



Care Services Improvement Partnership **CSIP**

**Housing Learning and  
Improvement**  
Network

# Putting Older People First in the South West

A regional housing market assessment

November 2008



## **About the Housing Learning and Improvement Network**

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The Housing Learning and Improvement Network (LIN) supports the Department of Health with the implementation of its Extra Care Housing programme. It works closely with the Housing Corporation and other government agencies to forge closer partnerships in delivering housing with care solutions for older people and vulnerable people.

## **Care Services Improvement Partnership**

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The Care Services Improvement Partnership (CSIP) was launched on 1 April 2005 after a formal public consultation. Our main goal is to support positive changes in services and the well-being of:

- People with mental health problems
- People with learning disabilities
- People with physical disabilities
- Older people with health and care needs
- Children and families and
- People with health and social care needs in the criminal justice system.

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# Introduction

This paper is one of five pull-out documents in a resource pack prepared for the Housing Learning and Improvement Network in the Care Services Improvement Partnership and the Housing Corporation. It assesses the future accommodation needs of older people in the South West of England and how these relate to current and possible future provision. The five documents are, made up of:

- This paper which offers a comprehensive overview of the regional housing market for older people.
- A briefing, *Taking the Strategy Forward*, setting out proposed action
- An executive summary providing a concise introduction to the key issues and themes that concern housing for older people in the South West and the policy considerations that flow from these themes for regional/local planners, commissioners, developers and providers of housing for older people. This paper draws on the material developed in the two main papers below.
- A set of ten case studies designed to draw on the best examples of good housing practice with regard to older people from across the region and
- A glossary of useful housing, care and support terms that can help provide a common understanding of language used across the sectors.

# National Policy

Since the turn of the century, the Government has published a number of performance targets and strategies setting out different aspects of the policy and improvement agenda for housing, care and support for older people.

The Treasury's Public Service Agreement (PSA) 17 sets out a series of indicators to promote independence and well-being in later life. The evidence relating to these indicators and a set of recommendations are provided in the paper *Taking the Strategy Forward* which accompanies this report.

Another recent document, *Lifetime Homes, Lifetime Neighbourhoods*, National Strategy for Housing in an Ageing Society, published in February 2008, makes housing and ageing a cross-government priority.

Under the strategy, service providers are expected to work more closely together and to be more innovative in the way in which they deliver services across the housing, health and social care agenda to increase the range of housing options available to older people. Regional and Local Plans are to take proper account of ageing and Eco-towns are to be designed as Lifetime Neighbourhoods. The strategy provides:

- £35 million of new funding up to 2011 for housing information and advice for older people, handyperson services and housing improvement agencies;
- a 31% increase in Disabled Facilities Grant, with the budget rising to £166 million by 2011; and for
- all public housing to be built to Lifetime Homes Standards by 2011, and all new housing by 2013.

Two documents accompanying the new national strategy provide useful guidance at the regional and local level on strategy development: *Sustainable planning for housing in an ageing population: a guide for regional level strategies*, (DCLG, CSIP & ILC, 2008) and *More choice, greater voice: a toolkit for producing a strategy for accommodation with care for older people*, (DCLG & CSIP, 2008).

The Housing Corporation's' strategy *Investing for lifetimes: Strategy for housing in an ageing society* (2008) also sets out its aim "to promote the provision of homes within existing and new communities that respond to an ageing society and older people's particular requirements for support, care and self-determination, thereby maximising their quality of life". Included within the actions it will take are to:

- Invest a proportion of the capital funding programme on housing which meets the needs of an ageing society (and also directly benefit older people);
- Identify and promote best practice models and new ideas for the provision of housing, care and support for older people; and
- Encourage providers to offer choice to older people (including the information to make informed choices) and a maximum degree of independence in the way they live their lives.

Overall the key policy goals emerging from these documents are; to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live; the need for older people to be able to achieve and sustain a good quality of life and to be supported to pursue an active and healthy lifestyle is a key goal for health and social care.

<sup>1</sup> From December 1st, 2008, the Housing Corporation is succeeded by the Homes and Communities Agency for investment, and the Tenant Services Authority for regulation.

However, within these strategies there are shared and often overlapping themes which are explored in more detail below. These include:

- Independence and active ageing
- Personalisation and diversity
- Prevention and assistive technology
- Housing quality
- Housing supply
- Partnership and working across boundaries.

## Independence and active ageing

*Lifetime Homes, Lifetime Neighbourhoods, the National Strategy for Housing in an Ageing Society* (2008), sets out a range of initiatives designed to promote the independence of older people by improving housing choice and provision. The proposals include improving the range of information and advice services, repairs and adaptation services, and the development of lifetime homes and neighbourhoods.

The Green Paper *Independence, well-being and choice: our vision for the future of social care for adults in England* (DH, 2005, Cm 6499): sets out a vision which includes supporting older people to remain independent at home, with greater control and choice over the way in which their needs are met; and making better use of technology to support people, and providing a wide range of supported housing options.

*Opportunity Age: Meeting the Challenges of Ageing in the 21st Century* (HM Government, 2005): sets out priorities for action to enable older people to play a full and active role in society, with an adequate income and decent housing; and to allow older people to keep independence and control over their lives as they grow older, even if they are constrained by the health problems which can occur in old age. Rights to feel safe at home and on the streets and to decent, warm accommodation are acknowledged and policies will recognise the increasing proportion of older people who are owner-occupiers.

The programme includes: giving older people the support they need to remain in their own home for as long as possible, in warmth and comfort.

*Sustainable Communities: Homes for All* (ODPM 2005) states that the government will help older and disabled people to live independently, through assistance to remain in their own home or through accommodation-based support such as sheltered housing.

The Audit Commission's *Older people – independence and well-being – the challenge for public services* (2004) sets out indicators of good performance for public bodies working to promote independence and well-being in older people and has emphasised the need for a shift in thinking about older people from dependency and deficit to independence and well-being.

*The National Service Framework for Older People* (NSF), (DH, 2000) aims to improve standards and delivery of services. All the standards have implications for housing. For example, Standard Six (prevention of falls) and Standard Eight (promoting an active healthy life in older age) can only be addressed effectively if the housing dimension for older people is addressed. This means looking at the suitability of their housing and considering what adaptations, equipment and repairs can help to maintain their independence and well being. More recently, *A New Ambition for Old Age – next steps in implementing the National Service Framework for Older People* (DH, 2006) sets out ten programmes under the themes of dignity in care, joined-up care, and healthy ageing.

Government objectives are now measured through performance against *Public Service Agreements* (PSAs) which include PSA 17 to tackle poverty and promote independence and well-being in later life measured by the number of people aged 65 and over supported to live independently; and PSA 18 to promote better health and well-being for all with a number of indicators including the proportion of people supported to live independently in their own homes.

## Personalisation and diversity

Personalisation and diversity are key elements of the government's continuing programme of change and reform in adult social care and in health. *Transforming Social Care*, Local Authority Circular LAC (DH) (2008)<sup>1</sup>, sets out the vision for the development of a personalised approach to the delivery of adult social care, and how the Department of Health (DH) and sector leaders propose to develop a sector led programme to support councils with social service responsibilities in delivering this modernisation agenda. Details of the new ring-fenced Social Care Reform Grant to help councils redesign and reshape their systems over the next 3 years are provided.

*High Quality Care for All – NHS Next Stage Review Final Report* (DH 2008), the final report of Lord Darzi's review of the NHS sets out the vision of an NHS that gives "patients and the public more information and choice, works in partnership and has quality of care at its heart – quality defined as clinically effective, personal and safe."

Amongst the steps proposed within the report is a focus on improving health as well as treating sickness, with a requirement that each PCT commissions comprehensive wellbeing and prevention services in partnership with local authorities, and the launch of personal health budget pilots.

*Putting People First – A shared vision and commitment to the transformation of Adult Social Care* (HMG, 2007) as an inter-departmental protocol, reiterates the importance of personalisation as in the *Transforming Social Care* publication but emphasises the need for coordination and cooperation across local government. It describes as unique this protocol, which presents an agreement to establishing a collaborative approach between central and local Government, the sector's professional leadership, providers and the regulator.

Older people form the largest client group for the *Supporting People* programme.

*Supporting People* brings together several previously separate streams of public funding into a single budget, and breaks the link between either tenure or type of accommodation and the support received. This has created opportunities for floating support models to help people stay at home – and for funding to follow the person should they need or want to move to a new home.

The government aims to expand the role of *Individual Budgets* and *Direct Payments* as a means of achieving its personalisation goals. Individual budgets to enable disabled people, including older people to purchase their own care in the way they want are identified as a key area for action in *Improving the Life Chances of Disabled People* (Prime Minister's Strategy Unit, 2005). Individual budgets may reduce demand for current care services as people may seek alternative provision. Independent living is a key area for action to achieve equality for disabled people by 2025.

Patient choice about how, when and where they receive treatment is a cornerstone of current government health strategy. Since 2006 most patients have had a growing choice over where they go for planned inpatient care through Choose and Book. In addition, from April 2008, the Government replaced Patient Forums with *Local Involvement Networks (LINKs)*. LINKs were being introduced to help strengthen the system that enables communities to influence the care they receive. LINKs will aim to provide everyone in the community with a chance to: say what they think about local health and social care services; influence how services are planned and run; and feedback to services what people have said about services so that things can be improved.

*Transforming the Quality of Dementia Care: Consultation on a National Dementia Strategy* (DH 2008) sets out a strategic, cross-cutting approach to dementia care which aims to empower people with dementia to make choices about what they want, and to enable them to care for themselves.

An important element of the initiatives designed to prevent institutionalisation and keep people with dementia within the community will be access to supported housing that is inclusive of people with dementia.

*Preparing older people's strategies: linking housing to health, social care and other local strategies* (DH, 2003) emphasises consideration of the needs and requirements of the growing number of frail older people and those from black and minority ethnic backgrounds.

Local housing assessments must now include the housing needs of older people, including black and minority ethnic (BME) elders. As part of its Local Development Frameworks, each local planning authority's Statement of Community Involvement is expected to set out its consultation issues and explain how the broadest range of views will be sought – including from hard-to-reach groups – as community involvement becomes a crucial part of how planning is managed.

## Prevention and assistive technology

*Our Health, Our Care, Our Say: A new direction for community services* (DH, 2006) and *The case for change – why England needs a new care and support system* (DH, 2008) set out the importance of shifting resources into prevention, joint health and social care commissioning and tackling health inequalities, promising care at or closer to home.

*A Sure Start to Later Life: Ending Inequalities for Older People* (SEU, 2006) identifies a number of preventative services that a Sure Start service for older people could deliver: heating/insulation, home safety/security, cleaning, shopping, gardening, equipment, adaptations, community alarms, use of technology, handy person/repairs, specialist housing, benefit take-up advice. The vision is for services to join-up better for older people, for there to be low level services which allow people to remain in their homes, and for there to be better access to information about housing choices.

Health, social care and housing are encouraged to work together to better support older people. This is reinforced in the latest guide, *Making a strategic shift to prevention and early intervention: a guide* (DH, 2008).

*Building Telecare in England* (DH, 2005) provides local authorities and their partners with guidance on developing telecare services for their communities. It also sets out the purpose of the Preventative Technology Grant and expectations for the use of the grant. Its aims include to: reduce the need for residential/ nursing care; increase choice and independence for services users; contribute to care and support for people with long term health conditions; reduce accidents and falls in the home; and support hospital discharge and intermediate care.

## Housing quality

*The Code for Sustainable Homes: Setting the standard in sustainability for new homes* (CLG, 2008) sets a standard for sustainability. A rating against the Code for Sustainable Homes, which measures nine categories of sustainable design including energy, water and waste, is required for all new homes. Homes which exceed the sustainable standards in existing Building Regulations will be awarded up to six stars. Those homes that have not been assessed against the Code will score a nil-rating.

*Sustainable Communities: Homes for All* (ODPM 2005) set targets for decent homes. By 2010 the Government aims to bring 95 per cent of all social housing to a decent standard with most of the improvement taking place in deprived areas, and to increase the proportion of private housing in decent condition to 70 per cent occupied by vulnerable groups, including older people. The policy also aims to tackle non-decent housing among vulnerable owner occupiers and private tenants, including older people. A decent home must meet four criteria: the current minimum standard for housing; a reasonable state of repair; reasonably modern facilities and services; and provide a reasonable degree of thermal comfort.

The new way to assess fitness through the *Housing, Health and Safety Rating Scheme* provides potential for the targeted improvement of housing in ways that are directly linked to health priorities.

*Quality and choice for older people's housing: A strategic framework* (ODPM/DH, 2001) set two main objectives: to ensure older people are able to secure and sustain their independence in a home appropriate to their circumstances; and to support older people to make active and informed choices about their accommodation by providing access to appropriate housing and services and by providing advice on suitable services and options.

Five priority areas were identified for new policy and service developments:

- **Diversity and choice:** ensuring services promote independence and are responsive to all older people's needs and preferences
- **Information and advice:** ensuring that information and advice are accessible both to professionals and older people themselves on the variety of housing and support options/solutions available
- **Flexible service provision:** assisting local authorities and service providers to review housing and service models in order to improve flexibility to meet changing needs, taking into account the views of older people
- **Quality:** emphasising the importance of the quality of housing and support services, both in terms of ensuring homes are warm, safe and secure and in monitoring the services provided
- **Joint working:** improving the integration of services delivered at the local level by housing, social services and health authorities and nationally through Government departments.

*Housing Improvement Agencies* are predominantly funded through the *Supporting People* programme.

*Supporting People* announced funding allocations from 2005 to 2008 of £5 billion for the programme. These agencies help to support hospital discharge; support choice through improving options for people who want support in their own home; and help to ensure people live in decent homes.

