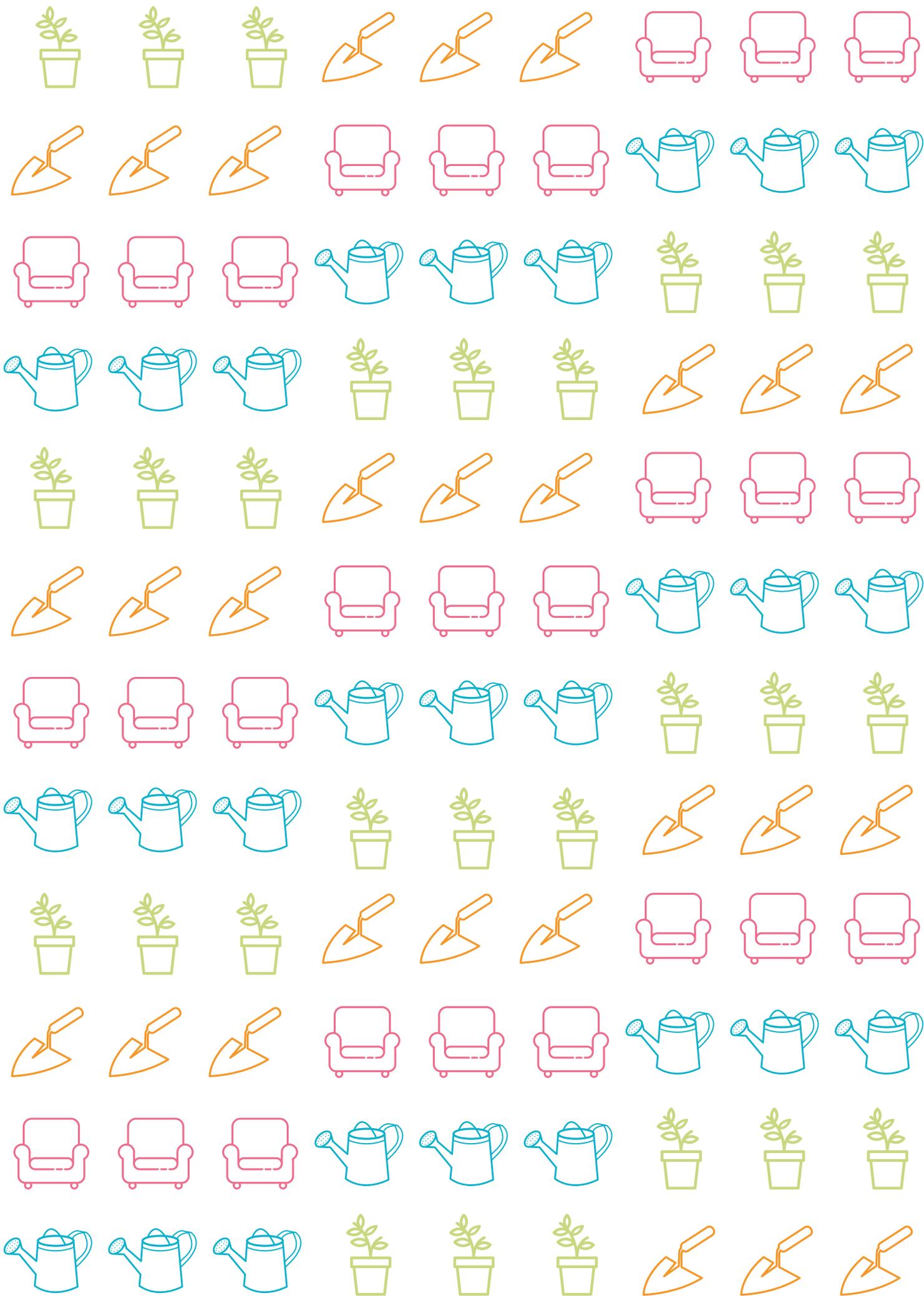




# HOUSING OUR AGEING POPULATION

LEARNING FROM COUNCILS MEETING THE  
HOUSING NEED OF OUR AGEING POPULATION



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# FOREWORD



We all know that there is an urgent need to better provide a range of housing options to meet the wide variety of housing circumstances, aspirations and needs of people – our family, friends and communities – as they age.

With an ageing population older people are now key players in the wider housing market. They live in a third of all homes and population ageing will account for around 60 per cent of household growth, with the highest levels of increase amongst those over 85 years.

The suitability of the housing stock is of critical importance to the health and wellbeing of individuals and the capacity of public services to sustainably support healthy ageing over the long term, delivering both improved outcomes and huge efficiencies.

There is enormous, exciting innovation underway across the country, as councils develop and implement strategies leading the local public service response – this report captures some of that inspirational work.

Within the diverse mix of different strategies – from building new age-friendly homes, to shaping and enabling the market, integrating housing with health and care, and developing new models for adapting and creating smart homes – local leadership and collaboration between local partners is critical throughout.

We will continue to support the sector to innovate and advance, sharing excellent practice that help councils in their ambitions for meeting the needs of their ageing populations.

But while it is clear that councils can help enable partnership to deliver improved outcomes through housing, it is not easily replicated. Local government needs the resources, the tools and, crucially, the buy-in from all health and housing partners, to make it happen.

We look forward to working with our partners to develop solutions.

Ultimately, the housing aspirations and needs of people and communities themselves must be at the centre of our collective efforts.

## **Councillor Martin Tett**

Chair, LGA Economy, Environment, Housing and Transport Board

## **Councillor Izzi Seccombe**

Chair, LGA Community and Wellbeing Board



**The number of people  
aged over 65 is forecast  
to rise over the next  
decade, from 11.7 million  
to 14.3 million by 2025,  
a 22 per cent rise**

# EXECUTIVE SUMMARY

The number of people aged over 65 is forecast to rise over the next decade, from the current 11.7 million people, to 14.3 million by 2025, a 22 per cent rise. This means that one in five of the total population will be over 65 in 10 years' time, which will become one in four by 2050.

In the UK, the vast majority of over 65s currently live in the mainstream housing market. Only 0.6 per cent of over 65s live in housing with care<sup>1</sup>, which is 10 times less than in more mature retirement housing markets such as the USA and Australia, where over 5 per cent of over 65s live in housing with care. The suitability of the housing stock is of critical importance to the health of individuals and also impacts on the demand for public spending, particularly social care and the NHS.

Many retirees want to 'rightsize' and live in retirement housing in later life, but there is a chronic under-supply of high quality, affordable or desirable accommodation in the right locations. Age-friendly housing design has been developed and promoted in recent years. The series of Housing our Ageing Population: Panel for Innovation (HAPPI) reports<sup>2</sup> have proved influential in raising awareness of the attractive design features that can make 'retirement housing' a product to be desired not dismissed.

The policy context that affects the housing options and opportunities that will address the needs of an ageing population is complex and changing. In their role as housing authorities, planning authorities, and health and care authorities, councils are at the heart of solutions, and should be enabled with the tools, resources and certainty to realise their ambitions for people and places.

## HOUSING AN AGEING POPULATION: COUNCIL GOOD PRACTICE

The case studies in this report demonstrate how Birmingham City Council, Central Bedfordshire Council, Essex County Council, Mansfield District Council, Newcastle City Council, North Somerset, Bristol, Bath and North-East Somerset Councils, and Worcestershire County Council are playing a significant place-making role in shaping the current and future supply of housing for an ageing population in their areas.

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1 Can be termed extra care, assisted living, very sheltered housing or close care. It is housing for older people that often includes personal and domestic support, a dining service, communal facilities and 24 hour on site staff.

2 [www.housinglin.org.uk/Topics/browse/Design-building/HAPPI/](http://www.housinglin.org.uk/Topics/browse/Design-building/HAPPI/)



The key themes and lessons that emerge from their work are:

## HAVING A CLEAR VISION: PROMOTING AWARENESS AND CHANGING ATTITUDES

There are clear benefits where councils can shape local housing markets to deliver good quality, well-located, inclusively-designed housing for older people including:

- Well designed, 'care-ready' housing will be attractive to many older people who want to downsize before a care or health related 'crisis' – Birmingham; Central Bedfordshire
- There is the potential for family homes to be released back to the market – Birmingham; Mansfield
- Efficiencies can be achieved in the delivery of personal care and support at home in developments exclusively for older people – Essex; Newcastle

## PLANNING FOR AN AGEING POPULATION

Using a sophisticated mix of demographic data, planning tools alongside localised contextual information and what older people say is important is necessary to plan and deliver what is really needed locally – Central Bedfordshire

Using local plans to signal to the market what is required across all housing tenures and proactively engaging with housing developers supports the delivery of well targeted and considered housing proposals – Newcastle

Co-production with older people means involving people in the specification, design, delivery and review of housing offers.

## DELIVERING AND ENABLING NEW HOUSING FOR OLDER PEOPLE ACROSS THE PUBLIC AND PRIVATE SECTORS

The disposal of public sector land presents a good opportunity for councils to allocate sites in appropriate locations for housing for older people – Birmingham; Newcastle; Essex

Encouraging and supporting private sector retirement housing development that is well designed is an important part of helping to create housing diversity and help meet the future housing needs of older home owners – Worcestershire; Central Bedfordshire

## PROMOTING AN INTEGRATED APPROACH TO HOUSING, CARE AND HEALTH

The development of effective and integrated housing and health responses to an ageing population supports older people to return to their homes and provides practical assistance to reduce the likelihood of falls by assessing and removing hazards in the home to prevent hospital admission – Mansfield; North Somerset, Bristol, Bath and North East Somerset

Sensitive and well-designed housing aimed at people with complex care needs and/or people living with dementia can be a highly effective housing alternative to registered care – Worcestershire; Newcastle

## SUSTAINING OLDER PEOPLE IN MAINSTREAM HOUSING

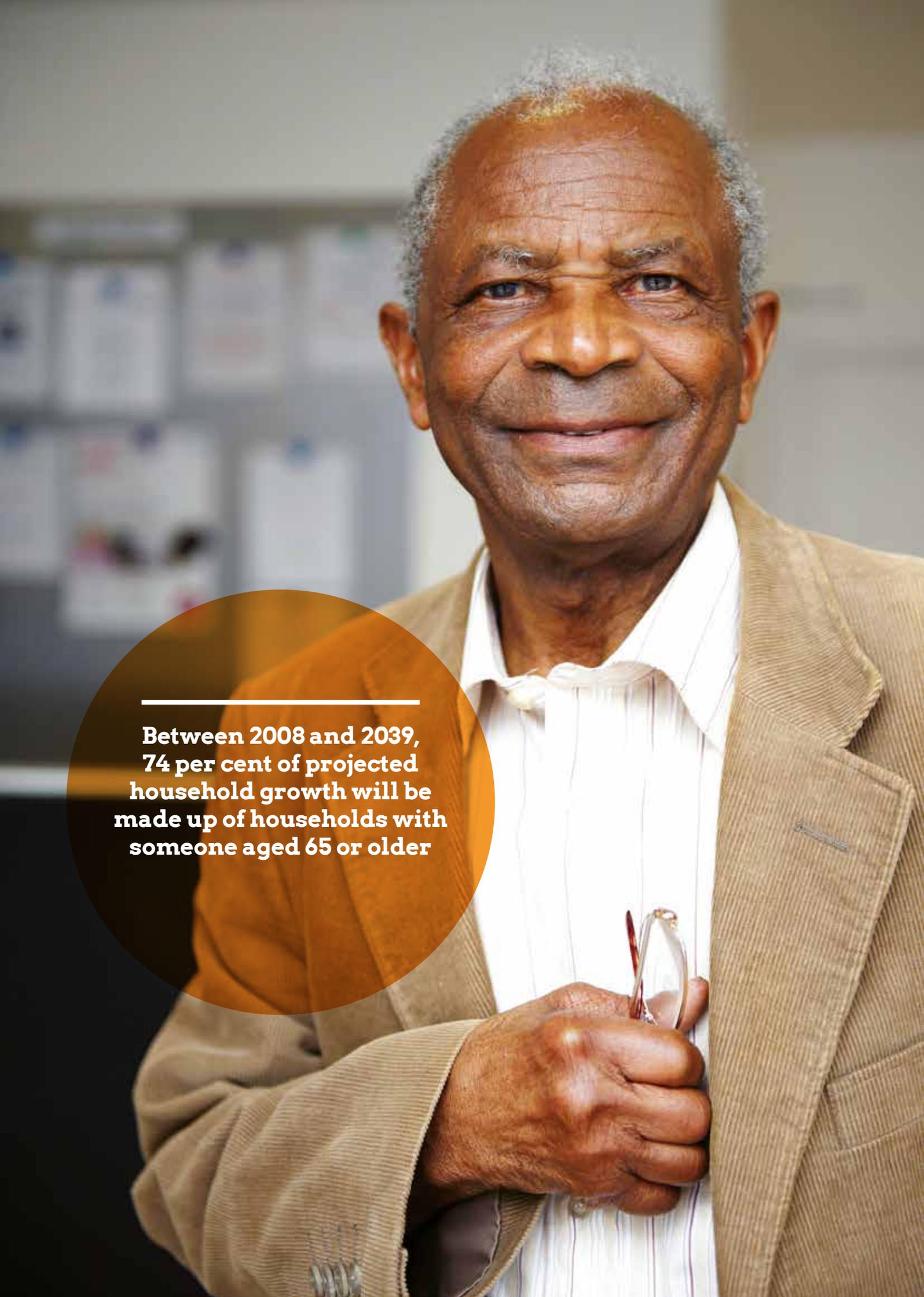
Commissioning and providing home improvement agency type services across council boundaries offers scope for economies of scale that can support and foster innovation in improving existing housing – North Somerset, Bristol, Bath and North East Somerset

## OPPORTUNITIES AND RECOMMENDATIONS

Given the scale of demographic change and the centrality of this growing older population to many aspects of housing policy, there is an opportunity for the Government to set out to comprehensively address the housing needs of an ageing population for England, through working with and supporting councils and other stakeholders.

