

For and on behalf of
**Inspired Villages
And Hallam Land**

**Sheffield Local Plan EiP: Matter 3
Comment on Sheffield LNA September 2024 (EXAM 66)
Including an Alternative Older Persons Housing Need Assessment
For Sheffield**

**Prepared by
Strategic Planning Research Unit
DLP Planning Ltd
Sheffield**

October 2024



Prepared by:	Roland G Bolton BSc (Hons) MRTPI Senior Director
Approved by:	Roland G Bolton BSc (Hons) MRTPI Senior Director
Date: October 2024	Office: Sheffield

Strategic Planning Research Unit

[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]

DLP Consulting Group disclaims any responsibility to the client and others in respect of matters outside the scope of this report. This report has been prepared with reasonable skill, care and diligence. This report is confidential to the client and DLP Planning Ltd accepts no responsibility of whatsoever nature to third parties to whom this report or any part thereof is made known. Any such party relies upon the report at their own risk.

CONTENTS	PAGE
0.0 EXECUTIVE SUMMARY	6
a) Older persons housing – overall need.....	6
b) The policy response to meeting the needs of older people specialist housing.....	6
c) Older person Care Home provision.....	6
d) The policy response to meeting the needs of Care Home beds for older people....	7
e) Policy wording for an exceptions policy for specialist housing for older persons	7
f) Policy wording for a policy to make allocations for specialist housing for older persons	7
1.0 CRITIQUE OF THE APPROACH TO QUANTIFYING OLDER PERSONS HOUSING NEED IN SHEFFIELD LOCAL HOUSING NEEDS ASSESSMENT (SEPTEMBER 2024).	8
a) Introduction.....	8
b) The Council's background to submitted policies for older persons housing Sheffield and Rotherham SHMA 2019 (Core Document CS05).	8
c) Sheffield Local Housing Needs Assessment (September 2024) Exam 66.....	8
i) Critique of the SHOP tool kit 2011	9
ii) Critique of “Housing in Later Life: planning ahead for specialist housing for older people” 2012.....	10
iii) Critique of Housing LIN's current approach.....	12
2.0 PROPOSED POLICY RESPONSE TO THE OLDER PERSONS HOUSING NEEDS... ..	14
a) Relationship of older persons housing need to overall housing need	14
b) Proposed policy response.....	14
i) Policy H1	15
ii) Policy NC1	15
iii) Policy NC3.....	15
iv) Policy NC4.....	15
v) Conclusion on policy response to need.....	15
vi) The wording of an exceptions policy for older persons housing	16
3.0 THE SCOPE OF THIS REPORT ON OLDER PERSONS HOUSING NEED IN SHEFFIELD	18
4.0 NATIONAL POLICY	21
a) Indicators of older persons housing need.....	24
b) Conclusion on indicators of need	28
6.0 OLDER PERSONS SPECIALIST HOUSING NEEDS	29
a) The Calculation of Future Need	29
b) The Calculation of Future Need using Local Prevalence Rates.....	29
c) Conclusion on the level of future need for Specialist Older Persons Market Extra Care	

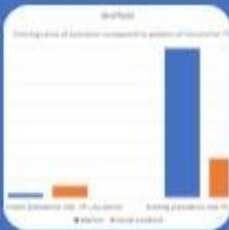
housing.....	30
7.0 EXISTING SUPPLY AND FUTURE NET NEED	32
a) Existing Supply	32
b) Potential Supply.....	33
c) Existing and future provision of Market Extra Care compared to need.	33
d) Existing and future provision of Market Housing with Care compared to need.	33
8.0 THE BENEFITS OF RELEASING FAMILY HOUSING.....	35
9.0 OTHER BENEFITS OF SPECIALIST OLDER PERSONS HOUSING	36
10.0 CONCLUSION ONT THE LEVEL OF NEED FOR OLDER PERSONS HOUSING.....	37
11.0 THE NEED FOR CARE HOME BEDS.....	39
a) The evidence base for the submitted policies (Sheffield and Rotherham SHMA 2018)	39
b) The New Evidence base (Sheffield LHNA 2024).....	39
c) Assessment of adequacy of existing Care Home stock.....	39
d) Conclusion on the future need for Care Home Beds in Sheffield.....	42
APPENDIX 1: TABLE 3.3.6(I)(A) AVERAGE COSTS PER ANNUM OF EVENTS PER UNIT OF SP SUPPORT.....	43
APPENDIX 2: EXISTING OLDER PERSONS HOUSING SCHEMES	44

SHEFFIELD

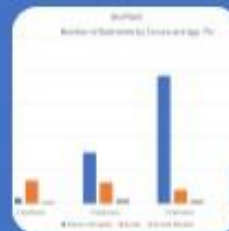
Summary of future requirement for specialist older persons housing



There will be a 42% increase in the number of residents over 75 by 2043



At present 80% of people over 75 reside in a market dwelling



Of existing owner occupiers over 75 some 89.5% reside in dwellings with 3 or more bedrooms



Over 43% of residents of market dwellings aged 75 and over are deprived in health and disability



Only 0.6% of residents over 75 currently reside in specialist older persons market housing with care (Extra Care)



It is projected that 5.8% of future residents will require specialist older persons market housing with care (Extra Care)

0.0 EXECUTIVE SUMMARY

a) Older persons housing – overall need

- 0.1 The LHNA assesses the total older persons housing need to be some 8,107 with the majority of the need being in the affordable sector.
- 0.2 The SPRU Model suggests a slightly lower overall need for some 7,167 specialist older persons housing to 2043 over half of which (some 3,577 homes) are required to be specialist older persons market housing with care.
- 0.3 The difference between the two models is that the LHNA is based on assumptions and professional judgements within a now withdrawn model and relies on data from the 2001 and 2011 census while the SPRU Model is based upon modelling forward the changing nature of the decisions made by actual households on how they wish to meet their housing needs in later years.

b) The policy response to meeting the needs of older people specialist housing

- 0.4 The differences in modelling however should not distract from the importance of meeting this need and the submitted plan is considered to be a totally inadequate policy response to a need which the Government has identified as being “critical”.
- 0.5 Policies H1 and NC1 to 4 of the submitted plan are simply permissive policies although NC3 adds the burden of affordable housing (despite the evidence of lower land values for this use and poor viability within most of the plan area) and NC4 adds further locational constraints compared to general housing.
- 0.6 In these circumstances as well as considering what if any sites are suitable for allocation, it is also appropriate to consider the inclusion of an “exceptions policy” either in addition to or as well as prosing specific allocations.
- 0.7 The need for older persons housing can be considered to represent very special circumstances (VSC) to justify green belt release^{1,2,3} so it would appear logical given the scale of the need, the difficulty of delivering on the draft allocations (because of size and viability) that this need does provide the exceptional circumstances to release green belt to meet this need.

c) Older person Care Home provision

- 0.8 The Sheffield LHNA 2024 utilises prevalence rates have been derived from the 2016 Housing LIN Review.
- 0.9 The current level of need assessed by the Sheffield LHNA 2024 is low and is comparable to the need calculated in the earlier SHMA HS05 which suggested just 202 beds being required in Sheffield in the plan period.
- 0.10 The future level of net need is some 1,374 additional beds.
- 0.11 This is a significant increase from the 202 beds which provided the evidence base for the submitted policies and requires a different policy response to the submitted plan.
- 0.12 In addition the Sheffield LHNA 2024 did not consider the status of the existing stock, over 79% of which is over 20 years old, and 24% of the rooms have no ensuite facilities (a higher than the average for England), in addition the level of wet room provision at just 18% is substantially lower than the average for England.

¹ APP/V0510/W/23/3324141 Land to the rear of 163 to 187 High Street and east of Rowan Close, Bottisham

² APP/B1930/W/21/3279463 Burston Nurseries Chiswell Green St Albans

³ APP/V1505/W/23/3328758 Land east of Ilfracombe Avenue, Bowers Gifford SS13 2DT

- 0.13 It cannot be concluded that the existing supply is suitable to meet future needs without substantial levels of replacement.
- 0.14 In these circumstances while the net need has been calculated as being some 1,374 new beds there could be a requirement to replace another 1,000 or so care home beds in order to secure appropriate (CQC “Good”) provision of care home beds taking into account the inadequacies of the existing stock.
- d) The policy response to meeting the needs of Care Home beds for older people**
- 0.15 Like the need for Older persons specialist housing this is considered to represent a critical need and in itself represent exceptional circumstances justifying green belt review and appropriate allocations. Given the paucity of suitable allocations it is also considered that Care Homes (C2) should also fall within the exceptions policy suggested for Older persons housing.
- e) Policy wording for an exceptions policy for specialist housing for older persons**
- 0.16 The wording for an exceptions policy could be similar to the following:
- Residential development on sites not allocated for residential development in the Development Plan will be permitted where:*
- i) it is for affordable housing on a rural exception site or entry level housing scheme; or*
- ii) it is for specialist housing for older people in locations with good access to public transport and local facilities...*
- f) Policy wording for a policy to make allocations for specialist housing for older persons**
- 0.17 A policy identifying which allocations are expected to deliver specialised housing for older people could be similar to the following:
- 1. Allocations that are identified to deliver specialist older persons housing (including Care Homes) will be retained for that use and will not be released for general housing.*
 - 2. Encouragement will be given to developments which include the delivery of specialist housing for older people in locations with good access to public transport and local facilities.*
 - 3. Local communities will be encouraged to identify suitable sites for specialist housing for older people through the Neighbourhood Planning process.*
 - 4. Provision should be made for specialist housing for older people within the strategic housing developments allocated in this plan.*

1.0 CRITIQUE OF THE APPROACH TO QUANTIFYING OLDER PERSONS HOUSING NEED IN SHEFFIELD LOCAL HOUSING NEEDS ASSESSMENT (SEPTEMBER 2024).

a) Introduction

1.1 The Council's evidence on the need for older persons housing is now set out in the recently published Sheffield Local Housing Needs Assessment (September 2024) Exam 66.

1.2 What is clear is that this assessment of need has had no influence on the policy position taken by the council in the submitted local plan as these draft policies seriously predate this most recent evidence.

b) The Council's background to submitted policies for older persons housing Sheffield and Rotherham SHMA 2019 (Core Document CS05).

1.3 The evidence base for the submitted policies is the 2019 SHMA in chapter 7 the key points noted was that

"There appears to be more demand for certain types of specialist accommodation in the SRHM than current models, such as Housing for Older People Supply Recommendation (HOPSR), predict. The expectations of those needing to move for additional support suggests demand for extra care housing is high in relation to current stock levels."

1.4 The analysis of older household (pages 141 to 143) states that

"The Housing for Older People's Supply Recommendations (HOPSR) highlights a shortage of both sheltered and extra care housing against recommended levels. For Sheffield HOPSR suggests a current shortage of 5,000 sheltered and 135 extra care units...."

The evidence above suggests a latent demand for extra care, at levels higher than can currently be met given the shortages in this stock. HOPSR recommends a supply of over 1,000 units of extra care by 2035 in Sheffield and 649 in Rotherham. Responses from the household survey suggest that, even if HOPSR's recommendations for extra care in the SRHM were met, demand may outstrip supply."

1.5 Paragraph 7.24 reports on the results of the household survey and this states:

"7.24. The desire for certain housing types is related to the nature of support in that housing, and whether it is 'general needs' housing or specialist accommodation for older people. When analysing the responses of those who expect to move to accommodation with additional support, important patterns are seen. As Table 7.10 demonstrates how most of those expecting to move will likely remain in general needs accommodation which is, or will be, adapted to meet their needs. Those anticipating a move into sheltered housing is relatively low in comparison to this and may reflect the changing nature of this provision. Expected moves into extra care housing is very high in comparison when we acknowledge the level of this provision in the SRHM is relatively low."

1.6 This assessment of 1,000 additional units of extra care is half of what has now been calculated in the LHNA of 2,107 (LHNA 2024 table 4.10 page 59).

1.7 This doubling of demand would we suggest requires an amended policy response to that in the submitted plan.

c) Sheffield Local Housing Needs Assessment (September 2024) Exam 66

1.8 Firstly it is notable that while the PPG is referenced in the report the fact that the PPG section on Housing for older and disabled people sets out that the need to provide housing for older people is critical is missing. The lack of reference to this fundamental policy position is concerning and failing to recognise the critical nature of the need may result in the suggested

policy responses underplaying the weight that the government is placing on meeting this need.

- 1.9 The approach taken to the provision of older persons housing is explained in paragraph and appears to make policy assumptions about how future need might be met emphasising the provision of care to households in the existing housing stock as it states:

“4.23 These issues are considered to provide appropriate modelling assumptions for assessing future needs. Nationally, there has been a clear focus on strengthening a community-led approach and reducing reliance on residential and nursing care – in particular focusing where possible on providing households with care in their own home such as through Technology Enabled Care. This could however be provision of care within general needs housing; but also care which is provided in a housing with care development such as in extra care housing.”

- 1.10 The report states (paragraph 4.24) that the prevalence rates shown in the 2016 Housing LIN Review is an appropriate starting point; but that the corollary of lower care home provision should be a greater focus on delivery of housing with care. It suggest that having regard to market growth in this sector in recent years, and since the 2016 Review was prepared, then the starting point for housing with care should be the higher rate shown in the SHOP@ report (this is the figure that would align with the PPG).
- 1.11 In paragraph 4.25 it is explained that rather than simply taking the base prevalence rates, an initial adjustment has been made to reflect the relative health of the local older person population based on the 2011 Census data about the proportion of the population aged 65 and over who have a long-term health problem or disability (LTHPD) compared with the England average. As Sheffield, the data shows worse health in the older person population and so the prevalence rates used have been increased slightly.
- 1.12 Paragraph 4.26 explains that a second local adjustment has been to estimate a tenure split for the housing with support and housing with care categories. This again draws on suggestions in the 2016 Review which suggests that less deprived local authorities could expect a higher proportion of their specialist housing to be in the market sector. This uses the 2019 Index of Multiple Deprivation (IMD) data, the analysis suggests Sheffield is the 93rd most deprived local authority in England (out of 317) – i.e. a relatively high level of deprivation. This the Report suggests slightly greater proportion of affordable housing than for an authority in the middle of the range.
- 1.13 There are a number of issues with using the starting prevalence rates in the 2016 Housing LIN Review and the SHOP@report which is explained in detail in section 4 page 34 of the “The Older Persons Housing Needs Model”⁴ most important of which is the fact that there is no evidential basis for the proposed prevalence rates.
- 1.14 These issues are explored in more detail below.

i) Critique of the SHOP tool kit 2011

- 1.15 This tool kit is now out of date. While the PPG still refers to on-line tool kits, including the 2011 version of the SHOP Resource Pack, this was published by Housing LIN in 2011 and the Housing LIN web site now advises:

“This 2011 version of the SHOP Resource Pack is now out of date and uploaded as an archived record only. However, the Housing LIN has since worked with many councils individually to further develop and apply them to help produce their local housing strategies

⁴ https://www.dlpconsultants.co.uk/wp-content/uploads/2022/04/DLP-SPRU_Older_Person_Housing_Need_Research.pdf

for extra care housing and supported housing.”

