



RTPI

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Planning for an ageing population

PREFACE

This report has been produced by a small Working Group of members of the Royal Town Planning Institute under the chairmanship of Trevor Roberts, a Past President of the Institute. Much of the scoping and development of the report was carried out in 2002. Key statistics have since been updated. However, the report does not fully reflect other important developments. Significant changes in the legislative background of the UK planning system, especially in England, are taking place. Consciousness of the implications of an ageing population has grown. Other work on the town planning dimensions of the issue has also progressed. Nevertheless, it is considered that the main elements of the report and its recommendations remain robust and a useful contribution to promoting awareness and debate within the planning profession and beyond.

CONTENTS

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS.....	3
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PART ONE

1 INTRODUCTION AND BACKGROUND.....	11
1.1 The report and its context.....	11
1.2 Structure of the report	11
1.3 Some key issues affecting discussion about planning for an ageing population.....	12
1.4 Examples of planning for an ageing population in practice.....	13
1.5 Broader reviews of the implications of a ageing population.....	13
1.6 Some issues considered by the RTPI Working Party	15
1.7 The UK Planning System	17
2 THE DEMOGRAPHIC CONTEXT	17
2.1 Significance of the demographic context	17
2.2 Population Growth.....	18
2.3 The Ageing Population	18
2.4 Changing Marital Status	18
2.5 Households and Household Composition	18
2.6 Communal Establishment Population	19
2.7 Limitations - a "health warning"	19

PART TWO

3 PLANNING POLICY AT NATIONAL AND REGIONAL LEVEL	23
3.1 Background	23
3.2 National planning policy	23
3.3 Regional planning policy in England	24
3.4 Recommendations concerning planning policy/guidance at national and regional level.....	24
4 PLANNING POLICY AT LOCAL AUTHORITY LEVEL: DEVELOPMENT PLANS, DEVELOPMENT CONTROL AND OTHER LOCAL POLICY MECHANISMS	25
4.1 Background	25
4.2 Development Plans	25
4.3 Supplementary Planning Guidance.....	26
4.4 Development Control.....	27
4.5 Planning obligations and agreements	28
4.6 How should planners at local level respond?.....	29
4.7 Community Strategies	30
4.8 Older people's strategies.....	32

PART THREE

5 HOUSING	35
5.1 Background	35
5.2 The changing housing market.....	35
5.3 Implications for planning.....	36

6 LEISURE, RECREATION AND TOURISM.....	37
6.1 Background	37
6.2 Changes affecting the nature of leisure, recreation and tourism	37
6.3 Leisure and the ageing population	39
6.4 Tourism and the ageing population.....	39
7 RETAIL, SHOPPING AND TOWN CENTRES	40
7.1 Background	40
7.2 The “grey pound” and its impact	40
7.3 Spatial Impacts	41
7.4 Planning Implications	42
8 INVOLVEMENT	42
8.1 Background	42
8.2 Steps to engage elderly people.....	43
8.3 Agencies which may assist in engaging elderly people	43

APPENDICES

Appendix 1 Terms of reference and membership etc.....	47
Appendix 2 The demographic context	48
Appendix 3 National Policy Guidance in England, Wales and Scotland	58
Appendix 4 References to an ageing population in regional planning policy and guidance in England	63
Appendix 5 Examples of consideration of age related issues in local authority development plan documents.....	69
Appendix 6 Some useful references as background/context	72

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

General

1. The implications of the ageing of the UK's population are huge. They will affect every aspect of our lives, individually and socially. However, although huge, the changes are by their nature not dramatic. We have time to consider them, prepare for them and to ensure they represent opportunities, not problems.
2. Policy and procedural decisions need to be taken now to reflect the needs of a society whose social, economic and environmental requirements show clear signs of being significantly different from those currently encountered.
3. Town planners need to be aware of these important issues and debates, even though they inevitably make decision making harder and more complex. Assumptions must be made, but those making them need to be fully aware of the context and the limitations involved.
4. A crucial general point is that the projected increase in the numbers of elderly and very elderly people is only one dimension of the ageing population. Although this receives a good deal of attention, the anticipated changes in other age cohorts also need careful consideration.
5. It is hoped that publication of this report will increase awareness of the issues and their implications, which will be reflected in policy and practice. It is vital that improvements in planning practice are shared and disseminated. To this end the RTPI itself should establish a good practice exchange on its own web site, to be the focus of practical experience interchange on planning for an ageing population.

Demographic change

6. Demographic data is basic to the issue under consideration. All those involved and interested in the impact of an ageing population need to be familiar not with just broad trends but with some of the detailed aspects of demographic projections. Planning in particular needs to be especially watchful of the relationship between population projections and its expression in terms of household demand.
7. Demographic projections indicate that the proportion of population under 16 will fall to below 17% by 2041 and the proportion of population aged over 75 will increase to over 14% by the same date. The population of pension age is projected to increase from 10.8 million in 2001 to 16.6 million in 2041. This represents a large increase in the population whose residential location will no longer be constrained by employment location and whose outlook on life may be influenced more by cost of living and quality of life than by workplace issues.

National planning policies and agencies

8. Governments in England, Scotland and Wales should commission and publish a formal audit of the age dimension of all existing planning policy and guidance
9. There should be an explicit consideration of the age dimension in any new national policy/guidance
10. Governments should devise spatial "core policies" relating to the needs of an ageing population, with links to mechanisms such as Community Strategies which are outside the statutory land use system; these could then be adopted by local planning authorities as appropriate and incorporated into development plans and related planning policies

Regional planning policies and agencies

11. Regional Policy Guidance is a potentially very useful mechanism for integrating considerations of the ageing population with the statutory planning system.
12. All Regional Assemblies should conduct or commission in depth assessments and projections of their Region's evolving demographic structure, accompanied by an assessment of the planning policy and land use implications stemming from this, implications to be built into the policies set out in Regional Planning Guidance wherever appropriate.

Local planning policies and agencies

13. When devising or reviewing planning policy documents, local planning authorities should improve the quality of demographic context and analysis by :
 - assessment of data and its local articulation, with "disaggregation" of national and regional figures
 - greater differentiation among age cohorts, with detailed consideration of the age structure of the "elderly" population, recognising the potentially different requirements of cohorts within this very broad group.
 - "mainstreaming" provision for an ageing population, as is now recommended practice with regard to gender, ethnicity, disability etc; this involve assessment of all planning policies and provision in terms of its suitability for people of all ages, including a significantly older population in the case of development which will be around for many years.
14. Changing demographic requirements need to be reflected in planning policies. Local planning policies will of course need to relate to what is relevant locally. However, development plans and related policy documents should reflect the evolving demographic structure.
15. Supplementary Planning Guidance could well represent the most appropriate mechanism for building information, provision and guidance about the ageing population into the planning system; local planning authorities are urged to consider producing SPGs on this aspect, integrating their policy considerations relating to either elderly people or to the ageing population more generally.
16. Local planning authorities should prepare development control briefs and guidance (possibly taking the form of Supplementary Planning Guidance) on any or all of the following types of development which are currently generating significant numbers of applications:
 - Specialist housing for retired people, both "sheltered" housing and less specialised housing for the "young" retired
 - Nursing homes for very elderly or infirm people
 - Additions to private homes for older people
 - The provision of private housing suitable for older people
17. Many planning agreements relate directly or indirectly to age groups. There is no reason why provision for elderly people cannot form part of such agreements and would urge that in future local authorities do so.
18. Many planning agreements relating to measures broadly regarded as "sustainable" are likely to be relevant to an ageing population - more closely integrated facilities provision, reduction in the need for transports etc. Similarly, provision to improve "accessibility" is almost always of benefit to people of a wide age span, including the elderly.
19. A significant policy aim should be the promotion of "lifetime neighbourhoods" i.e. generating a

variety of housing provision and range of support relevant to a spectrum of ages and stages in a family cycle. So planning agreements should be encouraged which relate to community provision for a range of ages etc, not just the young - including for example community centres and village halls, day centres and related social services provision for the elderly, adult education facilities and services, indoor and outdoor recreation provision for mature and elderly people, health centres and services, training and related economic development measures for mature people etc.

20. Provision to make retail facilities, town centres and transport more accessible to a wider range of people (e.g. safe and attractive car parking, "shopmobility" schemes, convenient and easily accessible buses etc) are especially helpful to older age groups; these measures can often be encouraged by planning agreements.
21. Relevant provision in rural areas is similar to that in urban areas, but with special emphasis on contributions towards flexible public transport; preservation of rural shops, post offices and other amenities; access to the countryside; support for training younger people in the agricultural workforce; and measures aimed at preserving rural diversity and distinctiveness.
22. "Affordable" housing is a well established element of planning agreements. It has developed an awkward relationship with housing for elderly people, which is not neither necessarily "social" nor "affordable". Because housing development aimed at elderly people has tended to be at higher densities, schemes have found themselves subject to agreements regarding affordable housing provision when equivalent schemes of more general appeal, at lower densities, are below the threshold. Although this issue has receded somewhat due to the more general promotion of higher densities/smaller units in recent years, it is still potentially there.

Role of planning staff at local level

23. Planning staff are likely to possess some of the skills needed to analyse and assess the crucial demographic data at local level. They should ensure that this skill is developed, maintained and applied, within the statutory framework and in the broader corporate policy development field.
24. Planners need to be fully aware of the context of demographic changes taking place generally and in their particular authority; and how this will impact on land use planning. To ensure that land use planning is responsive to changing population requirements they should forge closer links with other service providers to ensure closer monitoring of the processes of age related change and help to facilitate timely proactive decision making.
25. Planning staff should establish a reliable information base, avoiding decisions on the basis of misguided assumptions or unjustifiable prejudice about the impact of various age groups, including the elderly, on local services, transport, education facilities etc. They need to have accurate and up to date information so that decisions are based on reliable research, not myths. They must ensure that this basis for decision making is communicated effectively to elected representatives who form a key part of the UK planning decision making process.
26. Planners can play an important role in informing, involving and educating on the need for land use change and reform arising from demographic change. They can also be important in coordinating input and response from other service providers to ensure that they are responsive to providing the appropriate level of services for the future. As "custodians" locally of demographic information and analysis, planners should ensure this information and its potential implications are effectively disseminated to others involved in service delivery etc.
27. Planners need to consult specialists via structured consultation groups on ageing. Ideally such groups should meet on a regular basis and should comprise representatives from a broad spectrum of disciplines.

28. If such consultative mechanisms do not exist, planners should take the initiative in establishing them. Initially these consultation groups can be used as a vehicle for disseminating the findings on the various studies on the ageing population. However, they will become increasingly important for identifying how local areas are likely to be affected, for gaining a greater understanding of the different characteristics and requirements of the various age groups and for exploring the various ways in which the competing land use and service requirements of specific age groups can be resolved.
29. It is particularly important that planners link up with colleagues involved in Housing Departments and Housing Associations, in Social Services and in the Health Care trusts. They will be able to explore some of the concerns that arise from proposals for specialist developments. They will also consider how far the planning system should adjust policies so as to encourage development that the community as a whole may find desirable.

Community strategies/older people's strategies

30. Community Strategies under the Local Government Act 2000 provide a flexible mechanism for consideration of issues associated with the ageing population, operating in conjunction with the more familiar but somewhat less flexible statutory land use system. Town planners should get involved in the community strategy process, and bring to the process the information, issues and recommendations set out in this report.
31. It is likely that many local authorities will be initiating or involved in the production of Older People's Strategies. The impetus for this seems likely to come from Social Services or Housing Departments, although there is an emphasis on corporate commitments through the Best Value and Community Strategy mechanisms. There is an opportunity for Planning Departments and staff to become associated with the production of Older People's Strategies. If not already involved, the relevant links should be sought out and established, and appropriate steps taken to ensure that the planning functions, advice and expertise become an integral part of this process.

Housing

32. Housing provision is crucially affected by the ageing population. However, change is long term, and change will be slow, giving us a chance to anticipate requirements; although some of the changes are beginning to have an impact and may come more quickly than we think. Much greater importance will need to be given to links with particular services e.g. health facilities, open space. Planning for the provision of housing accommodation should take specific account of the changes in the market stemming from the ageing population.
33. The impact of PPG3 on competition for small "brownfield" sites should be reassessed. These sites, traditionally very suitable for higher density developments for older people, are now more likely to be seen as possible mainstream high density housing sites
34. There needs to be flexibility in application of parking and similar standards to housing schemes which will be occupied primarily by elderly people; similarly, recognition of this occupancy when considering planning agreements, which often relate to provision unsuitable or unnecessary for elderly people
35. There needs to be clarification of the relationship between "affordable" housing and "retirement" housing.
36. The cost implications for developing housing schemes with major communal elements and associated management support should be recognised; together with the potential advantages, socially and environmentally, of housing developments with an element of management.
37. While much of the emphasis in both housing and planning circles is on new accommodation for

elderly people, most elderly people will continue to live in existing housing stock, much of this owner occupied, much of it physically and environmentally substandard. The significance of regeneration to an ageing population should not be underestimated, and regeneration schemes should take specific account of the needs of all sectors of the community, including the elderly.

Leisure, recreation and tourism

38. Age related changes under this broad heading are less predictable but potentially more dramatic than is currently appreciated, with commensurate impact on planning and land use.

Participation/involvement

39. Planning authorities and others involved in the planning process need to continue to take special steps to ensure effective involvement of all members of the community. To this end they may need some assistance from specialist organisations.

PART ONE BACKGROUND AND CONTEXT

1 INTRODUCTION AND BACKGROUND

1.1 The report and its context

The UK's population is getting older. The total population of the UK is predicted to grow by about 10% by 2041, with increasing numbers of middle aged and elderly people counterbalanced by a corresponding decline in the number of children, teenagers and younger people. In 2001 there were 12 million more under 45's than over 45's. By 2041 there will be about equal numbers of each. In particular, those aged over 75 will more than double in number.

The implications of these changes are huge. They will affect every aspect of our lives, individually and socially. However, although huge, the changes are by their nature not dramatic. We have time to consider them, prepare for them and to ensure they represent opportunities, not problems.

This report attempts to assess the implications of the ageing population in the field of town planning, especially the statutory land use planning system in the UK. It is based on deliberations of a Working Group established by the Royal Town Planning Institute at the beginning of 2002. The formal terms of reference for this Working Group, and its membership, are detailed in Appendix 1.

The report builds on various broader assessments of the ageing population conducted in recent years. These assessments, some of which are described later in this chapter, have flagged up trends, issues and possibilities rather than prescriptions. They set the context within which specific institutional responses are required. Town planning is essentially concerned with the long term.

Policy and procedural decisions need to be taken now to anticipate and reflect the needs of a society whose social, economic and environmental requirements show clear signs of being significantly different from those currently encountered.

The report is aimed at all those people involved in and interested in the town planning system in the UK - principally at planning practitioners in local authorities, but also at local authorities more generally, at elected members, at Government departments, at developers, at agencies with a connection to the planning system. However, it is difficult to "pitch" the report and its recommendations. It was originally conceived as transforming the generalised comments of broader reviews of the impact of the ageing population into more specific, practical measures to be taken in town planning. This has proved more elusive than was anticipated. Much of the report does little more than raise consciousness of the issues involved and speculate on possible implications; albeit in a more focused manner than the more general reviews referred to.

A particular difficulty for a report dealing with the statutory system of town planning in the UK is that there are several such systems and they are becoming increasingly divergent. Many of the references in the report are to aspects of the statutory system in England. In most cases there are similar if not identical provisions in Wales and in Scotland. In some places specific reference is made to the framework in Wales and/or Scotland. The planning framework in Northern Ireland has many special features, and no specific reference to it is made, although many of the more general points will apply as much in Northern Ireland as elsewhere.

1.2 Structure of the report

Part One of the report is essentially contextual. In particular it provides a full summary of the demographic changes which underpin the issues under consideration; this is regarded as so fundamental to many issues in the planning field that more than the usual generalisations would be helpful.

Part Two reviews the extent to which "official" planning policy and practice in the UK, at various levels, is responding and should be responding to the issue of the ageing population. It relates primarily but not exclusively to the statutory land use framework.

Part Three considers in a discursive way some aspects of planning where challenges are being presented, opportunities and options might be available, choices have to be made. The material in this Part of the Report will hopefully provide a useful information framework for those involved in thinking through the issues involved. (This part of the report is less extensive than originally envisaged. However, the aspects of planning which are not covered include design, transport and economic development, on all of which there is detailed material available. Housing is also given relatively limited attention for similar reasons).

A large amount of material has been consigned to *Appendices*. This is because it is too detailed for incorporation into the main text, not because it is insignificant.

1.3 Some key issues affecting discussion about planning for an ageing population

These decisions are made very difficult by a number of key issues on which there is considerable expert disagreement.

The nature of demographic change. Changes as a result of births and deaths are relatively slow and to that extent, in the medium term at least, highly predictable. Other demographic factors, however, including migration and household formation, are intimately linked to economic and social factors; and can alter significantly in a short period. It might be, therefore, that the diminishing numbers of younger people as a result of ageing might be replaced by in-migrant labour in response to economic needs.

The "pensions crisis". Public and political concern with the ability of society and individuals to fund people living longer has developed quickly, even during the period of operation of the Working Group. It seems likely that the recent experience of "early retirement" may have been temporary. The need for people to remain in work longer, albeit not necessarily in the same manner or intensity as earlier in their lives, seems inescapable.

