

## Day Care and Outreach in Extra Care Housing

This factsheet explores the national policy context and key issues for commissioners of day services, the benefits of providing such services within an extra care housing scheme both for the scheme's residents and the local communities, and provides descriptions of a number of schemes and the kinds of additional care and support services which they offer.

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## 1 INTRODUCTION

A number of extra care housing schemes provide a range of day opportunities for frail older people in the surrounding local community. In many cases, the scheme has provided a convenient location for day care services; in a few instances, other types of care and support have been located in the extra care housing scheme.

This factsheet briefly explores the national policy context and key issues for commissioners of day services, the benefits of providing such services within an extra care housing scheme both for the scheme's residents and the local communities, and provides descriptions of a number of schemes and the kinds of additional care and support services which they offer. The focus is on day care and outreach services rather than the broad range of other activities which are frequently open to non-residents of extra care housing schemes, such as restaurants, hairdressers etc.

## 2 NATIONAL CONTEXT

### Current Services

The State of Social Care in England 2006-7<sup>1</sup> describes how overall gross spending on adult social care rose by 4.5% in real terms between 2004-5 and 2005-6, with expenditure on day care rising in real terms by 5.4%. However looking at the five-year period 2001-2 to 2005-6 there has only been a marginal shift in expenditure to care in the community. This probably reflects increasingly expensive care packages for those in residential care, but also shifts within community care, with people with lower levels of need likely to receive fewer or no services.

The report also notes that people with higher levels of dependency are being supported for longer in the community in settings that provide alternatives to care in a care home, such as extra care housing, supported housing and adult placement schemes.

In 2005-6 only 25% net expenditure on community services for all groups was spent on day services, this is a reduction from 29% in 2001-2. This reduction is reflected across all adult groups other than mental health.

Looking at the different types of community services, there has been a significant reduction for older people over the period 2003-6 in the rate per 1000 population in receipt of home care, meals and day care services. However, there have been increases in Direct Payments, equipment provision and short-term respite care.<sup>2</sup>

In terms of providers, increasingly councils are purchasing services from the private and voluntary sectors. In 2005-6, 30% day care was commissioned from the private and voluntary sectors.

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<sup>1</sup> The State of Social Care in England 2006-7, January 2008, CSCI

<sup>2</sup> Changes in both the pattern of services and reporting make comparisons over time difficult. There has been a marked drop in numbers of households receiving low levels of home care but the service now includes substantial levels of 24-hour support to those in extra care housing. Day care and meals services provided through voluntary organisations may now be excluded from the RAP data because those using the services no longer receive a formal assessment.

## National Policy

Against the background of this pattern of service provision in 2005-6 with an increasing focus on those with higher levels of need, the government has produced a range of strategies setting out its vision for future services for older people.

The government's vision for housing within an ageing society and in particular for specialist forms of housing describes a future where "*strong values of active ageing and inclusion, and a focus on improving well-being will underpin good quality services. Choice and control of services will mean that leisure and learning are as likely to feature as much as good health and care that guarantee ageing in place*".<sup>3</sup>

Similarly within health and social care there is a shift towards prevention and health promotion, towards enabling independence and personalisation, and providing services within the community and closer to home.<sup>4</sup> The recent DH circular "Transforming Social Care" sets out the health and social care priorities which support the aspirations for better health and wellbeing for all, and better care for all. These priorities include:<sup>5</sup>

- Improving people's health and emotional wellbeing by enabling them to live as independently as suits them.
- Designing systems that build on the capacity of individuals and their communities to manage their own lives, confident that they have access to the right information and interventions at the right time should they need more support.
- Focusing on prevention, early intervention and enablement, rather than crisis management, to bring long-term benefits to individuals' health and wellbeing.
- Supporting people to maintain or improve their wellbeing and independence within their own homes and local communities and through avoiding unnecessary admission to hospital.
- Enabling people to make choices and be in control of their care to deliver successful outcomes first time. Promoting shared decision making to encourage ownership.
- Providing quality care that promotes dignity, and is safe, effective and available when and where people need it.

