

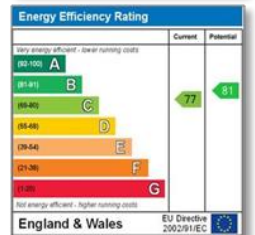


London Commuter Belt (East) Sub Region

Older People's Housing Requirements 2013

Report of Findings

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Opinion Research Services The Strand, Swansea SA1 1AF
David Harrison Nigel Moore Jonathan Lee
enquiries: 01792 535300 · info@ors.org.uk · www.ors.org.uk

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Contents

1. Introduction	4
National Planning and Policy Framework 2012	4
National Housing Strategy	4
Care Bill 2013	5
Definitions of Older People’s Housing	5
Joint Strategic Needs Assessments.....	6
2. Modelling Older People’s Housing Requirements	10
Current Requirements	11
Modelling Future Requirements – LCB East	12
Older People Population Projections London Commuter Belt East	14
Age cohort projections - LCB East.....	14
Connecting Health and Social Care with Housing and Planning.....	16
Planning Policy and Older People.....	16
Example policy wording for Local Plans.....	17
3. Recommendations	18

1. Introduction

- 1.1 The UK faces a significant challenge as people live longer and this is increasingly recognised. In 'Living Well At Home - 2011' (All Party Parliamentary Group on Housing and Care For Older People) identified the challenge posed by the UK's ageing population; the older population will grow from 10.1m to 16.7m by 2036 for the over 65s, and from 1.3m to 3.3m by 2033 for the over 85s. Already over half of NHS spending is on people over 65.
- 1.2 Both Health and Adult Social Care services are currently undergoing significant reform. The Health & Social Care Act 2012 initiated Health reforms which came into effect in April 2012 with the establishment of Adult Health and Well Being Boards and Clinical Commissioning Groups. A draft Care and Support Bill 2013, covering Adult Social Care, is currently progressing through Parliament. Reforms are underpinned by a principle of sustaining older people at home for as long as possible, thereby avoiding expensive hospital and care home services, while ensuring co-operation, fairness and high quality in those services which support older people at home.

National Planning and Policy Framework 2012

- 1.3 The National Planning and Policy Framework Paragraph 159 says 'the Local planning authorities should have a clear understanding of housing needs in their area' and that this need for 'all types of housing' should include the needs of 'older people'.
- 1.4 In addition, the Framework contains a useful definition of older people in its glossary:

'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'.

National Housing Strategy

- 1.5 In 'Laying the Foundations – A Housing Strategy for England' (2011), local authorities are encouraged to make provision for a wide range of housing types across all tenures, including accessible and adaptable general-needs retirement housing, and specialised housing options including sheltered and Extra Care Housing.

- 1.6 The advantages of providing specialist housing provision for older people are usually highlighted in terms of:
- » **Financial benefits of specialist accommodation for other services:** for example, research into the financial benefits of the Supporting People programme (Capgemini for CLG: 2009) showed that £258.7 million spent on housing-related support in sheltered housing for older people produced £1.1 billion of benefits, including savings in social care and health.
 - » **Specialist accommodation releasing general housing:** for example, HAPPI2 (Housing our Ageing Population; Plan for Implementation – 2012) identified how developing more retirement housing could reduce under-occupancy and make more family homes available for younger people. Further, more retirement housing could mitigate the impact of the government’s bedroom tax, by providing alternative homes for older households over-occupying their homes

Care Bill 2013

- 1.7 The new Care Bill 2013 Part 1 s.6 includes a provision for local authorities ‘co-operating generally’ on the needs of adults with needs for care and support. This includes District and County Councils and Housing and Adult Social Care, including the authority’s functions relating to housing.

Definitions of Older People’s Housing

- 1.8 For analysis purposes we have used the following definitions regarding specialist housing for older people:

Figure 1: Definitions of Older People’s Housing (Source: Housing in Later Life Toolkit 2012, CORE, Elderly Accommodation Counsel (EAC, 2012a))

Sheltered Housing	The most widely known form of specialised housing for older people. Traditionally, support was provided by a scheme manager often resident on site, but increasingly this support is being offered through floating services. The term has generally now been superseded by Retirement Housing, although it is still used in planning circles.
Enhanced Sheltered Housing	Sheltered housing that provides more facilities and services than traditional sheltered housing but does not offer the full range of provision that is found in an Extra Care Housing scheme.
Extra Care Housing (also known as Flexicare)	A complex of specialist housing for older people which provides care in a style that can respond flexibly to increasing need while helping the individual to retain their place within their existing community. Extra Care can provide a range of ‘lifestyle’ facilities for social, cultural, educational and recreational activities.