*Disabled Facilities Grant – The Package of Changes to Modernise the Programme* (DCLG, 2008) sets out a number of changes to the Disabled Facilities Grant (DFG) which helps disabled older people (and others) to pay for adaptations to their home. Changes include additional funding; an increase in maximum grant levels to £30,000; transfer of the element of Housing Corporation's Social Housing Grant spent on adaptations to the main DFG programme; and relaxation of funding framework in relation to the local authority contribution.

DEFRA's *Warm Front Programme and the Warm Homes and Energy Conservation Act* (2000) required a national strategy for fuel poverty elimination, with 'targets to be met in social housing under the Decent Home Standards targets and in privately rented or owner-occupied households through the Energy Efficiency Scheme (now marketed as Warm Front).'

The Government has promised as far as reasonably practicable to eliminate fuel poverty amongst older households by 2010 (Fuel Poverty in England: The Government's Plan for Action).

## Housing supply

The Housing Green Paper, *Homes for the Future: More Affordable, More Sustainable* (CM 7191, 2007) sets out to increase the supply of all types of housing from 185,000 a year to 240,000 a year in 2016, providing three million new homes by 2020, but says little specifically about older people apart from seeking to ensure:

- that new homes and places meet everyone's needs, by embedding principles of inclusive design in new development and addressing the needs of particular groups, for example children and older people. Ch.6, and
- taking steps to promote Lifetime Homes Standards to ensure homes properly meet people's needs throughout their lives' Ch.6

Delivering design to Lifetime Homes standards means including sixteen design features that ensure a new house or flat will meet the needs of most households, whatever their age or composition.

*Towards Lifetime Neighbourhoods: Designing sustainable neighbourhoods for all*, (DCLG/ILC, 2007), develops the concept of lifetime neighbourhoods which address sustainability in terms of the built environment, housing, infrastructure, services and shared social space.

*Planning Policy Statement (PPS) 3: Planning for Housing Provision* (DCLG, 2006) requires Regional Spatial Strategies and Local Development Frameworks to consider demographic trends in terms of the housing requirements of older people. Regional Spatial Strategies are required to set out a region's approach to achieving a good mix of housing. Within the strategy Local Planning Authorities should plan for a mix of housing on the basis of the different types of households that are likely to require housing over the plan period. This will include having particular regard to: current and future demographic trends and profiles; and the accommodation requirements of specific groups, including older people.

*Public Services Agreement 20 – PSA 20* identifies an increase in long-term housing supply and affordability overall as a measure of performance for local authorities.

Although funding for *extra care housing* has been made available by the Housing Corporation and more recently the Department of Health, and there is guidance supporting its

development, there is no requirement for local authorities to develop extra care housing for older people. *Local Authority circular LASSL (DH) (2007)*<sup>2</sup> accompanying the Social Care Reform Grant highlights a number of specific revenue and capital programmes that the Department of Health will be taking forward to enhance independent living opportunities for older people. This includes a further £80m grant programme for extra care housing over the next 2 years, approximately £40m per annum. Details of the bidding arrangements are now available.

The *Housing Corporation* will consider bids for new or remodelled housing for older people and extra care housing where the project fits with both the Regional Housing Strategy, and if one exists, the local strategy for older people. Homes for older people are expected to have three habitable rooms, unless a case can be made for demand for smaller units. Another option supported by the Housing Corporation is *Shared Ownership for the Elderly* which enables older people to buy a home with support on a shared ownership basis. Key points are: a restriction on sales (and future re-sales) to people over 55; a 75% ceiling on stair-casing purchases, with no rent charge where 75% has been bought; and provision of access to a warden service.

## Partnership and working across boundaries

*Local Area Agreements* (LAAs) should be the key mechanism for the planning and prioritisation of local services from April 2008. LAAs are expected to bring together housing, health, social care and other key agencies to find better ways of working. One of the four themes that LAAs have to address is 'Healthier Communities and Older People' which includes tackling health inequalities. Each locality can choose 35 out of 198 national indicators to include in its local area

agreement alongside 17 statutory indicators. *Delivering Health and Well-being in Partnership: the crucial role of the new local government performance framework*, (DCLG/DH, 2007), and *Bringing the NHS and Local Government closer together: A practical guide to integrated working* (Integrated Care Network/CSIP, 2008) provide further guidance on working in partnership to tackle these issues.

In *Tackling Health Inequalities, a programme for action* (DH, 2003), the government signalled a commitment to promoting *Health Impact Assessment* as a way of recognising the importance of assessing the impact of policy on health inequalities and promoting health gain as a policy outcome at local and regional level. The Commission for Social Care and Inspection is developing a methodology for conducting Comprehensive Area Assessments as part of a strengthening of its regulation and assessment process.

The *Partnerships for Older People Projects* (POPP) is an initiative being led by the Department of Health, providing £60m funding to council-based partnerships to set up innovative pilot projects to: provide person-centred and integrated care for older people; and encourage investment in preventative approaches which promote health, well being and independence for older people. The strategic aim of the POPPs is to test and evaluate innovative approaches that enable a sustained focus on prevention. It is expected that partnerships will demonstrate improved outcomes in: providing more low level care and support in the community with a view to preventing or delaying the need for higher intensity and more costly care; reducing avoidable emergency admissions to hospital; and supporting more older people to live at home or in supported housing such as sheltered or Extra-care housing rather than in long-term residential care.

There are 29 pilot sites including ones in: Devon, Dorset, Gloucestershire, North Somerset, Poole and Somerset.

The *Joint Strategic Needs Assessment (JSNA) Guidance* DH December 2007 offered an opportunity for housing to become a central part of local planning. However, whilst the guidance refers to housing leads playing a part in developing the JSNA and providing a framework for exploring the factors that impact on health and well being, in practice the impression is that housing leads have played little part in the formulation of local JSNA's. An amendment to the current *Local Government and Public Involvement in Health Bill* will require local authorities and Primary Care Trusts to work together to produce a strategic assessment of the health, health care and social care needs of the local area. For example, this might mean a greater focus on home care.

# Regional Policy

Current policy – both nationally and regionally – is concerned with improving housing supply and housing quality. At a regional and local level, the themes of personalisation, active ageing, prevention and partnership are beginning to influence strategic developments but are still at a relatively early stage of evolution.

## Housing Strategy

The *Regional Housing Strategy 2005-2016* identifies ways to tackle the under-provision of housing (against evidence of increasing housing demand and need for affordable housing), and supports the delivery of the Regional Development Agency's *The Way Ahead* (2005). It highlights the role of the private sector, intermediate tenures and the need to tackle homelessness. The three strategic aims are to: improve the balance of housing markets, achieve good quality homes and support sustainable communities.

The strategy highlights a number of issues including: the ageing demographic profile; under-delivery of new homes; constraints on access to owner occupation due in part to high levels of second and holiday home ownership; poor quality homes; social exclusion and disadvantage; and inadequate links between affordability, quality and health. It aims to achieve an upward trend in the proportion of lifetime homes being built in the region by 2010.

The South West Regional Development Agency's *The Way Ahead – Delivering Sustainable Communities in the South West* (2005) recognises that the high proportion of older people living in the South West will

continue to mean that capital resources are required both to provide new, and to remodel or update existing, accommodation for older people in the form of sheltered housing and extra care provision. In addition, a better 'menu of services' for older people is required.

It proposes that: repair/remodelling of existing supported and older people's housing should be a priority for investment in existing RSL stock. A minimum of 10% of social rent homes delivered under the AHP should be directed to the provision of supported housing that is earmarked to receive specialist support services for which specific revenue has been identified/planned and which may or may not incorporate specialist design, and to the provision of older persons' housing.

*Sustainable Communities in the South West: Building for the Future* (ODPM 2003) set out the aim of ensuring: that all social housing tenants and vulnerable people living in the private sector are living in warm and dry homes, thereby meeting the decent homes target, by 2010. Of the 24 South West Housing Authorities that currently own their stock, 10 are considered to be at risk of not meeting the decent homes target.

The current *Regional Spatial Strategy* (RSS) identifies eleven Principal Urban Areas (PUAs) where development should "primarily" take place (RPG10 Policy SS2). The strategy sets a target of 7,500 affordable houses per annum. A new RSS is due to be published in summer 2008. A number of draft RSS strategies are supportive of the needs of older people, in particular, those relating to Lifetime Homes, Secure By Design and low energy homes which will help to reduce fuel poverty (*RSS for the South West Examination in Public – Regional population implications, 2007*).

The *Regional Housing Pot* allocation to the South West was £158m for 2006-07, and £203m for 2007-08 in the following ranked priority:

- the provision of additional affordable housing (approx £280m over 2 years)
- improving the quality of private sector homes occupied by vulnerable households (approx £64m over 2 years)
- meeting the Government's Decent Homes target in the social sector by 2010 (approx £16m over 2 years).

Through the Comprehensive Spending Review, a provisional sum of £826 million has been made available in the South West through the regional housing pot over the next three years to fund housing capital programmes including those for private sector renewal.<sup>2</sup>

The current Housing Corporation programme in the South West includes an investment of £51 million to provide up to 1,100 homes to meet the needs of people requiring additional care and support. This includes £3 million which is being spent on remodelling and renovating existing homes, so that people can stay living in their own homes. In the two years to March 2008, the Corporation is also investing £30 million in housing for older people, which will provide over 400 homes for rent and 75 for ownership (Working for the South West Housing Corporation, 2007).

The South West Region has been divided into 13 housing market areas grouped into three broad sub-regions which relate to the *Regional Spatial Strategy*. The indicative target for the distribution of the Affordable Housing Programme (AHP) resources between the three sub-regions is: north 42%, south east 18%; and peninsula 40%. Strategically Significant Cities and Towns will be expected to receive 60-70% of the AHP. There is a target of 1,350 homes in small rural settlements over the three years 2008-2011.

There is also a target of a minimum of 10% of new social rented homes to be either earmarked for people receiving specialist support services or specialist provision for older people.

The Housing Corporation South West allocated £17.7 million for older people's housing in its 2004-2006 *Approved Development Programme*, including 8 frail elderly schemes. Out of their £28.7 million budget for supported housing, they allocated £5 million to remodelling and repair of stock. The Corporation announced a further £24 million for 2006-2008 for older peoples' housing, including new build *Extra Care Housing* and remodelling existing schemes.

## Supporting People

*A Supported Housing in the South West Region Position statement* (2004) by the South West regional housing body sets out the goal of ensuring that a range of good quality housing options, with flexible and reliable support services, are available to people who need them throughout the South West Region.

In 2004, there were an estimated 83,453 places in Supporting People (SP) funded accommodation-based or floating support services in the South West. Around 85% were in accommodation-based provision. The proportion receiving floating support in independent housing was 15% in 2004. Across the region, more than 73% of those receiving SP funded support were older people (SWPHO, 2005).

Across the South West, the total *Supporting People* spend on older people in 2006-07 was £35.3 million, of which 84% is older people with support needs. The highest numbers of people receiving SP-funded floating support services were in Bristol, followed by Cornwall and Devon. Overall, the groups most likely to have a floating support service were: older people; single homeless people; and people with mental health problems.

<sup>2</sup> [http://www.southwesthousingbody.org.uk/nqcontent.cfm?a\\_id=1757&tt=swra](http://www.southwesthousingbody.org.uk/nqcontent.cfm?a_id=1757&tt=swra)

# What do older people want?

It is widely accepted that for most older people, staying in their own home and being cared for by members of their family is the preferred housing option. Research indicates that up to four fifths of older people would prefer to stay in their own home for as long as possible and, in the event of disability, three quarters of older people would rather have their home adapted than move<sup>3</sup>, before considering other options such as sheltered housing. The vast majority of older people are able to remain living independently in their own homes, despite a degree of ill health, and many of these people are supported by informal carers until they can no longer cope.

However, this does not necessarily mean that they do not want to move. Older people move for a variety of reasons including: convenience, location, better accessibility, security, easier to maintain and manage property, availability of care and to release equity. The main reasons for wanting to stay put appear related to the upheaval of moving and the fear of losing independence. The dilemma of deciding whether to move is stated very succinctly in this quote from a 2003 study<sup>4</sup>:

*If we feel well enough to move we don't want to and if we are becoming frail we do not have the strength to do so (p 35).*

Research to inform *Lifetime Homes, Lifetime Neighbourhoods* (DCLG, 2008) found that the factors which underpinned older people's

decision whether to move or to stay put are common across very diverse groups. The key factors were: attachment to current home, complexity of family/caring relationships, neighbours and neighbourhood (especially for lesbian, gay and transgender older people), access to services and amenities, and health and well-being<sup>5</sup>.

Older peoples' preference for staying put may also reflect the limited options available to them and their perception of sheltered housing. The research found that two bedrooms were seen as a minimum requirement for most people. Some people wanted better independent advice about the housing options available to them; and there was also felt to be a lack of low intensity support, for example, help with small repairs. Sheltered housing was seen as a 'good thing' but there was little awareness of extra care housing or the potential of assistive technology.

The Audit Commission, in partnership with Better Government for Older People<sup>6</sup>, set out some of the aspirations of older people gleaned from a range of consultation exercises:

- Having choice and control over how they live their lives.
- Opportunities to contribute to the life of the community, and for that contribution to be valued and recognised (interdependence).
- Comfortable, secure homes.

3 Boaz A , Hayden C., Bernard M. (1999) *Attitudes and aspirations of older people: a review of the literature (DSS Research Report 101)* Leeds CDS

4 Clough R, Leamy M, Bright L, Miller V & Brooks E (2003) *Homing in on Housing: a Study of Housing Decisions of People aged over Sixty*, Gressingham, Eskridge Social Research.

5 Karen Croucher, *Housing Choices and Aspirations of Older People*, DCLG, 2008

6 Audit Commission *Older People: Independence and Wellbeing*, 2004

- Safe neighbourhoods.
- Friendships and opportunities for learning and leisure.
- The ability to get out and about.
- An adequate income.
- Good relevant information.
- The ability to keep active and healthy.
- Tackling ageism.
- Being involved in making decisions.
- Joined up services.

