Chapter Ten - Housing Needs of Particular Groups

10.1 Families

10.1.1 There is a widespread concern that recent patterns of housing provision, in both the private and social sectors, have not paid sufficient attention to the needs of families with children. The high proportion of recent development which has consisted of smaller flatted properties at high density has attracted some criticism. CLG's recent decision to fund a number of pathfinder schemes to tackle overcrowding has brought this issue higher up the agenda for many social landlords. The SHMA should provide evidence on the need for and supply of accommodation by size and type of housing, in a way which enables the requirement for family-suitable accommodation to be identified. In practice this mainly involves splitting two-bedroom housing into two categories. In simple terms 2-bed houses are assumed to be family-friendly, 2-bed flats are not. Three-bedroom units in this region are generally assumed to be houses for the purpose of the model. This also tends to be borne out in practice. In addition, the modeling distinguishes between 3 and 4-bedroom (and larger) supply and need. There are indications that the increased overcrowding problems in some areas can be attributed in part to the relative paucity of 4-bedroom houses and lettings in the social rented sector, as well as to demographic factors affecting household size (including ethnicity and migration).

10.1.2 Chapter 9 presented an analysis of size mix which suggested that there was a significant shortfall of 2-bedroom family accommodation and of larger (4-bed) accommodation. Table 10.1 presents an analysis which focuses on the division between family-suitable accommodation (of 2 bedrooms and above) and other accommodation, in relation to the need for additional affordable provision. It shows the imputed percentage requirement for social renting. The table gives Zonal figures with Zones ranked in descending order on these indicators.

10.1.3 In five Zones it is indicated that all new social rented provision should be family-suitable. These areas are located in four different LA's and include both small town and city areas. It is also important to note that, although some of these Zones may not be areas for major new housing development, some (including the Bristol Zones and Keynsham) certainly will be.

10.1.4 Another five Zones are indicated as requiring above 80% of new social housing to be family-suitable. Again these represent a mixture of types of area, urban, suburban, small town and rural.

Table 10.1: Split of social rented need between non- family and family-suitable accommodation

Zone Name	Soc Rent Net Need % 1/2 non-family	Soc Rent Net Need % 2-4 family
Bath City North	69%	31%
Bathavon	39%	61%
Bath City South	24%	76%
Chew Valley	22%	78%
Keynsham	5%	95%
Norton/Radstock	43%	57%
Bristol North	9%	81%
Bristol North West	46%	54%
Bristol Inner West	73%	27%
Bristol Inner East	0%	100%
Bristol East	47%	53%
Bristol South	0%	100%
Clevedon-Yatton	51%	49%
Nailsea-Backwell	30%	70%
Portishead-Gordano	44%	56%
Weston-Super-Mare	54%	46%
Yate/Sodbury	34%	66%
Kingswood	25%	75%
North Fringe	46%	54%
South Glos Rural	27%	73%
Thornbury	16%	84%
Glastonbury/Street	34%	66%
Wells & Rural	46%	54%
Shepton Mallet & Rural	30%	70%
Frome & Rural	38%	62%
Bradford on Avon	57%	43%
Melksham	55%	45%
Trowbridge	58%	42%
Westbury	75%	25%
Warminster	53%	47%
West Wilts Rural	43%	52%
WoE Subregion	40%	60%

Source: zonal affordability and needs model

10.1.5 At the other end of the scale, the zones with the lowest indicated share of social rented need in the family sized category still require 25 - 50% of provision to be of this form.

10.2 Older People

National Policy Context

10.2.1 The majority of older people live independently in their own home for all of their lives. For some, growing older can mean that housing which was once appropriate and fit for purpose becomes less so. This may mean a move to more appropriate housing – or adapting the existing home. Other older people develop needs for support and care which may be met in the home, or may require a need to a different form of accommodation.

10.2.2 Nationally there are significant changes in our demography, with 30% of all households in the UK headed by someone aged 60 or over. This proportion is set to increase. The number of people over 75 is also rising rapidly. Better standards of living, and better healthcare mean that people are living longer.

10.2.3 The government has recognised the problems associated with an ageing population, and is looking to tackle this on a number of levels. Nationally, the increase in those aged over 75 is putting more pressure on social services (care and domiciliary services) and on the health service. The government's agenda is set out in the National Housing Strategy for an Ageing Society (CLG 2008) and is built around key principles of independence, choice, respect and dignity. This translates into policies aimed at helping people stay at home for longer, avoiding or delaying hospital admission, facilitating the earliest possible discharge from hospital, and enabling people to choose the types of service they receive and who delivers these.

10.2.4 The changing national policy agenda reflects changing aspirations from older people who have been used to exercising more choice and control over their housing options. Many of these are home owners who wish to retain the equity in their properties to pass on to their children. The way equity is treated in assessing people for residential care, combined with a view that much residential care is of poor quality and fails to maintain the independence of residents, may have led to the situation where many older people see euthanasia as preferable to residential care[1].

