People aged 65-69	0	0	14%	32%	32%
People aged 70-74	0	0	-13%	0%	18%
People aged 75-79	0	4%	33%	19%	33%
People aged 80-84	0	0	20%	55%	40%
People aged 85-89	0	8%	25%	50%	92%
People aged 90 and over	0	0	29%	57%	100%
Total population 65 and over	0	1%	13%	27%	38%

(Source: www.poppi.org.uk - Office of National Statistics Census Crown Copyright 2018)

5.5 In the period to 2035 the following cohort, aged between 55 and 64 rises and then falls, reflecting falling birth rates in the 1970s. Although the increase in the numbers of those in the cohorts approaching old age fluctuates and shows a modest rate of growth overall meeting their needs appropriately will mitigate the pressures on accommodation offering higher levels of care and support. Table Three shows the pattern for those in the 55 to 64 age group.

**Table Three Population aged between 55 and 64 projected to 2035 as numbers and percentage change over the 2019 base.
Ribble Valley**

	2019	2020	2025	2030	2035
People aged 65-69	8,900	9,200	10,000	9,400	8,200
% change	0	3%	12%	5%	-8%

(Source: www.pansi.org.uk - Office of National Statistics Census Crown Copyright 2018)

5.6 This is a complex picture as the numbers of those in the oldest age cohorts increase substantially from a level within the local population of the Ribble Valley that is already above national averages. This carries with it implications for the provision of care and support services, as discussed later in this report. By providing suitably designed accommodation options for those in early old age, or approaching old age, their need for such higher care accommodation may be delayed or averted altogether.

5.7 Table Four shows the projected increase in the total population for the Ribble Valley from 59,300 in 2019 to 61,200 in 2035, set against the increase in the numbers of people who are over 65 years of age and over 85 years of age

and over. These two threshold ages are used because 65 represents the general point of exit from paid employment and 85 is, as will be shown in the next section, a significant threshold for needing specialised accommodation and services.

Table Four **Total population, population aged 65 and over and population aged 85 and over as a number and as a percentage of the total population, projected to 2035**
Ribble Valley

	2019	2020	2025	2030	2035
Total population	59,300	59,500	60,400	60,900	61,200
Population aged 65 and over	14,300	14,500	16,100	18,100	19,700
Population aged 85 and over	2,000	2,000	2,400	2,900	3,700
Population aged 65 and over as a proportion of the total population	24.11%	24.37%	26.66%	29.72%	32.19%
Population aged 85 and over as a proportion of the total population	3.37%	3.36%	3.97%	4.76%	6.05%

(Source: www.poppi.org.uk - Office of National Statistics Census Crown Copyright 2018)

5.8 The proportion of the population 65 years of age or over in the Ribble Valley is significantly above the national average for England and exceeds that average by a widening margin throughout the period to 2035. For those 85 years of age and above the proportion in the Ribble Valley is higher than the average for England and the differential widens over the period to 2035. This is an elderly population overall and it is characterised by a higher than average proportion of people in advanced old age.

5.9 The significance of these threshold ages is to be found in the convergence of dependency and chronological age. At age 65 the lifetime risk of developing a need for care services to assist with personal care tasks is 65% for men and 85% for women¹⁷. The incidence of need for assistance increases substantially with age and is highest for those 85 years of age and above. As the tables in the following section modelling levels of dependency and need for service

¹⁷ David Behan, Director General for Adult Social Care, Department of Health, presentation to a King's Fund Seminar 21st July 2009

demonstrate this increase in the ageing of the population has a direct impact on the need for care and support services and appropriate accommodation.

510 Table Five gives the numbers and percentages for England to provide a comparison.

Table Five Total population, population aged 65 and over and population aged 85 and over as a number and as age of the total population, projected to 2035 – England

	2019	2020	2025	2030	2035
Total population	56,357,500	56,704,700	58,224,900	59,548,800	60,691,400
Population aged 65 and over	10,366,000	10,527,200	11,550,300	12,897,300	14,116,600
Population aged 85 and over	1,390,400	1,421,000	1,623,700	1,930,400	2,460,300
Population aged 65 and over as a proportion of the total population	18.39%	18.56%	19.84%	21.66%	23.26%
Population aged 85 and over as a proportion of the total population	2.47%	2.51%	2.79%	3.24%	4.05%

(Source: www.poppi.org.uk - Office of National Statistics Census Crown Copyright 2018)

6 The tenure of the older population of the Ribble Valley

6.1 Next to demographic trends toward an ageing of society the most significant factor shaping the future of provision for older people is the shift in tenure pattern. Owner-occupation has become the tenure of the majority of older people.

6.2 Traditionally local authorities have been primarily focused on the provision of social rented housing. Although the past two decades have seen a shift away from direct provision by local authorities concerns for this sector have tended to dominate thinking and resources.

6.3 There has been an implicit assumption that older people who are homeowners can, through the deployment of the equity represented by their current home, make provision themselves for their accommodation in old age.

6.4 Table Six demonstrates the high levels of owner occupation now to be found among older people in the Ribble Valley. In those approaching old age and in early old age only fifteen percent are in tenures other than home ownership.

6.5 The fall in ownership in the older cohorts is explained partly through inheritance: when these people were younger home ownership was not at its current level of prevalence, and partly that homeowners in these cohorts who have needed to find specialist accommodation and care have not had options available to them that allowed them to maintain their tenure.

Table Six Proportion of population by age cohort and by tenure, year 2011, Ribble Valley

	People aged 65-74	People aged 75-84	People aged 85 and over
Owned	85.00%	79.25%	69.57%
Rented from council	1.41%	2.43%	2.25%
Other social rented	5.54%	10.62%	17.71%
Private rented or living rent free	8.04%	7.70%	10.47%

Figures may not sum due to rounding. . Office of National Statistics Crown copyright 2014

6.6 Overall the proportions for home ownership among older people for Ribble Valley are significantly above those for the country as a whole, falling away somewhat to be close to the national average in the oldest cohort. Table Seven gives the average levels for England.

Table Seven Proportion of population aged 65 and over by age and tenure, i.e., owned, rented from council, other social rented, private rented or living rent free, year 2011 – England

	People aged 65-74	People aged 75-84	People aged 85 and over
Owned	76.34%	74.84%	68.20%
Rented from council	9.54%	10.42%	11.99%
Other social rented	7.75%	8.79%	11.66%
Private rented or living rent free	6.36%	5.95%	8.14%

Figures may not sum due to rounding. . Office of National Statistics Crown copyright 2014

6.7 Ribble Valley tracks the national trend toward owner-occupation as the dominant tenure for older people. Levels of owner-occupation among older people Ribble Valley are significant at 85% for those between 65 and 74 years of age. In the oldest age group the level of home ownership may be depressed by lack of options for owner-occupation in specialised accommodation but remains significant at almost 69.57%.

6.8 The overwhelming tenure of choice for older people in Ribble Valley is home ownership, a tenure the majority will wish to maintain in accommodation and care facilities are available to them in that tenure.

7 Indicators of need in the local population of older people for this style of accommodation

7.1 In considering the justification for the particular form of development proposed it is necessary both to achieve clarity in the purpose of their design and of the contribution they will make within a range of responses to the spectrum of need among older people and those approaching old age.

7.2 The proposed bungalows meet the definition of the first type of specialist housing for older people in the PPG, that is to say: "Age-restricted general market housing". The PPG definition says : "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."

7.3 Bungalows of the type proposed in this application do therefore appear any different to mainstream market housing - they are not built with visible adaptations, fixtures or fitting for older people as would be the case in a sheltered housing development. The only differences to market housing are not visible: they are for retired people, or those approaching retirement (over 55) only and they are built to Part M4(2) so that they can be adapted and they are single storey so there is no need to fit stair lifts in the future if the circumstances of the occupiers change as they age.

