Community-Led Housing for Older People and the Community Right to Build

This viewpoint examines community-led approaches to the provision of new housing and services for older people. It considers the potential of the Government’s Localism Act 2011 and of the new Community Right to Build (CRTB) to facilitate developments of this kind. It contains a number of examples of existing and emerging schemes, some of which are considering CRTB. It stresses that this is a developing situation, which will need to be reviewed regularly.

Produced for the Housing Learning & Improvement Network by Jon Stevens, Community Right to Build Adviser for HACT

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Introduction

This viewpoint is about the potential impact on the provision of housing for older people of the Government’s Localism Act 2011 and of the community rights it contains; specifically the Community Right to Build (CRTB). The legislation was approved in November 2011 and most of the community rights came into force in April 2012. So it is early days and, given the normal lead-in times for any planning/development project, let alone projects sponsored by community organisations with little or no experience of such undertakings, it is not surprising that there is only preliminary evidence of projects in development.

To begin with, it is useful to consider the case for community-led approaches to housing (and other services) for older people and to examine how work in this area has been developing over recent years.

Meeting the Housing Needs and Aspirations of an Ageing Population

We live in a country with an ageing population and it is now widely acknowledged that this will have a dramatic impact on the future provision of suitable health and personal care for older people. Less attention has been paid to the changing housing needs of older people, but nonetheless there is a consensus that we need to significantly expand the provision of housing that is designed to meet the diverse and evolving needs of older people.

How such provision might be developed and the forms which it might take are subjects of current debate. A Housing LIN Viewpoint on ‘Downsizing’ published in December 2010 looked at the developing requirements and aspirations of older people. The author noted:

“The ‘Baby Boomer’ generation is reaching retirement…there will be 150,000 more pensioners in 2012 than in 2011 and they will have different expectations than earlier generations…(they will be) looking for more independence (with) higher expectations of service…they will want a wider range of flexible housing offers.”

A key response to the challenge of finding ‘a wider range of flexible housing offers’ was contained in an influential report by the Housing our Ageing Population Panel for Innovation (HAPPI), published a year earlier. The HAPPI report posed the question ‘what kind of housing will meet our needs as we grow older?’ and highlighted the principles of ‘choice, care and reassurance’.

The report examined new approaches and models, drawing on a range of developments across Britain and Europe to identify important lessons in terms of the form, design and management of older people’s housing. In particular, the report contained details of 24 case studies of ‘ground breaking schemes’ that the panel had visited in the UK and Europe.

The HAPPI report highlighted a range of success factors and, specifically in relation to the 15 European examples, it noted the strong local dimension that underpinned a majority of the schemes. Revisiting the report three years on, the All Party Parliamentary Group on Housing and Care for Older People in its recent Inquiry report recommends that:

“House builders and housing associations to use their entrepreneurial and marketing skills to accelerate the trend toward retirement housing as a lifestyle choice, bringing forward more projects that accord with HAPPI standards and meet the breadth of retirement needs including shared ownership and ‘co-housing’.”

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1 Sutherland, J (2010), Downsizing Into General Needs Accommodation, Viewpoint 17 Housing LIN
2 The HAPPI Panel (2009), Report from Housing Our Ageing Population Panel for Innovation, Homes and Communities Agency, Communities and Local Government, Department of Health

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However, it is noteworthy that in the orginal HAPPI report, four of the European schemes were developed and/or managed by older people themselves - as housing co-operatives or co-housing groups - and that a further four were developed by local charities or churches in response to expressed community needs.

In the section entitled ‘Who Can Make It Happen?’, the report tends to focus on the role of government, local authorities and large housing providers, but it recognises the importance of local planning and delivery. It suggests that people who are seeking to develop housing for older people should ‘ensure that stakeholders are fully consulted early on in the process’, and that ‘they should have a genuine influence on how projects are taken forward’. The report continues:

“this focus on the end-user is felt, by the HAPPI panel, to be critical. Prioritising the involvement of people whose lives are to be shaped by developments and the support of those who can actively procure their own housing, can engage important social and financial instruments for change.”

Whilst the HAPPI panel, the recent APPG report and other parties were considering the need for more ‘local’ approaches to providing housing for older people, a new government has also been exploring the case for localism.