There is however evidence of the changing and diverse aspirations of older people. Work for the Housing LIN and the Care Services Efficiency Delivery Programme August (CSED, 2007<sup>7</sup>) has revealed the interest of older people in a wide range of housing and support options. There may be greater willingness and capacity to move to accommodation and locations that better fit people's changing needs than among previous generations of older people. For example, home ownership options appear to be currently under-exploited for people who need support. Some frail older owner occupiers may well see benefits in moving to leasehold or shared ownership extra care housing.

This raises a number of issues for commissioners of services for older people to consider, such as:

- People want to remain in their own family home but this is influenced by the lack of acceptable alternatives available. The objection is often not to moving but to being able to move to accommodation that is attractive, in nice neighbourhoods and that does not look like 'council accommodation on council estates'.
- Decisions that influence moving will depend on size of accommodation (many people want two bedrooms, certainly not bedsits), whether the accommodation offered security, whether the accommodation felt like normal housing, rather than specialist older people's accommodation.
- People want help and advice but not the local authority one-stop shops that just deal with 'council' services. They would like advice centres, where there is someone to talk to rather than just leaflets and that straddle public and private sector concerns, eg, being able to make a will, find out what's on, understand power of attorney, get financial and investment advice.
- People that are single have a bleaker view of their accommodation and services and see it as 'getting by' until death.
- People were very pessimistic about dementia, many saying euthanasia would be preferable to a care home admission. If local authorities are to encourage the management of dementia in the community, people will need more information and awareness as to how this could be handled, and carers in particular will need more resources.
- People did not welcome the prospect of living with their children. This was not only because of the burden of caring (of which several people had experience), but also because it changed the relationship between older parent and child: *"It doesn't allow you to be as you were, you become an object to be cared for rather than their parent. You don't have the same conversations any longer because they have to look after you"*.

<sup>7</sup> Anticipating Future Needs. Care Services Efficiency Delivery Programme, Department of health, August 2007

# Regional Demographics

The South West region is composed of 44 local authorities, of which 15 have a responsibility for social services, stretching from Cornwall and the Isles of Scilly in the west through Bristol and Bournemouth to Swindon and Wiltshire in the east. It is the largest region in England, with the lowest population density. Key features of the region are the ageing population, high levels of second home ownership and fuel poverty.

## Current population

The latest official estimates for the South West region put the total population at 5,124,100 for mid-2006, representing 10% of England's population. In the 20 years between 1985 and 2005, the population has grown at 12.5%, faster than any other English region (SWO, 2007).

The region has the highest proportion of people aged 65 and over, and 85 and over in England. Based on the 2006 mid-year population estimates, there are 1,119,000 people over retirement age in the South West (65M/60F). This represents 21.8% of the total population in the South West (ONS, 2007). There are just over 1 million aged between 50 and 65 according to the regional population estimates.

Some authorities have especially high percentages of people over retirement age: in Christchurch, East Devon, West Somerset, East Dorset and West Dorset, over a third of all households are pensioners. The population of East Devon has a median age of 62.9. Five of the ten most 'retired' districts in England are in the South West. Bristol and Plymouth are also above the national average.

There is also a higher proportion of pensioner only households in the South West than any other English region (SWPHO, 2005).

**Table 1: Older people's population in the South West**

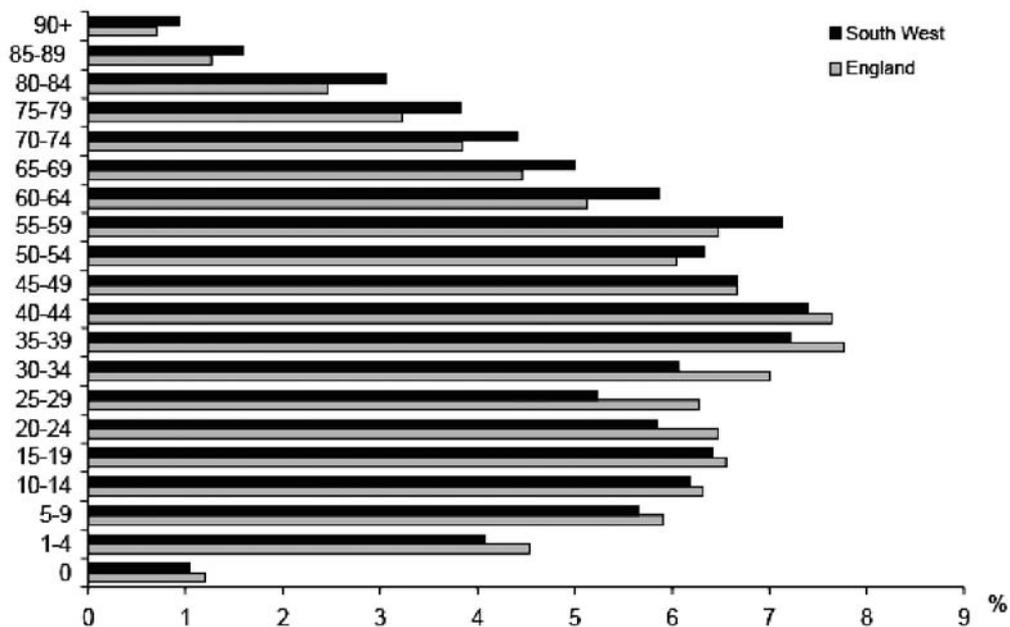
Local Authority	Aged 65-74	Aged 75-84	Aged 85+
<b>County</b>			
Cornwall & Isles of Scilly	51,774	35,829	13,147
Devon	73,623	52,967	20,848
Dorset	45,502	33,720	12,215
Gloucestershire	49,611	35,834	12,580
Somerset	49,038	34,897	12,751
Wiltshire	37,023	25,183	9,033
<b>Unitary</b>			
Bath & NE Somerset	15,095	11,086	3,965
Bournemouth	15,441	13,044	5,806
Bristol	27,950	21,516	7,221
N Somerset	17,749	13,471	5,162
Plymouth	19,906	13,774	4,778
Poole	13,775	10,338	3,938
S Glos	19,795	11,684	3,847
Swindon	13,604	8,621	2,614
Torbay	13,842	10,672	4,861

Notes: Figures are taken from Office for National Statistics (ONS) 2001 Census. Figures may not sum due to rounding.

*Table 1* provides details of the number of older people in 2001 in each of the authorities with social services responsibilities in the region.

*Figure 1.11* from the State of the South West report (2007) provides a graphic picture of the current age structure of the region's population compared with England as a whole.

**Figure 1.11 Age Structure within the South West, percentages**



Source: 2001 Census, ONS

### Life expectancy and mortality

Both men and women in the South West have the longest life expectancy (78.1 for men and 82.2 for women – (Department of Health, 2007)) and the joint lowest Standardised Mortality Rate in England (shared with the South East region).

## Demographic change

The total population in the South West is expected to grow by a further 10% between 2003 and 2026, with an increase in the population for people aged 65 and over from 19% to 25% of the total (SWO, 2007). These projections suggest that the South West will continue to have an older population structure than the average for England.

Between 2008 and 2025, the total number of people of 65 and over in the South West is projected to rise from 994,700 to over

1,427,600, an increase of 44% (see *Table 2*). The proportionate increase in the number of people aged 85 and over is even higher – 57%, from 144,900 in 2008 to 227,400 in 2025. This group is more likely than other older people to have additional needs for care and support.

As *Table 2* illustrates, the percentage increases in the older population in the South West is projected to vary widely from as low as a 21% increase in people aged 85 and above in Bristol to 81% in South Gloucestershire. According to the General Households Survey, 30% of people aged 85 and above need help climbing stairs.

**Table 2: Projected Population growth by age 2008-2025 by Authority**

Local Authority	Population			Population		
	65-84: 2008	65-84: 2025	% change	85+: 2008	85+: 2025	% change
<b>County</b>						
Cornwall & Isles of Scilly	96,100	143,100	49%	16,000	26,100	63%
Devon	137,800	203,700	48%	24,100	38,200	59%
Dorset	85,200	121,500	43%	14,900	23,600	58%
Gloucestershire	91,300	128,100	40%	15,400	24,600	60%
Somerset	92,300	138,200	50%	15,500	25,700	66%
Wiltshire	69,300	101,800	47%	11,100	19,100	72%
<b>Unitary</b>						
Bath & NE Somerset	26,100	32,400	24%	4,600	6,600	43%
Bournemouth	26,100	30,500	17%	5,800	7,100	22%
Bristol	46,400	51,800	12%	8,000	9,700	21%
N Somerset	34,100	50,400	48%	6,100	9,900	62%
Plymouth	34,700	46,400	34%	5,600	8,400	50%
Poole	24,400	31,100	27%	4,700	6,700	43%
S Glos	36,300	51,100	41%	4,800	8,700	81%
Swindon	23,500	31,900	36%	3,100	5,300	71%
Torbay	26,200	38,200	46%	5,200	7,700	48%
<b>Total</b>	<b>849,800</b>	<b>1,200,200</b>	<b>44%</b>	<b>144,900</b>	<b>227,400</b>	<b>57%</b>

Source: POPPI data 2007

This population growth is also not evenly distributed within areas, so, for example, within Gloucestershire it is Tewkesbury and the Forest of Dean where there will be the greatest rise in older populations, and this will need to be taken into account in planning services and infrastructure (Glos Older People's Strategy 2004).

As a result of population growth and shrinking household size (partly itself a result of increased longevity), the number of households in the South West is expected to increase by 28% between 2003 and 2026. More than half of new households in the South West will be over 65 (DCLG, 2007).

## People who live alone

In some areas of the South West, there are very high numbers of mature adults living alone, for example, over 45% of those over 75 in Bristol live alone (SWPHO, 2005). In total in 2001 (ONS, 2001), there were 322,418 lone pensioner households in the South West. Most care provision is unpaid, mainly by partners or other family members. Single older people are more likely to require public care and support as they become frailer if they are to remain in their own homes. It is likely that over the next 20 years, both the actual number and the proportion of older people living alone will increase. This is due to the increase in total numbers, to a continued difference in longevity between men and women and changing patterns of marriage and divorce (see *Tables 3 and 4*).

**Table 3: Older males predicted to be living alone between 2008 and 2025**

Local Authority	Torbay	Males aged 65-74 2008	Males aged 65-74 2025	Males aged 75+ 2008
<b>County</b>				
Cornwall & Isles of Scilly		4,862	6,511	6,048
Devon		6,715	9,163	8,960
Dorset		4,046	5,491	5,908
Gloucestershire		4,488	5,831	5,852
Somerset		4,488	6,188	5,936
Wiltshire		3,400	4,539	4,368
<b>Unitary</b>				
Bath & NE Somerset		1,190	1,428	1,764
Bournemouth		1,139	1,360	1,904
Bristol		2,176	2,448	3,024
N Somerset		1,649	2,244	2,268
Plymouth		1,649	2,108	2,100
Poole		1,105	1,343	1,708
S Glos		1,819	2,363	2,156
Swindon		1,156	1,564	1,428
		1,258	1,734	1,736

Source: 2001 Census Table GHSO4: obtained from POPPI data.

**Table 4: Older females predicted to be living alone**

Authority	Females aged 65-74 2008	Females aged 65-74 2025	Females aged 75+ 2008	Females aged 75+ 2025
<b>County</b>				
Cornwall & Isles of Scilly	9,768	13,629	19,057	29,146
Devon	13,827	19,503	28,615	42,008
Dorset	8,415	11,286	17,582	25,016
Gloucestershire	9,108	12,177	18,821	26,786
Somerset	9,273	13,200	18,998	28,969
Wiltshire	7,095	9,834	13,747	21,299
<b>Unitary</b>				
Bath & NE Somerset	2,607	3,102	5,605	7,021
Bournemouth	2,442	2,772	6,549	6,903
Bristol	4,488	5,115	10,089	10,325
N Somerset	3,465	4,653	7,198	10,856
Plymouth	3,630	4,521	7,139	9,617
Poole	2,376	2,904	5,487	6,903
S Glos	3,795	4,884	6,549	10,207
Swindon	2,409	3,168	4,425	5,959
Torbay	2,673	3,663	5,664	7,965

Source: 2001 Census Table GHSO4, obtained from POPPI data.

## Black minority ethnic older people

There is a small but increasing number of older black and minority ethnic (BME) people in the South West, although census data indicates that the region has one of the smallest ethnic minority populations of all English regions (2.3%) and that the total number of over 65 year olds from BME communities is still very small. For example, although more than a quarter (28%) of the BME population in the South West live in Bristol, the city still has only just over 2% of its over-75 population coming from the BME community (SWO, 2007). There is also a small population of older people in Gloucester within the Afro-Caribbean community and an even smaller community of Indian older people (Gloucestershire Older People strategy, 2004).

## Homeless older people

The main reasons that older people become homeless in old age are: the death of a spouse or carer, physical and mental health problems, rent arrears and alcohol problems that contribute to relationship breakdown. (Crane et al, 2004).

Nationally, in 2006, there were 1,540 people accepted as homeless on grounds of old age, representing about 2% of all households accepted as homeless. Applied to the regional total of 5,580 acceptances, this would indicate that around 112 older people are identified as homeless in the South West region.

## Older offenders

The number of prisoners aged over 60 in jails in the South West has been increasing over the last ten years in line with national trends. Between 1990 and 2000 the number of older people in prison in England and Wales trebled, so that by 2004 there were 1700 prisoners, mostly men, aged over 60. The oldest prisoners in the South West are over 80 (SWPHO, 2005). Between July and September 2004, 113 prisoners aged 51 and above were released from prisons in the South West region of whom 64 intended to resettle within the resettlement county (Reducing Reoffending Partnership South West).