7.4 They contribute to the range of provision for an old age population by offering to someone who is newly retired or approaching retirement that they can "age in place" for as long as possible, in line with the stated policy goals of both national government and the Welfare Authority (Lancashire County Council).

7.5 The desirability of offering such provision is clear: it responds in a positive way to the needs of those whose needs are primarily around difficulties with mobility without forcing a wholesale change in their circumstances and a move to accommodation providing care and support services, most of which they will not need. They can remain with confidence in the setting of general housing for longer. Successive survey results have shown that this is the first choice of those approaching old age and is reflected in public consultation exercises, including those undertaken by the local authority.

7.6 By offering an attractive and appropriate form of accommodation for those approaching old age, or in its early years, this development encourages a pre-emptive move by those who are still fully active but seek an option that is to some extent "future-proofed" should their needs change. Too many moves to alternative accommodation in old age come as a consequence of trauma: a sudden illness or accident, bereavement, a period as a hospital in-patient, the experience of being a victim of crime. In all these circumstances there are often

acute time pressures which do not make for good decision making and choices must be made against short-term availability.

7.7 The Public Benefit in this is two-fold: by offering an attractive “right-sizing” Option under-occupied accommodation may be released to more appropriate use and pressure of demand on a limited supply of accommodation with care and support will be relieved. The following data illustrates how acute that pressure is, and will increasingly be in the Ribble Valley.

7.8 Table Eight shows the modelling of those older people who are likely to experience difficulty with at least one mobility activity. As is clearly seen the incidence of difficulty rises sharply with age and is projected to increase over time as the population of those in the highest age groups increases. Between 2017 and 2035 the number of those experiencing such difficulties is projected to increase by over 50.5%

Table Eight People aged 65 and over unable to manage at least one mobility activity on their own, by age, projected to 2035 Ribble Valley

	2019	2020	2025	2030	2035
People aged 65-69 unable to manage at least one activity on their own	314	315	357	417	417
People aged 70-74 unable to manage at least one activity on their own	536	536	458	520	614
People aged 75-79 unable to manage at least one activity on their own	450	483	603	537	615
People aged 80-84 unable to manage at least one activity on their own	463	481	575	716	669
People aged 85 and over unable to manage at least one activity on their own	845	930	1,015	1,270	1,610
Total population aged 65 and over unable to manage at least one activity on their own	2,608	2,745	3,008	3,460	3,925

Office of National Statistics Crown copyright 2018. Activities include: going out of doors and walking down the road; getting up and down stairs; getting around the house on the level; getting to the toilet; getting in and out of bed

Table Nine **People aged 65 and over with a limiting long-term illness, by age, projected to 2035 – Ribble Valley**

	2019	2020	2025	2030	2035
People aged 65-74 whose day-to-day activities are limited a little	1,595	1,595	1,595	1,844	1,989
People aged 75-84 whose day-to-day activities are limited a little	1,421	1,451	1,814	1,905	1,935
People aged 85 and over whose day-to-day activities are limited a little	516	516	619	748	955
Total population aged 65 and over with a limiting long term illness whose day-to-day activities are limited a little	3,532	3,562	4,028	4,496	4,878
People aged 65-74 whose day-to-day activities are limited a lot	918	918	918	1,061	1,144
People aged 75-84 whose day-to-day activities are limited a lot	1,021	1,042	1,303	1,368	1,390
People aged 85 and over whose day-to-day activities are limited a lot	776	776	931	1,125	1,436
Total population aged 65 and over with a limiting long term illness whose day-to-day activities are limited a lot	2,715	2,736	3,152	3,554	3,970

Figures may not sum due to rounding. Office of National Statistics Crown copyright 2018

7.9 An increase in the proportion of the population living into advanced old age also impacts on the demands made upon health services. Table Nine projects an increase in the numbers of those experiencing a long-term limiting illness and is broken down into two sections; whose day to day activities are limited a lot and whose day to day activities are limited a little. The table shows a higher rate of increase in the higher age cohorts of around 85% for those experiencing the higher level of difficulty.

7.10 Table Ten illustrates the predicted increase in those people aged over sixty-five to have a fall in the Ribble Valley. From the baseline of 2019 to 2035 the predicted increase is shown to be around 44.5%. Coping with the consequence of avoidable falls has a major impact on hospital services generally but especially upon ambulance and accident and emergency departments.

Table Ten **People aged 65 and over predicted to have a fall, by age, projected to 2035- Ribble Valley**

	2019	2020	2025	2030	2035
People aged 65-69 predicted to have a fall	756	761	861	1,007	1,007
People aged 70-74 predicted to have a fall	967	967	826	940	1,108
People aged 75-79 predicted to have a fall	625	671	836	744	855
People aged 80-84 predicted to have a fall	622	653	783	978	913
People aged 85 and over predicted to have a fall	817	903	989	1,247	1,591
Total population aged 65 and over predicted to have a fall	3,787	3,955	4,295	4,916	5,474

Figures may not sum due to rounding. Crown Copyright 2018

7.11 Table Eleven suggests that those people aged sixty-five and over in the Ribble Valley that are admitted to hospital as a result of a fall will increase by some 62% through to the period to 2035.

**Table Eleven People aged 65 and over predicted to be admitted to hospital as a result of falls, by age, projected to 2035
Ribble Valley**

	2017	2020	2025	2030	2035
People aged 65-69 predicted numbers of hospital admissions due to falls	30	30	35	40	40
People aged 70-74 predicted numbers of hospital admissions due to falls	54	54	47	54	64
People aged 75-79 predicted numbers of hospital admissions due to falls	67	69	89	79	89
People aged 80 and over predicted numbers of hospital admissions due to falls	312	312	374	467	506

Figures may not sum due to rounding. Crown Copyright 2018

7.12 Whilst higher levels of need are not directly addressed by accommodation of the kind proposed in this application; by helping maintain independence and functional capacity in the early years of old age the pressure of higher levels of care and support can be mitigated.

7.13 Of high significance for the benefits to be gained from well-designed accessible accommodation, such as that proposed in this application, is that it will mitigate the projected increase in the number of those experiencing the range of difficulties documented above.

8 How this style of accommodation responds to that need

8.1 The bungalow style accommodation proposed in this application are designed to meet and adapt to the needs and lifestyles of those approaching, and in old-age; supporting their independence for as long as possible in a safe and secure environment. Bearing in mind the caveats set out in the opening part of the preceding section we can recognise that by their design the proposed bungalows will offer some of the same benefits attributed to the forms of older persons' accommodation that include care and support services and are mainly the source of the findings detailed below.

Reducing the Health and Social Care Budget

8.2 The most recent review of the benefits to the health of residents of Retirement housing, and the consequent impact on the health and social care economy, is to be found in "The Value of Sheltered Housing"¹⁸ which was published by the National Housing Federation in January 2017. In this the author, James Berrington, sets out summary of twelve identified benefits:

1. provide peace of mind, safety and security for vulnerable older people
2. support and maintain independence
3. better individual physical and mental health
4. maintain and develop links with the community
5. maximise incomes of older people and reduce fuel poverty#
6. facilitate downsizing to more suitable housing (freeing up larger homes)
7. delay and reduce the need for primary care and social care interventions including
8. admission to long term care settings
9. prevent hospital admissions
10. enable timely discharge from hospital and prevent re-admissions to hospital
11. enable rapid recovery from periods of ill-health or planned admissions.
12. lower care costs.

8.3 The report quotes a study undertaken by the International Longevity Centre¹⁹ that reported:

“ Routine GP appointments for extra care residents fell by 46% after a year.