## Day Opportunities

The impact of this policy shift towards prevention, and personalisation in particular, has meant that the traditional model of day care is not necessarily applicable: "*the service may provide a limited range of activities and is often a respite service rather than user focused service delivering pro-active outcomes for service users*."<sup>6</sup> Commissioners need to re-examine their approach to day services which, as well as providing high-level services for those with complex needs, can opportunities can drive forward a change of focus the shift towards prevention and promoting health and well-being. Day opportunities have an important and pivotal role to play in meeting current policy requirements.

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<sup>3</sup> Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society, 2008, Department for Communities and Local Government, Department of Health, Department for Work and Pensions

<sup>4</sup> Our Health, our care, our say, 2006, Department of Health

<sup>5</sup> LAC (DH) (2008) 1: Transforming Social Care, 2008, Department of Health

<sup>6</sup> Developing Day Opportunities: A Briefing (draft), 2007, CSIP

### **3 COMMISSIONING DAY OPPORTUNITIES**

#### **Developing a service model**

Effective day care can meet a range of needs for older people and their carers. It can tackle social isolation, can reduce hospital admission and facilitate early discharge, and can provide respite for carers (many of whom will be older people themselves). Day care services will need to be commissioned and designed around the needs and aspirations of the particular client group. However, a review of progress in achieving the modernisation of mental health day services identifies a number of key issues which equally apply to other forms of day service. These include:<sup>7</sup>

- When identifying a model for day services, it is crucial that the local need profile, history of services and context of current provision are considered.
- Direct Payments and individual budgets have a potentially substantial role to play in supplementing day services provision. Several of the key functions of day services, and aims of social inclusion, can be well met by the use of Direct Payments to fund community-based activities.
- User-run services appear to remain relatively uncommon – all day services restructuring processes should consider the development of peer support and user-run services as a key aspect of day service provision.
- It is essential to provide individualized support. Person-centred approaches with a focus on recovery demand a high level of flexibility from staff and services, and for many services this requires a cultural as well as a procedural change.

In addition, CSIP's draft Day Service Standards<sup>8</sup> highlights the range of issues to be taken into account, including:

- Day Service Process (including information, physical environment, staffing)
- Person-centred service delivery (eg choice, respect & dignity, privacy, social and occupational needs)
- Service User Involvement (eg Contributing to the running and development of the service, community engagement, transport)

#### **The role of Extra Care Housing**

Extra Care Housing (ECH) is seen as playing an increasingly important role in enabling older people to live independently. A report assessing the effectiveness of reablement services for older people noted access to appropriate housing, as well as to wider social and community support, amongst the key factors impacting on whether the benefits of the reablement service would be sustained.<sup>9</sup>

ECH can and does take a range of forms, and although there are key services which would normally always be included, there are also a number of services including day care which can be successfully located within schemes both for its residents and the local community. ECH can provide an opportunity to develop a hub for local services, whether actually based and provided at the scheme, or through outreach from the scheme into the local community.

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<sup>7</sup> From segregation to inclusion: where are we now? January 2008, Department of Health

<sup>8</sup> Draft National Minimum Day Service/Opportunities Standards, 2007, CSIP

<sup>9</sup> Homecare Re-ablement Workstream: Retrospective Longitudinal Study, November 2007, Care Services Efficiency Delivery Programme,

The advantages of considering day care provision within ECH include helping to prevent social isolation in older people both within the scheme and in the surrounding community, helping to maintain links with that local community, and also reducing the need for extensive travel both for residents of the scheme and also other local users of the service. There will also be potential economies of scale to be achieved both in terms of building and staffing costs. However, commissioners will also need to take into account factors such as:<sup>10</sup>

- Privacy – There will be a need to ensure that the privacy of private residents is considered, in order to maintain their sense of home and security. A number of schemes adopt ‘progressive privacy’ design principles to ensure adequate separation between scheme and facilities.<sup>11</sup>
- Look of premises – There will be a need to ensure that the integration of services does not make the scheme look or feel institutional in nature. Again this can be achieved by careful consideration of the layout and design of the building and landscaping.