Leasehold Scheme for the Elderly (LSE)	Provides accommodation for the elderly for purchase on a leasehold basis. When the property becomes vacant the housing association purchases back the lease and sells the property on to another household wishing to purchase this type of accommodation. This scheme has been superseded by Shared Ownership for the Elderly, however associations continue to resell existing LSE.
Supported Housing	Schemes with some form of regular on-site 'warden' or scheme manager service, however limited.

Joint Strategic Needs Assessments

- 1.9 In 2006, the Department of Health White Paper 'Our health, our care, our say' identified the need for Directors of Public Health to work with Directors of Adult Social Services and Children's Services to jointly undertake regular strategic needs assessments of the health and well-being status of their population.
- 1.10 The concept of a Joint Strategic Needs Assessment (JSNA) was further expanded in the 'Commissioning Framework for Health and Wellbeing', which was published in March 2007 and includes a requirement to consider the housing needs of older people.
- 1.11 The publication of the Local Government and Public Involvement in Health Act (2007) subsequently placed a statutory duty on upper-tier local authorities and PCTs to produce a JSNA, with effect from 1st April 2008. Guidance on producing a JSNA was contained in Guidance on Joint Strategic Needs Assessment (2007).

Essex

- 1.12 In response to this requirement, Essex has produced two documents:
- » Essex, Southend-on-Sea and Thurrock Joint Strategic Needs Assessment 2008
 - » Essex County Council Adult Social Care Market Position Statement 2012
- 1.13 The Essex approach identifies a continuing need for specialist accommodation for older people. It aims to describe current and potential future demand and supply; the funding that the commissioning authority has available; potential demand from people funding their own services; and begins to describe how commissioners would like to work with the social care market going forward. Further updates regarding housing requirements are proposed to be carried out as individual pieces of work rather than a new JSNA.
- 1.14 In terms of older people's housing requirements, the Position Statement (2012) contains information relevant to the LCBE SHMA.

Extract- Essex County Council Adult Social Care Market Position Statement 2012

Increase the use of extra care housing and other alternatives to registered care by working jointly with Housing Authorities and the housing market – Research indicates that Extra Care housing can delay or prevent the need for more intensive forms of support. Essex currently has a deficit of Extra Care provision. Estimates suggest that there is a shortfall of 2,627 Extra Care places in Essex with Tendring, Basildon, Chelmsford and Castle Point having the largest undersupply of Extra Care places.

Extract- Essex County Council Adult Social Care Market Position Statement 2012

Reducing the contracted use of residential care for physically frail older people whilst ensuring that good quality registered care is available for those people who need it – The numbers of older people supported by Essex in registered care has remained fairly static since 2006 despite increased demographic pressures. This is mirrored nationally with little change in the number of care home places since 2004. However this masks the changes in the needs of people entering registered care, with people being admitted later in life and staying for shorter periods. As a result we do not believe that we need more residential care, but we may need to consider the models of registered care that are provided, and the distribution of residential care across the county. Whilst responsibility for planning sits with the District and Borough Councils, we are consulted on planning applications for new registered care homes. We are unlikely to support planning applications for registered care homes in areas where we believe there is an already an oversupply unless the application is to remodel existing provision to make it more fit for purpose, or the proposed development will better meet specific unmet needs within the area. More detail about current supply can be found in the next section. As part of our on-going engagement with the market we would welcome discussions with providers about their ideas for potential developments so we can give an early indication about whether we are likely to support an application and hence avoid unnecessary costs to providers at a later stage. We would also welcome conversations about developing alternatives to registered care.

Hertfordshire

1.15 In response to the JSNA requirement, Hertfordshire has produced four documents:

- » Hertfordshire Joint Strategic Needs Assessment 2012
- » Hertfordshire County Council Adult Care Services Commissioning Strategy for Older People 2008 -2012
- » Accommodation Services for Older People 2009, with a separate update in 2010
- » Accommodation for frail older people - Increasing capacity and choice - Programme Document 2007

1.16 The JSNA focuses largely on health issues, although containing much useful data on demographics and accommodation type and tenure. “Accommodation for frail older people - 2009” sets out the approach to be taken by Hertfordshire.