¹⁸ Berrington J, The Value of Sheltered Housing, National Housing Federation, 2017

¹⁹ Kneale, D., (2011). Establishing the Extra in Extra Care. London: International Longevity Centre.

www.ilcuk.org.uk/index.php/publications/publication_details/establishing_the_extra_in_extra_care_perspectives_from_three_extra_care_hou

Falls rates in extra care housing measured at 31% compared to 49% in general housing.”

8.4 Research²⁰ into private retirement housing concluded that residents receiving inpatient care remained in hospital for under half the average amongst general population of people aged 75+. The costs of not creating these savings are substantial:

Average cost of a fall requiring A&E attendance	£2,000
Fall at home leading to hip fracture costs the state (average)	£28,665
Postponing entry to residential care by one year saves	£28,020
Average annual cost of weekly 10 hour care package	£18,408
Average cost of delayed discharge from hospital	£1,065
Average cost of non-elective hospital admission	£1,674

(Source: Buck et al²¹)

8.5 By mitigating the risk of falls the design of modern bungalows contributes directly to a reduction in hospital admissions. The capacity to have chronic health conditions effectively monitored also reduced the risk of emergency hospital admission and delays or removes the need for transfer to a registered care home.

A sound investment that allows scope to release equity in the current home

8.6 The move to a modern bungalow development provides the opportunity to downsize and release equity, retaining investment in their new property but also having cash available to fund an aspirational retirement. In fulfilling personal aspirations in relation to a retirement lifestyle such a move assists movement within the housing stock and the more efficient use of existing properties as those released can be acquired by those moving into a period in which they require family-sized housing.

8.7 This style of equity release provides individuals with a much more cost-effective method than the purchase of products that release equity from their current home.

²⁰ Wood, C., & Salter, J., (2016). Building companionship: how better design can combat loneliness in later life. London: Demos.

www.demos.co.uk/wp-content/uploads/2016/04/Building-Companionship-Report.pdf

²¹ Buck, D., Simpson, M., & Ross, S., (2016). The economics of housing and health: The role of housing associations.

London: The Kings Fund & New NHS Alliance.

www.kingsfund.org.uk/sites/files/kf/field/field_publication_file/Economics_housing_and_health_Kings_Fund_Sep_2016.pdf

8.8 While the design of the properties helps maintain independence and mitigates future care needs the release of equity allows for the creation of a fund to finance future care when it does become necessary

8.9 A new build property offers enhanced energy efficiency, reduced maintenance and a comprehensive, ten-year, NHBC Buildmark warranty.

8.10 Energy efficient materials and appliances to reduce the carbon footprint and minimise utility bills, are incorporated as standard.

Supporting a chosen Lifestyle

8.11 Residents have complete discretion in how they live their lives, they can make new friends among their neighbours or not with a freedom that may be more difficult to maintain in some forms of retirement housing with their emphasis on communal facilities and activities.

8.12 In wishing to retain their car or cars those approaching older age, or in its early years will welcome off-road parking and secure garaging. Those who want to keep their pets will be able to do so without the restrictions often found, for example, in flatted retirement developments.

8.13 Residents will also enjoy the opportunity of still having a garden that is their own to maintain as they wish.

A safe and secure place to live

8.14 Concerns for personal safety and security are high on the agenda of many people approaching old age or in old age. Public consultations in connection with the development of Strategic Housing Market Assessments and the development of Local Plans repeatedly evidences this priority within local communities.

8.15 The proposed development is capable of incorporating up to date guidance and technology to heighten security and provide re-assurance to residents and their families.

Suitable for an independent resident but capable of supporting a more dependent future

8.16 Properties are built to accessibility standards with the provision of wider than standard doorways, level access and oversized shower trays as standard.

8.17 By design modern bungalows can be “futureproofed” against the needs that residents may have as they pass through older age, offering an environment in which the majority will be able to “age in place”.

9 An overview of the current supply of specialised accommodation for older people in the Ribble Valley

9.1 The profile of the current supply of specialised accommodation for older people within the Ribble Valley is highly unusual. Even taking Age Exclusive and Conventional Sheltered Housing together there is a relatively limited number of units available in any tenure. The number of units in each style of provision and tenure are set out in Table Twelve.

Table Twelve Provision of Specialised Housing units and Registered Care Home beds for older people²² Ribble Valley 2020

	Number of units/ places	Per 1,000 of the population 75 years and over (6,800)
Affordable Age Exclusive Housing	69	10.1
Affordable Age Exclusive and Retirement Housing	309	45.4
Affordable Enhanced Retirement Housing	0	0.00
Affordable Extra Care Housing	73	10.7
Total Affordable specialised housing - all types	451	66.3
Market Age Exclusive Housing	38	5.6
Market Retirement Housing	154	22.6
Market Enhanced Retirement Housing	0	0.00
Market Extra Care Housing	0	0.00
Total Market Specialised Housing - all types	192	28.2
Total Specialised accommodation for older people - all types, all tenures	643	94.6

²² In this Table "Affordable" relates to specialised housing offered on the basis of Licence (as in the case of Almshouses), Social Rent or Shared Ownership from a charitable provider, such as a housing association. "Market" relates to specialised housing offered on the basis of Market Rent or Shared Ownership by a commercial provider or on the basis of Leasehold or Freehold purchase.

Registered Care places offering personal care	313	46.0
Registered Care places offering nursing care	393	57.8

(Source: Contact Consulting from EAC database – extracted 25.08.2020)

9.2 Taking the various forms of sheltered and retirement housing offered either to rent or to buy there appear to be currently around 643 units of accommodation. To achieve comparability this supply has been expressed as a ratio to the size of the population of older people in the district.

9.3 Various thresholds have been used but that which is generally recognised as having the greatest relevance is that for the number of people 75 years of age or older. There are around 94.6 units of any type in any tenure per thousand of the population in this age category in Ribble Valley.

9.4 This compares with benchmark figures derived from the data base of the Elderly Accommodation Counsel, which is the source relied upon by the Ministry of Housing, Communities and Local Government. These provide a national average ratio of provision of 125.5 per thousand of those 75 years of age and over.

9.5 There is a marked disparity in the availability of specialised housing for older homeowners compared with the supply available to older people in other tenures.

9.6 With just 192 units of retirement housing of all types for sale for a population of home-owners of 75 years of age or more of approximately 5,195 the ratio of provision for retirement housing for sale per thousand is 37.²³

9.7 The comparative figure for those 75 years of age or more who are in rented tenures the ratio per thousand is 281 (451 units for approximately 1,605 persons 75 years of age or more in tenures other than home ownership.)

6.8 It is clear from the levels of home ownership in succeeding cohorts that the level of those in old age who are homeowners will be maintained. The majority of those entering old age as homeowners will wish to maintain that tenure and there are sound economic arguments for the individual and for the public purse to support that.

9.9 To enable older people to exercise that choice, to meet the needs of older people for specialist accommodation in their tenure of choice, and to encourage older people to make a capital investment in their accommodation in old age the

²³ Among persons 75-84: 4,800 persons, 79.25% are home owners + persons 85+: 2,000 persons, 69.57% are home owners = 5,195 home owners 75+.

local authority needs to facilitate increased leasehold provision of suitable accommodation.

9.10 Places in Registered Care Homes offering personal care per thousand in Ribble Valley are well above average levels of provision for England, with 313 beds, or 46.0 per thousand of the population seventy-five years of age and over, compared with the average for England of 35.3.

9.11 In Registered Care Homes offering nursing care the ratio of places to population is also significantly above the average for England (57.8 per thousand 75 years of age or over compared with the national average of 38.7).

9.12 Table Thirteen provides the reference ratios for England drawn from a new analysis of the Elderly Accommodation Database, the source used by the Ministry for Housing, Communities and Local Government and the Department of Health and Social Care²⁴.