## Learning disability

In the coming years there is likely to be a significant growth in the number of older people in the South West with a learning disability. Whilst some of the overall increase will come about through greater survival of severely disabled babies there is also increased longevity amongst the older population. For example, increased longevity amongst older people with downs syndrome may pose a number of housing issues from accommodation issues following the death or increased frailty of parents through to early onset of dementia amongst this population.

**Table 5: People aged 50 and over predicted to have a moderate or severe learning disability, and hence likely to be in receipt of services.**

Local Authority	2008	2025
<b>County</b>		
Cornwall & Isles of Scilly	884	1084
Devon	1223	1512
Dorset	708	859
Gloucestershire	849	1024
Somerset	831	1037
Wiltshire	650	812
<b>Unitary</b>		
Bath & NE Somerset	237	271
Bournemouth	217	243
Bristol	437	480
N Somerset	315	388
Plymouth	327	378
Poole	208	234
S Glos	348	433
Swindon	228	286
Torbay	227	285
<b>Totals</b>	<b>9,697</b>	<b>11,346</b>

Source: 2001 Census, obtained from POPPI data

## Older drug treatment

In 2004/05 there were 578 people aged 50 and above in the South West who were clients of the National Drug Treatment service representing 3% of the regional total (Statistics from the National Drug Treatment Monitoring System (NDTMS) 1 April 2004 – 31 March 2005, NTA for SM 2006).

## Migratory trends

In 2004/05, net migration into the South West was 27,200, of which 16% were aged 60 or above (*State of the South West*, SWO, 2007). The South West as a whole has the highest net inward migration of any region, most of which consists of people aged over 45 moving to rural locations, some of whom may be people taking early retirement. In 2003 - 2005, four of the top ten districts for the greatest rate of inward migration were in the South West region: Torridge, North Dorset, West Dorset and East Devon (Commission for Rural Communities, 2007).

Population growth of 12.5% between 1985 and 2005 was entirely due to migration. The level of migration has typically been around a 30,000 net gain in migrants from elsewhere in the UK annually, together with a further estimated gain of around 2,000 – 4,000 net gain of overseas migrants per annum. These trends are projected to continue in the future.

## Rural Communities

The South West region has a higher proportion of its population in rural areas than any other English region. Although, in terms of absolute numbers, people aged 65 and above are predominantly found in urban areas in the South West, older people represent a greater proportion of the total population in non-urban areas, (particularly in the younger old). This may be partly due to the fact that many mature adults choose to move to such areas when they retire or are nearing retirement (SWPHO, 2005).

The continuing decline of services and amenities in rural areas may impact on the ability of older people in rural areas to remain independent, while the distances and dispersed nature of older people in the countryside adds to the costs of traditional service provision. Nationally, clear and growing differences between the age profiles of rural and urban England are emerging with rural areas showing more older people, and a reduction in the proportion of people aged between 20 and 35 (CRC, 2007).

## Housing and tenure

The South West has relatively high levels of owner occupation: particularly among the younger old: 84% of 60-64 year olds are owner occupiers compared with 71% of those aged 85 and above. Among 65-74 year olds, 82% were owner occupiers in the South West (2001 Census) compared with 77% in England (2006 Labour Force Survey).

Assuming the region follows national trends, the proportion of older owner occupiers will increase further over the coming years.

**Table 6: Age by tenure – South West**

	65-74	%	75-84	%	85 & over	%
Owned	374,538	82%	240,914	76%	67,851	71%
Rented from Council	34,502	8%	30,074	9%	9,117	9%
Other social rented	23,124	5%	22,705	7%	8,658	9%
Private rented & living rent free	26,799	6%	24,456	8%	10,369	11%
<b>Total</b>	<b>458,963</b>		<b>318,149</b>		<b>95,995</b>	

Source: 2001 Census Note: % subject to rounding.

## Disrepair and fuel poverty

Results from the 2001 English House Condition Survey showed that 34% of households whose head was aged fifty and over live in 'poor' housing, and that this proportion rises with age. Lone older women are most likely to live in unfit housing. Research indicates that major renovation works are rarely undertaken by retired owners, and those aged 85+ are less likely to have work done to their home, and to spend less when work is done than younger older people.

A study by the Commission for Rural Communities (2006) identified the problem of older properties in rural areas that are virtually unadaptable, compelling people to move to meet their needs. The poor condition of private rented and tied accommodation was also a concern.

Many older people still live in housing that does not meet thermal and safety standards and is expensive to adapt. Dwellings in the South West are also below average in their energy efficiency, with energy cost ratings of 49.3 compared with 51.4 for England.

Private sector housing in the region scored 48.2. Eleven per cent of homes in the South West do not have central heating, worst affected are Cornwall (22%) and Devon (19%) compared with 9% in England as a whole (SW Housing Body, 2005).

Fuel poverty is a regional concern. In the South West, it is estimated that 12.1% of households are living in fuel poverty (250,000 homes). Around half of these homes will house people over 65 years (SW Housing Body, 2005). Penwith and the Isles of Scilly are one of the top ten areas for fuel poverty, and 21% of people aged 65 and over living without central heating which is a contributor to fuel poverty (DH Press release 26/10/07) (see Table 7).

An estimated 2,300 excess deaths occur in winter in the South West (2000/01 figures, ONS)<sup>8</sup> and 93% of these are in people aged 65 or over. Although not all of these can be attributed to cold homes, it has been identified as a risk factor, and it is anticipated that some deaths could be avoided with better heating and insulation (SWPHO, 2005).

<sup>8</sup> Excess winter deaths are defined by the Office for National Statistics as the difference between the number of deaths during the four winter months (December to March) and the average number of deaths during the preceding autumn (August to November) and the following summer (April to July)

**Table 7: People aged 65 and over without central heating**

Authority	Aged 65 and over	Percentage of population aged 65 and over with no central heating
<b>County</b>		
Cornwall & Isles of Scilly	15,998	15.9%
Devon	16,721	11.3%
Dorset	5,513	6.0%
Gloucestershire	7,235	7.4%
Somerset	7,915	8.2%
Wiltshire	3,857	5.4%
<b>Unitary</b>		
Bath & NE Somerset	1,947	6.5%
Bournemouth	2,237	6.5%
Bristol	5,961	10.5%
N Somerset	1,651	4.5%
Plymouth	6,420	16.7%
Poole	1,596	5.7%
S Glos	1,756	5.0%
Swindon	2,187	8.8%
Torbay	3,395	11.6%

*Notes: Figures are taken from Office for National Statistics (ONS) 2001 Census, Standard Tables, table SO54 shared / unshared dwelling and central heating and occupancy rating by age. The most recent census information is for year 2001. Figures in this table have not been projected forward as the figures would not be reliable.*

People living in non-decent housing are likely to have greater health needs and are less likely to be able to remain in their own homes throughout life. Of older people in non decent housing, the majority are owner occupiers and if they wish to stay where they are, they will need help with maintenance and adaptations if they become disabled.

## Second home ownership

The South West has the highest number and percentage of second homes in England.

The Survey of English Housing (2007) identified approximately 60,000 second homes in the South West, representing 2.7% of the total housing stock, with hot spots in the Isles of Scilly, South Hams in Devon, North Cornwall and Dorset. Coastal areas are particularly affected. While this puts pressure on the regional housing market and affects affordability, it may also be that some second home owners move to live permanently in the South West as they approach retirement. Nationally, about 50% of people who own second homes describe them as potential retirement homes and 60% of those with second homes are aged between 45 and 64 (Housing in England 2005/06, DCLG, 2007).

A number of older people who might wish to 'down-size' their family home could have difficulty in doing so, because of the enlargement of small properties as a result of second home ownership, inward migration from areas where property prices are higher, and consequent rising house prices.

## Income and benefits

Although there are a high proportion of owner occupiers in the South West some may be 'asset rich and income poor'. Although older people in the South West are relatively affluent, in 2002/2003 the average pensioner household received 51 per cent of their income from state benefits (SWPHO, 2005). According to the Indices of Deprivation, 71,500 older people are affected by income deprivation in the South West region (DCLG, 2007). Severe deprivation is particularly concentrated in the urban areas of Plymouth and the City of Bristol (ODPM 2004).

In 2003, 220,595 people aged 65 and above in the South West were living on income related benefits, of whom 140,065 were aged 75 and above. The average rate of older people living on income related benefits in the region was the second lowest in England (24.1%) (Help the Aged, 2004). In May 2006, there were 275,700 people in receipt of pension credit, and 61,000 people receiving carer's allowance.

## Limiting Long Term Illness

More than 40% of people aged 65 and above in South West authorities (excluding the Isles of Scilly) have a limiting long-term illness compared with 47% in England. In Bristol, Plymouth and Penwith, this rises to over 50% (ONS, 2001).

Numbers in the older population suffering a variety of conditions may be roughly estimated by applying national prevalence rates to local population figures, by age. However, as people are likely to suffer from more than one condition as they grow older, this approach does not give absolute numbers as it will involve some double counting.

The numbers of people aged 65 and over with a limiting long-term illness are projected to increase significantly across the region, with several authorities experiencing increases of over 50% (see Table 8) compared with an overall projected increase for England of 39%.

## Falls and hip fracture

The South West has the highest rate of hip fracture for older people in England with a score of 657.8 compared with national average of 565.3 (European Age Standardised Rate, Health Profile of England, Department of Health, 2007).

## Dementia

The prevalence and incidence of dementia increase with age. Approximately 600,000 people in the UK have dementia. This represents 5% of the total population aged 65 and over, rising to 20% of the population aged 80 and over. Of the people with dementia, 154,000 live alone. It is estimated that by 2026 there will be 840,000 people with dementia in the UK, rising to 1.2 million by 2050<sup>9</sup>. According to the Alzheimer's Society, the number of older people with dementia in the South West is due to increase by 26% between 2007 and 2017, and by 40% between 2007 and 2021. Between 2008 and 2025, some areas are projected to experience rises in excess of 50% (see Table 9). This will have a major impact on service provision.

<sup>9</sup> National Service Framework for Older People (2001).

**Table 8: People aged 65 and over with a limiting long-term illness, projected to 2025**

Authority	2008	2025	Percentage increase
<b>County</b>			
Cornwall & Isles of Scilly	52,126	80,007	53%
Devon	67,673	102,401	51%
Dorset	42,261	62,171	47%
Gloucestershire	45,612	66,362	45%
Somerset	46,621	71,852	54%
Wiltshire	33,362	51,219	54%
<b>Unitary</b>			
Bath & NE Somerset	13,223	16,984	28%
Bournemouth	13,893	16,406	18%
Bristol	27,286	30,880	13%
N Somerset	17,130	26,102	52%
Plymouth	19,711	27,014	37%
Poole	12,796	16,800	31%
S Glos	18,205	27,202	49%
Swindon	12,378	17,480	41%
Torbay	14,085	20,755	47%

Source: Census 2001, Nomis Website, obtained from POPPI data.

**Notes:** Figures are taken from Office for National Statistics (ONS) 2001 Census, Standard Tables, table S016 Sex and age by general health and limiting long-term illness. The most recent census information is for year 2001. Numbers have been calculated by applying percentages of people with a limiting long-term illness in 2001 to projected population figures

**Table 9: Projected future numbers of people with dementia: 2008-2025**

District	Projected number aged 65+ with dementia: 2008	Projected number aged 65+ with dementia: 2025	Percentage increase 2008-2025
<b>County</b>			
Cornwall & Isles of Scilly	8,101	12,810	58%
Devon	12,035	18,520	54%
Dorset	7,505	11,250	50%
Gloucestershire	7,870	11,769	50%
Somerset	7,918	12,548	58%
Wiltshire	5,770	9,256	60%
<b>Unitary</b>			
Bath & NE Somerset	2,332	3,079	32%
Bournemouth	2,692	3,138	17%
Bristol	4,105	4,644	13%
N Somerset	3,047	4,736	55%
Plymouth	2,907	4,137	42%
Poole	2,284	3,065	34%
S Glos	2,716	4,424	63%
Swindon	1,805	2,662	47%
Torbay	2,422	3,589	48%

Source: POPPI data

## Older people and care

People's need for care and support to enable them to live independently is inevitably greatly influenced by the capacity of their informal carers to continue caring. Carers themselves are also vulnerable to break down, particularly if they themselves are elderly.

In 2001, more than 150,000 people providing unpaid care for family members, friends and neighbours in the South West were aged 60 or more. Around 100,000 people in the region provide in excess of 50 hours care per week, nearly 35,000 of these carers are aged 65 or above (see Table 10).

**Table 10: Older people in the South West region providing more than 50 hours care a week by age**

Age Category	Number
People aged 65-74 providing 50 or more hours care per week	18,829
All aged 75-84 providing 50 or more hours care per week	13,452
All aged 85+ providing 50 or more hours care per week	2,663
Total people aged 65+ providing 50 or more hours care per week	34,944

Source: Office for National Statistics, Census 2001.

The proportion of the population providing some sort of unpaid care tends to increase in the far south and west, with the highest levels occurring in the more coastal and rural areas.

## Residential care

A relatively low percentage of older adults live in residential care in the South West. According to the 2001 Census, 4% of people aged 65 and over lived in communal establishments, of whom 18% were aged 85 and above. However, as a consequence of the growing population of very old people, and accompanying increases in dementia, poor health and declining mobility, if services are not reconfigured there will be a considerable increase in this population between now and 2025 (see Table 11).