Extract - Accommodation for frail older people - Increasing capacity and choice - Programme Document - 2007

Objectives

- » Help older people to remain living in their own homes for as long as possible with good health and quality of life
- » Secure sufficient care capacity to meet the needs of frail older people meeting Adult Care Services eligibility criteria and increase choice for these people
- » Ensure the right amount of housing related support is available for vulnerable older people (including those not eligible for care services)
- » Make best use of resources across partner agencies including revenue funding, capital and land

^{1.17} This was followed in 2009 by “Accommodation Services for Older People” which detailed the way in which Hertfordshire would work with housing providers to provide a new model of housing for older people.

Extract – Accommodation Services for Older People - 2009

With the number of over 65s expected to rise dramatically in the coming years, Hertfordshire has embarked on an ambitious programme to accommodate a growing population of older people through an innovative and flexible approach to maintaining independent living. The programme is increasing capacity and the range of accommodation for older people by approximately 600 places by 2010/11 in order to keep pace with the growing number of older people and their care needs. The vision is not only about catering for increasing demand, but about giving people real choice about how and where they live. The programme is being driven forward by an innovative partnership between Hertfordshire County Council, the ten district councils, two Primary Care Trusts (PCTs) and local partners, supported by the Institute of Public Care (IPC). The emphasis is on a shift away from residential care towards providing more flexicare housing, which is Hertfordshire’s model of extra care housing. The approach reflects an important change in attitudes towards the care of older people – helping them remain in their own homes as long as possible, preserving their independence while ensuring that they have all the support they need, when they need it.

^{1.18} The 2010 update of the Accommodation Services for Older People document outlines activity in each of Hertfordshire’s districts. A single Local Area Programme Board has been set up across East Herts and Broxbourne to take forward the detailed work. The Board comprises local representatives from Broxbourne Borough Council, East Herts District Council, Adult Care Services, RPs including Broxbourne Housing Association, Circle Anglia Housing Association and Riversmead Housing Association, and the NHS.

Extract – Accommodation Services for Older People - 2010 update

Broxbourne

Adult Care Services has estimated that 88 additional care home places will be required in the period up to 2010/11. An additional 45 flexicare housing places will be needed. Revenue funding for these places has been agreed. In addition to the 2010/11 projection, **Adult Care Services estimates that by 2020/21 Broxbourne will require a further 139 social-funded flexicare housing places and a further 13 care home places.**

East Herts

Adult Care Services has estimated that 80 additional care home places will be required in the period up to 2010/11. This provision will be met through re-configuration of existing services and by commissioning additional places. A further 330 additional flexicare housing places are required. Revenue funding for these places has been agreed. In addition to the 2010/11 projection **Adult Care Services estimates that by 2020/21 East Herts will require a further 117 social-funded flexicare housing places and a further 294 care home places.**

2. Modelling Older People's Housing Requirements

- ^{2.1} For LCB East, a major policy issue is how the current projected growth in the population of older people translates into a requirement for new provision of specialist accommodation.
- ^{2.2} The housing requirements of older people differ from other household groups. Older people are not a homogenous group, and have changing needs as they pass through the various stages of ageing. Older people are mostly already housed, and the issue for them is more the suitability of their present accommodation, rather than moving home. Older people tend to choose to move either as part of a retirement plan (e.g. out-migration to a seaside area) or when ill health makes it unavoidable. For policy makers, a key focus is on those who are frail or suffer long term limiting illness.
- ^{2.3} The modelling of older people's housing requirements has developed over time. However, most models adopt a methodology which effectively forecasts the population of older people to a future date and then models requirements on the basis of ratios of housing requirements per 1,000 population. These tend to be in toolkit form to help local authorities plan for housing their ageing population. They also highlight the benefits of specialist housing and encourage planners to join up housing, planning and social care policies.
- ^{2.4} The two key good practice examples for Housing are:
- » *More Choice, Greater Voice (CLG, Housing LIN, Care Services Improvement Partnership - 2008)*
 - » *Housing in later life: planning ahead for specialist housing for older people (National Housing Federation, McCarthy and Stone, Housing LIN, Contact Consulting and Tetlow King Planning; 2012)*
- ^{2.5} Figure 2 below highlights how the ratio approach has matured over time and how the ratios themselves have changed.