The Localism Act and the Community Right to Build

The UK has a highly centralised form of government; particularly in England, which does not have the kind of devolved powers granted in recent years to Scotland and (to a lesser extent) Wales. The last 100 years have seen a progressive erosion of local control of the planning and the delivery of public services. Since the 1970’s, there has been a growing demand for the greater empowerment of local citizens and for the decentralisation of decision-making. Successive Governments have sought to address this demand in various ways.

In May 2010, the newly formed Coalition Government committed itself to a programme of ‘radical decentralisation’, which would be supported by new legislation. In the introduction to the guide to ‘Decentralisation and the Localism Bill’, Nick Clegg, the Deputy Prime Minister, stated that:

“Radical decentralisation means stripping away much of the top down bureaucracy that previous governments have put in the way of frontline public services and civic society. It means giving people the powers and funding to deliver what they want for their communities.”

Earlier this year the outcome of this commitment - the Localism Act 2011 - came into force. The extent to which this legislation amounts to a ‘radical’ form of decentralisation is arguable. Nevertheless, the Act does contain some provisions which will give local communities a greater say in how development takes place and how services are delivered. And it may enable specific sections of the population - such as older people - to control and/or procure their housing, care and even health services.

The most important of these provisions are the four ‘community rights’. These are described in brief below, based on the official documentation. (It is advisable, if you wish to proceed with any of these rights, that you study all of the relevant documentation and that you seek advice and guidance. Various sources of information are contained in the section on ‘Enabling Community Right to Build’.)

4 (2010), Decentralisation and Localism: an Essential Guide, Communities and Local Government
- **Community Right to Challenge** - giving communities the right to bid to run local council or fire and rescue authority services, where they think they can do it differently and better;
- **Community Right to Bid** - giving communities the right to bid to buy and take over the running of local assets that are important to them;
- **Neighbourhood Planning** – giving people in local areas the right to establish policies and plans for local development;
- **Community Right to Build** - giving communities the right to build small-scale, site-specific projects without going through the normal planning application process.

Of these new rights, the first two are beyond the scope of this viewpoint but it should be noted that the Community Right to Challenge could open up the possibility for community control of Local Authority-run social care and housing services for older people; and the Community Right to Bid could support the community ownership/management of certain buildings and facilities for older people.

This viewpoint is primarily concerned with the potential for developing new forms of housing and linked provision for older people at the local level using Neighbourhood Planning powers and Community Right to Build (CRTB) in particular. The government believes that Neighbourhood Planning:

> "will allow local communities to shape new development by coming together to prepare neighbourhood plans. (In this way) local people can decide where new homes and businesses should go and what they should look like.

> Parish and town councils or, where they exist, neighbourhood forums will lead the creation of neighbourhood plans, supported by the local planning authority. Once written the plan will be independently examined and put to a referendum of local people for approval.

> Neighbourhood Plans will enable local people to ensure there are enough homes in their area by providing planning permission for homes in community ownership… particularly through the Community Right to Build."

The Community Right to Build gives:

> "Communities new powers to build local housing, shops and community facilities. It allows communities to create the buildings they want to see without going through the normal planning application process.

> Your community could use the Community Right to Build for a wide range of new developments, like housing, shops, a community hall, a playground, sports facilities…

> Community Right to Build can be used by members of a community that have formed a formal organisation that meets some basic standards. The organisation can take a number of legal forms but it must be set up to further the social, economic and environmental well-being of the local community."

Community Right to Build proposals can form part of the Neighbourhood Planning process or they can be developed independently. Either way, CRTB proposals have to fulfill some important criteria. To be eligible to develop a CRTB Order, at least half of the members of the community organisation sponsoring the project must live in the ‘neighbourhood area’,
and the organisation must be constituted to further the economic, environmental and social wellbeing of the area in question. Any surpluses generated by the project must be retained for community benefit and the disposal, improvement or development of assets must likewise be for the benefit of local people. If the community body later decides to transfer its assets, the transfer must be to another corporate body with similar objectives.

Community Right to Build proposals must be consistent with national planning guidelines as set out in the new National Planning Policy Framework (NPPF) and they must not conflict with the Local Plan prepared by the Local Planning Authority (which might in future embody a relevant Neighbourhood Plan).