**Table 11: People aged 65 and over by age living in a care home with or without nursing purchased or provided by CSSR, projected to 2025**

Local Authority	2008	2025
<b>County</b>		
Cornwall & Isles of Scilly	4,597	7,462
Devon	7,380	11,619
Dorset	3,443	5,366
Gloucestershire	4,011	6,220
Somerset	4,459	7,269
Wiltshire	3,164	5,267
<b>Unitary</b>		
Bath & NE Somerset	1,170	1,614
Bournemouth	2,238	2,699
Bristol	2,051	2,396
N Somerset	2,576	4,142
Plymouth	2,092	3,055
Poole	1,236	1,722
S Glos	1,427	2,076
Swindon	890	1,397
Torbay	1,901	2,850

Source: POPPI data based on 2005-06 RAP and 2005 mid year estimates

# Regional Supply

This section presents information on the regional supply of accommodation for older people broken down by local authority. It is based on a review of relevant documents and discussions – where possible – with commissioners and providers of housing and housing related support.

The region covers fifteen local authorities with social services responsibilities: Bath and North East Somerset, Bournemouth, Bristol, Cornwall and the Isles of Scilly, Devon, Dorset, Gloucestershire, North Somerset, Plymouth, Poole, Somerset, South Gloucestershire, Swindon, Torbay and Wiltshire. Most of the relevant information available is at the local authority level.

The principal cities and towns in the region are Bristol, Swindon, Plymouth, Exeter, Bournemouth, Poole, Gloucester, Cheltenham, Bath, Weston-super-Mare, Taunton, Torbay, Truro, Camborne and Redruth. In addition, there are over 200 smaller market towns which act as economic and service delivery centres for their surrounding rural areas.

The region has been divided up into 12 sub-regional housing markets which are associated with the principal urban areas of the South West, and other larger settlements. However, these sub-markets are largely based on travel to work areas, and it is not known whether this approach is equally appropriate for older people whose locational preferences may depend on the proximity of family, amenity, and other factors.

## Accommodation and services

### Owner occupation

Levels of owner occupation among older people in the South West are higher than the national average: 78.3% (or 680,000) of people aged 65 and above own their homes, compared with 71.6% of older people in England<sup>10</sup>.

Land registry data for September 2007 demonstrates relatively high average prices (see Table 12). Average house prices in the South West were predicted to rise by 44% in the next five years, from £219,000 to over £316,000 – (National Housing Federation, 2007) although the current housing market may deflate this figure somewhat. Across Cornwall, Devon and Dorset typical house prices are now close to 14 times average incomes. The region has the worst affordability in the country at the lower end of the market (National Housing Federation, 2007).

While these factors make entry to owner occupation difficult for first-time buyers, for older existing owner occupiers, many of whom will no longer have a mortgage, the value of their home as an asset may enable them to consider a number of options for their future accommodation, including equity release, leasehold sheltered and extra care housing.

<sup>10</sup> Census, ONS 2001

**Table 12 – Average house prices (£000s)**

Local Authority	Detached house	Flat/maisonette	Overall
<b>County</b>			
Cornwall	299	151	209
Devon	313	135	208
Dorset	349	139	236
Gloucestershire	320	127	194
Somerset	309	101	191
Wiltshire	317	113	203
<b>Unitary</b>			
Bath & NE Somerset	358	192	240
Bournemouth	281	144	193
Bristol	351	182	189
N Somerset	312	116	197
Plymouth	n/a	n/a	n/a
Poole	327	185	227
S Glos	306	124	205
Swindon	240	88	151
Torbay	298	124	178
England & Wales	277	174	184

Source: Land Registry, 2007

### Second home ownership

The South West has over one fifth of all second homes in the country and the highest percentage of any region – for example, 10% or more of homes are second homes in the Isles of Scilly, Purbeck, Penwith, South Hams and North Cornwall. Half of the top thirty local areas for second homes in the country are in the South West (NHF, 2007).

The number of second homes in the South West can also mean that many older people find themselves living amongst empty houses for much of the year, contributing to social isolation and the loss of local services due to low levels in demand.

### Private renting

There were 61,624 people aged 65 and above (or 7.1% of older people) in the South West renting privately or in rent free accommodation in 2001 (Census, 2001) – a relatively high proportion compared with the average for England of 6.8% of older people.

### Social housing

Across the South West, there are 162,000 homes owned and managed by 200 housing associations; whilst local authorities own 128,000 homes (NHF, 2007).

Many older people in social housing (both RSL and local authority) do not live in supported housing, but in the general needs housing stock. According to the 2001 Census, 128,100 people aged 65 and over live in social rented housing representing 14.7% of older people in the region, compared with 21.6% of older people in England.

### New homes

In 2006, 18,761 new homes were built in the South West. The growth in the housing stock has been very gradual in recent years with a 1% growth in the total housing stock in the last 5 years (NHF, 2007).

The number of new affordable homes in the region was just under 4,000 affordable homes in 2005-06; however the supply of affordable housing is declining as 'Right to Buy' sales continue to exceed new additions to the stock<sup>11</sup>.

### Under-occupation

Levels of under-occupation in the South West are the highest in the country at 42 per cent (where under-occupation is defined as two or more bedrooms above the bedroom standard). National data indicate that under-occupation is highest among owner occupiers (47%) followed by private tenants (17%) and lowest among social renters (11%)<sup>12</sup>.

### Non-decent housing

Some 86% of housing association homes meet the Decent Homes Standard (NHF, 2007). Most older people in non-decent housing are in the private sector: owner occupiers and private tenants. If these older people are to be helped to stay in their own homes, many will need help with repairs and maintenance; and with adaptations if they become disabled.

A study by the CRC<sup>13</sup> in 2006 found that older homeowners received very few services apart from Home Improvement Agencies (where these existed) to assist them with maintaining their homes. Equity release schemes are not widely favoured by older people (CRC, 2006) and even when people can afford repairs, many need assistance with finding a reliable builder or other trades people to undertake the work as they fear being cheated. Home Improvement Agencies have reported a reluctance to advertise their services too widely because of the level of unmet need (CRC, 2006).

### Sheltered Housing

In 2006, there were 35,880 housing association units for older people in the South West Region (see Table 13). 'Housing for older people' includes properties intended for older people (regardless of the actual characteristics of each tenant) and either incorporates a range of basic facilities and special design features, or are specially designated supported housing for older people, eg, sheltered housing.

11 SWRA Submission to CLG June 2007 on Regional Housing Pot 2008-2011

12 DCLG, *Housing Statistics 2007*. Under-occupied ie two or more bedrooms above the "bedroom standard". "Bedroom standard" is used as an indication of occupation density. A standard number of bedrooms are allocated to each household in accordance with its age / sex / marital status composition and the relationship of the members to one another.

13 *Housing and Support Needs of Older People in Rural Areas*, CRC 2006

The distinctive design features should be over and above lifetime homes adaptations to general needs properties. The age of tenants actually resident is not a defining feature. Including supported housing as well, the total rises to 44,598. Of these supported housing and housing for older people units, 2,300 were designed for wheelchair users (Housing Corporation RSR, 2006).

The Housing Corporation's Regulatory Statistical Return indicates that there are over 43,000 homes for older people and those with specialist support needs in the region. Some RSLs only operate within one local authority, while others, such as Anchor and Hanover are spread across the region (see *Appendix 1*). The main RSL providers of sheltered housing in the region are:

● Guinness Trust	1,698
● Somer Community	1,659
● South Somerset Homes	1,654
● West Wiltshire	1,498
● Magna	1,456
● Anchor Trust	1,407
● Hanover	1,366
● Housing 21	1,258
● Forest of Dean	1,111
● North Somerset Housing	1,089
● Brunelcare	1,083
● Teign Housing	1,018

In addition there are a number of providers of private sheltered housing and retirement villages, such as McCarthy and Stone, Guardian Management Services, and Hanover Property Management and retirement villages, such as Care Villages Group and Richmond Villages.

Again some private providers operate within a small geographical area, while other cover the whole region (see *Appendix 2*).

Many authorities and providers are looking to decommission or remodel their ordinary sheltered housing stock as they having difficulties in letting accommodation that is no longer suitable or sub-standard (see strategy summary section below and case studies). There is widespread anecdotal evidence that much sheltered housing is no longer fit for future populations of older people, in terms of design, size and space standards.

Increasing the provision of housing designed to enable care and support services to be delivered into it, including extra care, may be achieved in part through remodelling existing sheltered schemes or using the sites for new build schemes.

Data for this section comes from a number of sources but is largely based on information from the Elderly Accommodation Counsel (EAC) which collects figures on sheltered, retirement and extra care housing in the social and private sector. The EAC database is dependent on information supplied mainly by providers themselves and the EAC recognises that this may result in some undercounting.

Figures in *Table 2* and *Table 13* (see below) do not match, reflecting different methods of data collection. In addition, the RSR category 'Housing for older people' in *Table 13* adopts a much broader definition of 'Housing for older people' than that in *Table 14*.

**Table 2 – RSL supported housing stock and housing for older people: RSL lettings broken down by local authority area, RSL data for 2005/06**<sup>14</sup>

Local authority	Supported housing		Housing for older people		General needs housing		Total number of units owned by RSLs in local authority area
	Number of RSL units	Proportion of total RSL units	Number of RSL units	Proportion of total RSL units	Number of RSL units	Proportion of total RSL units	
County							
Caradon	36	4%	115	14%	659	81%	810
Carrick	82	7%	159	14%	862	78%	1,103
Isles of Scilly	0	0%	7	18%	32	82%	39
Kerrier	101	2%	916	19%	3829	79%	4,846
North Cornwall	70	6%	258	21%	886	73%	1,214
Penwith	100	2%	872	21%	3127	76%	4,099
Restormel	112	3%	827	19%	3323	78%	4,262
<b>Cornwall (Total)</b>	<b>501</b>	<b>3%</b>	<b>3,154</b>	<b>19%</b>	<b>12,718</b>	<b>78%</b>	<b>16,373</b>
East Devon	178	12%	207	14%	1075	74%	1,460
Exeter	527	14%	351	9%	2823	76%	3,701
Mid Devon	67	7%	301	32%	571	61%	939
North Devon	113	3%	1,196	28%	2919	69%	4,228
South Hams	40	1%	842	20%	3232	79%	4,114
Teignbridge	88	2%	1,525	32%	3213	67%	4,826
Torrige	23	3%	155	23%	497	74%	675
West Devon	37	2%	317	16%	1579	82%	1,933
<b>Devon (total)</b>	<b>1,073</b>	<b>5%</b>	<b>4,894</b>	<b>22%</b>	<b>15,909</b>	<b>73%</b>	<b>21,876</b>
Christchurch	62	3%	378	16%	1972	82%	2,412
East Dorset	69	2%	719	23%	2365	75%	3,153
North Dorset	79	2%	770	21%	2772	77%	3,621
Purbeck	31	1%	569	24%	1723	74%	2,323
West Dorset	167	3%	1,743	28%	4271	69%	6,181

<sup>14</sup> These tables give an overview of the proportion of RSL stock intended for older people, and the proportion of RSL stock that is supported housing (The total number of units includes all units owned by housing associations (that is, general needs stock, supported housing stock, and housing for older people).

Local authority	Supported housing		Housing for older people		General needs housing		Total number of units owned by RSLs in local authority area
	Number of RSL units	Proportion of total RSL units	Number of RSL units	Proportion of total RSL units	Number of RSL units	Proportion of total RSL units	
Weymouth & Portland	90	2%	1,002	25%	2951	73%	4,043
<b>Dorset (total)</b>	<b>498</b>	<b>2%</b>	<b>5,181</b>	<b>24%</b>	<b>16,054</b>	<b>74%</b>	<b>21,733</b>
Cheltenham	384	18%	219	10%	1588	72%	2,191
Cotswold	53	1%	704	13%	4471	86%	5,228
Forest of Dean	90	2%	1,243	28%	3061	70%	4,394
Gloucester	428	18%	395	16%	1610	66%	2,433
Stroud	149	14%	212	19%	742	67%	1,103
Tewkesbury	55	1%	487	12%	3438	86%	3,980
<b>Gloucestershire (Total)</b>	<b>1,159</b>	<b>6%</b>	<b>3,260</b>	<b>17%</b>	<b>14,910</b>	<b>77%</b>	<b>19,329</b>
Mendip	184	3%	1,243	21%	4357	75%	5,784
Sedgemoor	128	7%	109	6%	1654	87%	1,891
South Somerset	255	3%	1,781	18%	7768	79%	9,804
Taunton Deane	148	9%	304	19%	1176	72%	1,628
West Somerset	111	5%	529	23%	1653	72%	2,293
<b>Somerset (total)</b>	<b>826</b>	<b>4%</b>	<b>3,966</b>	<b>19%</b>	<b>16,608</b>	<b>78%</b>	<b>21,400</b>
Kennet	82	1%	760	13%	5189	86%	6,031
North Wiltshire	104	2%	812	12%	5972	87%	6,888
Salisbury	235	12%	324	17%	1388	71%	1,947
West Wiltshire	169	3%	1,703	26%	4696	71%	6,568
<b>Wiltshire (total)</b>	<b>680</b>	<b>3%</b>	<b>4,601</b>	<b>18%</b>	<b>20,196</b>	<b>79%</b>	<b>25,477</b>
<b>Unitary</b>							
BANES	260	2%	2,498	22%	8345	75%	11,103
Bournemouth	518	17%	639	21%	1862	62%	3,019
Bristol, City of	1,346	14%	2,080	21%	6535	66%	9,961

Local authority	Supported housing		Housing for older people		General needs housing		Total number of units owned by RSLs in local authority area
	Number of RSL units	Proportion of total RSL units	Number of RSL units	Proportion of total RSL units	Number of RSL units	Proportion of total RSL units	
North Somerset	255	3%	1,741	21%	6397	76%	8,393
Plymouth	393	6%	1,132	17%	5062	77%	6,587
Plymouth	393	6%	1,132	17%	5062	77%	6,587
Poole	243	9%	376	15%	1963	76%	2,582
South Glos	257	10%	335	13%	2088	78%	2,680
Swindon	526	14%	1,055	27%	2256	59%	3,837
Torbay	183	4%	968	20%	3685	76%	4,836
Unitary authorities (Total)	3,981	8%	10,824	20%	38,193	72%	52,998
<b>TOTAL</b>	<b>8,718</b>	<b>5%</b>	<b>35,880</b>	<b>20%</b>	<b>134,588</b>	<b>75%</b>	<b>179,186</b>

Source: South West Vulnerable People database based on Housing Corporation RSR 2005-06)

In all areas (apart from Torbay), most older people's housing is social housing for rent (see *Table 14*). Swindon has the highest level of older people's housing for rent, followed by Bristol and Bath & North East Somerset. The level of provision varies widely, both within authority areas and between them. Torbay, Bournemouth and Poole have high levels of provision of retirement housing for sale per head. Plymouth has the lowest rate of provision overall.