9.13 This is a pattern of current provision with an inadequate supply of all forms of specialised accommodation for older people, most acutely for that majority of older people in the Ribble Valley who are home owners and wish to maintain their tenure of choice in old age. Given the absence of specialised and transitional forms of housing the likely trajectory is that too many older people will move directly from general housing which is unsuitable for their needs as they age to institutional care.

9.14 The national supply figures illustrate a number of noteworthy trends. The supply of Affordable Retirement Housing has declined over the past five years as older stock has been decommissioned or re-designated as “Age Exclusive” with reduced levels of on-site service.

9.15 Whilst the supply of Affordable Extra Care has continued to increase the growing population of those 75 years of age or more means that, as a ratio to that population, the level of supply has decreased.

9.16 The same effect is observed in relation to Market Retirement Housing where supply has increased but the ratio of 75+ population has decreased.

9.17 The supply of Market Extra Care units has increased by almost 50% over the past five years but the ratio to 75+ population is still modest when compared with the supply available to those qualifying for Affordable Extra Care.

²⁴ Contact Consulting tabulated the entries for all English local authorities using the categorisation used by EAC. As this is a self-reported database there some inconsistencies but at the macro level this tabulation provides a reliable overview of the current national supply.

Table Thirteen Provision of places for older people in England 2020

	Number of units/ places	Per 1,000 of the population 75 years and over (5,122,000 ²⁵)
Affordable Age Exclusive Housing	104,458	20.4
Affordable Retirement Housing	313,382	61.2
Affordable Enhanced Retirement Housing	7,648	1.5
Affordable Extra Care Housing	45,764	8.9
Total Affordable specialised housing - all types	471,252	92.0
Market Age Exclusive Housing	20,192	3.9
Market Retirement Housing	122,351	23.9
Market Enhanced Retirement Housing	10,895	2.1
Market Extra Care Housing	17,960	3.5
Total Market Specialised Housing - all types	171,398	33.5
Total Sheltered - all types, all tenures	642,650	125.5
Registered Care Home Personal Care Beds	180,998	35.3
Registered Care Home Nursing Beds	198,400	38.7

(Source: EAC Database, Re-formatted by Contact Consulting)

9.18 Also of note is the continuing reduction in the number of beds in Registered Care Homes registered for Personal Care. This form of provision, formerly known as Residential Care, continues to decline suggesting a need for further growth in the provision of Extra Care, which many commissioners identify as a preferred alternative.

9.19 Although the number of beds in Registered Care Homes registered for

²⁵ ONS Estimate of 75+ age group in England in 2020, 2018 Estimates.

Nursing Care have increased the ration to the 75+ population has reduced significantly.

9.20 In summary this analysis of supply at a national level suggests that whilst supply of Affordable Extra Care and Market provision of both Retirement Housing and Extra Care are increasing the expansion of supply is not keeping pace with the increasing numbers of those in the population who are 75 years of age or over.

10 What is the evidence of demand for this style of accommodation among those who are in or approaching old age in the Ribble Valley?

10.1 We sought to gather evidence of demand for a development of the kind proposed in this application in four ways:

- We looked at the evidence in relation to historic and more recent provision of bungalows contained in the Strategic Housing and Economic Needs Assessment draft report of September 2019.
- We approached local Estate Agents to draw on their knowledge and experience through a telephone survey of local agents.
- We reviewed data from the marketing of a comparable recent development in Clitheroe.
- We followed up the survey with an extended discussion with the Principal of one of the local firms of Estate Agents. He in turn undertook to research what further data might be assembled and also to approach his peers among local Estate Agents, using his personal influence to encourage them to do the same. His considered response is summarised below and appended in full as Annex Two.

An examination of the Strategic Housing and Economic Needs Assessment and current re-sale market in relation to bungalows

10.2 The Strategic Housing and Economic Needs Assessment draft report of September 2019²⁶ estimated that there were around 26,650 residential properties within the Borough of which 15% or approximately 4,000 that are bungalows. This is higher than the average representation within the overall housing stock in England as a whole (9%) and the average for Lancashire (12%), demonstrating the historic popularity of this housing form within the Ribble Valley.

10.3 The more recent mix of property types developed in the Ribble Valley has not maintained that proportion of bungalows. The SHENA reports that between 2015 and 2108 70 new bungalows were developed which equated to 6% of overall development in the same time period.

10.4 In the re-sale market demand for bungalows appears to be robust but may be inhibited by a number of factors related to the age and nature of the existing stock of bungalows.

²⁶ www.ribblevalley.gov.uk/download/downloads/id/12434/shena_report.pdf

10.5 To establish the price range of current bungalows being offered for sale we took a sample of thirty such properties currently on the market in the Ribble Valley. Twenty-four of these properties (80%) fell within an asking price range of £150,000 to £370,000 with a mean average of £234,000. The lowest priced below that core range was a small bungalow offered on a Shared Ownership basis at £70,000 and the most expensive above that range was priced at £895,000.

10.6 To judge the affordability of bungalows for those looking to move from other property types we benchmarked this range against a sample of one hundred Semi-detached two storey properties also currently on the market in the Ribble Valley. Taking again the price range that would include 80% of properties we found the core range to be £145,000 to £360,000 with the mean average to be £228,000.

10.7 Overall our review of bungalow properties currently offered for sale revealed a predominantly older stock of smaller dwellings which never-the-less attracted a price equal to or above that of semi-detached two storey properties offering comparable accommodation. This would generally be seen as an indicator or relative scarcity.

Drawing on the experience of local Estate Agents

10.8 To explore the level of potential demand we approached seven firms of Estate Agents with offices in the Ribble Valley of whom six were willing to offer information.²⁷

10.9 As we expected, none of the Agents routinely collected data on the age of enquirers nor did they record the number of enquirers who were looking exclusively for bungalow properties. Their responses were therefore, for the most part, impressionistic and qualitative rather than quantitative. The most substantive responses came from the smaller firms that were dealing with both a smaller number of enquirers and properties; as a consequence they were able to draw on direct knowledge of both clients and properties.

“We do not collate this data as most enquiries are over the phone or via internet. Not a very high proportion, difficult to put a number on.” (Agent A)

“We do not record ages of enquiries as it is of no real relevance. It is more about the type of potential buyer (first time, investment etc)”
(Agent B)

“Not recorded” (Agent C)

²⁷ In the seventh, the local branch of a national company, the local staff initially expressed a willingness to assist our enquiry but were subsequently instructed from a more senior level that the company would not disclose market information of the kind we were seeking.

“This is not a detail we keep.” (Agent D)

“Age is not something we ask when people are enquiring or being placed on our email list.” (Agent F)

10.10 The exception to the general estimate that people in or approaching old age were a relatively small proportion of enquiries came from Agent E which is the local branch of a regional company:

“Not recorded but across the group a good third, maybe more. Some areas we cover are attractive for people retiring and migrating into the area for this.” (Agent E)

10.11 We asked: “Could you estimate what proportion of all property enquiries you receive are from people in, or approaching retirement (55+)?” and none of our respondents were able to provide firm numbers for the reasons reported above.

10.12 Our supplementary question: “How many enquiries would that be, approximately, in say three months?” was met with a similar response: none of our respondents could provide a numerical estimate but all felt that they were relatively few when compared with first time buyers and families seeking a more spacious home.

10.13 When asked whether they “Could estimate the proportion of those enquiries in which the client’s preferred property would be a bungalow?” and “How many enquiries would that be, approximately, in say three months?” none of the respondents could provide a precise numerical response.

