

HOUSING PROVISION FOR OLDER PEOPLE IN HAMPSHIRE

Older persons housing study

**Director of Environment
Hampshire County Council**

November 2009



Hampshire
County Council

Foreword

Increasing longevity means that Hampshire, like Britain as a whole, has growing numbers of older people. In twenty years time, about one third of the County's population will be over 60. As well as having implications for health and care services, this raises questions about whether there will be sufficient housing of the right type and size for older people.

Last year's Government document '*Lifetime Homes, Lifetime Neighbourhoods*' stresses the importance of older people having a place to live that is right for them. It states that councils should establish how many older people there will be in their area in future and what their housing needs will be.

This study helps address those matters within Hampshire. It looks at the current and predicted numbers of older households, and the evidence of their housing needs and aspirations. It assesses the existing and future composition of the housing stock, including sheltered housing and other forms of specialist accommodation for the elderly. It then considers the extent to which current plans will provide the accommodation which matches older peoples' needs and aspirations. The resulting conclusions and recommendations propose actions which Hampshire local authorities might take to tackle the issues.

This document relates only to the geographic area covered by the Hampshire County Council and all references to 'Hampshire' refers to the County Council's area only. It does not include Southampton and Portsmouth.

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Summary

Accommodation for older people

There are a range of accommodation options for older people depending on their personal preferences and the level of support needed. These options need to be recognised and supported to supply a variety of choices for older people. The vast majority of older people in Hampshire live in mainstream housing (87% of people aged 65 and over) and seem likely to continue to do so. About 13% of older people (9% of older households) live in specialist accommodation; this can be divided into specialist housing such as sheltered housing (about - 13,500 homes) and care homes (about 9,800 places).

Most sheltered housing schemes provide only limited support for elderly people – the intention being to support independence but not to provide extra care, which would invariably require a move to a residential or nursing home.

Extra Care housing is “purpose built accommodation in which varying amounts of care and support can be offered. “

Retirement communities are a relatively new option for accommodation in the UK. They have been described as large-scale extra care housing, comprising ‘an all-embracing, comprehensive alternative to both sheltered housing and residential care providing for a whole range of needs and individual circumstances’.

A care home is a residential setting where a number of older people live, usually in single rooms, and have access to on-site care services. Since 2002 all residential homes for older people are known as ‘care homes’, but are registered to provide different levels of care. All homes provide personal care but some also provide nursing care.

Significant increases in the numbers of older people

In 2006 there were about 148,000 households headed by a person over 65. The number of older households is projected to increase by about 75,000 (about 50%) between 2006 and 2026. About a third of this growth is projected to be due to the 120% increase in households headed by a person over 85.

Both the number of older people and the percentage they form of the total population will increase in all districts but by varying amounts. New Forest district already has the highest proportion of older people. This proportion will rise to over 30% of the population by 2026. The percentage of over 65s is lowest in the north of the county (Basingstoke and Deane, Hart and Rushmoor), this will still be the case in 2026 but by then over 65s are expected to form almost 20% of the population.

Household projections for private households headed by older people by year Hampshire

Ages	2006	2011	2016	2021	2026
65+	147923	161455	184700	197508	223197
75+	75919	84250	94598	109601	130230
85+	21132	26438	32081	38676	46781

Hampshire: Percentage increase over 2006 base

Ages	2006	2011	2016	2021	2026
65+	*	9	25	34	51
75+	*	11	25	44	72
85+	*	25	52	83	121

Source: Hampshire County Council Long Term Projections

Range of housing choices needed

Increasing numbers of older people will be owner occupiers and most people will choose (and be encouraged) to stay in their own home as long as they are able to cope. However, there will be a need to provide attractive alternatives for those older people who want or may need to move home. There is no single solution to the housing and accommodation needs of older people as there is great diversity amongst them. Older people have a wide range of income levels, aspirations and differing levels of health, fitness and disability. Their future housing requirements will depend on the suitability of their current home, its tenure, their income, the support that they receive from family and friends and their level of health and fitness.

