

NEED ASSESSMENT FOR SPECIALIST HOUSING FOR OLDER PEOPLE IN READING LPA.

Caversham Park, Reading.

Beechcroft Developments Ltd.

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Executive Summary

Background

This report assesses the need for specialist housing for older people and care home bedspaces in the Reading Local Planning Authority (LPA) area. It has been produced on behalf of Beechcroft Developments Ltd, who are seeking to develop a scheme on land at Caversham Park in Reading that will deliver older persons' accommodation in the form of assisted living units and age-restricted housing, along with care home bedspaces.

The report draws on population data sourced from the Office for National Statistics and assesses the current supply of specialist housing using information from the Elderly Accommodation Counsel (EAC). The analysis uses indicators of need to establish the extent to which the current and future offer in Reading aligns with recommended benchmarks for different types of older persons' accommodation. It also undertakes similar analysis that looks specifically at the need for care home bedspaces.

Main Findings

Planning Policy

The Development Plan relevant to the Proposed Development includes the Reading Borough Local Plan (RBLP) which was adopted in November 2019 under the provisions of the 2012 NPPF in accordance with the transitional arrangements of paragraph 220 of the current NPPF. The RBLP identifies a need for 699 homes per annum (including specialist housing for older people but excluding care home bedspaces) and 253 care homes bedspaces which equates to a need for 5.9 homes per annum.

Ageing Population

Estimates for 2021 show that the population of Reading stands at around 173,200, a rise of 11.5% (17,900) since 2011. The age group that experienced the fastest growth within this time period was those aged 65+, with a rise of 17.9% (3,200). The trend of an ageing population is expected to pick up significantly in Reading. Over the period 2018–2036, people aged 65+ are anticipated to account for the entirety of population growth in Reading. The number of people in this age group is projected to rise by 39.9% (7,997). This compares to a projected fall of 13.2% (4,461) in the number of people aged 0–15 and a fall of 0.7% (771) in the number of people aged 16–64.

Health Issues relating to an Ageing Population

Data sourced from the Projecting Older People Population Information database (POPPI) show how the prevalence of health issues relating to older people is likely to rise over the next 20 years. Between 2020 and 2040, it is projected that in Reading there will be a 45.7% increase in over 65s that need help with at least one domestic task. As well as this there is a projected 47.7% increase in over 65s in Reading that will be living with a limiting long-term illness and a 52.5% increase in those suffering from dementia. Looking at mobility issues over the next 20 years in Reading, there is projected to be a 46.2% increase in over 65s who need help with at least one mobility activity and the number of over 65s having a fall requiring hospital admission is projected to increase by 49.9%.

Tenure Profile of Older Home Owners

The percentage of household reference persons (HRPs) in Reading aged over 16 who own their own home outright is 14.4%. This increases to 64% when HRPs aged 65+ are analysed. An estimated 56.2% of

households in Reading with occupants over the age of 65 have two or more empty bedrooms. These family-sized properties could potentially be released back on to the market if the right accommodation for those aged 65 and over was developed.

Current Supply of Older Persons' Housing

A review of the EAC's older persons' housing database (excluding care homes) shows a total current supply of 1,784 units in Reading. Affordable housing units accounts for the highest proportion of supply at 58% (1,030 units), with market housing units accounting for the remaining 42% of total supply (754 units).

Estimated Need for Older Persons' Housing

The report draws on the approach set out in the document *Strategic Housing for Older People: Planning, designing and delivering housing that older people want*, which was published in 2011 by the Housing Learning and Improvement Network. It includes a set of ratios for different accommodation types, highlighting the typical levels of specialist accommodation needed per 1,000 population aged 75+ in an area:

- **Current situation:** Based on current supply (as of 2022/23) in Reading and the most recent population figure for people aged 75+ in 2021 of 9,876, there is a deficit for all market specialist accommodation for older people in Reading. The largest deficit is for market age exclusive and sheltered housing with a required increase of 540 units to meet recommended provision. There is also a deficit of 4 market enhanced sheltered housing units and 282 market extra care units. In terms of affordable specialist housing provision, there is currently a deficit of 74 affordable enhanced sheltered housing units.

Current supply of specialist accommodation for older people in Reading versus expected ratios

	Number of units	Required increase to match recommended provision
Affordable age exclusive housing & sheltered housing	732	-
Affordable enhanced sheltered housing	24	74
Affordable extra care housing	274	-
Market age exclusive housing & sheltered housing	645	540
Market enhanced sheltered housing	95	4
Market extra care housing	14	282

- **Future need (2036, to provide a long-term need estimate):** Based on no identified future supply in the pipeline and a projected population of people aged 75+ of 13,576, the deficits are projected to get worse by 2036. The deficit for market age exclusive and sheltered housing units in Reading is projected to have increased to 984, with the deficit for market enhanced sheltered units and market extra care housing units projected to have increased to 41 units and 393 units respectively. By 2036, the deficit of affordable extra care units is projected to have increased to 111 units, with there also estimated to be a deficit of 83 affordable age exclusive and sheltered housing units.

Supply of specialist accommodation for older people in Reading versus expected ratios, 2036

	Number of units	Required increase to match recommended provision
Affordable age exclusive housing & sheltered housing	732	83
Affordable enhanced sheltered housing	24	111
Affordable extra care housing	274	-
Market age exclusive housing & sheltered housing	645	984
Market enhanced sheltered housing	95	41
Market extra care housing	14	393

Estimating Need for Care Home Bedspaces in Reading

Current Need

There are currently 1,504 care home bedspaces within 5-miles of the Proposed Development and 2,778 care home bedspaces within 10-miles of the Proposed Development. The rationale for looking at trends within 5 and 10-miles of the care home is that this is where the highest proportion of care home residents are likely to come from. The number of people aged 65 and over within 5-miles of the site is estimated to be 51,695. This gives a total need of 1,725 care home bedspaces within 5-miles. With a current supply of 1,504, there is a shortfall of 221 bedspaces.

Current Supply of Care Home Bedspaces within 5-miles of the Proposed Development		
	Population, 2020	Estimated Need for Care Home Bedspaces
65-74	26,839	145
75-84	17,478	577
85+	7,378	1,003
Total	51,695	1,725
Current number of care home beds		1,504
Number of care home beds required to meet estimated need		221

The number of people aged 65 and over within 10-miles of the Proposed Development is estimated to be 95,472. This gives a total need of 3,167 care home bed spaces. With a current supply of 2,778, there is a shortfall of 389 care home bedspaces within 10-miles of the Proposed Development.

Current Supply of Care Home Bedspaces within 10-miles of the Proposed Development		
	Population, 2020	Estimated Need for Care Home Bedspaces
65-74	49,774	269
75-84	32,199	1,063
85+	13,499	1,836
Total	95,472	3,167
Current number of care home beds		2,778
Number of care home beds required to meet estimated need		389



Future Need

By 2036, the number of people aged 65 and over within 5-miles of the site is projected to have increased to 70,808. This gives a future need in 2036 of 2,673 care home bed spaces. With the supply in 2036 projected to be 1,583, there is projected to be a shortfall of 1,090 care home bedspaces within 5-miles of the site.

Future Supply of Care Home Bedspaces within 5-miles of the Proposed Development, 2036		
	Population, 2036	Estimated Need for Care Home Bedspaces
65-74	34,690	187
75-84	23,557	777
85+	12,561	1,708
Total	70,808	2,673
Future number of care home beds		1,583
Number of care home beds required to meet estimated need		1,090

The number of people aged 65 and over within 10-miles of the site is projected to increase to 130,796 by 2036. This gives a projected need by 2036 of 4,963 care home bedspaces within 10-miles of the Proposed Development. Within supply within 10-miles projected to be 3,063 in 2036, there will be an estimated shortfall of 1,900 care home bedspaces within 10-miles of the site.

Future Supply of Care Home Bedspaces within 10-miles of the Proposed Development, 2036		
	Population, 2036	Estimated Need for Care Home Bedspaces
65-74	63,861	345
75-84	434,542	1,437
85+	23,394	3,182
Total	130,796	4,963
Future number of care home beds		3,063
Number of care home beds required to meet estimated need		1,900

1. Introduction

Scope and Purpose

- 1.1. This report assesses the need for specialist housing for older people and care home bedspaces in the Reading Local Planning Authority (LPA) area. It has been produced on behalf of Beechcroft Developments Ltd, who are seeking to develop the following scheme on land at Caversham Park, Reading:

“Redevelopment of Caversham Park for 64 assisted living units (Class C2) for the over 55’s through the conversion of Caversham Park House, 64 bed care home (Class C2), 61 age-restricted retirement dwellings, including conversion of the existing buildings Bursars House, The Lodge and 2 Caversham Park Drive (Class C3), 5 market dwellings (Class C3), 28 affordable dwellings (Class C3), and refurbishment and extension of the existing pavilion to provide changing facilities, café/studio and sports provision comprising 2 no. croquet lawns, 2 no. bowling greens, an additional tennis court, refurbishment of the existing tennis court and associated parking and landscaping”.

- 1.2. The report considers the current planning policy context for such accommodation, both local and national, in addition to analysing past and future population trends to identify the extent to which Reading has an ageing population. Drawing on data sourced from the Elderly Accommodation Counsel (EAC), a review of current older persons’ housing in the LPA is provided and the report goes on to estimate how much older persons’ housing is currently required in Reading, as well as how much is estimated to be needed in 2036 in order to give a long-term view of need.
- 1.3. A review of the current supply of care home bedspaces within 5-miles and 10-miles of the Proposed Development is also provided and analysis is undertaken on the current and future need for care home bedspaces within 5-miles and 10-miles of the site. A summary of the health and social care benefits of specialist older persons’ accommodation including care home bedspaces is provided and a conclusion of the main findings is given in the final section.

Report Structure

- 1.4. The report is structured as follows:
- **Section 2** provides an overview of the planning policy context for older persons’ housing at a local and national level.
 - **Section 3** analyses population change by age group in Reading, both historical and projected change.
 - **Section 4** analyses data from the POPPI (Projecting Older People Population Information) database on future health issues amongst Reading’s older population.
 - **Section 5** looks at the tenure profile of Reading’s older population in terms of levels of owner occupancy and the extent to which properties are over or under-occupied.
 - **Section 6** provides information on current and future older persons’ accommodation in Reading LPA area.

- **Section 7** provides estimates on the need for older persons' housing in Reading local authority, both current and future.
- **Section 8** provides information on the current and future supply of care home bedspaces within 5-miles and 10-miles of the Proposed Development.
- **Section 9** provides estimates on the need for care home bedspaces within 5-miles and 10-miles of the Proposed Development, both current and future.
- **Section 10** assesses the extent to which older persons' housing and care homes provide health and social benefits for residents of such accommodation.
- **Section 11** provides a conclusion to the report, summarising the main findings.

2. Planning Policy Review

National Policy

2.1. The National Planning Policy Framework sets out the government's planning policies for England and how these are expected to be applied. The Framework is a material consideration in planning decisions.

2.2. Under the heading 'Achieving sustainable development', paragraph 8 of the Framework states:

"Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- ***an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;***
- ***a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and***
- ***an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy."***

2.3. Under the heading 'Delivering a sufficient supply of homes' paragraph 60 of the Framework states:

"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."