“At a guess I would suggest between 5 and 10 percent.” (Agent F)

“Some people are only guided by the area they want to live rather than the type of property so could not quantify a number.” (Agent A)

“Bungalows do attract a higher level of enquiry from older people due to the nature of the property but is not limited to just older people. Younger couples can see bungalows as a good entry point when the price is lower or comparable to starter homes.” (Agent E)

10.14 The response from Agent C suggests that only a minority of enquirers will readily include bungalow properties in the range of properties they are interested in investigating:

“Maybe one in 20 enquiries would be happy to include bungalows in their search for a property.” (Agent C)

10.15 It was suggested that the profile of the current bungalow stock did not lead to it being identified as a prominent and obvious response to the aspirations of those looking to move in or approaching old age. The stock of bungalows is characterised as either not reflecting current size, design and facility standards or, premium properties which is reflected in their pricing. However Agent A reported that:

“Bungalows are popular and do not remain on the books long as a general rule.” (Agent A)

10.15 The small local companies were able to provide more specific information in response to our question: “Of the properties currently on your books how many are bungalows?” and their responses included:

“Four bungalows currently. One is a large four bedroom at £900k whilst the other three are smaller and lower in price between £250 and £300k.” (Agent B)

“One bungalow at this time.” (Agent C)

“Currently have eleven bungalows but two are sold subject to contract and five are under offer. Three bungalows are also shared ownership new build. Shared ownership are obviously at the lower priced end of the market to allow access to entry points depending on size of their share between 25% and 75%. These are for people with a local connection. Other prices ranges from £180k up to £800k.” (Agent D)

“One hundred and twenty-eight bungalows across the group and forty-four of those are sold subject to contract. Average price £211k but this ranges from £120k up to £750k. This accounts for less than ten percent of overall properties on the books currently which is about average.” (Agent E)

“Five are bungalows but three are currently under offer and one property is part of a new development but is shared ownership. Lowest price is for shared ownership which is £146k but average price tends to be around £300k.” (Agent F)

10.17 When asked: “In relation to the supply of bungalow properties available to people in or approaching old age (55+) how would you characterise demand in relation to supply: adequate, inadequate, very inadequate?” respondents first made the point that enquiries for such properties were not confined to older people. They went on to make a number of helpful observations about their experience.

“We find that dependent on the size of the bungalows we sell even families will not rule them out of a search if it is in the right area and offers what they are looking for in a property so could not give a true reflection on this.” (Agent B)

10.18 Most agents reported that bungalow properties, when they were available, sold quickly and achieved strong price levels, reflecting both a strength of demand and limited supply:

“Bungalows move reasonably quickly so could say inadequate supply but hard to say.” (Agent C)

“As you can see we have 11 on the books of which 8 are either sold or under offer so we feel demand is strong and supply inadequate.” (Agent D)

“Demand is strong and supply is inadequate in all areas. Currently have two thirds of all properties on sale as under offer.” (Agent F)

10.19 We asked them to exercise their judgement about the balance of supply and demand, particularly in relation to potential demand from older people: “Thinking about the clients in this age group you meet would you agree that a better supply of age restricted bungalow properties built to modern standards would be likely to encourage older people to move and release under-occupied family housing?”

“Maybe if these were modern and aimed at a mixed market as most that come to market are either high value large exclusive types of property or older properties which might not seem as a tempting change.” (Agent B)

“If moving to a bungalow is an 'older' persons final move they normally happy to make a property their own but I am sure modern newly built would be attractive as an option.” (Agent D)

“More generally demand in specific areas may vary but I am sure an attractive offer may encourage moves and the flow of property from that.” (Agent E)

“Better supply would potentially encourage older people to move if attractive and affordable. This is an attractive area to live with high levels of all properties being under offer.” (Agent F)

10.20 The picture that emerges from this survey of local agents leads to four principal conclusions:

- That there is strong demand for attractive bungalow properties in appropriate locations.
- Those seeking such properties are drawn from, but not exclusive to, older people and those approaching old age.
- That whilst the coming on stream of substantial new developments may provide an adequate supply in the immediate term most agents see that latent demand is present if appropriate and attractive properties were to be available in greater numbers.
- The current stock of bungalows needs to be augmented to create a better range of options as at present much of what is currently available either does not reflect current aspirations and standards or is at the premium end of the price range.

10.21 When these conclusions are set within the context of under-representation of bungalow dwellings in the profile of property types included in recent developments it strongly suggests that the development proposed in this application would respond not just to need but also to current and potential demand.

Data from the recent bungalow development completed in Clitheroe

10.22 Turning to the development of 34 bungalow properties completed in Clitheroe in 2019 we were provided with a range of data which is compelling in demonstrating both the strength and the local nature of demand to which that development responded.

10.23 Of the 34 properties 5 were acquired by Progress Housing with the remainder offered for Market sale. The first completions of purchase were achieved in November 2019 and the majority of purchases (23 of 29) were completed by August 2020. At the date this data was provided to us (6th November 2020) only one completion was outstanding but in process. In any climate this would be a remarkable rate of sale but under the restrictions applying through most of 2020 it is the more remarkable.

10.24 It should be noted that the temporary reduction in Stamp Duty rates effective from 8th July 2020 to 31st March 2021 can have had no material effect on these sales as 19 of the purchase were completed before that date and the others were already progressing before the measure was announced.

10.25 Of the 29 purchasers 20 appear to be couples and 9 single person households. This distribution is characteristic of the age group and underlines the need for a range of dwelling types to meet that variety of circumstances.

10.26 That the development responded to local demand is evidenced by the location of the properties from which purchasers were moving: 38% previously lived within 5 miles and 72% within 10 miles. Only 4 moving from locations not covered by a “BB” Postcode. Table Fourteen shows the distribution of purchasers by Postcode.

10.27 Past research has shown that those who move from out of area are generally re-locating to be near family or other social connections or to either receive or provide informal care.

Table Fourteen Distribution of purchasers by postcode area

Postcode	Number of purchaser households
BB1	1
BB2	1
BB5	3
BB6	2
BB7	14
BB8	1
BB9	1
BB10	1
BB12	1
More distant locations	
BL8	1
M26	1
BD12	1
BN27	1
TOTAL	29

10.28 Whilst the age of purchaser households is not recorded as a matter of course the Sales Agents make the following estimation based on their personal knowledge of the purchasers of units in this development:

55 – 60 years of age	5%
60 – 70 years of age	30%
70 – 80 years of age	50%
80 years of age and over	15%

10.29 This validates the approach taken in preceding sections in focusing on the population 65 years of age and above in evidencing need for this style of accommodation and suggests that provision of this style of accommodation is meeting demand from those in or approaching old age.

10.30 The Clitheroe development offered four styles of bungalow with different floor area and a range of prices, as follows:

The Loughrigg	617sqft @	£175,000
The Whinfall	772sqft @	£235,000
The Grasmere	900sqft @	£285,000
The Yewdale	1107sqft @	£350,000

10.31 The agent adds the following commentary:

“Buyer profiles are mixed. The smaller units are priced sub £180,000 – which is less than the average purchase price for housing. These could be classed as being affordable and enables people to downsize from semi-detached to smaller a smaller, single story unit. The smaller units within the range also allow single occupancy. The most popular units are the 900sqft and 1107 sq ft units. These allow occupants of detached / larger homes to downsize, whilst minimising compromise on space. In turn – the release of established family homes - assists families and help the local market.”

10.32 In responding to local demand the development has provided attractive options to people in the area who are looking to prolong their period of independent old age in a context which will mitigate the effects of any future deterioration in their health or mobility status. In doing so they are releasing under-occupied property into the market which is an obvious Public Benefit in helping to achieve a more efficient use of the current housing stock.