10.2.5 Local authorities have struggled to contain expenditure on services for older people as the population has expanded. Many local authorities are finding that a combination of high overhead costs and poorly designed buildings mean that it is becoming less practicable for them to provide residential care directly. At the same time, many smaller private sector providers are finding that provision of

[1] Taken from Putting Older People First in the SouthWest, Housing LIN/Housing Corporation 2008

traditional residential care in smaller units is financially precarious, and are also leaving the market.

10.2.6 Traditional sheltered housing is also experiencing changes. The average age of those living in traditional sheltered housing has increased rapidly in the last two decades, requiring higher levels of support than has generally been provided. Sheltered schemes where the buildings are no longer fit for purpose have been decommissioned in many areas.

10.2.7 Alongside this, new models of enhanced and extra care housing have emerged. Many of these aim to create a balanced community, meeting the needs of those who require high levels of care and support alongside those who are still generally able to care for themselves. These new schemes may play a role in reducing the need for nursing care and hospital admission.

10.2.8 Longevity is also impacting on the health service – older people account for 55% of GP appointments, 68% of outpatient appointments and 77% of patients in hospital. Older people are more likely to suffer a long term limiting illness such as heart disease, diabetes, asthma, or respiratory diseases. There have been marked increases in the number of people suffering dementia and other forms of cognitive impairment. Incidence of sensory impairment also increases with age.

10.2.9 Over the past five years there have been a number of initiatives which explore different ways of delivering services which also reduce spend. These include:

- A programme of “extra-care” or “very sheltered housing” which enables people with higher levels of care and support need to live independently, with the aim of avoiding the need to go into residential or nursing care;

- Establishing a national agency to co-ordinate and promote the work of the Home Improvement Agencies (HIAs). HIAs work with those who own their own homes, or rent privately, to carry out repairs and adaptations to enable them to remain in their own homes. Many HIAs offer other services such as “handyperson” services or assisting people to be safe and warm;

- Work on “falls prevention”. This initiative has included practical training in identifying trip hazards and also developing a model to identify those at risk of falling and to work with them to improve their safety and ensure a fast response if they fall, all with the aim of preventing hospital admission;

- A national programme to fund the introduction of more “telecare”, technology to assist those with relatively high levels of need to remain living independently;

- The development of the new Health Hazard and Safety rating system for private sector properties, primarily designed to drive up standards, also has a specific priority to improve standards in the private rented sector for older and other vulnerable people.

10.2.10 Another key government initiative has been the introduction of Direct Payments, to enable service users (across all client groups, not just older people) to choose who should provide their care services, and the exact form they should take. The take-up of Direct Payments has been low, with only around 1 in every 150 service users opting for Direct Payments. This is despite government setting local authorities targets to increase take-up. There has been some criticism that the administration involved outweighs the benefits of choice. The government has responded with proposals to introduce Independent Budgets for service users, which would give more freedom as to how money could be spent and are intended to remove some of the bureaucracy associated with Direct Payments. Direct Payments are being extended to cover support costs as well as care.

Older People in the Region

10.2.11 The South West Region has the highest proportion of people aged 65 and over, and 85 and over and the longest life expectancy of any English region. Based on the 2005 mid-year population estimates, there are 1,106,000 people of retirement age and above in the South West. Both the absolute number and proportion of the very old are set to increase by 2026. In 2007, the 2004-based projections indicate that 19.0% of the population is aged 65 and over in the South West. This is projected to reach 25.2% by 2026, whilst the number of people of 65 and over is set to rise from 976,300 to over 1,455,000. Some authorities have especially high percentages of people over retirement age: five of the 10 most retired areas in England are in the South-West.

10.2.12 The number of people aged 85 and over is projected to rise from 140,900 in 2007 to 233,000 in 2026, i.e. an increase of more than 65%. The projections suggest that the South West will continue to have a more elderly population structure than the England average. More than half of new households in the South West will be over 65[2].

10.2.13 Information on the prevalence of disability in the region shows that two thirds of men and three quarters of women aged 85 and over in 2001 suffered from a long term illness or disability that restricted their activities (ONS Census, 2001). Dementia affects 1 in 5 people aged 80 and over.

10.2.14 The rate of older people receiving community care services is the lowest in England: 873 per 100,000 population, compared with the average for England of

[2] DCLG, 2007 *Housing in England 2005/06 - A report principally from the 2005/06 Survey of English Housing carried out by the National Centre for Social Research on behalf of Communities and Local Government*, London: TSO

1,572 per 100,000 (Information Centre, Social Care Statistics 2006-2007). A relatively small percentage of mature adults live in communal establishments (such as nursing and residential care homes).