The special needs of elderly people. In general, people are living longer and healthier lives. It appears at least possible, maybe likely, that this trend will continue as a result of medical science. Nevertheless, there is likely to be a significant number of elderly people whose health and physical/mental infirmity will require highly specialised responses. Additionally, a much larger number of elderly people will be seeking out distinctive lifestyles. There is a debate about the extent to which specialised responses are appropriate, being viewed by some people as inflexible and socially exclusive; they tend to advocate making provision across the spectrum more "inclusive", appealing to people of all ages as much as possible, and often not making too many assumptions about the "special" needs of elderly people.

The diversity of the elderly population. It is easy to generalise about the elderly population. However, as it approaches a third of the total population, this group will become increasingly diverse, in its characteristics, aspirations and attitudes; and it will be necessary to cater for these variations. One specific example will be the increasing numbers of older people from ethnic minorities.

Politicisation of the elderly population. There is increasing awareness that the elderly population will be an increasingly significant political consideration, with power and the willingness/organisation to wield it. Of particular relevance here is the "baby boomer" generation, now just entering pensionable age. This post war population cohort is distinctive in many of its attitude and behaviour characteristics, in particular more likely to question authority and campaign for change than those born before or afterwards. *So it must not be assumed that older people in the future will have the same approach to life as older people in the past.*

The declining younger age groups. Most attention has been directed towards the implications of relative and absolute increases in the number of elderly people. The RTPI Working Group shared the difficulty apparent in the deliberations of others in distinguishing "the ageing population" from "catering

for more older people". Yet clearly relative and absolute drops in the age groups traditionally associated with economic activity and with full time education have potentially large implications which need to be properly addressed.

The impact of migration. A relatively new factor is the possibility of significant inward migration of people, including many younger people, from other parts of the world, partly due to international instability. Paralleling this, easier international travel and communication generally is facilitating some outward migration, to warmer climates, by older people, another new factor. The longer term impact of these and similar movements is unknown.

Town planners need to be aware of these important issues and debates, even though they inevitably make decision making harder and more complex. Assumptions must be made, but those making them need to be fully aware of the context and the limitations involved.

We have included (Chapter 2 and Appendix 2) a reasonably thorough summary of key demographic information, including some notes on its limitations. This deliberately attempts to give information and some analysis beyond the normal "headline" figures. While clearly there is going to be change, there are different views as to the nature and extent of changes, especially in the longer term (and planners are concerned more than most with the longer term).

A crucial general point is that the Working Party is concerned with the implications of the ageing population in general; the projected increase in the numbers of elderly and very elderly people is only one dimension of this, there are anticipated changes in other age cohorts which also need careful consideration.

1.4 Examples of planning for an ageing population in practice

The Working Group made a very general approach to planning practitioners seeking examples of policies and practice which relate to its concerns. This approach has so far generated a modest response, including a few limited examples which hopefully give some detail and substance to the Group's suggestions/recommendations. Some of these are referred to in this report.

Generally however the response was one of support for the Group's efforts and requests for its findings/recommendations to be circulated as soon as possible.

It is hoped that publication of this report will increase awareness of the issues and their implications, which will be reflected in policy and practice. It is vital that improvements in planning practice are shared and disseminated. To this end the RTPI should establish a good practice exchange on its own web site, to be the focus of practical experience interchange on planning for an ageing population.

1.5 Broader reviews of the implications of a ageing population

Demographic change is comparatively predictable compared with other parameters affecting economic and social activity. The implications of these changes have been considered by a number of agencies. References to the most significant are appended (Appendix 6). Some of the key points from some of these studies are briefly reported here.

Foresight Panel The Foresight Panel on the Ageing Population was one of a number of such Panels operating under the auspices of the Department of Trade and Industry, a Government sponsored initiative to get the business sector in particular to be alert to the opportunities/threats presented beyond the normal business planning time frame.

The Ageing Population is a "cross cutting issue" within the Foresight framework. The Panel itself consisted of a cross section of people at senior levels in business, the education world, the

professions (including Trevor Roberts, previously President of the Institute and the Chair of the RTPi Working Party). It was chaired by Jim Stretton, then Chief Executive (UK Operations) of Standard Life. More detailed work was conducted through a series of Task Forces (which all produced reports) on specific subjects – Labour Leisure and Learning; Design for Living; Finance; Healthcare; and Communication/Information Technology. The Panel produced a consultative report *The Age Shift* in June 2000 and a final report *The Age Shift – Priorities for Action* in December 2000.

The Foresight Panel report (which complements a string of closely related recent work, in particular Age Concern's *Millennium Debate of the Age*) includes a number of observations/recommendations of relevance to planning, including:

- the **changing structure of the economically active population**, with increasing numbers likely to work beyond 65 and the generally more mature workforce
- the generally **more healthy and active lifestyle of people aged 60-80**, but with **increasing numbers of frailer elderly people**, largely single, many women, aged over 80; all presenting challenges to housing, leisure, transport and shopping patterns
- an approach to **design encouraging inclusion**, with three key elements: flexibility, independence and social interaction
- the significance of **technology, communication and transport** developments for an ageing population.

The Foresight Panel report became principally an “awareness raising” initiative and in this respect fed into discussions at national and regional level with some success. However, the report and recommendations themselves were in the main far too general to be implemented directly. The impact relied on the generalised messages being taken up by other relevant bodies and translated into more concrete action.

From the point of view of the RTPi and of town planning, the final report has a number of deficiencies, including:

- it underestimates the significance of location, planning being associated entirely and generally mistakenly with localised design issues (this despite the best efforts of Trevor Roberts, it should be said!);
- it is far too general for most planners, especially those in practice at the “coalface”, to act upon;
- emphasis is largely on finance, education, employment and technological change, especially as these affect older people; these are issues of considerable relevance to planning in a broad sense, but are frequently difficult to relate to the narrower concerns of the statutory framework which currently “drives” much spatial planning in the UK..

Millennium Debate of the Age. This was a UK wide initiative to discuss every aspect of the implications of an ageing population, promoted and coordinated in 1998-99 by Age Concern, involving a wide range of people. A major part of the effort was a series of Study Groups examining particular aspects of the issues involved; culminating in the publication of a number of “Millennium Papers”. Although there is much of relevance to town planning in all the Papers produced, the one with most obvious relevance was that entitled *The Future of the Built Environment*. The key principles enunciated in this document are:

- We should all be offered *real choices* about where and how we live, regardless of age, disability or ethnicity.
- In designing or altering homes, buildings or transport systems, we should make them *flexible and adaptable to a variety of needs*, based on principles of universal design for all.

- We need to be given the opportunity to take *control* of our built environment, to influence its design and development.
- We must take a *long term view* in designing, building and remodelling our built environment, recognising that sensible investment today will have benefits in terms of costs and quality of life in the future.

The report explores the application of these principles, with appropriate specific recommendations, to the design and technology aspects of the built environment, particularly but not entirely to housing. There is no explicit reference to the statutory planning system, although several of the matters considered would be capable of translation into planning policies and control mechanisms.

So like the Foresight Panel's Report, this document (and indeed the others in the Millennium Papers series) are useful background but too general for guiding the critical drivers of the planning system.

Planning for Retirement Housing – a good practice guide by the Planning Officers Society and the Retirement Housing Group. This document has been prepared in parallel with this one, and there has been close liaison between the RTPI Working Group and the group producing it, including joint representation. The intention is that the reports of these groups should as far as possible and appropriate be complementary.

The Good Practice Guide is aimed at those involved in forward planning and development control in local authorities, and at retirement housing developers; to assist them in offering an appropriate range of housing choice to an increasingly elderly population. It reviews in some depth the implications of contemporary housing and planning policies for the provision of retirement housing.

Many of its recommendations represent good general practice for positive relationships between developers and local planning authorities. Its more specific recommendations on planning for retirement housing echo those put forward in this report, but the specialist background is set out in greater detail.

These reports should therefore be considered together, with the POS/RHG document focusing more specifically on the housing dimension.

The New Old - why baby boomers won't be pensioned off This is a report written by Julia Huber and Paul Skidmore, produced as a stimulus to political thought by the "think tank" Demos, in 2003. This looks in some depth at the likely behaviour and perceptions of the post war "baby boomer" generation and how its ageing will have an impact on society and its institutions. This particular report echoes many of the sentiments of similar "think tank" reviews. Interestingly, although it has a chapter entitled "Environment and Communities", this report has very little to say about environment other than to re-emphasise the desirability of the opportunity for physical integration of people of different ages if there is to be any chance of their social integration. It is much stronger on the "community" dimension, describing many special and specific characteristics of the "baby boomer" cohort which suggest that their aspirations for social and community engagement will be different from those of previous generations.

There are increasing numbers of documents and reports of this nature as the implications of the ageing population impinge upon the political consciousness.

1.6 Some issues considered by the RTPI Working Party

A number of issues relating to planning for an ageing population were raised by the Working Group as matters for consideration. They were designed to assist its consultation and discussion process. They are listed below, not structured in any particularly significant manner.

- Housing demand – how do the population projections translate into household projections, and in

turn into housing numbers, sizes and land allocations?

- Are there any predictions, patterns, issues around migration not only between urban areas, town and country etc but also within urban areas?
- Does the idea of “integration” promoted by the Foresight Panel caution against housing developments exclusively targeted at particular age groups? How does an “integrationist” approach to housing development square with actual and perceived market demand?
- Flexibility and inclusive design suggests housing sufficiently flexible to accommodate changes in requirements across a wider spectrum of ageing. What about housing which is expandable/contractible (i.e. if someone wants a smaller house, why should they have to move to one?). Annexes, temporary extensions, caravans etc – do they have a part to play? What is the role of the “lifetime standard” for new housing provision? Are there other options for expanding choice and providing flexibility?
- How does planning respond to the specialised but very varied needs of the very elderly, especially in terms of housing and accessibility? Do existing approaches and policies have a positive or negative effect?
- Many housing options relate to new provision – yet the bulk of housing accommodation already exists. What are the implications for regeneration, maintenance and management of existing housing stock?
- A reduction in the school/student age population is anticipated. The Foresight Report response pointed towards more flexible, lifelong learning patterns. Are there land use implications? Do we need the same number of schools/colleges? Will some existing facilities become redundant, if so what could these be used for?
- The ageing workforce has implications for economic development policies. How are we responding? Is the targeting of “youth unemployment” a sensible policy? What about training schemes, business start up support. etc for the more mature person?
- What assumptions do we make about the ability and willingness of different population groups to use different modes of transport? Is there an urban/rural issue in this respect? If urban development is more sustainable in terms of access to public/affordable transport (and other facilities) should planning be encouraging people who rely on transport for their quality of life to stay or locate in urban areas?
- Technology is having an impact on land use planning – is there an age dimension to this, and if so what do we do about it?
- Leisure patterns and provisions are notoriously difficult to plan for, yet can have major land use implications. Can we assess the implications of an ageing population for leisure provision?
- Security and “safer cities” – is there an age dimension to this? The 24 hour city – how does this interface with different age groups? Is it a concept which excludes or alienates older people?
- To what extent do some of these issues impinge on the statutory land use planning system? Is it realistically possible to incorporate appropriate policies into this system, if so are there examples? What is the role for other public planning initiatives e.g. Community Strategies – what are the advantages and limitations of these as vehicles for longer term policies relating to demographic change?

- What are the links between the needs of an ageing population and the sustainability agenda? Could a sustainable environment provide a more enduring quality of life? Are there aspects of an ageing population which could lead to less sustainable forms of development?

These issues are raised at various points in the report. Inevitably they are not all resolved.

1.7 The UK Planning System

Town planning in a general sense involves “the creation of place and the mediation of space” (a definition currently being promoted by the RTP1). It is a process whereby the environment is managed and modified for social purposes. In this sense it has a long history. In the UK, since the Nineteenth Century and especially since 1945, it has involved a complex framework of policy, law and professional practice, aimed at securing appropriate use of relatively scarce land.

A key element of this is a statutory system of land use planning operated by Government at every level. The system involves national and regional policy guidance; development plans at local authority level indicating the desired shape of development in each area; a process of controlling development in relation to these plans, with a significant discretionary element and an associated enforcement regime; and associated aspects such as financial measures, compulsory purchase etc. Detailed operation of this system has been modified in various ways since 1945, and is currently facing further significant change under the terms of emerging legislation, in England especially, but also in the other national jurisdictions...

There are several other Governmental planning structures with a land use or environmental dimension falling outside the mainstream statutory land use planning system; these are assuming increasing significance, town planners are involved in them, especially at local level.

If the planning system is to embrace the implications of an ageing population, they need to be explicitly reflected in the mechanisms just described, especially the statutory land use framework. It is this framework to which the majority of this report relates.

2. THE DEMOGRAPHIC CONTEXT

2.1 Significance of the demographic context

Because so much depends on the nature of demographic change, the Working Party sought a reasonably thorough assessment of the information available, with particular emphasis on aspects such as the relationship between population, age structure and household formation, which has specific and considerable implications for land use planning.

This background information, produced by Professor Dave King of Anglia Polytechnic University, who was a member of the Working Group, forms the bulk of the material presented in Appendix 2 and summarised in this Chapter.

Demographic data is basic to the issue under consideration. All those involved and interested in the impact of an ageing population need to be familiar not with just broad trends but with some of the detailed aspects of demographic projections. Planning in particular needs to be especially watchful of the relationship between population projections and its expression in terms of household demand.

This chapter provides a brief overview of the ageing population of the UK, its past and projected future. The description is not only in terms of age and gender, but also marital status and household composition. By and large, it is the household as well as the individual whose demands and needs we must plan for.

2.2 Population Growth

The population of the UK has grown from 39 million in 1901 to 59 million in 2001 and is projected to reach 64 million by 2041 (Appendix 2 Tables 2.3 and 2.4). Inward and outward migration may have a very significant impact on these projections.

2.3 The Ageing Population

Throughout the 20th Century there has been a tendency for life expectancy to increase and for the number of births per woman to reduce. Consequently the proportion of children in the population has steadily decreased while the proportion of population over retirement age has steadily increased (Appendix 2 Table 2.3). In 1901 about a third of the population was under 16, reducing to 20% in 2001. In 1901 a little over 1% of the population was aged over 75. By 2001 the proportion had reached 7.5%.

Projections from 2001 to 2041 show a similar story. The proportion of population under 16 is projected to fall still further to under 17% by 2041 and the proportion of population aged over 75 is projected to increase to over 14.2% by the same date (Appendix 2, Table 2.4). The population of pension age is projected to increase from 10.8 million in 2001 to 16.6 million in 2041. ***This represents a large increase in the population whose residential location will no longer be constrained by employment location and whose outlook on life may be influenced more by cost of living and quality of life than by workplace issues.*** The elderly are already heavily concentrated in coastal districts, particularly in the South of England and there is some evidence of a proportion of the retired population spending large parts, if not all, of the year in warmer climates overseas.

The dependency ratio is projected to fall from 2001 to 2021 as the reduction in the numbers of children more than compensates for the increase in population of pension age. Thereafter, the projections show that the more rapid growth in the number of pensioners leads to a steady increase in the dependency ratio, from 600 dependants per 1000 working age population in 2021 to over 700 in 2041.

2.4 Changing Marital Status

Among younger adult ages, in particular, there has been a growth in the numbers of single people with a reduction in the numbers who are married. The number of married couples has fallen and is projected to continue to do so (Appendix 2, Tables 2.7 and 2.8). This has been compensated for by the increase in the number of singles cohabiting.

There has been a large increase in the number of divorced people in recent decades and the projections suggest that this will continue, albeit moderated by the impact of a reduced number of married people.

In older ages, improved life expectancy has resulted in a smaller proportion of the elderly being widowed. Consequently, a higher proportion of the elderly is projected to remain married and living in couples than was able to do so in the past. Among other things, this shifting pattern of marital status directly influences the types of households.

2.5 Households and Household Composition

The growth in non-cohabiting singles and divorced people has been a significant factor in the increase in one person households. The latter growth has dominated the net increase in household

numbers in recent decades and is projected to do so at least up until 2021 (Appendix 2 Table 2.9). It is projected to be concentrated in the 35-64 age groups (Appendix 2 Table 2.10). The lifestyle expectations of this expanding group are less clear, and it remains to be seen what mixture this represents of "bachelor" city living, the "living together apart" society of dual income relationships or the "parenting apart" society of "post-couple" parenting. This makes interpreting the future demands and needs of this group very difficult, not least in terms of housing requirements.

Cohabiting couples have increased substantially in number and are projected to continue to do so (Appendix 2 Table 2.9), largely at the expense of married couples in younger ages (Appendix 2 Table 2.10).

In older ages a substantial growth in the number of married couples is projected. The shifting balance towards more couples in post-retirement ages may well influence the disposable household income and related patterns of consumption, residential location (and type of accommodation) choices and patterns of car ownership and mobility, for instance. However, notwithstanding those choices and opportunities, the elderly are relatively immobile in terms of moving house and the longer the elderly can remain in couples, the more likely it is that they will be financially able and socially motivated to stay in the "family home", should they so desire it.

Although there is a proportionate shift towards more couples in older age, the growth in the size of the elderly population means that over half a million more elderly are projected to be living in one person households by 2021 (Appendix 2 Table 2.10), largely as a result of widowhood. It is this population which is particularly susceptible to relocation to communal establishments when support (health or otherwise) is needed.

2.6 Communal Establishment Population

Half of the 750,000 communal establishment population is aged over 75, located principally in Residential Care and Nursing Homes. As the population ages, it is projected that demand for such accommodation will only modestly increase (Appendix 2 Table 2.11) for the reasons referred to above. The average age of entry to communal establishments is already rising dramatically. These homes have a particular pattern of concentration, with relatively few in London, for instance.