- 1.16 This approach provides a response to the question “what would the level of age specific housing requirement be, if either the current level of provision locally was extrapolated into the future, or if in the future the local level of provision was to match the existing levels of provision in England as a whole”.
- 1.17 Neither of these constructs provide a true measure of future need, which must take into account the growing need from existing homeowners to secure age-appropriate housing within the tenure which they are both accustomed to, and within which many wish to continue.
- 1.18 This Toolkit is now out of date as confirmed by the inspector in the Sonning Common appeal⁵ who stated:

“44 The Council sought to undermine the Appellant’s need case with reference to earlier data from Housing LIN and the @SHOP tool. This on-line tool is highlighted in the PPG as a basis for calculating need. But the fact is it only provides a figure based on existing prevalence and then seeks to project that forward with a proportion increase based on the increase in the 75+ age group in the District. This is not a measure of need.”
- 1.19 It is interesting to note that this publication does comment on the next publication to be reviewed as follows:

“A more detailed approach is available in ‘The older persons’ Housing Toolkit’⁶ although the assumptions on which it defines its prevalence rates are not included in the paper”.
- 1.20 While this reflects the conclusion below it is nevertheless pertinent that the prevalence rates in the SHOP Resources Pack⁷ above effectively replicates the prevalence rates in the “Housing for Life” report reviewed below.
- ii) Critique of “Housing in Later Life: planning ahead for specialist housing for older people” 2012**
- 1.21 The “Housing in Later Life” report states that there are several approaches to modelling future levels of need, looking at household projections and different population and data sets on frailty, need for care, propensity to move and the availability and suitability of housing. However, none is definitive. The method used in the “Housing in Later Life report” is based on a widely used model and analyses various data sets in a local area including demography; functional and mobility capacity; tenure; and existing supply. This model was designed to be replicated by other authorities and sample tables were provided in Appendix B of the report which was a worked example for Bury Metropolitan Council.
- 1.22 Although Figure 4 of Housing in Later Life highlights the drivers of need and the potential data sources the report provides no indication as to how the data collected in appendix B of the report is then used to arrive at the proposed future prevalence rates in the last column of Figure 6 of the report “Summary of need in Bury”.
- 1.23 While the report analyses various data sets in a local area (the case study is Bury) including demography; functional and mobility capacity; tenure; and existing supply (based on EAC data. ONS Census 2001 and General Household Survey, 2001) there is no indication as to how this data is used to arrive at the proposed future prevalence rates in the last column of Figure 6 which is titled “Summary of need in Bury” (replicated below).

⁵ Appeal Decision APP/Q3115/W/20/325861

⁶ Appleton, N, in McCarthy and Stone (forthcoming). The older persons’ Housing Toolkit: Helping local authorities plan for specialist housing for older people

⁷ SHOP Resources Pack table on page 19 of the

- 1.24 It is understood basis for the proposed prevalence rates in the last column of Figure 6 is to move towards equity of provision between the tenures based upon the existing prevalence rates for England as calculated using EAC data and the 2001 census. This approach is explained by the Author in more recent work⁸ as follows:

“9.26 The provision of leasehold retirement housing is far short of requirements to achieve equity of options between tenures. For those older people who are owner occupiers the ratio of provision for retirement housing for sale per thousand is 67.6 Whilst for those older people who are renters the comparable ratio per thousand is 271.8. Expressed in this way, as a standardised ratio, it is clear that older homeowners in South Oxfordshire are very significantly disadvantaged in securing the specialised accommodation they need.”

- 1.25 The prevalence rates in Housing in Later Life⁹ are indicative levels of future provision of various forms of accommodation for older people in the Metropolitan Borough of Bury. However as explained above the approach appears to be on the basis of securing equality between tenures based upon the then (2001 census based) prevalence rates calculated for England as a whole. Besides the reference above this link is tenuous and not set out in this on other documents using the same rates. The resulting prevalence rates are shown in table 4 below.

Table 1. Housing in Later Life – Existing and proposed future prevalence rates

Prevalence rates per 1000 population 75+	Housing in Later Life Existing (England 2001)	Housing in Later Life (Bury 2012) Proposed
Sheltered Housing		
Social	101.2	60
Market (ownership, shared ownership and private rent)	28.4	120
Enhanced Sheltered Housing		
Social		10
Market (ownership, shared ownership and private rent)		10
Extra Care		
Social	8.8	15
Market (ownership, shared ownership and private rent)	3.2	30
Housing based provision for dementia		6
Total	141.6	251

Source: Housing in Later Life Appendix B tables 18 and 19

- 1.26 In commenting upon the results in table 19 the report states:

“While no model is definitive, the results of these particular data sets show a need to increase provision for all types of specialist housing for older people. For the example given in the sample tables provided in the appendices (for Bury Metropolitan Council), the need is especially strong in the owner-occupied sector, as well as an increased need of provision of extra care housing for both rent and ownership. However, different authorities will have different outcomes. The table below summarises the results of the data analysed here and set out in the appendices.”

⁸ Appleton N Social Needs Report, supporting the proposed development of an Extra care retirement village at Sonning Common in South Oxfordshire LPA 2021

⁹ Appendix B table 19

- 1.27 The data collected in the “Housing in Later Life” process assists the judgement as to whether the future prevalence rates produced for Bury in 2012 a suitable basis on which to plan for provision in the area being considered. In this respect the “Housing in Later Life” prevalence rates are not a projection of future need but an estimation of future potential need.
- 1.28 It is recognised that the prevalence rates contained in Housing in Later Life have been used to calculate future need for extra care housing to justify new extra care provision in both planning applications and appeals. Inspectors at appeal have adopted the prevalence rate of 45 units per 1000 persons for extra care and 30 per 1000 for market extra care as highlighted in the Sonning Common decision letter¹⁰ which states:
- “38. Mr Appleton sets out a provision rate for private extra care of 30 per 1,000 of the 75 and over population in the District based on a total provision of 45 extra care units per 1,000 (4.5%) across both the affordable and private sectors, but split on a ratio of one third for social rented and two thirds for sale. This takes into consideration the research in “More Choice: Greater Voice” and revisions in “Housing in Later Life”. I note that the 45 units per 1,000 is to be divided as suggested in order to bring supply into closer alignment with tenure choice among older people.”*
- 1.29 In confirming his preference for this evidence, the inspector also highlighted that these prevalence rates were not ambitious enough stating¹¹:
- “40. In my view, there is a strong case that Mr Appleton’s 45 per 1,000 overall, with 30 per 1,000 to market extra care, should be far more ambitious given not only the true tenure split in the District but also what it could mean for the ability to contribute towards addressing the housing crisis.”*
- 1.30 The evidence in Housing in Later Life is now two decades as it is reliant in part on the 2001 census and as such it does not reflect the changes in the rate of provision between tenures and typologies of specialist housing for older people.
- iii) Critique of Housing LIN’s current approach**
- 1.31 In addition it is noted that since the publication of the above model further criticisms can be made of the Housing LIN approach these being that the LINN approach is understood to be based on the national prevalence rates derived from their survey which are then adjusted according to their “professional opinion”.
- 1.32 Housing LIN emphasize it draws heavily on primary research that it has conducted with c.2,800 people aged 65+, from all English regions over the last five years (which of course include the years of the pandemic).
- 1.33 They claim this evidence has increasingly shown that the suggested prevalence rates for housing and accommodation provision per 1,000 of Population 75+ derived from secondary data, typically without the use of evidence from primary research with older people, typically are at risk of significantly overstating the likely need for specialist housing and accommodation for older people.
- 1.34 The Housing LINN approach for local need starts with the rates derived from their national survey and there is no clarity about how and why these are adjusted at a local level although it is understood that they do take into account local policy.
- 1.35 Importantly the results of the unpublished Housing LIN survey they is used to inform their work must be significantly tempered by both experience and the results of the survey of 2,005 UK homeowners reported in “Unlocking the retirement opportunity in a post-pandemic world

¹⁰ Appeal Decision APP/Q3115/W/20/325861

¹¹ Ibid Paragraph 40

Octopus Real Estate". Importantly this noted that

- a) 33% couldn't identify what a retirement community was
- b) 21% thought a retirement community was similar to a care home, just with more independence

- 1.36 However the second element of the survey found that after being shown the lifestyle on offer more than 1 in 4 of homeowners aged over 65 surveyed would "definitely or maybe [be] likely to move to a retirement community". This would be equivalent to a prevalence rate of 250 persons per 1000 65+ for homeowners.
- 1.37 In contrast the DLP research¹² is based on trends that have actually occurred by real households making decision on how they wish to meet their housing need in older age. It has also importantly tested the results against a range of published research material including the findings of the Mayhew Report. Notably the starting point for the local needs assessment is below that recommended by the Mayhew Report.
- 1.38 As a result of the approach adopted the older persons housing needs as calculated in the most recent LHNA are lower than that suggest by SPRU which potentially means many more older households having to remain in family homes as these become increasingly inappropriate for their care and social needs.
- 1.39 The results of the SPRU Model suggests an overall need for some 7,167 specialist older persons housing to 2043 over half of which (some 3,577 homes) are required to be specialist older persons market housing with care. While this is considered to be a significant underestimation of the actual need it nevertheless still demonstrates that there remains an unmet need for all types of older persons housing including market housing.

¹² The Older Persons Housing Needs Model 2022 https://www.dlpconsultants.co.uk/wp-content/uploads/2022/04/DLP-SPRU_Older_Person_Housing_Need_Research.pdf

2.0 PROPOSED POLICY RESPONSE TO THE OLDER PERSONS HOUSING NEEDS

a) Relationship of older persons housing need to overall housing need

- 2.1 It is important to recognise that the need for specialist housing for older persons is part of and not additional to the overall housing requirement as set by the LHN. As such allocations and permissions for specialist older persons housing will count towards the final housing requirement set by the plans both in terms of completions and as part of any land supply calculation.
- 2.2 The increased number of larger dwellings (3 bedrooms and more) released by the provision of enhanced levels of specialist older persons market housing should impact on the percentages set for larger dwellings. In principle, this could be adopted as a policy position but would require justification. To justify seeking a lower percentage of larger properties would require a positive policy commitment to deliver a specified level of specialist older persons market housing (within the overall housing requirements set by the plan). This number may then be used to argue for a lower level of provision of larger homes. Such a policy would require clear evidence that the older persons specialist units will be delivered, ideally including the identification of sites, commitments from operators and site owners and other evidence demonstrating that the sites are deliverable and developable.
- 2.3 This approach is supported by the PPG¹³ which states:
“Local planning authorities will need to count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply. This contribution is based on the amount of accommodation released in the housing market. Further guidance is set out in Housing for Older and Disabled People.”

b) Proposed policy response

- 2.4 In respect of a policy response going forwards, it is recommended that consideration is given to identifying sites that are suitable to accommodate specialist older persons housing and allocating them for such purposes and in addition that any larger strategic allocations should deliver a proportions of specialist older persons housing. Both policy responses need to take into consideration the size of site that is required to deliver specialist older persons housing with care.
- 2.5 For specialist older persons housing without care there is no minimum size of site, however, to provide specialist older persons housing with care and especially 24 hour care (as is the case with the Extra Care model of provision) there is usually a minimum number of units required to make such care provision viable.
- 2.6 It should be recognised that in many circumstances specialist older persons housing schemes (especially those that provide care) are often unable to compete against market housing as they are significantly different business models. As such, where there are policy requirements for the provision of older persons accommodation on strategic sites these will often be delivered by the social sector as these meet both the policy requirement for older persons accommodation and also the policy requirement for affordable housing provision. In this respect such policies requiring such provision on larger sites might be successful in increasing the supply of social housing with care.
- 2.7 In the case of Sheffield however there are no strategic sites capable of delivering such mixed use development.
- 2.8 While devising a policy for the provision of specialist older persons market housing with care is more difficult, however an appeal in Stockton on Tees (APP/H0738/W/23/3316364)

¹³ PPG Paragraph: 035 Reference ID: 68-035-20190722

determined on 11 August 2023 in which the inspector refused the development of a site for general purpose housing on the basis that it was allocated to meet the specific needs of the ageing population (DL Paragraph 13). In this case it was the only site identified to meet the needs of the ageing population (DL paragraph 15) and these needs were identified in the SHMA (DL paragraph 16). It is further pertinent to note that the inspector did not consider providing two storey properties that met part 4(2) of the Building Regulations would adequately represent housing specific to meeting the needs of the ageing population and concluded the proposal for general market housing was in conflict with Local Plan policy (DL paragraph 22). In paragraph 22 the decision letter states:

“72. However I have found that the lack of housing specific to and adequately secured for the needs of the ageing population conflicts with policies H4(14) and SD3(2a) represents a departure from the housing commitment in the Local Plan and fails to comply with paragraphs 60 and 62 of the Framework.”