10.2.15 Information on carers reveals that more than 150,000 people in the South West providing unpaid care for family members, friends and neighbours (in 2001) were aged 60 or more. Around 100,000 people in the region provide in excess of 50 hours care per week, nearly 35,000 of these carers are aged 60 or above (ONS Census, 2001). As well as planning for the housing needs of older people we must plan for the needs of carers. Caring is a low paid profession and many carers will be unable to afford owner occupation or renting in the private sector.

Older people in the sub-region

10.2.11The demography of the sub-region was discussed in more detail in chapter 2; a key conclusion was that the sub-region has an ageing population. This is underlined by the increasing numbers of people aged 65 – 84 and 85 and over, as seen in table 10.2 below.

10.2.12 In addition to age, housing need may also be influenced by whether someone is living alone or not. Older people living with family and friends may benefit from informal care and support which can delay the need for a move into sheltered housing, extra-care housing or residential care.

Table 10.2 Population projections for those aged 65 – 84 and 85+

Authority	2008 population aged 65 – 84	projected population aged 65 – 84 in 2025	Projected increase	2008 population aged 85 +	Projected population aged 85+ in 2025	Projected increase
B&NES	26,100	32,400	24%	4,600	6,600	43%
Bristol	46,400	51,800	12%	8,000	9,700	21%
North Som	34,100	50,400	48%	6,100	9,900	62%
South Glos	36,300	51,100	41%	4,800	8,700	81%
Somerset	92,300	138,200	50%	15,500	25,700	66%
Wiltshire	69,300	101,800	47%	11,100	19,100	72%

Source: POPPI data 2007

Table 10.3 Older People predicted to be living alone in 2025 by authority

Authority	Males aged 65 – 74	Males aged 75+	Females aged 65 - 74	Females aged 75+
B&NES	1,428	2,576	3,102	7,021
Bristol	2,448	3,976	5,115	10,325
North Somerset	2,244	4,088	4,653	10,856
South Glos	2,363	3,864	4,884	10,207
Somerset	6,188	10,780	13,200	28,969
Wiltshire	4,539	7,896	9,834	21,299

Source: POPPI data 2007

Supply of older persons housing

10.2.13 Table 10.4 below shows the current supply of affordable housing for older people in each of the authority areas. North Somerset and South Gloucestershire have a relatively smaller supply of older person's housing for rent, West Wilts has a particularly high supply of older person's housing for sale.

Table 10.4 Stock of Older Persons Housing by local authority

Authority	Social housing for rent	Social housing for rent per 1,000 population aged 65+	Older Persons Housing for sale	Older Persons Housing for sale per 1,000 population aged 65+
B&NES	1964	65.1	527	17.5
Bristol	4435	78.2	696	12.3
North Somerset	1529	42	790	21.7
South Glos	1550	43.9	296	8.4
Mendip	1222	68.2	382	21.3
West Wilts	1167	57.4	825	40.6

Source: EAC 2007
Note: this includes only housing which is intended for older people and is served by a resident or non-resident warden/scheme manager with specific responsibility for the group. Includes extra care and other forms of housing.

10.2.14 An estimate can be made of the annual need for accommodation suitable for older persons in the social rented sector using data compiled from the local authorities. The approach (Table 10.5) divides need and supply into two size categories, 1-bed and 2-bed. It takes 10% of the applicants and transfer cases classified as needing older persons dwellings plus the overall allowance for moves from owner occupation into social renting (split 80/20 between the size groups), and subtracts the annual lettings of OPDs in the two size categories. This shows that all authorities have some need for 1-bed OPDs, and all except for West Wilts have some need for 2 bedroom OPDs, based on need. There is extensive research that older people prefer to occupy 2 bed accommodation.

Table 10.5 Estimate of need for older persons accommodation by local authority

1 bedroom

Average 2009 – 20201	**Backlog need @10%**	**Ex - Owner occupiers**	**Total annual need**	**Annual Supply**	**Net need**
B&NES	16	86	102	86	16
Bristol	92	168	260	247	13
North Som	46	114	160	46	114
South Glos	41	127	168	153	15
Mendip	23	59	82	52	30
W Wilts	70	67	137	80	57
WoE	288	621	909	664	245

2 Bedroom

	Backlog need @10%	Ex - Owner occupiers	Total annual need	Annual Supply	Net need
B&NES	1	22	23	14	9
Bristol	8	42	50	29	21
North Som	5	29	34	6	28
South Glos	19	32	51	11	40
Mendip	5	15	20	7	13
W Wilts	6	17	23	42	-19
WoE	44	157	201	109	92

Source: CORE and Local Authority data; note that need figure calculation is the same as in Chapter 4 and is consistent with the Guidance.