2.7 Limitations - a "health warning"

The population projections referred to here are based on post-2001 Census information. It should be noted that the assessment of marital status, household composition and communal establishment population is based on estimates and projections produced before the 2001 Census results became available and will need to be reappraised in the light of these.

PART TWO

**THE AGEING POPULATION ISSUE IN “OFFICIAL” UK PLANNING
POLICY**

3. PLANNING POLICY AT NATIONAL AND REGIONAL LEVEL

3.1 Background

Although in the UK town planning functions are largely exercised by local authorities, their activities and decisions are very heavily affected by policy guidelines established by national government - by the ODPM in England, by the devolved administrations in Scotland and Wales (the structure in Northern Ireland is different, and is not considered here).

Within England, regional planning policy is assuming increasing significance within the overall framework. There is now a comprehensive series of Regional Planning Guidance Notes, which have to be taken into account by local planning authorities on the same basis as national Planning Policy Guidance; and under current legislative proposals, they will have significantly enhanced status. The detailed arrangements for the production of RPGs vary, but all involve some consortium of local authorities (a "Chamber" or "Assembly"). In parallel with this structure, there are now Regional Development Agencies which have strategies of their own, backed up by powers and finance to support them; these bodies are major players in regional planning policy and implementation.

The Working Group assessed the limited extent to which issues associated with the ageing population are specifically covered in existing policy guidance at national and regional level. The position is summarised in this Chapter. The detailed references to material are contained in Appendices 3 and 4.

The material here was mainly assessed in 2002. Inevitably it "dates" quite quickly. In particular several of the English PPGs (now referred to as PPSs) are in the process of revision; and a comprehensive statement of Welsh Planning Policy has been issued by the Welsh Assembly Government. Nevertheless, the overall impression from this snapshot assessment is the key concern here.

3.2 National planning policy

National planning policy in England, Wales and Scotland rarely makes specific reference to the ageing population. There are limited references to the special needs of age-defined groups, mainly the elderly; however, these are usually and apparently increasingly couched in broader terms such as "the whole community", "social inclusion"; and often linked to provision for disabled people.

Specific references in all three countries mainly relate to housing and to sport/recreation. The most explicit references are in the English PPG 17 published in 1991; this is also the only explicit Government guidance which makes more general reference to the ageing population and the impact this is having on the age-differentiated needs for sport/recreation provision. The draft revised version of this PPG is less explicit.

The most directly practical guidance is in the recently published *Planning Policy Wales*, which has built in consideration of the needs of elderly people to its advice on sustainability appraisals.

The future age and household structure of the population will have important ramifications for many of the aspects of land use planning covered by national policies and guidance – housing, shopping, transport, leisure/recreation, design etc. These include:

- implications stemming from the changing structure and the need for these to be reflected in land use provision;
- differential impact of land use policies on specific age groups, which should be systematically assessed and if necessary built into policy/advice.

It is surprising and disappointing to see such limited reference to such fundamental factors in the broad planning policy framework at national level.

3.3 Regional planning policy in England

The regional level of planning is increasingly significant in England. The Working Group reviewed a wide range of the documentation associated with this layer of the planning system, and was struck by the extent to which demographic considerations and age related issues could be and are being addressed at this level.

Nevertheless, the policies finding expression in Regional Planning Guidance still focus largely on housing issues associated with elderly people; and such provision is often associated with provision for disabled people and/or "affordable" housing.

There are clearly major differences in demographic structure among the regions of England. The broader national projections described in Chapter 2 cannot be translated into reliable detail at the local level; but they can be given a useful regional dimension which can then assist and be built into the planning framework.

3.4 Recommendations concerning planning policy/guidance at national and regional level

This broad review of national and regional policy guidance (which is a major "driver" of the planning system) has concluded that:

- there is relatively little directly focused guidance at the national level, but the position at the regional level in England shows much greater awareness, with quite extensive consideration and guidance being provided in some regions;
- however, such guidance as there is still tends to focus on the "special needs" of the elderly, or on "social inclusion"/"the whole community" rather than identifying the differential land use consequences of the changing demographic structure.

It is recommended that:

- **Governments in England, Scotland and Wales commission and publish a formal audit of the age dimension of all existing planning policy and guidance, possibly as part of a sustainability audit of national planning policy**
- **official national guidance on sustainability appraisal of development plans should incorporate specific advice to assess the impact of policies on different age groups, including but not related to the elderly**
- **all Regional Assemblies conduct or commission in depth assessments and projections of their Region's evolving demographic structure, accompanied by an assessment of the planning policy and land use implications stemming from this, implications to be built into the policies set out in Regional Planning Guidance wherever appropriate.**

4. PLANNING POLICY AT LOCAL AUTHORITY LEVEL: DEVELOPMENT PLANS, DEVELOPMENT CONTROL AND OTHER LOCAL POLICY MECHANISMS

4.1 Background

The statutory land use planning system in the UK involves two major elements:

- the development planning framework, which provides guidance, with considerable legal force, of a general and in some instances of a specific nature as to where development should go; the framework incorporates a variety of additional detail, usually referred to as “supplementary planning guidance”, which is linked to the formally adopted development plan
- development control/enforcement, a regulatory framework allowing local authorities to permit (with or without conditions) or refuse the development aspirations of individuals, companies and organisations; associated with this is a system whereby developers benefiting from planning permissions contract through “planning agreements” to make related contributions of benefit to the local community.

“Development” in this context is defined in planning legislation, and includes many types of physical change, including most forms of construction; and also changes of use which fulfil certain criteria.

This chapter reviews the extent to which ageing population considerations feature, actually and potentially, within this statutory land use planning framework. It also sets out in some detail how town planners at local level should respond, to ensure that these issues are properly considered and built into the process.

Because the land use planning framework is understandably limited to “land use” matters in most respects, many age-related issues can only be incorporated with some difficulty, if at all. Other local policy mechanisms which are not so constrained are thus of relevance. There are potentially a number of these, but the one which is assuming significance currently is that relating to Community Strategies under the Local Government Act 2000 (with equivalent provisions similar provisions in Scotland). Accordingly, we look in some detail at this new and potentially promising mechanism. It does appear possible that some of these considerations may also in future be incorporated into the mainstream planning framework, but not necessarily given the same statutory “force” as land use concerns.

4.2 Development Plans

Development Plans are a crucial component of the UK planning system, containing policies and land allocations with considerable legal significance. Development Plans currently include Structure Plans, Local Plans, Unitary Development Plans and some closely related documents. (Although the framework in England and Wales is likely to change in detail shortly, the observations in this report would apply with equal force to the structure envisaged in evolving legislation; and indeed the establishment of a revised framework offers some opportunities to introduce changes along the lines advocated here). These set out planning policies and in some cases specific proposed land allocations and land use “zonings” which form the basis of all local decision making.

Development Plans go through a thorough process of preparation, involving public participation and consideration of objections etc. Once formally adopted, however, they have considerable statutory significance, and because of this they have been for many years restricted closely to “land use” matters. While the implications of the ageing population can and should be incorporated into the planning process analytically and contextually, policies will normally need to be related directly to

“land use” matters, not always a straightforward process.

The Working Party sought examples of references to the issues in local authority planning documents and processes. A number of examples were forthcoming. These are set out in Appendix 5.

It is clear from these examples that there is little consistency of approach. In the few cases where there are specific references in terms of policies, these mainly relate to provision of housing for elderly people in authorities where this is seen as a particular issue to be addressed through the planning system.

The difficulty of framing land use policies relating to an essentially social issue is apparent. Nevertheless several authorities have ensured that there is an appropriate reference in the justification statements which accompany development plan policy statements.

Improved practice relates mainly to more specific analysis and policy differentiation on the basis of an awareness of the ageing population issue. **All local planning authorities should consider the following when devising or reviewing planning policy documents:**

- **Improved demographic context and analysis.** All planning documents would benefit from thorough analysis of demographic data and its local articulation. This means more than “disaggregation” of national and regional figures, since there are likely to be very significant local factors to take into close account e.g. ethnic minorities, students and young people, retirement etc. Planners possess some of the skills and awareness of the relevant data sources to undertake this work.
- **Greater differentiation among age cohorts.** There is still a tendency within planning policy to regard all people over 60/65 as “elderly”. This cohort of the population is increasingly large and differentiated. More detailed analysis of the age structure of the “elderly” population is required, with recognition of the potentially different requirements of different cohorts within this very broad group.
- **“Mainstreaming” provision for an ageing population, as is now recommended practice with regard to gender, ethnicity, disability etc.** This involves assessment of all planning policies and provision in terms of its suitability for people of all ages, including a significantly older population in the case of development which will be around for many years.
- **Changing demographic requirements need to be reflected in planning policies.** Local planning policies will of course need to relate to what is relevant locally. However, development plans and related policy documents should reflect the evolving demographic structure.

Although there is restriction on the wording of statutory planning policies themselves, making it difficult to address “social” as distinct from “land use” concerns directly, there is a good deal of scope for incorporating the former into the supplementary statements and justification for land use based policies. The intention of land use policies is a material consideration in planning law, and these intentions can be made explicit in development plan documentation. **These supplementary statements and justifications are a useful vehicle for addressing the issues associated with an ageing population, and relating them to particular land use policies.**

4.3 Supplementary Planning Guidance

Supplementary Planning Guidance is a term used to cover a variety of planning policy documents produced by local authorities which have significant “weight” in the planning decision making process, but which do not have the same status as the development plan documents themselves. It is likely that SPG will form a part of the revised statutory framework, and indeed its role could well be greater.

Usually SPG takes the form of more detailed guidance rather than prescription; is explicitly linked to some part of the statutory development plan; has been subject to formal approval by the authority;

and has been exposed to some degree of public consultation.

Supplementary Planning Guidance represents the most appropriate mechanism for building information, provision and guidance about the ageing population into the planning system; local planning authorities are urged to consider producing SPGs on this aspect, integrating their policy considerations relating to either elderly people or to the ageing population more generally.

4.4 Development Control

Development control is the process whereby planning applications are considered and determined, mainly by local planning authorities, within the context of national, regional and local policies. It is this aspect of the planning system which appears to affect most people on a day to day basis, and it is here where some of the sensitivities of specialised needs have to be balanced against the intention and the wording of policies.

The role of development control should not only be to control the use of land. It also can be instrumental in monitoring change and informing, influencing and promoting development to address those land use issues related to the process of ageing.

The predicted changes in the demographic profile will have land use planning impacts relating to all age groups. It is likely that some age groups will contract as a proportion of the population resulting in a reduction in the demand for certain land uses and facilities. Other age groups will expand giving rise to competition for the use of land that may have previously served other groups or additionally giving rise to alternative or innovative uses to meet the needs and demands of those groups. In other cases situations may arise where existing facilities and land uses need to adapt to accommodate a variety of ages where previously it may have provided for a very narrow age band. For example, schools, universities, sports and recreation facilities, health and community facilities originally planned and designed to serve children or young adults may experience under usage by those age groups as the groups reduce in size as a proportion of the total population. In addition, those uses may come under increasing pressure to adapt to accommodate other age groups or to provide for a range of ages not previously served.

A related consideration is the possibility of different age groups using the same facility at different times of the day. This may happen because of management measures (e.g. dual use of school facilities); because of access and marketing measures (e.g. older people visiting cinemas in the afternoon or even morning, children in the afternoon/early evening, other age groups in the evening and through the night); or by informal social segregation (e.g. a town centre used by various people in the day for shopping, by youngsters at night for socialising). The town planning system is not good at recognising, let alone providing for, this kind of "temporal" segregation as opposed to more traditional "spatial" segregation. Planning conditions relating to access, security etc may allow for and encourage use of facilities by a broader segment of age ranges than might be initially envisaged.

These factors combine to provide a changing pattern of pressures on land use which will be reflected in the type of planning applications received by local authorities. Sometimes these pressures are experienced before policies have "caught up" with what is happening and been modified appropriately. Development control therefore contributes to a policy formulation process as well as operating within a policy framework. There are several examples of now well established and widely applied planning policies which were originally prompted by development control pressures requiring a systematic response.

As indicated above, many local authorities have policies and procedures which relate to the elderly population in some way, although often these are associated with "special needs housing" and/or with "access for the disabled". However, the role of development control is to interpret national and local policies relating to land use change and to apply that interpretation to individual proposals. Through experience of the day to day application pressures, development control feeds into the policy process emerging requirements and trends.

Housing is the largest development land user and is often the most controversial. Policy changes often impinge most directly on housing development. Adjustment to the changing demographic structure will therefore be found most swiftly and most radically in planning for housing for the retired and the elderly. The main current development control pressures are as follows:

- specialist housing for retired people, both “sheltered” housing and less specialised housing for the “young” retired;
- nursing homes for very elderly or infirm people;
- additions to private homes for older people;
- ensuring the provision of private housing suitable for older people;
- disputes concerning parking standards for housing aimed at elderly people;
- the pressure to develop “brownfield” sites, which may or may not be suitable for housing for elderly people, in terms of location and/or suitability.

It is possible, indeed likely, that these pressures will change as the demographic changes described in Chapter 2 take effect. In the meantime, it is recommended that all authorities consider preparing development control briefs and guidance (possibly taking the form of Supplementary Planning Guidance) on any or all of the above types of development for which pressure seems inevitably to be mounting.

4.5 Planning obligations and agreements

Planning obligations and agreements are an important if controversial element of the UK statutory planning system. They are legally binding contracts between developers and local authorities whereby the developer makes provision for facilities or services broadly related to the development concerned. Such agreements achieve various policy objectives, including overcoming problematical implications of a proposal which cannot be properly covered by conditions on a planning application.

It is commonplace for agreements to cover such things as education provision, play areas/open space, car parking, contributions towards public transport etc. A specific dimension in recent years has been provision of a proportion of “affordable” housing on schemes of more than a specified size. Normally agreements are related to provisions of a development plan. They are linked to but legally separate from planning permissions. The detail of agreements is subject to negotiation. Provided the provision is related to planning purposes, a wide variety of aspects is legally permissible, although it is Government policy to make provision link specifically to the development subject to planning permission. The whole framework is subject to review and provisions may well change quite significantly in the near future.

Many planning agreements relate directly or indirectly to age groups. The most obvious example is provision for schools and for play facilities in connection with housing schemes. ***The Working Party found no examples of agreements relating to provision for mature or elderly people, but sees no reason why such provision cannot form part of such agreements and would urge that in future local authorities do so.*** It would, for example, seem to be just as reasonable to expect a developer to provide training facilities for more mature people as for younger people in an area where there are more middle-aged than younger people unemployed; day care centres for elderly people; leisure facilities for a more mature age group than children’s playgrounds; and day care centres for elderly people rather than education contributions.

Many planning agreements relating to measures broadly regarded as “sustainable” are likely to be relevant to an ageing population - more closely integrated facilities provision, reduction in the need for transports etc. Similarly, provision to improve “accessibility” is almost always of benefit to people of a wide age span, including the elderly.

A significant policy aim should be the promotion of “lifetime neighbourhoods” i.e. generating a variety of housing provision and range of support relevant to a spectrum of ages and stages in a family cycle. ***Planning agreements should be encouraged which relate to community provision for a range***

of ages etc, not just the young - including for example community centres and village halls, day centres and related social services provision for the elderly, adult education facilities and services, indoor and outdoor recreation provision for mature and elderly people, health centres and services, training and related economic development measures for mature people etc.

Provision to make retail facilities, town centres and transport more accessible to a wider range of people (e.g. safe and attractive car parking, "shopmobility" schemes, convenient and easily accessible buses etc) are especially helpful to older age groups; **these measures can often be encouraged by planning agreements.**

Relevant provision in rural areas is similar to that in urban areas, but with special emphasis on contributions towards flexible public transport; preservation of rural shops, post offices and other amenities; access to the countryside; support for training younger people in the agricultural workforce; and measures aimed at preserving rural diversity and distinctiveness.

"Affordable" housing is a well established element of planning agreements. It has developed an awkward relationship with housing for elderly people, which is not either necessarily "social" nor "affordable". Because housing development aimed at elderly people has tended to be at higher densities, schemes have found themselves subject to agreements regarding affordable housing provision when equivalent schemes of more general appeal, at lower densities, are below the threshold. Although this issue has receded somewhat due to the more general promotion of higher densities/smaller units in recent years, it is still potentially there.

Currently, this whole aspect of the planning framework is under review, with aspects of it continuing to cause considerable controversy. **It is essential that the changing requirements of an ageing population are considered in any new framework which is established, including the specific considerations which apply to housing for elderly people.**

4.6 How should planners at local level respond?

To respond to the issues posed above, whether in development plans or in development control, local authority planners need:

- to be aware of the context;
- to be properly informed;
- to have reliable information;
- to inform and involve others;
- to consult, ideally through formal mechanisms.