- 2.9 This application was refused and demonstrates that allocations that seek to provide specifically for specialist older persons housing can be upheld on appeal when supported by robust evidence.

i) Policy H1

- 2.10 The Council have not indicated how the need for specialist older persons housing will be met policy H1 simply supports the provision of older persons housing.

ii) Policy NC1

- 2.11 Policy NC1 requires a range of housing which may include older persons housing however many of these sites are in areas which have significant viability challenges and the lower land values from this use would suggest they are unlikely to assist in delivering viable development.

iii) Policy NC3

- 2.12 Notwithstanding the viability issues with standard residential developments over most of the city this policy adds the affordable housing costs onto older persons market housing.

iv) Policy NC4

- 2.13 This is simply a “permissive” policy but adds greater locational constraints on such development than for general housing.

v) Conclusion on policy response to need

- 2.14 The councils most recent assessment the need for all older persons housing is some 8,107 (table 4.10) of which 1,137 is market extra care. The policy response to the need is to make no allocations to meet these identified needs.
- 2.15 The SPRU Model suggests a slightly lower overall need for some 7,167 specialist older persons housing to 2043 over half of which (some 3,577 homes) are required to be specialist older persons market housing with care.
- 2.16 The difference between the two models is that the LHNA is based on assumptions and professional judgements based around now withdrawn models and data from the 20101 and 2011 census while the SPRU Model is based upon modelling forward the changing nature of the decisions made by actual households on how they wish to meet their housing needs in later years.
- 2.17 The differences in modelling however should not distract from the importance of meeting this need and the submitted plan is considered to be a totally inadequate policy response to a need which the Government has identified as being “critical”. In these circumstances as well

as considering what if any sites are suitable for allocation, it is also appropriate to consider the inclusion of an “exceptions policy” either in addition to or as well as proising specific allocations.

vi) The wording of an exceptions policy for older persons housing

- 2.18 An exceptions policy would allow specialist older persons housing provision on unallocated sites in sustainable locations (including on the edge of settlements) and could be a way of achieving an increase in the level of provision. Such exceptions would of course need to be in accordance with the other policies within the plan. In terms of ensuring such schemes are delivered in sustainable locations, any policy requirements should ensure that locations are well-served by public transport (to enable easy access by workforce) and are within easy reach of healthcare and other local facilities (where these are not provided on site).
- 2.19 It may also be possible to promote the identification and allocation of suitable sites for older persons’ housing through the neighbourhood planning process.
- 2.20 Examples of an ‘exceptions policy’ and general older persons housing policy, based on those in the recently adopted South Oxfordshire Local Plan, are set out below.
- 2.21 The wording for an exceptions policy could be similar to the following:
- Residential development on sites not allocated for residential development in the Development Plan will be permitted where:*
- i) it is for affordable housing on a rural exception site or entry level housing scheme; or*
- ii) it is for specialist housing for older people in locations with good access to public transport and local facilities or with onsite facilities*
- 2.22 A policy identifying which allocations are expected to deliver specialised housing for older people could be similar to the following:
1. *Allocations that are identified to deliver specialist older persons housing (including Care Homes) will be retained for that use and will not be released for general housing.*
 2. *Encouragement will be given to developments which include the delivery of specialist housing for older people in locations with good access to public transport and local facilities or with onsite facilities.*
 3. *Local communities will be encouraged to identify suitable sites for specialist housing for older people through the Neighbourhood Planning process.*
 4. *Provision should be made for specialist housing for older people within the strategic housing developments allocated in this plan.*
- 2.23 The difference between the development model for specialist housing with care and the development model for specialist market housing is recognised by the PPG (Paragraph: 007 Reference ID: 10-007-20190509) and as such it is appropriate that the Councils should consider the degree to which they would wish such developments to deliver affordable housing and if they do this should be appropriately tested in terms of viability taking into account the very different development model for extra care compared to housing or older persons housing without care. The Councils may decide that all units (whether they are classified as C3 or C2) should make a contribution towards affordable housing needs.
- 2.24 There are clear benefits to the wider housing market of providing existing residents with the opportunity to “right size” and as such the policy response to the provision of such specialist housing can be different to that of general housing. At the very least it will be important to

test the viability of affordable housing policies against all the different types of older persons provision if they are to be subject to such a policy. As such, the viability testing should include care homes, specialist older persons housing (with and without care) and include the integrated retirement community model.

3.0 THE SCOPE OF THIS REPORT ON OLDER PERSONS HOUSING NEED IN SHEFFIELD

a) Introduction

- 3.1 This report provides commentary on the recently published Sheffield Local Housing Needs Assessment (September 2024).
- 3.2 The main focus of this submission is on the level of need identified for older persons accommodation both housing and care home beds.
- 3.3 This submission highlights up to date research, which draws upon choices that actual older person's households have made with regard to meeting their future housing needs, the clear evidence of changing patterns of need within different types and tenures of specialist older persons housing. The report highlights a significant shortfall in the need to provide specialist housing for older people. This unmet need is particularly focused on the market sector and in the Housing with Care sector which is the fastest growing sector of need.
- 3.4 These findings align with the Governments assessment that the need for older persons housing is "critical"¹⁴ and with the recommendations of the Mayhew Review¹⁵

b) Types of specialist older persons housing referred to in this Submission

- 3.5 The fact that the older persons housing sector has been undergoing considerable change means that different publications have used different descriptions of both the type of provision and ways of measuring the level of existing provision.
- 3.6 This research considered past and future provision using the definitions from the Elderly Accommodation Counsel (EAC) directory of specialist housing, which has four main broad categories:
- a) **Age-exclusive** (i.e., designated for older people, but with no specific support or care provision).
 - b) **Sheltered housing** for rent, retirement housing for sale, and some shared housing models such as Abbeyfield houses.
 - c) **Enhanced sheltered housing** and assisted living; Provides residents with the independence of having their own front door and self-contained flat whilst also having access to some on-site support service. Most developments will have scheme manager and alarm systems in the property, there may also be some personal care and home help services that can be arranged by the management.
 - d) **24/7 Extra Care housing** (both care and support are available). These schemes provide a more intensive level of support than traditional sheltered housing for older people who need some personal care or other types of help, but who are otherwise able to live safely and independently on their own. There will usually be at least one member of staff on hand 24 hours a day. Additional facilities are often available to cater for people who are not able to get out regularly, perhaps including a restaurant, shop, gym or hobby room.
- 3.7 It should be noted that this report splits the "Extra care housing or housing-with-care" as set out in the PPG¹⁶ into "Enhanced Sheltered" and "Extra Care" as the research¹⁷ illustrates that there is a different level of need within these categories that has been modelled separately. To achieve a need figure for the category in the PPG it is necessary to add together the need

¹⁴ NPPG Paragraph: 001 Reference ID: 63-001-20190626

¹⁵ The Mayhew Review – Future-proofing retirement living: Easing the care and housing crises ILC November 2022

¹⁶ PPG Paragraph: 010 Reference ID: 63-010-20190626

¹⁷ https://www.dlpconsultants.co.uk/wp-content/uploads/2022/04/DLP-SPRU_Older_Person_Housing_Need_Research.pdf

for “Enhanced Sheltered” and “Extra Care”.

- 3.8 It is important to note that the units provided in “extra care” developments should be classified as C2 units because of the level of care that is provided together with the range of support facilities. This however does not mean that they should not count towards the overall level of housing need as they will clearly allow for older households to down size.

c) The tenure of specialist older persons housing referred to in this report

- 3.9 There are within each of these categories potentially 4 types of tenure, these being:

- a) Social Landlord
- b) Private rented
- c) Shared Ownership
- d) Ownership

- 3.10 For the purpose this report the types of tenure are simplified for the following reasons.

- a) Shared Ownership and Private Rented accommodation presently make up a relatively small element of the supply (although as set out in appendix 1 both have a growing rate of provision alongside Ownership).
- b) Although both tenures have seen a rapid acceleration in delivery in recent years, they are nevertheless small in number so their inclusion within the “market tenure” category is considered to be the more appropriate way of projecting future need.
- c) Both tenures are often delivered as part of market-based schemes
- d) The 2011 census includes shared ownership within the category “Owned: Owned with a mortgage or loan or shared ownership” and this is important in terms of the analysis.

- 3.11 In light of the above this report uses simply two tenure categories these being:

- a) Social (including rented from council (Local Authority) Other social rented and Shared ownership provided by Registered Social Landlords RSL’s)
- b) Market (including Ownership, Shared Ownership (when provided by the market sector) and Private rented)

d) The Methodology: The Older Persons Housing Model

- 3.12 The Methodology used is based upon the evidence researched and published by the Strategic Planning and Research Unit (SPRU) of DLP Planning Limited: The Older Persons Housing Need Model¹⁸.

- 3.13 This methodology builds on previous approaches but recalculates prevalence rates to reflect up-to-date evidence on need and to reflect local circumstance. It seeks to assess the degree of unmet need for specialist accommodation for older persons in the district as well as at the more local level.

- 3.14 Since the model was published in 2022 SPRU have reviewed the final steps in the model in light of the experience of operating the model and feedback from operators and practitioners and have revised the model so the outputs are more reflective of the research findings, the Mayhew Review and the output of the 2021 Census.

- 3.15 The method proposed for calculating the future unmet need for specialist accommodation for older persons in the district is to apply national and local prevalence rates to the future projected population of the district who are 75 years and older. This is compared to the present level of existing and proposed provision in order to establish future need.

- 3.16 Prevalence rates are the number of units or bed spaces available per 1000 of the population

¹⁸ obit

who are over 75 years old and are expressed as units per 1000 pop 75+.

3.17 This is an approach to calculating need which has been widely used in planning for older persons needs in development plans and development management decisions.

e) The structure of the Report

3.18 This report considers the issue of future older persons housing need in Sheffield under the following chapter headings:

- i) The National Planning Policy Context
- ii) Indicators of the need for older persons housing
This considers factors such as the changing nature of the population, the tenure of households aged 75 and over as well as levels of occupancy and size of dwelling occupied.
- iii) The calculation of Older Persons Housing Need using the SPRU/DLP model
This calculates existing and future needs for the various types and tenures of older persons housing.
- iv) The Existing Supply including Pipeline
The existing supply has been calculated from the data provided by the Elderly Accommodation Counsel Quarter 4 2023.
Evidence of future supply has been collected from the Council's application web site in January 2024
- v) The existing housing market in Sheffield and the benefits of releasing family housing
This considers market indicators around affordability, occupancy and the importance of releasing family housing back into the market
- vi) Summary of other benefits of the provision of older persons housing
This briefly outlines some of research findings around the benefits of specialist older person s housing provision.
- vii) Conclusion on future older persons housing needs

4.0 NATIONAL POLICY

a) The National Planning Policy Framework

- 4.1 The National Planning Policy Framework ('The Framework') requires the delivery of a wide choice of high-quality homes. The Framework¹⁹ identifies that planning policy should:

"To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. The overall aim should be to meet as much of an area's identified housing need as possible, including with an appropriate mix of housing types for the local community".

- 4.2 The Framework²⁰ specifically identifies retirement housing with care as a need that requires to be identified and met. It also requires that the required tenure should also be considered as it states:

*"Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. **These groups should include** (but are not limited to) those who require affordable housing; families with children; **older people (including those who require retirement housing, housing-with-care and care homes)**; students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes"*

b) National Planning Practice Guidance

- 4.3 National Planning Practice Guidance²¹ states that:

"The need to provide housing for older people is critical. People are living longer lives and the proportion of older people in the population is increasing. 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."

- 4.4 The PPG²² recognises that these are diverse and states that:

"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".

- 4.5 In respect of the evidence to be considered when identifying the housing needs of older people, the PPG²³ states:

"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

¹⁹ National Planning Policy Framework Paragraph 60

²⁰ Ibid Paragraph 63

²¹ PPG Housing for Older and Disabled People Paragraph 001 Reference ID: 63-001-20190626

²² Ibid Paragraph 003 Reference ID: 63-003-20190626

²³ Ibid Paragraph: 004 Reference ID: 63-004-20190626

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.”

- 4.6 Both policy and guidance are clear in the importance of addressing the needs of older people which are described as being “critical”. It is also clear that there needs to be a widening of the choice of the type of provision of specialist housing for older persons so that a better choice of accommodation is available.
- 4.7 The PPG²⁴ goes on to require that plans need to provide for specialist housing for older people where a need exists.
- 4.8 There is also a requirement for local authorities to take a positive approach to schemes for specialist housing for older persons where they propose to address an identified unmet need for specialist housing.

c) Response from the Government to the House of Lords Built Environment Committee report on Meeting Housing Demand

- 4.9 The most recent response from the Government to the House of Lords Built Environment Committee report on Meeting Housing Demand states in response to section 1. Housing Demand and Demographics²⁵ that:

“We recognise the importance of delivering the right kind of housing for older people and welcome this recommendation from the Committee. Ensuring older people can live in suitable homes tailored to their needs can help them to live healthier lives for longer, retain their independence and feel more connected to their communities. It can also help to reduce pressure on health and social care services.

This Government is committed to supporting the growth of a thriving older peoples’ housing sector, one that builds enough homes to match growing need, gives certainty to developers and investors, and empowers consumers with choice from a diverse range of housing options”

- 4.10 The response goes on to state²⁶:

“However, we realise that more needs to be done to meet the housing needs of our ageing population. That is why we are launching a new taskforce on the issue of older people’s housing this year, which will look at ways we can provide better choice, quality and security of housing for older people across the country. This includes looking at how to address regional disparities in supply of appropriate and specialised housing for older people”

- 4.11 In answer to the lack of progress on the provision of housing for the elderly, the Government responded²⁷:

“We are committed to further improving the diversity of housing options available to older people. Boosting a range of specialist housing across the country will be key to achieving this..... But we know we need to go further. That is why we are launching a new taskforce on the issue of older people’s housing, to work with the sector and our colleagues in the Department of Health and Social Care to explore how we can support the growth of a thriving older people’s housing sector.

- 4.12 Ensuring our planning system supports the growth of specialist housing supply for older

²⁴ Ibid Paragraph: 012 Reference ID: 63-012-20190626).

²⁵ Response to the Built Environment Committee’s recommendations to Her Majesty’s Government Page 1

²⁶ Ibid Page 2

²⁷ Ibid Page 7

people will be crucial to this work.