10.2.15 Overall this table suggests that the need for additional older persons accommodation is a relatively small part of the overall need, and confined to certain areas. This supports the recognition by many of the local authorities in the HMA that there is no requirement for additional sheltered housing, indeed many authorities are decommissioning sheltered housing to free up funding to target support needs across all tenures. However, this analysis looks only at housing need and does not take account of possible care and support needs. The potential need for extra-care housing is discussed further below.

10.2.16 Also, it might be argued that the 10% backlog quota is less appropriate for this group, as during a long wait their condition deteriorates and this may then necessitate a move to residential care which could otherwise have been prevented. Indeed it is possible that some will die before being re-housed, if they have to wait 10 years.

Extra-care housing in the sub-region

10.2.17 All six authorities have recognised some need for extra-care (or very sheltered housing) which gives older people a greater range of choice between sheltered accommodation and full residential care. Table 10.6 below shows supply of extra-care, as at 2007, this does not include any committed future provision. The column showing units for sale/part-sale includes an emerging intermediate sector for this type of accommodation. Given the significant numbers of older people who are already home owners, it may be expected that demand for intermediate extra-care housing will rise over time. The later columns illustrate the level of new accommodation which would be required to meet targets for provision of 6 per 1,000 population and 12 per 1,000 population, both now and in 2026. This illustrates the way demand will grow as the older population increases.

Table 10.6 Current stock of extra-care housing as at 2007, with extrapolation to show potential need

Authority	Social Rented	Market Housing developed for sale/part sale	Units per 1,000 aged 65+	Additional units required to reach target of 6 per 1,000 of social rented stock now	Additional units required to reach target of 6 per 1,000 of social rented stock 2026	Additional units required to reach target of 12 per 1,000 of all stock now	Additional units required to reach target of 12 per 1,000 of all stock 2026
B&NES	67	0	2.2	114	171	295	409
Bristol	378	323	12.4	0	0	0	47
North Som	120	0	3.3	113	248	346	617
South Glos	37	0	1.0	198	329	433	695
Mendip	147	6	8.5	0	41	79	223
West Wilts	0	107	5.3	136	229	165	351

Source: EAC 2007 taken from Putting Older People First in the South West, Housing LIN/Housing Corporation 2008

10.2.18 Demand for extra-care housing may be driven by a number of factors. The increasing ageing population has already been highlighted in chapter 2 and in table 10.2 above. Table 10.3 above gave information about the number of older people living alone, another factor in whether a move may be needed to access appropriate care and support. A third factor is the increasing number of people with dementia. Appropriate services within extra-care housing can often enable those with early signs of dementia to cope independently for longer, delaying or preventing a move to residential care.

Table 10.7 below shows the projected future increase in the number of people with dementia.

Table 10.7 Projected future increase in the number of people with dementia

Authority	Projected number of people aged 65+ with dementia 2008	Projected number of people aged 65+ with dementia 2025	Percentage increase
B&NES	2,332	3,079	32%
Bristol	4,105	4.644	13%
North Som	3,047	4,736	55%
South Glos	2,716	4,424	63%
Somerset	7,918	12,548	58%
Wiltshire	5,770	9,256	60%

Source: POPPI data, taken from Putting Older People First in the South West, Housing LIN/Housing Corporation, 2008

Housing needs of particular groups of older people

10.2.19 New groups of older people, for example, from black and minority ethnic groups may require new types of scheme tailored to their specific needs. There are increasing numbers of older black and minority ethnic (BME) people in the South West, although the region has one of the smallest ethnic minority populations of all English regions (2.3%). More than a quarter (28%) live in Bristol (SWO, 2007).

10.2.20 The number of prisoners aged over 60 in jails in the South West has been increasing over the last ten years in line with national trends. Between 1990 and 2000 the number of older prisoners in jails in England and Wales trebled, so that by 2004 there were 1700 prisoners, mostly men, aged over 60. The oldest prisoners in the South West are over 80 (SWPHO, 2005).

10.2.21 There is also concern among providers about growing or anticipated demand among older people with learning disabilities and enduring mental health problems or alcohol problems for suitable housing and care (Pathways Research, 2004 *Supported Housing in the South West Region – strategic review and position statement*, South West Housing Body).

10.2.22 A separate section in this report considers the needs of migrant communities. This emphasises the links between in-migration and economic growth. There is also significant migration of older people to the sub-region. Between 2004 and 2005, 16% of the gain through migration was of over 60's. These trends are projected to continue in the future.

Responding to the housing needs of older people

10.2.23 There is a clear need for additional, good quality extra care housing in the South West. In addition, other options such as retirement communities, home-sharing schemes, co-housing etc. may provide scope for further development. Housing supply, particularly smaller units, must meet the aspirations and needs of older people to encourage moves to more appropriate accommodation, thereby freeing up larger family housing. Given high levels of owner occupation and the relative affluence of the region, many older people will be able to meet their housing need from the private housing market. However, a significant number will require assistance and access to social housing.