Context/awareness Planners need to be fully aware of the demographic changes taking place generally and in their particular authority; and of the issues that give rise to these. They need to consider how this will impact on land use planning and to be aware of the different and changing land use requirements of various age groups. They will not be able to achieve this in isolation. **To ensure that land use planning is responsive to our changing population requirements it is essential that closer links be forged between planners and other service providers. It is necessary to establish multi-discipline groups as part of the planning process. This will not only help to ensure closer monitoring of the processes of age related change taking place, but it will also help to facilitate timely proactive decision making.**

Reliable information There are many examples where decisions have been taken on the basis of misguided assumptions or unjustifiable prejudice about the impact of various age groups, including the elderly, on local services, transport, education facilities etc. While planners cannot eradicate this

entirely, they should try to avoid it and strive to encourage rational decisions. ***They need to have accurate and up to date information so that decisions are based on reliable research, not myths. Furthermore, they must ensure that this basis for decision making is communicated effectively to elected representatives who form a key part of the UK planning decision making process.***

Inform/involve Planners can play an important role in informing and educating not only other service providers of anticipated pressures for change arising from the ageing process, but are well placed to advise elected councillors and the public of the need for land use change and reform arising from demographic change. They can also be important in coordinating input and response from other service providers to ensure that they are responsive to providing the appropriate level of services for the future. ***As “custodians” locally of demographic information and analysis, planners should ensure this information and its potential implications are effectively disseminated to others involved in service delivery etc.***

Consultation mechanisms Crucially, planners need to consult specialists in the field. This can be done via structured consultation groups on ageing. Ideally such groups should meet on a regular basis and should comprise representatives from a broad spectrum of disciplines, including:

- Housing (ideally both the public and private sectors should be represented);
- Health and Social Services;
- Family Practitioners Association;
- Education;
- Public Transport;
- Leisure Services
- Private sector providers of housing and other age specific services/facilities.

If such consultative mechanisms do not exist, planners should take the initiative in establishing them. Initially these consultation groups can be used as a vehicle for disseminating the findings on the various studies on the ageing population. However, they will become increasingly important for identifying how local areas are likely to be affected, for gaining a greater understanding of the different characteristics and requirements of the various age groups and for exploring the various ways in which the competing land use and service requirements of specific age groups can be resolved.

It is particularly important that planners link up with colleagues involved in Housing Departments and Housing Associations, in Social Services and in the Health Care trusts. They will be able to explore some of the concerns that arise from proposals for specialist developments. They will also consider how far the planning system should adjust policies so as to encourage development that the community as a whole may find desirable.

4.7 Community Strategies

So far this document has focused principally on the implications of an ageing population for the statutory land use planning system in the UK. This system is fairly strictly circumscribed in what it can prescribe, with many “non land use matters” ruled as beyond its purview (although these matters can quite sensibly and legitimately be considered as context to land use policies).

However, there is a range of other planning mechanisms operating within the public sector, including some (such as Housing Investment Programmes, Transport Policies and Plans) with clear and significant links to the statutory land use planning framework.

A recent development finding expression in legislation in England, Wales and Scotland is the “community strategy”, a corporate plan setting an overall framework of corporate priorities. This process offers broader scope for consideration of issues raised in this document, and for implementation of some of the measures suggested.

In England and Wales, the Local Government Act 2000 placed a duty on all local authorities to produce a community strategy for their area. (Equivalent provisions are emerging in Scotland). These strategies are to be developed in conjunction with other public, private and community sector organisations, and should promote the “economic, social and environmental well being of the area and contribute to the achievement of sustainable development”. Alongside this new duty, councils now have new powers to do anything that promotes or improves the economic, social or environmental well being of their areas. This is subject to some restrictions mainly where activity may be specifically prohibited by statute.

The production of a community strategy and the use of the new powers may be progressed through a strategic partnership approach (Local Strategic Partnership - LSP) where all agencies which can impact on the three areas of well being can input into the process. A LSP is a means of helping services work with each other, with communities and with the private and voluntary sectors.

Government guidance has been issued on the new duty and the use of the new powers. In that guidance four objectives are established which the community strategy should meet. It must:

- Allow local communities (based on geography and/or interest) to articulate their aspirations, needs and priorities;
- Co-ordinate the actions of the Council, and of the public, private, voluntary and community organisations that operate locally;
- Focus and shape existing and future activity of those organisations so that they can effectively meet community needs and aspirations; and
- Contribute to the achievement of sustainable development both locally and more widely, with local goals and priorities relating, where appropriate, to regional, national and even global aims.

A community strategy must have four key components:

- A long term vision for the area focusing on the outcomes that are to be achieved;
- An action plan identifying shorter term priorities and activities that will contribute towards the achievement of long term outcomes;
- A shared commitment to implement the action plan and proposals for doing so; and
- Arrangements for monitoring the implementation of that action plan, for periodically reviewing the community strategy and for reporting progress to the local communities.

The community strategy will set out the broad vision for the future of a local authority's area, and proposals for delivering that vision. Amongst other things, it should help identify and co-ordinate the future land-use requirements of service providers across the community. The Development Plan (and/or Local Development Framework if the provisions in draft legislation come into force) should be a key component in the delivery plan, setting out the spatial aspects of the local authority's policies.

This is recognised in Making The System Work Better - Planning At Regional And Local Levels (ODPM July 2002):

“To facilitate this [a stronger link between the development plan and the broader Community Strategy] we will broaden the scope of the development plans system to enable policies to be included which reflect that broader spatial approach. Ultimately the policies and proposals in a spatial plan must be linked to the achievement of social, economic and environmental objectives concerning the use and development of land. However, the policies may not all be entirely or directly expressed in land use terms.”

The new community strategy framework thus offers a very useful mechanism for implementing the measures set out above. Local authority planners will ideally anyway have a key role to play in developing and implementing elements of the community strategy. Working with health, social services and education authorities in particular, the changing needs of service providers arising from changes in the local population age structure and the ageing population, can be identified and

planned for. In many cases there will be land-use implications to the planning of future services. For example, there may be an increased need for nursing home bed-spaces; a need to change recreation provision to suit the elderly active rather than younger people. The Development Plan or Local Development Framework should respond to the needs identified in the community strategy with appropriate planning policies and land-use allocations.

Close working with the Housing Authorities and the use of housing needs surveys will help establish local housing needs, not just in terms of affordability, but also the appropriateness of the housing stock to meet the needs of an ageing population. PPG3 (para.11) advises local authorities to take account of assessments of local housing need in determining the type and size of additional housing for which they should plan. This may include purpose built homes for the elderly people and people with disabilities and 'life-time homes' built to standards that allow easy adaptations. Policies in the Development Plan or Local Development Framework can seek not only the right numbers but also the right types of new houses are built.

Developing closer working relationships with Social Service Departments and Primary Care Trusts will help plan for future needs for residential care. The increased population aged over 85 will create an additional need for nursing home bed-spaces in particular. The Department of Health issues guidance on bed numbers that it seeks as a national norm. Where appropriate the Development Plan or LDF may include policies or land allocations to meet the future requirements for Care Homes, and/or policies which seek to protect the existing stock from loss to more economically attractive uses. In planning major growth areas, the future needs of the community for social and health care facilities should be identified with the relevant service providers and planned for as an integral part of the development. To create mixed communities, as envisaged in PPG3, the housing provided should include institutional as well as private accommodation, and should be suitable to meet the needs of the elderly and an ageing population.

It is clear that Community Strategies under the Local Government Act 2000 provide a flexible mechanism for consideration of issues associated with the ageing population, operating in conjunction with the more familiar but somewhat less flexible statutory land use system. Town planners should get involved in the community strategy process, and bring to the process the information, issues and recommendations set out in this report.

4.8 Older people's strategies

In 2001, the Government produced a White Paper Quality and Choice for Older People's Housing: A Strategic Framework. As part of the follow up to this, it commissioned a detailed guidance note Preparing Older People's Strategies (ODPM/DH/Housing Corporation, 2002). This is aimed at linking together the activities of all authorities and agencies at local level into a coherent strategy. Although the guidance and good practice references it cites relate heavily to health, social service and housing provision, there are many references to planning policy at all levels.

It is likely that many local authorities will be initiating or involved in the production of Older People's Strategies. The impetus for this seems likely to come from Social Services or Housing Departments, although there is an emphasis on corporate commitments through the Best Value and Community Strategy mechanisms.

There is an opportunity for Planning Departments and staff to become associated with the production of Older People's Strategies. If not already involved, the relevant links should be sought out and established, and appropriate steps taken to ensure that the planning functions, advice and expertise become an integral part of this process.

PART THREE

IMPLICATIONS OF THE AGEING POPULATION IN RELATION TO VARIOUS ASPECTS OF PLANNING

5. HOUSING

5.1 Background

Housing issues are prominent among those raised by the ageing population, and are a major feature of discussion throughout this report. It is also the aspect of the issue covered most extensively in other studies, in particular in the POS/RHG report being developed in parallel with this one. Therefore this Chapter is relatively short, raising broader issues, some of them speculative.

Government policy has been set out most cogently in the 2001 White Paper *Quality and Choice for Older People's Housing: A Strategic Framework*. In the planning policy field, PPG 3 *Housing* sets the national context.

5.2 The changing housing market

Some points are essentially obvious or inescapable:

- The change in the impact of the ageing population will take place over a relatively long time scale. Any changes to the housing stock to meet this are likely to take even longer.
- There will be an increase in demand for "life time" homes and bungalows as well as various forms of sheltered housing schemes.
- There will be a relative fall in demand for what are often the starter homes for people moving into the housing market for the first time, particularly those with access difficulties e.g. pre 1919 terraces in the north, converted flats in London.

"Probable" changes include:

- Some of those becoming old will have far more equity available to them from their current home. They are more likely to move to places that appeal to them to live. This will have an impact on the relative geographical demand for housing. However those living in the less popular housing will find themselves with less equity, less choice and in some cases negative equity. Demand is likely to move from commuter belts and inner cities to tourist type destinations, coastal areas, historic and attractive small towns.
- The factors that make neighbourhoods particularly popular will change. Employment and commuter links will be less important, the quality of schools will be replaced by the quality of health provision, night clubs, and gyms replaced by adult education, golf and walks.
- There will be increasing demand from the more affluent elderly for second homes, holiday lets, caravans and boats on which they can live or at least holiday.
- There are likely to be increasing proportions of maturer people without dependents. These individuals are likely to look to live in neighbourhoods that provide them with the lifestyle, social networks, support and facilities that they want. This could lead to niche developments and neighbourhoods targeted to the older in the way that most of the successful city centre living is currently targeted to the relatively affluent busy single person or couple still wanting the nightlife: a reduction of the growth in city centre living rather than a reversal. This goes against the idea of integrated neighbourhoods. There will though still be many older people who do want to either live near their children and grand children or be able to have them to stay.

More speculatively:

- There will be a growth in co-housing or other forms where people can share more facilities e.g.

guest rooms, laundries, gardens with out having the full upkeep.

- People will increasingly want small gardens rather than no garden or big ones.
- There will be a growing demand for well serviced flats and low maintenance homes.

5.3 Implications for planning

These changes have some key general implications for planning:

- Change is long term, and change will be slow, giving us a chance to anticipate requirements; although some of the changes are beginning to have an impact and may come more quickly than we think.
- Changes affect relative housing demand and thus land allocations by area; as well as demand for different house types
- Much greater importance will need to be given to links with particular services e.g. health facilities, open space
- Further decline of older pre 1919 housing areas and need for comprehensive clearance and restructuring
- The need to encourage "downsizing", allowing older people (especially those who are widowed or divorced) to unlock the equity in their houses by converting them into smaller units and/or moving out into smaller or specialist accommodation.

Planning for the provision of housing accommodation should take specific account of the changes in the market stemming from the ageing population.

There are some specific contemporary implications for retirement housing developments which are reviewed in the POS/RHG report. These include:

- the impact of PPG3 on competition for small "brownfield" sites; these sites, traditionally very suitable for higher density developments for older people, are now more likely to be seen as possible mainstream high density housing sites
- the need for flexibility in application of parking and similar standards to housing schemes which will be occupied primarily by elderly people; similarly, recognition of this occupancy when considering planning agreements, which often relate to provision unsuitable or unnecessary for elderly people
- clarification of the relationship between "affordable" housing and "retirement" housing
- recognition of the cost implications for developing housing schemes with major communal elements and associated management support
- recognition of the potential advantages, socially and environmentally, of housing developments with an element of management.

The recommendations of the POS/RHG in respect of these issues are endorsed.

While much of the emphasis in both housing and planning circles is on new accommodation for elderly people, most elderly people will continue to live in existing housing stock, much of this owner

occupied, much of it physically and environmentally substandard. ***The significance of regeneration to an ageing population should not be underestimated, and regeneration schemes should take specific account of the needs of all sectors of the community, including the elderly.***

6. LEISURE, RECREATION AND TOURISM

6.1 Background

Age related changes under this broad heading are less predictable but potentially more dramatic than is currently appreciated, with commensurate impact on planning and land use. Therefore considerable attention is given to this topic.

There are no clear definitions of the terms involved. Leisure” is generally considered to be the time when an individual has the freedom to choose what to do beyond any formal employment and the domestic requirements of life. “Recreation” is the group of activities that individuals carry out in their leisure time including sport, commercial leisure, ‘passive’ activities such as reading and watching TV and the traditional tourism activities of taking holidays away from home and day visits to attractions. They are often treated synonymously with a general presumption that recreation covers outdoor activity and formal sporting participation while leisure covers entertainment in and out of home including most attractions and informal sporting activity. “Tourism” is generally perceived, quite separately, as holidays involving a stay away from home.

The government’s research project published in March 2001, *Research Report on Planning for Leisure and Tourism*, approached leisure/recreation and tourism as two separate industries whilst recognising there are significant inter-relationships. On this to some extent arbitrary basis “leisure/recreation” includes commercial facilities such as cinema, bowling and nightclubs, built sports facilities such as stadia, leisure centres, cultural facilities and outdoor activities; “tourism” includes commercial and non-commercial visitor attractions, zoos, theme parks, museums, galleries, visitor centres, heritage sites and monuments, gardens, natural features etc, hotels, holiday villages, caravan/camping sites and conference and exhibition centres.

6.2 Changes affecting the nature of leisure, recreation and tourism

There has been a steady growth in spending on leisure related activity over the last 25 years. However, as well as increased spending and greater choice of activity. consumption has been affected by other broad social changes, including:

- the ageing population generally, with older age groups being increasingly recognised and targeted by the commercial sector especially
- changing household structures, with more single people interested in “out of home” activities
- the “feminisation” of leisure, a very complex phenomenon
- the amount of, and different attitudes to, free time.
- These changes overlap, and make it difficult to predict the impact of an ageing population; it is possible that the other changes which are associated with it will have a greater impact.

An assessment as to how things might develop under two broad scenarios has been made by Bill Martin and Sandra Mason of Leisure Consultants in *Transforming the Future: rethinking free time and work*. They compared the “conventional” view, where what might happen will follow the trends of the

past twenty-five years, with a scenario of “transformed growth”. This latter view has at its core the belief that the UK, along with other Western developed countries, is at the start of a major shift in public and private thinking about lifestyle priorities. Thus while there could still be substantial economic growth ahead, there will also be important changes in social priorities which affect the way the growth is used. These changes would include a new emphasis on the quality of life and the contribution that free time can give to this, and significant shifts in how free time is used.

Their assessment of the outlook over the next couple of decades is that the UK is moving, in the direction of transformed growth. Emerging social and environmental problems, and the impact of new technologies, lead them to doubt whether a scenario of continuing conventional success could be sustained in practice. The problems, evident from the 1980’s onwards, include:

- the growing inequalities in the distribution of free time and disposable incomes between different groups in society
- the social disruption created by too much free time and not enough spending power for some people
- the deterioration of the urban and rural environment as a result of traffic growth and building pressure, much of which results from leisure activities.

The overall rate of growth in leisure spending under transformed growth, an approximate doubling over the period, is broadly similar to that achieved between 1971 and 1996; but it is notably less than that likely under the conventional success alternative. And the expansion in certain away from home markets, like eating out, alcohol, gambling and holidays overseas would be notably slower in a transformed world.

These differences reflect the underlying shifts in free time priorities likely to be seen in a world of transformed growth; including:

- more interest in “demanding” forms of free time like learning, and exercising, helping and experiencing, rather than using free time just for rest and entertainment
- free time seen more as an opportunity to develop oneself and to do something, rather just as a reward for having worked
- instead of themed catering outlets and family entertainment centres, people will be looking for new types of sports, health and learning facilities.

Another key change will be a move away from seeing free time essentially as a period in which to spend money. A feature of the years since 1971 has been the increasing “monetarisation” of free time in the UK; the substantial growth in leisure markets seen over this period has not been the result of any significant rise in the amount of free time available. People have been spending substantially more money on the free time that they already had. In the years ahead, the trends are likely to be rather different, with people seeking to switch some element of potential income into more free time, and with much greater flexibility in when this time is available, including the introduction of more substantial “sabbatical” type periods within the working life.

Concern about the environment, and the negative experiences of leisure travel at peak periods, are also expected to bring a reconsideration of the role of travel as part of free time activities. In the future, people will choose to spend more of their free time either at or near their homes, making ever greater use in the process of the new modes of electronic communications. ***This is likely to lead to the creation of networks of new neighbourhood leisure centres in place of the mega leisure projects of recent years. The specification of these local facilities will present a new challenge to architects and designers. An important feature will be the development of virtual leisure experiences, bringing relays of performances and events of all kinds, and virtual travel, to a location close to home.***

6.3 Leisure and the ageing population

From being a marginalised group in society, the elderly are now a force to be reckoned with and increasingly seen as a market to be wooed by the leisure and tourist industries. There are more of them and generally they have more time and more money, although people over 55 do not form a homogeneous group.