Figure 2: Benchmark Figures for Specialist Accommodation

	'More Choice, Greater Voice' 2008		Section A Strategic Housing for Older People Resource Pack (Housing LIN, ADASS, IPC) 2012	
	Places per 1,000 population aged 75+	Tenure split	Estimate Of Demand Per Thousand of the Relevant 75+ Population	Tenure split
Extra care	25		45	30 sale 15 rent
Supported housing	125	50 rent 75 sale	-	-
Enhanced Sheltered	20		20	10 sale 10 rent
Dementia	10		6	
Leasehold Scheme for the Elderly	-		120	

Current Requirements

- ^{2.6} The latest Essex position is contained within the Essex County Council Adult Social Care Market Position Statement 2012 for Brentwood, Epping Forest, Harlow and Uttlesford. This uses the ratios in 'More Choice, Greater Voice' which have been superseded by the Housing LIN ratios. The 2012 figures reflect the current deficit established by Essex County Council, net of existing and projected supply.

Figure 3: Specialist Housing Requirements Essex 2012 (Source: Essex County Council)

	Brentwood	Epping Forest	Harlow	Uttlesford
Specialist Housing for Older People	256	773	854	186
Extra Care	149	233	155	150

- ^{2.7} The most recent information for Hertfordshire requirements projects the following requirement.

Figure 4: Specialist Housing Requirements Hertfordshire 2009 (Source: Herts County Council)

	Broxbourne			East Herts		
	Baseline 2005	Growth needed by 2010/11	Projected further growth needed by 2020/21	Baseline 2005	Growth needed by 2010/11	Projected further growth needed by 2020/21
<i>Privately funded</i>						
Extra care	54	149	103	29	76	406
Residential care	71	14	42	202	42	158
Nursing care	12	2	6	127	26	98
<i>Social funded</i>						
Flexicare housing	60	45	139	24	330	117
Residential care	55	24	-39	246	-40	15
Nursing care	10	48	4	76	52	23
Total number of care home units	148	88	13	651	80	294
Overall total of units with care provided	262	282	255	704	486	817

Modelling Future Requirements – LCB East

- ^{2.8} The specialist housing requirements for LCB East have been modelled using the Housing LIN ratios. These were developed in 2012 by a partnership which included Suffolk and Essex County Councils, Elderly Accommodation Council (EAC), and the Housing Learning and Information Network (Housing LIN). It is a secondary data based model which uses data from various sources including EAC, POPPI and Census.
- ^{2.9} Modelled requirements are a key output from applying the Housing LIN ratios to the forecast future population.
- ^{2.10} However, a key task is how the future population is modelled. The Housing LIN approach takes population forecasts and applies certain factors and assumptions about how any gross population projections may be constrained by various factors:

- » Older people who may wish to downsize to smaller accommodation.
- » Life expectancy of older people.
- » The need for alternative accommodation such as registered Care or Nursing Homes.

^{2.11} There are other factors which Housing LIN does not incorporate but which can also have an impact on modelling assumptions. These should be noted when considering the outputs from using the Housing LIN model:

- » Drivers of the growth in older population: the increase in the projected population of older people is often driven by health and environmental factors (e.g. better diet, improvements in medicine, smoking cessation etc) to extend life expectancy. Therefore, the relative health of older people in 2001 or 2011 is unlikely to be representative of people of the same age by 2031.
- » Impact of 'at home' adult care and support services in reducing the requirement for specialist accommodation: the move to support people in their own homes for as long as possible may reduce the need for specialist accommodation over time.
- » Propensity of older people to move into specialist accommodation: older people with a physical dependency may need to move, or express a desire to move, to specialist accommodation, but many will actually refuse to do so when opportunities are presented to them
- » Population forecasts may overstate the number requiring specialist accommodation as many households will contain more than one older person: effectively, the population numbers will be higher than household numbers
- » Only rented and owner occupation tenures are considered in the Housing LIN model, not intermediate tenures.
- » Non-aspirational moves, which occur when people have to move (e.g. in a 'crisis' situation), are not included.