### **The potential benefits**

Two recent studies illustrate the potential benefits of community-based day care:

- There is evidence that community based care and support can delay the need to move into more expensive residential care. For example, £60 per week of day care for people with mild or severe cognitive impairment corresponds to about 265 extra days within the community, or an extra 135 days for other people using day care. Further analysis suggests that, with a given budget and controlling for need, local authorities can substitute residential places with intensive home care packages at the same cost or slightly less.<sup>12</sup>
- An evaluation of the Devon POPPs Project, the Upstream Healthy Living Centre suggests that engaging socially isolated elderly people in social and creative activities, using an individually tailored, mentoring approach, which focuses on building efficacy, confidence and self-determination can enhance their quality of life, and particularly their psychological well-being, as well as increasing levels of physical activity. Additional physical health benefits may be possible, particularly in the longer term if activities are sustained. Furthermore, a substantial number of individuals were reported to experience quite radical transformations, including enhanced psychological well-being and lifestyle changes, as well as physical health benefits.<sup>13</sup>

The LinkAge pilots in Tower Hamlets and Gloucestershire have demonstrated the potential benefits of providing outreach into local communities in urban and rural settings to both ensure access to other services (through signposting and advice), and address social isolation.<sup>14</sup> In Tower Hamlets the outreach workers have been particularly effective at strengthening the links between their community-based resource centres and older people in those communities. These pilots have also highlighted the benefits of partnership working with voluntary and community organisations.

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<sup>10</sup> The Extra Care Housing Toolkit, 2006, Care Services Improvement Partnership

<sup>11</sup> Further detail on “progressive privacy” can be found within the Housing LIN Fact Sheet No 6, “Design Principles for Extra Care”

<sup>12</sup> Evidence of downstream services preventing use of upstream services, 2007, Personal Social Services Research Unit

<sup>13</sup> Greaves, C, and Farbus, L, Upstream Healthy Living Centre Evaluation, 2005, Peninsula Medical School, University of Plymouth and Exeter

<sup>14</sup> Access to information and services for older people – the joined up approach, 2008, Department of Work and Pensions

## **4 EXISTING SCHEMES AND SERVICES**

### **Day care - Leadon Bank, Orchard Lane, Ledbury, Herefordshire**

Leadon Bank opened in December 2007 providing 52 extra care apartments, of which 17 are for sale, and 35 are contracted to Herefordshire County Council adult social care. The scheme includes a 10 bed re-ablement unit and a dedicated day care facility. Both the extra care housing scheme and the day care facility are provided by Shaw Health Care.

The day care facility has 20 places for day care available 7 days a week from 10am to 4pm. Most of those attending (about 18) are non-residents, funded by the County Council. To be eligible, they must be assessed by a social worker as having a need for day care. There are three support workers on duty throughout each day. Volunteers also provide assistance. The scheme replaces a previous day centre in the grounds which provided day care two days a week.

Day care includes activities and outings with some rehabilitation input. A physiotherapist and occupational therapist can be provided. There is also an assisted daily living rehabilitation kitchen which clients may use if they have an assessed need.

A cooked meal is provided every day and social care services provide transport to and from the facility if needed, although people are encouraged to make their own way. People pay for their meal and transport.

In terms of design, the facility is very close to the main entrance with level access. It is adjacent to the restaurant which is open to the public. However, clients tend to stay in the day care facility. Toilets are close by.

Future plans include looking to develop related services, for example, a falls clinic and other services available on specific days of the week.

Contact: Rania Akel, Shaw Health Care, 02920 365580

### **Handyperson - Aspen Gardens, Hardwick, Stockton on Tees**

Aspen Gardens is an extra care housing scheme which opened in April 2007, providing 30 two-bedroom apartments and 20 two-bedroom bungalows for rent. The scheme was built by Endeavour Housing Association, with care provided by Seraph (the Council's preferred provider). Residents have a range of dependency levels, with 40% in the high care band, and a few people below 60 with physical disabilities.

The scheme expanded in February 2008 to cover the residents of Ruskin Court, a scheme which provides 20 two bedroom apartments for older people with lower end care needs. The residents are linked by telecare to the Aspen Gardens scheme, and have access to the care and housing related support services based at Aspen Gardens.