The expansion of the over 55 age group is not the only demographic shift. Some other age groups are expanding, notably young adults (15-24) and the middle aged (40-54). Offsetting this will be a significant contraction in the number of families with children. These gradual changes have significant implications for the tourism and leisure industries. For example, destinations and products geared to families, such as theme parks and the seaside, will have to work harder to maintain market share.

This is a complicated picture, however, and the overall figures mask some significant differences within the population. Not everyone is participating in this economic boom and the long-term unemployed and those dependent on state pensions have little disposable income. There are also some threats to the current situation. There has been an increase in self-employment and in contract working where benefits are limited. Many companies are withdrawing final salary pension schemes in favour of less generous options and the proportion of employees covered by final salary schemes is falling. Stock market falls and the fall in interest rates has also meant lower annuity returns, smaller pensions and reduced income from investments. There is also an increasing concern that health care and long term care will eat up an increasing proportion of disposable income in people's latter years, in the face of deteriorating state provisions. ***It cannot be assumed that the next generation of pensioners will be as well off as some of the current crop.***

It is important also to remember that the over 55s are not a coherent market segment with homogeneous attitudes and behaviour patterns. The so called "third age" actually spans two generations, with most people in their fifties having at least one and possibly two parents still alive, now in their seventies or eighties.

Each generation comes with its own outlook and values which translate into different forms of behaviour and aspirations. It can not be assumed that tomorrow's pensioners will follow in the footsteps of today's. (This theme is developed in detail in the Demos review described in Chapter 1).

6.4 Tourism and the ageing population

Steve Beioley, a director of the Tourism Council looked at the implications of ageing on the tourism market for the English Tourism Council in July 2001. He suggested that, in general, people in the 50-60 age bracket should experience a new freedom with their children living away from home. They feel better off financially and are able to experiment and please themselves once more. They will tend to avoid other people's children and look for new experiences. Many have responsibilities for aged parents which may influence holiday choice.

The newly retired group, 60-70, typically experience a burst of energy and excitement on retirement and see this as an opportunity to indulge oneself and take that trip of a lifetime. There is a feeling of enjoying life while you still can and the majority of people in their sixties are still active and healthy enough to do so. This is the time when grandchildren appear on the scene which can bring renewed family ties and a stimulus for three generation holidays.

Between 70 and 80 people generally have less energy. For some, health concerns begin to constrain activity. People may be less inclined to undertake long and tiring trips to exotic destinations and more content to holiday nearer to home in more familiar surroundings. This is also the time when many people lose a partner and friends. This reduces interest in going away and also limits opportunities. Social contact is an important element of a holiday for this group.

Over 80 ill health and frailty begin to loom large. Many in this age group are single and living alone. Whilst some people remain very active until well into their eighties, a significant proportion will be constrained by health and mobility problems and many will no longer be able to drive. Holidays which can provide a level of security, reduce hassle and provide social contact, are likely to be attractive to this group.

People's activities and interests change as they age. Participation in most physical activities shows a significant decline after the age of 50. The exceptions to this are walking, golf, bowls and sailing, where participation rates hold up well into the 70s. Other activities where participation by the older age groups is relatively strong include walking and motoring for pleasure, visiting libraries, betting shops, historic buildings, museums and theatres and playing board games. Short break holidays are taken, often based on an activity programme.

Indeed holidays remain a high priority for the older age groups. In a survey carried out in 1997 holidays came second in a list of ten retirement priorities, the first being 'spending more time with the family'. Based on a survey of a representative sample of UK adults it can be said that holiday taking varies with age. This shows that participation holds up well into the 60s but tends to decline thereafter. It also indicates that the older age groups are much more likely to take multiple holidays than the population as a whole, which has important implications for the domestic tourism industry. In 1999, the over 55s took 19.7m holidays in the UK and 8.2m holidays abroad. This amounts to a quarter of all domestic and overseas holidays.

The over 55s are taking more holidays now but the growth is going abroad and not into the UK. If anything, this tendency is likely to increase because the current 55-64 age group, and more importantly the age cohort that will replace it over the next decade, has grown up with the idea of holidays abroad as the norm and are better travelled and more adventurous than preceding generations of senior citizens.

7. RETAIL, SHOPPING AND TOWN CENTRES

7.1 Background

The retail industry is a diverse sector ranging across shops, restaurants hotels and pubs, leisure and aspects of tourism. It is a key UK economic sector, employing about 11% of the labour force and representing a similar proportion of GDP.

The impact of the ageing of the population on retailing has been addressed mainly in terms of attempts to forecast likely spending pattern changes in particular product areas. The "grey consumer market" of post-family "empty nesters" with low mortgage payments and higher disposable incomes has excited much attention from analysts. No attempt seems to have been made to estimate likely spatial impacts of any retail market adaptations to the changing demography.

There appears to be some overlap between leisure and retail activities for many social groups, but especially among the elderly.

7.2 The "grey pound" and its impact

There is a high level of awareness amongst major retailers and producers of consumer products and services of the need for strategic thinking about the grey pound. Many examples can be found of products and sectors where some adaptation is already evident. The growth of health food outlets, notably Holland & Barrett, but also many local health food outlets, represents to some extent a response to demand by older people for more 'healthy eating', dietary supplements ('nutraceuticals') and herbal remedies.

Reports published by industry analysts, such as ICC Keynotes, often include some relevant analysis. For instance the report on restaurants and public houses indicated some market segmentation towards older customers was developing, but this was in the context of an industry whose growth recently has mainly come from increased drinking by young people. It is arguable that much of the recent change in the pub sector has been at the expense of older people, in that many small local pubs have closed as investment has been concentrated in large new pubs and bars in town and city centres aimed at younger drinkers. Only a small part of the industry has targeted older drinkers (i.e. 30+), for instance in the real ale sector where small local breweries and micro-breweries can compete with the major players.

Some analysts foresee a "seismic shift in the nature of the marketplace" as the growing supply of retail floorspace meets a declining propensity of older consumers to spend on consumer products at the same rate as the young. This spending is partly shifting to services, as well as to health and 'lifestyle' products. One market segment that could impact on planning relates to older consumers' growing preference for convenience foods which, together with more discriminating tastes, could lead to demand for new types of outlet of prepared fresh foods "meal solutions centres". Such new centres are speculative, and could be attached to the growing network of local "7 to 11" convenience stores in urban areas.

Adaptation to older people's needs can be seen in consumer service sectors, such as tourism and travel (see above as well). The growth of "third age tourism" has been a feature of recent years as older people with long retirement spans and disposable incomes have grown as a proportion of tourists. The third age is a particular feature of the tourism market within the UK as both home and foreign older tourists are more likely to pursue heritage-based tourism, important in the UK, whilst younger ages and family groups are more likely to head for sun and sand overseas. The retail sectors in historic and heritage destinations, including cities like York, Bath and Edinburgh, are thought to gain much of their custom from, and increasingly rely on, discriminating older tourists.

7.3 Spatial Impacts

Most of the adaptations and forecast developments in the retail industry will have little discrete spatial impact. Adaptations to changing consumption patterns will mainly be played out within existing retail centres, with few changes to spatial patterns attributable to the 'third age'. The impacts on planning in such cases will be handled through the normal development control system and it will be difficult to discern third age effects from the normal processes of change and development in retail.

It might be expected that an ageing population profile would lead to some reversal of changes in retail that have been driven by responses to youth and family market opportunities. In the longer term this may be so, but it would be simplistic to expect recent spatial changes in retail to be reversed. It cannot be assumed that consumption behaviour will revert back to previous patterns, as tomorrow's third agers will be different kinds of consumers from today's older people (Keynote, 2002, *the over-40s consumer*, www.keynote.uk). There are few signs as yet, for instance, of a reversal from city centre mega-pubs back to traditional locals, nor of any reversal of the drift of cinemas from city centres to out-of-town multiscreens, which continues apace.

The key influence on retail spatial patterning in recent years has been the way retailers have exploited the demand for car-based shopping and leisure. The much more suburbanised and dispersed pattern of retailing in the UK may or may not be affected by population ageing, but there is no compelling reason why the demands should reverse, or even slow down substantially. In the 1990s the need to protect the 'vitality and viability' of established town and city centres from the depredations of emerging retail development processes was reflected in national planning policy. This aimed to both promote more environmentally sustainable retail travel behaviour and protect the economic viability of traditional centres, partly to ensure that vulnerable groups, such as the elderly and those without cars, could still have access to adequate shopping facilities. The planning system

has been successful in dramatically slowing retail dispersion and encouraging retail investment in and near traditional centres.

There is little age-sensitive evidence about the effects of these policies on shopping behaviour. In terms of consumer preferences the evidence appears to confirm that out-of-town shopping is very popular and growing in popularity as major retail chains continue to assert their dominance over their market segments such as home appliances, DIY, toys, furniture and carpets. Even without further new out-of-town centres, existing developments, new types of centre (such as 'designer outlets') and their extensions are increasingly marginalising established centres. If the third age shopper is a more discriminating consumer there is no reason to expect a return to traditional centres on present trends.

It has been suggested by some analysts that older people value the convenience of large supermarkets over traditional shopping centres. At the elderly end of the age range, traditional centres should continue to attract customers, as long as they remain varied and competitive. Provision of government supported "motability" services in older centres can help them remain attractive to the elderly and infirm, but this is only a small part of the older market.

7.4 Planning Implications

The ageing population profile may not affect the distribution of retail activity significantly, except in the longer term when an increasingly elderly population will require more local, walkable shopping provision. Demand for new retail locations should slow as an older population spends relatively less on products, as opposed to services, and some growth in local convenience food shopping seems likely. Neighbourhood '7 to 11' stores, rather than 'retail shed' developments will help serve this demand. Some changes in retail outlet mix is likely to cater for shifts in demand from an older consumer base, but this will occur in existing retail centres and have little planning impact.

One impact could be on the need for traditional shopping centres to improve their 'offer' to older shoppers, in terms of quality, convenience and facilities, if only to compete with modern mall-type developments. The vitality and viability of established centres may depend on offering a competitive package of convenient parking, public transport links, attractive sitting areas, public conveniences and security, which will have expenditure implications for local authorities and require commitments to effective local centre management. Linked to the last point, there should be growing economic opportunities for attractive and historic centres to exploit the growth in retail-related leisure and tourism from an older, more choosy, age profile.

8. INVOLVEMENT

8.1 Background

The UK town planning system has a well established tradition of public involvement in its operation. Much of this is enshrined in statute – so all elements of the formal town planning framework have prescribed elements of public involvement, sometimes in a general sense (e.g. contributing to policy discussions in the Development Plan formulation process), sometimes as objectors or otherwise interested parties in specific local decisions. Under the proposed new statutory framework, local authorities will need to produce a formal statement of public involvement.

Since participation is very much part of the framework, the extent to which particular social/demographic groups are or are not engaged in the process will have significant impact on outcomes, and the issue has been and continues to be of concern and a subject for debate.

8.2 Steps to engage elderly people

At a practical level, public authorities have a genuine concern, backed up in many cases with a statutory duty, to ensure that no significant elements of the community are excluded from the planning process. Experience has indicated that it is difficult to get the public in general seriously engaged in planning policy discussions in the absence of firm and tangible proposals which have a clear impact on people's lives; although local planning authorities have used many techniques, often with considerable success, to achieve more widespread engagement. Participation by pressure groups and similar organisations, locally and nationally, has been much more common, unsurprisingly.

Some social groups have traditionally been reluctant to become engaged; and/or have experienced difficulties. These groups include: children and young people; single parents; working people, especially shift workers, long distance commuters and manual workers; disabled people; homeless people; and ethnic minorities. Fit elderly people have often been keen to engage in the planning process; however, very elderly people, and anyone with some form of disability, have been among those experiencing reluctance or difficulty.

Therefore planning authorities and others involved in the planning process need to continue to take special steps to ensure effective involvement in their process of all members of the community, including all those mentioned above.

8.3 Agencies which may assist in engaging elderly people

There are a number of agencies/organisations which may assist local planning authorities engage successfully with elderly people in all categories. A few details of these are set out below.

Social Services Departments/Primary Care Trusts. These are the main local agencies which are involved in providing a range of services to elderly people (and indeed other "hard to reach" groups). Planning authorities/departments should, as indicated elsewhere in the report, improve their liaison with these agencies.

Age Concern. This is the largest charitable movement in the UK concerned with the needs and aspirations of older people and the leading authority on ageing related issues; it operates nationally, regionally and locally. Age Concern helps some older people continue living independent lives; promotes the role of older people as citizens, enabling them to influence decisions that affect them, and to contribute their experience and skills to their communities and to society as a whole; and organises campaigns with and on behalf of older people to influence policy on the things that matter to them.

Help the Aged. This is a national organisation committed to addressing the issues that matter to older people; its four main priorities are combating poverty; reducing isolation; defeating ageism; and challenging poor care standards.

Councils for Voluntary Service. A CVS is a voluntary organisation set up, owned and run by local groups to support, promote and develop local voluntary and community action. CVS support their members by providing them with a range of services and by acting as a voice for the local voluntary and community sector. Usually funded by the local authority and other local statutory agencies, there is a CVS working in almost every district and city in England.

Individual CVS differ in character and size, although they usually work to the same geographical boundaries as the local authority. They also differ in name. Many are called CVS, while others might be called Voluntary Action or Voluntary Sector Council.

With government encouraging involvement of voluntary and community groups in shaping and delivering services, CVS enable the views of local groups to be represented. For example, many CVS run voluntary and community sector forums that provide an opportunity for local groups to put forward their views on

national and local policies.

CVS work in partnership with local government and other statutory agencies to shape the delivery of services. CVS play a key role in empowering local groups to take part in partnerships and are directly involved in a wide range of regeneration, neighbourhood renewal, health and social care, learning and other government initiatives. Strategic partnerships may be sub-regional, district wide or neighbourhood. They may cover several issues or have a particular focus.

National Care Homes Association. This was formed in 1981, primarily to lobby the government to benefit both its members and the people in their care. The other aims are representing members and their residents nationally, to promote high standards of care and to support local associations and members. NCHA represents the interests of providers caring for elderly people, people with learning disabilities, the physically handicapped, the mentally ill and children.

The National Care Standards Commission. This is a new, independent public body set up under the Care Standards Act 2000, to regulate social care and private and voluntary health care services throughout England. From 1st April 2002 the NCSC took responsibility for the registration and inspection of services - replacing the existing system of inspection by local authority and health authority inspection units. The following services are required to register with the NCSC:

- Care Homes
- Children's Homes
- Domiciliary Care Agencies
- Residential Family Centres
- Voluntary Adoption Agencies
- Independent Fostering Agencies
- Private and Voluntary Hospitals and Clinics
- Exclusively private Doctors
- Nurses Agencies

APPENDICES

Appendix 1

Terms of reference and membership of the Ageing Population Working Group

Members of the Working Group:

Jill Brash
Gary Day
Patrick Earle
Louise Evans
Julie Fleck
David King
Trevor Roberts
Kevin Thomas
Roger Tilley
John Wren

Terms of Reference:

The Working Group aims to examine the implications of the ageing population in the UK for the operation of planning and the planning system in the UK.

The Group will specifically consider:

- particular aspects of the conclusions of the Foresight Panel with specific relevance to planning and the planning system;
- the response required of Government in terms of amending Planning Policy Guidance (and other Policy Guidance);
- how issues associated with the ageing population need to be incorporated into the statutory development plan process;
- the response of the development control system (including enforcement and section 106 agreements);
- the ageing population dimension of current government planning policies;
- the impact of the ageing population on specific aspects of planning focussing on aspects which appear most likely to be affected e.g. economic development; leisure and retail; the countryside; housing and urban regeneration ;urban design and transport.

It is emphasised that the Group is concerned with the implications of changing demographic structure, not simply with the specific issues associated with elderly people (although these will of course feature). There are also significant gender and ethnic minority considerations to be taken into account. The Group will endeavour to fill the gap between broad generalisations, indicating the need for change and the specific drivers of the planning system which can deliver change.

Appendix 2 The demographic context

Introduction

The underlying demography in large part determines the pressures, which are experienced by public services and private markets. There are a number of aspects to that pressure. The initial consideration is the changing number of people and the age structure of that population. The subsequent consideration is that of the marital composition of the population and the impact of changing patterns of marriage, divorce and cohabitation in particular. The final demographic factor, which influences the housing market in particular, is the propensity of that population to live in communal establishments or private households. This part of the report outlines trends in each of these elements up to at least 1996 and then describes the projections of these for the period 1996-2021, and beyond, where available and appropriate.

Table 2.1 Population estimates and projections, 1981-2021 UK (Thousands)

	Population			
	1981	2001	2021	
			1996-based	2002-based
England	46821	49390	52484	53478
Wales	2813	2908	3043	3038
Scotland	5180	5064	4993	4911
N. Ireland	1543	1689	1724	1811
UK	56357	58837	62244	63239

Source: 1981 and 2001 ONS Population Mid-year Estimates; 2021 from 1996-based National Population Projections, Series PP2 No 21, GAD 2002-based United Kingdom Population Projections, GAD

Table 2.1 shows the estimated populations in 1981 and 2001 for the four countries comprising the United Kingdom. Over that time the UK population grew by about 2.7 million. In Scotland the population fell in number, while in Northern Ireland, the growth rate was relatively high (9% over the 20 years). Two sets of projections are shown in Table 2.1. The 2002-based projection round provides the latest national projections produced by the Government Actuary's Department (published in December 2003), and these were produced with the benefit of the 2001 Census population totals and age structure. The 1996-based projection round forms the basis of the most recent household projections in England, Wales and Northern Ireland (a 1998-based set was used in Scotland). The two sets of projections differ in terms of total population at 2021, with the 2002-based projections anticipating an extra million people at 2021. These latest projections indicate a population growth of 4.2 million over the 2001-2021 period, 1.5 million more than occurred over the previous 20 years. That additional growth is concentrated in England. This additional growth is largely attributable to international migration and anticipated improvements in life expectancy. Only Scotland shows a projected (and continuing) decline.