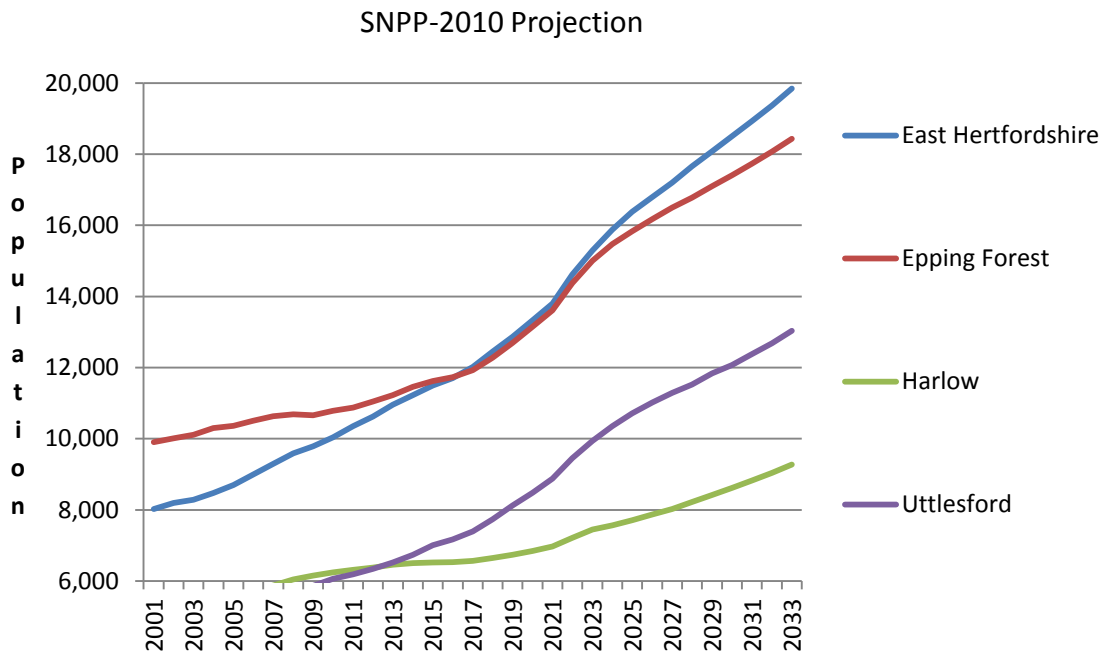
^{2.12} Nevertheless, the Housing LIN Model ratios offer a useful starting point to begin the modelling of housing requirements for older people.

^{2.13} ORS has undertaken a study for the Home Builders Federation Retirement Housing Group (Modelling the Housing Requirements for Older People; 2010) which considered specialist requirements using the 'More Choice, Greater Voice' ratios as a starting point, but then applying a more detailed demographic modelling which incorporated further issues such as those outlined above. The study concluded that many requirements for extra care and residential care are likely to be overstated if wider factors are not built into modelling assumptions.

Older People Population Projections London Commuter Belt East

- 2.14 Population projections show that the population in the LCBE area is likely to become older in the period up to 2031. In particular, the number of people aged 75 years and above is expected to grow considerably.
- 2.15 Figure 5 shows the forecast Older People aged 75+ population for LCBE based on the SNPP 2010.

Figure 5: LCB East Older People aged 75+ Population Growth Projections 2001-2033 (Source: ONS)



Age cohort projections - LCB East

- 2.16 Essentially, LCB East has considerable forecast growth in their population aged 75+; the highest forecast growth is in East Herts (147%) and Uttlesford (162%).

Figure 6: Older People aged 75+ Population Growth Projections 2001-2033 (Source: ONS)

2001-2033	East Hertfordshire	Epping Forest	Harlow	Uttlesford
2001 population	8,026 6.2%	9,901 8.2%	4,869 6.2%	4,971 7.2%
2033 SNPP-2010 projection				
Population	19,847 11.8%	18,430 11.9%	9,273 9.6%	13,029 12.8%
Net change	+11,821 +5.6%	+8,529 +3.7%	+4,404 +3.4%	+8,058 +5.6%
% growth in population	147.3%	86.1%	90.4%	162.1%
% growth in percentage of population	89.9%	44.9%	55.1%	77.4%

^{2.17} Based on the growth in population aged 75+ identified across the population projection scenarios, Figure 7 identifies the potential requirement for specialist housing using the ratios set out in the Older People Resource Pack 2012. These figures are a Gross position and do not include recent supply (2001-12) – the impact of this will need to be factored into the final requirement.

Figure 7: Implications of Older People Resource Pack Ratios based on Population Projection Scenarios (Note: figures may not sum due to rounding)

Area	Extra care	Enhanced Sheltered	Dementia	LSE	All Types
GROSS REQUIREMENT TO 2033					
East Hertfordshire	900	400	100	2,400	3,800
Epping Forest	800	400	100	2,200	3,500
Harlow	400	200	100	1,100	1,800
Uttlesford	600	300	100	1,600	2,500
TOTAL	2,700	1,200	400	7,300	11,600
NET REQUIREMENT EACH FIVE YEARS TO 2033					
East Hertfordshire	80	40	10	220	350
Epping Forest	60	30	10	160	250
Harlow	30	10	0	80	130
Uttlesford	60	30	10	150	240
TOTAL	230	100	30	620	980

- 2.18 Although the modelling of housing requirements has matured, one area of risk concerns actual (as opposed to modelled) demand for specialist schemes in future years. These modelled requirements should be seen, therefore, as the basis for discussion with Adult Social Care and Health colleagues rather than a definitive requirement.