2.4. Paragraph 62 considers housing needs for different groups and states:

"Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers²⁷, people who rent their homes and people wishing to commission or build their own homes²⁸)."

2.5. Older people are defined in Annex 2: Glossary of the Framework as:

"Older people: People over or approaching retirement age, including the active, newly retired through to the very frail elderly; and whose housing needs can encompass

accessible, adaptable general needs housing through to the full range of retirement and specialised housing for those with support or care needs.”

- 2.6. Planning Practice Guidance adds further context to the Framework and is set out in several sections.
- 2.7. The section titled ‘Housing needs of different groups’ provides advice on planning for the housing needs of different groups. It was published on 22 July 2019 and last updated on 24 May 2021.
- 2.8. It includes a sub-section titled ‘Addressing the need for different types of housing’ that considers how the housing needs of particular groups relate to overall housing need, stating:

“How do the housing needs of particular groups relate to overall housing need calculated using the standard method?

The standard method for assessing local housing need identifies an overall minimum average annual housing need figure but does not break this down into the housing need of individual groups. This guidance sets out advice on how plan-making authorities should identify and plan for the housing needs of particular groups of people.

This need may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method. How can needs of different groups be planned for?

Strategic policy-making authorities will need to consider the extent to which the identified needs of specific groups can be addressed in the area, taking into account:

- ***the overall level of need identified using the standard method (and whether the evidence suggests that a higher level of need ought to be considered);***
- ***the extent to which the overall housing need can be translated into a housing requirement figure for the plan period; and***
- ***the anticipated deliverability of different forms of provision, having regard to viability.”***

- 2.9. Further advice in relation to the housing needs of specific groups is provided in other sections of Planning Practice Guidance.
- 2.10. The section titled ‘Housing for older and disabled people’, provides guidance for preparing planning policies on housing for older and disabled people. It was published on 26 June 2019.
- 2.11. The sub-section titled ‘Introduction’ introduces this topic. It provides the context of why it is important to plan for the housing needs of older people, stating:

“Why is it important to plan for the housing needs of older people?

The need to provide housing for older people is critical. People are living longer lives and the proportion of older people in the population is increasing. In mid-2016 there were 1.6

million people aged 85 and over; by mid-2041 this is projected to double to 3.2 million. Offering older people a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities and help reduce costs to the social care and health systems. Therefore, an understanding of how the ageing population affects housing needs is something to be considered from the early stages of plan-making through to decision-taking.” (our emphasis)

- 2.12. It also considers what range of needs should be addressed, stating:

“What range of needs should be addressed?”

The National Planning Policy Framework glossary provides definitions of older people and people with disabilities for planning purposes, which recognise the diverse range of needs that exist. The health and lifestyles of older people will differ greatly, as will their housing needs, which can range from accessible and adaptable general needs housing to specialist housing with high levels of care and support. For plan-making purposes, strategic policy-making authorities will need to determine the needs of people who will be approaching or reaching retirement over the plan period, as well as the existing population of older people...”

- 2.13. The sub-section titled ‘Identifying the housing requirements of older and disabled people’, provides details of the evidence that plan-makers can consider when identifying the housing needs of older people, and states:

“What evidence can plan-makers consider when identifying the housing needs of older people?”

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

- 2.14. It also provides suggestions as to how the housing requirement of particular groups of people can be addressed in plans, stating:

“How can the housing requirements of particular groups of people be addressed in plans?”

Plan-making authorities should set clear policies to address the housing needs of groups with particular needs such as older and disabled people. These policies can set out how the plan-making authority will consider proposals for the different types of housing that these groups are likely to require. They could also provide indicative figures or a range for the number of units of specialist housing for older people needed across the plan area throughout the plan period.”

- 2.15. The sub-section titled ‘Specialist housing for older people’ identifies the different types of specialist housing for older people, which include:

- Age-restricted general market housing: This type of housing is generally for people aged 55 and over and the active elderly. It may include some shared amenities such as communal gardens, but does not include support or care services.
- Retirement living or sheltered housing: This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services, but provides some support to enable residents to live independently. This can include 24 hour on-site assistance (alarm) and a warden or house manager.
- Extra care housing or housing-with-care: This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24 hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages – the intention is for residents to benefit from varying levels of care as time progresses.
- Residential care homes and nursing homes: These have individual rooms within a residential building and provide a high level of care, meeting all activities of daily living. They do not usually include support services for independent living. This type of housing can also include dementia care homes.

2.16. It also notes that there is a significant amount of variability in the types of specialist housing for older people. It recognises that the above list provides an indication of the different types of housing available, but is not definitive, and development may contain a range of different types of specialist housing.

2.17. The guidance also considers whether plans should make specific provision for specialist housing for older people and whether plans need to allocate sites for this purpose, stating:

“Do plans need to make specific provision for specialist housing for older people?”

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

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

Plan-makers will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to live independently and safely in their own home for as long as possible, or to move to more suitable accommodation if they so wish.”

“Do plans need to allocate sites for specialist housing for older people?”

It is up to the plan-making body to decide whether to allocate sites for specialist housing for older people. Allocating sites can provide greater certainty for developers and encourage the provision of sites in suitable locations. This may be appropriate where there is an identified unmet need for specialist housing. The location of housing is a key

consideration for older people who may be considering whether to move (including moving to more suitable forms of accommodation). Factors to consider include the proximity of sites to good public transport, local amenities, health services and town centres.”

Local Policy

- 2.18. The Development Plan relevant to the Proposed Development includes the Reading Borough Local Plan (RBLP) which was adopted in November 2019 under the provisions of the 2012 NPPF in accordance with the transitional arrangements of paragraph 220 of the current NPPF.
- 2.19. Policy CC1 of the RBLP embeds the presumption in favour of sustainable development within the statutory Development Plan. The consequence of this is that if a planning application is concluded to provide for sustainable development as defined by paragraphs 11c and 11d of the NPPF, it would accord with the Development Plan and should be approved without delay.
- 2.20. Policy H1 sets a housing requirement for 15,847 homes, or 689 per annum, over the period 2013–36. This responds to the full objectively assessed need for 699 homes per annum which was identified at the time of adoption as recorded in paragraph 4.4.2. Consequently, over the plan period 230 fewer homes were planned to be provided than were needed as recognised in Policy H1. The Policy sets out that these were intended to be met across the remainder of the Western Berkshire Housing Market Area (HMA) comprising West Berkshire, Wokingham and Bracknell Forest.
- 2.21. Policy H3 sets out that between 10% and 30% of housing will be provided as affordable housing. In paragraph 4.4.19 it is recognised that there was a need for 406 affordable homes per annum, but that this would not be able to be met which would in turn have severe consequences including homelessness, households in temporary or unsuitable accommodation, overcrowding, younger people having to remain in the parental home for longer, and impeding economic growth.
- 2.22. Policy H6 sets a requirement for 253 residential care bedspaces for older people in addition to the housing requirement of Policy H1. It also commits to addressing the needs for other forms of specialist accommodation for older people. In paragraph 4.4.52, the RBLP identified a need for 1,189 specialist homes for older people as part of the overall housing requirement of Policy H1.
- 2.23. Policy H12 allows for new student accommodation on suitable sites. Paragraph 4.4.98 indicates that at the time of adoption there was a shortfall of around 1,000 bedspaces and paragraph 4.4.100 also recognises the intention for significant growth in student numbers at the University which could generate an additional need for accommodation. The RBLP nevertheless does not set a requirement for the provision of such accommodation, but any such accommodation will clearly be additional to the housing requirement of Policy H1.
- 2.24. Policy H13 addresses the need for Gypsy and Traveller accommodation. In paragraph 4.4.103 it identifies a need for 10–17 permanent pitches, 5 transit pitches, and 2 plots for various forms of such accommodation, but concludes in paragraph 4.4.104 that there are no suitable sites to address this need and therefore relies upon this being addressed outside of the Borough.
- 2.25. In totality, the RBLP identifies a need for:

- 699 homes per annum (including specialist housing for older people but excluding care home bedspaces).
- 253 care homes bedspaces which equates to a need for 5.9 homes per annum.

Berkshire (including South Bucks) Strategic Housing Market Assessment, 2016

- 2.26. The SHMA considers the objectively assessed need (OAN) for housing for the Berkshire (including South Bucks) Strategic Housing Market Area.

Older Persons' Accommodation

- 2.27. For the housing market area, it is expected that there is a need for around 9,457 units of market specialist housing and 1,408 in the affordable sector, on the basis of the supply identified at that time. For Reading, it is expected that there is a need for around 997 units of market specialist housing and 192 in the affordable sector¹.

Residential Care Housing

- 2.28. For the housing market area, demographic modelling indicates that, on the basis of the supply identified at that time, there would be a potential shortfall of 3,462 bedspaces between 2013 and 2036. For Reading, there would be a potential shortfall of 253 bedspaces between 2013 and 2036².

¹ Table 117, Berkshire (including South Bucks) Strategic Housing Market Assessment, 2016

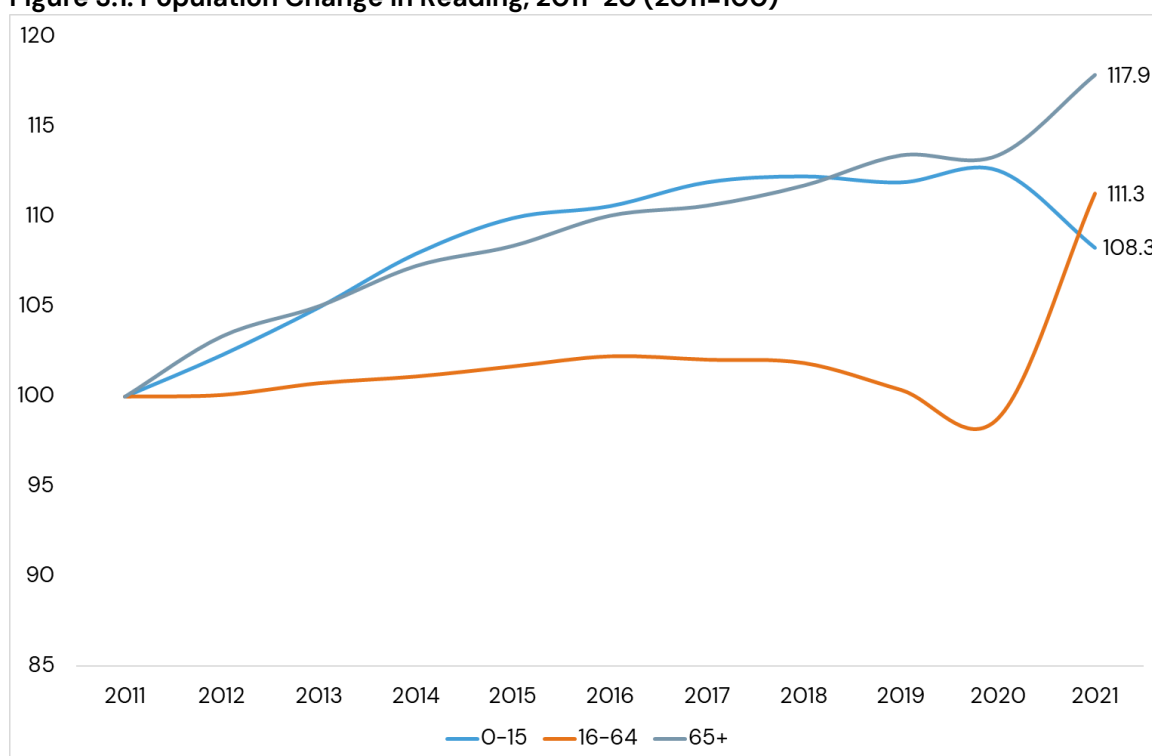
² Table 118, Berkshire (including South Bucks) Strategic Housing Market Assessment, 2016

3. Demographic Profile of Reading

Past Population Change

- 3.1. Estimates for 2021 show that the population of Reading stands at around 173,200, a rise of 11.5% (17,900) since 2011. The age group that experienced the fastest growth within this time period was those aged 65+, with a rise of 17.9% (3,200). This growth was higher than the 11.3% (12,100) increase in people aged 16–64 and the 8.3% (2,500) rise in people aged 0–15 over the 2011–2021 timeframe (see Figure 3.1).