It is essential that a renewed national and local effort to build more homes for older people is:

- intelligence led, including working with older people to understand demand
- enabled by a local planning, set within clear national policy
- collectively led by local housing and health partners
- taking opportunities to increase supply of a wide mix of housing supporting positive ageing
- integrating housing with health and care strategies and services
- successfully adapting existing housing and providing older people that want to 'rightsize' the means to do so
- able to inform older people of their options for their current and future housing needs.



**Between 2008 and 2039,  
74 per cent of projected  
household growth will be  
made up of households with  
someone aged 65 or older**

# INTRODUCTION

The Local Government Association (LGA) Housing Commission Final Report, *Building our homes, communities and future*<sup>3</sup> recognises that there is a distinct and urgent need to better provide a range of housing options to meet the wide variety of housing circumstances, aspirations and needs of people as they age.

Between 2008 and 2039, 74 per cent of projected household growth will be made up of households with someone aged 65 or older. The suitability of the housing stock is of critical importance to the health of individuals and also impacts on public spending, particularly social care and the NHS.

This report sets out in more detail what is required to meet the housing needs and aspirations of our ageing population drawing on work by councils that already have a clear vision and/or are seeking to achieve this objective.

The LGA recognises that councils play a significant place making role in shaping the current and future supply of housing in their areas. Whether considering a planning application for a new leasehold retirement housing development or commissioning a new extra care scheme, it is becoming apparent to councils the extent to which housing for older people can influence the housing market.

With an ageing population, older people are now key players in the wider housing market. They live in a third of all homes and population ageing will account for around 60 per cent of household growth with the highest levels of increase amongst those over 85 years. Councils are well placed to exercise corporate leadership and take a greater strategic approach to enhance the housing and lifestyle choices for people in later life.

Housing quality and suitability has a direct impact on the health and wellbeing of the occupants of a home. A suitably designed and/or adapted home can extend independent, safe living in later life and thereby housing supply and the design and stock condition can help manage more effectively the delivery of or, reduce or delay demand for social care.

Integrated action in the fields of housing and planning can align some of the most important policy areas currently challenging national and local government – how to reform and integrate the NHS, social care and public health in the context of population ageing, and how to increase housing supply delivery and build more resilient and healthy neighbourhoods.

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<sup>3</sup> *Building our homes, communities and futures*, 2016, LGA



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**Many retirees want to 'rightsize' (or downsize) and live in retirement housing in later life, but there is a chronic under-supply of high quality, affordable or desirable accommodation in the right locations**

# HOUSING AND OLDER PEOPLE: THE DEMOGRAPHIC, MARKET AND POLICY CONTEXT

## DEMOGRAPHIC CONTEXT

The number of people aged over 65 is forecast to rise over the next decade, from the current 11.7 million people, to 14.3 million by 2025, a 22 per cent rise. This means that one in five of the total population being over 65 in 10 years' time, which will become one in four by 2050.

Whilst people are living longer and the number of older people is rising, the advances in healthy life expectancy are not keeping track. Healthy or disability free life expectancy for those over 65 averages roughly 10.5 years, whilst for those over 85 it falls to less than three years.

The number of older people that have some form of care need is significant, with almost half of people over 65 currently living with a limiting long term illness (LLTI) or disability. It is forecast the number of over 65s with an LLTI whose day-to-day activities are significantly limited will reach three million by 2025, a rise of almost 30 per cent.

## OLDER PEOPLE'S HOUSING SECTOR

Retirement housing in the UK has evolved over the last 30 years. The principal aim of retirement housing is to provide an alternative to private residential housing and residential care for older households. It targets those older people requiring specialist housing support or care (or will in the future) but who also wish to maintain their independence and can provide a community (with ongoing activities and support provided), not just housing.

The key shared factor of all retirement housing is that occupiers own or rent their own independent property with a shared central core providing communal facilities which vary in size and provision according to the development type.

In the UK, the vast majority of over 65s currently live in the mainstream housing market. Only 0.6 per cent of over 65s live in housing with care<sup>4</sup>, which is 10 times less than in more mature retirement housing markets such as the USA and Australia, where over 5 per cent of over 65s live in housing with care.

Many retirees want to 'rightsize' (or downsize) and live in retirement housing in later life, but there is a chronic under-supply of high quality, affordable or desirable accommodation in the right locations. Recent mid to high end schemes being developed across the UK are being fully sold off-plan, with long waiting lists for existing schemes.

Age-friendly housing design has been developed and promoted in recent years. The series of HAPPI reports<sup>5</sup> have proved influential in raising awareness of the attractive design features that can make 'retirement housing' a product to be desired not dismissed; for example, HAPPI compliance has been built into the requirements to secure funding from the Department of Health's Care and Support Specialised Housing Fund<sup>6</sup>.

4 Can be termed extra care, assisted living, very sheltered housing or close care. It is housing for older people that often includes personal and domestic support, a dining service, communal facilities and 24 hour onsite staff.

5 [www.housinglin.org.uk/Topics/browse/Design-building/HAPPI/](http://www.housinglin.org.uk/Topics/browse/Design-building/HAPPI/)

6 [www.gov.uk/government/news/care-and-support-specialised-housing-fund-phase-2-successful-bids](http://www.gov.uk/government/news/care-and-support-specialised-housing-fund-phase-2-successful-bids)



The role of digital technology in relation to housing for older people is also increasingly recognised as part of an effective building management solution to deliver smarter and more accessible, adaptable and environmentally friendly homes. In recent years, the emergence of the HAPPI design principles have also made the link between better quality and management of housing for older and vulnerable people and healthier lifestyles and quality of life. The LGA's Digital Transformation Programme will help inform smarter ways of working; for example, to deliver services that are better targeted and more efficient.

## POLICY CONTEXT

The policy context that affects the housing options and opportunities that will address the needs of an ageing population is complex and changing. In their role as housing authorities, planning authorities, and health and care authorities, councils are at the heart of solutions, and should be enabled with the tools, resources and certainty to realise their ambitions for people and places.

### **Housing and planning policy**

The National Planning Policy Framework (NPPF) (March 2012)<sup>7</sup> along with the National Planning Practice Guidance sets the background at national level for development in England. It contains a useful definition of older people within the glossary stating:

“People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.”

There is an emphasis on Local Plans being underpinned by evidence of local housing needs of different groups including older people and providing for the housing that they require.

National Planning Practice Guidance, updated in 2015<sup>8</sup>, supplements the NPPF and seeks to guide development on a number of more technical issues. The importance of good design is included within the ‘Design’ chapter and includes consideration of the improvements to the well-being of people through good design. This links with the chapters on ‘Health and Wellbeing’. It is stated that the guidance should provide commissioners, providers and developers with the tools they need to engage with local planning authorities to promote healthy communities and support appropriate health infrastructure. However, there is relatively little that specifically relates to housing and older people.

The Housing White Paper<sup>9</sup> sets out the intention for a proposed amendment to the National Planning Policy Framework that would expressly require all local plans to include clear policies that address the provision of suitable housing for older people and how this is to be provided.

<sup>7</sup> [www.gov.uk/government/publications/national-planning-policy-framework--2](http://www.gov.uk/government/publications/national-planning-policy-framework--2)

<sup>8</sup> [www.gov.uk/government/collections/planning-practice-guidance](http://www.gov.uk/government/collections/planning-practice-guidance)

<sup>9</sup> [www.gov.uk/government/collections/housing-white-paper](http://www.gov.uk/government/collections/housing-white-paper)

# HOUSING AND OLDER PEOPLE: THE DEMOGRAPHIC, MARKET AND POLICY CONTEXT

This would be supported by the provision of new national planning practice guidance explaining to councils precisely how their local development documents should meet the housing needs of older people. In effect, the Government will explore ways to stimulate the market to deliver new homes for older people and is introducing a new statutory duty through the Neighbourhood Planning Act on the Secretary of State to produce, for the first time, guidance for local planning authorities on how their local development documents should meet the need for accessible housing for older and disabled people.

## **Health and social care policy**

The role of housing, including for older people, as a determinant of health has been reflected in recent policy.

The statutory guidance around the implementation of the Care Act 2014<sup>10</sup> asserts that:

**“Housing is therefore a crucial health-related service which is to be integrated with care and support and health services to promote the wellbeing of adults and carers and improve the quality of services offered.”**

Councils are required to have regard to ensuring sufficient capacity and capability to meet anticipated needs for all people in their area needing care and support – regardless of how they are funded with housing options now right at the centre.

The act places housing at the heart of the definition of wellbeing and requires councils to be proactive in shaping and developing the market, particularly in alternatives to institutional care such as housing with care. Through the process of producing market position statement councils are engaging with the market to promote a variety of accommodation to match the needs and choices of the local population.

As part of the drive for more integrated approaches, a pioneering Health and Housing Memorandum of Understanding<sup>11</sup> (MoU) to support joint action on improving health through the home was agreed between government departments, agencies such as Association of Directors of Adult Social Services (ADASS), NHS England, Public Health England (PHE), and the Homes and Communities Agency (HCA), and other housing and health sector organisations in 2014, including the LGA.

<sup>10</sup> Section 15.50, Care and support statutory guidance

<sup>11</sup> [www.gov.uk/government/publications/joint-action-on-improving-health-through-the-home-memorandum-of-understanding](http://www.gov.uk/government/publications/joint-action-on-improving-health-through-the-home-memorandum-of-understanding)



The MoU details areas of improvement, and the action plan aims to ensure that organisations work together to:

- establish and support national and local dialogue, information exchange and decision-making across government, health, social care and housing sectors
- coordinate health, social care, and housing policy
- enable improved collaboration and integration of healthcare and housing in the planning, commissioning and delivery of homes and services
- promote the housing sector contribution to: addressing the wider determinants of health; health equity; improvements to patient experience.

Health and wellbeing boards (HWBs) have an opportunity to engage effectively to bring together planning, health and care partners to develop a collective strategic ambition for delivering housing that enables healthy ageing alongside health and care services.

### **Supported housing policy**

On 21 November 2016, Department for Work and Pensions (DWP) and Department for Communities and Local Government (DCLG) published Supported Accommodation Review: the scale, scope and cost of the supported housing sector (2016)<sup>12</sup>.

Specialist housing for older people in the social sector, including sheltered housing and extra care housing, provides 70 per cent of all supported housing across England, Scotland and Wales in 462,000 units of accommodation.

These housing services are facing potentially significant change in relation to government's proposals for the future funding of supported housing.

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<sup>12</sup> Supported Accommodation Review: the scale, scope and cost of the supported housing sector (2016), [www.gov.uk/government/publications/supported-accommodation-review](http://www.gov.uk/government/publications/supported-accommodation-review)

# HOUSING AND OLDER PEOPLE: THE DEMOGRAPHIC, MARKET AND POLICY CONTEXT

Funding for Supported Housing: Consultation<sup>13</sup> contains the key elements of the Government's proposals for the future funding of supported housing from April 2019 including:

- Councils will have responsibility for funding, commissioning and quality assuring all supported housing in their areas from April 2019.
- A ring-fenced budget for supported housing will transfer to councils from April 2019. It will be ring-fenced for supported housing, not for specific service user groups.
- The new system as proposed would affect all service users in supported housing from April 2019.
- The new funding model will mean that core rent and service charges will be funded through Universal Credit (or housing benefit for pensioners and where Universal Credit has yet to be fully rolled out) up to the level of the applicable local housing allowance (LHA) rate.
- The new model will devolve funding to councils in England to provide a 'top-up' where necessary to providers – the 'top up' being the difference between the applicable LHA rate and the current cost of rents and service charges in supported housing; for instance councils will have an 'enhanced role' in commissioning supported housing in their area.
- If it goes ahead as proposed it will be the largest change to the supported housing sector since 2003.

