

Extra Care Housing

Refresh of the Commissioning Strategy
for Extra Care Housing (2009)

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Devon County Council
County Hall
Topsham Road
Exeter
Devon
EX2 4QD



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1. Introduction

1.1. Purpose of this report

- 1.1.1. Devon County Council produced a Commissioning Strategy for Extra Care Housing in 2009¹. This document set out policy principles and a methodology for calculating the net need for extra care housing in Devon. The strategy identified which towns/cities had an unmet need for Extra Care Housing and provided a strategy to enable delivery. This Strategy has recently been embedded within a wider Accommodation Strategy for adult social care which is reflected within the County Council's Market Position Statement².
- 1.1.2. This report provides an update to the needs assessment carried out in 2009 and also forecasts future need within Devon using demographic projections. Data is analysed to be able to identify individual market town/city requirements.

1.2. The County Council's responsibilities for provision of Adult Social Care

- 1.2.1. Section 47 of the National Health Services and Community Care Act 1990 places a duty on Devon County Council to assess its residents' needs for "community care services". The National Assistance Act 1948 sets out the duties and services which a local authority can provide in response to the outcome of this needs assessment.
- 1.2.2. There are a number of ways in which this statutory responsibility could be met; however, work undertaken by the county council concluded that the most effective way to meet this responsibility is through the provision of extra care housing schemes at a number of locations across the county.

1.3. What is Extra Care Housing?

- 1.3.1. Extra care housing enables older people to live in their own apartments in a designated development for the elderly, with 24 hour care and support services on site. The key features that modern extra care housing should include are as follows:
- Accessible specially designed housing that enables independent living for older people including those with physical or learning disabilities;
 - The inclusion of telecare to enable people to live safely in their own apartments and to monitor those who have dementia or other mental health problems;
 - The provision of communal facilities to allow community activities to be organised and to provide other services (e.g. a café/restaurant, assisted bathing);
 - Flexible 24 hour care delivered by an on-site care team;
 - The development of a mixed community including those with different

¹ www.devon.gov.uk/comm_strategy_for_extra_care_housing.pdf

² https://new.devon.gov.uk/providerengagementnetwork/files/pdf_cache/adults-market-position-statement.pdf

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levels of ability and the provision of apartments with different tenures and number of bedrooms;

- 1.3.2. The development of sites that maximise economies of scale i.e. 50 plus units.
- 1.3.3. The dependency mix of residents varies, with all schemes aiming to achieve a balance between high, medium and low needs, and some providing accommodation and care for a proportion of people with dementia.
- 1.3.4. Extra care housing is not intended to be a substitute for sheltered housing or flexible community support services for older people. Instead, extra care housing is intended to complement other types of provision for older people, particularly for those who are unable to continue living in their own homes but wish to live in an independent setting with care and support staff on site.
- 1.3.5. Whilst Devon County Council regards the delivery of extra care housing an effective way to provide care services to the community, their provision should also be seen as making an important contribution towards delivering appropriate housing for all sectors of the community. This responsibility for local authorities is set out in the NPPF³, which outlines that through the planning process, local authorities should ensure that a wide choice of high quality homes are provided, including a mix of housing based upon current and future demographic trends, market trends and the needs of different groups, including older people.

³ National Planning Policy Framework available at https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

2. Need for Extra Care Housing in Devon

2.1. Demographic change

- 2.1.1. Like many parts of the country, the population of Devon is getting older. A comparison of census data from 2001 and 2011 indicates that during this period the number of people aged 75 and over increased by 8200, from 73,800 to 82,000. This represents a significant increase of 11%.
- 2.1.2. On a county wide level, currently 11%⁴ of the population is aged 75 or over, although there are distinct variations from district to district. For example, the percentage of older people in East Devon at 15% is significantly higher than the proportion of older people living in Exeter, at only 8%. These figures are displayed in Table 1.

District	Total population	Total population aged 75+	% of total population aged 75+
East Devon	132,457	19,220	15
Exeter	117,773	9,522	8
Mid Devon	77,750	7,353	10
North Devon	93,667	9,871	11
South Hams	83,140	9,251	11
Teignbridge	124,220	14,267	12
Torridge	63,839	6,811	11
West Devon	53,553	5,711	11
DCC TOTAL	746,399	82,006	11

Source: Census 2011

Table 1: Current number of over 75's living in Devon

- 2.1.3. Devon County Council uses a demographic model to derive likely future population numbers and profiles. Using this model it has been possible to estimate how the numbers of older people are likely to change in Devon taking into account a broad range of factors, including life expectancy, migration trends and the impacts of development. The latest available projections are outlined in Table 2. This predicts the number of older people in Devon will increase by 79% by 2033.