Figure 3.1: Population Change in Reading, 2011–20 (2011=100)



Source: ONS, Population Estimates

- 3.2. Tables 3.1–3.3 show the population estimates for Reading, the South East and Great Britain respectively from 2011–2021. Similar to Reading, the highest growth was in the age group of 65+ at both a regional and national level. The growth rate in Reading was lower when compared to 21.5% in the South East (Table 3.2) and 19.8% in Great Britain (Table 3.3).

Table 3.1: Past Population change in Reading

	2011	2021	Absolute Change	% Change
0–15	30,200	32,700	2,500	8.3%
16–64	107,300	119,400	12,100	11.3%
65+	17,900	21,100	3,200	17.9%
Total	155,300	173,200	17,900	11.5%

Source: ONS, Population Estimates

Table 3.2: Past Population change in the South East

	2011	2021	Absolute Change	% Change
0-15	1,643,800	1,721,900	78,100	4.8%
16-64	5,513,600	5,755,600	242,000	4.4%
65+	1,495,500	1,816,500	321,000	21.5%
Total	8,652,800	9,294,000	641,200	7.4%

Source: ONS, Population Estimates

Table 3.3: Past Population change in Great Britain

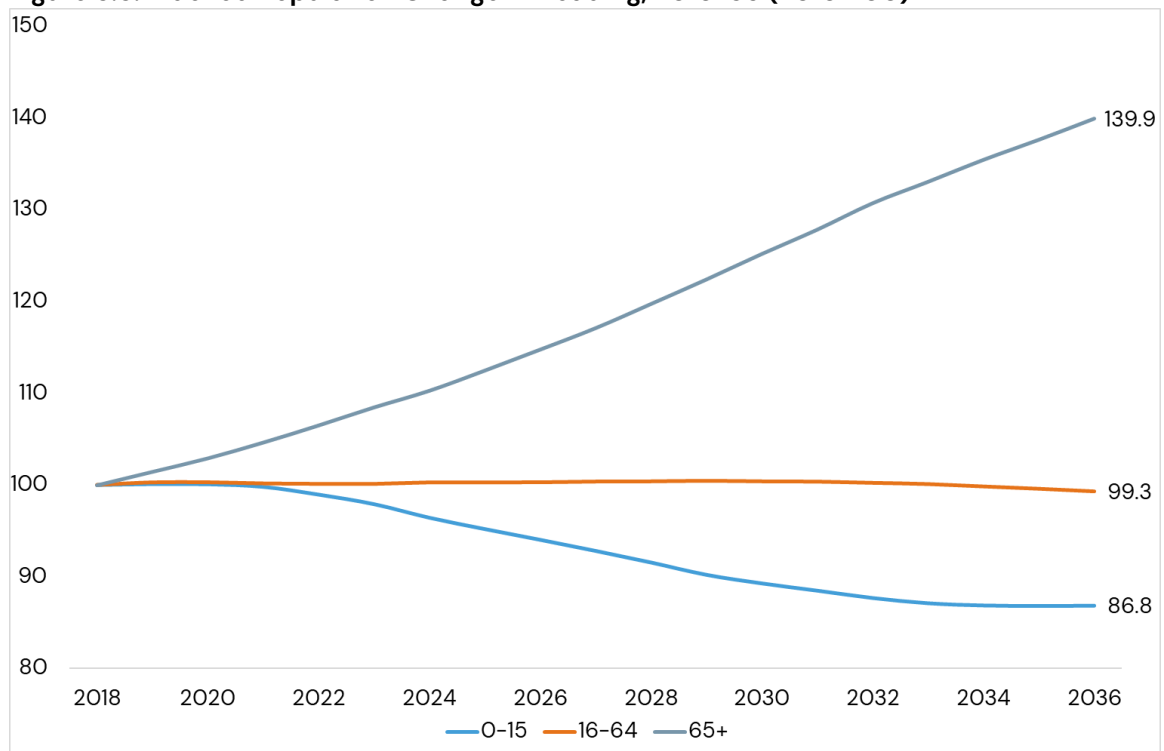
	2011	2021	Absolute Change	% Change
0-15	11,502,100	11,926,400	424,300	3.7%
16-64	39,776,300	40,987,500	1,211,200	3.0%
65+	10,192,400	12,207,800	2,015,400	19.8%
Total	61,470,800	65,121,700	3,650,900	5.9%

Source: ONS, Population Estimates

Future Population Change

- 3.3. The trend of an ageing population is expected to pick up significantly in Reading. Figure 3.3 presents long-term projections for the population of Reading for the period 2018–2036, drawing on the 2018–based ONS sub-national population projections. As shown in the chart, over the time period analysed people aged 65+ are anticipated to account for the entirety of population growth in Reading. The number of people in this age group is projected to rise by 39.9% (7,997). This compares to a projected fall of 13.2% (4,461) in the number of people aged 0–15 and a fall of 0.7% (771) in the number of people aged 16–64.

Figure 3.3: Indexed Population Change in Reading, 2018–36 (2018=100)



Source: ONS, 2018–based Population Projections

- 3.4. Tables 3.4–3.6 show the absolute population projection estimates for Reading, the South East and England respectively from 2018–36. They show the significant growth in the number of people aged 65+ in each area. The rate of growth for this age group is higher in Reading (39.9% – see Table 3.4) than the South East (38.1% – see Table 3.5) and England (37.7% – see Table 3.6).

Table 3.4: Projected Population Change in Reading, 2018–36

	2018	2036	Absolute Change	% Change
0–15	33,876	29,415	-4,461	-13.2%
16–64	109,307	108,536	-771	-0.7%
65+	20,020	28,017	7,997	39.9%
Total	163,203	165,970	2,767	1.7%

Source: ONS, 2018–based Population Projections

Table 3.5: Projected Population Change in the South East, 2018–36

	2018	2036	Absolute Change	% Change
0–15	1,755,267	1,639,780	-115,487	-6.6%
16–64	5,616,593	5,677,766	61,173	1.1%
65+	1,761,765	2,432,131	670,366	38.1%
Total	9,133,625	9,749,712	616,087	6.7%

Source: ONS, 2018–based Population Projections

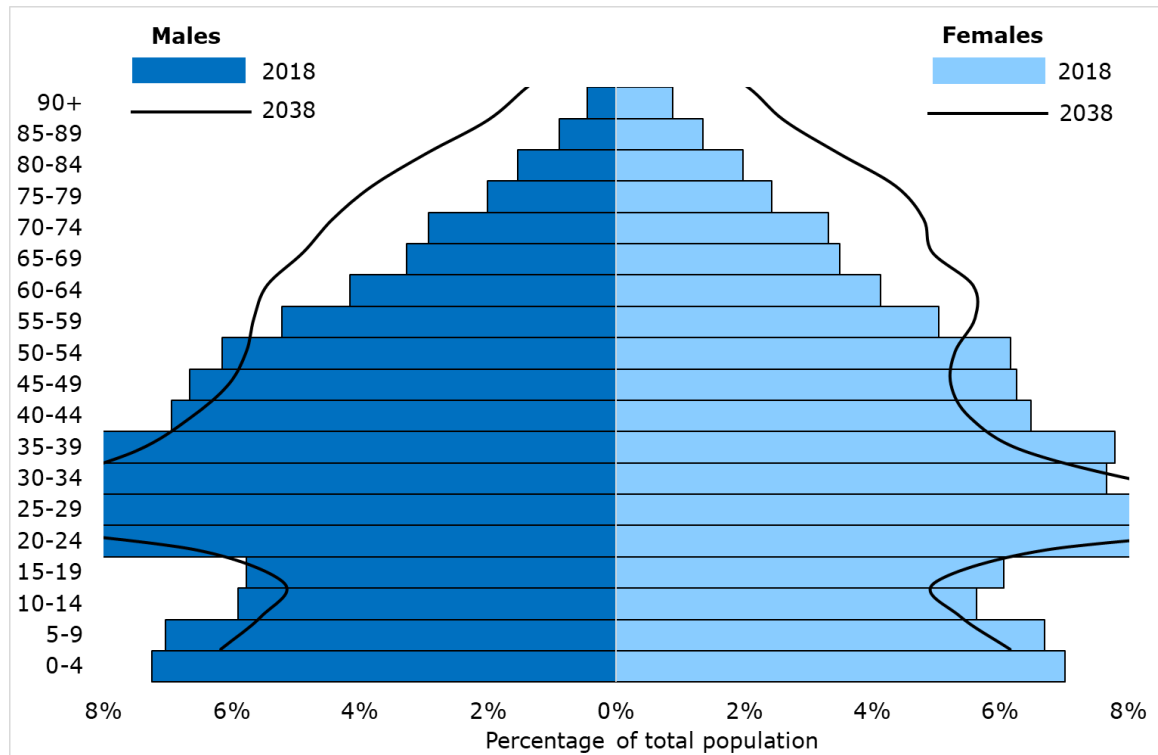
Table 3.6: Projected Population Change in England, 2018–36

	2018	2036	Absolute Change	% Change
0–15	10,748,458	10,307,811	-440,647	-4.1%
16–64	35,049,467	36,052,368	1,002,901	2.9%
65+	10,179,253	14,017,594	3,838,341	37.7%
Total	55,977,178	60,377,811	4,400,633	7.9%

Source: ONS, 2018–based Population Projections

- 3.5. Figure 3.4 presents a population pyramid for Reading showing the change in age structure from 2018 to 2036. For both males and females, the number of people aged under 55 are projected to account for a smaller proportion of the population in 2036 when compared 2018. The proportion of people aged 55 and over in Reading is projected to increase between 2018 and 2036, with the proportion of females aged 75 and over projected to be higher than the proportion of males aged over 75.