Another 20 wheelchair standard bungalows for people with severe learning difficulties; physical disabilities; and older people have recently been given the go ahead. These will also be linked up to telecare and the care and support services based at Aspen Gardens.

Housing related support is funded through Supporting People, and care is funded by social services or self-funding.

A full-time handyman is based at Aspen Gardens, providing services to both Aspen Gardens and Ruskin Court. In addition to general maintenance, he has also provided help to people

moving in, for example, hanging curtains and helping with flat packs. This has proved very useful, and the service will be expanded when the new bungalows are completed. Funding is provided through the service charge.

In addition, the local PCT rents office space for Community Health Trainers in Aspen Gardens. Trainers' activities cover smoking cessation and weight loss. While these services are aimed at the whole community, residents are encouraged to take part.

The scheme recently won the RICS Community Benefit Award.

Contact: Charis Gracie, Service and Facilities Manager, Endeavour Housing Association Tel 01642 633529

### **Independent Living Adviser - Meadow Court, Frodsham, Wirral**

Meadow Court is a traditional sheltered housing scheme owned and managed by Weaver Vale Housing Trust. An extra care level of care is available to residents and county council care staff are based in the scheme. The scheme comprises of 19 one bedroom apartments with their own bathroom facilities and 7 bedsits. All apartments are social rented.

A day care centre for the local community is based at the scheme and run by the county social services staff. Most residents do not use the day care service, and the service is effectively subsidised by the Housing Trust which has additional costs associated with using part of the building for day care services, upkeep of equipment and kitchen. The service has been developed over time to provide short-term care to people coming out of hospital.

An Independent Living Adviser is based at Meadow Court providing a dedicated support service to frail older people in the area. The frequency of visits will vary according to their assessed need for support. In the longer-term, the plan is to use Meadow Court and other schemes as hubs for the delivery of virtual extra care.

Future plans may be affected by the Disability Discrimination Act which will require improvements to be made. In addition, some residents are resistant to having a day care service based in the scheme, although it has been operating there for 15 years.

Contact: Chris Rowbottom, Director of Housing and Community Services Weaver Vale Housing Trust [chris.rowbottom@wvht.co.uk](mailto:chris.rowbottom@wvht.co.uk) , Tel 01606 813395

### **Multi-cultural day centre - Mary Seacole Court and Close, Bradford**

Mary Seacole Court is a multi-cultural extra care housing scheme run by Housing 21. The scheme provides 38 flats for rent, and Mary Seacole Close provides 11 two bedroom bungalows for shared ownership. A multi-cultural day centre on the ground floor of the housing scheme opened in 2007. The centre is open Monday to Friday from 8am to 4pm.

The opening of the day care centre has been accompanied by a lot of outreach work in the community to raise awareness of the service and has resulted in 16 new referrals. Separate open days have been held for members of the South Asian, East European, Black Afro-Caribbean, and white communities providing them with an opportunity to participate in day activities. Interpreters are available to support communication. In addition, staff have promoted the services available at Mary Seacole Court to hospital discharge co-ordinators.

There is capacity for 25 service users, however, because most are in wheelchairs, it is difficult to accommodate more than 20 in the available space. All service users come from



outside the extra care housing scheme, having been assessed and referred by the adult social care service.

In the future, it is planned to extend the hours of the day centre until tea-time. Service users are being consulted about this plan. It is hoped to get residents involved in the day centre.

Contact: Jo Warnes/Bada Khan, Bradford City Council. Tel: 01274 432997

### **Specialist dementia day care - Japonica Court, Ash, Guildford**

Japonica Court was purpose built as an extra care housing scheme in the late 1980s by Guildford Borough Council. There are 61 apartments for rent. Care is funded and provided by Surrey County Council, although there are plans to contract out the care provision by the end of the year.

There is an enclosed walkway from the scheme to Shawfield Day Centre which was built at the same time as Japonica Court. It provides day care for up to 70 frail elderly people from Monday to Friday, some of whom are residents of Japonica Court. Funding is mostly provided by Guildford Borough Council, with a small contribution from the County Council.