Evidence provided by John Atherton RICs

10.33 Mr Atherton sets out at length his considered responses to the questions we put to him in relation to demand and supply, the characteristics of prospective purchasers and the drivers of demand. In this he draws not only on his own extensive experience but also on knowledge of the experience of his peers.

“Bungalows sell extremely well within the borough but, as in most areas of the country, they rarely come on the market. We have 322 potential purchasers currently registered on our database and I estimate 20% of these are actively considering a move into a bungalow.”

10.34 He deals next with the characteristics of the current stock of bungalows in the area and the reasons that might deter potential purchasers looking for a retirement property:

“The majority of bungalows were built over 50 years ago and, when second-hand bungalows do come on the market, they are often

unmaintained, dilapidated and require refurbishment works. This presents difficulties for older people.”

10.35 Mr Atherton identifies some of the features of the older stock of bungalows that detract from their suitability for those looking for a “final move” to a property that will meet their requirements throughout their retirement years:

“...many are impeded by steps leading up to the property, are located on sloping plots or are located within an area that has steep hills or a lack of public transport.”

10.36 He next moves to the issue of the correlation between older purchasers and bungalows, commenting first on issues in relation to older stock and then on the attractions to older potential purchasers of bungalows built to meet their particular requirements and expectations:

“In addition, bungalows are bought as renovation projects by people who do not personally require a bungalow but wish to extend, cob vert to dormer bungalows or demolish and replace with two storey dwellings. This highlights the importance of over 55 occupancy restrictions placed on new bungalows to help maintain the stock of bungalows which is suited and of the right size to meet older peoples’ requirements.”

“New build bungalow schemes are rare, but create great interest among older purchasers. They are generally sited in sustainable locations to comply with planning policy (e.g. close to bus routes and facilities), built to at least Part M Building Regulations Standards (level threshold), benefit from new fittings and generally come with an NHBC guarantee. All these are beneficial for older purchasers.”

10.37 Mr Atherton next reports the recent experience of selling two private market, new build bungalow developments within the Ribble Valley, the first at Pendlebrook in Clitheroe:

“The scheme provided 29 private bungalows of excellent design in a favourable setting. The units sold “off plan” and we have a waiting list of additional interested parties, in case the units come up for resale. The purchasers at Pendlebrook were mainly local, with 83% of the purchasers living within 15 miles of the site.”

And then on the Lamb Roe site:

“The Lamb Roe development sold as strongly as any I can remember and we could have sold it several times over. The units were sold “off plan” and many potential purchasers left details, in the event of sales not proceeding. The units were, in the main, sold to local people 63% of units

sold to purchasers living within five miles of the site and 75% to purchasers living within 10 miles of the site.”

10.38 He draws on his personal knowledge to fill the gap left by an understandable absence of statistical data:

“Whilst we do not collect the age profile of all enquirers, I can say that bungalows attract interest predominantly from people who are retired or preparing for retirement. Having spoken with colleagues I believe this is the general experience. Certainly bungalows marketed as being “future-proofed” for the needs of people as they grow older will be likely to attract interest from retired people locally and those approaching old age.”

10.39 Speaking of the currently availability of properties that are well matched to the requirements of older people and those approaching old age he says:

“There is a real shortage of bungalow in this area. New build schemes that are wheelchair friendly are even rarer, designed to facilitate circulation of a wheelchair round the unit. I am not aware of any general market bungalow schemes within Ribble Valley that is designed and built to M4(2) standards. This product could service demand for purchasers who have mobility issues. These needs are not currently being met.”

10.40 Of the properties proposed in this application he says:

“The proposed bungalows at Whalley will provide a specialist development within an attractive residential location and I am sure they will substantially sell “off-plan”. There cannot be a more powerful indicator of demand than that.”

10.41 Drawing upon long-standing experience and extensive local knowledge of his own and peer practices in the Ribble Valley Mr Atherton concludes:

“My professional view is that there can be no doubt that there is a strong demand for properties of this type, that demand is predominantly among those approaching old age who have an eye to the future – when their needs may become more acute. These proposed properties fit the bill perfectly and, in my opinion, there is massive and increasing demand for them.”

10.42 The full text of Mr Atherton’s letter is appended as Annex Two and provides authoritative and compelling evidence of demand for this development.

“

11 Overview and Summary

11.1 A development of 47 bungalows adaptable to the needs of occupants to allow them to age in place and restricted to people 55 years of age and over has been proposed and the Local Planning Authority has requested evidence of demand for such a scheme.

11.2 As National Planning Policy Guidance prompts the LPA to take account of evidence of Need where accommodation restricted to older people is being considered this report deals with both Need and demand.

11.3 In relation to Need the report adopts an established methodology in line with the Guidance and the approach is explained in Section Two.

11.4 To establish the level of current demand from people 55 years of age and over for bungalow properties seven firms of Estate Agents with offices in the Ribble Valley have been approached. A series of questions were asked of each respondent seeking to establish the existing demand and its relationship to supply. Although the estimation of demand is limited by the circumstance that this is not data routinely collected by those contacted the results of those enquiries are set out in Section Ten.

11.5 We have carried out a more detailed interview with the Principal of one of the local firms of Estate Agents and his experience is also incorporated into Section Ten, together with a review of the sales information which has been provided to us from a comparable development in Clitheroe.

11.6 The completion of this element of our review has been hampered by one of our key informants contracting Coronavirus. He had undertaken not only to look in more details at the data that might be available within his own practice but also to encourage colleagues to do the same. To avoid further delay this report is presented without the benefit of the material that would have been generated by that exercise but it will be incorporated into a supplementary report to be added as an appendix to the report when it becomes available.

11.7 The policy context at a national level is framed by the priority given to encouraging people to remain in general housing for as long as possible. Where their current accommodation is relatively inaccessible or has other potential inhibitions to adapting to future changes in their needs then a move to more suitable accommodation with the general housing stock is encouraged.

11.8 Where the need for care and support is at a higher level than national policy favours a housing-based solution, such as Extra Care, rather than reliance upon increasing the capacity of Registered Care Homes. As will be seen from the review in Section Three there is encouragement for the development of a

range of housing types across all tenures to meet the diverse needs of an ageing population.

11.9 Section Four reviews the most pertinent local policy and strategy documents which seek to reflect and deliver those policy intentions established at a national level. Greatest attention is paid to the need for provision that is accessible for those who will require an Affordable option but there is a recognition that the majority of older people and those approaching old age are homeowners and that their needs also need an appropriate response.

11.10 In relation to the needs of older home-owners the Planning Authority has a particular role to facilitate the development of appropriate provision.

11.11 Following the guidance set out in National Planning Policy Guidance issued in June 2019 and referred to in Section Three the report next looks at the growth of the older population of the Ribble Valley over the period from 2020 to 2035 and concludes that this is an elderly and ageing population. Whilst the age threshold for Age Restricted accommodation is 55 years of age this section focuses on those at various threshold ages: 65, 75 and 85 and above and explains why these are key stages in understanding the development of need for accommodation and services.

11.12 The provision made now for those who are approaching old age will impact their ability to maintain their independence and mitigate the call they make upon services and higher levels of Care and Support as they pass through old age.

11.13 The dominance of owner-occupation among those in old age is set out in Section Six, underlining the need to make provision in that tenure for those who are in or approaching old age.

11.14 Data on the particular conditions whose consequences for independent and healthy enjoyment of old age may be mitigated by the style of accommodation proposed are set out in Section Seven, reflecting the Guidance of NPPG June 2019. In summary this shows that as people in the Ribble Valley move through old age a substantial and increasing number will experience challenges which can be mitigated by accommodation of the kind proposed in this application.