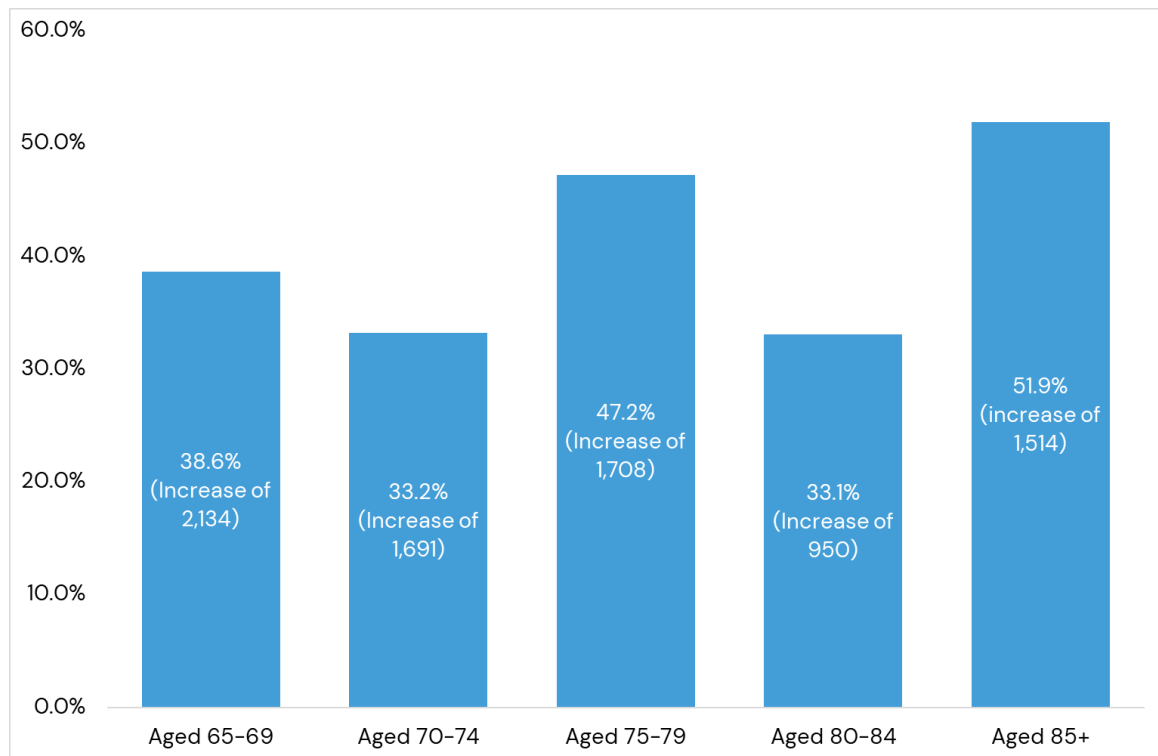
Figure 3.4: Population Pyramid for Reading, 2018–36



Source: ONS, 2018-based Population Projections

- 3.6. Looking in more detail at people aged 65+ in Reading, Figure 3.5 presents the projected change in population from 2018–36 in five-year groups from age 65 onwards. All age groups are expected to increase, with the largest being 51.9% (1,514) growth in those aged 85 and over. The second largest increase is a 47.2% (1,708) increase in those aged 75–79. Increases in those aged 65–69, 70–74 and 80–84 are projected to be 38.6% (2,134), 33.2% (1,691) and 33.1% (950) respectively.

Figure 3.5: Projected Change in population aged 65+ in Reading by 5-year age band, 2018–36



Source: ONS, 2018-based Population Projections

Summary

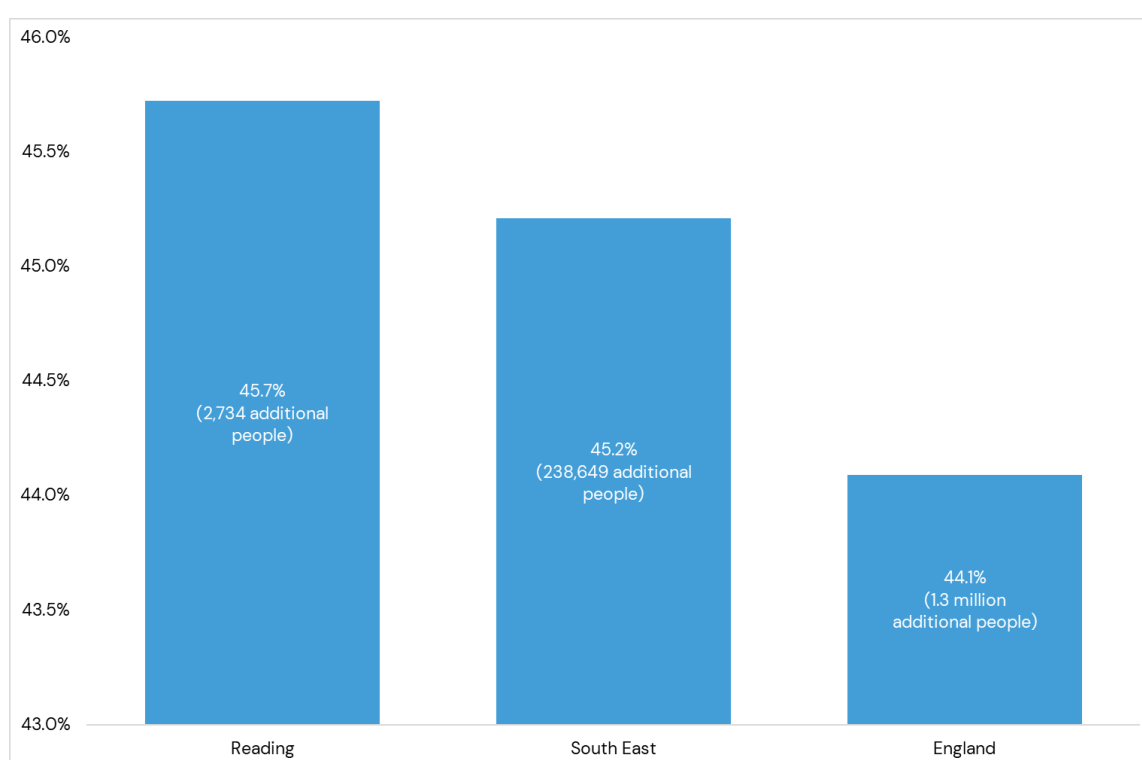
- 3.7. Analysis of historical population change shows that the 65+ age group in Reading was the fastest growing group between 2011 and 2021, with increases of 17.9%. The pace of this change is expected to increase when the latest population projections are analysed, with the number of people aged 65+ expected to rise by 39.9% (almost 8,000) in Reading from 2018–2036. People aged 65+ are anticipated to account for the entirety of population growth in Reading over this timeframe.

4. Health Issues relating to an Ageing Population

Domestic Tasks

- 4.1. Based on data from the Projecting Older People Population Information database (POPPI)³, between 2020 and 2040 the number of people aged 65 and over in Reading who need help with at least one domestic task is projected to increase by 45.7% (see Figure 4.1). This equates to a rise of 2,734 people. There is also projected to be a rise in the South East and England, which are expected to rise at lower rates than Reading (45.2% in the South East and 44.1% in England).

Figure 4.1: Increase in people aged 65 and over who need help with at least one domestic task, 2020–40



Source: POPPI, Version 14.2

Self-care

- 4.2. Data sourced from POPPI look at the number of people aged 65 and over who need help with at least one self-care activity such as getting dressed, showering, or taking medicines. The data show that in Reading, there is a projected increase of 2,679 additional people needing help with at least one self-care activity between 2020 and 2040. This is an increase of 45.3%. This rate is above the projected rise in both the South East (44.3% – 231,451 additional people) and England (43.2% – 1.3 million additional people) over the same period of time. Table 4.1 shows the data in more detail.

³ POPPI is managed by Oxford Brooks University and the Institute of Public Care.

Table 4.1: Increase in people aged 65 and over who need help with at least one self-care activity, 2020–40

	2020	2040	Absolute Change	% Change
Reading	5,920	8,599	2,679	45.3%
South East	522,586	754,037	231,451	44.3%
England	2,989,663	4,280,834	1,291,171	43.2%

Source: POPPI, Version 14.2

Limiting long-term illness

- 4.3. Data from POPPI on the number of people aged 65 and over with a limiting long-term illness show that between 2020 and 2040 in Reading, the number of over 65s with a limiting long-term illness is projected to rise by 47.7% (see table 4.2) an increase of 2,102. These figures are also projected to rise in the South East and in England, by 48.6% (170,354) and 45.4% (1.1 million) respectively.

Table 4.2: Increase in people aged 65 and over living with a limiting long-term illness, 2020–40

	2020	2040	Absolute Change	% Change
Reading	4,403	6,505	2,102	47.7%
South East	350,825	521,179	170,354	48.6%
England	2,496,119	3,630,414	1,134,295	45.4%

Source: POPPI, Version 14.2

Dementia

- 4.4. According to POPPI data the number of people aged 65 and over who are predicted to have dementia is projected to increase in Reading, the South East and England over the next 20 years. The projected increase in Reading is 52.5%, which is an increase of 780 people. This compares to higher rates in the South East (57.1% – 75,919 additional people) and England (54.9% – 407,580 additional people). Table 4.3 shows these projected changes in more detail.

Table 4.3: Projected increase in people aged 65 and over who are predicted to have dementia, 2020–40

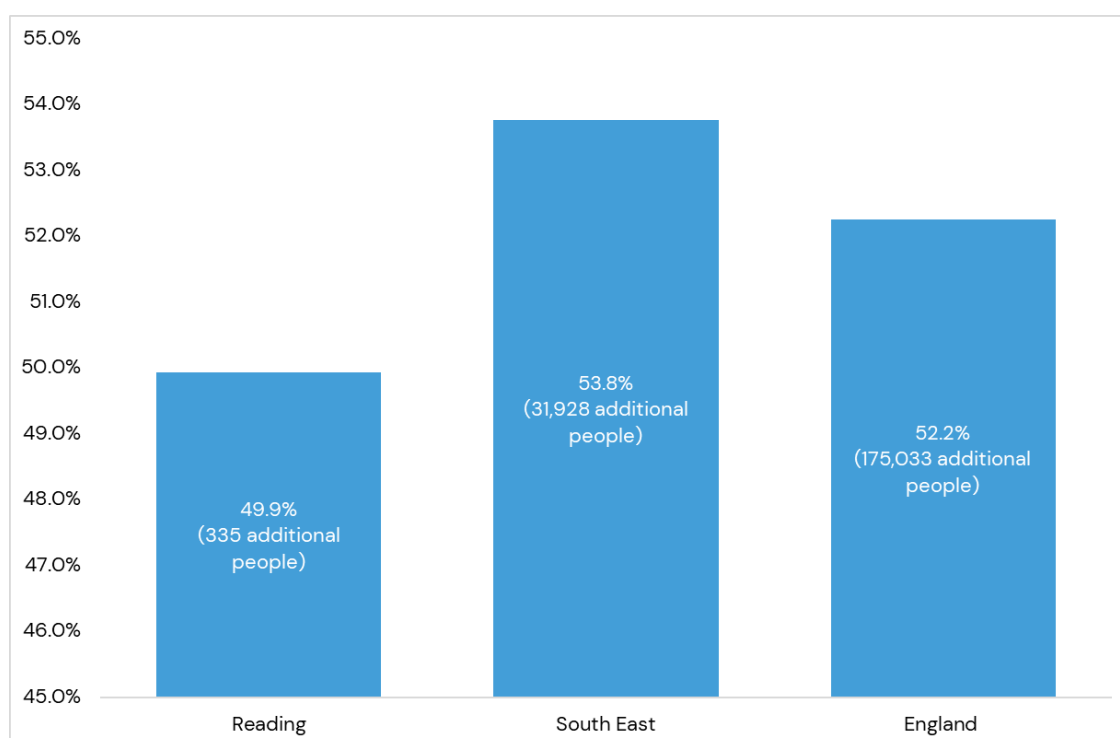
	2020	2040	Absolute Change	% Change
Reading	1,487	2,267	780	52.5%
South East	132,890	208,809	75,919	57.1%
England	741,875	1,149,455	407,580	54.9%

Source: POPPI, Version 14.2

Falls resulting in hospital admissions

- 4.5. Figure 4.2 shows the projected increase in over 65s admitted to hospital as a result of a fall. The POPPI data show that between 2020 and 2040 the rise in Reading is projected to be 49.9%, representing 335 more people. This compares to projected increases in the South East and England of 53.8% (31,928 additional people) and 52.2% (175,033 additional people) respectively.