Table 2.2 summarises the most recent sets of household estimates and projections for the four countries. Between 1981 and 2001 the number of households in the UK grew by 19%, amounting to an additional 3.8 million households over the twenty year period. Northern Ireland grew fastest at 33%. There are no projections available for Scotland beyond 2012. Consequently no UK summation for 2021 can be provided. Moreover the official projections upon which the 2021 household projections in Table 2.2 are based were produced before the 2001 Census results were known. Table 2.1 suggests that despite the Census results, the projected population totals in 2021 have not changed greatly pre- and post-Census. However, it is clear from the figures for England that there is not much projected change in the growth in household numbers over the next 20 years, while in the remaining two countries, the rate of increase in household numbers for the period 2001-2021 is projected to be significantly less than previously. This assessment may be revised once official household projections are produced with the benefit of 2001 Census data. Notes attached to the

table indicate where time periods and projection bases vary from country to country.

Table 2.2 Household estimates and projections, UK (Thousands)

	Households			% increase	
	1981	2001	2021	1981-01	2001-21
England	17306	20451	24000	18%	17%
Wales	1017	1209	1337	19%	11%
Scotland	1854	2192	N/A	18%	N/A
N. Ireland	472	627	722	33%	15%
UK	20649	24479	N/A	19%	N/A

Source: 2001 households from 2001 Census of Population; 1981 and 2021 households from Projections of Households in England to 2021, DETR. (includes Wales) 1998-based Household Projections for Scotland, Scottish Executive. Shaping our Future. Population and Housing Technical Report. DETR NI.

Notes: Household projections for Scotland are for 2012 and for NI are for 2010 and 2020. Household projections use 96-based population projections for England, Wales and NI and 98-based ones for Scotland.

An ageing population

Over the last century, in addition to the overall growth in numbers of adults, there has also been a general ageing of the population, both estimated and projected.

Life expectancy is improving by about 1 year of life every five years or so and is projected to continue to do so at similar kinds of rates. And fertility rates have fallen, such that fewer births have occurred in recent decades. These recent relatively low levels of fertility are assumed to continue into the future in current projections. Table 2.3 shows the consequences for age/gender structure of the population over the last century, with a proportionate reduction in numbers of children and young adults and a growth in numbers of adults aged 65 and over, and particularly in age groups aged 75 and over. The latter effect is most apparent amongst females, who have a longer life expectancy than males.

Table 2.3 Population by gender: percentage by age, 1901 to 2001 UK

	Males				Females			
	1901	1931	1961	2001	1901	1931	1961	2001
(percentages)								
Under 16	33.6	25.6	24.8	21.1	31.4	23.0	22.1	19.1
16-24	19.7	17.8	13.9	11.3	19.6	17.0	12.9	10.6
25-34	15.7	15.9	13.1	14.7	16.4	16.0	12.1	14.1
35-44	12.2	13.0	13.9	15.2	12.2	14.0	13.2	14.7
45-54	8.8	11.9	13.9	13.4	9	12.5	13.7	12.9
55-64	5.8	9.2	11.2	10.7	6.2	9.3	12.0	10.5
65-74	3.1	5.0	6.3	8.0	3.6	5.7	8.7	8.7
75 and over	1.2	1.7	3.1	5.6	1.6	2.4	5.3	9.3
All ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
(millions)	18.5	22.1	25.5	28.8	19.7	24.0	27.3	30.2

Table 2.3 shows the projected changes in age structure derived from the 2002-based projections. Numbers of children are projected to remain relatively stable at around 10.8 – 11.2 million after 2011, reducing from around 11.9 million in 2001. Numbers of working age are expected to increase from 36.4 million in 2001 to 39.4 million in 2021 and then reduce to 38.0 million by 2041. Numbers of those of pension age are set to steadily increase from 10.8 million in 2001 to 16.6 million in 2041,

even after allowing for the shift in retirement age for women anticipated between 2010 and 2020. Numbers of over 75's are anticipated to grow considerably, more than doubling between 2001 and 2041. Among the 30-44 year age groups there is an overall projected reduction in numbers between 2001 and 2021. This decline results from the baby-boomer generation occupying this age grouping at 2001 and having aged-on beyond it to age 45-59 by 2021.

Table 2.4 Projected Population Age Structure, UK GAD 2002-based projections (Thousands)

Ages	2001	2011	2021	2031	2041
0-14	11,096	10,257	10,411	10,457	10,115
15-29	11,159	11,892	11,216	10,895	11,156
30-44	13,396	12,377	12,282	12,501	11,685
45-59	11,157	12,219	12,738	11,553	12,293
60-74	7,823	9,346	10,488	11,728	10,894
75 & over	4,420	4,930	6,103	7,701	9,259
All ages	59,051	61,022	63,239	64,835	65,402
Children	11,851	10,981	11,090	11,160	10,812
Working age	36,366	37,603	39,412	38,449	37,982
Pension age	10,833	12,438	12,737	15,227	16,608
Percentages					
0-14	18.8	16.8	16.5	16.1	15.5
15-29	18.9	19.5	17.7	16.8	17.1
30-44	22.7	20.3	19.4	19.3	17.9
45-59	18.9	20.0	20.1	17.8	18.8
60-74	13.2	15.3	16.6	18.1	16.7
75 & over	7.5	8.1	9.7	11.9	14.2
All ages	100.0	100.0	100.0	100.0	100.0
Children	20.1	18.0	17.5	17.2	16.5
Working age	61.6	61.6	62.3	59.3	58.1
Pension age	18.3	20.4	20.1	23.5	25.4
Dependants per 1,000 persons of working age					
Children	326	292	281	290	285
Pension age	298	331	323	396	437
Total	624	623	605	686	722

1) Children defined as under 16.

2) Working age and pensionable age populations based on state retirement age for given year. Between 2010 and 2020, state retirement age will change from 65 years for men and 60 years for women, to 65 years for both sexes.

Table 2.4 shows that this pattern of growth means that the proportion of the population who are children and young adults (under age 45) is projected to reduce over time, that for 45-59 year olds stays about the same, while that for those aged 60 and over is projected to steadily increase. Taking all working ages together, the proportion is projected to increase a little to 2021 and then to reduce thereafter. The table also expresses these proportions in terms of dependency rates. The dependency rates for children reduce over time. Those for pension age do not change too much up to 2021 (partly bolstered by the changing pension age of women 2010-2020), but then increase

dramatically thereafter. Consequently overall dependency ratios reduce from 2001 to 2021, but then increase substantially thereafter.

Overview of trends and projections of marital status and household composition for England

The most detailed recent projections of households at sub-national level and over the longer term to 2021 are only available for England. These projections pre-date the 2001 Census results and will be revised in the coming years. They provide the basis of much of the remaining content of the report. Although the three remaining countries are growing at different rates it seems likely that the underlying trends and future directions presented here for England may be extrapolated, with caution, onto the patterns for the UK as a whole. These published projections of households for England were produced by the Department of Environment, Transport and the Regions (DETR) and cover the twenty-five year period, 1996-2021. It is informative, therefore, to compare the underlying assumptions for those twenty-five years with the estimates for the previous twenty-five, i.e. the period 1971-1996. Between 1971 and 1996 the population of England grew by 2.7 million. According to the Government Actuary's Department (GAD), this level of growth is projected to further increase between 1996 and 2021. The GAD 1996-based projections (published in 1998) show a 3.4 million increase over this period. These are the projections upon which the DETR 1996-based household projections are based.

Household formation is confined to the adult population. The growth in the number of adults has outstripped growth in the population as a whole. This is partly as a result of increased life expectancy and the reduction of births (and hence numbers of children) following the 1960's baby boom, such that the adult population is inevitably becoming an increasing proportion of the population as a whole. It is also the consequence of the impact of international migration, which has produced large increases in the numbers of young adults over the last decade and a half.

Consequently between 1971 and 1996, adult population (aged 20 and over) grew by 4.5 million and is projected to increase by 4.0 million, according to the GAD 96-based projections. This growth in the number of adults accounts for about half of the increase in the number of households, both estimated and projected. Overall the growth in the number of households outstrips even the growth in the numbers of adults for reasons outlined below. In simple terms, however, it can be explained in terms of households forming as part of the process leading to the steady reduction in average household size, from 2.86 persons per household in 1971 to 2.40 in 1996. Beyond this, the projections indicate a fall to 2.15 in 2021. For every thousand people in 1971, there were 350 households. This had increased to 417 households by 1996 and it is projected to increase to 465 households by 2021.

Changing marital composition

In addition to the age structure effects outlined previously, there have also been considerable and quite dramatic changes to the pattern of marital composition over the past and being projected and these have a direct impact on the changing patterns of household formation and dissolution, in particular.

Table 2.5 Proportions of various marital status types who "head" a household in England (Persons aged 15 and over)

	1981	1996	2021
Single non-cohabiting	20%	33%	47%
Single cohabiting	49%	48%	48%
Married	50%	51%	51%
Divorced	74%	79%	80%
Widowed	86%	90%	96%

Source: DETR 1996-based household projections

Table 2.5 shows the proportion of various marital status types who represent (or head) a household, as estimated for 1981 and 1996 and as projected for 2021. The types of marital status have been listed in terms of increasing household heading propensities, which in turn are mirroring a lifecycle sequence. It shows that the propensity to represent/head households is lowest among singles, and greatest among the formerly married groups (divorced and widowed). All non-couple groups show an historic and projected increase over time, but the most significant increase is found amongst non-cohabiting singles, rising from 20% in 1981 to a projected 47% in 2021.

Table 2.6 shows the changing marital composition of the private household population aged 20 and over for the years 1981, 1996 and the projected pattern for 2021.

Table 2.6 Marital composition of private household population aged 20 and over, England (Thousands)

	Single		Married	Divorced		Widowed	Total*
	Non-cohabiting	Cohabiting		Cohabiting	Non-cohabiting		
1981	4845	477	22786	298	1035	3211	32839
1996	6601	1893	21228	825	2315	3043	36057
2021	9007	4483	19098	885	3858	2610	40052

Source: DETR 1996-based household projections.

* includes married and widowed cohabiting, which exhibit minimal change and are not shown on the table. Figures are of private household population.

The projections outlined in Table 2.6 were produced by DETR in the process of preparing the 1996-based household projections and were derived from the 1996-based projections of marital status and cohabitation for England and Wales produced by the Government Actuary's Department and the Office of National Statistics, respectively. The types of marital status have been presented in terms of lifecycle sequence, expanding upon the sequence set out in Table 2.5. In overall terms there is a large estimated and projected movement away from marriage – with a commensurate increase in the numbers of singles and divorced. The increase in the number of singles who are cohabiting is particularly noticeable. This more than counterbalances the reduction in the number of people who are married. The other main change overall is a steady reduction of the numbers widowed. Unlike the other changes, which are distributed more evenly between the genders, the reduction in widows is concentrated among females.

It is also worth noting that since the majority of cohabitees are single, the consequences of separation are to normally create two single non-cohabiting individuals. Consequently, the category of single non-cohabiting contains not only those who have never formed a relationship, but also the equivalent of the divorced, for those dissolved couples who had never married. As such, this is a category, which needs careful interpretation, particularly since cohabiting relationships are of much shorter duration than marriage, on average. This may partly help explain why the overall propensities (to head households) shown in Table 2.5 are increasing more rapidly for this group than any other, as the proportion of post-couple singles increases relative to pre-couple singles, following the rapid increase in the popularity of cohabitation among singles. It might be reasonable to suppose that post-couple singles will have household forming characteristics more akin to the divorced rather than to their pre-couple singles counterparts.

Table 2.7 shows the projected change in marital composition between 1996 and 2021 on the basis of aggregated age groupings. It shows clearly the large projected movement away from marriage – with about 5.0 million more single adults being projected in 2021, than in 1996, and a further 1.5 million

divorced. Of the 5.0 million increase in singles, about 2.6 million is projected to be singles who are cohabiting. This more than counterbalances the reduction of 2.1 million people who are married. The other main change overall is a reduction of 0.4 million widowed, mainly elderly.

Table 2.7 Projected changes in marital composition of population 1996-2021 for England (Thousands)

Age	Single		Married	Divorced		Widowed	Total*
	Non-cohabiting	Cohabiting		Cohabiting	Non-cohabiting		
15-24	63	124	-107	-3	-4	0	71
25-34	253	578	-1625	-103	-163	-5	-1079
35-49	1179	1157	-2539	-101	-214	-42	-581
50-64	958	644	729	201	952	-103	3378
65 and over	3	99	1411	67	972	-282	2267
20 and over	2406	2590	-2131	61	1544	-433	3995

Source: DETR 1996-based household projections, which are derived from GAD 1996-based marital composition projections for England and Wales.

* includes married and widowed cohabiting, which exhibit minimal change and are not shown on the table. Projections are of private household population.

Among the young adults (15-24) the growth in the numbers of cohabitantes compensate for the reduction in the numbers of married. Much of the net increase in population in this age group is concentrated in the single non-cohabiting category, some of whom will previously have been in cohabiting relationships. Among the 25-34 year olds, the projected collapse in the number of married individuals is stark, at over 1.6 million, magnifying the overall reduction of population in this age group. With the reduction in the numbers of married, there is also a consequent reduction of 0.3 million in the numbers of divorced individuals. In this instance, the growth in the number of single and divorced cohabitantes falls well short of compensating for the reduction in married, the increase amounting to fewer than 0.5 million overall. And while the single non-cohabiting increases amount to over 0.2 million, many of these will be as a result of dissolved cohabiting unions. It is also worth noting that the growth in single non-cohabiting individuals in the household forming ages under the age of 35 amounts to only an eighth of the net increase of single non-cohabitantes across all ages.

There is a similar pattern among 35-49 year olds, with a large projected reduction in the numbers married (2.5 million), only partially being compensated for by the growth in the numbers of single and divorced cohabiting (1.1 million). In this age group, there is a far larger increase in the numbers of single non-cohabitantes (1.2 million). Many of these will have experienced the dissolution of a cohabiting relationship.

Among the empty nesters and pre-retirement age group (50-64), the projected large increase in population is spread across a number of marital status groups. This age group sees an increase of 0.7 million in married, and 0.8 million in cohabiting individuals, as well as 1.0 million each among non-cohabiting singles and divorced.

Growth among the retirement ages is far more heavily concentrated, with an increase of 1.4 million married and 1.0 million divorced non-cohabiting individuals. Among this age group, the projected reduction in (mainly female) widowed individuals becomes evident.

Changing patterns of household composition

Projected changes in population numbers, age structure and marital composition are substantial and have a significant bearing on the pattern of households being projected. Table 2.8 shows the resultant change embodied in the DETR 1996-based household projections, comparing the previous 25 years with the projections for the coming 25 years. Since the general thrust of the projections is one based on extrapolating past trends, it should be no great surprise that the changes being projected over the projection period are similar in crude terms to those, which have occurred in the previous 25-year period. The overall level of growth is projected to be very similar, at around 3.8 million households 1996-2021, as compared with 4.2 million households 1971-1996.

Table 2.8 Estimated and projected changes in number of households in England by type for 1971- 1996 and 1996- 2021

Household Type	Number ('000s)		
	1996	Change 1971-1996	1996-2021
Married couple	10190	-1,059	-1,033
Cohabiting couple	1479	1,275	1,282
All couples	11669	216	249
Lone parent	1168	787	120
Other multi-person	1543	378	743
One person	5806	2,853	2,703
All households	20186	4,235	3,814

Source: DETR 1996-based household projections

As in previous times, most of the net increase is projected to be among one person households. The reduction in the number of married couples is more than compensated for by the increased number of cohabiting households, as anticipated when considering marital status changes previously. In overall terms, the main changes relate to the projected stemming of the growth in the number of lone parents, which, according to the projections, appears to have stabilised, and the disproportionate growth in other multi-person households. In the latter case it is worth noting that this partly relates to the growth in lone parent numbers in previous decades and the fact that in terms of definition, this group includes those former lone parents whose adult (non-dependant) children continue to live with them. Arguably, about half of the increase in other multi-person households between 1996 and 2021 stems from this effect.

However, to interpret these changes more meaningfully, it is necessary to examine the changes by key age groups. Table 2.9 shows the projected changes over the period 1996-2021 by age of representative. The previously considered effects of the projected changes in marital status are in evidence in relation to the changing balance between cohabiting and married couples. The table allows the change in non-couple households to be examined for the first time in more detail. Among the 15-24 age group, the small net increase in population leads to a net increase in households (162 thousand), which is dominated by one person (81 thousand), single female lone parent (38 thousand) and other male-headed multi-person (30 thousand) households. There is little net change in the number of couples in this age group, although there is a substitution between married and cohabiting. It could be argued that the growth is largely among the more transient types of household.