⁴ In 2001 this stood at 10.5%.

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District	Total Population by 2033	Total Population Aged 75+ by 2033	% of Population aged 75+
East Devon	162,417	32,972	20
Exeter	127,220	14,271	11
Mid Devon	90,560	14,341	16
North Devon	106,590	17,484	16
South Hams	100,297	17,580	18
Teignbridge	142,904	25,514	18
Torrige	76,874	13,629	18
West Devon	58,713	11,230	19
DCC Total	865,575	147,021	17

Source: DCC Housing Led Population Projections (2013)

Table 2: Projected number of over 75s living in Devon by 2033

- 2.1.4. As can be seen, every Devon district is expected to see a growth in the number of people aged 75 and over. In order to plan for the future needs of older people in a sustainable manner, it is necessary to identify the range of appropriate housing which may be required.

2.2. Current need for Extra Care Housing

- 2.2.1. In order to identify how much extra care housing is required in Devon, now and in the future, it is necessary to calculate the likely demand for extra care units arising from the population.
- 2.2.2. Not all people over the age of 75 will require extra care housing. The Devon County Council Commissioning Strategy for Extra Care Housing published in 2009 calculated a need multiplier of 65 ECH units per 1000 population aged 75 and over living alone with a limiting long term illness (LLTI). This rate was based on the evidence of the numbers of older people with low to moderate needs who can be diverted from residential care, as well as those whose needs could be more effectively met by extra care housing.
- 2.2.3. Due to changes in census reporting, it is not possible to identify this same group from the latest 2011 census data, which was reported in the 2001 census. However, it is possible to use the 2011 data in a way which enables a comparison of figures from 2001 and 2011. For example, the following datasets are available in relation to the 2011 census:
- 75+ living with a limiting long term illness
 - 65+ living alone (75+ living alone is not available)
- 2.2.4. The number of residents over the age of 75 living with a limiting long term illness is set out in Table 3.

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District	Total population aged 75+	Total population aged 75+ living with a limiting long term illness	%
East Devon	19,220	17,798	93
Exeter	9,522	8,837	93
Mid Devon	7,353	6,972	95
North Devon	9,871	9,185	93
South Hams	9,251	8,691	94
Teignbridge	14,267	12,993	91
Torridge	6,811	6,336	93
West Devon	5,711	5,215	91
DCC TOTAL	82,006	76,027	93

Source: Census 2011

Table 3: Current number of 75+ living with a limiting long term illness

- 2.2.5. As can be seen in the table above, the number of over 75s with a limiting long term illness is a very high % of the total number of over 75s, an average of 93% across the county.
- 2.2.6. Unfortunately, it is not possible to identify from the census database the number of over 75s who are living alone. It is possible however to identify the number of over 65s living alone. This information is displayed in Table 4. This indicates that county wide, 29% of people over the age of 65 live alone.

Local Authority	Total population aged 65+	One person household: Aged 65 and over	% of 65 and over population who are in a one person household
East Devon	37,346	10,828	29
Exeter	18,269	6,468	35
Mid Devon	15,865	4,474	28
North Devon	20,808	5,920	28
South Hams	19,754	5,973	30
Teignbridge	29,016	8,381	29
Torridge	14,978	4,127	28
West Devon	12,390	3,308	27
DCC TOTAL	168,426	49,479	29

Source: Census 2011

Table 4: Current number of 65+ living alone

- 2.2.7 Assuming that the percentage of over 65s living alone will be broadly the same as the percentage of over 75s living alone, it is possible to estimate

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the number of over 75s living alone. It is accepted that in reality the percentage of over 75s living alone may be higher.

District	Total population aged 75+ living with a limiting long term illness (LLTI)	Estimated % of 75+ who are in a one person household <i>(assuming % of total is the same as that for 65+)</i>	Estimated number of 75+ with a LLTI who are in a one person household
East Devon	17,798	29	5161
Exeter	8,837	35	3093
Mid Devon	6,972	28	1952
North Devon	9,185	28	2572
South Hams	8,691	30	2607
Teignbridge	12,993	29	3768
Torrige	6,336	28	1774
West Devon	5,215	27	1408
DCC TOTAL	76,027	29	22,335

Table 5: Estimated number of 75+ with a LLTI who are currently in a one person household

- 2.2.8 Due to a lack of consistent census data being available it has been necessary to carry out data analysis to establish current extra care housing need relative to the Extra Care Commissioning Strategy (2009). However, the application of two indicators makes it possible to identify a comparable cohort of population to that identified in the 2009 strategy.
- 2.2.9 Research and experience since 2009 indicates that it is appropriate to retain the previously adopted multiplier of 65 ECH units for every 1000 population over the age of 75 living alone with a limiting long term illness, and therefore this will be taken forward in the needs assessment update. Using this multiplier it is possible to identify current extra care housing need within each district, see Table 6.