Figure 4.2: Projected increase in people aged 65 and over admitted to hospital as a result of a fall, 2020–40



Source: POPPI, Version 14.2

Mobility

- 4.6. Table 4.4 shows the number of people aged 65 and over that are unable to manage at least one mobility activity, such as getting around the house on their own. Between 2020 and 2040, there is projected to be an increase of 1,792 in the number of over 65s in Reading unable to manage at least one mobility activity on their own, a rise of 46.2%. This is below the projected increases in both the South East (48.6% – 165,658 additional people) and England (47.2% – 910,575 additional people).

Table 4.4: Projected increase in over 65s who struggle with a mobility activity alone, 2020–40

	2020	2040	Absolute Change	% Change
Reading	3,879	5,671	1,792	46.2%
South East	340,588	506,246	165,658	48.6%
England	1,928,176	2,838,751	910,575	47.2%

Source: POPPI, Version 14.2

Summary

- 4.7. The analysis provided in this section highlights the likely rise in the prevalence of health issues relating to old age over the next 20 years in Reading. There is projected to be a rise in all indicators in Reading, and at a regional and national level. The increases in Reading are substantial and will raise the pressure on health and social services in the area, and will also mean that it is vital to ensure that there is sufficient accommodation tailored towards the needs of the older population in Reading.

5. Tenure Profile of Reading's Older Population

Home Ownership

- 5.1. Table 5.1 shows the percentage of household reference persons (HRP) over the age of 16 in different tenures for Reading, the South East and England using data from the 2011 Census⁴. The percentage of HRPs in Reading aged over 16 who own their own home outright is 14.4%. This is below the corresponding figures for the South East (20.4%) and England (20%). A further 44.4% of HRPs in Reading aged over 16 own a home with a mortgage or shared ownership. This is below the South East (50.1%) and England (48%). A higher proportion of HRPs aged 16+ in Reading renting their home from a private landlord or letting agency – 28%, compared to 17.2% in the South East and 18% in England.

Table 5.1: Home ownership amongst household reference persons aged 16+, 2011

	Reading	South East	England
Owned: Owned outright	14.4%	20.4%	20.0%
Owned: Owned with a mortgage or loan or shared ownership	44.4%	50.1%	48.0%
Social rented: Rented from council (Local Authority)	6.2%	3.7%	5.8%
Social rented: Other social rented	4.8%	5.6%	5.4%
Private rented: Private landlord or letting agency	28.0%	17.2%	18.0%
Private rented: Other private rented or living rent free	2.2%	3.1%	2.7%

Source: 2011 Census, Table: DC4604EW

- 5.2. Table 5.2 shows the percentage of HRPs aged 65+ in different tenures for Reading, the South East and England. It can be seen from the table that the percentage of HRPs aged 65 and over owning their homes outright is substantially higher than the percentage for all of those who are aged over 16. This shows that older people are much more likely to have equity though owning their home. The figure for Reading (64%) is just below the figure for the South East (66.9%) and England (66.6%). In addition, 17.1% of HRPs aged over 65 in Reading own a home with a mortgage or shared ownership. This is below the rate in the South East (18.3%) but just above the rate for England (17%).

Table 5.2: Home ownership amongst household reference persons aged 65+, 2011

	Reading	South East	England
Owned: Owned outright	64.0%	66.9%	66.6%
Owned: Owned with a mortgage or loan or shared ownership	17.1%	18.3%	17.0%
Social rented: Rented from council (Local Authority)	9.1%	3.6%	5.1%
Social rented: Other social rented	3.2%	4.4%	4.2%
Private rented: Private landlord or letting agency	4.4%	4.6%	4.8%
Private rented: Other private rented or living rent free	2.2%	2.2%	2.2%

Source: 2011 Census, Table: DC4604EW

⁴ It is not currently possible to replicate the analysis on household ownership by age using 2021 Census data as the figures are yet to be released.

Occupancy Rating for People aged 65+

- 5.3. Table 5.3 presents the occupancy rating (the proportion of houses with extra bedrooms or not enough bedrooms) for those aged 65 and over. It shows that most households with occupants over the age of 65 have two or more empty bedrooms. Reading has a high proportion of households aged over 65 with two or more empty bedrooms at 56.3%, which is higher than rates in the South East (53.5%) and England (52.4%). Just under 25% of occupants aged 65+ in Reading have one empty bedroom.

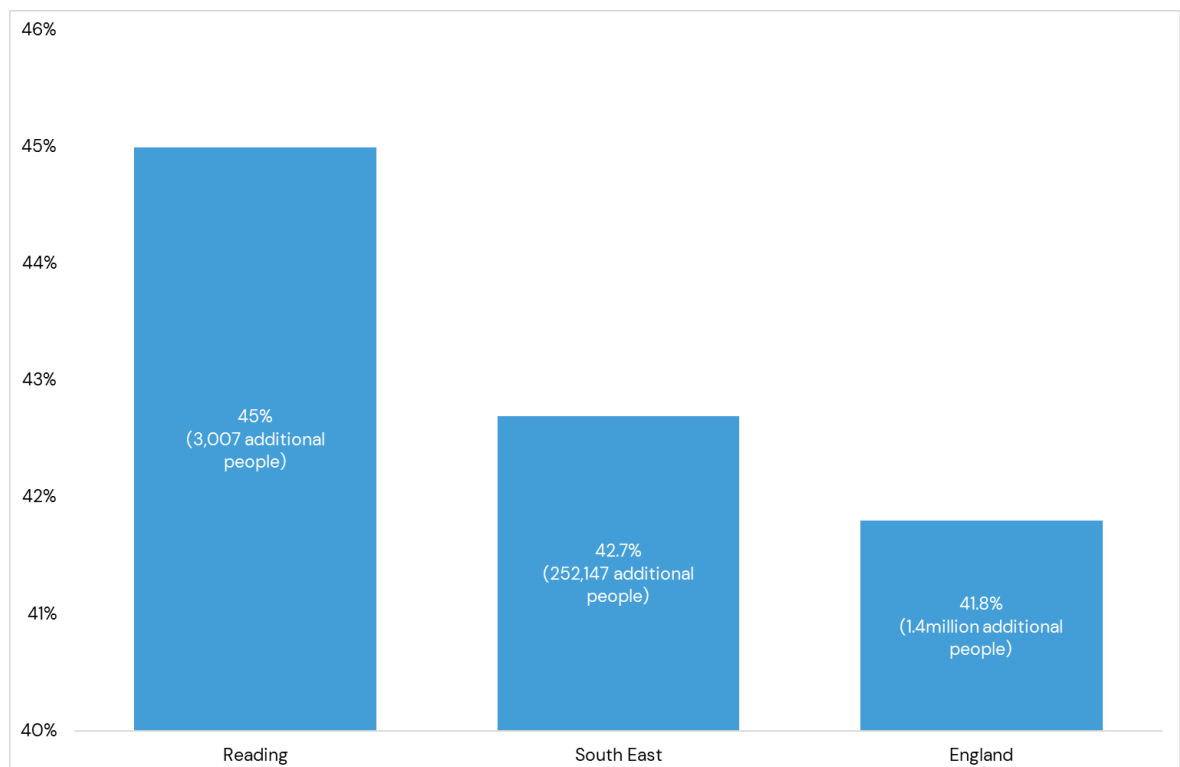
Table 5.3: Occupancy rating (bedrooms), for homes owned by families aged 65+, 2011

	Reading	South East	England
Occupancy rating (bedrooms) of +2 or more	56.3%	53.5%	52.4%
Occupancy rating (bedrooms) of +1	23.9%	30.6%	31.7%
Occupancy rating (bedrooms) of 0	19.8%	15.8%	15.9%
Occupancy rating (bedrooms) of -1 or less	0.0%	0.0%	0.0%

Source: 2011 Census, Table: DC4105EW

- 5.4. Figure 5.1 shows the increase in the number of over 65s projected to be living alone between 2020 and 2040 in Reading, the South East and England. In Reading, there is projected to be a 45% increase in the number of people aged 65+ living alone, which is a rise of 3,007 people. This is below the projected increases in the South East and England in the same time period of 42.7% (252,147) and 41.8% (1.4 million) respectively.

Figure 5.1: Increase in people aged 65+ living alone, 2020–40



Source: POPPI, Version 14.2

Summary

- 5.5. Home ownership amongst older people is significantly higher when compared with all HRPs aged 16+ in Reading. Those aged 65+ are also highly likely to be under-occupying their current home. These properties could potentially be released back on to the market if the right accommodation for those aged 65 and over was developed in Reading.

6. Current and Future Supply of Housing for Older People

Planning Permissions in Reading in the Last 10 Years

- 6.1. Prior to looking at current provision of older person accommodation in Reading, an assessment was undertaken of planning permissions granted by the local planning authority over the last ten years.
- 6.2. Online searches of each permitted scheme were undertaken to confirm whether they had been completed and therefore form part of the current supply (discussed in the next section in full detail) or whether the schemes were extant.
- 6.3. There are no extant planning permissions for older persons' accommodation in Reading and therefore there are no schemes to include in the future supply of older persons' accommodation in Reading.