11.15 Section Eight seeks to demonstrate how that mitigation is achieved and the evidence of benefit, not just to the individuals whose quality of life and health status may be enhanced, but also the Public Benefit through the mitigation of the demands an ageing population will place upon local health and social care services.

11.16 Section Nine seeks to set the model of accommodation proposed in the application within the context of specialised accommodation for older people currently available within the Borough. This shows a relative scarcity of all forms of specialised accommodation for older people coupled with a heavy reliance upon registered Care Home beds.

11.17 This imbalance is at odds with the intentions of the Welfare Authority, as identified in Section Four of this report and provides an inadequate platform for the development of an appropriate response to the challenges the Borough will face with its aged and ageing population.

11.18 Whatever priority the Authority can muster to encouraging the development of accommodation with Care and Support across tenures needs to be buttressed by the facilitation of attractive, flexible and appropriate accommodation for those who wish to remain in general housing but whose current accommodation may not be suitable as they approach and move through old age.

11.19 The question is posed whether the demonstrated Need translates into demand and the survey of local Estate Agents, the outcomes from which are set out in Section Ten sets out to answer that question.

11.20 Whilst bungalows make up 15% of the historic housing stock of the Ribble Valley they are reported as comprising just 6% of more recent developments.

11.21 Unsurprisingly the current stock of bungalows is therefore described by agents as including a substantial proportion of older properties that may not match current standards or aspirations. The stock also includes some “premium” properties.

11.22 The agents marketing a substantial new development of bungalows in Clitheroe speak of the strength of demand leading to rapid completion of sales and strong pricing. They provide evidence that all but three of the twenty-nine properties offered or Market purchase have been taken by people moving from a property in the local area. The details are set out in Section Ten.

11.23 The evidence of strong demand meeting a local need from the Clitheroe development is further validated by experience of marketing similar developments in other parts of the region.

11.24 Most agents surveyed who have bungalows for re-sale on their books report strong demand for bungalows and judge that latent demand exceeds current supply.

11.25 It is always difficult to estimate the demand for an offer which is not currently available, or available only at a low level. Maximising the potentially

beneficial response that modern bungalow properties might provide to the needs of an ageing population within the Ribble Valley requires a sufficient supply for that option to be apparent to those in or approaching old age who would be the principal beneficiaries.

11.26 The most illuminating data comes from the sales experience of a recent comparable development in Clitheroe. This bungalow development comprised 34 dwellings in a range of sizes of which 29 were offered for Market purchase at a range of prices related to the valuation of family houses within the area.

11.27 All but four of the households moving to the new development were currently occupying property within a “BB” Postcode with 38% living within 5 miles and 72% within ten miles of the development.

11.28 A high proportion of the properties were sold “off-plan” and completion achieved on all but one of the properties within twelve months of becoming available with strong pricing. This remarkable sales pattern provides compelling evidence of latent demand which would be met by a further development in Whalley,

11.29 Added to this is the considered response of John Atherton, a local Estate Agent of long and extensive knowledge of the local private housing market who is able to draw on his own experience and insight and his awareness of the experience of his peers among those selling properties in the Ribble Valley.

11.30 This report documents the current and rising level of need that exists with the Ribble Valley for this style of provision, the benefits that would flow from such increased provision and that there is evidence within the local housing market of demand should that provision be made.

Annex One Explanation of terms used in this report

This report uses terms which are commonly understood among those working in the field of housing and care for older people but may not be so readily comprehensible by those working in other disciplines. Whilst not exhaustive this section seeks to explain the meaning and usage on this document, of some of those terms:

Age Exclusive or Age Restricted Housing is used to describe properties designed for occupation by older people but generally without resident staff and with limited or no communal facilities. Much of this stock is in the social rented sector and would formerly have been described as “Older Persons’ Dwellings” or Category One Sheltered Housing. Increasingly it is also used to describe former Category Two Sheltered Housing schemes from which designated staff services have been withdrawn. In the Market Sector the form is relatively scarce but may be used to describe accessible or adaptable dwellings for older people. Most properties of this kind in all tenures will have connection to a Community Alarm Service. The age restriction is to secure the occupation of the properties to older people in perpetuity and is most often secured by a Section 106 Planning Obligation. The most common age threshold stipulated is 55 years or above.

Sheltered housing is a form of housing intended for older people that first emerged in the 1950s and was developed in volume through the 1960s and 1970s. In this period it was developed in one of two styles: “Category Two” Sheltered Housing consisted of flats and/or bungalows with enclosed access, a communal lounge and some other limited communal facilities such as a shared laundry and a guest room. Support was provided by one or more “wardens” who were normally resident on site. “Category One” Sheltered Housing has many of the same features but might not have enclosed access, might have more limited communal facilities and would not normally have a resident warden. In current practice these models have merged and the service models for delivery of support are in flux. This provision has generally been made by Housing Associations and Local Authorities.

Retirement Housing is a term widely adopted to describe Sheltered Housing, similar in built form and service pattern to Category Two Sheltered Housing described above but offered for sale, generally on a long lease, typically ninety-nine or one hundred and twenty-five years. This provision has generally been made both by Housing Associations (often through specialist subsidiaries) and commercial organisations. Increasingly “Retirement Housing” is used to designate such accommodation regardless of tenure and that is the usage adopted in this report.

Very sheltered housing is a term now largely disappearing from use that was used first in the mid to late 1980s to describe sheltered schemes that sought to offer some access to care services and some additional social and care facilities.

Enhanced sheltered housing is the term that has largely succeeded to Very Sheltered Housing to describe sheltered housing that provides more in facilities and services than traditional sheltered housing but does not offer the full range of facilities, services and activities to be found in an Extra Care Housing Scheme.

Extra Care Housing is the term used for a complex of specialised housing for older people that provides a range of “lifestyle” facilities for social, cultural, educational and recreational activities, in addition to services that provide care in a style that can respond flexibly to increasing need whilst helping the individual to retain their place within their existing community. In most Extra Care Housing schemes people enter their unit of accommodation and the care services they receive are delivered into that unit as their needs increase. This is generally referred to as the “integrated model” of Extra Care.

Continuing Care Retirement Community is a variant of the Extra Care Housing model but one in which higher levels of care are generally delivered by transfer within the scheme from an independent living unit in which low to moderate care is delivered into a specialist unit or care home. This pattern is often referred to as the “campus” model of Extra Care.

Registered Care Home is the form of institutional provision that in the past would have been referred to as either a “Residential Care Home” or a “Nursing Home”. All are now referred to as “Registered Care Homes” and differentiated as either “Registered Care Home providing personal care” or as a “Registered Care Home providing nursing care”.

Annex Two: Letter from Mr John Atherton RICS of Athertons Land and Property



8th December 2020

Mr. Nigel Appleton
Contact Consulting
10 St. Peters Close
Cassington
Witney
Oxfordshire
OX29 4DX

Dear Nigel,

Re: Comments in Relation to Demand for M4(2) Compliant Bungalows (over 55) in Ribble Valley:

Further to discussions, I write to provide formal comment in relation to demand for bungalows within the Ribble Valley.

Bungalows sell extremely well within the borough but, as in most areas of the country, they rarely come on the market. We have 322 potential purchasers currently registered on our database and I estimate that 20% of these are actively considering a move into a bungalow.

The majority of bungalows were built over 50 years ago and, when second-hand bungalows do come on the market, they are often unmaintained, dilapidated and require refurbishment works. This presents difficulties for older people as, in many cases, they have to undertake these works prior to moving in, which presents logistical and occupational issues.

Further, although a lot of the bungalows are "true bungalows" i.e. they are single storey, many are impeded by steps leading up to the property, are located on sloping plots or are located within an area that has steep hills or has a lack of public transport.