<sup>13</sup> [www.gov.uk/government/consultations/funding-for-supported-housing](http://www.gov.uk/government/consultations/funding-for-supported-housing)

These proposals would in effect bring to an end the current housing benefit arrangements for all specialist older people's housing at the end of March 2019. In its response<sup>14</sup> to the proposals, the LGA called for a separate LHA rate that is just applied to the supported housing sector and a recent DWP and DCLG select committee report explicitly stated:

**"It is essential that the Government's funding proposals do not threaten the future supply of supported housing. The Government should undertake an assessment of the final funding proposal to assess its impact on the future provision of supported housing."<sup>15</sup>**

<sup>14</sup> [www.local.gov.uk/sites/default/files/documents/LGA%20Submission%20to%20consultation%20on%20the%20Future%20Funding%20of%20Supported%20Housing%2013%20February%202017.pdf](http://www.local.gov.uk/sites/default/files/documents/LGA%20Submission%20to%20consultation%20on%20the%20Future%20Funding%20of%20Supported%20Housing%2013%20February%202017.pdf)

<sup>15</sup> [www.publications.parliament.uk/pa/cm201617/cmselect/cmcomloc/867/86709.htm#\\_idTextAnchor028](http://www.publications.parliament.uk/pa/cm201617/cmselect/cmcomloc/867/86709.htm#_idTextAnchor028)

# ISSUES AND BARRIERS AFFECTING HOUSING FOR AN AGEING POPULATION

Within this policy context there are a range of issues and barriers that are affecting the ability of councils and their partners to plan for and deliver a range of housing solutions that will better support an ageing population.

These are issues not solely about new build housing; it's also about making best use of the existing housing stock, the wider age-friendly built environment, age-friendly communities and supporting people in their own homes to have access to timely interventions, access to social networks and so on.

## PROVISION OF HOUSING AND FINANCIAL RISK

The Elderly Accommodation Counsel<sup>16</sup> (EAC) estimates that there are approximately 520,000 units of retirement housing (including some degree of support or care) in England. EAC estimates a substantial shortfall in housing and care provision by 2035 of nearly 400,000 units of purpose built housing for older people. However, although specialist retirement housing is an important part of meeting older people's housing needs it is essential to look at all forms of housing.

The crucial driver for change in the older people's housing market is to bridge across a niche market to the mainstream house building sector. This will develop a greater variety of choice, support health and wellbeing outcomes and unlock a key static area of the housing pathway.

This objective could be achieved through a specific planning classification and planning regulations that require specific number of HAPPI style 'care ready' homes to be built depending on assessed local need.

### **Financial uncertainty and risk**

The issues around the future viability of specialist housing for older people as a result of the proposed changes to funding for supported housing, in combination with the impact of rent reductions in the social housing sector, is resulting in significant financial uncertainty in relation to planned and future development of housing for older people.

This impacts on capital funding, such as the Government's Care and Support Specialised Housing Fund<sup>17</sup> for housing associations, which is stalling as a result as a result of the uncertainty caused by the funding proposals for supported housing, especially outside London and the South East where values are lower. Lenders have less risky markets they can invest their money in so making long term development plans and investment decisions in the affordable older people's housing sector becomes less attractive.

However, there has been a substantial increase in non-grant funded private sector retirement housing and housing associations rebranding and improving their older people's 'offer' by developing more 'mid-market' choices, in particular targeted at a more affluent or 'downsizer with equity' market.

16 [www.eac.org.uk/](http://www.eac.org.uk/)

17 [www.gov.uk/government/publications/care-and-support-specialised-housing-fund-phase-2-prospectus](http://www.gov.uk/government/publications/care-and-support-specialised-housing-fund-phase-2-prospectus)

# ISSUES AND BARRIERS AFFECTING HOUSING FOR AN AGEING POPULATION

## **Size and scale of development**

As the size of the local catchment population for a viable extra care scheme increases due to the increased financial risk described above, the product has increasingly become an urban environment solution and more and more rural areas will not be able to access these essential developments, without grant or subsidy. Indeed, even within larger towns there may be communities with strong local identities which will result in the majority of its older people wishing to stay within established family and community support mechanisms. To address this issue of viability linked to scale, as a minimum, greater housing choice is required across the market by providing age-friendly housing built to the 'care ready' HAPPI design principles.<sup>18</sup>

## **PLANNING ISSUES AND CONSTRAINTS**

Councils are increasingly seeking to ensure that they fully understand and promote the anticipated future housing needs and aspirations of older people.

Council planners require robust accurate data beyond the use of ONS data which models future need at community level.<sup>19</sup> Use of more specific and detailed assessments of the housing needs of older people in a local area, across all types of housing and tenures, will facilitate a more consistent implementation locally of agreed planning priorities and plans for housing an ageing population.

There is an opportunity to address the particular difficulties that many general housing related planning policies cause for the retirement living sector – such as the relatively blunt distinction between the C2 (residential institutions) and C3 (dwellings) use class categories and attempts to apply affordable housing policies to retirement communities.

## **HOUSING DESIGNED FOR OLDER PEOPLE**

Consideration needs to be given to several design related issues in order to secure housing better suited to an ageing population.

### **Lifetime homes**

The lifetime homes standard (LHS) had assisted with creating a new supply for ageing ready homes but that standard is no longer mandatory. Local plans could be required to specify a percentage of homes to be built to these standards, for example drawing on the recommendations set out for both LHS and wheelchair accessible housing in the London Plan<sup>20</sup>.

### **HAPPI design standards**

The HAPPI principles for both new mainstream housing and specialist housing developments, as featured in the All Party Parliamentary Group (APPG) on Housing and Care for Older People inquiry reports, provide excellent guidance for quality design and development.

<sup>18</sup> [www.housinglin.org.uk/Topics/browse/Design\\_building/HAPPI/](http://www.housinglin.org.uk/Topics/browse/Design_building/HAPPI/)

<sup>19</sup> [www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPAT/](http://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPAT/)

<sup>20</sup> [www.london.gov.uk/what-we-do/planning/london-plan/current-london-plan/london-plan-chapter-3/policy-38-housing-choice](http://www.london.gov.uk/what-we-do/planning/london-plan/current-london-plan/london-plan-chapter-3/policy-38-housing-choice)



The University of Sheffield's DWELL research report<sup>21</sup> provides robust evidence how the design of houses and neighbourhoods can facilitate mobility and wellbeing for current and future generations of older people.

### **Sheltered housing**

Much of the design and construction of sheltered housing, especially in the social rented sector, but also older leasehold retirement housing, is outdated and no longer an aspirational choice for many older people. Social housing providers, when undertaking asset management reviews to 'futureproof' these schemes, should assess the feasibility of making better use of existing sheltered stock or to decommission and invest in new facilities, such as 'care ready' housing. Some social landlords and councils have recognised the wider 'system' efficiencies the latter can bring into the housing system; providing an attractive, aspirational housing offer can free up under-occupied general needs housing which in turn can be allocated to families in housing need, including people in temporary accommodation.

### **Owner occupier market**

In relation to the mainstream owner occupier housing market, many more homes are now occupied by older people than previous generations and are therefore not 'available' for younger generations. Every unit of specialist retirement housing built and sold helps to reduce the overall demand for general market housing as a property is released for rent or sale to families/couples/single persons etc. This helps to stimulate the market and can unlock housing chains for the wider housing market.

<sup>21</sup> <http://dwell.group.shef.ac.uk/>

## **IMPROVING HEALTH AND WELLBEING**

There is both growing evidence and a clear policy steer towards recognising and strengthening the role of housing in relation to a range of health and wellbeing issues including how well designed housing for older people can help reduce the need for adult social care and demand on NHS services (eg reducing residential care admissions, preventing hospital admissions/reablement, combatting isolation or loneliness, better at home care coordination, a wider community resource, and opportunities for greater personal and community resilience).

There is a growing body of evidence to support this including:

- A longitudinal study by Aston University<sup>22</sup> for The Extra Care Charitable Trust which identified savings to councils in relation to social care of £4,500 per annum for high care customers and £1,700 for low care needs customers. In addition, the study suggests a reduction of GP visits of almost 50 per cent.
- A BRE<sup>23</sup> studies which suggests poor quality housing costs the NHS £1.4 billion per annum with £500 million directly related to older people.
- A Housing Learning and Improvement Network (LIN) study<sup>24</sup> for Trailway Court in Dorset which compared wellbeing after entering the scheme to before moving into an extra care housing scheme.

<sup>22</sup> [www.housinglin.org.uk/\\_assets/Resources/Housing/Support\\_materials/Aston\\_ECCT\\_research.pdf](http://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Aston_ECCT_research.pdf)

<sup>23</sup> [www.bre.co.uk/healthbriefings](http://www.bre.co.uk/healthbriefings)

<sup>24</sup> [www.housinglin.org.uk/Topics/type/Blazing-a-trail-Extra-Care-Housing-in-Blandford-Forum-Dorset](http://www.housinglin.org.uk/Topics/type/Blazing-a-trail-Extra-Care-Housing-in-Blandford-Forum-Dorset)

# ISSUES AND BARRIERS AFFECTING HOUSING FOR AN AGEING POPULATION

- Another Housing LIN study from North East Lincolnshire<sup>25</sup> which evaluated their new extra care scheme using a control group of residents which as concluded savings of £4,000 per annum per extra care unit in terms of care cost savings to councils.

Technology enabled housing and care can also play a role in maintaining independence and promoting wellbeing. Much of the emphasis on older people's housing is on the future supply, however consideration is also needed on developing more innovative technology enabled solutions<sup>26</sup> and use of digitally enhanced construction techniques. The Government's recent Digital Strategy<sup>27</sup> provides an overarching framework but is housing 'lite' on the sector's digital capability.

## SUPPORTING HOUSING CHOICES

### Information and guidance about housing options

Research by Age UK and Independent Age<sup>28</sup> shows that that older people and families face considerable problems accessing information on housing and care options as they age.

Housing advice services need to be much more widely available and marketed so that older people and their families can make informed choices in a timely manner prior to when a crisis decision is required.

### Support to 'rightsize'

Research by Demos<sup>29</sup> has shown that many people are interested in moving in later stages of life to support wellbeing and reducing future care costs. However, 'help to buy' incentives such as removal of stamp duty for older people buying retirement housing and 'help to move' or de-cluttering services<sup>30</sup> are not always available to make the transition easy, although some retirement housing providers are increasingly directly providing some of these types of services to assist older people to move.

### Support for people in existing housing

There is a need to also consider creating a better housing 'offer' for older people in existing poor quality or unsuitable mainstream housing (eg in disrepair/poor condition, lack of accessibility/in need of adaptation, costly to heat, fuel poverty, technology enabled etc). Responses to these issues will be able to draw on the evidence review of the role of home adaptations in improving later life commissioned by the Centre for Ageing Better<sup>31</sup>.

25 [www.housinglin.org.uk/Topics/type/Evaluating-extra-care-valuing-what-really-matters-The-case-for-taking-relationships-seriously/](http://www.housinglin.org.uk/Topics/type/Evaluating-extra-care-valuing-what-really-matters-The-case-for-taking-relationships-seriously/)

26 [www.housinglin.org.uk/Topics/type/Technology-enabled-housing-with-care-Scenarios/](http://www.housinglin.org.uk/Topics/type/Technology-enabled-housing-with-care-Scenarios/)

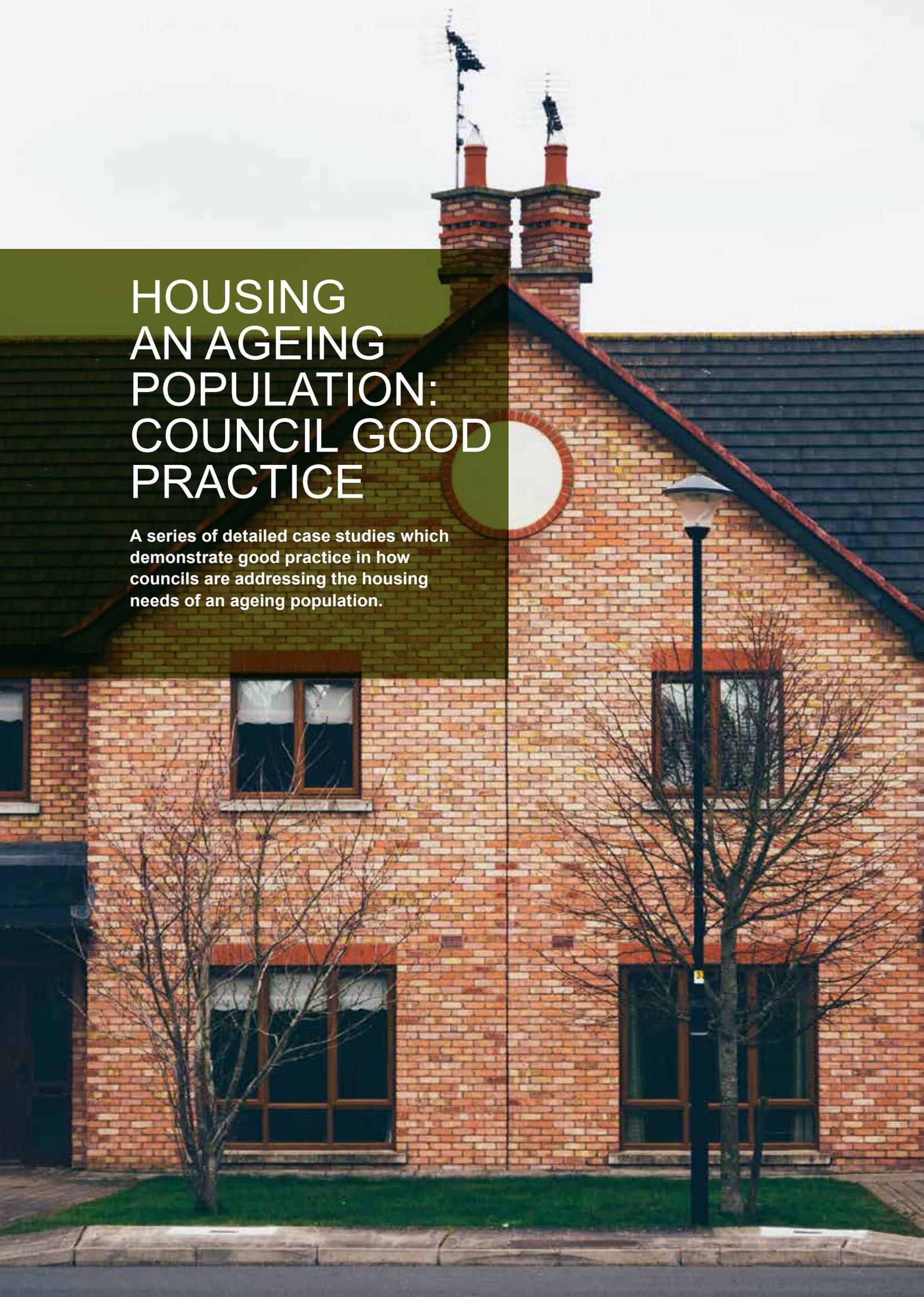
27 [www.gov.uk/government/publications/uk-digital-strategy/uk-digital-strategy](http://www.gov.uk/government/publications/uk-digital-strategy/uk-digital-strategy)