10.2.24 The Regional Spatial Strategy includes a target for 10% of all social rented housing to be either specialist supported housing or specialist housing for older people.

10.2.25 In addition, local authorities will need to ensure that housing strategies and policies meet the needs of older people by:

- Ensuring that an appropriate percentage of new housing supply will meet the needs of older people and their carers in terms of size, location and design;
- Improving the condition of existing properties so that older people have homes which are warm and secure and meet modern standards of living;
- Ensuring sufficient homes across all tenures are accessible to those with a disability and making best use of Council and housing association properties which have already been adapted or are suitable for adaptation;
- Increasing choice and access to good quality housing advice for older people; and
- Working with others to ensure flexible tailored support for those who need it.

10.3 People with a Disability

10.3.1 The SHMA should assist with identifying the long-term demand for housing suitable for people with a physical disability, particularly housing suitable for wheelchair users. Nationally, there are rising numbers of people with a disability on housing registers, but a decline in the amount of suitable accommodation becoming vacant. Forty percent of disabled people applying for social rented housing stated that they felt this was the only way to get housing which met their needs[3].

[3] CIH/Housing Corporation “Moving into Affordable Housing” June 2008

10.3.2 It has proved difficult to get good sub-regional information about the levels of demand for adapted housing. Most housing registers identify households which include a family member with a disability, but not all of these will require wheelchair housing (housing which is intended for occupation by somebody who uses a wheelchair inside the house for most of the time). As a working hypothesis it has been assumed that 20% of households containing a family member with a disability will require wheelchair accommodation. It has also been assumed that these households should not have to wait longer than 5 years to be rehoused, so the model assumes that backlog is met over a 5 year period. This gives a figure for the current and apportioned backlog of demand for wheelchair housing, as shown in Table 10.8.

Table 10.8 – modeled backlog of need for wheelchair housing

Authority	Number on register with a disability/ill health	Number on zone agent list with a disability/ill-health	Total backlog need	Number requiring Wheelchair Housing (at 20%)	Backlog Apportioned over 5 years
B&NES	156	7	163	33	7
Bristol	1,088	36	1,124	225	45
North Somerset	44	26	70	14	3
South Glos	341	15	356	71	14
Mendip	125	9	134	27	5
West Wilts	266	4	270	54	11
Total	2,020	97	2,117	424	85

10.3.3 A percentage of newly forming households will require wheelchair housing. CORE data for 2006/7 suggests that on average 2.3% of those requiring social housing require wheelchair housing. This percentage has been applied to the projected number of newly forming households to give the number of newly forming households who may require wheelchair housing. This is shown in Table 10.9 below.

Table 10.9 Modelled demand for wheelchair housing from newly forming households in need of affordable housing.

Annual Average 2009-2021	B&NES	Bristol	North Som	South Glos	Mendip	West Wilts	WoE total
Number unable to buy or rent in market	774	1,999	716	1,000	314	423	5,226
Number assumed to need wheelchair housing	18	46	16	23	7	10	120

Source: number unable to buy or rent in market taken from Table 4.2, modelling assumption explained above

10.3.4 The predicted level of demand for social housing also includes owner occupiers moving into social housing; these tend to be older owner occupiers who can no longer cope with their accommodation. Some of these will need properties with enhanced mobility features, such as level access, walk-in bath/showers, and use of grab rails etc, but only a relatively small percentage will need housing suitable for a wheelchair. As a working hypothesis it has been assumed that 20% of these households will require wheelchair housing, giving the numbers below:

Table 10.10 existing households falling into need requiring wheelchair housing

	B&NES	Bristol	N Som	South Glos	Mendip	W Wilts	Total
Existing households falling into need	108	210	143	159	74	85	778
Number requiring wheelchair housing	22	42	29	32	25	17	167

Source: existing households falling into need taken from Table 7.7. modelling assumption explained above.

10.3.5 The total annual average need for wheelchair accommodation can be summarised from the above, and this is set out in Table 10.11 below.

Table 10.11 Total annual modelled need for wheelchair housing

Annual Need 2009 – 2014	B&NES	Bristol	North Som	South Glos	Mendip	West Wilts	WoE total
Backlog need	7	45	3	14	5	11	85
Newly forming households	18	46	16	23	7	10	120
Existing households falling into need	22	42	29	32	25	17	167
Total annual need	47	133	48	69	37	38	372

10.3.6 The amount of wheelchair accommodation which might become available each year can be estimated from the percentages of households moving into accommodation suitable for a wheelchair. If we apply these percentages to the social housing relets for last year we can approximate the number of wheelchair lettings in the past year (excluding new properties).