Table 2.9 Projected net change in household numbers by type 1996-2021, England (Thousands)

Age of representative	Lone Parent		Couple		Multi-person		One Person		TOTAL
	Female	Male	Cohab	Married	Female	Male	Female	Male	
15-24									
Single	38	1	46		2	30	34	47	199
Married/formerly married	-3	0	-1	-31	0	0	-1	-1	-36
25-34									
Single	142	1	248		21	54	80	180	726
Married/formerly married	-82	-10	-59	-718	-2	-14	-22	-41	-948
35-49									
Single	108	3	563		49	64	319	554	1660
Married/formerly married	-95	-21	-68	-1249	-13	-27	-44	-54	-1572
50-64									
Single	6	3	332		29	24	270	468	1132
Married/formerly married	16	11	127	297	243	136	73	284	1186
65 and over									
Single	0	0	47		-17	-10	-41	98	77
Married/formerly married	2	1	46	668	73	103	159	341	1391
All ages									
Single	294	8	1236		85	161	663	1346	3794
Married/formerly married	-163	-20	45	-1033	300	198	165	529	20

Source: DETR 1996-based household projections

Among the 25-34 age group there is a projected reduction in the number of households overall. This is the only age group shown in Table 2.9, which presents an overall net loss of households. It is dominated by a reduction in the number of married couples (718 thousand, only partially compensated by a gain in cohabiting couples (189 thousand). There is small net increase projected among lone parent households (51 thousand), albeit demonstrating a strong shift to single from formerly married categories. There is also a modest net growth in other multi-person households (59 thousand). The largest net growth is to be found among one person households (197 thousand). Among this age group, therefore, the reduction of 222 thousand households overall masks a much larger shift from couples to more transient forms of household, particularly one person.

35-49 year olds show virtually no change in overall numbers of households across the projection period. This masks a very large reduction in the number of married couples (1249 thousand), again only partially compensated for by the growth in the number of cohabiting households (494 thousand). Most of the significant remaining change among this age group is dominated by the 775 thousand increase in one person households.

In the case of the empty-nester and pre-retirement age group (50-64) there is a 2.3 million increase in households projected, as the baby boomers enter this age group by 2021. Of these, about 0.75 million are couples, 1.1 million are one person households and 0.4 million are other multi-person households (particularly former lone parents with adult sons or daughters living at home).

Lastly the retirement age group (65 and over) show a 1.5 million growth over the projection period. About half that growth is represented by couples, largely married ones. Most of the remaining increase of 0.6 million is in the form of one person households.

Inevitably, we must be cautious when interpreting these net changes in terms of their potential impact on demand for public sector services and private markets, not least in housing. Most of the net increase in households overall is concentrated in the 50 and over age groups. These are not generally regarded as the household forming or house-moving age groups. Nevertheless, the reduction in numbers of couples under the age of 50, combined with the growth in one person households in particular, suggests a continuing shift towards more transient households in the household-forming ages.

The general pattern of household formation is revealed more clearly in a simple examination of the composition of household types by age, among the under 50 age group, as in Table 2.10. Virtually all of these households will have formed in the 25-year period prior to the date in question and a clear indication of what processes must have been at work.

Table 2.10 Comparison of households types among household forming ages in 1996 and 2021 (Thousands)

	Total	Couples			Other		Couples			Other	
		Lone Parent	Cohab	Married	Multi-Person	One Person	Lone Parent	Cohab	Married	Multi-Person	One Person
15-24											
1996	768	136	207	83	104	239	18%	27%	11%	14%	31%
2021	930	172	252	51	135	319	19%	27%	6%	15%	34%
25-34											
1996	3918	452	695	1561	264	945	12%	18%	40%	7%	24%
2021	3696	503	885	843	324	1142	14%	24%	23%	9%	31%
35-49											
1996	5718	504	432	3452	361	969	9%	8%	60%	6%	17%
2021	5806	499	927	2203	433	1744	9%	16%	38%	7%	30%
15-49											
1996	10404	1092	1334	5096	729	2153	10%	13%	49%	7%	21%
2021	10432	1174	2064	3098	892	3205	11%	20%	30%	9%	31%

Source: DETR 1996-based household projections

For the full age band of 15-49 year olds, 50% of forming households are cumulatively expected to be couples by the end of the period 1996 to 2021, compared with the 62% by the end of a similar period to 1996. This shows a dramatic decline in married couple formation, from 49% by 1996 to 30% by 2021 and a corresponding smaller rise in cohabiting. Lone parent and other multi-person household

formation remains fairly stable proportionately at about 11% and 9% by 2021, respectively. One person households increase their share of household formation in these age groups from 21% to 31% over the projection period. Formation at younger ages, however, is less couple orientated and more lone parent and multi-person household orientated.

Communal Populations

About three quarters of a million people live in communal establishments. These are concentrated in the young adult ages (related to students and armed services in particular), but more importantly for this report, over half of them are over 75 years of age, and are to be found in Residential Care and Nursing Homes. The projections assume minimal changes up to 2021. It is worth noting the predominance of women in the communal establishments for the elderly.

Table 2.11 Projections of communal establishment population, England DETR 1996- based (Thousands)

	1996	2021		Persons
	Persons	Male	Female	
0-14	24			24
15-19	40	25	16	40
20-24	81	47	35	81
25-29	49	31	18	49
30-34	29	19	10	29
35-39	22	14	8	22
40-44	22	14	8	22
45-49	20	12	8	20
50-54	17	10	7	17
55-59	15	9	6	15
60-64	20	11	9	20
65-69	25	12	13	25
70-74	34	13	20	34
75-79	55	27	36	63
80-84	93	31	62	92
85+	201	55	171	226
Total	747	N/A	N/A	780

Appendix 3 National Policy Guidance in England, Wales and Scotland

National Planning Policy Guidance in England

Government policy on planning in England is expressed through a series of documents collectively known as *Planning Policy Guidance* (PPGs). The Working Party examined all PPGs; only three specifically highlighted age as a significant issue:

- PPG3 – Housing
- PPG6 – Town Centres and Retail Developments
- PPG17 – Sport, Open Space and Recreation.

PPG3 – Housing

The latest revision of this PPG was issued in March 2000. Under the heading of 'Assessing Local Housing Needs', Paragraph 13 states:

“Local planning authorities should work jointly with housing departments to assess the range of needs for different types and sizes of housing across all tenures in their area. This should include affordable housing and housing to help meet the needs of specific groups – the elderly, the disabled, students and young single people, rough sleepers, the homeless and those who need hostel accommodation, key workers, travellers and occupiers of mobile homes and houseboats”

And Paragraph 61 on parking standards;

“Local authorities should revise their parking standards to allow for significantly lower levels of off-street parking provision, particularly for developments.....which provide housing for elderly people, students and single people where the demand for car parking is likely to be less than for family housing”.

The elderly are seen as a “specific need” in terms of housing; but it is only on these two instances that the guidance note specifically refers to the elderly. In other parts of the guidance note the policies would apply to the elderly although they are disguised by phrases such as “*housing requirements of the whole community*”, “*create mixed and inclusive communities*” and “*meet the needs of local people*”.

PPG6 – Town Centres and Retail Development

The latest version of this PPG was issued in June 1996. Paragraphs 3.12 and 3.13 highlight common characteristics of the elderly population:

“Large foodstores and supermarkets often play a vital role as anchor store in maintaining the quality and range of shopping in smaller towns and district centres. They are also essential

for the less mobile members of the community”.

And:

“...One trip can thus serve several purposes, and the new shop is likely to help the economic strength of the existing town centre, be accessible to people without cars, and overall generate less car use.”

The guidance note does not make specific reference to the elderly but it does identify characteristics that are common to the elderly population, namely being less mobile and not having access to cars.

Annex C to the guidance note makes reference to Town Centre Management and states;

“Good town centre management will bring together the relevant public agencies, residents, retailers, leisure operators, developers and investors and will ensure the proper coordination and development of services to the town centre. Detailed non-statutory town centre management strategies, drawn up within the context of the local plan, can bring forward such initiatives as.....provision for disabled and elderly people, and those with young people. Such an approach can generate civic pride among local residents and give confidence to investors and retailers”.

Annex E makes reference to traffic management strategies for town centres, in which it states:

“Disabled and elderly people, as well as shoppers with prams, pushchairs or cycles, who need good access to shops and other facilities. Local authorities should carry out a survey of the access and mobility needs of people coming to the town centre.”

PPG17 – Sport, open space and recreation

Planning policy guidance on sport and recreation is contained within PPG17, which was produced in September 1991 with a revised consultation draft in March 2001. It is noteworthy that there is a difference between the two documents in terms of references to elderly people.

The adopted PPG17 from September 1991 makes specific reference to elderly people and the ageing population. Paragraph 2 states:

“It is the policy of the Government to promote the development of sport and recreation in the widest sense: to enable people to participate in sport, whether as players or spectators, and to encourage the provision of a wide range of opportunities for recreation, so that people can choose those which suit them best. Such opportunities should, wherever possible, be available for everyone, including the elderly and those with disabilities for whom access to facilities is especially important.”

Paragraph 6 focuses on the increasing “ageing” of the population:

“The general “ageing” of the population is currently affecting sport and recreation provision. The decline in the school age population in the 1980s is now feeding through into a large fall in the 16 – 24 age group, while the 25 – 44 and the 45 – 59 age groups are growing. In consequence, health-related activities – jogging, aerobics, running – and sports such as indoor bowls, dance, badminton, swimming, boating, walking and golf are likely to gain in popularity during the decade, while team and strength based sports may decline.”

And Paragraph 15 states:

“Policies and proposals in local plans can be locationally specific. They should generally

cover the particular recreational needs of the elderly and disabled people."

The revised consultation draft of PPG17 published in March 2001 is not so specific in identifying the recreational needs of the elderly population. There is no reference to the "elderly" as a group, instead the document prefers to address the issue of "*providing opportunities to people of all ages for informal recreation*".

National Planning Policy - Wales

Planning Policy for Wales

The National Assembly for Wales has produced a comprehensive document *Planning Policy Wales* in 2002.

Paragraph 2.9.5, in a section dealing with sustainable design, local planning authorities and developers are encouraged to consider accessibility for all, including "those with limited mobility such as wheelchair users, elderly people and people with young children".

Paragraph 3.3.2, in a section dealing with sustainability appraisal of development plans, such an appraisal is said to include "social considerations relevant to land use issues, such as the relationship of planning policies and proposals to social needs and problems, including their likely impact of policies and proposals on the whole community, on women and men, on children families, or on groups such as elderly and disabled people, single parent families, ethnic minorities, disadvantaged and deprived people."

Paragraph 9.1.2, in the chapter dealing with housing, local planning authorities are encouraged to support "barrier free" housing developments, for example built to Lifetime Homes standards.

Paragraph 11.1.3, in the chapter dealing with tourism, sport and recreation, states that the Assembly Government's main planning objectives include:

"social inclusion, improved health and well being by ensuring that everyone, including the elderly and those with disabilities, has easy access to good quality, well-designed facilities and open space."

Technical Advice Note (Wales) 2: Planning and affordable housing

TAN 2, issued in November 1996, gives guidance for Wales on Affordable Housing policy and securing its provision. The document does not in general make reference to the elderly as an identified housing need but does specifically raise the elderly population in reference to affordable housing in rural areas;

"Certain categories of need can be expected to feature in most policies for local needs for affordable housing in rural areas within the overall aim of maintaining a balanced community, for example

- (i) existing residents needing separate accommodation in the area (e.g. newly married couples, people living in tied accommodation on retirement);
- (ii) people who are not necessarily resident locally but have long standing links with the local community (e.g. elderly people who need to move back to a village to be near relatives)."

National planning policy – Scotland

Scottish national planning policy guidance is contained in a series of National Planning Policy Guidance Notes (now referred to as Scottish Planning Guidance Notes), broadly similar to their

English equivalents. Specific reference is made to the elderly population in NPPG3 – Land for Housing, NPPG8 – Town Centres and Retailing, NPPG11 – Sport, Physical Recreation and Open Space and NPPG17 – Transport.

NPPG3 – Land for Housing

This NPPG was revised in 1996. Paragraphs 67 and 68 make reference to “Housing for Special Needs”:

“The planning system can also help to ensure that readily accessible housing is available to the disabled, frail, the elderly and people with sight and hearing impairments. Where there is clear evidence of special needs, planning authorities may include in local plans policies indicating that they will seek to negotiate elements of physically accessible housing for such groups on suitable sites.

Attention should be paid to the location of housing intended for people with special needs. Not all sites will be suitable for such housing. Certain physical characteristics, such as steep slopes, may be too expensive to address. The proximity to shops and other amenities is also an important factor to be considered.”

NPPG8 – Town Centres and Retailing

This NPPG was revised in 1996. It commences by stating that it is seeking to locate retailing in sustainable areas and that everyone should have access to them. Paragraph 4 states:

“As part of its policies related to welfare to work and overcoming social exclusion, it wants as many as possible to take advantage of the changes in retailing and leisure, and to ensure that most people, including the disabled, have access to them”

Paragraph 5 continues:

“Moreover, as part of its integrated transport policy, the Government expects development to be located where there is better access by public transport, walking and cycling and less dependence on access by car”.

Paragraph 42 looks at the design and safety of town centres:

“The careful design of a safe, secure and attractive environment is particularly important for people with disabilities including those in wheelchairs, the elderly and parents with young children”

Paragraph 69 highlights the importance of village shops as they play an essential day-to day role particularly for the elderly and disabled residents of villages who do not have access to car and are often poorly served by public transport. Similarly Paragraph 71 looks at local convenience shops and the service they provide for the less mobile including the elderly.

NPPG11 – Sport, Physical Recreation and Open Space

This NPPG was revised in 1996. Paragraphs 4 & 5 inform that the Health Education Board for Scotland offers guidance on appropriate levels and forms of physical exercise for people at different ages. It also emphasises the significance for health:

“Opportunities for people to participate in sport and in a wide range of formal and informal recreation should, wherever possible, be available for everyone, including the elderly and

those with disabilities for whom access to facilities is especially important”

The Scottish Sports Council is consulted on all planning applications for major sports facilities including indoor bowling centres, indoor tennis centres, ice rinks, indoor swimming pools. These are probably the sporting activities that would be most frequently used by the elderly population.

Paragraph 24 highlights the demographic factors associated with the Scottish population. The demographic changes predict a growth in the over 85s group.

Paragraph 34 deals with open space requirements:

“It is important for physical and mental health that everyone, particularly the disabled, children and the elderly, should have easy access, preferably on foot or by cycle, to public open space. The need for it depends on the type and density of urban housing.”

It is notable that the elderly are specifically mentioned as needing access to open space; however, no reference is made to how different age groups in society require differing amounts and types of open space. The only reference to the need is based on the density of housing.

Paragraph 40 states that included within open space provision should be footpaths, which are important to enable safe access for pedestrians, especially the elderly and children.

Paragraph 94 states that local plans should have regard to the recreational needs of all members of the population including disabled people, the elderly and children and in considering planning applications local planning authorities should consider the recreational needs of all members of society including the elderly.

NPPG17 – Transport and Planning

Paragraph 48 relates to access for disabled people including needs of the older population. The paragraph makes reference to the relationship of land uses to the means of transport and ability to access that transport.

Appendix 4 References to an ageing population in regional planning policy and guidance in England

The Working Party examined the approaches to the ageing population adopted in RPGs and by the Regional Development Agencies. ***The results were encouraging; the issue has clearly been recognised as a significant factor when assessing regional planning frameworks, and in several instances explicit initiatives and policies have resulted.***

Regional initiatives connected with an ageing population

Age Concern is involved in discussions with a number of Regional Chambers and Assemblies around the country with financial support provided by the English Regions Network Fund.

South West The South West Regional Assembly joined with eight other partners in November 2001 to develop proposals for a recognised and inclusive Regional Forum on Ageing and to strengthen the voice of older people in the Region by identifying best practice on consultation through a series of local events. It is possible that if this forum is created it could link with Equalities South West which is being promoted to create a body consisting of a variety of equalities networks to speak with one voice at a regional level.

North East In conjunction with partners such as Age Concern, the local NHS Executive, the North East Regional Assembly and the Government Office, One NorthEast the Development Agency for the North East of England commissioned Deloitte & Touche and Business Strategies Ltd to produce a set of projections to give an insight into how the population of the region might change over the next 40 years and also to provide a commentary on what some of the future impacts of these changes might be.

Against a projection of outward migration, mainly affecting younger age groups, it is anticipated that the first twenty years of this century will see the number of people aged fifty or more rising from three in ten to four in ten with the biggest proportional increase in the 75 or over age group. The size of the 25-49 age group will drop by a seventh. The effects among the ethnic minority population in the region are more pronounced. While the 65 and over age group in the general population will go up from 16% to 23% of the total the rise for the ethnic minority communities will be from 5% to 17% - just over 5,000 people - with a more pronounced drop in the 0-24 age group.

Four scenarios are presented to suggest how population change might impact on the lives of people of every age group in 2021 showing that the implications of ageing are likely to be felt over virtually all aspects of life. The conclusion is that there is a strong need to ensure different policies are complementary and co-ordinated. The objectives should be to maximise the contribution from the older population and minimise their exclusion and dependency.

South East A particular interest within South East England has been the contribution which people over 50 might make to solving the skills gaps and shortages which it is perceived are a threat to future economic success. The University of Surrey has recently undertaken a study for the Agency which confirmed that shortages of labour and skills are a serious constraint on the economy of the Region, are growing despite an economic slowdown and are particularly hard to counteract because of housing costs, traffic congestion and proximity to London. There is a need to develop age diverse employment policies, with new ways of managing people across a longer working life, making the employment offer more attractive to older people, and more flexible for employers.