- 4.13 It is further noted that as part of the levelling up agenda the Government state²⁸ Improving housing quality:

“For older people trapped in non-decent or unsuitable accommodation, the UK Government will work to increase the choices available to them. A new Task Force will be launched shortly to look at ways better choice, quality and security of housing for older people can be provided, including how to address regional disparities in supply of appropriate and where necessary specialised housing.”

- 4.14 The above, including the recent changes to Framework, emphasize the important the Government are now giving to meeting this critical need for older persons specialist housing and the important role the planning system has in meeting this need.

d) The Proposed changes to the NPPF

- 4.15 The proposed changes to the NPPF have been published for consultation and at present are expected to be published as a revision prior to Christmas 2024.
- 4.16 Of note in respect of older persons housing is the proposed new paragraph 69 which explains how mixed tenure sites can assist in delivering a range of benefits including creating diverse communities housing designed for specific groups such as older people’s housing.

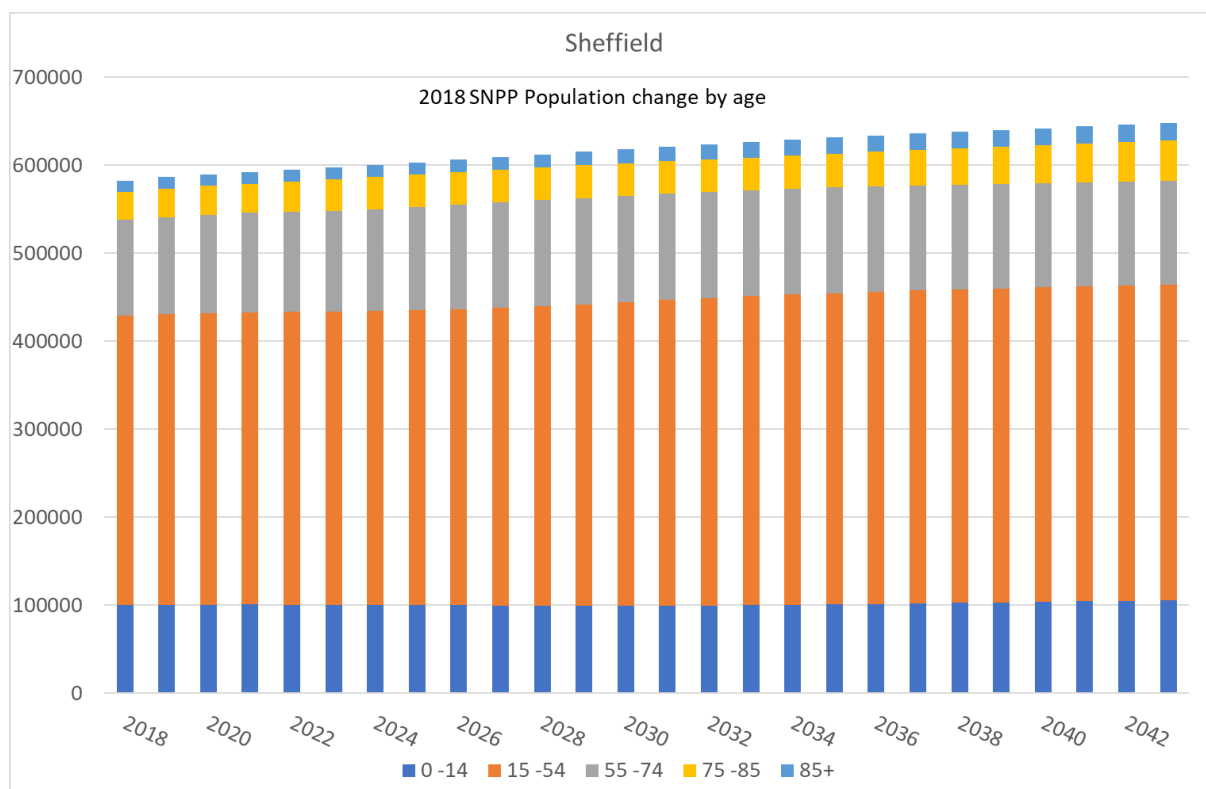
²⁸ Levelling Up the United Kingdom HM Government - Improving housing quality page 226

5.0 INDICATORS OF OLDER PERSONS HOUSING NEED IN SHEFFIELD

a) Indicators of older persons housing need

- 5.1 The chart below illustrates how according to the most recently available population projections (ONS: 2018 SNPP) the population is projected to grow but the older age groups are projected to become a larger part of the population.

Chart 1: Population Change in Sheffield by Age



Source: 2018 SNPP ONS

- 5.2 According to the most recently available population projections (ONS: 2018 SNPP) the population that is over 75 years in age is projected to rise from 46,757 persons in 2021 to 66,603 persons in 2043. This is a rise of 19,846 persons equating to a 42% increase in the 75+ population in the city.

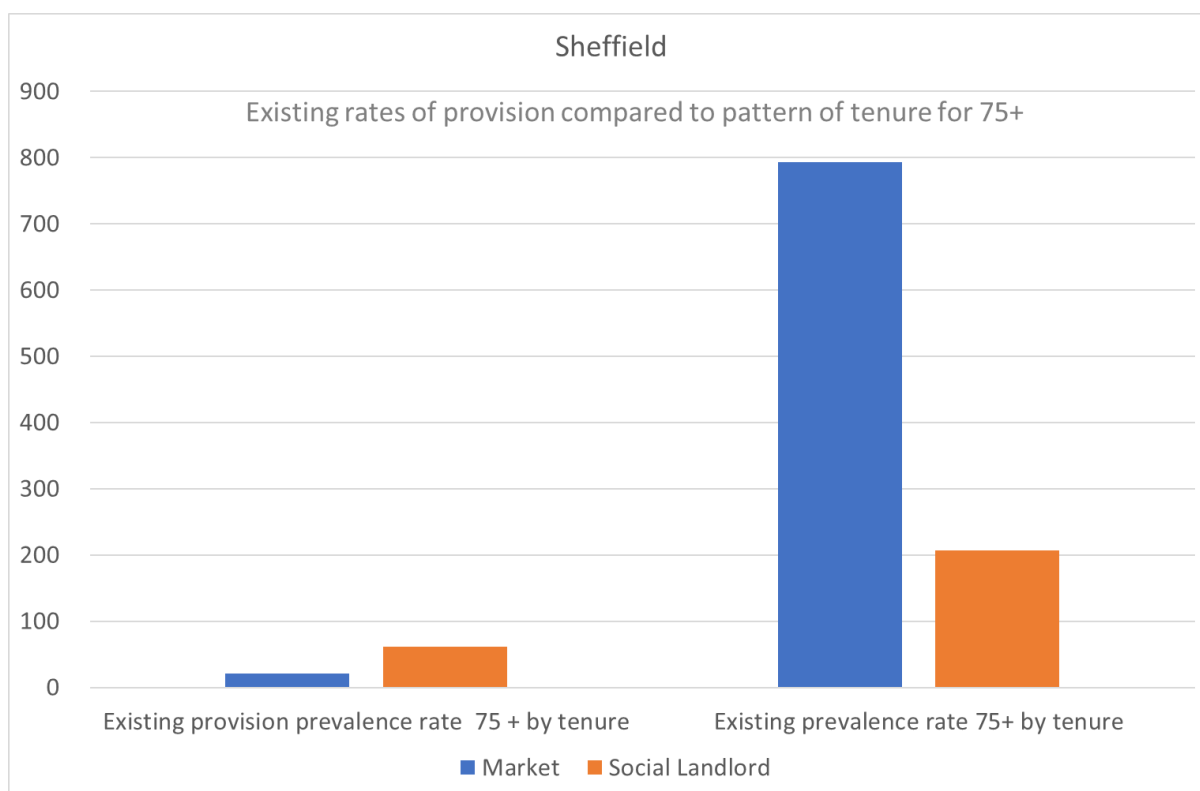
Table 2. Summary of 2018 Sub national projections for Sheffield

Sheffield	2021	2043	Change	Percentage Change
0 -14	100,421	105,516	5,095	5%
15 -54	332,226	358,686	26,460	8%
55 -74	113,063	117,615	4,552	4%
75 -85	33,260	46,423	13,163	40%
85+	13,497	20,180	6,683	50%
65+	159,820	182,011	22,191	14%
75+	46,757	66,603	19,846	42%

Source: ONS 2018 SNPP

- 5.3 In terms of occupation, the 2021 census identifies that in Sheffield there are 793 persons per 1000 who were over 75 years of age occupying a market dwelling (owning or renting). This compares with the provision of specialist market dwellings at a level of just 18 dwellings per 1000 population over 75. These levels of provision are in contrast to the level of population occupying each tenure with some 207 persons per 1000 over 75 occupying social accommodation compared to the provision of some 62 dwellings of social rented accommodation.
- 5.4 The chart below illustrates this mismatch of specialist older persons housing provision between tenures.

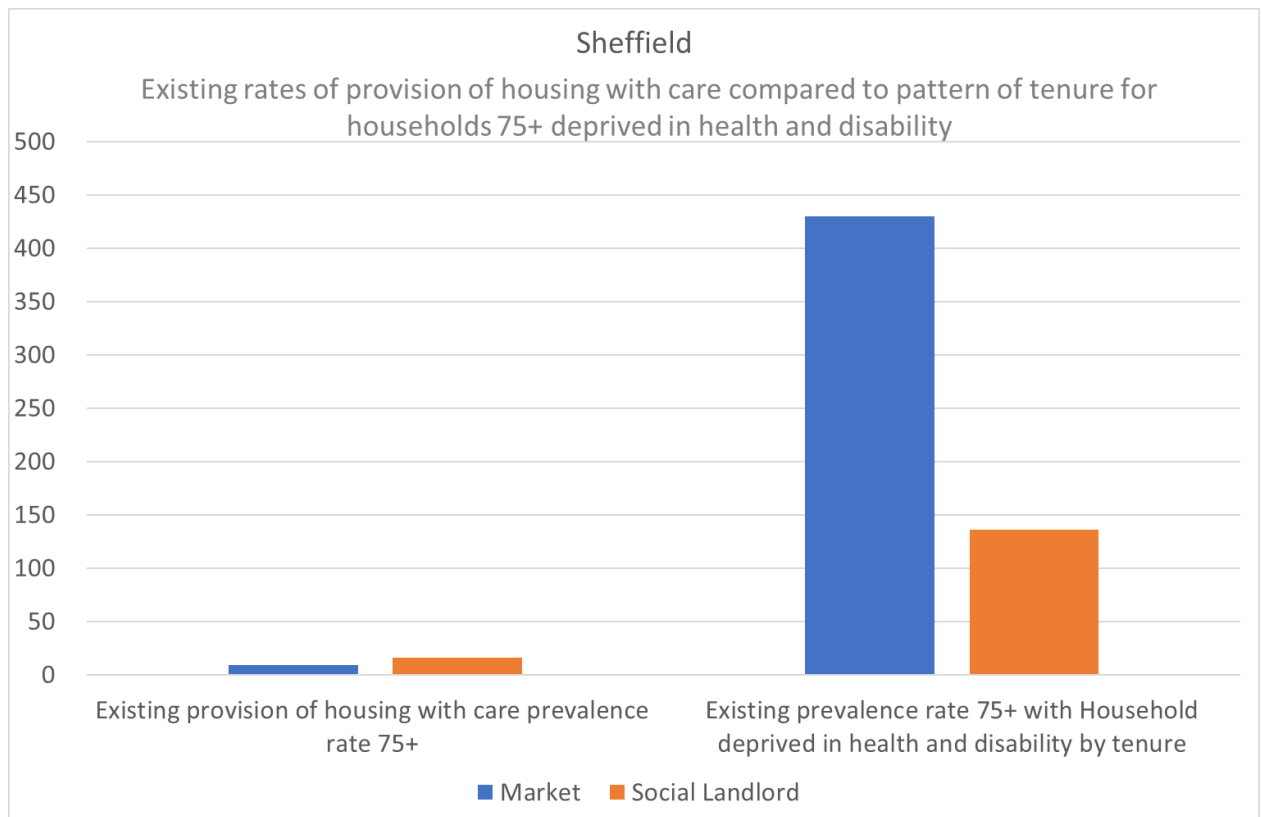
Chart 2: Older persons Housing: Current tenure of population compared to current specialist provision by tenure



Source: Census 2021: Tenure by age SPRU/ONS

- 5.5 According to the 2021 census there were 430 persons per 1000 over 75 years in age who were resident in market housing who were deprived in health and disability. This compares with the provision of 18 dwellings per 1000 in terms of all specialist market accommodation and 6 dwellings per 1000 for market housing with care.
- 5.6 There were 136 persons per 1000 population 75 + who were deprived in health and disability residing in Social rented accommodation compared with all specialist older persons social housing provision of 62 dwellings per 1000 population 75 + but and 16 social rented specialist older persons dwellings with care per 1000 population over 75.
- 5.7 This suggests that the availability of any type of specialist older persons housing is proportionally much more limited for those occupying market properties in general but for residents of both tenures who have health or mobility issues there is a lack of provision of specialist housing with care.

Chart 3: Older persons Housing: Mobility and Health by tenure compared to current provision



Source: Census 2021/SPRU/EAC

- 5.8 In Sheffield 89.5% of the population over 75 in market dwellings still occupy properties that have 3 or more bedrooms. This compares with 91.6% for England.
- 5.9 This means 24,059 people over 75 are owner occupiers in dwellings with 3 bedrooms or more. There are also 2,213 people over 75 who reside in social rented accommodation occupy dwellings with 3 bedrooms or more.
- 5.10 Of the total 32,567 persons over 75 living in their own property some 17,579 are described as being deprived in health and disability of those some 12,960 occupy homes with 3 or more bedrooms.