**Table 3 – Older people’s housing in the South West**

Local Authority	Rent			Sale	All	Number of units per 1000 population aged 65+			Pop. aged 65+
	LA	RSL	Both			Rent	Sale	All	
Caradon	1576	146	1722	54	1776	112.4	3.5	115.9	15318
Carrick	389	162	551	292	843	29.4	15.6	45	18747
Kerrier	0	747	747	80	827	42.3	4.5	46.8	17670
North Cornwall	624	241	865	158	1023	51.9	9.5	61.4	16652
Penwith	0	566	566	43	609	42.1	3.2	45.3	13433
Restormel	0	831	831	138	969	44.9	7.5	52.4	18505
<b>Cornwall</b>	<b>2589</b>	<b>2693</b>	<b>5282</b>	<b>765</b>	<b>6047</b>	<b>52.7</b>	<b>7.6</b>	<b>60.3</b>	<b>100325</b>

Local Authority	Rent			Sale	All	Number of units per 1000 population aged 65+			Pop. aged 65+
	LA	RSL	Both			Rent	Sale	All	
East Devon	1478	190	1668	997	2665	49.5	29.6	79	33716
Exeter	524	287	811	615	1426	45.5	34.5	80	17827
Mid Devon	272	276	548	103	651	42.2	7.9	50.1	12987
North Devon	0	945	945	158	1103	53.5	9	62.5	17650
South Hams	0	233	233	195	428	13.7	11.4	25.1	17049
Teignbridge	0	981	981	469	1450	37	17.7	54.7	26514
Torbay	0	904	904	1031	1935	30.8	35.1	65.9	29360
Torrige	296	69	365	68	433	30.3	5.7	36	12032
West Devon	0	270	270	109	379	27.9	11.3	39.2	9678
<b>Devon</b>	<b>2570</b>	<b>4155</b>	<b>6725</b>	<b>3745</b>	<b>10470</b>	<b>39</b>	<b>21.2</b>	<b>59.2</b>	<b>176813</b>

Local Authority	Rent			Sale	All	Number of units per 1000 population aged 65+			Pop. aged 65+
	LA	RSL	Both			Rent	Sale	All	
Christchurch	0	119	119	342	461	9.0	25.8	34.7	13275
East Dorset	0	446	446	443	889	21.0	20.9	41.8	21246
North Dorset	0	754	754	353	1107	61.1	28.6	89.7	12340
Purbeck	0	474	474	58	532	49.0	6.0	55.0	9669
West Dorset	0	1389	1389	591	1980	61.5	26.1	87.6	22603
Weymouth and Portland	0	845	845	309	1154	68.6	25.1	93.7	12313
<b>Dorset</b>	<b>0</b>	<b>4027</b>	<b>4027</b>	<b>2096</b>	<b>6123</b>	<b>44.0</b>	<b>22.9</b>	<b>67.0</b>	<b>91446</b>

Local Authority	Rent			Sale	All	Number of units per 1000 population aged 65+			Pop. aged 65+
	LA	RSL	Both			Rent	Sale	All	
Cheltenham	0	721	721	589	1310	37.7	30.8	68.6	19105
Cotswold	0	757	757	555	1312	47.1	34.6	81.7	16062
Forest of Dean	0	731	731	80	811	52.8	5.8	58.6	13835
Gloucester	0	754	754	279	1033	45.9	17.0	62.8	16439
Stroud	797	206	1003	370	1373	52.8	19.5	72.3	19001
Tewkesbury	0	584	584	483	1067	43.0	35.6	78.6	13575
<b>Gloucestershire</b>	<b>797</b>	<b>3753</b>	<b>4550</b>	<b>2356</b>	<b>6906</b>	<b>46.4</b>	<b>24.0</b>	<b>70.4</b>	<b>98017</b>

Local Authority	Rent			Sale	All	Number of units per 1000 population aged 65+			Pop. aged 65+
	LA	RSL	Both			Rent	Sale	All	
Mendip	0	1222	1222	382	1604	68.2	21.3	89.5	17926
Sedgemoor	867	97	964	337	1301	47.6	16.6	64.2	20257
South Somerset	0	1771	1771	440	2211	59.8	14.9	74.7	29610
Taunton Deane	796	316	1112	505	1617	56.7	25.7	82.4	19626
West Somerset	0	630	630	171	801	68	18.5	86.5	9261
<b>Somerset</b>	<b>1663</b>	<b>4036</b>	<b>5699</b>	<b>1835</b>	<b>7534</b>	<b>58.9</b>	<b>18.9</b>	<b>77.9</b>	<b>96680</b>

Local Authority	Rent			Sale	All	Number of units per 1000 population aged 65+			Pop. aged 65+
	LA	RSL	Both			Rent	Sale	All	
Kennet	0	815	815	335	1150	69.2	28.5	97.7	11770
North Wiltshire	0	502	502	293	795	27.3	15.9	43.2	18386
Salisbury	0	336	336	323	659	16.2	15.6	31.8	20745
West Wiltshire	0	1167	1167	825	1992	57.4	40.6	97.9	20338
<b>Wiltshire</b>	<b>0</b>	<b>2820</b>	<b>2820</b>	<b>1776</b>	<b>4596</b>	<b>39.6</b>	<b>24.9</b>	<b>64.5</b>	<b>71239</b>

Unitary	Rent			Sale	All	Number of units per 1000 population aged 65+			Pop. aged 65+
	LA	RSL	Both			Rent	Sale	All	
B&NES	0	1964	1964	527	2491	65.1	17.5	82.6	30159
Bournemouth	735	550	1285	1181	2466	37.5	34.5	71.9	34280
Bristol	2067	2368	4435	696	5131	78.2	12.3	90.5	56681
North Somerset	0	1529	1529	790	2319	42	21.7	63.7	36383
Plymouth	471	788	1259	362	1621	32.7	9.4	42.1	38474
Poole	1270	374	1644	863	2497	58.6	30.4	89.0	28054
South Glos.	1169	381	1550	296	1846	43.9	8.4	52.3	35326
Swindon	1528	1041	2569	360	2929	103.4	14.5	117.9	24835
Torbay	0	904	904	1031	1935	30.8	35.1	65.9	29360

Source: EAC, 2007 <sup>15</sup>

<sup>15</sup> This report looks only at schemes that fall within the following definition: "a group of dwellings intended for older people and served by a resident or non-resident warden/scheme manager with specific responsibility for the group". It is important to note that a considerable proportion of housing intended for older people falls outside this definition, and is therefore excluded. Extra care, assisted living, and other forms of 'housing with care' are included.

## Extra care

There are wide variations across the region in the level of provision of extra care housing (see *Table 15 below*). Bristol has the highest level of provision of extra care followed by Somerset and Bournemouth; while Cornwall and Torbay appear to have the lowest rates of provision. There are also variations in the amount of extra care housing for rent and for sale between authorities. For example, Bournemouth has no extra care housing for rent, while Bath and North East Somerset has none for sale. Less than half of the local authorities in the region have any extra care housing for sale.

These gaps in the provision of extra care housing indicate areas which individual authorities will wish to address, depending on the population projections for their area.

Those authorities that own ordinary sheltered housing are better placed than other authorities to bring their stock up to extra care requirements.

Pathways Research (2004) concluded that the need for more extra care housing for older people was widely agreed. This was seen by housing providers as an enhancement to, and in some cases a replacement for, warden assisted sheltered housing. For social services, it was regarded as a cost-effective alternative to residential care with an ethos of maintaining independence and personal choice. The profile of extra care housing has increased significantly since the decision of the Department of Health to inject capital funds for councils with adult social care responsibility.

**Table 4 – Extra care housing in the South West**

Local Authority	Rent			Sale	All	Population aged 65+	Units per 1,000 aged 65+
	LA	RSL	Both				
Caradon	0	0	0	0	0	15318	0
Carrick	0	0	0	76	0	18747	4.1
Kerrier	0	0	0	0	0	17670	0
North Cornwall	0	0	0	0	0	16652	0
Penwith	0	0	0	0	0	13433	0
Restormel	0	0	0	0	0	18505	0
<b>Cornwall</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>76</b>	<b>0</b>	<b>100325</b>	<b>0.8</b>

Local Authority	Rent			Sale	All	Population aged 65+	Units per 1,000 aged 65+
	LA	RSL	Both				
East Devon	0	0	0	61	61	33716	1.8
Exeter	0	0	0	0	0	17827	0
Mid Devon	0	0	0	0	0	12987	0
North Devon	0	45	45	0	45	17650	2.5
South Hams	0	55	55	30	85	17049	5
Teignbridge	0	23	23	0	23	26514	0.9
Torbay	0	2	2	0	2	29360	0.1
Torridge	0	8	8	0	8	12032	0.7
West Devon	0	50	50	23	73	9678	7.5
<b>Devon</b>	<b>0</b>	<b>183</b>	<b>183</b>	<b>114</b>	<b>297</b>	<b>176813</b>	<b>1.68</b>

Local Authority	Rent			Sale	All	Population aged 65+	Units per 1,000 aged 65+
	LA	RSL	Both				
Christchurch	0	0	0	40	40	13275	3.0
East Dorset	0	0	0	0	0	21246	0.0
North Dorset	0	45	45	0	45	12340	3.6
Purbeck	0	0	0	0	0	9669	0.0
West Dorset	0	0	0	53	53	22603	2.3
Weymouth and Portland	0	66	66	48	114	12313	9.3
<b>Dorset</b>	<b>0</b>	<b>111</b>	<b>111</b>	<b>141</b>	<b>252</b>	<b>91446</b>	<b>2.75</b>

Local Authority	Rent			Sale	All	Population aged 65+	Units per 1,000 aged 65+
	LA	RSL	Both				
Cheltenham	0	0	0	11	11	19105	0.6
Cotswold	0	0	0	73	73	16062	4.5
Forest of Dean	0	82	82	0	82	13835	5.9
Gloucester	0	47	47	0	47	16439	2.9
Stroud	68	0	68	56	124	19001	6.5
Tewkesbury	0	83	83	0	83	13575	6.1
<b>Gloucestershire</b>	<b>68</b>	<b>212</b>	<b>280</b>	<b>140</b>	<b>420</b>	<b>98017</b>	<b>4.3</b>

Local Authority	Rent			Sale	All	Population aged 65+	Units per 1,000 aged 65+
	LA	RSL	Both				
Mendip	0	147	147	6	153	17926	8.5
Sedgemoor	96	17	113	0	113	20257	5.6
South Somerset	0	303	303	10	313	29610	10.6
Taunton Deane	86	26	112	12	124	19626	6.3
West Somerset	0	97	97	0	97	9261	10.5
<b>Somerset</b>	<b>182</b>	<b>590</b>	<b>772</b>	<b>28</b>	<b>800</b>	<b>96680</b>	<b>8.3</b>

Local Authority	Rent			Sale	All	Population aged 65+	Units per 1,000 aged 65+
	LA	RSL	Both				
Kennet	0	0	0	0	0	11770	0.0
North Wilts.	0	8	8	0	8	18386	0.4
Salisbury	0	35	35	61	96	20745	4.6
West Wilts.	0	0	0	107	107	20338	5.3
<b>Wiltshire</b>	<b>0</b>	<b>43</b>	<b>43</b>	<b>168</b>	<b>211</b>	<b>71239</b>	<b>3.0</b>

Unitary	LA	Rent RSL	Both	Sale	All	Population aged 65+	Units per 1,000 aged 65+
B&NES	0	67	67	0	67	30159	2.2
Bournemouth	0	0	0	218	218	34280	6.4
Bristol	0	378	378	323	701	56681	12.4
North Somerset	0	120	120	0	120	36383	3.3
Plymouth	0	177	177	0	177	38474	4.6
Poole	36	0	36	90	126	28054	4.5
South Glos.	37	0	37	0	37	35326	1.0
Swindon	43	71	114	14	128	24835	5.2
Torbay	0	2	2	0	2	29360	0.1

Source: EAC, 2007

*Note: EAC take a very broad definition of extra care housing, and have included: all developments described by their provider as extra care, close care, assisted living, continuing care or similar; and where this is clearly not a mistake, any other schemes that seem to EAC to offer some or all of the features which current debate suggests make them candidates for the 'extra care' label.*

## Care and repair

There are care and repair type services available in most authorities across the South West.

**Table 16: Home Improvement Agencies by County**

County	No. of Home Improvement Agencies
Cornwall	5
Devon	10
Dorset	4
Gloucestershire	8
Somerset	6
Wiltshire	5

The kinds of service provided and the client groups vary: for example, Cheltenham Care and

Repair covers all tenures, offers interpreters and handyperson and falls prevention services; while South Gloucestershire Care and Repair is only for home owners and private tenants and does not offer these additional services.

In 2005/06, the recommended local authority Disabled Facilities Grant (DFG) allocation for the South West region totalled £9.2 million. There is very high demand for mandatory DFGs from local authorities. Some districts have difficulties in meeting the demand for adaptations, either because of insufficient DFG funding or a shortage of occupational therapists to undertake the initial assessments. Given the high levels of owner occupied housing in relatively poor condition, demand for DFGs is likely to remain high.