Table 10.12 Number of wheelchair relets in 2007

Authority	Relets 2007	%age wheelchair users	Number wheelchair relets
B&NES	403	3	12
Bristol	1783	1.8	32
North Somerset	450	3	13
South Glos	497	4	20
Mendip	243	2.1	5
West Wilts	330	5.6	18
Total	3,706	-	100

Source: CORE data for 2007

10.3.7 Supply can then be taken from demand to give net need for wheelchair accommodation each year. This is shown in Table 10.13 below.

Table 10.13 Net need for wheelchair accommodation each year

	B&NES	Bristol	North Som	South Glos	Mendip	West Wilts	WoE total
Total annual need	47	133	48	69	37	38	372
Annual supply	12	32	13	20	5	18	100
Net need	**35**	**101**	**35**	**49**	**32**	**20**	**272**

10.3.8 These figures should be treated with some caution as they are based on a working assumption about levels of need, and supply reflects only one years data. Nevertheless, they do give an indication of likely levels of future demand for wheelchair accommodation. The numbers may appear high, but are not out of line with demographic trends. A significant increase in the amount of wheelchair accommodation is needed.

10.3.9 Another useful indicator of demand for wheelchair accessible accommodation is older people with a long term illness. As can be seen from table 10.14 below, all authorities in the WoE area are expecting to see a significant increase in the number of older people with a limiting long term illness between now and 20205 (assuming that West Wilts and Mendip pick up some share of the increase in their respective counties). If only small percentages of these require adapted housing, this still supports the need for a significant increase in the amount of adapted housing that is available.

Table 10.14 People aged 65 + with a limiting long term illness, projected to 2025

Authority	2008	2025	Percentage increase
B&NES	13,223	16,984	28%
Bristol	27,286	30,880	13%
North Somerset	17,130	26,102	52%
South Glos	18,205	27,202	49%
Somerset	46,621	71,852	54%
Wiltshire	33,362	51,219	54%

Source: Putting Older People First in the South West, Housing LIN/Housing Corporation 2008.

10.3.10 Other relevant information from CORE data includes

- Of those housed primarily because the property was unsuitable because of ill health/disability, 60% had a family member who considered themselves to be disabled
- Of those who were moving to accommodation with support, 40% of households included someone with a disability
- All of those who were rehoused due to being discharged from longstay hospital/other institution, considered themselves to have a disability
- One-third of those rehoused from bed and breakfast considered themselves to have a disability.

10.3.11 The overriding conclusion is that levels of disability are much higher than might have been anticipated and although not all of these will translate into a need for wheelchair housing, or significantly adapted housing, this does point to a huge unmet demand for accessible/adapted housing across all tenures. All new social housing must be built to life-time homes standards by 2011 and all new homes must reach this standard by 2013; this will increase the supply of accessible housing, but there is a clear demand for full wheelchair housing which needs to be taken into account when developing new housing.

10.4 Migrant households

10.4.1 In the ten years from 1996 to 2006, the percentage of non-UK nationals living in the UK increased from 3.8% to 6%. Since 2006 numbers have continued to rise, with significant migration coming from new EU member states.

10.4.2 In the South West region the number of non-UK nationals has historically been lower than the UK average. In 2006 only 3.8% of the population were non-UK nationals, significantly lower than the UK average. Nevertheless, this represented a 35% increase since 2004. The distribution of non-UK nationals in the region is uneven – Bristol and South Glos have seen significant increases, along with Bournemouth and Plymouth.

10.4.3 The West of England strategic housing market area has seen significant growth from net in-migration. International in-migration accounts for 53.5% of the population growth in the West of England area between 2001 and 2006 (58,500). This is higher than the South West region (20.4%) but slightly lower than England and Wales (65.6%).

10.4.4 The number of UK nationals in the region has remained fairly static, thus it is reasonable to assume that much of the economic growth in the region has been driven by international in-migration. International migration as a % of net population growth is highest in Bristol (99.4%) and Bath and North East Somerset (75%), reflecting employment growth in Bristol and Bath. International migration in North Somerset and West Wilts has been relatively low with much of the net migration being a result of internal migration to these areas. This may reflect the different employment base in these areas. Older people who are no longer economically active may also choose to move to these areas, often from within the sub-region.

10.4.5 Although migrant workers have driven substantial economic growth, many are employed in low-paid and low-skilled occupations, and others have problems finding employment. Within the region, unemployment among migrant workers is higher than for UK nationals, and rising. Language skills appear to be a significant barrier – in a study carried out by Exeter CVS 74% of migrants felt that their low level of English prevented them from getting a better job. There is some evidence that a number of migrants from new EU member states see their time in the UK as temporary and intend to return home. A survey carried out by the South West Skills & Learning Module in 2007 found that more than 50% of A8 country migrants to the Southwest plan to stay in the UK for less than 3 months.

10.4.6 The housing market area assessment uses the ONS Population Projections which assumes that the recent relatively high levels of in-migration continue, to support economic growth in the sub-region. There is no assumption about whether this comes from international migration or migration from within the UK.