Current Supply

- 6.4. The Elderly Accommodation Counsel (EAC) is a charity that offers information and advice about accommodation and care options for older people. To support this service, it undertakes research into all forms of specialist accommodation and associated care & support services nationally. This research includes a database of specialist accommodation for every local authority in the country, broken down into the following classifications⁵:
 - **Age exclusive housing:** Housing designed, built and let/sold exclusively to older people (typically 50+ or 55+), but without the supportive on-site management characteristic of sheltered housing. Usually also without any shared facilities except perhaps a garden.
 - **Retirement/sheltered housing:** A group of self-contained flats or bungalows reserved for people over the age of 55 or 60; some shared facilities such as residents' lounge, garden, guest suite, laundry; plus on-site supportive management. A regularly visiting scheme manager service may qualify as long as s/he is available to all residents when on site.
 - **Enhanced sheltered housing:** Sheltered housing with additional services to enable older people to retain their independence in their own home for as long as possible. Typically there may be 24/7 (non-registered) staffing cover, at least one daily meal will be provided and there may be additional shared facilities.
 - **Extra care housing:** Schemes where a service registered to provide personal or nursing care is available on site 24/7. Typically, at least one daily meal will be provided and there will be additional shared facilities. Some schemes specialise in dementia care, or may contain a dedicated dementia unit.

⁵ Information on care homes is also available from the EAC, however they have not been included in the analysis.

- 6.5. A review of the EAC database has been undertaken for Reading which shows a total of 1,784 older persons' accommodation units in the area. Table 6.2 breaks these numbers down into more detail split by market and affordable units. Affordable housing units account for the highest proportion of supply at 58% (1,030 units), with market housing units accounting for the remaining 42% of total supply (754 units). The largest supply of affordable specialist housing is affordable sheltered units with a supply of 634. This is split by 558 social landlord rent units, 50 shared ownership units and 26 units with other tenures. This is followed by affordable extra care housing which has a current supply of 274 units.
- 6.6. In terms of specialist market housing, the largest supply is of sheltered housing with 589 units currently in Reading LPA. This is followed by enhanced sheltered housing with 95 units and then market age exclusive housing with 56 units.

Table 6.2: Current Supply of Specialist Accommodation for Older People in Reading

	Number of units
Affordable age exclusive housing	98
Affordable sheltered housing	634
<i>Rent (social landlord)</i>	558
<i>Shared ownership</i>	50
<i>Other</i>	26
Affordable enhanced sheltered housing	24
Affordable extra care housing	274
Total affordable specialised housing	1,030
Market age exclusive housing	56
Market sheltered housing	589
Market enhanced sheltered housing	95
Market extra care housing	14
Total market specialised housing	754
Total specialised housing – all types	1,784

Source: Pegasus Group Analysis of EAC Database (February 2023)

Summary

- 6.7. Affordable housing units account for the largest proportion specialist older persons' accommodation in Reading. With sheltered housing units accounting for the largest amount of supply of specialist older persons' accommodation in Reading, for both market and affordable. In terms of future pipeline supply, there are no schemes currently in the pipeline supply of older persons' accommodation, therefore the supply in 2036 is assumed to be the same as current supply.

7. Estimating Future Need for Older Persons' Housing

- 7.1. There are a number of methodologies for estimating the need for older persons' housing. As noted in section two of this report, Planning Practice Guidance references the SHOP@ tool (Strategic Housing for Older People Analysis Tool) as one such method. However, as noted in 2021 appeal decision in South Oxfordshire, the Inspector noted in their decision that the SHOP@ 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."
- 7.2. When examining future need for such accommodation in Reading LPA, this report instead draws on the approach set out in the document *Strategic Housing for Older People: Planning, designing and delivering housing that older people want*, which was published in 2011 by the Housing Learning and Improvement Network. This document includes a set of ratios for different accommodation types, highlighting the typical levels of specialist accommodation needed per 1,000 population aged 75+ in an area. The age range used in the calculation reflects the fact that the highest proportion of people in such accommodation will generally be aged 75+. The ratios are shown in Table 7.1.

Table 7.1: Ratios for specialist accommodation demand

Form of Provision	Estimate of demand per 1,000 Population aged 75+
Conventional sheltered housing to rent	60
Leasehold sheltered housing	120
Enhanced sheltered housing (divided 50:50 between that for rent and that for sale)	20
Extra care housing for rent	15
Extra care housing for sale	30

Source: Housing LIN

- 7.3. Table 7.2 takes the information in section six of this report and summarises current levels of provision in Reading, showing the extent to which it aligns with the ratios outlined above. It also shows any adjustments needed to bring it into line with the benchmark ratios. The figure used for the population aged 75+ in Reading is 9,876, which has been sourced from the ONS 2021 mid-year population estimates. It can be seen that the largest deficit is for market age exclusive and sheltered housing units with a required increase of 540 units to meet the recommended provision. This is followed by a deficit of 282 market extra care units. In terms of affordable units, there is currently an oversupply of age exclusive and sheltered housing units and also market extra care, however there is a deficit of affordable enhanced sheltered units.

Table 7.2: Current supply of specialist accommodation for older people in Reading versus expected ratios⁶

	Number of units	Current provision per 1,000 population aged 75+	Recommended provision	Required increase to match recommended provision
Affordable age exclusive housing & sheltered housing	732	74.1	60	-
Affordable enhanced sheltered housing	24	2.5	10	74
Affordable extra care housing	274	27.7	15	-
Market age exclusive housing & sheltered housing	645	65.3	120	540
Market enhanced sheltered housing	95	9.6	10	4
Market extra care housing	14	1.5	30	282
Total				901

- 7.4. Table 7.4 looks at future requirements for older persons' accommodation in Reading. It estimates the level of need in 2036, which represents a long-term future need estimate. The figure used for the population aged 75+ in Reading in 2036 is 13,576, which has been sourced from the ONS 2018-based population projections. The expected level of supply (the Number of Units column in Table 7.3) is the same as the current level of supply in Table 7.2 as there are no older persons' accommodation schemes in the planning pipeline. The deficit of specialist housing is projected to get worse by 2036.
- 7.5. By 2036, the deficit of all types of market specialist accommodation is projected to have worsened, with a requirement of 984 market age exclusive and sheltered housing units, 41 enhanced sheltered units and 393 market extra care units.
- 7.6. The deficit of affordable age exclusive and sheltered housing and enhanced sheltered housing units is also projected to have worsened by 2036, with a requirement of 83 age exclusive and sheltered units and 111 enhanced sheltered units. By 2036, there is still not expected to be a deficit for affordable extra care units.

⁶ Figures may not sum due to rounding.

Table 7.3: Supply of specialist accommodation for older people in Reading versus expected ratios, 2036⁷

	Number of units	Future provision per 1,000 population aged 75+, 2036	Recommended provision	Required increase to match recommended provision
Affordable age exclusive housing & sheltered housing	732	53.9	60	83
Affordable enhanced sheltered housing	24	1.8	10	111
Affordable extra care housing	274	20.2	15	-
Market age exclusive housing & sheltered housing	645	47.5	120	984
Market enhanced sheltered housing	95	7.0	10	41
Market extra care housing	14	1.1	30	393
Total				1,542

Summary

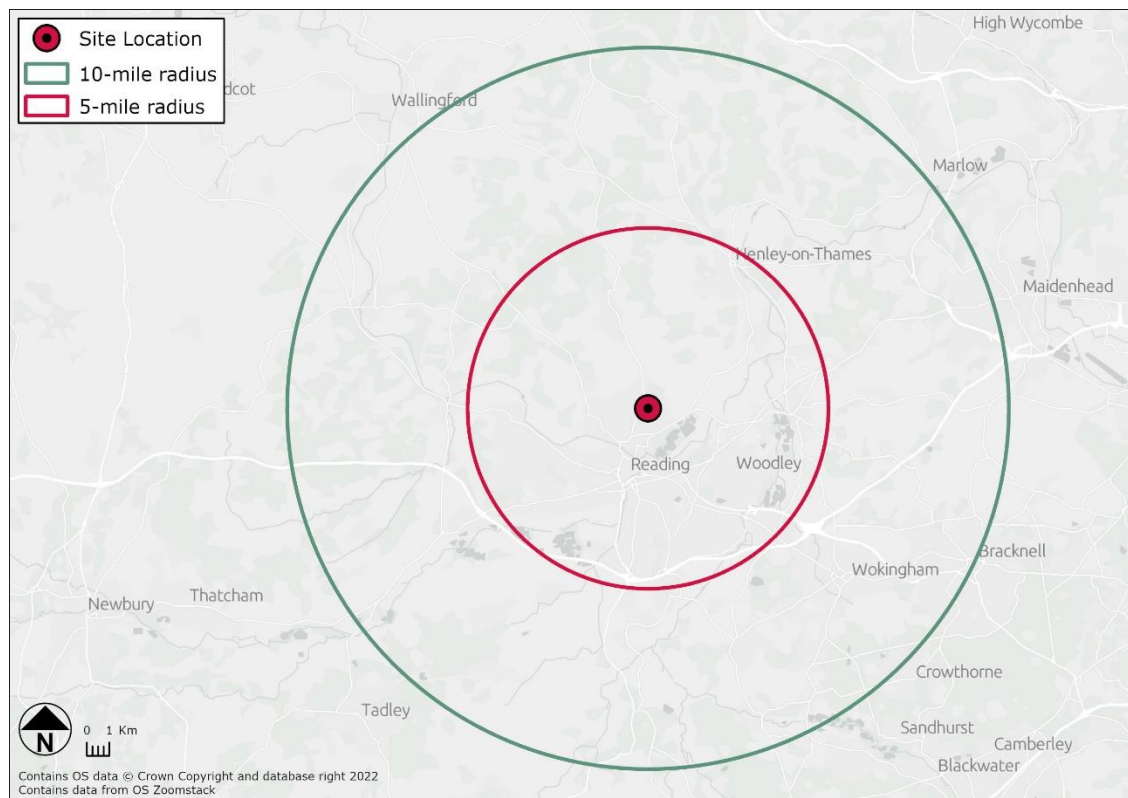
- 7.7. Based on the data presented in Tables 7.2 and 7.3 on current and future need respectively, there appears to be an unmet need for all types of market provision of specialist accommodation for older people in Swindon. This relates to market age exclusive housing/sheltered housing, market enhanced sheltered housing and extra care housing. For all three types of accommodation, there is already an unmet need and the deficit is expected to have increased by 2036.
- 7.8. There also appears to be a current unmet need for affordable enhanced sheltered housing in the LPA area. By 2036, the deficit for affordable enhanced sheltered units is projected to increase, and there is also projected to be a deficit of affordable age exclusive and sheltered housing units.

⁷ Figures may not sum due to rounding.

8. Current and Future Supply of Care Home Bed Spaces

- 8.1. Based on past experience of working on care home scheme elsewhere, it is likely that the majority of residents will come from a 5 to 10-mile catchment area. This is shown in Figure 8.1 for the Proposed Development.

Figure 8.1: 5 and 10-mile Radii around Application Site



Planning Permission for Care Homes within 5-mile Catchment Area

- 8.2. Prior to looking at current provision of care homes for older persons in Reading, it is helpful to assess the number of planning permissions granted by the local planning authority over the last ten years (i.e. from August 2012) for care homes. Table 8.1 provides a schedule of planning permissions since 2012 for care homes for older persons. These schemes have been included in the future pipeline supply of care homes.