Many people will not want to move out of the family home so it is important that new homes are more adaptable and are built to lifetime standards. For those that do want or need to move to other more suitable accommodation a variety of housing types and tenures and specialist accommodation will be required to meet the differing needs and aspirations of older people in Hampshire.

The current planning and housing policies relating to housing and accommodation for older people are fairly general policies that reflect the needs of the elderly population in so far as they support older people living in their own homes for as long as possible and the provision of home care for those who need it.

Older households are much less likely to move home than younger ones, the majority of older people want to retain their independence and remain in their home as long as possible. However there will be a need to provide attractive alternatives for those older people who want or may need to move home. This means high quality and adaptable accommodation. Developers should be encouraged to build more housing for sale that is designed to be attractive to and meets the needs of older people. Ideally housing should be in an accessible location, on a single level, have spacious rooms, storage space and two bedrooms. Many older people would prefer to live in a bungalow.

Most specialist accommodation is now provided by the private sector. Over the last five years 1,221 additional specialist dwellings for older people have been built (an average of about 250 each year). 87% of these have been built by the private sector.

There appears to be general agreement that the demand for rented conventional sheltered housing is likely to decline and the potential for leasehold retirement housing will continue to grow.

Demand for care home places

Care home capacity in Hampshire has reduced since the late 1990s in line with national trends. Over three quarters of the beds are provided by the private sector. Competition from other local authorities who have a shortage of bed spaces in their own area and are prepared to pay higher fees than Hampshire County Council means that there is more pressure for care home places in the north of the county.

Over the longer term, additional places will be needed in care homes and in homes that cater for the needs of those with dementia. However the number of places required will not increase in line with the expected demand arising from the increase in the elderly population. Demand for care home places for older people is predicted to grow in Hampshire by around 6,500 places (73%) by 2026, an average of 325 places a year over the 20 year period. However the changes in funding, aspirations and policy are likely to mean that the actual increase in demand for care home places is lower than that projected. This is because policy changes mean that it is likely that the number of older people living in general needs housing and in extra-care housing will continue to increase. The strong tenure shift towards homeownership over the last 20 years is an important factor. The result will be that the need for additional care home places is likely to increase more slowly than would be expected from the very significant increases in the elderly population. There will be a need for some care homes to be upgraded to meet improved/ modern standards but the actual number of additional bed spaces required will depend on the policies and financing of adult services and how these change over the next few years.

Future provision

All of which leads to a future pattern in which there will be a need for more of some styles of housing and accommodation provision and less of others. In considering the housing requirements of older people it should be remembered that the aspirations of older people are changing: they expect choice and the opportunity to adopt a positive lifestyle in old age.

In the short term care homes and sheltered housing will need to be updated to be attractive to older people who have higher standards and expectations than previous generations. Some care homes will need to be adapted to provide for changing needs and/or care for those with dementia.

Extra-care housing should be part of the menu of housing available to meet the needs and aspirations of older people. If extra-care housing proves to be popular with older people, it may be appropriate to increase this type of housing rather than more sheltered housing or places in care homes.

Consultants for Hampshire County Council have made recommendations about the provision of different housing types by district based on the indicative levels of provision per 1,000 population of the population over 75.

Indicative levels of provision of various forms of accommodation for older people in Hampshire

Hampshire		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		7,741	-2,975	4,766	50
Leasehold sheltered housing		5,161	1,989	7,150	75
Enhance sheltered housing	For rent	0	954	954	10
	For sale	0	954	954	10
Extracare sheltered housing	For rent	690	501	1,191	12.5
	For sale	33	1,158	1,191	12.5
Housing based on provision for dementia		0	954	954	10
Registered care home - personal care		4,968	1,227	6,195	65
Registered care home - nursing care		4,873	-1,061/ -584	3,812/ 4,289	40/ 45

Source: Data and levels of provision from Contact Consulting report for Hampshire County Council Nov 2007 and "More Choice Greater Voice a toolkit for producing a strategy for accommodation with care for older people" published by CLG February 2008

As there will be a growing number of older people remaining in general needs housing and living longer in that housing it will not be recycled for other families as quickly as in the past. This will add to the pressure on the existing housing stock and other non specialist new build housing and could result in a shortage of supply of general needs family housing available for younger households if additional general needs housing is not built in compensation. It is also important that mainstream housing is adaptable and where possible built to lifetime standards.