Chart 4: Number of bedrooms per household over 75 years of age by tenure

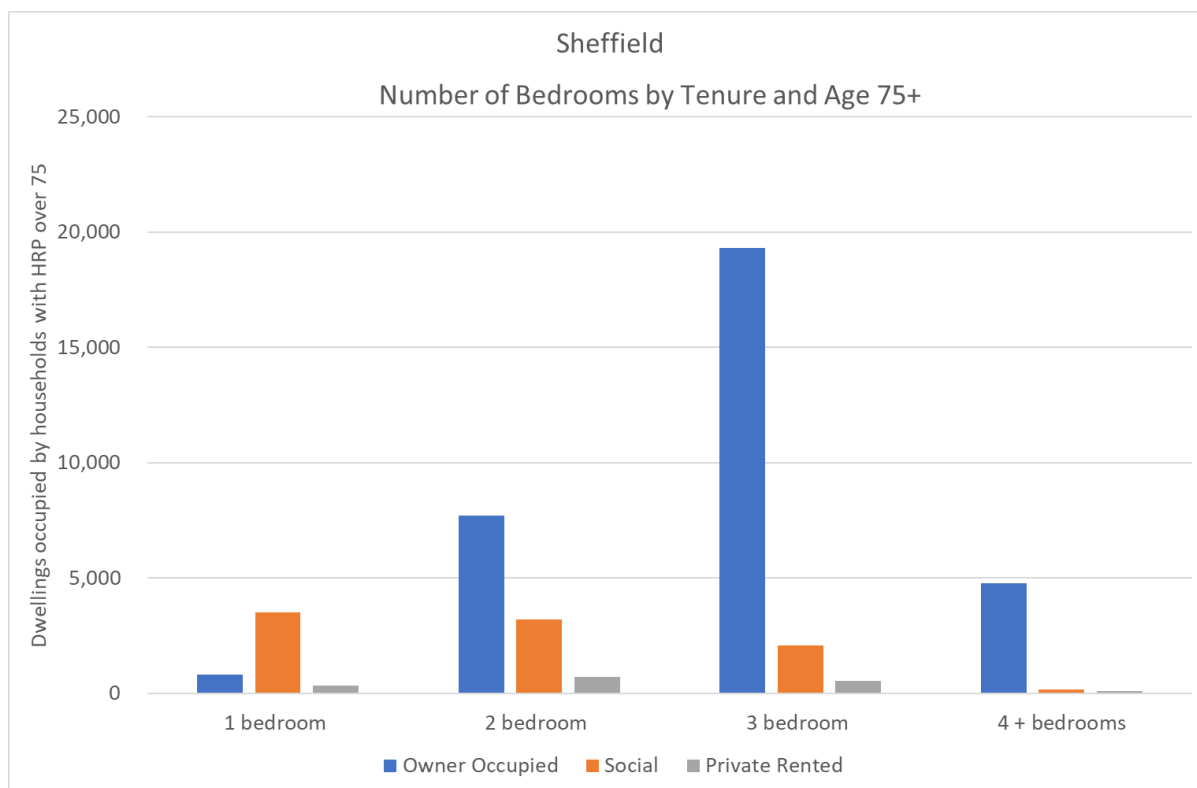
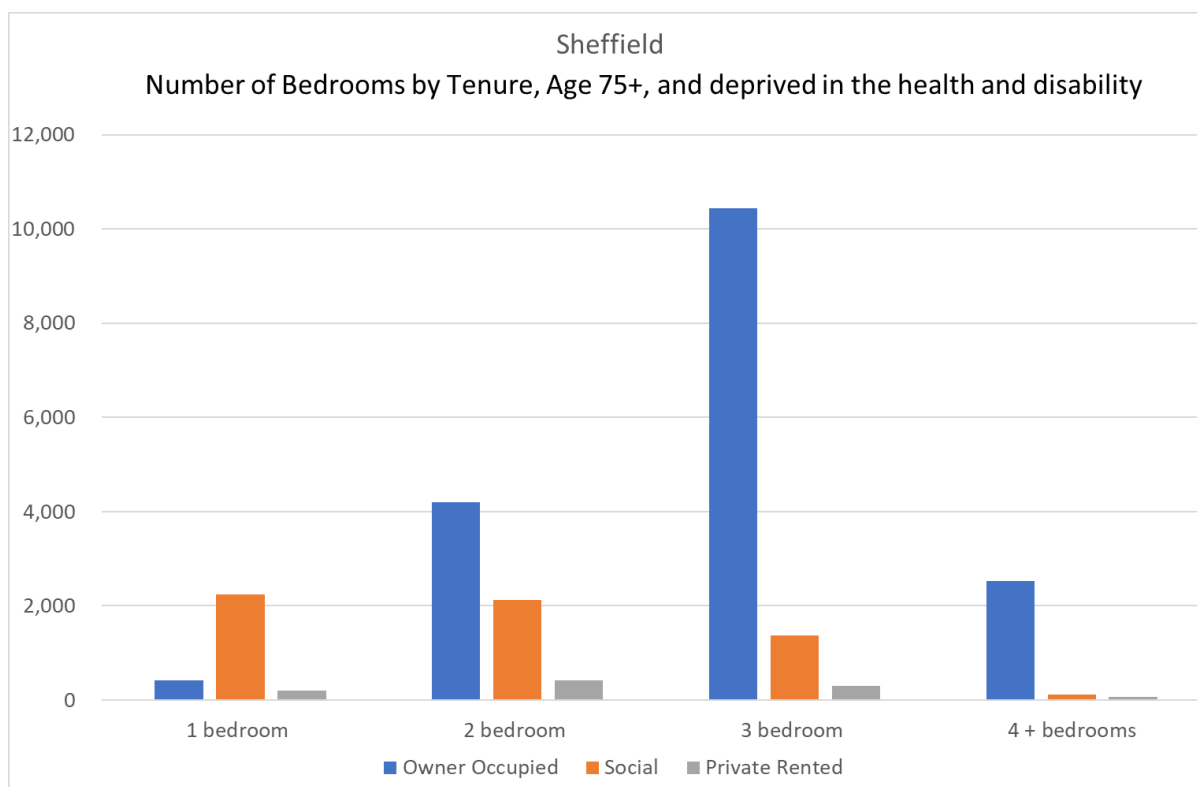


Chart 5: Number of bedrooms per household over 75 years of age by tenure and deprived in the health and disability



Source: Census 2021

b) Conclusion on indicators of need

- 5.12 In conclusion there are significant drivers of need for older persons market housing in Sheffield these being:
- a) There will be a 42% increase in the population who will be over 75 years of age by 2043. This means an extra 19,846 persons over the age of 75 living in the city.
 - b) The significant disparity between the availability of specialist market accommodation available to homeowners compared to the availability for social renters
 - c) There is a very low level of provision of specialist market accommodation when compared to the proportion of the over 75 population presently residing in the market sector but who are deprived in terms of health and disability.
 - d) There is little provision of specialist housing with care in the social rented sector.
 - e) The high number (and percentage) of persons over 75 who are occupying market properties with 3 beds or more.

6.0 OLDER PERSONS SPECIALIST HOUSING NEEDS

a) The Calculation of Future Need

6.1 The calculation of future need has used the Older Persons Housing Needs Model First Review (2023). This uses an average of 10 yr projections for the average Annual Growth Rate (AAGR) and the Growth projections for all Prevalence Rates to determine future national prevalence rates. This has the advantage of modelling forward the trends established by the actual decisions made by real households regarding how they wish to meet future housing needs. A full explanation of the approach is set out in appendix 3 of this report.

b) The Calculation of Future Need using Local Prevalence Rates

6.2 The National prevalence rates are subject to two local adjustments which seek to reflect local circumstances with regard to tenure, size, health and price of housing when compared to the national position which have an impact on demand for market specialist older persons housing. These are:

- a) House Price
- b) Tenure, property size and health.

6.3 The local adjustment applies the average of these two ratios to the national derived prevalence rate. It is of note that these two factors can at times counterbalance each other rather than simply reinforce each other.

6.4 The outputs of the calculation of prevalence rates are set out in the first table below which compares the resulting prevalence rates with existing and proposed national rates. The second table sets out the resulting need for each type and tenure of accommodation using these rates.

Table 3. Existing and proposed national and local prevalence rates for Sheffield

Type	Tenure	Existing Local Prevalence Rates	Proposed National Prevalence rates	Proposed Local Prevalence rates
Age Exclusive	Social Landlord	7	14	14
	Ownership	4	6	5
Sheltered Housing	Social Landlord	39	42	42
	Ownership	9	25	21
Enhanced Sheltered Housing	Social Landlord	1	1	1
	Ownership	0	3	3
Extra Care 24/7 support	Social Landlord	15	20	20
	Ownership	6	68	58
Total		80	179	164

Source: SPRU/ONS/EAC

NOTE This includes the approved scheme at Birley Moor Avenue (21/03193/RG3) but not the refused application for Inspired Villages at Dore Garden Centre

Table 4. Existing and future need for older persons accommodation in Sheffield

Type	Tenure	Proposed Prevalence rates	2021	2031	2039	2043
Sheffield	75 +		46,757	53,459	61,396	66,603
Age Exclusive	Social	14	655	748	860	932
	Market	5	239	273	314	341
Sheltered Housing	Social	42	1,964	2,245	2,579	2,797
	Market	21	996	1,139	1,308	1,419
Enhanced Sheltered Housing	Social	1	47	53	61	67
	Market	3	120	137	157	170
Extra Care 24/7 support	Social	20	935	1,069	1,228	1,332
	Market	58	2,710	3,098	3,558	3,860
Total		164	7,665	8,764	10,065	10,918

Source: SPRU/ONS/EAC

c) Conclusion on the level of future need for Specialist Older Persons Market Extra Care housing

- 6.5 Using the local prevalence rates in the updated SPRU Older Persons Housing Need Model the need for Specialist Older Persons Market Housing with Care (Enhanced Sheltered and Extra Care) is calculated to be 2,710 units in 2021 rising to 3,860 units by 2043.
- 6.6 This is higher than the need calculated using the generic prevalence rate of 30 units per 1000 persons 75+ from the earlier "Housing in Later Life" tool kit. This rate would generate a future need for just 1,402 units ($46,757 \times 30 / 1000$) in Sheffield but this approach is now considerably out of date and has been criticised by a previous Inspector for not being ambitious enough²⁹.
- 6.7 At 58 units per 1,000 the rate is considerably below the existing national average prevalence rates for Extra Care in Australia, New Zealand, and the US³⁰.
- 6.8 It is also just below the minimum requirement that is being proposed by Professor Mayhew³¹ in his review of the sector but below the target rate. The Mayhew Review sets a minimum rate of delivery of 30,000 units a year and a target of 50,000 extra care units a year. Using the 2020 national projections from the ONS this translates to a minimum national prevalence rate of 81 units per 1000 of the population up to 75 years and a target of 133 units per 1000 population 75 and over.
- 6.9 The table below compares the output of the SPRU/DLP Model in the context of the recommendations of the Mayhew report. This shows that the levels of provision that would result from meeting the SPRU projection would in fact only just meet Mayhew's minimum requirement and fall considerably short of the recommended target in that report.

²⁹ Appeal Ref: APP/Q3115/W/20/3265861 Little Sparrows, Sonning Common, Oxfordshire RG4 9NY

³⁰ Older Persons Housing Model SPRU/DLP 2022 table 15 page 75

³¹ The Mayhew Review Future-proofing retirement living Easing the care and housing crises

Table 5. Comparison of SPRU requirements for Older Persons Housing with care to the recommendations of the Mayhew Report for Sheffield

	Minimum (30,000 dpa)	Target (50,000 dpa)
Mayhew Review	30,000	50,000
England Existing provision 2023 EAC	684,831	684,831
2023 Population over 75*	5,306,197	5,306,197
Prevalence rate at 2023 (Units per 1000)	129	129
Mayhew Additional 2023 to 2043	600,000	1,000,000
England Mayhew Proposed Provision 2043	1,284,831	1,684,831
2043 Population over 75*	7,824,909	7,824,909
Mayhew based Prevalence Rates 2043 Units per 1000	164	215
Sheffield		
Local Pop Over 75 at 2042	66,603	66,603
Application of Mayhew based prevalence rates on the local population	10,936	14,341
Results of SPRU Prevalence Rates Gross Requirement	10,918	10,918

Source: Census 2021/Mayhew Review/SPRU/2020 interim projections

- 6.10 The resulting prevalence rates are also below the level of potential need implied by past surveys which suggest that more than a third of people might consider moving to specialist accommodation³².
- 6.11 It is accepted that against these comparisons the SPRU Model might still be regarded as somewhat cautious however in the context of the SPRU research, such levels of provision are clearly not only achievable but are also required.

³² Older Persons Housing Model SPRU/DLP 2022 Section 3 Retirement Living Survey Results

7.0 EXISTING SUPPLY AND FUTURE NET NEED

a) Existing Supply

- 7.1 The existing supply is based on the data provided by the Elderly Accommodation Counsel Q4 2023. This includes the approved scheme at Birley Moor Avenue (21/03193/RG3) but not the refused application for Inspired Villages at Dore Garden Centre
- 7.2 All the existing facilities are listed in Appendix 2.
- 7.3 The breakdown of the existing supply by tenure and type is set out in the table below:

Table 6. Existing supply of specialist older persons accommodation by type and tenure

Type	Tenure	Sheffield
Age Exclusive	Social Landlord	313
	Ownership	167
Sheltered Housing	Social Landlord	1,821
	Ownership	415
Enhanced Sheltered Housing	Social Landlord	37
	Ownership	0
Extra Care 24/7 support	Social Landlord	715
	Ownership	283
Total		3,751

Source: EAC/SPRU

- 7.4 At present there 1,035 Specialist Older Persons Housing with Care (Enhanced Sheltered and Extra Care) of which all 283 are Specialist Older Persons Market Housing with Care (Enhanced Sheltered 0 and Extra Care 283). The Extra Care and Enhanced Sheltered Housing are listed below. It should be noted that while the model breaks down the provision of housing with care into the following categories it is the overall level of housing with care that is being provided that is important.