28 [www.independentage.org/policy-research/research-reports/shining-a-light-on-care-helping-people-make-better-care-home](http://www.independentage.org/policy-research/research-reports/shining-a-light-on-care-helping-people-make-better-care-home)

29 [www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386](http://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386)

30 [www.lofty-heights.org/](http://www.lofty-heights.org/)

31 [www.ageing-better.org.uk/get-involved/current-opportunities/invitation-tender-understand-role-home-adaptations-improving-later-life/](http://www.ageing-better.org.uk/get-involved/current-opportunities/invitation-tender-understand-role-home-adaptations-improving-later-life/)



# HOUSING AN AGEING POPULATION: COUNCIL GOOD PRACTICE

A series of detailed case studies which demonstrate good practice in how councils are addressing the housing needs of an ageing population.

# BIRMINGHAM CITY COUNCIL

## STIMULATING THE MARKET PROMOTING DOWNSIZING AND HOUSING DIVERSITY THROUGH DIVERSE AND INNOVATIVE HOUSING MODELS

Birmingham City Council has an ambitious plan. It will have 150,000 additional people and 89,000 additional households by 2031. Birmingham is a city of growth. New homes are needed to accommodate a growing population and to help drive and support the economic development of the city and the city region. The council estimates that 89,000 new homes are needed from 2011 to 2031, including a growing the market for housing for older people.

The Birmingham Development Plan<sup>32</sup> seeks to encourage housing growth. The council uses planning powers positively to enable and accelerate delivery. The council plans to build at least 51,000 new homes in the city by 2031. Including completions to date, it has identified sites with capacity for 46,247 new homes.

However new homes completions in Birmingham have fallen from 4,000 in 2005/6 to 1,809 in 2014/15. As a result of a focus on increasing the delivery of new homes, Birmingham City Council (BCC) now builds over 25 per cent of all new homes across the city – for social and affordable rent, sale, and now private rented sector housing.

### Housing and older people context

At the last census there were just under 50,000 people aged 75 and over within Birmingham. Aligned to the national trend, Birmingham's older population will see a sizeable increase. By the year 2030 one in 10 of the city's predicted population of 1.23 million residents is likely to be aged 75 or older (123,000 people).

In this context, the council recognised the pressing need to plan ahead, refresh and refocus what the market offers with regards to supplying and managing specialist housing.

Some key features of the local factors that have influenced the council's response to addressing the housing needs of older people include:

- Life expectancy in Birmingham is 76 for males and 81 for females – both below the average for England, with the gap greater for the local male population.
- The number of people with dementia is expected to double over the next 30 years. Appropriate new housing solutions are sought to meet demand for quality, joined up housing and care, not only for residents diagnosed but for those who will be live-in carers.
- Tenure of older households:
  - 68 per cent social rented
  - Seven per cent private rented
  - 25 per cent owner occupied.

<sup>32</sup> [www.birmingham.gov.uk/info/20054/planning\\_strategies\\_and\\_policies/78/birmingham\\_development\\_plan](http://www.birmingham.gov.uk/info/20054/planning_strategies_and_policies/78/birmingham_development_plan)



Radnor Road bungalows

- Over half of older people who would benefit from living in specialist housing will need some form of financial support with their housing costs.
- The vast majority of both the affordable and market supply is sheltered housing. There are relatively small amounts of other types of specialist older person's housing, and this is especially true for the council's own stock.
- Under-occupation in older people's housing is a growing issue across all tenures. Of those older people currently renting homes from the council, 56 per cent are registered as having excess bedroom space, or are under occupying. Affordable housing providers at present only have a limited supply of properties that are appealing to these under occupied households.

The council's market position statement for housing in later life<sup>33</sup> summarises key requirements in the city in terms of improving older people's housing choices that are reflected in this case study:

- addressing under occupation – help find innovative and affordable solutions to tackle the issues associated with the high numbers of older people occupying homes not suitable to their needs
- increasing the supply of specialist housing for older people. In particular, to help meet the demand for enhanced sheltered housing and housing with care.

## How is it innovative?

### The council's approach

To address the need for additional housing in the city, both for older people and other groups, the council has intervened directly and established its own housing trust. Birmingham Municipal Housing Trust (BMHT) is Birmingham City Council's brand name for building new homes across Birmingham, by working in partnership with private developers. With over 2,500 homes already delivered or under construction, BMHT is providing high quality new homes across Birmingham. In recent years Birmingham has led the way amongst large councils to build new council owned homes for affordable rent, through BMHT.

Addressing the requirement to develop and deliver an attractive 'rightsizer' housing offer has been a core component of the council's approach:

- around 41 per cent of BCC stock is under occupied, mainly by older tenants (38 per cent)
- up until now, the housing offer has been poor and/or limited to flats or one bedroom bungalows. Some older stock has been inappropriately converted
- there needed to be a better quality offer to incentivise older residents to 'rightsizer'.

33 [www.birmingham.gov.uk/downloads/download/41/market\\_position\\_statement\\_housing\\_in\\_later\\_life](http://www.birmingham.gov.uk/downloads/download/41/market_position_statement_housing_in_later_life)



The council has developed its own unique specification for this older person's housing model through research and consultation with older people in the city. Feedback from older people identified a desire for bungalow accommodation, of which there was a very limited supply, but this needed to incorporate design features that provided maximum flexibility as well as making it a build model that could make the most efficient use of available development site opportunities.

Research with older people identified the following requirements:

- two bedrooms: either through household need or quality of life requirements
- decent space standards and storage
- economic to run and easy to maintain
- flexible to cater for changing needs
- manageable outside space
- rightsizing needs to be an aspirational move.

The housing solution in response to this is a two-bedroom 'dormer style bungalows', each with a ground floor bedroom and shower room, a lounge and kitchen and also a second bedroom and bathroom upstairs. The design is in summary:

- based on HAPPI principles.
- dormer style bungalow – category 1 on ground floor with second bedroom and bathroom upstairs – equivalent to former Code for Sustainable Homes Level 4
- bespoke design with good space standards including the ability to dry clothes in vented spaces or outside
- Lifetime Homes standard enabling adaptation as needs change
- smaller gardens or balconies provide manageable outside space.
- The council has used some of its own sites to develop this downsizer housing model.



The design is intended to make it possible for people to use the property like a traditional smaller house, but if their mobility becomes restricted, they can simply live downstairs, leaving the upstairs accommodation for visitors or a live-in carer. The design of the dormer bungalow helps people to stay as independent as they can and each home also has plenty of storage and access to its own private garden. The design of these new homes is intended to be attractive and aspirational in order to encourage people who currently under occupy larger houses to move to a smaller home, releasing their house for a family. In addition, the council has developed downsizer apartments for people aged 55 plus.

Modelling of future need for specialist housing by the council indicates a requirement for an increase of 2,457 housing with care and 515 enhanced sheltered units by 2029.

Housing choices for older citizens have been greatly enhanced through the development of a number of extra-care villages in the city. These provide an attractive offer that encourages people to down-size from their current home. As well as providing an attractive housing option, the ability to access care and the ethos of keeping mentally and physically active deliver wider health and wellbeing outcomes.

To support the delivery of this specialist housing, the council has worked closely with other housing providers, particularly the Extra Care Charitable Trust, to deliver five extra care 'villages' each with approximately, 250 units, across all tenures (social rented, shared ownership and full leasehold sale), across the city. This size and scale of retirement village development is the largest of any city in the UK.

## Outcomes

To address the requirement to develop attractive housing that will encourage older people to downsize, to date, BMHT have built 16 dormer bungalows across two sites with more being planned. So far this has been successful at encouraging older people to relinquish tenancies of large, family size homes, another housing resource greatly in demand within the city.

The feedback from people who have downsized to this new housing model has been overwhelmingly positive. From a survey of people who have downsized to this new housing, most people rated it with an overall score of 10/10. When asked what were the best features of the properties, the reasons given were:

- "the amount of natural light and accessibility around the home"
- "the look of the property from the outside"
- "the way the patio doors open onto the back garden"
- "the properties are spacious, light, and in an excellent location."

The villages are large enough developments to act as community hubs for older people within their vicinity and Birmingham has five villages currently in operation. There are currently an additional 1,224 units of older people's specialist accommodation in the pipeline, with four schemes going through planning and a further four currently on site. These developments offer both market and affordable accommodation.

An independent evaluation of the extra care villages provided Extra Care Charitable Trust by Aston University<sup>34</sup> demonstrated the benefits that housing with care bring:

- The Extra Care model is likely to offer significant potential savings in the cost of social care for local authority commissioners.
- The cost of providing lower level social care using the Extra Care model was £1,222 less per person (17.8 per cent less) per year than providing the same level of care in the wider community (on average, with variation by local authority) and the cost of higher level social care was £4,556 less (26 per cent less) per person per year).

The Extra Care Charitable Trust model can result in significant savings for NHS budgets – over a 12-month period costs total NHS costs (including GP visits, practice and district nurse visits and hospital appointments and admissions) reduced by 38 per cent.

- The Extra Care Charitable Trust model seems to ‘level the playing field’ by successfully removing differences in self-perceived health differences which are initially related to social class.

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Radnor Road bungalows

<sup>34</sup> [file:///C:/Users/housi/Downloads/final%20report1%20\(1\).pdf](file:///C:/Users/housi/Downloads/final%20report1%20(1).pdf)

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**Only 0.6 per cent of  
over 65s in the UK live  
in housing with care,  
10 times less than  
the USA and Australia**



# CENTRAL BEDFORDSHIRE

## DEVELOPING AN ATTRACTIVE PROPOSITION PROMOTING INVESTMENT IN HOUSING SOLUTIONS FOR OLDER PEOPLE

Central Bedfordshire is an area of considerable growth. The council has ambitious plans for new homes and new jobs in the area by creating new, vibrant, sustainable communities, while also enhancing Central Bedfordshire's picturesque setting. Accommodation for older people will be an integrated part of its plans.

Central Bedfordshire's economy is growing fast. Central Bedfordshire is generally an affluent area, with only 13 per cent of older people living in income deprived households and three quarters of older residents owning their home.

To address the housing requirements of its older population the council has developed a comprehensive and sophisticated approach to using a detailed qualitative and quantitative evidence base to produce an 'investment prospectus' to set out its vision for the range and mix of housing and accommodation required and to invite investment to deliver housing solutions.

The council has established a thorough evidence base to underpin its strategic approach to identifying the range of opportunities to grow and develop more refined housing choices for older people.

Like much of the rest of the UK the council is forecasting an increase in its population of older people. This rise represents both an increase in the number of older people and the proportion of older people in the local population. In 2015 people over 65 made up 17.2 per cent of the population, by 2035 they will be 23.3 per cent. The reasons for this trend are increasing life expectancy coupled with baby boomers starting to reach later life.

The effect is most significant in the 85 and over age range where the population is set to rise by 2.5 times from 5,400 in 2015 to 13,700 by 2035.

As people live longer many are living with one or more long term conditions, and for a significant number, advancing age brings frailty. Currently in Central Bedfordshire there are over 15,000 people aged 65 and over who are unable to manage at least one personal care task and by 2030 this is predicted to rise to over 24,000 people. There is a similar rise in the number of people living with a limiting long term condition, which in 2015 equated to roughly 20,000 and by 2030 will be over 32,000.