A second day centre, The Meadows, providing specialist day care for 12 people with dementia five days a week was opened on the same site about a year ago. About one third of those using the service are residents of Japonica Court. Eight places are funded by the County Council and four by the Borough. A limited number of those using this service are self-funded. Both day centres are on the same site as Japonica Court but have separate entrances.

The Meadows fits within a wider county strategy to develop more specialist day centre facilities and a borough focus on developing extra care services. Users were involved in the setting up of The Meadows and the expansion in the extra care housing service in Japonica Court.

There are plans to promote the day care service (particularly the specialist dementia work) more widely when the care element of the extra care housing scheme goes out to contract.

Contact: Anne Butler, Surrey County Council Tel: 01483 518442

### **Community Centre - New Larchwood, Coldean, Brighton**

New Larchwood extra care housing scheme was developed by Hanover Housing Group in partnership with Brighton and Hove City Council and Brighton and Hove Primary Care Trust in the Coldean area of Brighton with funding from the Department of Health. It was built on the site of a former council residential home and completed in summer 2006. The scheme has 32 one- and 6 two-bedroomed fully accessible flats. New Larchwood has won a European award for innovative housing design.

On the lower ground floor are a range of integrated community facilities that can be accessed by the general public directly from the street. This provides a collection of amenities including a kitchen, dining room, health and beauty suite, GP surgery, coffee shop and a hairdresser. These facilities act as a community centre and enhance the previously poor provision of such services for local older people, and help to integrate the scheme and its residents with the local community. The GP surgery is due to open soon and will serve the whole community.

The design provides for progressive levels of privacy as people move through the building. Residents live on the ground, first and second floors, but have their own secure access to the lower ground floor.

Ensuring the local community benefits has been crucial to the scheme's development and success. Having been involved in the project since the early planning stages, it means that local people can now enjoy many of the same facilities at New Larchwood as the residents. The local authority funds a community development worker based at the scheme who has been active in facilitating activities for both residents and the wider community, for example, complementary health treatments, a community cafe and social activities.

Contact: Steve Andrews, Community Development Worker  
[steveandrews@trustdevcom.org.uk](mailto:steveandrews@trustdevcom.org.uk)

## **5 SCHEMES AND SERVICES IN DEVELOPMENT**

### **Stockport MBC**

Stockport council is planning the provision of extra care in two geographical clusters, working in partnership with the local PCT, housing providers and Age Concern. The scheme will look at how the clusters will serve older people in general in the surrounding area. Contact: Julia Golding, Housing Policy and Commissioning Manager tel: 0161 474 3433.

### **Beacon Centre for the Blind**

Beacon Centre for the Blind is a charity for people with sight loss. It has recently started work on an extra care housing scheme of 71 apartments. Allied to the scheme will be the services that they offer to visually impaired people in the community which are an Activity Centre and outreach home visiting. The tenants in the extra care housing scheme will be able to access the Activity Centre. Beacon's partner for the extra care housing is Bromford Housing Group who have accessed Social Housing Grant to help fund the scheme. Building is currently in progress with the scheme due to be completed in November 2009. Contact: Ian Ferguson, C.E.O., Beacon Centre for the Blind, tel: 01902 880111 e-mail: [iferguson@beacon4blind.co.uk](mailto:iferguson@beacon4blind.co.uk)

## **6 KEY ISSUES**

- In some schemes, resident resistance to day care services had been experienced; consultation was seen as a way to overcome this. Design could also help by allowing for progressive levels of privacy from public areas to residents' apartments; or by providing separate entrances with secure 'resident only' internal door to public spaces.
- The lack of sufficient space for day care was mentioned by a number of those contacted. This included allowing enough space for a large number of people in wheelchairs, and also space for dining chairs and more comfortable chairs for people to sit on.
- VAT did not appear to be an issue of concern to those involved in developing day care and outreach services in extra care.

## **7 CONCLUSION**

The current aim of government policy to transform social care through greater emphasis on personalisation and outcomes-led commissioning means that there is a need to reconsider traditional approaches to “day services”. Personalised budgets and a more person-centred delivery of services will require a creative and responsive approach by both commissioners and providers to the provision of day opportunities.