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District	Estimated number of 75+ with a LLTI who are in a one person household	No of ECH units required (based on 65 per 1000 of appropriate population cohort)	No of ECH units delivered/ in progress	No of ECH units required (<i>factoring those delivered</i>)
East Devon	5161	335	0	335
Exeter	3093	201	50	151
Mid Devon	1952	127	45	82
North Devon	2572	167	0	167
South Hams	2607	169	92	77
Teignbridge	3768	245	50	195
Torrige	1774	115	59	56
West Devon	1408	92	50	42
DCC TOTAL	22,335	1451	346	1087

Table 6: Current need for extra care housing schemes

2.2.10 This indicates that in addition to the existing 7 schemes which have been delivered or are under construction, a further 15 schemes are required county wide to meet existing need (assuming 50 bed schemes).

2.3. Calculating future need for Extra Care Housing

2.3.1 To appropriately plan for future extra care housing schemes, it is necessary to look at population forecasts to establish what need may exist in the future. Using a demographic model it has been possible to estimate how numbers of older people are likely to change in Devon taking into account a broad range of factors, including life expectancy, migration trends and the impacts of development. To identify the appropriate cohort of population that may need extra care housing in the future, the data analysis used on the 2011 census data are applied to Devon County Council forecast figures in Table 7.

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District	Forecasted total population aged 75+ by 2033	% of population with a LLTI (Based on 2011 census - see Table 3)	% of population who are in a one person household (based on 65+ figure in 2011 census – see Table 5)	Forecasted number of 75+ with a LLTI who are in a one person household in 2033
East Devon	32,972	93	29	8,893
Exeter	14,271	93	35	4,645
Mid Devon	14,341	95	28	3,815
North Devon	17,484	93	28	4,553
South Hams	17,580	94	30	4,958
Teignbridge	25,514	91	29	6,733
Torridge	13,629	93	28	3,549
West Devon	11,230	91	27	2,759
DCC TOTAL	147,021	93	29	39,652

Source: DCC population projections (2013)

Table 7: Forecasted number of 75+ with a LLTI who are in a one person household to 2033

2.3.2 Using the figures generated in Table 7, Table 8 calculates the number of extra care housing units required by 2033 for each district.

District	Forecasted number of 75+ with a LLTI who are in a one person household in 2033	No of ECH units required (based on 65 per 1000 of appropriate population cohort)	No of ECH units delivered/ in progress	No of ECH units required factoring those delivered
East Devon	8,893	578	0	578
Exeter	4,645	302	50	252
Mid Devon	3,815	248	45	203
North Devon	4,553	296	0	296
South Hams	4,958	322	92	230
Teignbridge	6,733	438	50	388
Torridge	3,549	231	59	172
West Devon	2,759	179	50	129
DCC TOTAL	39,652	2,594	346	2,248

Table 8: Forecasted need for extra care housing schemes

2.3.3 This indicates that when taking into account the impact of planned development across the county to 2033, a further 30 extra care housing schemes (50 bed) are required. This is in addition to the 7 schemes that are already under construction and the further 15 schemes required to meet current unmet need.

2.3.4 Informed by the approach outlined above, there is a need for 30 additional

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extra care housing schemes across the county to accommodate the projected growth of older people in need of this type of accommodation by 2033. Clearly the provision of this scale of infrastructure requires significant investment and planning to ensure delivery can be achieved in a timely manner. It is also necessary to consider on a more detailed level what this means for each of Devon's districts.

3. Location of Extra Care Housing schemes

- 3.1.1. Census and forecasting data in the previous section of this report enabled extra care housing need to be identified at district level. It is therefore important that this report now goes on to consider where within each district extra care housing units would be most appropriately located.
- 3.1.2. The Extra Care Commissioning Strategy (2009) specified that extra care schemes must be located near good transport links and close to a wide range of community amenities and healthcare facilities. The strategy distributed extra care housing need across the market towns/city of Devon. This approach recognises that the urban settlements have best public service provision, serve those living in their hinterland and are where future housing development will be focused. This is a logical and ongoing requirement to 2033.
- 3.1.3. To distribute the extra care housing need across the market towns/city of Devon it is necessary to carry out further data analysis. Table 9 contains distribution of district extra care housing need across 29 town areas, plus the new communities of Sherford and Cranbrook. Town areas have been defined using aggregations of parishes, typically including a main town parish and its surrounding hinterland. Using this approach, town area populations can be taken from 2011 census data.
- 3.1.4. The town area percentages have then been applied as proportions to the district population projections to estimate town populations in 2033. It should be noted that the town areas for Cranbrook and Sherford have been estimated. The town area % have also been applied to the district extra care housing units required to provide a town level estimate of extra care housing need to 2033. This information is provided in Table 9.