Table 7. Existing Extra Care facilities

Scheme Name	Address	Properties	Tenure 1
Jacobs Gate	Troutbeck Road, Sheffield, South Yorkshire, S7 2QA	65	leasehold
Forthcoming development	Brickhouse Lane, Sheffield, South Yorkshire, S17 3DQ	125	leasehold
Windsor House	900 Abbeydale Road, Sheffield, S7 2BN	64	leasehold
Fairthorn	Newfield Lane / Townhead Road, Dore, Sheffield, S17 3AJ	29	leasehold
Guildford Grange	1-41 Guildford View, Norfolk Park, Sheffield, Yorkshire, S2 2NZ	40	Rent (social landlord)
Roman Ridge	2 Lavender Way, Daffodil Road, Wincobank, Sheffield, South Yorkshire, S5 6DD	86	Rent (social landlord)
Buchanan Green	256 Buchanan Road, Parson Cross, Sheffield, South Yorkshire, S5 8AR	132	Rent (social landlord)
Forthcoming development	Birley Moor Avenue, Birley Lane, Sheffield, South Yorkshire, S12 3AZ	141	Rent (social landlord)
The Meadows	30 Busk Meadows, Shirecliffe, Sheffield, South Yorkshire, S5 7JH	39	Rent (social landlord)
White Willows	90 Dyche Road, Jordansthorpe, Sheffield, South Yorkshire, S8 8DS	60	Rent (social landlord)
Brunswick Gardens Village	Junction Road, Woodhouse, Sheffield, South Yorkshire, S13 7RB	217	Rent (social landlord)

Source: EAC

Table 8. Existing Enhanced Sheltered Housing facilities

Scheme Name	Address	Properties	Tenure
Southcroft	33 Psalter Lane, Sheffield, S11 8YL	37	Rent (social landlord)

Source: EAC

b) Potential Supply

- 7.5 The EAC data base records the site at Birley Moor Avenue (21/03193/RG3) as well as the now refused application for Inspired Villages at Dore Garden Centre. As stated above the former has been included in the supply already and the latter has been discounted.
- 7.6 A search of the Council's data base (using the terms older persons, C2, and extra care) suggests that there are no other potential sites with planning permission or subject to planning applications that might come forward to deliver additional older persons housing.
- 7.7 Taking into account of the lack of a pipeline of supply above the future requirement for Older Persons Specialist Housing is set out in the table below.

Table 9. Existing supply of and need for specialist older persons accommodation by type and tenure

Type	Tenure	Sheffield Existing Supply	2021	Net need 2021	Pipeline	2043	Net Need 2043
Age Exclusive	Social Landlord	313	655	342	0	932	619
	Ownership	167	239	72	0	341	174
Sheltered Housing	Social Landlord	1,821	1,964	143	0	2,797	976
	Ownership	415	996	581	0	1,419	1,004
Enhanced Sheltered Housing	Social Landlord	37	47	10	0	67	30
	Ownership	0	120	120	0	170	170
Extra Care 24/7 support	Social Landlord	715	935	220	0	1,332	617
	Ownership	283	2,710	2,427	0	3,860	3,577
Total		3,751	7,665	3,914	0	10,918	7,167

Source: EAC/SPRU/SDC planning application web site

c) Existing and future provision of Market Extra Care compared to need.

- 7.8 In conclusion as identified by table above the unmet need for Specialist Older Persons Market Housing with Care is some 3,577 extra care units (taking account that there is nothing identified in the pipeline) and a further 170 Enhanced Sheltered Units. This does not take into account any potential additional provision from future planning applications or allocations as none have been identified beyond those in the above table.

d) Existing and future provision of Market Housing with Care compared to need.

- 7.9 The table below simplifies the categories and includes the contribution from both the Enhanced Sheltered units and the Extra Care units to the future need for housing with care.

Table 10. Summary of future Supply and Need for Older Persons Housing including the possible pipeline of supply

Type	Tenure	Sheffield Existing Supply	2021	Net need 2021	2043	Net Need 2043
Older Persons Housing without Care	Social Landlord	2,134	2,618	484	3,730	1,596
	Ownership	582	1,235	653	1,760	1,178
Older Persons Housing with Care	Social Landlord	752	982	230	1,399	647
	Ownership	283	2,829	2,546	4,030	3,747

Source: SPRU/EAU

- 7.10 In summary the table above concludes that in respect of social provision there might be a movement away from some of the specialist older persons without care into units with care.
- 7.11 The results however suggest that the focus of the increase should be on delivering specialist older persons market housing with care as this is the highest need - some 3,747 net additional units required by 2043 taking account of existing supply.

8.0 THE BENEFITS OF RELEASING FAMILY HOUSING.

- 8.1 This section briefly the importance of the provision of specialist Older Persons Market Housing in respect of the release of family housing.
- 8.2 Sheffield has a slightly lower percentage (89.55) of owner occupiers over 75 still occupying properties that have 3 or more bedrooms. This compares with 92% for England.
- 8.3 This means 24,059 people over 75 are owner occupiers in dwellings with 3 bedrooms or more. There are also 2,213 people over 75 who reside in social rented accommodation occupy dwellings with 3 bedrooms or more.
- 8.4 Of the total 32,567 persons over 75 living in their own property some 17,579 are described as being deprived in health and disability of those some 12,960 occupy homes with 3 or more bedrooms.
- 8.5 In these circumstances the provision of specialist accommodation for older people in the context of the wider housing market is important. Such accommodation allows the market to work more efficiently, by releasing family housing, and is one element of the response to the Housing Crisis and is part of the policy initiatives to address the fundamental shortfall in housing provision that has occurred over previous years.
- 8.6 At the national level, there is a recognition in the Framework (paragraph 63) that the needs of older persons should be considered and reflected in planning policies and that these should encompass the full range of retirement and specialised housing (Annex 2).
- 8.7 The evidence suggests that older persons moving or “rightsizing” into specialist accommodation is a sideways move in the housing market which releases family housing (3+ bedrooms) into the housing market and that this benefits not just the older households but extends across the housing market including to first time buyers.
- 8.8 In considering the benefits of specialised accommodation for older people provision, the Government, the Research³³ and appeal decisions all highlight the importance of adopting a ‘whole chain’ view of the housing market – recognising that helping the private sector serve older people at the top of the ladder will have a trickle-down effect of unlocking supply, benefiting those at every other step of the ladder.
- 8.9 Extra Care is according to the research, likely to release the same number family houses (of 3 bedrooms or more) as Extra Care units delivered. In respect of more local impacts research suggest that some 60% of those who take up these units will have moved less than 10 miles thereby resulting in the release family homes locally³⁴.
- 8.10 In accordance with other appeal decisions, the wider market benefits of the proposal in releasing family housing as identified should by reference to national and local evidence be given significant weight in the determination of applications for specialist older persons housing with care^{35 36 37}.

³³ https://www.dlpconsultants.co.uk/wp-content/uploads/2022/04/DLP-SPRU_Older_Person_Housing_Need_Research.pdf

³⁴ Knight Frank - Senior Living Survey, Senior living Research 2019 page 5

³⁵ Little Sparrows, Sonning Common Appeal Ref: APP/Q3115/W/20/3265861 (DL Paragraphs 11 and 130).

³⁶ Land to the east of Reading Road, Lower Shiplake APP/Q3115/W/19/3220425 (DL paragraph 5)

³⁷ Site of the former Hazeldens Nursery, APP/D3830/W/19/3241644 (DL paragraph 94)

9.0 OTHER BENEFITS OF SPECIALIST OLDER PERSONS HOUSING

9.1 Current provision is largely focused on sheltered housing and care homes. However, these do not address the ever-rising demand from homeowners to access age-appropriate housing, of the same tenure.

9.2 The benefits identified from our research³⁸ include the following:

- a) For occupiers of specialist older person accommodation, improved quality of life by virtue of on-site support, better social networks, safer environment, repairs and maintenance, being independent for longer.
 - i) Benefits to other services in respect of:
 - 1. An average saving of some £550³⁹ to other services for each older person living in specialist housing (for range of services see appendix .
 - 2. For extra care housing, the delay or prevention of a move into residential care providing cost savings to the public purse in the long term of, on average, £28,080⁴⁰
 - 3. Health and social care provision can be streamlined within specialist housing using visiting health professionals.
 - ii) Supporting sustainable communities - older persons make greater use of local facilities.
 - iii) Reducing fuel poverty.
 - iv) Stimulating the housing market including:
 - 1. Releasing larger homes for families to occupy, this having a positive knock-on effect, which stimulates the housing chain and ultimately benefits the first-time buyer
 - 2. Properties vacated are usually re-occupied by younger families, are then refurbished, and made more energy efficient, helping to achieve other sustainability goals
 - 3. In the affordable housing sector, better housing choices for older people can free up family housing, reducing waiting lists for social housing
 - 4. Benefits to the economy both through construction and operational phases.

³⁸ The Older Persons Housing Need Model SPRU/DLP April 2022

³⁹ CapGemini (2009) Cost-benefit analysis of the Supported People programme

⁴⁰ Essex County Council presentation to the All Party Parliamentary Group on housing and care for older people, November 2016

10.0 CONCLUSION ONT THE LEVEL OF NEED FOR OLDER PERSONS HOUSING

- 10.1 The purpose of this report is to identify the future need for specialist housing for older persons and in particular the need for Extra Care market housing.
- 10.2 The SPRU Older Persons Housing Model First Review suggests the there is an overall net need of 7,167 but that the focus of the increase in the supply of older persons housing should be on delivering specialist older persons market housing with care as this is the highest need - some 3,577 net additional units required by 2043 taking account of existing supply.
- 10.3 The LHNA suggests a higher overall need of 8,107 units but a lower need for just 1,137 market units with care and some 2,284 units without care. While this is considered to be a significant underestimation of the actual need it nevertheless still demonstrates that there remains an unmet need for all types of older persons housing including market housing.
- 10.4 There is a lack of detail of the Council's approach in terms of evidence supporting the initial prevalence rates and a comparison between approaches, highlights that the SPRU approach models forward prevalence rates based upon the changing pattern of decisions that actual households are making in meeting their housing needs in older age and extrapolating this trend forwards. The Council's approach does not appear to be acknowledging this trend in extra care which the SPRU research shows is particularly noticeable in market extra care.
- 10.5 The SPRU approach is to be preferred as it is based on the trend in actual decision making that has occurred, it has advantages over the survey based approach in that while these are useful, the responses are based upon the present knowledge of the respondents and if they are unaware of the nature of "extra care" many will perceive it as being like a care home (which it is not) and therefore may discount it as a potential solution.
- 10.6 The SPRU approach is also to be preferred as it considers tenure as an important factor in terms of future need and in particular the recent growth in the need for market extra care.
- 10.7 As explained earlier the level of demand has been calculated using SPRU's national prevalence rates to which has been applied SPRU's local adjustment. This is based upon recent (2022) research⁴¹ and builds upon the original model proposed in that publication. This approach is supported by projections based on rates of delivery of specific types and tenures of specialist housing for the period 2011 to 2021, as well as by reference to survey results and international comparisons.
- 10.8 In respect of the local prevalence rate derived from the SPRU model the 61 units per 1000 used in this calculation (the combined rate for Enhanced Sheltered 3 and Extra Care 58) is lower than the average national rates that the SPRU report has suggested notably the Annual Average Growth Rate 10 year projection which returns a prevalence rate of 62.2 per 1000 and the Growth 10 year Projection which returns a rate of 73.8 units per 1000⁴².
- 10.9 The proposed prevalence rate is also below the level of potential need implied by past surveys which suggest that about a more than a third of people might consider moving to specialist accommodation⁴³.
- 10.10 It is accepted that against these comparisons the results from the SPRU Model might still be somewhat cautious however in the context of the SPRU research such levels or provision are clearly not only achievable but also required.
- 10.11 In light of the evidence in this report the following can be concluded in terms of future needs

⁴¹ Older Persons Housing Model SPRU/DLP 2022

⁴² Older Persons Housing Model SPRU/DLP 2022 table 12 page 64

⁴³ Older Persons Housing Model SPRU/DLP 2022 Section 3 Retirement Living Survey Results

for older persons housing in Sheffield is:

- a) The need to address the provision of specialist housing for older persons remains “critical”.
 - b) There remains a specific and immediate need for Extra Care provision and in particular Market Extra Care housing.
 - c) Additional Extra Care units will go towards meeting that need and should be given significant weight.
 - d) The health and well-being benefits of the provision of Market Extra Care should be given significant weight⁴⁴.
- 10.12 In this context the provision of additional Market Extra Care units (Specialist older persons market housing with care) will assist in addressing this unmet need and should in principle be supported by Officer’s and Councillors.
- 10.13 In these circumstances the provision of Market Extra Care Housing should be welcomed and supported by the Council.
- 10.14 The proposed policy changes are in summary as follows:
- a) The plan should make specific allocations for the provision of specialist older persons market housing with care. While this should be identified as a C2 use, even if this is not accepted by the council a specifically worded policy requiring the provision of extra care accommodation supported by the evidence in this report can be successful as a development management policy tool in securing such provision.
 - b) The plan should identify (if possible, the delivery of specialist older persons housing with care on any larger strategic sites which are recommended though main modifications as there are none at present which could support specialist older persons housing.
 - c) There should be an “exceptions” policy that would allow for sustainable located green field sites on the edge of settlements to be developed provided certain criteria are met.
 - d) The plan should make it clear that “extra care units” should be classed as C2 because of the level of care but would nevertheless count toward meeting the Council’s overall housing need.
- 10.15 In respect of considering an application for older persons housing prior to the adoption of the next plan should be considered on the following grounds:
- a) the tilted balance is likely to apply as the policies relating to older persons housing which will make up all or at least part of the “basket” of relevant policies are out of date
 - b) The provision of any “Extra Care” units should be given significant weight
 - c) The release of family housing should be given significant weight

⁴⁴ Obid paragraph 112

11.0 THE NEED FOR CARE HOME BEDS

a) The evidence base for the submitted policies (Sheffield and Rotherham SHMA 2018)

- 11.1 The need for Care Home Beds which informed the submitted policies was calculated in the earlier SHMA (Core Document HS05). This suggested just 202⁴⁵ beds being required in Sheffield in the plan period.
- 11.2 It is important to note that Table 7.10 (The future accommodation type for those expecting to move and needing additional support (gross-weighted)) of the Sheffield and Rotherham SHMA 2018 is derived from responses to a survey of households resulting in 3,836 valid responses⁴⁶.

b) The New Evidence base (Sheffield LHNA 2024)

- 11.3 Paragraph 4.27 of the LHNA 2024 states that the following prevalence rates, expressed as a need per 1,000 people aged 75 and over have been used in the analysis of the need for care home beds:
- a) Residential care– 44 bedspaces; and
 - b) Nursing care– 50 bedspaces
- 11.4 These prevalence rates have been derived from the 2016 Housing LIN Review but have had local adjustments made to reflect long-term health problem or disability of the local population (para 4.25) the 2019 Index of Multiple Deprivation (4.26).
- 11.5 The results of the analysis are shown in the table below:

Table 11. Extract from LHNA Table 4.10 Specialist Housing Need using adjusted SHOP@Review Assumptions, 2022-39 – Sheffield

	Housing demand per 1,000 75+	Current supply	Current demand	Current shortfall/surplus (-ve)	Additional demand to 2039	Shortfall/surplus by 2039
Residential care bedspaces	44	1,757	2,109	352	514	866
Nursing care bedspaces	50	2,442	2,372	-70	578	509
Total bedspaces	94	4,199	4,481	282	1,092	1,374

Source: Sheffield LHNA 2024

- 11.6 The current level of need is low and is comparable to the need calculated in the earlier SHMA HS05 which suggested just 202 beds being required in Sheffield in the plan period.
- 11.7 As with the assessment of Older persons housing the increase in the potential level of need for Care Home Beds from the evidence which formed the basis to the policy (a need of just 202) to the new evidence which suggests a need which is over 6 times larger must require a different policy response to that originally proposed.
- ### c) Assessment of adequacy of existing Care Home stock
- 11.8 Neither of the assessments considered the adequacy of the existing stock of care home beds. This is an important consideration to inform future policy as it can not be assumed that the required improvements to stock can be delivered in situ. For example the provision of ensuite facilities, preferably wet rooms, will not be possible in some of the existing buildings.