Table 8.1: Schedule of Planning Permissions for Care Homes in 5-mile Catchment Area

Site	Reference	Description	Units	Date Approved	Status
Reading					
65 Northcourt Avenue, Reading, RG2 7HF	220218	Construction of a 13-bedroom building (C2 use) with ancillary accommodation and associated works	13	21 Dec 2022	Extant

Site	Reference	Description	Units	Date Approved	Status
65 Northcourt Avenue, Reading, RG2 7HF	201141	Construction of a 15-bedroom building (C2 use) with ancillary accommodation and associated works	2 net	7 Sep 2021	Extant
West Berkshire					
Stonehams Farm, Long Lane, Tilehurst, Reading West, Berkshire, RG31 5UG	21/O1216/CO MIND	Erection of a 64 bed care home (Class C2)	64	20 Aug 2021	Extant
TOTAL			79		

Source: Reading Borough Council Online Planning

- 8.3. Prior to looking at current provision of care homes across the wider 10-mile catchment area, an assessment was undertaken of planning permissions granted for care homes over the last ten years.
- 8.4. Online searches of each permitted scheme were undertaken to confirm whether they had been completed and therefore form part of the current supply (discussed in the next section in full detail) or whether the schemes were extant.
- 8.5. Table 8.2 provides a schedule of extant planning permissions for care homes within a 10-mile catchment area that are extant and have not been completed. For robustness these schemes have been included in the future pipeline supply of care homes.

Table 8.2: Schedule of Planning Permissions for Care Homes in 10-mile Catchment Area

Site	Reference	Description	Units	Date Approved	Status
Reading					
65 Northcourt Avenue, Reading, RG2 7HF	220218	Construction of a 13-bedroom building (C2 use) with ancillary accommodation and associated works	13	21 Dec 2022	Extant
65 Northcourt Avenue, Reading, RG2 7HF	201141	Construction of a 15-bedroom building (C2 use) with ancillary accommodation and associated works	2 net	7 Sep 2021	Extant
West Berkshire					
Stonehams Farm, Long Lane, Tilehurst, Reading West, Berkshire, RG31 5UG	21/O1216/CO MIND	Erection of a 64-bed care home (Class C2)	64	20 Aug 2021	Extant
Wokingham					
Toutley East, Land adjacent to Toutley Depot, West of Twyford Road,	211777	Outline application for up to 130 residential units and a 70-bed care home (all matters reserved except access to the site).	70	19 Dec 2022	Extant

Site	Reference	Description	Units	Date Approved	Status
Wokingham, RG41 1XA					
Specialist Housing Site (South) Local Centre Land, West of Shinfield, West of Hyde End Road & Hollow Lane, South of Church Lane, RG2 9EH	180757	Erection of 68-bed care home building (Class C2)	68	20 Jun 2019	Under construction
Bracknell					
Land North of Cain Road, Cain Road Bracknell, Berkshire	20/00947/F UL	Erection of 68-bed care home (Class C2)	68	25 Mar 2022	Extant
TOTAL			285		

Source: Reading Borough Council Online Planning

Current Supply

- 8.6. Table 8.3 shows the number of care home bedspaces that are within a 5-mile and 10-mile radius of the Application Site. It is based on a review of information sourced from the EAC.
- 8.7. There are 2,778 care home beds located within 10-miles of the Proposed Development (1,061 care home beds and 1,188 nursing beds) and 1,504 are located within 5-miles of the Proposed Development (468 care home beds and 1,036 nursing beds).

Table 8.3: Number of Care Home Bedspaces

	Care Home Beds	Nursing Beds	Total Beds
5-miles from the Site	468	1,036	1,504
10-miles from the Site	1,081	1,697	2,778

Source: Pegasus Analysis based on EAC data (February 2023)

Summary

- 8.8. There are currently 1,504 care home bedspaces located within 5-miles of the Proposed Development and 2,778 are located within 10-miles of the Proposed Development.
- 8.9. Looking at future supply, there are 79 bedspaces that will be included in the future pipeline within 5-miles of the Application Site as they are currently under construction or have extant permission and could come forward in the future. For the 10-mile catch area, this increases to 285 bedspaces. Further detail is provided in the next section.

9. Estimating Current and Future Need for Care Home Bedspaces

- 9.1. To calculate demand for care home beds, research by LaingBuisson has been used which gives the percentages of people aged 65 and over that are estimated to need a care home bed. The percentages are outlined in Table 9.1.

Table 9.1: Estimated Percentages of over 65s that need a Care Home Bed

Age Band	Estimated percentage who will need a care home bed
65–74	0.54%
75–84	3.3%
85+	13.6%

Source: LaingBuisson

Current Need

- 9.2. Table 9.2 shows the current supply of care home bedspaces within 5-miles of the Proposed Development and how this compares to the estimated need for bedspaces. The current number of people aged 65 and over within 5-miles of the site is 51,695⁸. This gives a current need for care home bedspaces of 1,725. This is split by 145 for those aged 65–75, 577 for those aged 75–84 and 1,003 for those aged 85 and over. Within 5-miles of the site, the current provision is 1,504 bedspaces. This gives a current shortfall of 221 bedspaces.

Table 9.2: Current Need of Care Home Bedspaces within 5-miles of the Site

	Population, 2020	Need Rates	Estimated Need for Care Home Bedspaces
65–74	26,839	0.54%	145
75–84	17,478	3.3%	577
85+	7,378	13.6%	1,003
Total	51,695	–	1,725
Current number of care home beds			1,504
Number of care home beds required to meet estimated need			221

- 9.3. Table 9.3 shows the current supply of care home bedspaces within 10-miles of the Proposed Development and how this compares to the estimated need for bedspaces. The current number of people aged 65 and over within 10-miles of the site is 95,472⁹. This gives a current need for care home bedspaces of 3,167. This is split by 269 for those aged 65–75, 1,063 for those aged 75–84 and 1,836 for those aged 85 and over. Within 10-miles of the site, the current provision is 2,778 bedspaces. This gives a current shortfall of 389 bedspaces.

⁸ Note: Population has been estimated using data for LSOAs that fall wholly or partly within 5 miles of the site.

⁹ Note: Population has been estimated using data for Lower Super Output Areas (LSOAs) that fall wholly or partly within 10 miles of the site.

Table 9.3: Current Need of Care Home Bedspaces within 10-miles of the Site

	Population, 2020	Need Rates	Estimated Need for Care Home Bedspaces
65-74	49,774	0.54%	269
75-84	32,199	3.3%	1,063
85+	13,499	13.6%	1,836
Total	95,472	-	3,167
Current number of care home beds			2,778
Number of care home beds required to meet estimated need			389

Future Need

- 9.4. The calculation of future need takes into account the current supply as outlined above, in addition to care home schemes that could have been built by 2036 and are outlined in the previous section in Tables 8.1 and 8.2 for the 5-mile and 10-mile catchment areas respectively.
- 9.5. Table 9.4 shows the future need for bedspaces within a 5-mile radius of the Proposed Development. Applying the projected increase in population between 2018 and 2036 in the relevant local authorities to the 2018 population estimates for the 5-mile radius gives a projected population of 70,808 people aged 65 and over living within 5-miles of the site in 2036. This gives a total need of 2,673 care home bedspaces within 5-miles. This is split by 187 bedspaces for those aged 65-74, 777 for those aged 75-84 and 1,708 for those aged 85+. The supply of care home bedspaces in 2036 is projected to be 1,583, which gives a shortfall of 1,090 bedspaces.
- 9.6. Figure 9.1 shows the number of care home beds required to meet estimated need between 2021 and 2036 within the 5-mile catchment area according to Pegasus Group calculations. The pipeline set out in Table 8.2 in the previous section is assumed to have been built by 2026, therefore the unmet need decreases in the year 2026 before increasing again up to 2036.

Table 9.4: Future Need of Care Home Bedspaces within 5-miles of the Site, 2036

	Population, 2036	Need Rates	Estimated Need for Care Home Bedspaces
65-74	34,690	0.54%	187
75-84	23,557	3.3%	777
85+	12,561	13.6%	1,708
Total	70,808	-	2,673
Future number of care home beds			1,583
Number of care home beds required to meet estimated need			1,090

- 9.7. Table 9.5 shows the future need for care home bedspaces within 10-miles of the Proposed Development. Future population has been calculated the same way as outlined in paragraph 9.6. The projected population of people aged 65 and over within a 10-mile radius is estimated to be 130,796 in 2036. This gives a total need of 4,963 care home bedspaces. This can be broken down into an estimated 345 beds needed for people aged 65-74, 1,437 beds for those aged 75-84 and 3,182 beds for those aged 85+. The future supply of bedspaces within a 10-mile radius in 2036 is projected to be 3,063, giving an un-met need of 1,900 bedspaces.

Table 9.5: Future Need of Care Home Bedspaces within 10-miles of the Site, 2036

	Population, 2036	Need Rates	Estimated Need for Care Home Bedspaces
65-74	63,861	0.54%	345
75-84	434,542	3.3%	1,437
85+	23,394	13.6%	3,182
Total	130,796	-	4,963
Future number of care home beds			3,063
Number of care home beds required to meet estimated need			1,900

Summary

- 9.8. Based on the data presented in Tables 9.2-9.5 there is currently an unmet need for 221 care home bedspaces within 5-miles of the Application Site and 389 care home bedspaces within 10-miles. This unmet need is projected to become more severe by 2036 with the number of additional beds needed within 5-miles increasing to 1,090 and within 10-miles to 1,900 bedspaces.
- 9.9. The Proposed Development will provide care home bedspaces that are much needed within Reading as the number of people aged 65 and over continues to increase and the need for care home bedspaces continues to grow.

10. Health & Social Benefits of Housing for Older People

- 10.1. With future projections expecting an increasing proportion of older people, building homes that are better designed for housing needs in later life will not only generate substantial economic benefits, but also numerous social benefits.
- 10.2. In 2011, the Centre for Social Justice¹⁰ claimed that there was a serious shortage of new housing specially designed for older people. Such housing is seen as an important element in an integrated development approach, aimed at meeting the housing, health and social care needs of the ageing population and providing the best quality outcomes¹¹.
- 10.3. International benchmarks¹² suggest that 15% of elderly households in the UK will need purpose designed housing in the future, equating to an additional 1.4 million homes in the UK for the elderly.
- 10.4. In 2008, the UK government released a policy paper called 'Lifetime Homes, Lifetime Neighbourhoods'¹³ in which they outlined three key assumptions for the future of elderly housing provision:
 - Specialist housing for older people should not just mean social housing, but all forms of housing in which older people might live.
 - If more older people are to remain in their own homes, then this requires the integrated activity of the local authority and health service.
 - Staying in the community means more than just good housing, it means developing communities that 'work well' for older people¹⁴.

Housing Design

- 10.5. A report by WPI Strategy published in 2019 states that these purpose-built homes for older people "mean that everyday essential tasks like getting out of bed, going to the bathroom or getting dressed are safer and more manageable, helping to support their independence."¹⁵ A report published in 2017 by The Royal Society of the Prevention of Accidents notes that the majority of injuries in older people that are treated by A&E are caused by accidents in the home – predominantly falls¹⁶. Falls in older people can lead to a decline in health from fractures and injuries, to fear of falling resulting in social isolation and activity avoidance.¹⁷

¹⁰ *Home Improvements – A Social Justice Approach to Housing Policy*: The Centre for Social Justice, February 2016

¹¹ *Extra Care Housing for Older People – An Introduction for Commissioners*: The Department of Health, January 2004

¹² *Housing for older people*: Savills, May 2017. Available at: https://www.savills.co.uk/research_articles/229130/217396-0

¹³ *Lifetime Homes, Lifetime Neighbourhoods – A National Strategy for Housing in and Ageing Society*: Communities and Local Government & DH & DWP, February 2008.