Waiting times for major adaptations from assessment to work beginning varied widely across the region in 2006-07.

**Table 17: Average length of time waiting for major adaptations from assessment to work beginning**

<b>Local Authority</b>	<b>2006-07</b>
<b>County</b>	
Cornwall & Isles of Scilly	0.0
Devon	34.0
Dorset	19.7
Gloucestershire	26.6
Somerset	16.5
Wiltshire	26.0
<b>Unitary</b>	
Bath and NE Somerset	7.7
Bournemouth	24.2
Bristol	99.0
N Somerset	30.0
Plymouth	37.0
Poole	18.2
S Glos	19.6
Swindon	9.0
Torbay	42.5

### Community Alarms

The Community alarm service is one of the few services supplied to older owner occupiers. Not all community alarm services are funded through Supporting People. For example, in Gloucestershire, SP funds services in three of the six districts. Plans for the development of community alarm services are linked to the development of telecare in several authorities.

### Telecare and Assistive Technology

Most authorities are looking to increase their provision of telecare and assistive technology (AT) as a way of maintaining older people in their own home. Many services are being expanded and developed to improve accessibility and availability to a wider range of older people (*see the Cornwall case study*).

Table 18 provides details of the number of users of telecare aged 65 and above at March 2006, with the projected level of increase over the last two years. However, the data are incomplete and do not appear to be totally accurate. As telecare increases in importance, better recording will be needed.

**Table 18 – Numbers of users and projected users funded by CSSR or other agency with telecare equipment in their home**

<b>Local Authority</b>	<b>No. of users aged 65+ who already have 1 or more item of telecare equipment in their own homes at 31.3.06</b>	<b>No. of projected new users aged 65+ provided with 1 or more items of telecare equipment in their own homes 2006-07</b>	<b>No. of projected new users aged 65+ provided with 1 or more items of telecare equipment in their own homes 2007-08</b>
<b>County</b>			
Cornwall & Isles of Scilly	11621	470	1530
Devon	6274	960	1613
Dorset	9000	9290	9551
Gloucestershire	1996	350	350
Somerset	6764	620	900
Wiltshire	3157*	241*	758*
<b>Unitary</b>			
Bath & NE Somerset	2858	48	78
Bournemouth	1600	120	122
Bristol	6433	135*	155*
North Somerset	3040	252	460
Plymouth	2880	193	220
Poole	3299	605	690
South Glos.	910	110	200
Swindon	244	244	244
Torbay	5	75	150

\* Data incomplete

Source: Telecare LIN – CSCI Delivery and improvement statement

### **Residential and Nursing Care**

A relatively small percentage of mature adults live in communal establishments (such as nursing and residential care homes). In 2001, 4% of people aged 65 and over in the South West lived in communal establishments (compared with 4.5% in Great Britain), and of these 18% were aged 85 or over (ONS Census, 2001).

**Table 19 – Total council supported residents at 31 March 2007 in registered accommodation**

<b>Local Authority</b>	<b>Number</b>
<b>County</b>	
Cornwall & Isles of Scilly	2745
Devon	4375
Dorset	1790
Gloucestershire	2855
Somerset	2750
Wiltshire	1840
<b>Unitary</b>	
BANES	800
Bournemouth	910
Bristol	2175
North Somerset	1340
Plymouth	1740
Poole	485
South Gloucestershire	1045
Swindon	715
Torbay	1065

In comparing Tables 19 and 20 – it appears that there may be a substantial number of self-funded residents of care homes in some authorities.

**Table 20: Care home provision for older people with population distribution**

Local Authority	Residential Home beds per 1,000 population aged 65+	Nursing Home beds per 1,000 population aged 65+	All Care Home beds	All Care Home provision per 1,000 population aged 65+
<b>County</b>				
Cornwall & Isles of Scilly	33.6	17.8	5151	51.3
Devon	45.4	15.4	13096	60.8
Dorset	32.0	13.1	6936	45.1
Gloucestershire	24.6	21.0	6086	45.6
Somerset	32.8	23.2	9146	56.0
Wiltshire	18.6	16.5	3380	35.2
<b>Unitary</b>				
BANES	27.5	22.3	1502	49.8
Bournemouth	52.4	14.5	2294	66.9
Bristol	27.9	16.1	2497	44.1
North Somerset	42.4	28.3	2573	70.7
Plymouth	47.9	23.8	2758	71.7
Poole	26.9	12.8	1114	39.7
South Glos.	24.5	15.5	1416	40.1
Swindon	21.9	15.1	920	37.0
Torbay	68.2	10.7	2315	78.8
<b>England</b>	<b>28.7</b>	<b>18.1</b>	<b>365832</b>	<b>46.9</b>

Note: County data include unitary authorities.

Source: EAC Key data 2007

The current distribution of local authority accommodation and services is not necessarily equitable. In terms of housing and residential care, some authorities have distinctly more provision per head of population than others, and the pattern of service development appears often to be driven not by population size or planning, but more by local initiative and the availability of funding.

Authorities such as Bristol and Somerset have a relatively high level of provision per head of extra care housing while others, such as Devon and Cornwall, appear to have very limited provision.

Given the population projections for the South West, some areas will need to be much more active than others in facilitating the development of suitable accommodation for older people, particularly in the medium term.

## Care and Support Services

The South West has just over 5,000 funded *Supporting People* places for older people per 100,000 over 65 years – the lowest of all English regions, despite having the greatest proportion of older people in the population.

Across the South West, the total *Supporting People* spend on older people in 2006-2007 was £35.3 million, of which 84% is on older people with support needs (see *Table 21*). Services for older people received around 20% of the total budget. The comparative data for England show that the South West spends less than the national average on services for older people (although more on the 'frail elderly' sub-group).

The rate of older people receiving community care services is the lowest in England: 873 per 100,000 population, compared with the average for England of 1,572 per 100,000<sup>16</sup>. Further information is needed to know how to interpret low rates of state provision of care and support services, as it may reflect strong informal and voluntary arrangements.

**Table 21 – Supporting People spend by client group and households units receiving services in 2006-07**

<b>Local Authority</b>	<b>Frail elderly No. of households receiving services &amp; Spend by client group</b>	<b>Older people with dementia/mental health problems No. of households receiving services &amp; Spend by client group</b>	<b>Older people with support needs No. of households receiving services &amp; Spend by client group</b>
County			
Cornwall & Isles of Scilly	92 £122,418	0 £0	10,385 £3,559,517
Devon	616 £88,740	0 £0	8,999 £4,703,453
Dorset	51 £87,254	0 £0	4,625 £1,850,641
Gloucestershire	136 £68,801	176 £372,141	10,797 £3,832,475
Somerset	686 £1,349,802	83 £526,957	£7,235 £2,561,285
Wiltshire	144 £98,006	14 £37,893	4,617 £2,252,599
Unitary			
Bath & NE Somerset	86 £90,956	0 £0	2,310 £784,921
Bournemouth	190 £139,284	0 £0	1,458 £651,827
Bristol	927 £2,353,137	10 £57,955	6,279 £3,724,459
N Somerset	33 £12,557	3 £12,485	2,042 £1,321,045

<sup>16</sup> Information Centre, *Community Care Statistics 2006-07: Grant Funded Services, England Social Care Statistics 2006-2007*

<b>Local Authority</b>	<b>Frail elderly No. of households receiving services &amp; Spend by client group</b>	<b>Older people with dementia/mental health problems No. of households receiving services &amp; Spend by client group</b>	<b>Older people with support needs No. of households receiving services &amp; Spend by client group</b>
Plymouth	98 £34,864	8 £15,304	3,224 £1,207,407
Poole	90 £16,667	0 £0	2,220 £700,862
South Glos.	37 £46,851	0 £0	1,812 £712,043
Swindon	408 £38,894	0 £0	3,828 £994,134
Torbay	27 £45,332	0 £0	940 £836,674
<b>South West</b>	<b>3,621 £4,593,563</b>	<b>294 £1,022,736</b>	<b>70,771 £29,693,342</b>

\* Source: CLG

### Domiciliary care

The main social care provision used to maintain older people at home is domiciliary care and day care. In 2006-2007, there were 50,000 people aged 65 or over receiving home care<sup>17</sup> in the South West region, of whom 46,000 were physically disabled, frail and/or sensorily impaired; and 14,000 people aged 65 or over receiving day care services, of whom 11,000 were physically disabled, frail and/or sensorily impaired (NHS Information Centre, Community Care Statistics, 2007).

### In-patient care

A higher proportion of hospital in-patient episodes were of older people in the South

West, than in England overall (HESA 2005-2006). In Dorset and Somerset, 29% of in-patient episodes were of people aged 75 and above, compared with 26% in the former South West Peninsula SHA, 23% in former Avon, Wiltshire & Gloucestershire SHA, and 21% for England as a whole. This probably reflects the greater proportions of older people in the population.

The causes of delayed discharge are complex and multi-faceted but may include delays in providing suitable home care packages and adaptations<sup>18</sup>. Based on the performance indicator data from 2000, some parts of the region have delayed discharge rates well below the national average (Somerset, South and West Devon) while others are above the national average (Gloucestershire, Wiltshire).

<sup>17</sup> 'Home care' includes home help and overnight respite in the client's home.

<sup>18</sup> J. Glasby, R. Littlechild & K. Pryce (2006) 'All dressed up and nowhere to go? Delayed hospital discharges and older people', *Journal of Health Services Research & Policy*, Vol 11 No 1, 2006:52-58

## Supporting People services

A number of trends and concerns emerge from reviewing local authority strategies and documents. This has been backed up by discussions with housing and Supporting People staff:

- While there appears to be a consensus that the need for ordinary sheltered housing will continue, many authorities have experienced declining demand – partly reflecting the age and poor quality and standard of some existing sheltered schemes. There are concerns to ensure that traditional sheltered housing is better targeted on those that need it. Access in some areas is still by age rather than need.
  - A number of authorities are introducing Choice Based Lettings. The impact of this on lettings of sheltered housing has not yet been evaluated, although there are concerns that it may not work well for many older people and may lead to properties remaining vacant for longer.
  - HIAs, handyperson schemes, and move-on advice are part of a range of services being provided to older owner occupiers. The provision of information and advice services to older people appears to be patchy, although some authorities are seeking to improve the consistency of delivery.
  - Most authorities are expanding their provision of extra care housing with varying degrees of success. Many planned schemes are mixed tenure, partly for financial reasons and partly in recognition of the preferences of owner occupiers. A study by the CRC (Housing and Support Needs of Older People in Rural Areas, 2006) identified a gap in the market for private developments – including leasehold Extra Care accommodation – to enable older people to retain equity in their property.
  - There is a growing trend towards the introduction of more flexible and person-centred models of housing-related support.
- This may take the form of a menu of support options being offered to individuals both in sheltered housing and the wider community.
- Most authorities are working to improve the availability of housing-related support services to owner occupiers, and private tenants, recognising that until now most services have been focused on people in sheltered social housing. Meeting the needs of hard to reach groups and improving the consistency of provision across authority areas are part of efforts to improve equity of access.
  - There appears to be relatively little housing-related support for older people with mental health needs and learning disabilities. With the ageing population, there will be a need for greater investment in services, such as floating support and assistive technology to support people with mental health needs in their own homes.
  - There are variations in progress between different *Supporting People* teams and providers in addressing the role of ordinary sheltered housing and how floating support can be moved out into the community.
  - Although some have started from a low base, authorities are now developing floating support services along with extra care housing as a means to reduce pressure on residential care; support independent living; and provide services across tenures. While community alarm services are available to any older person regardless of tenure, the warden services provided by social landlords are not and there could be scope to extend them to include older homeowners and private tenants.
  - Reductions in SP funding in some authorities are putting severe pressure on budgets for the provision of housing-related support to older people.
  - Relationships between SP teams and providers were not always positive – uncertainty over revenue funding contributed

## Summary of Supporting People strategies and developments

	Ordinary sheltered housing (OSH)	Extra care housing (ECH)	Floating support	Owner occupiers	Services for older people with mental health problems	Other
County						
Cornwall & Isles of Scilly	Remodelling of some schemes	Target to develop 5,000 units by 2028 across tenures recommended by IPC	Generic short-term service. No specialist long-term service for older people	Housing Improvement Agencies (HIA) and handyperson schemes	No specialist provision	Need for flexible approach in rural area. Extension of telecare.
Devon	Existing OSH unsuitable for frail older people. A number of difficult to let/poorly designed schemes	Expansion of ECH needed in all districts	Proposed new person-centred model of housing related support with menu of options. Moving to patch based floating support	Lack of services for owner occupiers & private tenants. Countywide HIA, contract includes home safety, handyperson, info & advice	Lack of services for OP with mental health needs under review.	Need to expand telecare across client groups and community alarm services. Telecare strategy in development
Dorset	Some difficult to let OSH. Remodelling or decommissioning of some schemes. Piloting menu of support options with 6 Large Scale Voluntary Transfer Housing Associations	Insufficient ECH. Development of ECH & EC service model. Target of 359 units by 2010. Mixed tenure.	Introduction of county-wide floating support service.	Lack of services. Developing HIAs and consistent service including handyperson & housing options		OP Housing Strategy group – sub-groups on ECH and HIAs. Development of telecare project.
Gloucestershire	Declining demand, some difficult to let. Shift from predominance of OSH for rent, increase leasehold sheltered. Piloting community hub services for people in community.	Development of ECH with a range of tenure options, to include provision for people with dementia	Development of preventative floating support at home, integration of specialist BME provision	Development of floating support services. Owner occupation the tenure of choice for majority of older movers.	Expansion of floating support service to older people with mental health problems. Currently only available in Stroud.	Decommissioning community alarms from SP programme, developing telecare options