Connecting Health and Social Care with Housing and Planning

- 2.19 Housing and Planning will need to respond to national reforms and good practice developments by forging closer relationships with Health and Adult Social Care colleagues. In particular, there is a need to connect health and social care strategies with housing and planning regarding new specialist accommodation, as there may be new opportunities to bid for funding.

Example: New funding opportunities following Health and Adult Social Care Reform

- Care and Support Specialised Housing Fund: £160m of NHS funding for specialised housing to run for 5 years from 2013/14. Programme managed by the HCA. (Bidding closed in January 2013).

- 2.20 The SHMA should also link with the Joint Strategic Needs Assessment (JSNA) and Joint Health and Well-being Strategy (JHWS) to ensure that the requirements for new housing, and support needs to older people in existing stock, are met.

Planning Policy and Older People

- 2.21 *'Housing in later life: planning ahead for specialist housing for older people' (2012) contains detailed advice in Chapter 6 regarding 'tools to help officers plan for this form of housing in their local policies and strategies'* and headlines are given below:
- » Incorporate specialist housing for older people into local plans
 - **Planners:** Seek to include policies that encourage the delivery of specialist housing for older people, where the need is identified, in their local plans.
 - **Adult social care officers:** Look to work with officers compiling local plans to join up thinking about remodelling existing specialist housing for older people across local and neighbourhood plans.
 - » Local strategies for older people
 - **Planners:** Engage with providers and older people at an early stage to produce Supplementary Planning Documents that reflect the needs illustrated in the Local Authority's housing and accommodation strategy for older people.
 - » Connect health and social care strategies with housing and planning

- Help to ensure that the JSNA and the Health and Well-being Boards link with the objectives of planning and housing.
- Seek cross-departmental agreement and support between housing, health and planning on procurement, asset management and any land disposals to meet the strategic needs of the Local Authority.

Example policy wording for Local Plans

'Housing in later life: planning ahead for specialist housing for older people' (2012) also contains suggested Policy wording for Local Plans:

Excerpt Chapter 6: Housing in Later Life

'No one planning approach will be appropriate for all areas, but the following provides an example policy wording that could be included in a local plan where a need for specialist housing has been identified:

"The Council will encourage the provision of specialist housing for older people across all tenures in sustainable locations.

"The Council aims to ensure that older people are able to secure and sustain their independence in a home appropriate to their circumstances and to actively encourage developers to build new homes to the 'Lifetime Homes' standard so that they can be readily adapted to meet the needs of those with disabilities and the elderly as well as assisting independent living at home.

"The Council will, through the identification of sites, allowing for windfall developments, and/or granting of planning consents in sustainable locations, provide for the development of retirement accommodation, residential care homes, close care, Extra Care and assisted care housing

3. Recommendations

- ^{3.1} The future specialist housing requirements of Older People are set within a complex Policy and Administrative framework.
- ^{3.2} In Policy terms, new Law has been introduced to reshape how Older People services are organised and delivered, reflecting a Policy focus on maintaining Older People at home for as long as possible. At the Administrative level, there are complex relationships between Health, Adult Social Care, Housing and Planning that make delivery of both service and accommodation solutions complex.
- ^{3.3} The projected Older People population forecast growth identified in this report, and the implications of these for specialist housing requirements, will need careful consideration alongside the Policy and Administrative landscape to ensure any new supply is effectively planned for and delivered.
- ^{3.4} In taking forward the implications of the ageing population in LCB East, therefore, the partnership should:
- » Work closely with colleagues in Health and Adult Social Care, and with the new Health and Well Being Board and Clinical Commissioning Group(s) locally, regarding new specialised accommodation for older people
 - » Revisit the modelling of specialist housing requirements in the light of recent approaches and ratios and consider wider older people demand issues, including the propensity to move
 - » Consider the Planning Policy recommendations from '*Housing in later life: planning ahead for specialist housing for older people*' (2012) and incorporate, where appropriate, Planning policies to support the specialist housing provision.