In addition, bungalows are bought as renovation projects by people who do not personally require a bungalow but wish to extend, convert to dormer bungalows or demolish and replace with two storey dwellings. This highlights the importance of over 55 occupancy restrictions placed on new bungalows to help maintain the stock of bungalows which is suited and of the right size to meet older peoples' requirements.

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New build bungalow schemes are rare, but create great interest among older purchasers. They are generally sited in sustainable locations to comply with planning policy (e.g. close to bus routes and facilities), built to at least Part M Building Regulation Standards (level threshold), benefit from new fittings and generally come with an NHBC guarantee. All these are beneficial for older purchasers.

We have sold two private market, new build bungalow development sites within the Ribble Valley over the last couple of years.

The first scheme has recently completed at Pendlebrook in Clitheroe. The scheme provided 29 private bungalows of excellent design with a favourable setting. The units sold "off plan" and we have a waiting list of additional interested parties, in case the units come up for resale. The purchasers at Pendlebrook were mainly local, with 83% of the purchasers living within 15 miles of the site.

The second scheme was located directly adjacent to the proposed development (sharing two boundaries) and comprised eight detached, three-bedroom bungalows. The site was called Lamb Roe and was developed by Applethwaite Homes, part of the Eric Wright Group.

The bungalows were of very high quality, being constructed of natural slate roofs, natural stone walls and rendered detailing. The Lamb Roe development sold as strongly as any I can remember and we could have sold it several times over. The units were sold "off plan" and many potential purchasers left details, in the event of sales not proceeding.

The units were, in the main, sold to local people. 63% of the units sold to purchasers living within five miles of the site and 75% to purchasers living within 10 miles of the site.

Applethwaite Homes (Eric Wright Group) propose to deliver bungalows as part of a wider mixed use scheme. I note that the bungalows are to be constructed with a similar materials pallet and have the advantage of being wheelchair-friendly and built to M4(2) standards, which classifies them as specialist housing. These types of development are very rare as most developers consider them unviable.

Whilst we do not collect the age profile of all enquirers, I can say that bungalows attract interest predominantly from people who are retired or preparing for retirement. Having spoken to colleagues I believe this is the general experience. Certainly, bungalows marketed as being "future-proofed" for the needs of people as they grow older will be likely to attract interest from retired people locally and those approaching old age.

Although communal retirement living apartment schemes have an important part to play, they are not for everyone and some of those who approach us want an alternative that will help them keep their independence; bungalows of this kind do just that.

There is a real shortage of bungalows in this area. New build schemes that are wheelchair-friendly are even rarer, designed to facilitate circulation of a wheelchair around the unit. I am not aware of any general market bungalow scheme within Ribble Valley that is designed



and built to M4(2) specialist standards. This product could service demand for purchasers who have mobility issues. These needs are not currently being met.

My professional view is there can be no doubt that there is a strong demand for properties of this type; that demand is predominantly among those approaching old age who have an eye to the future – when their needs may become more acute. These proposed properties fit the bill perfectly and, in my opinion, there is a massive and increasing demand for them.

The proposed bungalows at Whalley will provide a specialist development within an attractive residential location and I am sure they will substantially sell "off-plan". There cannot be a more powerful indicator of demand than that.

I note that Applethwaite Homes (the Eric Wright Group) have an excellent track record with specialist housing delivery and I am aware of three other specialist M4(2) compliant bungalow schemes being delivered by this company elsewhere of Lancashire.

Please let me know if you need any more specific information, but I hope that I have impressed on you that the need for these properties is huge, particularly in this sustainable location so close to Whalley. I believe the demand will become more and more intense, in line with the demographics of our aging population.

Yours sincerely,

John Atherton (RICS Registered Valuer)
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Annex Three: The author of this report

Nigel J W Appleton MA (Cantab)

Nigel Appleton is Executive Chairman of Contact Consulting (Oxford) Ltd, a consultancy and research practice specialising in issues of health, housing and social care as they affect older people and people with particular needs. Nigel's particular area of interest and expertise is in relation to the accommodation and care needs of older people.

Nigel Appleton has a nationally established reputation in the field of estimating the requirement for particular styles of accommodation for older people, having been the author of publications supported by the Department of Communities and Local Government and the Department of Health that provide guidance in this area.²⁸

In recent years he has developed a substantial practice in the demonstration of need for older people's accommodation and the documentation of that need to form part of a planning case. His work has also been tested at Appeal where he has contributed to the applicant's case as an Expert Witness.

He contributed the section "Preparing the Evidence Base" to "Housing in later life – planning ahead for specialist housing for older people" (National Housing federation and the Housing LIN, December 2012). This updated the comparable sections of his: "More Choice: Greater Voice – a toolkit for producing a strategy for accommodation with care for older people" (February 2008 for Communities and Local Government and the Care Services Improvement Partnership). He is also the author of "Connecting Housing to the Health and Social Care Agenda – a person centred approach" (September 2007 for CSIP).

Nigel also wrote "Planning for the Needs of the Majority – the needs and aspirations of older people in general housing" and "Ready Steady, but not quite go – older homeowners and equity release", both for the Joseph Rowntree Foundation.

For the Change Agent Team at the Department of Health he wrote "An introduction to Extracare housing for commissioners" and "Achieving Success in Developing Extra Care housing" together with a number of briefing papers and studies in the area of sheltered housing and its variants.

²⁸ "More Choice, Greater Voice, a toolkit for producing a strategy for accommodation with care for older people", Nigel Appleton, CLG & CSIP, 2008 & "Housing in later life – planning ahead for specialist housing for older people", December 2012, National Housing Federation and the Housing Learning and Improvement Network.

Other publications include three Board Assurance Prompts on the deployment of Assistive Technology/ telecare in both specialised and general housing for older people; “Housing and housing support in mental health and learning disabilities – its role in QIPP”, National Mental Health Development Unit, with Steve Appleton (2011) and “The impact of Choice Based Lettings on the access of vulnerable adults to social housing” (2009) for the Housing LIN at the Department of Health.

Nigel led the team that prepared the material for the Good Practice Guidance for local authorities on delivering adaptations to housing for people with disabilities issued by the Office of the Deputy Prime Minister, Department of Health & Department for Education and Skills.

His expertise covers the full spectrum of issues in the field of housing and social care for older people. He has supported more than thirty local authorities in preparing their strategies for accommodation and care in response to the needs of an ageing population. With his team he has conducted a number of detailed reviews of existing sheltered housing schemes for both local authority and not for profit providers.

Nigel also brings expertise in relation to the various models of accommodation for older people and the operational issues that may arise in relation to staffing numbers and profile, operational viability and related matters.²⁹

He has worked with housing and adult social care officers and members in a wider range of local authorities, and with various commissioning and provider bodies within the NHS. Nigel works to support development, operation and evaluation of specialised accommodation for providers in statutory, commercial and third sectors.

Nigel served as Expert Advisor to the Social Justice and Regeneration Committee of the Welsh Assembly in its review of housing and care policies in relation to older people in Wales.

Prior to establishing his consultancy in 1995 Nigel was Director of Anchor Housing Trust. Until December 2017 he served as a Governor and Chair of the Management Committee of Westminster College, Cambridge. Nigel formerly served as Vice Chair of the Centre for Policy on Ageing and as a trustee of Help & Care, Bournemouth, and has been an honorary research fellow at the Centre for Urban and Regional Studies, Birmingham University. In the more distant past he was a member of the Governing Body of Age Concern England and a Board Member of Fold Housing Group, Northern Ireland.

²⁹ For example, for the Joseph Rowntree Foundation: “Planning for the Needs of the Majority – the needs and aspirations of older people in general housing”, and for the Change Agent Team at the Department of Health: “An introduction to Extracare housing for commissioners” and “Achieving Success in Developing Extra Care housing”