10.4.7 Generally migrant workers have two opportunities for housing – either tied accommodation or the private rented sector. Whilst formal tied accommodation is rare there is evidence from other areas in the country that migrants are living in “de facto” tied accommodation provided by the employer, often overcrowded and in poor condition. Locally evidence points towards greater use of private sector accommodation which is not provided by the employer, although often a group of employees may live together. The private rented sector has absorbed a significant percentage of the 31,220 international migrants into the sub-region, there has been some growth in the private rented sector to accommodate this, and also a drop in the use of the private sector by some other groups, such as students. If in-migration continues at the anticipated levels this will place further demands on the private rented sector.

10.4.8 Migrant workers from the new EU member states are not eligible for social housing unless they have lived in the UK and supported themselves for at least 12 months. There is some anecdotal evidence that migrant households are applying for social housing as they become eligible. This may increase the demand for social housing in the future.

10.5 STUDENTS

10.5.1 Within the West of England there are 4 major universities:

- Bristol University
- University of the West of England
- University of Bath
- Bath Spa University

10.5.2 In total the 4 universities attract almost 60,000 students every year, most of whom come from outside the area. A minority live in accommodation provided by the University; most find their own solutions in the housing market, predominantly through private renting. The housing market assessment needs to take account of the impact of students on the housing market or there is a danger of overestimating housing need.

Bristol University

10.5.3 Bristol University has 14,000 full time students, only a small percentage of these lived locally before coming to the University. The University provides 4,400 bedspaces. Much of this has been in place for some time, only 200 units of new accommodation has been provided in the last 5 years. A very small number of students live with family or in a property purchased by their parents. The University estimates that around 10,000 students are living in the private rented sector. However, it is getting more difficult for students to find private rented accommodation at rents they can afford.

University of the West of England

10.5.4 The University of the West of England (UWE) has 27,000 students, including full and part time. UWE provides 4,000 bedspaces, in a mixture of properties which are owned, leased long term and leased short-term. These properties are mainly used to house some of the 5,300 new full time students each year. New purpose built accommodation has been provided by Unite over the past five years. The majority of second and third year students are able to rent in the private sector; there have been some difficulties in the past in securing sufficient accommodation. The University is seeking to increase the number of postgraduate places it offers but has no plans to increase the amount of accommodation it will provide.

University of Bath

10.5.5 The University of Bath has just over 13,000 students, one quarter of these come from outside the UK. The University provides 3,300 bedspaces, and is continuing to expand this provision with a further 355 new student bedrooms due for completion during 2009. Those students who are not accommodated in dedicated student bedspaces tend to go into the private rented sector.

Bath Spa University

10.5.6 With 5,500 students, Bath Spa is the smallest of the 4 universities. The university has sufficient accommodation that most first year students can be accommodated in purpose built student halls, either on or off campus. These are either owned by the university or by a private company working closely with the university. Some second and third year students can also be accommodated in these halls, but many will look for accommodation in the private rented sector. The university has strong links with private sector landlords, and generally students do not find it difficult to find appropriate accommodation.

Conclusion

10.5.7 Students make up a significant proportion of the under 25 population in Bristol and Bath. The majority of these come from outside Bristol and Bath to attend University, and then move on to other areas when their courses finish. For the housing market assessment, we have adjusted our population forecasts to take this movement into account.

10.5.8 The majority of students live in the private rented sector. Where this is concentrated in particular wards private rented housing can make up a substantial proportion of the stock, although it is not the dominant tenure in any area. The Universities have indicated only relatively small scale expansion planned for the future, therefore demand for private rented accommodation is likely to remain at about current levels.

10.6 Gypsies and travelers

10.6.1 The term gypsies and travellers (G&T) includes different groups, some of whom have lived in the WoE SHMA for centuries. G&T are minority ethnic groups and legally protected under the Race Relations Act, but suffer a high level of discrimination and prejudice.

10.6.2 An increasing proportion of G&T now live in permanent housing, but often this is because of a perceived lack of choice due to the level of site provision. It is estimated that there are just under 16,000 G&T households living in caravans in England, of these around 4,000 are still on unauthorised sites. The Government is keen to address the serious shortfall of gypsy and traveller accommodation through the housing and planning system.

10.6.3 The Housing Act 2004 requires local authorities to carry out assessments of G&T accommodation needs and to address these in housing strategies. LDFs should contain specific sites to respond to assessed pitch requirements, and planning guidance should contain criteria on which applications will be assessed.

10.6.4 The Regional Spatial Strategy set out recommended levels of provision of both permanent and transit sites by each local authority in the region for the period 2006 – 2011. These were revised by an examination in public and Panel recommendations were made in April 2008. These are set out in table 10.15 below. Note that these do not include planned provision; all authorities are taking steps to meet the identified needs.