Yorkshire and Humberside The Regional Ageing Panel of the Yorkshire and Humber Assembly has been co-ordinating consideration of the challenges and opportunities presented by demographic change. A report commissioned by Age Concern is to be published later in the year.

North West A study on ageing issues in the North West region commissioned by the Regional Assembly from Lancaster University has looked at four key policy areas- social, economic, health and physical planning. The views of the participants in the consultation carried out as part of the project suggested that ageing itself was not the problem. Instead it is the interaction of age and the social, economic and cultural systems that will create particular issues for people within certain groups and in particular localities. Policy should concentrate on creating social capital and removing social inequalities.

Different communities face different problems of caring and support and social policy must recognise and target these diverse needs. For example, cultural change and the fact that many young people are moving out of traditional ethnic areas are likely to increase the problem of caring for older people from ethnic minorities within their communities.

Population stability and continuity is crucial to the delivery of community-based care in both urban and rural areas. Many people living not only in rural parts of the region but in cities too may have difficulty accessing vital services, and the mobility and social needs of the entire population, regardless of age can best be met through integrated transport, housing and employment policies. Specific policies will, however, still be required to make sure that older inhabitants of rural areas have full access to welfare services.

Physical and social exclusion are often closely linked and these problems are likely to grow in the 21st century. While the IT literacy of the older population will improve considerably, IT could also lead to less face to face interaction and increasing social exclusion.

The study concludes that the region needs to focus on the opportunities created by an ageing population. Whilst some older people will inevitably require care services and support, many will want to contribute their skills, experience and energy. They will also be an increasingly demanding and articulate group of consumers with valuable purchasing power and the ability to influence policy.

It is also considered that the economic consequences of an ageing population are likely to be immense, If present trends continue there will be more dependents than active members of the workforce and while sufficient resources must be made available to allow older people an acceptable standard of living, no clear means of achieving this is yet evident.

The key challenge for physical planning in the Region is to allow people of differing degrees of affluence and mobility to enjoy a fulfilling older age.

Significant geographical redistribution in the North West population will bring serious cost implications, whether communities are shrinking or growing. Rapid and sustained population growth requires increased expenditure on house building, transport and basic infrastructure provision. A 'metropolitan renaissance' can help to slow migration to the suburbs and smaller towns while high quality, higher-density housing design can effectively improve the environment and challenge negative perceptions of urban living. However levels of safety and environmental quality in inner cities would also need to be improved.

Accessibility issues will increasingly be under the spotlight over the next 25 years and a trend towards higher density, mixed use developments combining housing, shops, entertainment and other services would help to reduce the need to travel and cut down on car dependency. The proximity of all these facilities will be particularly beneficial for older people.

Bus, train and light rail services should be more welcoming, safe, reliable, and efficient with clear information and affordable fares.

Two decades on, older people will be more computer-literate than at present and improved IT in more remote areas can improve employment prospects not only among the older generation but the rural population in general.

The North West has a complex task ahead and must demonstrate vision and flexibility in its approach to physical planning. A coordinated approach will bring synergistic benefits. Those involved in the environment, spatial planning and the provision of transport services need to be aware of the issues.

One aim should be to encourage a wide range of quality transport services to be available to communities with emphasis on demand responsive systems. Greater experimentation with less conventional forms of public transport should be encouraged.

Urban renaissance and regeneration should be encouraged by developing compact land use patterns and mixed use developments which respect the needs of changing demographic and household patterns, including older people, disabled and ethnic minorities by creating quality, clean, safe and accessible environments.

In rural areas encouragement should be given to development that is of sufficient scale to maintain economically viable and sustainable local services, including transport.

Regional Planning Guidance

There are several references, in some cases extensive references, to age related issues in the emerging Regional Planning Guidance documents.

Regional Planning Guidance for the South West (RPG 10 – September 2001) RPG10 provides planning guidance for the regional variations that are present in the area identified as the South West. Paragraph 1.23 identifies a regional demographic trend:

“There are significant social and economic imbalances within the South West. Earnings are below the national average. In part, this reflects an historic significance of low paid sectors, such as tourism and agriculture. However, household disposable income per head is above the national average. This may to some extent be due to a high proportion of people of retirement age in certain parts of the region”

The guidance pin points the south-east sub-region, in particular the Bournemouth/Poole area with a high proportion of people of retirement age. Paragraph 3.38 states;

“The principal issue is whether, in the context of sustainable development, the Bournemouth/Poole area can continue to expand at a rate commensurate with the past. The conurbation is likely to remain a popular area for retirement and this will continue to be a significant component of the housing market”

The guidance is also more general in identifying locations with a high proportion of retired residents. Paragraph 3.62 under Rural Development states:

“The nature of rural areas varies across the region. For example; areas with high proportions of retired residents, often in attractive coastal areas and affluent commuter areas”.

The RPG recognises that increased levels of retired people in the region have implications for other land use allocations and infrastructure. In particular, Paragraph 4.16 under Health, Education, Safety and other Social Infrastructure states:

“The South West has one of the lowest standardised death rates of any region in the UK and some of the lowest rates of early death and death by lung cancer. Nevertheless, the region has specific needs; for example it has the highest proportion of residents of pensionable age

in the UK and amongst the highest levels of teenage parenthood in Europe”

“The location of primary and secondary care facilities relative to the populations they serve will be critical to the quality of life enjoyed by people and to the social inclusion of groups with particular health problems. Since many of these groups are less likely to have access to a car (for instance those who are young, chronically sick, disabled, elderly or mentally ill), this needs to be taken into account at the very start of the health planning process – hence the need for facilities to be in locations well served by public transport such as town and city centres.”

Section 5 on the Economy identifies the increased pressure of public services by an ageing population:

“Threats include reductions in the level of public spending as existing European programmes come to an end and increased pressure on public services due to the growing number of elderly people”

Section 7 dealing with Housing highlights the points out:

“...the South West has a relatively high proportion of elderly and these are likely to increase numerically through the period covered by this RPG. Provision must be made to ensure that their housing requirements are met...”

Paragraph 7.14 and 7.15 under Affordable Housing recognise that Development Plans should take account of housing requirements for all household groups including elderly households in preparing local housing needs assessments:

“...in preparing such assessments, local authorities should pay particular attention to the forecast changes in demographic structure compared with types of housing becoming available from existing and new stock. Particular regard should be given to the needs of the elderly.... Development Plans, in addition to describing the overall number and proportion of affordable homes required, should address, where appropriate, the affordable housing requirements of household characteristics (i.e. single person household compared with families; sheltered housing needs for the elderly compared with any requirements from key worker demand etc.) and the contribution that the existing stock is expected to make to help meet needs”

Regional Planning Guidance for the South East (RPG9, March 2001)

RPG9 acknowledges the growing proportion of elderly households but does not focus on the issue as much as RPG10 for the South West. Paragraph 8.8 states:

“Future housing provision will also need to take account of patterns of household formation. Current household projections indicate that there is likely in future to be a high proportion of one and two person households than at present. These households are likely to have different needs from larger households, in terms of the size, type and location of home required. Household projections, furthermore, indicate an increase in the proportion of households with older people. Inevitably there will also continue to be a need to be flexible in catering for various needs, such as the needs of people with disabilities”

However, it significantly specifies that housing provision should be made for elderly households within policy. Policy H4 states:

“A range of dwelling types and sizes should be provided, including alternative forms of tenure, in order to meet the needs of all sectors of the community and to plan for balanced communities. Affordable housing should be provided to meet locally assessed need.

Development plans should make provision for a range of dwelling types and sizes to meet the assessed needs of all sectors of the community, including elderly and disabled households.”

Regional Planning Guidance for the East of England (RPG6 - November 2000)

RPG6 includes a similarly worded policy to that in RPG9 for the South East. Policy 10 on Affordable Housing and mix of dwelling types states:

“To ensure that everyone has the opportunity of a decent home and that land and buildings are used efficiently, local and strategic planning authorities should monitor housing needs in co-operation with the regional planning body, Housing Corporation, National Housing Federation, registered social landlords, private housing and other regional partners.Development plans should make provision for a range of dwelling types and sizes to meet the assessed needs of all sectors of the community, including the elderly and disabled”

RPG6 covers East Anglia and highlights the planning problems associated with rural communities. Under Paragraph 4.24 the guidance states how the elderly experience problems in rural areas:

“There are significant problems of social exclusion and poor access to key services for many people in rural areas, notably the elderly and those, often young people, without access to a private car”

Draft Regional Planning Guidance for the North East (RPG1-(April 2001)

RPG1 also under its Affordable Housing Policy H9 urges that the housing needs of the elderly be recognised:

“Development plans should incorporate the results of up-to-date local housing needs surveys and should address the need for affordable housing in their areas. Where need is clearly established, they should make provision for a range of dwelling types and sizes to meet the assessed needs of all sectors of the community, including the elderly and disabled”

Regional Planning Guidance for the East Midlands (RPG8- January 2002)

RPG8 also specifies under Affordable Housing that provision should be made for the needs of the elderly:

“Whilst local plans cannot express policies in favour of any particular form of tenure, they should define what is affordable in relation to local income levels and their relationship to house prices or rents. In general, affordable housing will consist of low cost market housing, helping to meet the needs of first time buyers, single people, the elderly and other low income households, usually, though not exclusively, provided by a private house builder.”

West Midlands Regional Planning Guidance Review Draft (RPG11 -May 2001)

Policy CF4 on design of new housing development specifies that housing provision should be made for all age groups:

“Within the Major Urban Areas, significantly higher densities may be appropriate on some sites, especially within or close to city and town centres and locations with high levels of accessibility by public transport. In other cases, some lower densities may be appropriate in order to provide a mix of housing appropriate to meet the life cycle housing needs of existing and future households in a particular locality.”

Regional Planning Policy for London (RPG3 - May 1996)

Chapter 4 on Housing of RPG3 for London identifies the role that special needs housing has to play in housing provision in the capital. Paragraph 4.24, states;

“The provision of housing for special needs is an important part of planning for the community. Groups such as the disabled, the elderly, the chronically or terminally sick, those subject to care in the community, women seeking refuge, students and those living in hostels, all have specialised housing requirements. While the planning system should not seek to impose a uniform provision, it should facilitate different types of housing to meet these needs.”

Appendix 5 Examples of consideration of age related issues in local authority development plan documents

Existing practice

Several local authorities have appreciated the need to consider the implications of changing demographic structures as part of their planning process.

Some examples are given.

Aylesbury Vale District Council Aylesbury Vale District Local Plan

General Policies, Housing

The council will ensure that a range of dwelling sizes (in terms of the number of bedrooms) is achieved in the provision of new dwellings. This will meet a range of needs for housing and facilitate the development of mixed communities.....

Extensions to houses are sometimes provided as "granny annexes" to accommodate relatives. Within built up areas of towns and villages these are acceptable provided that the standards that apply to individual dwellings are met.....

East Sussex County Council

East Sussex and Brighton & Hove Structure plan 1991-2011

Extracts from the Structure Plan and Local Transport plan contain limited reference to elderly and disabled people in policies which address Housing, Accessibility, Public Passenger Transport. For Example, H6 Other Local housing Requirements

Encouragement and support will be given to schemes which aim to provide accommodation by a variety of means and tenures to meet specific local requirements includingc) lifetime housing and other accommodation designed to be suitable for people with disabilities and mental health problems.

The County Council also provided a Briefing Note *The Future Population of East Sussex*.

Hampshire County Council

Hampshire County Council Structure Plan (Review) 1996-2011

Recognition in the structure plan that average household size is likely to continue to decline. Policy H7 gives recognition for the need for local plans to provide for a range of housing densities, types, sizes and tenures to meet specific needs.

Leicester City Council

Deposit Draft Replacement Local Plan (October 2001)

The large Asian population has led to a relatively younger population in Leicester than nationally. Policies addressing diversity include Access Housing, Wheelchair Housing, Retention of larger residential properties, Hotels, Hostels and Residential Institutions Outside the Restricted Zone.

Manchester City Council

Unlike other areas, the population of Manchester has a high proportion of children under 15 years of age and a relatively small proportion of elderly persons of retirement age. At present no UDP policy or document deals directly with the population structure changes. However changes have influenced policy in relation to the complex housing market. The regeneration of East Manchester is seeking to provide a greater range of housing types.

Moray Council

Moray Council Development Plan. Page 344, Appendix 2 Planning Policy Guidance for Residential and Nursing Homes.

The main planning considerations lie with issues of location, residential amenity and environmental impact. Homes for the elderly, infirm, physically handicapped and mentally ill are often the only home for many of their residents. Care is therefore required in the planning assessment of these projects to ensure that their location, design layout and external environment offer appropriate opportunities for an active participation in community life for those residents who are able. For those who are not, then the home and the quality of its internal environment take on an even greater importance.

Northamptonshire County Council

Northamptonshire Local Transport Plan

Northamptonshire Local Transport Plan addresses the issue directly and indirectly. For example, they have a Mobility and Accessibility toolbox and a Social Inclusion Toolbox.

North Lanarkshire Council

The Council's Social Inclusion Strategy with one of the targets being the "Focus on Older People".

The five milestones are:

- Reducing the population of older people with low incomes
- Increasing the proportion of working people contributing to a non-state pension scheme
- Increasing the proportion of older people able to live independently by doubling the proportion of older people receiving respite care at home and increasing home care opportunities
- Increasing the number of older people taking physical exercise and reducing the rates of mortality from coronary heart disease and prevalence of respiratory diseases
- Reducing the fear of crime among older people.

Sheffield City Council

Sheffield City Council has taken a "social inclusion" approach. With the ageing population there is the likelihood of an increase in people with disability. The Council have Supplementary Planning Guidance regarding Mobility Housing and also Planning Obligations and Education Provision. This is not a direct response to an ageing population or declining birth rates within the City, however there has been recognition that with declining birth rates even less planning contributions for educational provision would be required from development.

Suffolk County Council

Suffolk County Structure Plan. Para 6.9

Providing a mix of types, sizes and densities of new housing can frequently aid good design by establishing interest and variety in areas of residential development. This can help meet the diverse needs of the population and, in particular, in accommodating the projected increase in the number of smaller households.

South Tyneside

South Tyneside Unitary Development Plan Page 13, 3. The context of the Unitary Development Plan.

South Tyneside have demographic sections to their Development Plan. Chapter 3 explains population changes within the city, with a section being on The Future Population of South Tyneside. Both Housing and Social and Community Facilities address issues of associated with changing demographics.

Southampton

Southampton Local Plan - Initial Deposit March 2001 Special Housing Need

Residential development will only be permitted where it is designed to meet the requirements of elderly people and disabled people. Development should be capable of being adapted to:

- (i) accommodate ground floor entrances or lift access suitable for wheelchairs;
- (ii) conform with "lifetime homes" principles.

The emerging City Strategy has identified a series of 'milestones' for the years 2003 and 2008. The Council is looking for a target figure of 76,000 quality and fit to live in homes within the City by 2003, and 84,000 by 2008. The Housing Needs and Housing Market Survey (1999), shows that only 11% of dwellings have been adapted for use by a disabled person, yet it is estimated that up to a third of households contain somebody who has a special need. The City Council wishes to improve the ratio of properties capable of adaptation in this respect, where "Lifetime Homes" standards can be adopted where practicable. "Lifetime Homes" are built to a set of design standards, which meet the varying needs of occupiers, and are capable of accommodating adaptations easily. It is estimated also that between 1996 and 2011, there could be a 21% increase in persons over the age of 80. Older people are looking increasingly for a wider choice of housing and residential support.

New Forest

New Forest District Local Plan – First Alteration First Deposit October 2001 Policy BU- LC10 *Rest Homes and Nursing Homes in built-up areas outside town centres*

The change of use or re-development of rest, care or nursing homes will only be permitted to provide:

- (i) alternative community uses; or
- (ii) specialist residential accommodation to meet the needs of the elderly or people with disabilities (subject to policy AH-1, Section B4).

Between 2001 and 2011 there will be a 9% increase in the population living in the District aged 80 and over – around 13,000 people or 7.8% of the total population. This group in the population are much more likely to require specialist accommodation providing care and support. Most people wish to continue independent living in their own home for as long as they are able. Specialist forms of housing such as 'sheltered housing' can help prolong independent living. It is important that a range of housing and care options to meet the needs of the ageing population in the District is maintained.

This will include maintaining an adequate supply of residential care homes for the frail elderly. New provision may be made in accordance with policy BU-LC7.

Appendix 6 Some useful references as background/context

Age Concern 'debate of the age' www.ageconcern.gov.uk

Department of Trade and Industry Foresight Ageing Population Panel 'The Age Shift – Priorities for Action' www.foresight.gov.uk

The **European Union** is addressing the issue in a variety of ways, including the economic consequences of an ageing population www.europa.eu.int

The **Faculty and Institute of Actuaries** has and continues to address the financial implications of an ageing population www.actuaries.org.uk

The **Medical Research Council** is currently looking at the health care implications of an ageing population www.mrc.ac.uk/pdf_ageing.pdf

Oxford Institute on Ageing, a 'European centre of excellence on ageing populations' www.ageing.ox.ac.uk

The **SAGE Research Group**, funded by ESRC, examines social policy in an ageing society and is both inter-disciplinary and inter-institutional www.lse.ac.uk/Depts/sage/Default.htm

The **United Nations Population Fund** UNFPA, helps developing countries find solutions to their population problems, frequently addressing ageing population issues from the perspective of a developing country www.unfpa.org

The **World Health Organisation** is running various relevant initiatives and research programmes www.who.int