Extra care housing provides an opportunity to develop a resource for the local community based on a whole systems approach. This means something more than supported housing which may include day care on site, and/or a base for outreach services into the local community. Extra care housing schemes have the potential to provide an important hub for the delivery of a range of services tailored to the needs of older people living both within and outside the scheme in the local neighbourhood.

The wider potential role of extra care housing schemes as community hubs for day opportunities needs to be taken into account at the design stage, in order to accommodate residents’ need for privacy and to allow additional space for day activities. In addition, the commissioning of day services within extra care housing needs to be done as part of an overarching, strategic approach to day services within the authority.

Lastly, there is a need for commissioners and providers to work in partnership with older people (or vulnerable adults), their carers, and local voluntary/community organisations to develop appropriate services that meet the needs of older people.

## Other Housing LIN publications available in this format:

<u>Factsheet no.1:</u>	<b>Extra Care Housing - What is it?</b>
<u>Factsheet no.2:</u>	<b>Commissioning and Funding Extra Care Housing</b>
<u>Factsheet no.3:</u>	<b>New Provisions for Older People with Learning Disabilities</b>
<u>Factsheet no.4:</u>	<b>Models of Extra Care Housing and Retirement Communities</b>
<u>Factsheet no.5:</u>	<b>Assistive Technology in Extra Care Housing</b>
<u>Factsheet no.6:</u>	<b>Design Principles for Extra Care</b>
<u>Factsheet no.7:</u>	<b>Private Sector Provision of Extra Care Housing</b>
<u>Factsheet no.8:</u>	<b>User Involvement in Extra Care Housing</b>
<u>Factsheet no.9:</u>	<b>Workforce Issues in Extra Care Housing</b>
<u>Factsheet no.10:</u>	<b>Refurbishing or remodelling sheltered housing: a checklist for developing Extra Care</b>
<u>Factsheet no.11:</u>	<b>An Introduction to Extra Care Housing and Intermediate Care</b>
<u>Factsheet no.12:</u>	<b>An Introduction to Extra Care Housing in Rural Areas</b>
<u>Factsheet no.13:</u>	<b>Eco Housing: Taking Extra Care with environmentally friendly design</b>
<u>Factsheet no 14:</u>	<b>Supporting People with Dementia in Extra Care Housing: an introduction to the the issues</b>
<u>Factsheet no 15:</u>	<b>Extra Care Housing Options for Older People with Functional Mental Health Problems</b>
<u>Factsheet no 16:</u>	<b>Extra Care Housing Models and Older Homeless people</b>
<u>Factsheet no 17:</u>	<b>The Potential for Independent Care Home Providers to Develop Extra Care Housing</b>
<u>Factsheet no 18:</u>	<b>Delivering End of Life Care in Housing with Care Settings</b>
<u>Factsheet no 19:</u>	<b>Charging for Care and Support in Extra Care Housing</b>
<u>Factsheet no 20:</u>	<b>Housing Provision and the Mental Capacity Act 2005</b> <b>MCA Information Sheet 1: Substitute Decision-making and Agency</b> <b>MCA Information Sheet 2: Lawful restraint or unlawful deprivation of liberty?</b> <b>MCA Information Sheet 3: Paying for necessities and pledging credit</b> <b>MCA Information Sheet 4: Statutory Duties to Accommodate</b>
<u>Factsheet no 21:</u>	<b>Contracting Arrangements for Extra Care Housing</b>
<u>Factsheet no 22:</u>	<b>Catering Arrangements in Extra Care Housing</b>
<u>Factsheet no 23:</u>	<b>Medication in Extra Care Housing</b>
<u>Factsheet no 24:</u>	<b>Social Well-Being in Extra Care Housing</b>
<u>Factsheet no 25:</u>	<b>Nomination Arrangements in Extra Care Housing</b>
<u>Factsheet no 26:</u>	<b>Housing for People with Sight Loss</b>
<u>Factsheet no 27:</u>	<b>Attendance Allowance, Disability Living Allowance and Extra Care Housing</b>