Table 10.15 Recommended level of additional provision for gypsies and travellers 2006 - 2011

2006 – 1011	B&NES	BCC	North Som	South Glos	Mendip	West Wilts
Pitches on permanent sites	19	24	36	58	57	14
Pitches on transit sites	20	0	10	25	30	5

10.6.5 In addition to the work carried out to support the Regional Spatial Strategy the four unitary authorities in the WoE SHMA commissioned Buckinghamshire Chilterns University College to carry out an assessment of G&T needs covering the period 2006 to 2016.

10.6.6 The study found approx 2,000 G&T in the West of England area, or 500 households, approx one third living in permanent housing. 55% of the G&T households in the sub-region live in South Glos. 25% live in BCC area, but only 5% in caravans, the remainder live in permanent housing. B&NES have 5% of the G&T population, and North Somerset 15%. The average household size is 3.9 people. The G&T population is younger than the average population of the WoE SHMA, and growing at 3% per annum. There is a considerable cohort of young people who will require independent housing within the next 10 years, most of these have expressed a preference for caravans rather than bricks and mortar accommodation. It is likely that not all of these households will remain in the region, but equally other households may come into the region, particularly as extended families are formed through marriage.

10.6.7 38% of housed respondents were dissatisfied with their accommodation, the main reason being the inability to keep a caravan at the property. 40% of those living on/wanting site provision felt that they could fund it themselves if land were available. Preferences for location largely match existing living patterns, although some households expressed a preference to move out of the four unitary authorities to Mendip/South Somerset.

10.6.8 The study looked at what G&T need might be beyond 2011, to 2016. The recommended level of additional provision for this period for the four unitary authorities, is set out below.

Table 10.16 recommended level of additional provision for G&T 2011 – 2016 (4 unitary authorities only)

2011 – 16	B&NES	BCC	North Som	South Glos
Pitches on permanent sites	3	6	13	22
Pitches on transit sites	0	0	0	0

10.6.9 In early 2007 a draft was issued recommending similar planning requirements be extended to cover the needs of travelling showpeople. The study undertaken on behalf of the four unitary authorities made recommendations about the level of provision for this group:

Table 10.17 recommended level of site provision for travelling show people

	B&NES	BCC	North Som	South Glos
2006 – 11	1	8	0	42
2011 - 16	0	3	0	15

10.7 Summary

10.7.1 The need for additional family sized housing has already been highlighted in chapter 9. this chapter gives some zone level information which confirms that all zones have a need for more family housing. Two zones require all new social rented housing to be family friendly, and a further 21 require at least 50% of the provision to be family sized.

10.7.2 The SHMA area has an ageing population; an increase of up to 50% in the numbers aged 65 – 84 is expected in some areas, and of over 80% in the number aged over 85. Currently there is not a great shortfall in the provision of traditional housing for older people ie one bedroom sheltered housing; but there is evidence of a shortfall of two bedroom accommodation for older people and also of increasing demand for extra-care housing. In some areas over 600 more units of extra-care housing would be needed to reach a target of provision of 12 units per thousand older population.

10.7.3 Older people are not a homogenous group and there will be different needs depending on household circumstances; many of these older people will have been owner occupiers and may be able to meet their own need in the market if appropriate housing is available. The needs of some specific groups of older people will need to planned for: those from black and minority ethnic groups, those who are released from prison, and those with a learning disability of a health-related problem. Planning will also need to take account of the additional numbers of carers needed.

10.7.4 There is a significant backlog of people on the housing register currently who require wheelchair housing, this has been estimated at 424. A potential need is identified for up to 272 new units of wheelchair accommodation each year. These figures should be treated with caution as they are based on working hypotheses but there is evidence of increasing unmet demand.

10.7.5 The area has benefited from significant inwards international migration over the past 5 years. Migrant workers have generally been housed within the private rented sector, which has seen significant growth over the same period. Although inwards migration is likely to continue at fairly high levels, the SHMA makes no assumption about whether this will continue to be international migration or will include a greater proportion of people moving from elsewhere in the UK.

10.7.6 There are 4 universities within the SHMA area, attracting over 60,000 students in total, mostly from outside the area. Although all 4 universities provide some accommodation, the majority of students are housed in the private rented sector. Some universities report that it is getting harder for students to find reasonable accommodation at an affordable rent, but the picture is mixed. Although the universities have enjoyed significant growth over the past 5 years, current plans to increase student numbers are modest and likely to have little impact on the housing market.

10.7.7 The Regional Spatial Strategy includes the need for over 200 additional pitches on permanent sites to meet the needs of gypsies and travelers up to 2011, and 90 pitches on transit sites. All authorities have plans to meet this level of provision. Additional information is included for the four unitary authorities which have identified the need for a further 44 permanent sites to be provided between 2011 and 2016. The four unitaries have also identified a need for 51 permanent sites and 18 transit sites for travelling show people.