It is important to note that the community rights are still in their early stages. We are in the midst of a learning process as groups up and down the country are negotiating unfamiliar regulations and procedures. Over the coming years, HACT, the Housing LIN and organisations like Locality will be sharing this learning to support groups embarking on community-led development schemes.

**Community-Led Housing and Care for Older People**

In the meantime, the case set out in the HAPPI report (and in other similar reports) about the need for more community-led and user-driven housing for older people has been refined and developed in the last three years. The Housing Learning and Improvement Network has been tracking these debates and developments as part of its ongoing commitment to exploring new approaches to the provision and management of housing and care for older people. Over the last year it has published a number of viewpoints on the whole area of individual engagement, community empowerment, mutual support, tenant self-management, and co-production.\(^5\)

Two telling examples of how groups of older people and local communities have taken control of their housing and care are Esk Moors Lodge, North Yorkshire, and the Debenham Project, Suffolk, which are highlighted below. What is worth considering is whether Community Right to Build might have better facilitated the Esk Moors Lodge development, or whether it might now assist the Debenham Project in their ambitions to create an integrated village centre for older people’s services.

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**Esk Moors Caring**

This community led integrated housing and care project has attracted widespread interest. It was highlighted in the Housing LIN Viewpoint 23 on *Building Mutual Support and Social Capital in Retirement Communities*. The project is centred on Esk Moors Lodge, which includes an Abbeyfield extra care scheme of 12 one and two bed flats for independent living, which is managed by a partner community controlled organisation, Esk Moors Caring. Esk Moors Caring provides domiciliary care to local residents and shares the adjoining Bradbury Centre with Esk Moors Active, a community transport scheme for older people.

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The project developed out of the work of a community group, Esk Moors Action for the Elderly, which was set up in 1997. They were concerned about the absence of suitable local support services for the growing number of older people in the area who were finding it difficult to cope on their own. They acquired funding to research the needs of older people, which they undertook themselves. Among other things, this research highlighted the need for supported housing that would enable older people to stay in the area, when their needs became more acute. On the back of this research, they approached various housing providers, including the Abbeyfields Society, and together (after various trials and tribulations) they developed the Lodge and agreed a distinctive local management arrangement.

The full story of Esk Moors Caring is told in an inspiring short film on the ‘Over the Hills’ website (www.overthehillscampaign.org.uk), which looks at the issues around growing old in the countryside and rural retirement options. Other case studies on the website look at the Dorset Partnership for Older People Programme, the Derbyshire Housing Options service for older people looking to move on and the Village Agents older people’s advisors scheme in Gloucestershire (see the case study in the Housing LIN’s ‘Putting Older People First in the South West’).

The Debenham Project

The Debenham Project is another community led project, which has taken a holistic look at the needs of older people and which demonstrates how ‘joined up working’ can be easier to achieve when older people and their neighbours take the lead in planning and developing their own services. Debenham is a small village in Suffolk. In April 2009 a public meeting was held to discuss the difficulties facing many older people and their carers in rural areas, which highlighted the growing impact of dementia on many older people. This meeting brought together a group of concerned residents who wanted to find better ways of supporting older people and their carers. They wanted to look at new forms of local provision which would prevent older people having to leave their homes and neighbours as and when their needs meant they needed more support.

Within a short time, the original group recruited an ever-expanding number of volunteers and built links with the various health and care and other public services (with over 20 service providers named in their recent brochure) to build a unique partnership. The project provides a wide range of services for older people living in the community including; an advice and information service run via the local library and post office, which is supported by a dedicated website and a confidential telephone support line; a range of support and social activities, including lunch clubs run with Age UK; a carer’s and fitness club; specialised medication and pharmacy support via the GP surgery and local pharmacy; and specialist memory and support services for dementia sufferers using specially trained volunteers.

All of this is impressive for a project that is only three years old. But their most ambitious project is to develop an integrated housing and care centre in the heart of the village. This will be able to provide a home for many of their outreach services and activities, and will offer supported accommodation in the community for vulnerable and frail older
The potential of Community Right to Build

Community Right to Build is a new right that aims to give local communities and interested groups of people the opportunity to initiate types of development that would benefit their neighbourhood, village or district, as long as they are supported by local residents in a referendum. It is envisaged that CRTB will make it easier to acquire and develop land for community-led developments but it does not provide funding for projects (apart from some initial seed corn money). CRTB may form part of the Neighbourhood Planning process, as a specific form of Neighbourhood Development Order, or it may be pursued independently.