	<b>Ordinary sheltered housing (OSH)</b>	<b>Extra care housing (ECH)</b>	<b>Floating support</b>	<b>Owner occupiers</b>	<b>Services for older people with mental health problems</b>	<b>Other</b>
Somerset	Review of sheltered housing in progress. No pressing need identified. Decommissioning of bedsits & remodelling of some schemes.	TNo pressing need identified. Countywide review of ECH just starting.	Development of floating support across tenures	HIA, handyerson and floating support across tenures	Developing services to support people with dementia	Introduction of dispersed alarm service across all tenures. Setting up 'smart house' as show house for Assistive Technology (AT).
Wiltshire	High levels of difficult to let OSH. Needs to be better targeted.	Lack of ECH – need to develop with a range of tenure options.	Need to develop support.	Limited current services. Need to develop support.	Limited current provision. Need to expand provision.	Need to develop use of technology and community alarms. Restructuring and going for unitary status – work on hold. Concern re: impact of Local Area Agreements
<b>Unitary</b>						
Bath and North East Somerset	Declining demand. Shift from OSH to ECH. Decommissioning and remodelling of some OSH.	Development of ECH with extra care based in Community Resource Centres	Plan to introduce floating support	Continued provision of HIA	Development of support options for older people with mental health needs in the community. No specialist dementia housing	Expansion of AT.
Bournemouth	Large number of private leasehold OSH. Declining demand for OSH. Decommissioning and possible remodelling of some OSH	Increase of ECH & range of accommodation options	Floating support extended irrespective of tenure through local HIA Help & Care scheme	More flexible models to support owner occupiers. Development of HIA focused on OP with disability subject to SP funding	Increase support to OP with mental health problems	Increase of intermediate care. Development of supported lodgings scheme. Specialised services for BME if required

	Ordinary sheltered housing (OSH)	Extra care housing (ECH)	Floating support	Owner occupiers	Services for older people with mental health problems	Other
Bristol	Static demand. Planned 25% reduction in OSH and better targeting. Upgrading of some OSH	Expanding very sheltered housing	Floating support to be well-linked with other services, tenure neutral	Floating, alarm and outreach services across tenures. Care & Repair service, handyperson & housing options service	Continue VSH scheme with provision for dementia. Floating support for people with dementia commissioned with other authorities	Expansion of dispersed alarm service across tenures. Improved info. & advice to older people. Unevaluated impact of Choice Based Letting
North Somerset	Current reviews of sheltered stock in progress. Better targeting.	Development of mixed tenure ECH encouraged.	Aim to develop floating support following sheltered housing reviews & improve fit with other services	Rising demand for HIA services but funding uncertainty	Planned development of ECH scheme including dementia provision	Development of telecare including dementia care project. Two bungalows for older people with learning disabilities
Plymouth	Significant amount of OSH unfit for purpose. Remodelling &/or recategorisation under discussion	Shortfall of ECH. Development of ECH planned and involvement of voluntary sector.	Shortfall of floating support	Care & repair, HIA, handyperson and new gardening scheme	Befriending Consortium aimed particularly at older people with mental health needs	Piloting telecare with Age Concern. Will include people with dementia.
Poole	Continued provision of OSH		Development of floating support for all tenures and including frail older people and people with dementia	Reconfiguring of HIA, Handy Van and Home Safety services	Floating support to meet needs of older people with dementia	Extra investment in AT. Telecare project with targeted intervention.

	Ordinary sheltered housing (OSH)	Extra care housing (ECH)	Floating support	Owner occupiers	Services for older people with mental health problems	Other
South Gloucestershire	Low demand for some schemes mainly because unsuitable/inaccessible.	No ECH at present. Target 15 schemes by 2016		HIA, move on & handyperson advice.		Fast track service for adaptations under £1,000.
Swindon	High demand & large number of units. Development of scheme for Asian elders	More development of ECH – plan to develop 5 more schemes by 2010.	Limited use of floating support plan to expand provision across tenures.	Expansion of HIA	Lack of provision for people with mental health problems and alcohol abuse.	Overall – still developing strategic approach.
Torbay	Better targeting of support within OSH. 200 homes below standard eg shared facilities. Options appraisal of OSH. Conversion of up to 5 OSH schemes to ECH.	High need to develop additional supported & sheltered housing. Expand ECH, including people with dementia. Consideration of leasehold ECH	Develop provision of floating support. Extension to wider community. Development of handyperson schemes.	Development of regional HIA and expansion of role. Expand floating support & community alarm across tenures	Lack of provision for people with mental health problems, learning disabilities and alcohol problems. One scheme for people with dementia.	Development of community alarm service. Telecare monitoring to support people with dementia at home

# Funding

to this in some cases.

## Capital funding – specialised housing

There is a regional target that 10% of new social rented housing should be either for people receiving specialist support services or specialist provision for older people (SWRDA). The recent initiatives below provide some funding towards achieving this target.

*Lifetime Homes, Lifetime Neighbourhoods* provides £35 million of new funding up to 2011 for housing information and advice for older people, handyperson services, and housing improvement agencies; and a 31% increase in Disabled Facilities Grant with the budget rising to £166 million by 2011.

The Department of Health made £60 million available in 2006-08 to develop new extra care housing places in England in areas where need could be demonstrated (as reflected in relevant strategies, particularly local *Supporting People* strategies and regional housing strategies) and subject to a number of criteria through the Extra Care Housing Fund. Local Authority Circular LASSL(DH)(2007)2 accompanying the Social Care Reform Grant highlights a number of specific revenue and capital programmes that the Department of Health will be taking forward to enhance independent living opportunities for older people: including a further £80m grant programme for extra care housing over the next 2 years, approximately £40m per annum.<sup>19</sup>

In addition, the Housing Corporation has recently announced that £250 million for supported and extra care housing has been awarded as part of their National Affordable Homes Programme 2008-2011. Of this, £18m has been allocated to supported and older peoples' provision, including £3m of works to existing stock in the South West.

There is also potential for providers (both local authorities and RSLs) to use their assets to help fund extra care housing by using land available through replacement schemes. Section 106 agreements have been used to support the development of extra care housing. In addition, mixed tenure sheltered and extra care housing schemes may be part funded through leasehold or shared equity arrangements. Such initiatives could be supported through the Private Finance Initiative and commercial loans.

No single agency can deliver extra care housing in the volume that will be needed in future years. The development of extra care housing involves partnership working. Extra care housing schemes can only be developed and maintained through a partnership of stakeholders, including planners, commissioners, providers and developers. However, this form of provision, whether for rent, sale and/or shared ownership, is still a relatively new concept and will remain a 'niche' market for those older people with increasingly assessed care and support needs until the market matures.

<sup>19</sup> Further details of the bidding arrangements are available at: [http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_083285](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_083285)

Many providers of sheltered social housing have concerns about their current stock in relation to voids, bedsits and repairs. The value of obsolete sheltered housing is a potential resource for funding future housing to meet the needs of the ageing society.

## Capital funding – ordinary housing

As the statistics above show, the vast majority of older people in the region are homeowners and are most likely either to remain in their existing accommodation and make improvements/adaptations where necessary, or to choose to purchase/rent accommodation that appears better suited to meet and/or enables them to anticipate any change in their lifestyle in retirement.

Given high levels of owner occupation and the relative affluence of the region, some older people will be able to pay towards the costs of adapting their homes, or moving to accommodation better suited to their needs. Although research indicates that there is widespread mistrust of equity release products and providers – and it may have adverse consequences for those on means-tested benefits – the development of equity release is one possibility for individuals. One example is the work of the Wessex Reinvestment Trust. New types of equity release, such as drawdown mortgages and home reversion options (which allow people to sell all or part of their home as a percentage of the equity to a lender in return for either extra income or a lump sum) may be more successful (CSIP, 2008).

Disabled Facilities Grant (DFG) helps older and disabled older people (and others) to pay for adaptations to their home. *Disabled Facilities Grant – The Package of Changes to Modernise the Programme* (DCLG, 2008) provides additional funding; an increase in maximum grant levels to £30,000; transfer of the element of Housing Corporation's Social Housing Grant spent on adaptations to the main DFG programme; and relaxation of the funding framework in relation to the local authority contribution.

## Revenue funding

Sources of revenue funding are local authority contracts for personal social care, NHS primary care budgets, *Supporting People* Grant, housing management contracts, rent, service charges, and finance by residents and their informal carers. In the coming years, the relaxation of *Supporting People* ring-fencing and the use of personal budgets may also impact on existing block contracts between local authorities and those providers managing schemes involving housing, care and support.

**Appendix 1 – Providers of rented sheltered housing**

	Cornwall & Isles of Scilly	Devon	Dorset	Gloucestershire	Somerset	Wiltshire	Bath & NE Somerset	Bournemouth	Bristol	N Somerset	Plymouth	Poole	S Glos	Swindo	Torbay
District/LA providers	•	•		•	•	•		•			•	•	•	•	
Aashyana									•						
Abbeyfield	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Anchor	•	•	•	•	•	•	•	•	•	•		•	•		
BCHA (Places for People)					•				•						
Boscombe Rotary								•							
Bourne Housing Society			•												
Bournemouth Housing Society for the Eld.								•							
Bromford Housing Group				•											
Brunelcare									•						
Carrick Housing	•														
Cedar Trust Care Homes															
Cheshire Foundation				•				•							
Coastline	•														
Corfe Castle Charities			•												
Devon & Cornwall HA	•														
Devon Community HS		•												•	
East Boro Housing Trust															
East Dorset HA			•					•							
English Churches				•										•	
Fosseway				•											
Four Seasons (Extra care)			•												
Gloucester HA				•											

	Cornwall & Isles of Scilly	Devon	Dorset	Gloucestershire	Somerset	Wiltshire	Bath & NE Somerset	Bournemouth	Bristol	N Somerset	Plymouth	Poole	S Glos	Swindo	Torbay
Guinness	•			•	•	•	•		•	•	•		•	•	
Hanover	•	•	•	•	•		•		•	•	•		•	•	
Housing 21	•	•	•	•	•		•	•	•	•					
James Butcher HA															
Jephson				•		•									
Kennet HS							•						•	•	
King Alfred HA			•						•						
Knightstone			•		•		•		•				•		
Magna			•		•										
Mendip Hsg					•										
Merlin HS															
Methodist Homes		•					•			•					
Mill Street Housing Society			•												
North Devon Homes		•													
North Somerset Hsg										•					
Ocean Housing	•														
Orbit															
Penwith HA	•														
Pilgrim Homes						•									
Poole Old Peoples Welfare & Housing												•			
Purbeck Housing Trust			•												
Redland									•						
Raglan								•							•
Ridgeway Community		•													
Riviera Housing Trust															•

	Cornwall & Isles of Scilly	Devon	Dorset	Gloucestershire	Somerset	Wiltshire	Bath & NE Somerset	Bournemouth	Bristol	N Somerset	Plymouth	Poole	S Glos	Swindo	Torbay
Rotary Club of Wimborne															
Sanctuary	•	•		•	•						•			•	
Sarsen HA						•									
St Monica Trust									•						
SCHT							•								
Severn Vale Housing Soc.				•											
Shaftesbury			•					•							
Signpost		•	•												
South Somerset Homes					•										
Sovereign	•	•													•
Teachers HA															
Teign Housing		•													
Thomas Pocklington Trust		•													
Two Rivers HA				•											
Twynham HA			•												
United HA (BME scheme)									•						
West country HA	•	•												•	
West Devon Homes		•													
Western Challenge	•	•			•	•		•						•	
Westlea HA						•									
West Wilts Housing Soc.						•									
Weymouth & Portland Housing			•												
William Sutton Trust		•													
Wiltshire Rural HA											•				

Appendix 2 – Providers of retirement housing for sale

	Cornwall & Isles of Scilly	Devon	Dorset	Gloucestershire	Somerset	Wiltshire	Bath & NE Somerset	Bournemouth	Bristol	N Somerset	Plymouth	Poole	S Glos	Swindo	Torday
Amesbury Abbey Gp						•									
Banner Homes												•			
Beechcroft Trust			•	•		•									
BML Health Care Ltd			•			•									
Bovis Retirement Living	•							•				•		•	
Bristol Churches HA				•				•							
Bristowe Mini Homes															
Broadleaf Management Services			•	•		•									
Care Village Group				•		•			•						
Cheltenham Borough Homes				•											
Churchill Retirement Living		•			•										
Colten Developments Ltd			•												
Countrywide Property Mgmt.												•			
David Wilson Homes									•						
Devon & Cornwall Leasehold Solutions	•	•													•
English Courtyard Association			•	•		•		•							•
Equity Asset Management			•												
Girlings Retirement Options										•					
Goldborough Estates				•											
Grange Mgmt Southern			•	•		•		•							•
Guardian Mgmt Services						•			•						•
Hadrian Property Mgmt			•		•										

	Cornwall & Isles of Scilly	Devon	Dorset	Gloucestershire	Somerset	Wiltshire	Bath & NE Somerset	Bournemouth	Bristol	N Somerset	Plymouth	Poole	S Glos	Swindo	Torbay
Hanover Property Mgmt	•		•	•	•	•	•	•	•	•					
Housing 21				•	•										
Jephson HA		•		•											
Knightstone					•										
London & Nationwide Devpts											•				
McCarthy & Stone	•	•	•	•	•					•	•				
Methodist Homes	•														
MHA									•				•		
Millstream Mgmt Services						•						•			
Orbit HA				•											•
Osprey Mgmt						•									
Park Healthcare					•										
Pearce Construction		•													
Pegasus Retirement Homes		•			•					•					
Peverel Mgmt Services		•	•	•	•	•	•	•	•	•			•		•
Raglan HA			•	•		•									
Redland HA										•					
Remus Mgmt Ltd						•						•			
Retirement Lease HA						•						•			
Retirement Security Ltd						•									
Retirement Villages	•														
Richmond Villages				•											
St Monica Trust									•						
Sanctuary HA		•		•											•
Shaftesbury Housing Gp				•											



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