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		CURRENT ECH NEED						ECH NEED TO 2033					
		Town area population (Census 2011)	Sum of town area population for district	Town Area as %	No of ECH units required (see Table 6)	No of ECH units delivered/ in progress	Current town area ECH unit requirement	Town area population 2033 including Cranbrook and Sherford	Sum of town area population for district in 2033	Town Area as %	No of ECH units required (see Table 8)	No of ECH units delivered/ in progress	2033 town area ECH unit requirement
East Devon	Axminster	16,551	132,223	13	335	0	42	18,384	162,417	11	578	0	65
	Cranbrook (6000dw)							15,550	162,417	10	578	0	55
	Exmouth	47,779	132,223	36	335	0	121	53,070	162,417	33	578	0	189
	Honiton	18,164	132,223	14	335	0	46	20,176	162,417	12	578	0	72
	Ottery St Mary	14,019	132,223	11	335	0	36	15,572	162,417	10	578	0	55
	Seaton	14,606	132,223	11	335	0	37	16,224	162,417	10	578	0	58
	Sidmouth	21,104	132,223	16	335	0	53	23,441	162,417	14	578	0	83
Exeter	Exeter	N/A	117,773	100	201	50	151	N/A	127,220	100	302	50	252
Mid Devon	Crediton	21,034	86,039	24	127	0	31	22139	90,560	24	248	0	61
	Cullompton	27,551	86,039	32	127	0	41	28999	90,560	32	248	0	79
	Tiverton	37,454	86,039	44	127	45	10	39422	90,560	44	248	45	63
North Devon	Barnstaple	53,514	105,640	51	167	0	85	53,995	106,590	51	296	0	150
	Braunton	13,868	105,640	13	167	0	22	13,993	106,590	13	296	0	39
	Ilfracombe	17,758	105,640	17	167	0	28	17,918	106,590	17	296	0	50
	Lynton/Lynmouth	4,859	105,640	5	167	0	8	4,903	106,590	5	296	0	14
	South Molton	15,641	105,640	15	167	0	25	15,782	106,590	15	296	0	44
South Hams	Dartmouth	10,695	91,495	12	169	0	20	10,168	100,297	10	322	0	33
	Ivybridge	36,385	91,495	40	169	32	35	34,592	100,297	34	322	32	79
	Kingsbridge	19,278	91,495	21	169	0	36	18,328	100,297	18	322	0	59
	Sherford (5500dw)							13,310	100,297	13	322	0	43
	Totnes	25,137	91,495	27	169	60	-14	23,898	100,297	24	322	60	17
Teignbridge	Ashburton and Buckfastleigh	11,142	122,951	9	245	0	22	12950	142,904	9	438	0	40
	Dawlish	16,207	122,951	13	245	0	32	18837	142904	13	438	0	58
	Moretonhampstead	6,921	122,951	6	245	0	14	8044	142904	6	438	0	25
	Newton Abbot and Kingsteignton	68,897	122,951	56	245	50	87	80078	142904	56	438	50	195
	Teignmouth	19,784	122,951	16	245	0	39	22995	142904	16	438	0	70
Torridge	Bideford/Northam	40,130	72,075	56	115	59	5	42802	76,874	56	231	59	70
	Great Torrington	16,117	72,075	22	115	0	26	17190	76874	22	231	0	52
	Holsworthy	15,828	72,075	22	115	0	25	16882	76874	22	231	0	51
West Devon	Okehampton	27,184	57,238	47	92	50	-6	27885	58,713	47	179	50	35
	Tavistock	30,054	57,238	53	92	0	48	30828	58,713	53	179	0	94

Table 9: Distribution of extra care housing need across 29 town areas and the new communities of Sherford and Cranbrook

4. Conclusions

- 4.1.1. This paper has been prepared to provide an update to the 2009 Extra Care Commissioning Strategy and used the latest information sources available, including 2011 census data and DCC population projections. The findings from the strategy refresh indicate an even greater need to plan appropriately for the provision of suitable accommodation for older people as our population ages.
- 4.1.2. The findings from this work will be used to inform county responses to strategic planning applications and to assist in the planning and delivery of extra care housing schemes at sustainable locations across Devon.