Interest in Neighbourhood Planning has been stimulated by a series of pilot projects and many of these include specific proposals for older people’s housing. Often there is a strong emphasis on the housing being affordable to local people but it is not clear yet the extent to which Community Right to Build is being considered as a mechanism for delivering such housing within these plans.

CRTB can be used independently and a number of examples of this are emerging, including Brixton Green (a mutual society hoping to develop a neglected site for a community hub and family homes in Lambeth, London: www.brixtongreen.org) and Hulcote and Salford Parish Council, Bedfordshire, (a development on land gifted by a local farmer to house those who can’t afford prices in the village – the council are setting up a local group of people).

Either way, CRTB may be of particular relevance for local communities who wish to develop specialist housing for older people which is shaped to meet local needs and priorities.

For example, CRTB is likely to be of assistance where the existing planning framework and/or regulations create particular difficulties or impediments to the development of older peoples’ housing. The experience of the Ticehurst Extra Care Housing project, East Sussex (described below), shows how CRTB might facilitate development in such circumstances.

CRTB might also be used to support developments on what are called rural exception sites; sites which sit outside of areas where housing development is permitted and which may even be in Green Belt land. On these sites, housing developments may be permitted if the housing meets a specific local need (say for affordable older person’s housing) and where long term community benefit can be secured. The almshouse charities’ examples cited below may be able to use CRTB in this way to develop pockets of land which they currently own.

Furthermore, where groups of older people wish to take the initiative and develop their own housing in a particular locality, CRTB may be a useful mechanism for them to obtain planning permission for a specific development, as long as it is supported by the surrounding community. For this see the co-housing examples that follow.

The Debenham Project is an exciting ‘vision of caring’ that has attracted a number of awards and which several commissioners/providers are studying closely. It will also feature as a future Housing LIN case study. In the meantime, for more information you can visit their website at: www.the-debenham-project.org.uk
**Extra Care Housing in Ticehurst**

This 25 unit extra care scheme in a village in East Sussex has been developed by Court Royal Developments, who specialise in small-scale older persons’ housing schemes. In designing the scheme, the developers worked closely with a local landowner, who wanted the land he was offering for sale to provide housing that would meet local needs, and with the Parish Council, who organised local consultations on the kind of housing scheme that people wanted to see in their village.

Ticehurst, in line with other parts of the Rother district, has a rapidly increasing number of residents aged 65 and above, most of whom are homeowners in detached or semi-detached properties. Residents could see the value of an extra care scheme which would be tailored to meet the needs of their village and enable existing owners to ‘downsize’. The developer therefore worked up an extra care scheme of 25 units for sale and submitted it for planning permission.

Despite Parish Council and local community support for the scheme, as well as the documented need for retirement flats for older people to move into locally, the scheme was denied planning permission. The reason for the refusal was that the scheme did not provide a suitable proportion of affordable housing, which was a general requirement for all new housing developments in East Sussex. However, this requirement would have made the scheme too expensive to develop and it would also not have reflected local needs and priorities.

Court Royal, working with the Parish Council and local residents, successfully appealed the decision in 2009 arguing that the scheme was specifically designed to meet local needs, and that housing for sale to older people has an additional social value that is not properly recognised within current planning regulations. However, the entire process took eighteen months and an estimated £80,000 in expense; a sum capable of stifling similar schemes elsewhere. The developer also benefited from access to expert planning guidance from a business associate with considerable experience in healthcare development.

In this instance, a Community Right to Build or Neighbourhood Development Order may have enabled Court Royal and the Parish Council to bypass some of the general planning requirements facing small schemes of this kind that are designed to meet more specific local needs. Particularly if broader community benefit is realised through the development, a key requirement of CRTB. Following the decision in 2009, the owner of Court Royal Assisted Living commented in the November 2009 edition of Caring Business magazine that “Many of the problems facing extracare developers are that planning policies have not caught up with the latest thinking. There needs to be different options for different people. It’s not a case of one size fits all”.