### How is it innovative?

#### The council's approach

From this detailed evidence base, the council's vision is to:

**“Secure the best quality of life we can for our older residents both now and in the future. This means delivering a range of accommodation that enables older people to live fulfilling lives and enjoy good health in attractive homes that meet their needs and allow them to retain their independence as they age.”**



Priory view, Dunstable

The detailed evidence base and this vision forms the basis for a highly attractive and sophisticated 'investment prospectus'<sup>35</sup> document which the council is using to invite investment in a range of housing and accommodation options for older people.

The original plan was to produce a more 'traditional' market position statement document, however the investment prospectus was produced to provide a more attractive and engaging approach to stimulating the market.

The investment prospectus, based on evidence of housing need and this vision, sets out clearly the council's market shaping and housing delivery objectives in the form of development opportunities:

- Facilitate the development of six affordable extra care schemes by the end of 2020. One scheme of 80 apartments or more in each locality area and two additional schemes in areas of high demand.
- Encourage the development of open market extra care schemes to provide apartments for sale and private rent.
- Encourage developers to build mainstream homes that are suitable for and attractive to older people as part of new residential developments, including changes to the design and layout of homes that can make a big difference to 'future proofing' for older people without jeopardising the viability of the development.

- By the end of 2020 reprovide the capacity in the seven council-owned care homes (249 places), in homes that have modern physical and environmental standards.
- Work with current care home operators that wish to improve the physical and environmental conditions in their homes by remodelling or reproviding.

The council's investment prospectus specifically identifies the range of opportunities that will, collectively, address the identified demographic, housing and care/support needs, as well as the aspirations and requirements of older people. These reflect the scale and type of local communities as well as older people's aspirations:

- Develop innovative housing solutions for older people, ie signalling to architects and house builders who want to take the opportunity of a more innovative approach to designing attractive and aspirational housing.
- Developing small scale housing for older people in smaller towns and villages.
- Develop dementia friendly buildings that help people living with dementia to orientate themselves and live more independently.

The impressive investment prospectus identifies in more detail the housing and accommodation options that are required in each of the council's four 'localities'.

<sup>35</sup> [www.centralbedfordshire.gov.uk/housing/independent-living/dev-accom-older-people-bedfordshire.aspx?utm\\_source=website&utm\\_medium=shortcut&utm\\_campaign=opip](http://www.centralbedfordshire.gov.uk/housing/independent-living/dev-accom-older-people-bedfordshire.aspx?utm_source=website&utm_medium=shortcut&utm_campaign=opip)

Alongside its understanding of the demographic and potential care/support characteristics of its over 55 population, and the evidence from its strategic housing market assessment (SHMA), the council commissioned extensive qualitative research in order to better understand the 'drivers' and motivations behind older people's propensity to move.

This research was specifically designed to cover the same period as the emerging local plan, 2015-2035, and it used the SHMA as a starting point of estimates of housing need for older people. The research sample was selected to be a representative cohort of residents over the age of 55 years across all housing and tenure types. Six hundred short and 80 in-depth surveys were carried out along with focus groups with stakeholder organisations.

Key findings include:

- Twenty seven per cent of respondents would consider moving to more appropriate housing before they needed care and a further 25 per cent would be prepared to move if the need arose.
- Location was by far the most important factor for those people planning or considering a move, followed by design and size, tenure and cost, and facilities.
- Most people planning or considering a move wanted a similar tenure to their existing arrangements, ie most owner occupiers (80 per cent of current 65 plus population in Central Bedfordshire) wanted to remain in the owner-occupied sector if they move.

- Most of the respondents, if they did move, would release a larger property than the one they were taking up.

This is a detailed and very thorough approach to generating a qualitative evidence base to complement the existing demographic and quantitative housing need evidence. It provides more sophisticated intelligence to guide the range of development opportunities set out in the council's investment prospectus. It also produces a numerical estimate of the impact of rightsizing and offers a methodology for doing the same in other areas.

## Outcomes

The council is responding to this evidence through directly developing housing for older people itself as well as inviting both private and social housing providers to develop housing and accommodation 'offers' that will be attractive to older people.

### Delivery outcomes

- A council developed extra care housing scheme of 83 units in Dunstable.
- A private sector 'rightsizer' housing scheme of 32 units in Dunstable.
- Two new care homes with 141 beds in Dunstable enabling the council to close some of its in-house outdated care home provision.
- A housing association extra care housing scheme of 81 units in Leighton Buzzard.
- In developing its Local Plan, consult with residents to explore the opportunities for community-led housing such as co-housing for older people.



### Planned/required

- New and remodelled extra care housing in Houghton Regis to provide 140 units of affordable and open market apartments.
- New extra care housing scheme/s in Ampthill or Flitwick.
- New extra care housing scheme of up to 90 units at Biggleswade.
- New care home provision in Ivel Valley.

The council has also made use of the qualitative research to identify the effect on future housing need amongst older people to be included within the emerging Local Plan. The council has used the proportion of older people who state that they are planning to move and extrapolated this with population growth during the local plan timescale gives an estimated need for 3,650 specialist dwellings and 5,400 mainstream dwellings suitable for older people wishing to downsize. This estimate of 9,050 dwellings (not additional housing need as it is assumed that most of the people taking up these dwellings from the existing population) is likely to represent approximately 20 per cent of the overall need for housing growth during the Local Plan period.

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Priory view, Dunstable

# ESSEX COUNTY COUNCIL

## PLANNING, LAND ASSEMBLY AND DELIVERY AT SCALE MAKING THE BUSINESS CASE FOR INDEPENDENT LIVING FOR OLDER PEOPLE

Essex County Council (ECC) is looking to invest significantly to transform the provision of accommodation for its older citizens. It wants to have a better range of housing options available for older people across Essex. In particular, its focus has been based on a view that older people with a care need, and their support networks, should benefit from:

- increased independence
- aspirational choices
- clearly understanding the options available to them
- peace of mind
- remaining living within their existing communities.

The council identified that there was a significant underprovision in the county of housing options for older people, specifically housing where care could be an integral part of the offer. In response, the Independent Living programme was established in Autumn 2014 to increase the pace and quantity of Independent Living units being delivered across Essex.

Led by ECC staff, the programme team has worked closely with all twelve district councils in Essex and developers/providers from all sectors to understand the barriers to delivery and systematically remove them. The council is also working with the Local Economic Partnership (LEP) and the NHS in its role of brokering land assembly of potential sites for Independent Living.

In July 2015 ECC endorsed capital investment of circa £27 million with enabling revenue investment to facilitate the delivery of 1,800 units of Independent Living over a five year period to 2020.

### Housing and older people context

To establish demand for Independent Living accommodation a demand analysis was undertaken, and subsequently updated by ECC's insight and analysis team. The analysis demonstrated the varying needs of each district. This was developed as a county 'model' but disaggregated by district council area to ensure it was meaningful and sensitive to local differences. This was important in establishing an agreed shared evidence base between ECC and all 12 district councils.

A further update of the population data was applied and this provides the evidence base for Independent Living policy inclusion into district Local Plans. The demand data is calculated based on the population projections which came out in June 2016, growth rates between 2015 to 2020 and the eligible clients receiving social care.

As a result of this demand analysis an Independent Living Programme for Older People Position Statement was published in October 2016 showing demand by tenure type and district. The council has a target of 1,800 units of Independent Living over five years, 43 per cent for rent and 57 per cent for ownership.



**Independent living at Rosebank Park**

Independent Living is a programme that is designed to provide housing for people over the age of 55 whose current home no longer meets their needs. The Independent Living housing model has the following features:

- attractive, self-contained housing in a mixture of one and two bed apartments
- 24/7 care and support should be based on the site
- scheme size typically from 60 to 300 units
- all units are intended to be designed to incorporate the Lifetime Homes design criteria
- ideally schemes would be in a large town or large village in close proximity to public transport links to access a larger urban centre
- broadly, an even balance of low or no care need (0 – nine hours/week), medium care need (10 – 15 hours/week) and high care need (15 plus hours/week) should be maintained
- care delivered through direct payments with choice.

The size and location of Independent Living communities is determined by site availability and local demand. Schemes are not generally smaller than 60 units for reasons of affordability and the ability to create and support an active community.

The model of Independent Living is not intended to be overly prescriptive; schemes can include a variety of features depending on the scale, location and stated purpose of individual developments.

Independent Living schemes may become a focal point for community health services, outreach services and intermediate/reablement care where this is deemed appropriate for the locality.

Independent Living communities are intended to offer a full range of tenures, in order to appeal to the high number of older owner occupiers in Essex, and also to meet the needs of those who need or prefer to rent. Tenure mix is dependent on development viability, local planning requirements and other factors such as whether the scheme has received any grant funding from ECC.

## **How is it innovative? The council's approach**

Essex is one of the largest two-tier councils in England. ECC has worked in collaboration with the 12 district councils in Essex in relation to the Independent Living programme. This has included an agreed method for determining demand at a district level, site availability and location and producing a joint Independent Living for Older People planning policy position statement to be used by each district council planning departments.

This is now being included in local plans by district councils to ensure that all plans refer to Independent Living, local demand and a consistent approach to development is applied across Essex. All planning applications to date for Independent Living have been approved.

The council has developed a robust financial model and business case to justify capital and revenue investment in the Independent Living programme. Analysis was undertaken of the profile of council social care service users entering registered care services and the cost of this to the council.

This identified that many service users were entering registered care sooner than was necessary due to the lack of availability of housing based alternatives. From this the council identified that the priority 'cohort' of its service users were those older people already receiving a package of domiciliary care in their existing home of between six to 15 hours per week, for instance these people were identified as being at risk of 'early' entry to registered care.

The programme level business case is based on delivering 1,800 units of Independent Living. The financial and business case assumptions included in summary:

- the minimum size of an Independent Living scheme needed to be 60 units
- people living in a scheme would have care needs as follows:
  - one third – up to 10 hours of care per week
  - one third – up to 15 hours of care per week
  - one third – over 15 hours of care per week
- seventy per cent of the older people moving to Independent Living would be people at risk of moving to registered care
- the other 30 per cent of people would those identified as having lower care needs currently and still managing in their current home
- the cost model for domiciliary care at Independent Living schemes is based on existing rates paid for domiciliary care by the council
- the predicted cost difference between the average cost of registered care and the existing costs of those receiving domiciliary care at home is compared to the cost of care in Independent Living based on the assumed care bands
- the county wide financial case projects a net saving to the council of approximately £3,900 per person per annum compared with alternative options.





Aggregating the projected savings in care costs across the programme has enabled the council to justify the investment of capital funding and land assets owned by the council to support delivery of the programme.

The projected savings in care costs has resulted the council agreeing to an investment of £27 million of capital funding over five years. The average subsidy for each affordable unit is around £35,000. No subsidy is assumed for ownership units.

The council has also made available sites in its ownership where they have been identified as surplus to requirement and is also brokering land assembly arrangements across Essex to support delivery.

The delivery model is dependent on source of land:

- the capital (grant) funding model supports delivery of schemes being brought forward by developers/ providers on land that they have sourced
- a developer/ provider framework is used to efficiently appoint developers/providers to take forward schemes on land owned by the public sector.

The council treats Independent Living corporately as a major change programme. Dedicated staff resources have been allocated to support delivery of the programme.

## Outcomes

At September 2016 there are 22 schemes in the Independent Living Programme. To date:

- scheme in Chelmsford opened in 2016
- scheme in Harwich opened January 2017
- scheme in Walton opened in July 2017
- onsite at a scheme in Saffron Walden
- planning achieved or submitted for six more schemes
- pipeline of 1,400 units.

The pipeline programme includes a diversity of types of Independent Living schemes including three retirement villages which will contain approximately 250 units each.

Each scheme delivered is reviewed to identify lessons learned. The review of the first scheme opened in 2016 identified that the assumed care 'bandings' were accurate and reflected the profile of older people living in the scheme, the level of projected care savings had been accurate and the business case for the scheme reflected the overall countywide financial model.

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# MANSFIELD DISTRICT COUNCIL

## HOUSING AND HEALTH INTEGRATION A COMPREHENSIVE 'EVIDENCE LED' APPROACH TACKLING HEALTH INEQUALITIES

The economic masterplan for Ashfield and Mansfield<sup>36</sup> is focused on growth and prosperity and a better quality of life for local communities to tackle the long-term economic challenges and rebuild the economy. This is intended to address, since the late 1970s, the challenges in the area resulting from major economic change in the UK.

The Mansfield District Council housing strategy 2016-2021<sup>37</sup> is a key component of delivering improved prosperity to the area. An objective within the housing strategy is to meet the housing, care and support needs of vulnerable households, including older people, across the district.

### Housing and older people context

The number of people of pensionable age<sup>38</sup> will grow from 21,100 in 2012 to 32,300 in 2037; with the number of people over the age of 75 increasing from 8,400 in 2012 to 15,900 in 2037.

A housing needs survey undertaken in 2014 found that an estimated 24.2 per cent of households in Mansfield contained someone with a support need. The main support needed amongst respondents was due to a physical disability.