¹⁴ *Strategic Housing for Older People – A Resource Pack*: adass & Housing LIN, December 2011

¹⁵ *Healthier and Happier – An analysis of the fiscal and wellbeing benefits of building more homes for later living*. WPI, September 2019. Page 10.

¹⁶ The Royal Society for the Prevention of Accidents, *Action to Prevent Falls*.

¹⁷ *ibid*

- 10.6. In a study carried out for the Joseph Rowntree Foundation, Croucher (2006) reported that “living in a purpose-built, barrier-free environment removes many of the difficulties and dangers of living in inappropriate accommodation, in particular the risk of falls”¹⁸. Furthermore, in an evaluation of an extra care extra care housing in East Sussex, Weis and Tuck (2013) noted that “the accessible environment, not the care, was a significant factor in enabling independence.”¹⁹

Health and Quality of Life

- 10.7. In a study looking at the health gain from retirement housing, the Institute of Public Care (IPC) at Oxford Brookes University concluded that for those people in retirement housing, “...the evidence is that for many people there was a substantial improvement in health, a diminution in the volume of care and support required and a greater sense of security and well-being.”²⁰
- 10.8. Specialist forms of housing can also have a positive impact on health which is highlighted by Ball et al. (2011)²¹ and Netten et al. (2011)²². Ball et al. report that the overall balance of residents’ perceptions of being able to manage their health was better since their move, while the Netten et al. evaluation of extra care housing found that, “For most of those followed-up, physical functional ability appeared to improve or remain stable over the first 18 months compared with when they moved in.” This is an important indicator of the potential of specialist housing to reduce demand on formal health and social care services.
- 10.9. A 2018 government report on housing for older people links housing to health and well-being and states that “There is a well-evidenced link between housing and health and wellbeing, and the consequent costs of treatment by the health service. Poor quality, un-adapted, hazardous, poorly heated and insulated accommodation can lead to reduced mobility, depression, chronic and acute illness and falls and social isolation to loneliness and depression.”²³
- 10.10. Loneliness is becoming an increasing issue, with Age UK data from 2018 showing there are 1.5 million people living in England who feel lonely, and this figure is expected to rise to 2 million by 2025 if nothing is done to solve it²⁴. On the issue of social isolation, Kneale (2012)²⁵ looks at the relationship between social exclusion and age, with the main causes of this including:
- Age-related characteristics that are more likely to occur in later life, such as disability, low income and widowhood.
 - Cumulative disadvantage, where cohorts become more unequal over time due to, for instance, the impact of labour market experiences on pension outcomes.

¹⁸ Croucher, K (2006), page 12 – *Making the case for retirement villages*, Joseph Rowntree Foundation

¹⁹ Weis W & Tuck J, (2013), page 9 – Case Study 78: The business case for extra care housing in adult social care: an evaluation of extra care housing schemes in East Sussex, Housing LIN.

²⁰ IPC (2012) *Identifying the health gain from retirement housing*, IPC

²¹ Ball, M et al. (2011) *Housing Markets in Old Age*. Henley Business School, University of Reading

²² Netten et al. (2011), page 3 – *Improving housing with care choices for older people: the PSSRU evaluation of extra care housing*, PSSRU.

²³ House of Commons Housing, Communities and Local Government Select Committee (2018) *Housing for Older People*. Page 13.

²⁴ All the Lonely People: Loneliness in later life – Understanding the circumstances associated with feeling lonely and explaining what we know works in supporting people to tackle feelings of persistent loneliness. Age UK, September 2018.

²⁵ Kneale, D. (2012), *Is social exclusion still important for older people?* Age UK/ILC-UK

- Community characteristics, which make older people more vulnerable to changing conditions like population turnover, economic decline and crime, in their local areas.

- 10.11. One way to tackle loneliness is through social activities which increases the chance to meet new people and form relationships.²⁶ Purpose-built accommodation for those aged over 65 often provides regular social events with the opportunity to socialise and interact with other residents improving the health and well-being of older people.
- 10.12. Research by the Personal Social Services Research Unit (PSSRU)²⁷ in 2011 on the social impacts of specialist housing for the elderly concludes that it helps to reduce social isolation and loneliness, whilst encouraging social activity and participation in an environment where residents feel safe and secure. The study also found that after a year of moving into specialist housing “most residents enjoyed a good social life, valued the social activities and events on offer, and had made new friends.”²⁸
- 10.13. In analysis looking at the fiscal and wellbeing benefits of building more homes for later living, WPI Strategy found that “an average person aged 80 feels as good as someone 10 years younger after moving from mainstream housing to housing specially designed for later living”²⁹ according to national wellbeing criteria. Wellbeing scores increased by 7% following the move as residents reported feeling more satisfied with life and having lower levels of anxiety.
- 10.14. The Housing, Communities and Local Government Committee launched an inquiry into the housing offer for older people in February 2017, to consider whether it is sufficiently available and suitable for their needs. Just before the inquiry began, the 2017 General Election was called and the Inquiry was closed. The Inquiry was relaunched in September 2017. The Housing for Older People (Second Report of Session 2017–2019)³⁰ report was published in 2018 and it draws several important conclusions, including:
- Older people who wish to move should be able to choose from a wide range of housing to accommodate their needs and preferences. However, the evidence heard during the Inquiry suggested there was a shortage of desirable mainstream, accessible and specialist housing and bungalows in both the private and social sectors.
 - Accessible and specialist homes are a key to housing an ageing population. Specialist housing, particularly extra care housing, can promote the health and well-being of older people and their carers.
- 10.15. The right kind of housing can keep older people healthy, support them to live independently and in the longer-term reduce the need for home care or residential care and lead to savings in health and social care budgets.

²⁶ All the Lonely People: Loneliness in later life – Understanding the circumstances associated with feeling lonely and explaining what we know works in supporting people to tackle feelings of persistent loneliness. Age UK, September 2018.

²⁷ Improving housing with care choices for older people: an evaluation of extra care housing: PSSRU & Housing LIN, December 2011

²⁸ *Ibid.* page 3

²⁹ Healthier and Happier – An analysis of the fiscal and wellbeing benefits of building more homes for later living. WPI, September 2019. Page 21

³⁰ House of Commons Housing, Communities and Local Government Select Committee (2018) Housing for Older People.

- 10.16. A collaborative research project between Aston Research Centre for Healthy Ageing (ARCHA), Centre for Ageing Research (C4AR), and the ExtraCare Charitable Trust explores the benefits that residents generated through extra care villages and schemes³¹. Key findings include:
- Residents were exercising more and were able to improve their memory and cognitive abilities.
 - A reduction in the risk of falls, as well as delaying the increase in frailty for residents by up to three years.
 - In some critical health factors where a downward trend might normally be expected with age, no such trends are emerging.
 - Depression levels among residents are low whilst social wellbeing is high, there was a 23% reduction in anxiety symptoms.
 - Levels of loneliness were below national averages with 86.5% of residents stating that they were 'never or hardly ever' lonely.
- 10.17. The report also found that the villages lowered healthcare costs as residents were able to use healthcare resources more effectively. Overall, the NHS saw costs fall by 38% and regular GP visits declined by 46%.

³¹ *Integrated Homes, Care and Support: Measurable Outcomes for Healthy Ageing*. The ExtraCare Charitable Trust, March 2019.

11. Conclusion

Demographic Change

- 11.1. Between 2011 and 2021, the fastest growing age group in Reading was the 65+ cohort. This trend is projected to accelerate between 2018 and 2036 with the entirety of population growth in Reading being attributable to growth in those aged 65+.
- 11.2. Between 2020 and 2040, health issues relating to an ageing population are projected to increase in Reading, with the number of people aged 65 and over who need help with at least one domestic task projected to increase by 45.7%. The number of people aged 65 and over in Reading who will suffer from dementia is projected to increase by 52.5% and the number of over 65s that will have a fall resulting in a hospital admission is projected to increase by 49.9%.

Need for Specialist Older Persons' Accommodation

- 11.3. In Reading, there is currently a supply of 1,784 units of specialist older persons' accommodation. In Reading, around 58% (1,038) of the units are market housing units with the remaining 42% (754) being affordable housing units.
- 11.4. There is currently an undersupply of all market specialist older persons' accommodation in Reading with the largest deficit being for market age exclusive and sheltered housing with a required increase of 530 units. This is followed by a deficit of 282 market extra care housing units and 4 market enhanced sheltered housing units. In terms of affordable specialist housing provision in Reading, there is currently a deficit of 74 affordable enhanced sheltered housing units.
- 11.5. By 2036, the deficit of specialist market housing units is projected to have increased with a deficit of 984 market age exclusive and sheltered housing units, 41 enhanced sheltered units and 393 market extra care units. The deficit of affordable enhanced sheltered units is also projected to have increased to 11 units and there is a projected deficit of 83 affordable age exclusive and sheltered housing units.

Need for Care Home Bedspaces

- 11.6. A review of the EAC's care home database indicates there are currently 1,504 care home bedspaces within 5-miles of the Proposed Development and 2,778 care home bedspaces within 10-miles of the Proposed Development. Looking at future supply up to 2036, there are projected to be 79 care home bedspaces within 5-miles of the Proposed Development and 285 bedspaces within 10-miles of the Proposed Development.
- 11.7. The current need for care home bedspaces has been calculated using estimated percentages of people aged 65 and over that will need a care home bed. The current number of people that are aged 65 and over within 5-miles of the site is estimated to be 51,695, which gives a current need for 1,725 care home bedspaces. With a current supply of 1,504 bedspaces within 5-miles, there is a current shortfall of 221 bedspaces.
- 11.8. Within 10-miles of the Proposed Development, the number of people aged 65 and over is estimated to be 95,472. This gives a current need for 3,167 bedspaces within 10-miles of the Proposed Development. The current supply of care home bedspaces within 10-miles of the Proposed Development is 2,778, this gives a shortfall of 389.

- 11.9. By 2036, the number of people aged 65 and over within 5-miles of the Proposed Development is projected to have increased to 70,808. This gives a future need for 2,673 care home bedspaces in 2036. The supply of bedspaces in 2036 is projected to be 1,583, giving a shortfall of 1,090 bedspaces within 5-miles of the Proposed Development.
- 11.10. By 2036, the number of people aged 65 and over within 10-miles of the Proposed Development is projected to be 130,796. This gives a future need in 2036 for 4,963 care home bedspaces. The supply of bedspaces in 2036 is projected to be 3,063, which gives a shortfall of 1,900 bedspaces within 10-miles of the Proposed Development.
- 11.11. It is very clear that there is a substantial unmet need for the types of specialist accommodation that are being proposed. National and local planning policy also seeks to encourage such development to meet these unmet needs, to provide choice and to secure other related social and economic benefits.

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