⁴⁵ Sheffield and Rotherham SHMA 2018 Table 7.10

⁴⁶ Sheffield and Rotherham SHMA 2018 Para 1.3

- 11.9 This section quickly reviews that status of the existing stock starting with the assessment of the quality of the stock by the Care Quality Commission. The charts below show the following:
- a) Only 69% of the current stock is rated as “Good” by the Care Quality Commission
 - b) Over 90% of the stock is over 10 years old and 79% of the stock is over 20 years old
 - c) Nearly a quarter of the rooms (24%) do not have any ensuite facilities and only 18% have a wetroom. This is a higher percentage of rooms without ensuite facilities than for England. In addition the level of wet room provision at just 18% is also substantially lower than the average for England.
- 11.10 In respect of overall bed numbers this translates as follows:
- a) Some 942 beds were in Homes registered as requiring improvement or inadequate.
 - b) Only 469 beds have been supplied in the last 10 years the remaining 3,023 are over 10 years old.
 - c) Some 830 beds do not have any ensuite facilities.
- 11.11 While the net need has been calculated as being some 1,374 new beds there could be a requirement to replace also another 1,000 to secure appropriate (CQC “Good”) provision taking into account the inadequacies of the existing stock.

Figure 1. Care Quality Commission rating of Care Homes



Figure 2. Age of Care Homes

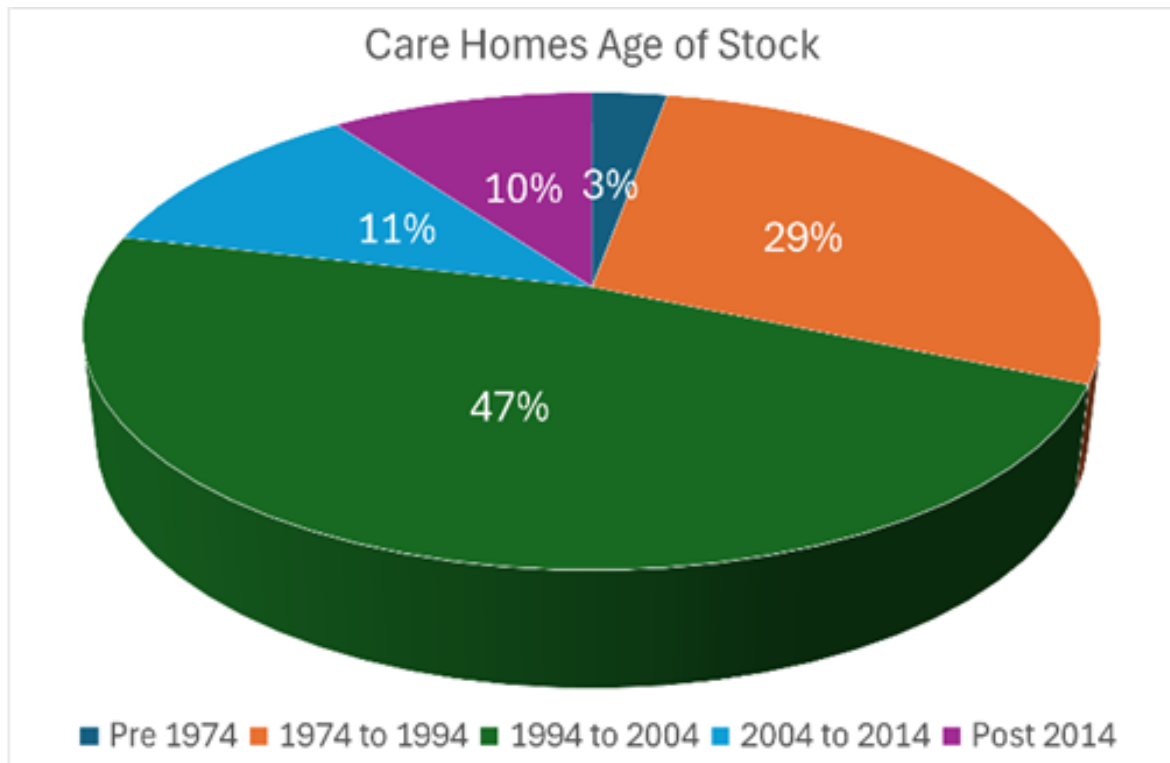
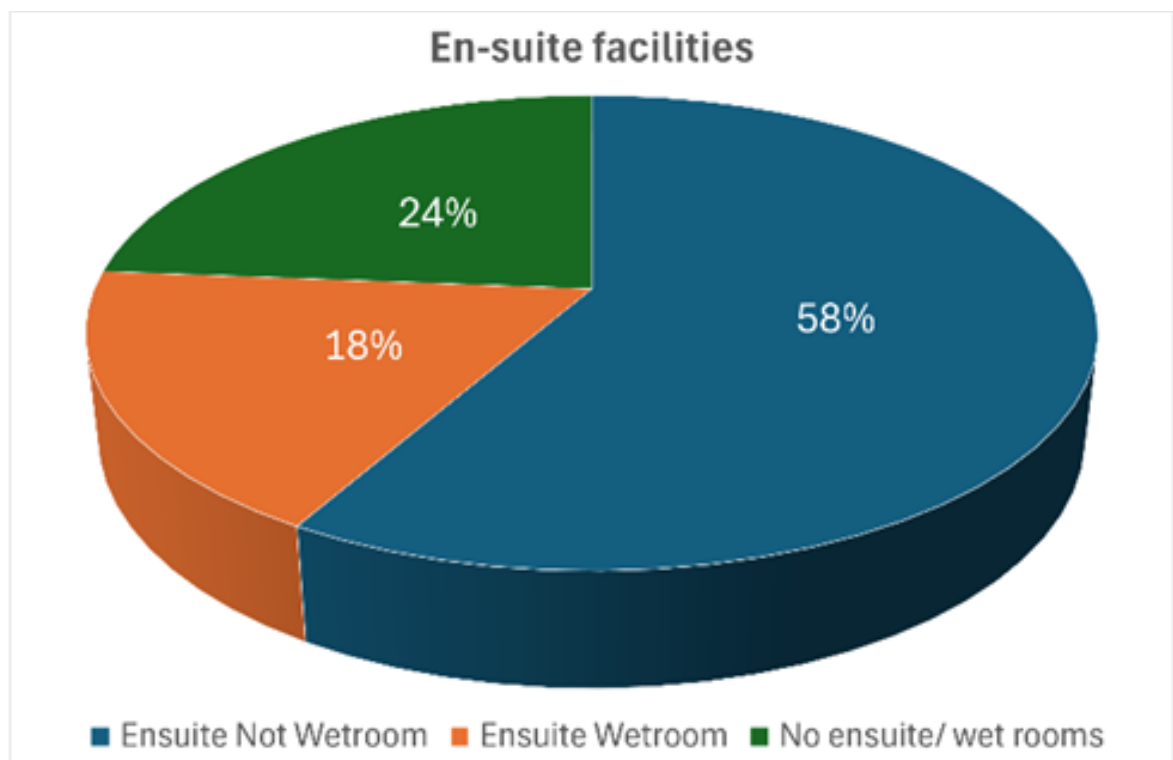


Figure 3. Rooms with ensuite facilities



d) Conclusion on the future need for Care Home Beds in Sheffield

- 11.12 The Sheffield LHNA 2024 utilises prevalence rates have been derived from the 2016 Housing LIN Review.
- 11.13 The current level of need assessed by the Sheffield LHNA 2024 is low and is comparable to the need calculated in the earlier SHMA HS05 which suggested just 202 beds being required in Sheffield in the plan period.
- 11.14 The future level of net need is some 1,374 additional beds.
- 11.15 This is a significant increase from the 202 beds which provided the evidence base for the submitted policies and requires a different policy response to the submitted plan.
- 11.16 In addition the Sheffield LHNA 2024 did not consider the status of the existing stock, over 79% of which is over 20 years old, and 24% of the rooms have no ensuite facilities (a higher than the average for England), in addition the level of wet room provision at just 18% is substantially lower than the average for England.
- 11.17 It cannot be concluded that the existing supply is suitable to meet future needs without substantial levels of replacement.
- 11.18 In these circumstances while the net need has been calculated as being some 1,374 new beds there could be a requirement to replace another 1,000 or so care home beds in order to secure appropriate (CQC "Good") provision of care home beds taking into account the inadequacies of the existing stock.
- 11.19 Like the need for Older persons specialist housing this is considered to represent a critical need and in itself represent exceptional circumstances justifying green belt review and appropriate allocations. Given the paucity of suitable allocations it is also considered that Care Homes (C2) should also fall within the exceptions policy suggested for Older persons housing.

APPENDIX 1: TABLE 3.3.6(I)(A) AVERAGE COSTS PER ANNUM OF EVENTS PER UNIT OF SP SUPPORT

Table 3.3.6(i)(a) Average costs per annum of events per unit of SP support, with existing support package (involving SP) and with a similar package without SP			
Event type	Cost per annum (basic package)	Cost per annum (without SP)	Additional cost (without SP)
Visiting a district nurse	£64	£68	£3
Visiting a community health physiotherapist	£55	£58	£3
Visiting a community health occupational therapist	£26	£28	£1
Attending an outpatient appointment	£127	£134	£7
Being admitted to hospital due to general health issue	£511	£567	£55
Having a fall requiring health and social care services	£102	£108	£5
Visiting a GP due to general health issue	£316	£332	£17
Being visited by a community mental health nurse	£6	£6	£0
Being admitted to an acute mental health ward	£7	£7	£1
Being a victim of burglary	£47	£49	£1
Being a victim of street crime (violent crime or mugging)	£34	£35	£1
Experiencing homelessness	£0	£15	£15
Receiving non-statutory home care services	£0	£428	£428
Receiving urgent dental treatment (i.e. "units of dental activity" that are urgent)	£9	£22	£13
Total	£1,305	£1,855	£550

Source: DCLG Research into the financial benefits of the Supporting People programme, 2009