For more information on the Ticehurst project, contact Gary Reeve-Wing at Court Royal Assisted Living on gary.reevewing@courtroyal.com
### Almshouse Charities and Community Led Housing Developments for Older People

Almshouses are small-scale housing schemes set up and run by local trustees to provide independent living for people in housing need. There are 1,800 almshouse charities in the UK and many of them have been established for several centuries. Currently they house around 36,000 mainly elderly people but, in recent years, they have provided housing for people with special needs and for young people excluded from local housing.

Given the growing need for specialised housing for older people and other vulnerable groups, a numbers of almshouses are currently examining how they can use their existing housing and related assets to develop housing projects. Since most almshouse charities have strong local connections, they are well-positioned to pursue this through taking advantage of the various provisions of the Localism Act (including CRTB) and the new measures designed to stimulate local housing developments.

Several almshouse groups in Essex and Cambridgeshire are currently exploring the potential which almshouse charities offer for developing community led housing for older people and for other local people who need housing. Projects that are being developed include:

- A 1 acre site adjoining existing almshouses, recently donated to the charity, which could be developed as an exception site to provide 13 new homes;
- An almshouse charity which owns 8 acres of allotment land, part of which the local council may now consider for affordable housing;
- An almshouse that has extensive gardens, which currently accommodate a run down village hall. This could be redeveloped by rebuilding the hall together with new almshouse accommodation;
- And a potential older persons housing project on a 5 acre site that is currently outside the village envelope. Community Right to Build might allow such a development to proceed with local support.

Thanks to Michael Siggs for providing information on these projects. For more information on these and other projects you can contact Michael Siggs at: michael.siggs@btclick.com

At the time of writing, the Housing LIN has commissioned a viewpoint on the potential for a renaissance in almshouses (forthcoming).

### Intentional Communities: Cohousing and Co-operative Housing for Older People

Co-housing schemes are normally established by ‘intentional communities’; they are developed, owned and/or managed by their residents. Typically each household lives in its own self-contained home but all of the residents come together in shared spaces for activities including eating and managing the scheme. Co-housing, which originated in Denmark, is seen as a way of recreating a sense of community and neighbourly support, and of combating loneliness and isolation. Co-housing is a type of co-operative and mutual housing and, as was highlighted in the HAPPI report, such housing can...
such housing can particularly appeal to older people as a form of ‘retirement housing’, regardless of whether they want to own or rent their home.

In the UK, cohousing is promoted by the Co-housing Network. Their website (www.cohousing.org.uk) contains information about established projects and about projects in development. A number of these are specifically aimed at older people. They include: OWCH, a group of older women establishing a co-housing community in North Barnet, Herts, with assistance from Hanover HA as their development agent; Co-housing Woodside, who are developing a new scheme for over 50s as part of a major new development by Hanover HA in Muswell Hill, London; Featherstone, who are developing a co-housing scheme for over 50s in a large converted Victorian house in Sydenham Hill, London; Alive 50+, a new rural 50-plus group looking to develop a sustainable housing scheme near Selby, North Yorkshire; Third Age Cohousing, a senior mixed tenure development of around 30 households with a Quaker ethos in Milton Keynes; and Vivarium, a group looking for a site for older people near Fife, Scotland.

The Cohousing Network and other similar organisations involved in the Mutual Housing Group (http://mutualhousinggroup.coop) are actively looking at Community Right to Build as a new way of developing housing for older people.

Also, for more information on co-housing for older people, see the Housing LIN factsheet, ‘The Cohousing Approach to ‘Lifetime Neighbourhoods”’ on our website: www.housinglin.org.uk/_library/Resources/Housing/Support_materials/Factsheets/Factsheet29.pdf and a recently published Joseph Rowntree Foundation Programme Paper ‘Senior cohousing communities - an alternative approach for the UK’, www.jrf.org.uk/publications/senior-cohousing-communities

**Enabling Community Right to Build**

The new community rights introduced by the Government are designed to devolve decision making down to local communities and groups of people who wish to promote small-scale housing and other developments that are appropriate for their neighbourhood, village or district. The suggestion is that people should come together either via existing local structures, such as parish councils or neighbourhood forums, or through new organisations to initiate such developments.