The health of people in Mansfield is significantly worse than England's average – there is lower life expectancy and higher levels of limiting long term illness. The range and complexity of services provided in the wider health and social care system, and the pressures and strains placed upon local residential care and hospitals, are reflective of this.

### How is it innovative? The council's approach

The council has implemented an holistic approach to meeting the housing needs of older people, set out below, with a particular focus on developing an integrated health and housing 'model' for supporting older people across all tenures.

### Planning and developing new homes for older people

Since the Government allowed councils to access grant funding with the advent of the local authority New Build Programme in 2009, the council has carried out a development programme of 215 new homes (54 of which are currently under construction). Of these, 159 have been built for older people in a range of settings.

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36 [www.mansfield.gov.uk/CHttpHandler.ashx?id=8697&p=0](http://www.mansfield.gov.uk/CHttpHandler.ashx?id=8697&p=0)

37 [www.mansfield.gov.uk/CHttpHandler.ashx?id=8736&p=0](http://www.mansfield.gov.uk/CHttpHandler.ashx?id=8736&p=0)

38 From 2019, the state pension age will start to increase for both men and women to reach 66 by 2020. The Government is planning further increases, which will raise the state pension age from 66 to 67 between 2026 and 2028.



**Poppy Fields bungalows have replaced boarded up houses**

One of the developments was an 84 unit extra care scheme (Poppy Fields) which also includes 10 bungalows set in their own secure courtyard setting for people with dementia.

The scheme was funded directly by the council along with grant funding from the Homes and Communities Agency (HCA) and funding from Nottinghamshire County Council in return for which the county council received nomination rights. Ten of the properties built were made available for shared ownership.

The scheme currently being constructed is a 54 unit senior persons living scheme. It is anticipated that this scheme will provide new homes for a range of needs ie active elderly, older people with support needs and older people with care needs. Six bungalows will be made available for shared ownership. Both schemes have communal facilities.

The remaining older persons housing has been built as general needs older persons housing across three sites. Two sites were disused garage sites and have provided two bungalows on each site. The last site is a development of 17 bungalows near a community centre. The neighbouring open space has been landscaped and provides a trim trail around which are positioned external exercise equipment chosen with older and disabled people in mind.

The council's local plan consultation draft<sup>39</sup> sets out the policy intention to support future development of specialist housing for older people.

Planning permission for 10 or more dwellings, or for sites with a gross area of 0.3 hectares or above, will be granted if at least 10 per cent of the dwellings are bungalows or specially adapted housing for older people or vulnerable groups, unless the development is specifically for apartments.

### **Housing and health service offer**

In relation to the evidence of the need for an integrated health and housing service offer for older people, the council responded by transforming, reorganising and restructuring elements of its own housing service to create ASSIST – the Advocacy, Sustainment, Supporting Independence and Safeguarding Team.

This scheme commenced operations as a pilot in October 2014 to provide holistic 'whole system' interventions that support the early discharge of patients from hospital.

It was delivered in partnership with Nottinghamshire County Council and Sherwood Forest Hospitals Trust based at King's Mill Hospital in Mansfield. Its purpose is to help avoid or reduce delayed transfers of care ('bed blocking').



**Apartment block at Poppy Fields**

<sup>39</sup> [www.mansfield.gov.uk/CHttpHandler.ashx?id=8348&p=0](http://www.mansfield.gov.uk/CHttpHandler.ashx?id=8348&p=0)

The service is designed to deliver and facilitate:

- expediting hospital discharge
- preventing hospital readmissions
- sourcing alternatives to residential care
- utilising housing stock to meet local need including direct matching
- fast-tracking repairs to properties
- providing key safe installation and minor adaptations and handyperson service
- installing lifeline and telecare
- prioritising the letting of existing adapted accommodation
- using temporary accommodation to facilitate discharge
- supporting the hospital's emergency department 'front door' by engaging with people who have a social need and freeing up hospital staff to deal with emergencies.

Working in collaboration with social care and health partners, the ASSIST hospital discharge scheme has been a significant success within Kings Mill hospital, with referrals coming to the team from all over the hospital site. There are a wide range of case studies that demonstrate the variety of circumstances that hospital patients face in relation to housing needs and the range of ways that ASSIST has been able to respond to these situations on a case-by-case basis, to ensure speedy hospital discharge.

The funding received initially to deliver this service was £233,250 per annum. The council has recently undertaken a full review of housing needs services and as a result has reduced the costs of the service to £149,500 from April 2017. Funding for the scheme was secured from NHS and local authority partners.

## Promoting wider health and wellbeing

The council's approach to housing and older people contributes significantly to the Nottinghamshire health and wellbeing strategy and the Nottinghamshire Sustainability and Transformation Plan (STP). Nottinghamshire is one of few areas to include housing as a specific theme within the STP and the council has played a significant role in producing the housing and environment theme of the STP, focusing on how the council's hospital discharge scheme and Nottinghamshire 'Warm Homes on Prescription' (WHOP) scheme improve health through the home.

The WHOP scheme has been very successful in Mansfield with further funding secured through the Better Care Fund to provide new heating systems, insulation and advice to vulnerable home owners in fuel poverty. The council has ensured that the STP has the following key objectives within the housing 'theme':

- expanding the Mansfield hospital discharge model across Nottinghamshire
- expanding the WHOP scheme across Nottinghamshire.





## Adaptations for older people

The council has streamlined disabled adaptations processes to reduce delays for the applicant and ensure better value for money.

As well as offering mandatory Disabled Facilities Grants (DFGs) in private and council properties, the private sector housing service secured Better Care Funding (BCF) for 2016/17 to provide discretionary assistance with a prevention/early intervention focus. The council is offering 'healthy homes grants' to owner occupiers on low income to remove the most serious hazards in their homes (trips/falls/dampness/electrical/fire etc). The hospital discharge staff will be a key referral link for these grants. As part of this policy the council also offers hospital discharge assistance for those in hospital but where housing issues delay their safe discharge. Assistance will include minor decluttering, partial deep-cleaning, testing of gas fires etc to facilitate a safe discharge.

The council offers discretionary assistance to top up the mandatory disabled facilities grant to £40,000 for larger schemes and offers a 'rapid adaptation grant' for stairlifts initially as a means of preventing hospital admissions/re-admissions as a result of falls in the home. The grant is not means tested and is processed on receipt of an email from a trusted assessor from the local falls prevention team with minimal paperwork.

## Outcomes

The programme of building new homes for older people has been very successful in attracting downsizing amongst older people, across all tenures:

- one scheme of two bungalows – both occupants downsized both from council accommodation
- one scheme of 17 bungalows – 10 occupants downsized (seven from council accommodation and three from registered provider accommodation)
- one scheme of two bungalows – one occupant downsized from council accommodation
- one scheme of 84 properties (extra care scheme) – 15 occupants have downsized (10 from the owner-occupied sector, three from private rented and two from council accommodation).

The ASSIST scheme currently covers Mansfield and Ashfield in Nottinghamshire and has been independently evaluated by Nottingham Trent University Business School. The initial evaluation demonstrated that over the period of July 2015 to April 2016, of 1,129 admissions, 5,078 bed days were saved across Mansfield, Ashfield and Newark. The Nottingham Trent University external evaluation calculated the full year effect of system savings on the reduction of acute bed days at £1,371,060.

Mansfield District Council has recently been awarded a National Institute for Health and Care Excellence (NICE) Shared Learning Award for its ASSIST early discharge scheme.

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# NEWCASTLE CITY COUNCIL

## COMPREHENSIVE AND HOLISTIC ‘AGE FRIENDLY’ APPROACH TO ASSESSING DEMAND INVESTMENT, DELIVERY AND ENGAGEMENT

Newcastle City Council with its partners is working towards creating a city that is a ‘great place to live’, a city with desirable neighbourhoods that offer a range of affordable and quality homes that meet people’s needs, along with a strong sense of local identity and attractive well-used and popular public spaces and facilities.

Newcastle is also an Age-Friendly city. The council is committed to helping people achieve a good quality of life, to help them maintain their health and lead independent, fulfilling lives for as long as possible in their own homes and communities.

The provision of a wide choice of housing options and services makes an important contribution to age-friendly places and lifetime neighbourhoods. The Newcastle older persons’ housing strategy 2013-2018 was developed to set out the council’s comprehensive approach to widening housing choices for older people.

### Housing and older people context

The provision of accommodation for older people is a high priority for the city. Newcastle’s population is ageing and the council’s assessment was that there were insufficient accommodation options to meet the growth and diversity in this section of the housing market.

A key finding of the Strategic Housing Market Assessment 2013 (SHMA)<sup>40</sup> was that the significant forecast growth in

the numbers of older people will have major implications for demands for support resources and specialist accommodation.

The rate of growth is higher in the older age groups – with the number of people aged 65 plus living in Newcastle projected to increase by one third, the number aged 75 plus by two fifths and the number aged 85 plus by more than half between 2013 and 2030.

The most notable feature of the population projections is the number of people aged 85 and over and with this a likely increase in the number of people requiring care and support services. Newcastle experiences higher numbers of people living with dementia when compared to the national average and this is increasing with numbers aged over 65 expected to rise from 3,200 to 4,400 by 2030.

The council’s plans recognise that older age covers two or even three generations and as a result the group is very diverse with no ‘typical’ older person. Some people may live very active lives, while others may not. The range of housing offers being developed reflects this diversity.

### How is it innovative? The council’s approach

The council has developed an Older People’s Housing Delivery Plan 2013-2018<sup>41</sup> to deliver its vision of a wide range of housing options being available for older people.

Extensive evidence gathering, including consultation with older people, indicated that future development of housing for older people needed to be a priority for the council in order to:

<sup>40</sup> [www.gateshead.gov.uk/Building%20and%20Development/PlanningpolicyandLDF/LocalPlan/EvidenceLibrary/NewcastleGatesheadStrategicHousingMarketAssessment.aspx](http://www.gateshead.gov.uk/Building%20and%20Development/PlanningpolicyandLDF/LocalPlan/EvidenceLibrary/NewcastleGatesheadStrategicHousingMarketAssessment.aspx)

<sup>41</sup> [www.newcastle.gov.uk/sites/default/files/wwwfileroot/housing/supported\\_and\\_sheltered\\_housing/older\\_peoples\\_housing\\_delivery\\_plan\\_2013-2018.pdf](http://www.newcastle.gov.uk/sites/default/files/wwwfileroot/housing/supported_and_sheltered_housing/older_peoples_housing_delivery_plan_2013-2018.pdf)



- increase choice for older people and encourage them to plan for their future housing care and support needs, including rightsizing
- provide an alternative to traditional models of long term care
- provide a range of tenures to meet the needs of all older people
- shift resources from long-term care beds into community based housing models
- meet the future needs and aspirations of older people.

Consultation with older people identified that very few wanted to live in residential care, the majority of people either wanted to remain living in their own homes or have a housing with care alternative. The council is clear that it no longer wishes to support any further development of residential care for older people in the city.

More specifically the council has set challenging targets so that by 2020 it expects the older people's housing market to provide a choice of mixed tenure housing options linked to care to meet the diverse needs of Newcastle's older people as they age.

Through the council's activities the impact will be to:

- Facilitate the construction of almost 400 new affordable homes for older people, including 170 bungalows and Tyneside flats with 71 of these being specialist units for people with dementia. This will allow more households to remain independent at home and prevent crisis moves into residential care.
- Provide adaptations and improvements to housing association and private homes so that over 300 households per year

who have physical disabilities or sensory loss can live in a home which meets their requirements.

- Ensure the quality of existing sheltered housing is improved, with remodelling of a number of existing schemes.
- Broaden the range of housing options available for older people and reduce the reliance on residential care.

The council's focus is on providing and facilitating flexible accommodation to meet life changes as people move through older age, flexible enough to meet varying levels of care and support needs. The focus is not purely on one model such as extra care but rather developing a range of housing types including 'core and cluster' schemes linked to existing provision, mixed tenure and leasehold assisted living and specialist dementia housing models.

To support delivery of its plan the council has put in place a comprehensive capital funding programme – a £25 million fund (the Future Homes Fund) to support the delivery of new housing over the period 2012 to 2016.

A specific allocation of over £4.5 million was initially identified to support the development of older people's specialist housing. This has been used to attract grant funding from the Homes and Communities Agency (HCA).

Funding that has been allocated to regenerate brownfield sites, along with the Leazes's Homes (the council's housing delivery organisation) and the Your Homes Newcastle (YHN, the council's ALMO) programmes, also support delivery of older people's housing options. Where there is an identified need for new bungalow provision this has been secured as part of the scheme design. The

council, through its housing asset plan, has designated sites which have been sold to raise capital receipts where this funding has been recycled into new provision, including sites specifically for older persons housing.

The council is developing directly older people's housing; its first assisted living scheme has been developed directly by the council. In addition, to support delivery, the council has also procured a range of development partners to deliver affordable housing on council owned land including older person's specialist housing and supported housing.