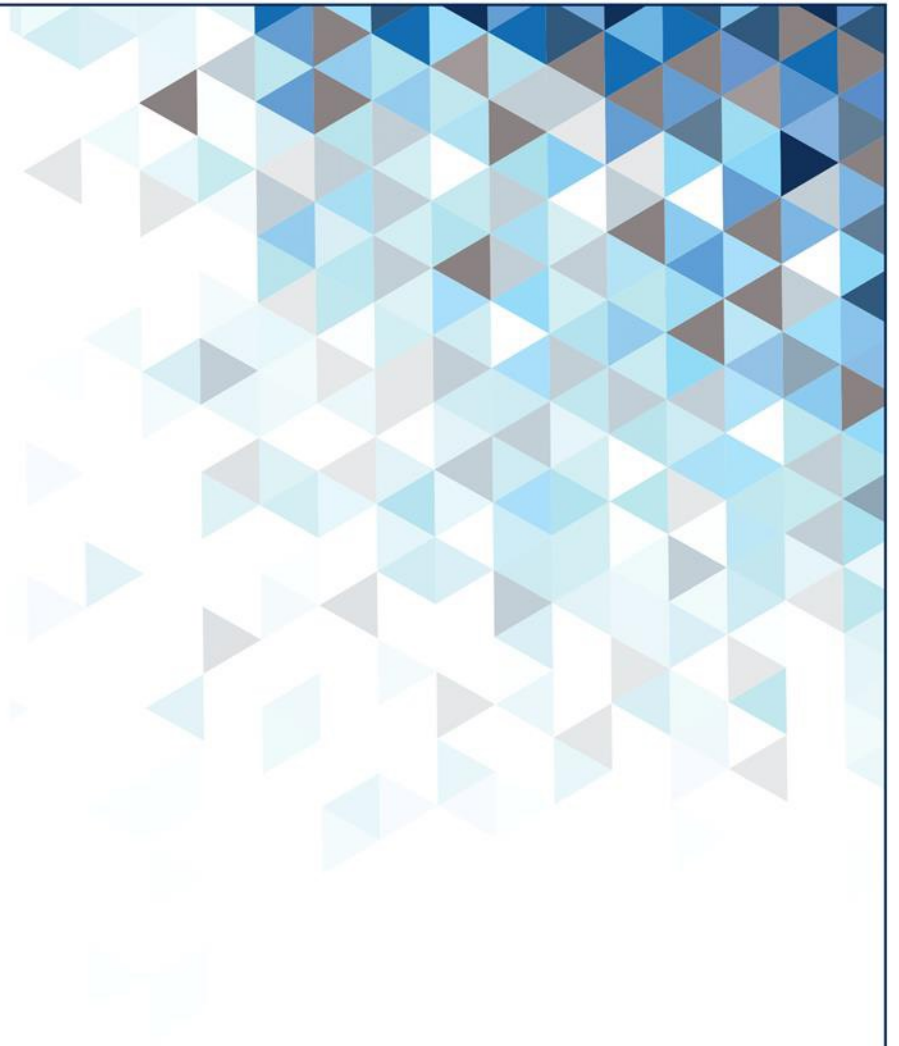
APPENDIX 2: EXISTING OLDER PERSONS HOUSING SCHEMES

Scheme Name	Address	Properties	Age exclusive	Sheltered	Enhanced sheltered	Extra Care Housing	Tenure 1
Jacobs Gate	Troutbeck Road, Sheffield, South Yorkshire, S7 2QA	65	FALSE	FALSE	FALSE	TRUE	leasehold
Hannah Rawson Almshouses	Worrall Road, Sheffield, South Yorkshire, S6 4BB	6	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Greenside House	260 St Aidans Drive, Norfolk Park, Sheffield, South Yorkshire, S2 2ND	44	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Dellside	84 Ashdell Road, Broomhill, Sheffield, South Yorkshire, S10 3DB	25	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
St Clements Court	10 Mauncer Lane, Woodhouse, Sheffield, South Yorkshire, S13 7JF	35	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Ash Tree Court	Eccles Street, Wincobank, Sheffield, South Yorkshire, S9 1LN	11	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Fox St/Andover St/Gray St	Pitsmoor, Sheffield, S3 9HE	18	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Harrowden Court	Tinsley, Sheffield, South Yorkshire, S9 1XF	8	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Sutton Heights	Laird Drive, Sheffield, South Yorkshire, S6 4BW	20	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Fitzwilliam Court	113-115 Eccleshall Road, Sheffield, South Yorkshire, S11 9GE	40	FALSE	TRUE	FALSE	FALSE	leasehold
Kings Court	358 Manchester Road, Crosspool, Sheffield, South Yorkshire, S10 5DQ	32	FALSE	TRUE	FALSE	FALSE	leasehold
Munro Court	Bartin Close, off Dunkeld Road, Sheffield, S11 9GF	40	FALSE	TRUE	FALSE	FALSE	leasehold
Ranulf Court	Abbeydale Road South, Mil Houses, Sheffield, South Yorkshire, S7 2PZ	44	FALSE	TRUE	FALSE	FALSE	leasehold
Fife Street	Wincobank, Sheffield, S9 1NL	12	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Marfield Croft	Ecclesfield, Sheffield, South Yorkshire, S35 9UW	16	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Beverley House	5 Kingfield Road, Ecclesall, Sheffield, South Yorkshire, S11 9AS	12	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Brigadier Hargreaves Court	468 Stradbroke Road, Woodhouse, Sheffield, South Yorkshire, S13 7GB	40	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
0	0	0	0	0	0	0	0
Forthcoming development	Brickhouse Lane, Sheffield, South Yorkshire, S17 3DQ	125	FALSE	FALSE	FALSE	TRUE	leasehold
John Eatons Almshouses	Bunting Nook, Sheffield, South Yorkshire, S8 8JU	35	FALSE	TRUE	FALSE	FALSE	licence
Scampton Lodge	84 Bishopsholme Road, Sheffield, South Yorkshire, S5 7DF	40	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Waddington House	Edgedale Road, Sheffield, South Yorkshire, S7 2BQ	37	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Lifestyle House	2 Melbourne Avenue, Broomhill, Sheffield, S10 2QH	36	FALSE	TRUE	FALSE	FALSE	leasehold
Grenoside Grange Close	Grenoside, Sheffield, South Yorkshire, S35 8LY	12	TRUE	FALSE	FALSE	FALSE	leasehold
Hafferty Court	261 Bellhouse Road, Sheffield, South Yorkshire, S5 6HR	25	FALSE	TRUE	FALSE	FALSE	leasehold
Hutcliffe Wood View	Sheffield, South Yorkshire, S8 0DY	30	TRUE	FALSE	FALSE	FALSE	leasehold
Mortomley Hall Gardens	High Green, Sheffield, South Yorkshire, S35 3HG	26	TRUE	FALSE	FALSE	FALSE	leasehold
Flora Grange	Church Street, Stannington, Sheffield, S6 6DB	43	FALSE	TRUE	FALSE	FALSE	leasehold
Windsor House	900 Abbeydale Road, Sheffield, S7 2BN	64	FALSE	FALSE	FALSE	TRUE	leasehold
Fairthorn	Newfield Lane / Townhead Road, Dore, Sheffield, S17 3AJ	29	FALSE	FALSE	FALSE	TRUE	leasehold
Southcroft	33 Psalter Lane, Sheffield, S11 8YL	37	FALSE	FALSE	TRUE	FALSE	Rent (social landlord)

Scheme Name	Address	Properties	Age exclusive	Sheltered	Enhanced sheltered	Extra Care Housing	Tenure 1
Otium of Stocksbridge	614 Manchester Road, Stocksbridge, Sheffield, South Yorkshire, S36 1DY	56	FALSE	TRUE	FALSE	FALSE	leasehold
Bowfield Court	Etwell Way, Shiregreen, Sheffield, South Yorkshire, S5 6LH	33	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Mary Tozer House	47 Lydgate Lane, Sheffield, South Yorkshire, S10 5FH	30	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Queen Anne Court	Raeburn Place, Sheffield, South Yorkshire, S14 1SH	10	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Guildford Grange	1-41 Guildford View, Norfolk Park, Sheffield, Yorkshire, S2 2NZ	40	FALSE	FALSE	FALSE	TRUE	Rent (social landlord)
Sunnybank	2-62 Sunny Bank, off William Street, Sheffield, South Yorkshire, S10 2DF	31	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Arbournthorne Scheme	Errington Crescent, Arbournthorne, Sheffield, South Yorkshire, S2 2ED	56	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Newton Grange	599 Manchester Road, Stocksbridge, Sheffield, South Yorkshire, S36 1DP	55	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Roman Ridge	2 Lavender Way, Daffodil Road, Wincobank, Sheffield, South Yorkshire, S5 6DD	86	FALSE	FALSE	FALSE	TRUE	Rent (social landlord)
Balfour House	Horner Close, Stocksbridge, Sheffield, South Yorkshire, S36 1LQ	30	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Blackberry Hamlet	off Halfway Drive, Mosborough, Sheffield, South Yorkshire, S20 4TD	33	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Blackwell Court	Blackwell Place, Hyde Park, Sheffield, South Yorkshire, S2 5PW	33	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Buchanan Green	256 Buchanan Road, Parson Cross, Sheffield, South Yorkshire, S5 8AR	132	FALSE	FALSE	FALSE	TRUE	Rent (social landlord)
Callow Mount	Handbank Block, Callow Mount, Heeley, Sheffield, South Yorkshire, S14 1PJ	47	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Cambridge Court	120 Cambridge Road, Heeley, Sheffield, South Yorkshire, S8 9SN	38	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Charles Square Hamlet	High Green, Sheffield, South Yorkshire, S35 4FS	34	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Cherry Tree	4 Union Road, Nether Edge, Sheffield, South Yorkshire, S11 9EF	26	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Crabtree Grange	191 Crabtree Road, Burngreave, Sheffield, South Yorkshire, S5 7BA	25	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Elm Tree House	7 Ridgeway Road, Ridgeway, Sheffield, South Yorkshire, S12 2TW	41	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Ernest Copley House	Peckham Road, High Green, Sheffield, South Yorkshire, S35 3JA	49	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Ernest Fox House	Lump Lane, Grenoside, Sheffield, South Yorkshire, S35 8PZ	52	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Eva Ratcliffe House	Yew Lane, Ecclesfield, Sheffield, South Yorkshire, S5 9BE	49	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Forthcoming development	Birley Moor Avenue, Birley Lane, Sheffield, South Yorkshire, S12 3AZ	141	FALSE	FALSE	FALSE	TRUE	Rent (social landlord)
Helliwell Court Hamlet	52 Helliwell Lane, Deepcar, Sheffield, South Yorkshire, S36 2QH	41	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Holly Bank	1 Mansfield Drive, Sheffield, South Yorkshire, S12 2BF	35	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
John Trickett House	Bevan Way, Chapelton, Sheffield, South Yorkshire, S35 1RL	45	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Kinsey Road Sheltered Scheme	Kinsey Road, High Green, Sheffield, South Yorkshire, S35 4HP	68	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Low Edges	Low Edges Road, Lowedges, Sheffield, South Yorkshire, S8 7JG	24	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Lytton Court	37 Lytton Drive, Sheffield, South Yorkshire, S5 8AZ	32	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Manor House	706 Stannington Road, Stannington, Sheffield, South Yorkshire, S6 6AJ	32	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Mount View Lodge	194 Derbyshire Lane, Heeley, Sheffield, South Yorkshire, S8 8SE	27	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Newgate Close House	Vickers Road, High Green, Sheffield, South Yorkshire, S35 4PD	80	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)

Scheme Name	Address	Properties	Age exclusive	Sheltered	Enhanced sheltered	Extra Care Housing	Tenure 1
Newton Croft	Chapel Street, Woodhouse, Sheffield, South Yorkshire, S13 7JN	36	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Orpen House	Mawfa Road, Norton, Sheffield, South Yorkshire, S14 1AZ	33	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Painted Fabrics	Little Norton Drive, Meadowhead, Sheffield, South Yorkshire, S8 8HH	31	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Park View Lodge	Leader Road, Hillsborough, Sheffield, South Yorkshire, S6 4GH	34	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Roscoe Court	2 Stanwood Road, Stannington, Sheffield, South Yorkshire, S6 5JF	23	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Springwater House	44 Cotleigh Crescent, Hackenthorpe, Sheffield, South Yorkshire, S12 4HT	31	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
St George's Court	1 Beet Street, Netherthorpe, Sheffield, South Yorkshire, S3 7GF	38	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Welwyn Court	71 Jaunty Lane, Gleadless, Sheffield, South Yorkshire, S12 3DL	35	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Westnall House	Glossop Row, Oughtibridge, Sheffield, South Yorkshire, S35 0GH	40	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Firths Homes	1 Nethergreen Road, Sheffield, South Yorkshire, S11 7EG	32	FALSE	TRUE	FALSE	FALSE	licence
Kingfield Lodge	22 Kingfield Road, Sheffield, South Yorkshire, S11 9AS	22	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Shrewsbury Hospital Almshouses	Norfolk Road, Sheffield, South Yorkshire, S2 2SU	50	TRUE	FALSE	FALSE	FALSE	licence
The Meadows	30 Busk Meadows, Shirecliffe, Sheffield, South Yorkshire, S5 7JH	39	FALSE	FALSE	FALSE	TRUE	Rent (social landlord)
White Willows	90 Dyche Road, Jordansthorpe, Sheffield, South Yorkshire, S8 8DS	60	FALSE	FALSE	FALSE	TRUE	Rent (social landlord)
Brunswick Gardens Village	Junction Road, Woodhouse, Sheffield, South Yorkshire, S13 7RB	217	FALSE	FALSE	FALSE	TRUE	Rent (social landlord)
Woofindin Houses	19-20 Ecclesall Road, Hunters Bar, Sheffield, S11 8QA	20	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Applegarth Close	Applegarth Road, Upper Manor, Sheffield, S12 2DN	58	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Ashvale	Hunters Bar, Sheffield, South Yorkshire, S17 4AP	10	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Birchcroft	17 Nether Edge Road, Nether Edge, Sheffield, S7 1RU	32	FALSE	TRUE	FALSE	FALSE	shared ownership (LSE)
Birley Chase	Grassdale View, Hackenthorpe, Sheffield, S12 4LZ	3	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Cary Road	Upper Manor, Sheffield, S2 1JP	14	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Countess Road	Highfield, Sheffield, S1 4TE	8	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Dykes Hall Road	Hillsborough, Sheffield, S6 4GN	8	TRUE	FALSE	FALSE	FALSE	shared ownership
Gilbert Court	Grafton Street, Hyde Park, Sheffield, S2 5QQ	44	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Hanover Court	Broomhall, Sheffield, South Yorkshire, S3 7RP	21	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Lancing Road	Highfield, Sheffield, S2 4EX	8	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Loxley Court	Limbrick Close, Lower Walkely, Sheffield, South Yorkshire, S6 2PF	28	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Loxley Court (2)	Limbrick Close, Lower Walkely, Sheffield, South Yorkshire, S6 2PF	12	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Meersdale	Edwin Road, Sheffield, S2 3ND	23	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Northcroft House	Chantrey Road, Woodseats, Sheffield, South Yorkshire, S8 8QW	12	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Northfield Close	Crookes, Sheffield, South Yorkshire, S10 1PZ	38	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Porterbrook View	Porter Brook View, Sharrow Vale, Sheffield, South Yorkshire, S11 8ZJ	35	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)

Scheme Name	Address	Properties	Age exclusive	Sheltered	Enhanced sheltered	Extra Care Housing	Tenure 1
Richmond Road	Handsworth, Sheffield, S13 8LU	12	TRUE	FALSE	FALSE	FALSE	shared ownership
Roe Lane	Pitsmoore, Sheffield, South Yorkshire, S3 9AL	4	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
Severn Court	Severn Road, Sheffield, South Yorkshire, S10 2UF	14	TRUE	FALSE	FALSE	FALSE	shared ownership (LSE)
Stonesdale Close	Mosborough, Sheffield, South Yorkshire, S20 5DW	15	TRUE	FALSE	FALSE	FALSE	shared ownership (LSE)
West View Lane	Totley, Sheffield, South Yorkshire, S17 3LZ	36	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)
Jean Gleadall Apartments	239 Ben Lane, Sheffield, South Yorkshire, S6 4SB	29	TRUE	FALSE	FALSE	FALSE	Rent (social landlord)
St Barnabas House	23 Highfield Place, Highfield, Sheffield, South Yorkshire, S2 4UR	28	FALSE	TRUE	FALSE	FALSE	Rent (social landlord)



RTPI
Chartered Town Planner