However, the people who do this will only succeed if; they are fully conversant with the new powers and procedures; they consult fully with local residents and gain their support; they are able to access a range of resources and secure suitable technical support; they are prepared to work with the relevant local authorities and other interests; and they are prepared to persist with whatever difficulties and obstacles they encounter along the way.

The starting point for people who wish to gain knowledge and understanding of the Localism Act 2011 and the new community rights is the Communities and Local Government website. The following page on the Localism Act 2011 acts as a portal through which information can be accessed on all aspects of the Act and the measures it contains: www.communities.gov.uk/localgovernment/decentralisation/localismbill

Linked to this is the Government’s Community Rights website, to be found here: http://communityrights.communities.gov.uk This gives more information on each of the rights and
on how they can be applied, including a number of useful case studies. The ‘Support’ section of this website, under the heading Community Right to Build, refers to the ‘seed corn’ fund of £17.5m that has been created to assist groups pursuing CRTB through the process over the next 3 years. This fund offers revenue funding for feasibility work and is administered by the Homes and Communities Agency. Specific information can be obtained on their website: www.homesandcommunities.co.uk/community-right-to-build. This explains how you can apply for this funding and who can advise you on making an application.

Advice and guidance on all of these new rights can be obtained from Locality, the national network of community-led organisations. Their website (http://mycommunityrights.org.uk) also includes a number of examples and case studies. It refers to their specialist advice services and to other organisations that can assist with CRTB.

On Community Right to Build, Locality are working with Urban Forum and HACT to deliver the advice service. HACT produced this viewpoint and are providing specific advice and support to groups that wish to develop housing schemes, including housing for older people.

A Developing Situation

The Housing LIN has been tracking developments and trends in older people’s housing and care for several years. As noted earlier, the Housing LIN has produced a series of viewpoints highlighting the growing importance of individual engagement, community empowerment, mutual support, tenant self-management and co-production in delivering fit-for-purpose housing and care services for older people. The Government’s localism agenda and its new community rights (specifically Neighbourhood Planning and Community Right to Build provisions) may well be ways of advancing these ways of working.

This viewpoint seeks to highlight the potential of CRTB in particular and it indicates how CRTB might be applied. What is encouraging is that there is an upsurge in locally-led projects for older people such as Esk Moors Caring and the Debenham Project. This is despite (or perhaps because of) the current cutbacks to statutory services and provision. Much of this accords with the work of the HAPPI panel and, more recently HAPPI2, with much of the subsequent research and activity around services for older people that are truly ‘local’.

CRTB may well be an important new tool but, in order to make the most of its potential, developments will have to be tracked closely over the next few years and useful learning shared. To this end, HACT is committed to working with the Housing LIN in producing regular updates on CRTB and older people’s housing; highlighting interesting and telling examples as they emerge.
Note
The views expressed in this paper are those of the author, and not necessarily those of the Housing Learning and Improvement Network or HACT.

About HACT
HACT is a charity, social enterprise and industry-focused think/do tank established by the housing association sector, which seeks to influence and innovate in ways which help all housing providers deliver more effectively within their communities. We believe that the provision of housing is about more than just bricks and mortar - that housing providers are at their most successful when they focus on the social value they create, engage with and invest in their communities and actively seek to identify and meet the needs of those who live in them. Current supporters include Sovereign, Spectrum, Aster, Poplar HARCA, Midland Heart, B3Living and Trafford Housing Trust.

Visit HACT’s website, www.hact.org.uk, to find out more about our work.

For more information on Community Right to Build and older peoples’ housing you can contact HACT at: info@hact.org.uk

About the Housing LIN
Previously responsible for managing the Department of Health’s Extra Care Housing Fund, the Housing Learning and Improvement Network (LIN) is the leading ‘learning lab’ for a growing network of housing, health and social care professionals in England involved in planning, commissioning, designing, funding, building and managing housing, care and support services for older people and vulnerable adults with long term conditions.

For further information about the Housing LIN’s comprehensive list of online resources and shared learning and service improvement networking opportunities, including site visits and network meetings in your region, visit www.housinglin.org.uk

The Housing LIN welcomes contributions on a range of issues pertinent to housing with care for older and vulnerable adults. If there is a subject that you feel we should cover, please contact us.

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