As well as increasing the numbers of units and the diversity of specialist older person's housing, the council's older peoples housing delivery programme includes:

- Helping older people to live independently for as long as possible in their own homes:
  - delivering major adaptations (eg stair lifts, shower units, ceiling track hoists) to private homes and housing association properties
  - identifying opportunities to allow clients to access other properties that are already adapted that would better meet their needs and providing assistance with a managed move – where new schemes with bungalows have been developed, these have been targeted at those owner occupiers in the area who may be near to qualifying for disabled facilities grants and have worked with them to access the new bungalows for sale
  - upscaling the existing handyperson services, to help more than 2,000 older people per year to stay living independently in their own home.

- Making sure older people have the advice and information they need: the Tyne and Wear Homes service offers individuals a personal housing plan stating which housing options could meet their requirements and this includes advice on the accommodation and services in the home which are particularly suitable for older people.

The council is working with its key social housing partners, YHN, Leazes Homes and Byker Community Trust, to review and remodel existing sheltered housing assets to ensure that those which are retained will meet older people's needs and aspirations.

A particular area of innovation has been the way in which the council has involved older people and older people's groups extensively in the development and delivery of its older people's housing programme. It has worked with the local Quality of Life Partnership and Elders Council of Newcastle to assist with:

- understanding how to produce the best outcomes for older people from this programme
- the different housing models being developed and delivered as part of the plan
- the review of the delivery of actions contained in the plan.

## Outcomes

As a direct result of the council's financial commitment and the clear housing delivery plans that are in place, it has recently (January 2017) secured funding from the HCA for the delivery of older persons housing from 2016/17 to 2021. This funding comes on top of funding secured in the 2015-18 HCA



affordable housing programme. The council's funding allocation was the highest in the sub-region and among the other core cities.

The programme has delivered a range of planned outcomes to date including:

- three new assisted living schemes delivered to date including a range of tenures
- one private assisted living scheme: a council site has been sold to the private sector for the development of 54 units of assisted living
- sixteen purpose built housing apartments for people with dementia developed by a charitable organisation
- thirty-eight older people' bungalows and four apartments
- one new build dementia housing scheme of 30 units
- two sites (at Throckley and Parkway) have been marketed to the private sector for the development of approximately 110 assisted living units
- thirty affordable rent flats and 20 private sale bungalows along with specialist dementia accommodation opening in spring/summer 2017.

The council undertakes a review of each new housing development that opens to identify whether the intended outcomes have been achieved and to identify lessons for future developments. In relation to reducing reliance on the use of residential care, for specific schemes an assumption has been made that between 30 and 50 per cent of potential tenants will be diverted from residential care to deliver care cost revenue savings.

The review of the first assisted living scheme developed identified:

- the scheme was delivered to time and within the budgeted build cost
- target moves from/avoiding residential care were achieved
- target care cost revenue savings of £70,000 per annum were achieved
- feedback from qualitative research with residents and their families has been very positive, specifically:
  - tenants welcomed living in an environment designed to ensure they are able to live safely and securely
  - they can live more independently and avoid a 'crisis' move into institutional care
  - quality of life had improved in terms of being more able to pursue interests, activities and combatting social isolation.

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# NORTH SOMERSET, BRISTOL, BATH AND NORTH EAST SOMERSET COUNCILS

## CARE AND REPAIR COMMISSIONING AT SCALE TO SECURE A WIDER RANGE OF SUPPORT AND INNOVATION FOR PEOPLE LIVING IN MAINSTREAM

Bristol City Council, North Somerset Council and Bath and North East Somerset Council jointly commission sector-leading care and repair services across all three council areas from a single organisation, West of England Care & Repair (WEC&R), the largest independent home improvement agency in England.

This arrangement is covered by a four year contract which has been extended for two years. The councils have jointly commissioned this service and pooled their resources to secure economies of scale in the delivery of a range of services to support older and disabled people to live well in their existing homes, eg through providing home improvements, handyperson services, adaptations and support with hospital discharge. Bristol City Council was responsible for the procurement of the services on behalf of the three authorities and each authority draws down to suit their requirements.

Jointly commissioning these services over a large area from a single organisation has enabled WEC&R to use the size of the contract and the associated economies of scale to innovate by providing additional service capacity and added value to the councils and the older people living in their areas.

### **Housing and older people context**

The need for the types of practical assistance provided by a home improvement agency (HIA) service has been long established in all three council areas. Historically these types of HIA services were commissioned, funded and provided in different ways by each council.

Evidence of the need for HIA type services has come from a range of sources including older people's strategies and plans, housing needs assessments and private sector housing stock condition surveys. The make-up of housing stock by tenure is predominantly owner occupation amongst older people although this does vary between areas, eg in North Somerset it is over 70 per cent; in Bath and North East Somerset 68 per cent of the stock is owner occupied and 34 per cent of these are occupied by residents over 65 years. The growth in the private rented sector is a recent trend that has also fed into growing demand for HIA type services.

The core services available under the contract are:

- a comprehensive information and advice line
- handyperson service
- technical support for home repairs, maintenance and adaptations
- casework, advocacy and support
- independent living centre services
- training and advice for professionals.



These services are provided for older people and disabled people to enable them to remain in their own homes and live independent lives.

Although these are the core elements of the service it is intended to be in many cases 'the first step over the doorstep' that might help to facilitate preventative action such as a discussion with an older person about a range of other matters as appropriate, such as the opportunity to move to/downsize to more appropriate and attractive accommodation, advice on avoiding 'cowboy' builder and other rogue traders, as well as the other elements of the HIA service offer.

The councils are aware that the service is valued and recognised locally, for example, the experience of North Somerset Council is that many local older people will call WEC&R directly for advice and assistance in the first instance.

## How is it innovative? The councils' approach

Whilst the core HIA services are similar to the service offer from other HIA service providers, the innovation comes from how the councils have entered into a joint commissioning arrangement to create a much larger contract over several years, the nature of the relationship this arrangement enables them to have with WEC&R, and what a larger contract, both geographically and financially, provides to WEC&R to enable them to have sufficient resources to innovate and be highly flexible in delivery of the service.

From the councils' perspective:

- The economies of scale that the contract offers to WEC&R means that they have the resources to be able to recruit staff of an appropriate level of experience and capability which is likely to be more difficult with a smaller contract. This has ensured that the service has had a high standard of professional knowledge which is reflected in the quality of management of WEC&R and the delivery of the services to a high standard.
- The size of the contract and the size of the area covered means that WEC&R is able to employ sufficient staff to be in a position to deploy them flexibly and make best use of them in response to peaks in demand across all three council areas.
- The independent nature of WEC&R means that they can broker and attract other sources of funding that are not necessarily available to the councils which has enabled them to extend and 'add value' to the core services, for example extending a home from hospital service with funding from a grant giving organisation in Bristol (see below).
- Having a single organisation providing the service has meant that WEC&R has been able to build an extensive range of networks and links with other complementary organisations across all three council areas which benefits the older people using the service, eg in terms of signposting to other appropriate organisations, getting easier access to other forms of help and assistance.

## NORTH SOMERSET, BRISTOL, BATH AND NORTH EAST SOMERSET COUNCILS

From WEC&R's perspective:

- The breadth of the partnership and the security of a relatively long term contract has provided the opportunity to plan strategically over several years and plan service delivery accordingly.
- The scale of the contract makes it a more viable business model and provides the 'room' to be innovative.
- There is scope to provide financial efficiencies and still be able to be responsive and flexible.

The scale of the service has enabled WEC&RT to 'stretch' the core funding from the councils, for example the target for handypersons service is 8,000 jobs per annum, but by having the scale to work with a larger number of customers, it has been possible to extend that to 16,000 jobs undertaken by attracting and being able to assist more paying customers.

WEC&R has been able to attract additional grant funding from other sources which has 'added' value to the council commissioners, supported a higher number of older people overall and helps to make WEC&R more financially resilient.

For example, WEC&R has provided a service to help people return from hospital for several years but demands on the service have been increasing. Demographic change means that higher numbers of older and vulnerable people are being admitted to hospital.

The rise in demand meant that it was becoming increasingly difficult to fundraise fast enough the costs of the repair work needed when the person could not pay for it themselves, often resulting in people remaining in hospital unnecessarily. In Bath and North East Somerset urgent repair grants of up to £1,000 are available for home from hospital customers to assist with essential work required before residents can return home.

WEC&R secured funding from a local charity, the Dolphin Society, which has enabled them to deliver the hospital discharge project in Bristol more effectively by speeding up safe discharge and freeing up much needed hospital beds. Most of the work financed by the Dolphin Society differed from the normal handyperson service; the predominant need was for deep cleaning, decluttering, and often the provision of a new mattress, all of which give an indication of the difficulties people were facing at home before they were admitted to hospital.

This element of the WEC&R service has been independently evaluated which showed the benefits of the service and that in all cases the expenditure enabled people to leave hospital. It also identified that the service generated savings in hospital bed days and savings in hospital staff time.



## Outcomes

The performance of the service is jointly monitored by all three councils. Agreed performance data is provided by WEC&R on a quarterly basis and considered at quarterly monitoring meetings between all three councils and WEC&R covering:

- general casework
- information and advice
- technical support
- hospital related casework
- handypersons service
- home independence and mobility support.

The councils are able to look at outcomes achieved across the whole area as well as what is being delivered within each council area.

Due to the length of the contract and the maturity of the relationship between the councils and WEC&R, there is a high degree of freedom in how the service is delivered to achieve the specified outcomes. WEC&R has been able to restructure the service and staffing model to ensure it can reflect changes in demand for different elements of the service and to changes in different geographical based requirements.

In summary, the scale of the contract has enabled WEC&R to 'lever in' additional funding from grants, such as from the Dolphin Society, and to be successful in securing additional private funding to complement the funding from councils. This benefits the councils in that more older and disabled people are receiving a service in addition to what can be delivered from the core funding and for WEC&R it provides a viable and sustainable business model.

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# WORCESTERSHIRE COUNTY COUNCIL

## LONG TERM HOUSING PLANS, CLEAR INVITATION TO THE PRIVATE SECTOR AS WELL AS THE SOCIAL SECTOR TO DEVELOP HOUSING FOR OLDER PEOPLE AND HOUSING MODEL INNOVATION

Worcestershire County Council with its district and borough council partners has developed a housing strategy for older and disabled people, which covers all areas of Worcestershire. This strategy sets out the framework for future development in Worcestershire until 2026.

Through this strategy the council's intention has been to make a range of different housing for older people, both in the social and private sectors, available in every district in Worcestershire. The intention has been to shape and manage the market to maximise choice, both for people who want to buy and for people who want to rent.

The council has taken a leading role in promoting a variety of housing for older people and it has encouraged providers and developers from the social, charitable and private sectors to deliver the housing required in Worcestershire to meet the needs of the local ageing population.

### **Housing and older people context**

The council identified that the demographic pressures and the tenure mix of the older population in Worcestershire meant that a much wider range of housing options needed to be developed in order to meet older people's aspirations and requirements.

The key features of the ageing population in Worcestershire that are relevant to the council's approach to widening housing choices include:

- By 2031 there will be a 42 per cent increase in those over 60 and a 136 per cent increase in those over 85. Rates of growth vary between districts with higher growth in Wychavon and Malvern Hills.
- A rapid increase in dementia, due to the ageing demographic, is a significant issue for Worcestershire which has a higher proportion of people aged over 65 than the national average.
- The number of people aged over 65 with a long term limiting illness (LTLI) in Worcestershire is projected to rise over the next 15 years by 41 per cent. This has potential implications for individual health and wellbeing outcomes and also social care costs.
- Levels of owner occupation amongst older people in Worcestershire are very high at over 80 per cent in the 55-74 age range underlining the importance of planning for all tenures.



**Worcestershire's rooftop housing scheme**

## How is it innovative?

### The council's approach

To underpin its approach to widening housing options for older people, the council undertook extensive and comprehensive consultation with:

- groups of older citizens with an interest in retirement and extra care housing
- district council housing and planning partners
- a wide range of providers of retirement and extra care housing, from the private, social and charitable sectors.

As a result of this intelligence gathering alongside its analysis of future demographic related need, the council has set out its approach to the market to guide development of housing that will meet the full range of older people across Worcestershire, in summary:

- To meet the needs of the whole population of older people, a high proportion of retirement housing including extra care housing will need to be for sale, either outright or through some form of shared equity.
- In order for this to happen, older people who are currently owner occupiers will need to find new extra care developments sufficiently attractive to want to purchase an apartment/property.
- Most housing association older people's extra care housing schemes are expected to be mixed tenure.

- There is a requirement for different property types and a mix of one, two and three bed apartments within retirement housing developments.
- Developments need to cater for different cohorts within the older population in terms of housing equity and income levels.
- Housing developments should include as far as possible provision for people with dementia and people with significant care needs.

To reflect the need for a range of housing offers that will be attractive to older owner occupiers alongside the more 'traditional' approach to developing older people's housing in the social rented sector, the council has set out a clear statement of future need for older people's style housing development, with the focus on for sale units.

The intention has been to create attractive, aspirational housing options that are suited to people who either have or want to plan for changing housing requirements and potentially increasing care needs, including people living with dementia.

The strategic approach taken by the council to stimulating the market has deliberately not been overly prescriptive. Instead the intention has been to encourage imaginative and innovative approaches from providers and developers as a way of responding to the challenging economic climate at the same as there are substantial increases in projected need driven by demographic changes and a tenure mismatch in most districts.

The council has worked actively with developers and providers, both social and private, to identify potential sites that are suitable and viable for a mix of retirement housing, extra care schemes and care village type developments.

To help facilitate development, the council has worked with:

- Its district council partners to better understand and facilitate private sector development of retirement housing schemes.
- Housing associations to identify publicly owned sites suitable for retirement housing schemes and invested council capital funding in schemes where this has enabled development to take place.
- Developed a partnership approach to the delivery of care and support services, for example where the housing provider takes the lead in selecting its preferred care partner for extra care housing schemes, rather than the council selecting a domiciliary care provider for such schemes.

As part of this approach the council has developed a bespoke housing scheme specifically which is designed to be attractive to people living with dementia in partnership with Rooftop Housing and Redditch Borough Council. The resulting housing scheme is available to people across Worcestershire living with dementia who want to live in an attractive, well designed environment with extensive onsite care and support.

## Outcomes

Since 2014/15 the council has facilitated and/or supported the development of:

- Seven housing schemes in the private sector creating 437 units of housing with a further two schemes and 213 units in the pipeline.
- Six housing schemes developed by housing associations creating 407 units of housing with 102 units being for shared ownership. There are three further schemes in development which will provide 163 mixed tenure units.

There are further plans for 447 units of mixed tenure older people's housing over the next few years.

The housing scheme that has been designed specifically for people living with dementia has been operational for over 12 months and has been very successful. The scheme was fully occupied soon after opening. It has been highly successful in providing an alternative to registered forms of care for individuals living with dementia.

This housing-based model has also provided financial efficiencies to the council, generating a net saving on care costs compared to the use of alternative settings of approximately £173,000 in the first year.

## Contact

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**The suitability of housing is critical to the health and wellbeing of individuals and the capacity of public services to support healthy ageing over the long term**



# THEMES AND LESSONS FROM THE CASE STUDIES

The following themes and lessons are drawn from the case studies highlighting good practice by councils.

## HAVING A CLEAR VISION – PROMOTING AWARENESS AND CHANGING ATTITUDES

All the councils have a very clear vision for how they intend to extend the range of housing opportunities in response to an ageing population locally.

Local political leadership is an important part of developing the mandate of a local vision for housing an ageing population and delivery of the vision in practice.

There are clear benefits where councils can shape local housing markets to provide good quality, well-located, inclusively-designed housing for older people including:

- Efficiencies can be achieved in the delivery of care and support in developments exclusively for older people both by virtue of scale and the mutual support amongst residents; for instance in Essex and Newcastle.
- There is the potential for family homes to be released back to the market; for instance in Birmingham and Mansfield.
- Well designed, care-ready housing will be attractive to many older people who want to make a move before a care or health related 'crisis', for instance in Birmingham.
- A range of communal facilities at the interface between residents and the community can provide a community 'hub' as a catalyst for community cohesion around health and wellbeing; for instance in Worcestershire and Essex.

## PLANNING FOR AN AGEING POPULATION

Using a sophisticated mix of demographic data, planning tools alongside localised contextual information and what older people say is important is necessary to plan and deliver what is really needed locally; for instance in Central Bedfordshire

The location of new housing for older people is of critical importance. Local plans can be a valuable mechanism to identify and signal where and in what circumstances development of older people's housing will be supported; eg Central Bedfordshire; Worcestershire/south Worcestershire

Councils can play an important role in facilitating and promoting the supply of housing for older people across both the public and private sectors; for instance in Essex; Worcestershire and Central Bedfordshire.

Using local plans to signal to the market what is required across all housing tenures and proactively engaging with housing developers at pre-application stage supports the delivery of well targeted and considered housing proposals; for instance in Worcestershire.

Co-production with older people; councils involving people in the specification, design, delivery and review of housing offers aimed at older people; for instance in Newcastle.



## DELIVERING AND ENABLING NEW HOUSING FOR OLDER PEOPLE ACROSS THE PUBLIC AND PRIVATE SECTORS

The disposal of public sector land presents a good opportunity for councils to allocate sites in appropriate locations for housing for older people; for instance in Birmingham, Newcastle and Essex

Encouraging and supporting private sector retirement housing development that is well designed is an important part of helping to create housing diversity and help meet the future housing needs of older home owners; for instance in Worcestershire and Central Bedfordshire

Delivering mixed tenure care-ready housing that can successfully meet the needs of people with care needs is an effective and attractive proposition to those who wish to 'rightsize' and those who want to avoid moves to registered forms of care, such as residential care homes; for instance in Essex and Birmingham.

Well planned, designed and executed aspirational housing will attract rightsizing in the public and private sectors; for instance in Birmingham and Worcestershire.

## PROMOTING AN INTEGRATED APPROACH TO HOUSING, CARE AND HEALTH

Well-developed relationships between councils and their NHS partners support the development of effective and integrated housing and health responses to an ageing population; for instance in Mansfield District Council; North Somerset, Bristol and Bath and North East Somerset Councils:

- supporting older people to return to their homes in a timely way following hospital admission
- providing practical assistance, for example to reduce the likelihood of falls by assessing and removing hazards in the home to prevent hospital admission.

Sensitive and well-designed housing aimed at people with complex care needs and/or living with dementia can be a highly effective housing alternative to registered care; for instance in Worcestershire and Newcastle.

## SUSTAINING OLDER PEOPLE IN MAINSTREAM HOUSING

Commissioning and providing home improvement agency type services across council boundaries offers scope for economies of scale that can support and foster innovation in improving existing accommodation; for instance in North Somerset, Bristol and Bath and North East Somerset Councils.

Commissioning home improvement agency services<sup>42</sup> at scale over extended contract periods allows these types of services to be more financially sustainable, offers providers the opportunity to plan strategically over several years and ensures that the greatest number of older people can receive a service.

Commissioning independent and/or charitable organisations to provide services to older people to maintain their existing homes, particularly at scale, means that they can broker and attract other sources of funding that are not necessarily available to the councils which enable them to extend and 'add value' to the core services.

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<sup>42</sup> At the time of drafting, the Centre for Ageing Better has commissioned a systematic evidence review of home improvement agency services.

# OPPORTUNITIES AND RECOMMENDATIONS

This section outlines a series of potential opportunities and recommendations, based on the evidence from a wide range of housing, planning, social care and health stakeholders, existing knowledge and research, current policy, and the council case studies.

These are opportunities for the Government, policy makers, councils, providers and other stakeholders with an interest in meeting the housing needs of an ageing population.

## A FOCUS ON MEETING THE HOUSING NEED OF OUR AGEING POPULATION

It is nearly 10 years since the last Government housing strategy for older people, Lifetime Homes, Lifetime Neighbourhoods.<sup>43</sup>

Given the scale of demographic change and the centrality of this growing older population to many aspects of housing policy there is an opportunity to develop a clear national focus on meeting the housing requirements of ageing population in England.

The devolved administrations in Northern Ireland, Scotland and Wales have all undertaken separate national reviews, with the Welsh Government publishing an Expert Group report recently.

There is an opportunity for the Government to set out to comprehensively address the housing needs of an ageing population for England, through working with and supporting councils and other stakeholders.

## USING DATA AND EVIDENCE TO UNDERPIN A COMPREHENSIVE APPROACH

It is important to recognise the diversity of an ageing population in any comprehensive housing approach given that 'older age' – defined as ranging from 60 years to over 100 years – now literally spans half a lifetime for many.

It is essential that high quality data covering demographic, health, and socio-economic factors is consistently available to plan, commission and support the appropriate development of housing for older people.

It is recommended that:

- Guidance and support is provided to councils along with tools to robustly project future housing and care needs for older people to improve delivery plans, planning submissions and reduce development risk.
- Such tools are used by councils as part of developing SHMAs, SHLAAs and local housing plans. Existing tools such as the Strategic Housing for Older People Analysis (SHOP@) may provide councils with detailed evidence of future need in their area.
- Guidance and support is provided to all local stakeholders and developers in how to interpret this information to take into account local market conditions.

<sup>43</sup> <http://webarchive.nationalarchives.gov.uk/20120919132719/http://www.communities.gov.uk/documents/housing/pdf/deliveringlifetimehomes.pdf>

## PLANNING FOR AN AGEING POPULATION'S HOUSING REQUIREMENTS

It is important to create a planning framework and system that is appropriately supportive of developing a range of housing offers suitable for an ageing population.

It is recommended that:

- Guidelines are published by the Government that clarify the different housing models/ typologies for older people with appropriate recommendations regarding planning Use Class and planning facilitation measures for the assessment of applications.
- Councils are supported and incentivised to build age-friendly neighbourhood principles into planning policies, integrating All Age Friendly housing as part of healthy, inclusive mixed tenure housing developments.

## AN INTEGRATED APPROACH TO HOUSING, CARE AND HEALTH

It is desirable, particularly in relation to meeting the requirements of an ageing population, for housing, care and health responses to be purposively aligned or integrated.

There are opportunities for:

- Health and wellbeing boards to provide the local forum that bring together housing, care and health partners in order to develop a collective strategic ambition for delivering housing that enables healthy ageing alongside health and care services, with local plans which show how widening housing options for older people will help to reduce demand on local care and health services
- Health and wellbeing boards would benefit from further projects that investigate, capture and present good practice examples on the development of integrated housing, care and health services.
- Councils to link development of older people's housing to strategies and funding streams such as the Improved Better Care Fund and One Public Estate, for example to support improved asset management planning to facilitate housing development for older people.
- Councils to support the development of a wider range of housing 'offers' where these demonstrably support improvements in public health and wellbeing (for example drawing on the Mansfield District Council practice).
- Councils, together with their NHS partners, to identify and make use of surplus land and property assets, where there is evidence of need, for example to develop integrated housing and community-based health facilities.



## DELIVERING NEW HOMES THAT OLDER PEOPLE WANT AND NEED

There is an acute need to provide more housing which is suitable for an ageing population.

There is opportunities for:

- Council local plans and strategies to explore the full spectrum of housing types and choices across all tenures, 'care ready' and housing with care, including future-proofing mainstream housing.
- Councils to promote new innovative housing designs and schemes that increase choice and quality through HAPPI style, 'care ready', digitally enabled homes within new and existing communities, with a particular focus on targeting the large group of younger older people with average or below asset wealth that might be interested in moving but for whom there are insufficient options currently.
- The Government to enable local partners to access more capital funding through the Homes and Communities Agency (HCA)/ Greater London Authority (GLA) to support and incentivise development of a mix of new older people's housing, including community-led housing such as co-housing.
- Local partners to promote more intergenerational housing which brings older people into contact with their children's and grandchildren's generations.
- New housing aimed at older people that is designed to support people living with dementia to remain living in their own homes as far as practicable.

- The Government to put in place a stable policy and funding environment is put in place which resolves concerns about the potential impact of the Local Housing Allowance (LHA) cap on older people's housing to support providers of this important form of housing to plan for the future with confidence and increase the supply, including for options such as extra care housing.

## ADAPTING EXISTING HOMES: AGEING WELL IN THE CURRENT HOUSING STOCK

At least 80 per cent of the buildings that we will inhabit in 2050 have already been built<sup>44</sup>. As most people will age in mainstream housing that already exists, adequate repair, maintenance and adaptation of this current housing stock will continue to have the greatest impact on the wellbeing of older people and consequent costs for social care and the NHS.

There are opportunities for:

- Councils, with their NHS partners, to continue to promote a fresh approach to addressing the standards and condition of the existing housing stock (its modification, adaptation, technology enablement). In particular, housing needs to be part of the vision and ongoing plans for integration of care and health.
- The Government to ensure that future provision of home adaptations is secured after the end of the Better Care Fund.

<sup>44</sup> Urban Design Directory (2015/7) Creating pro-social places

## OPPORTUNITIES AND RECOMMENDATIONS

- Local housing partners and technology companies to promote information about the market of digitally enabled technology offers and products aimed at supporting older people to maintain their independence.
- Local partners to support and promote schemes that offer low-cost, low risk financial products specifically for older people wanting to enable equity release for the purpose of 'future proofing' their homes.

There is an opportunity for:

- The Government and councils to provide impartial information and advice about housing aimed at older people and their families.
- Local housing, care and health sector partners to start an early collective conversation with people about both their current and future housing aspirations and needs as they age.

## INFORMED DECISION MAKING ABOUT LATER LIFE CHOICES

Whilst older people's families often become involved in decision making about housing and care options, this can often be at a crisis point which tends to rule out options that might have been suitable if planned for at an earlier stage. Research by Independent Age<sup>45</sup> shows that talking to family members about housing in later life was the third most difficult topic (after end of life and later life care). Making an informed decision about, for example moving to housing designed for older people, can require a significant degree of knowledge and research.

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<sup>45</sup> Independent Age (2016) We need to talk about caring: dealing with difficult conversations

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