Older people will need improved access to a range of help that will enable them to maintain and stay in their own homes. This help will be needed mainly by people in the older age groups who are no longer fit and healthy.

The actual amount of additional specialist housing needed for older people will depend to a large extent on Government and Hampshire County Council policies and how housing and care for older people in need is funded. Changes to policies and funding can have a significant impact on demand for different types of housing. Further changes to policies or funding are likely to affect demand for different types of specialist housing and accommodation.

Recommendations

The reports recommends that:

Both Hampshire County Council and the Borough and District Councils should help to facilitate the following in their various roles as providers of residential accommodation and/ or in policy making / development control:

- Local authorities should consider the implications of household and population projections on their district and consider whether policies and service provision should be amended to meet changing needs (particularly the increase in the numbers of older people).
- Ensure that the Local Development Framework takes account of the needs of the ageing population and supports the provision of a variety of housing types appropriate for the needs of older people in that district. The LDF should also support the adaptation of existing older persons accommodation to meet changing needs.
- Ensure that when Housing Market Assessments are reviewed that they include consideration of the housing needs of older people.
- Increase the amount of specialised residential accommodation and housing suitable for older people, particularly in central and southern Hampshire.
- All SDAs (and other large sites where practicable) should include an element of housing specifically designed for older people e.g. extra care housing/ sheltered housing/ care homes/ retirement village/ other housing designed for and restricted to older people
- upgrade or where necessary replace the existing specialised residential accommodation and housing suitable for older people so that it meets current /future expectations. E.g. lifts to all floors, wheelchair accessibility, more en-suite bathrooms in residential accommodation
- meet the targets to 'future proof' all new homes so that by 2011 all new social housing meets the Lifetime Homes standard, and by 2013 all new homes are meet this standard.

The Government should :

- consider how to encourage the implementation of Lifetime Home Standards in all new housing developments and how the private sector can meet the challenge cost- effectively. If necessary the Government should amend regulations to ensure builders implement Lifetime Home Standards from 2013.

Builders should:

- implement Lifetime Home standards as soon as possible
- consider building more homes that will be attractive to older people wanting to downsize. The homes should be close to amenities, easily accessible (on a single level) and include larger rooms, two bedrooms, a shower, and a parking place.

Local councils/ housing associations should:

- consider putting initiatives in place to help those wanting to downsize within the local area. (Possibly free help with moving and a financial incentive for those in social rented accommodation. Home owners over 65 could receive similar help with moving for a set charge which could be paid from the proceeds of the sale of their home.)

1 Introduction

- 1.1 This report looks at how the significant increase in the numbers of older people in Hampshire will impact on the provision of housing to 2026. The outcome of the research is intended to inform the County Council's own delivery of services and to feed into emerging Local Development Frameworks. For this reason, the report relates to the area covered by Hampshire County Council and does not include Southampton and Portsmouth.
- 1.2 Where possible, this report is Hampshire specific. It seeks to put Hampshire into the national/ regional context and to give clear pointers and recommendations to planning and housing professionals, especially in the district councils and also in Hampshire County Council.
- 1.3 The terms "older people" or "older persons" are general terms usually referring to people over 60 years of age. Specific age groups are referred to where appropriate. The "retirement population" comprises women over 60 and men over 65 years.
- 1.4 The first chapter describes the types of specialised housing and accommodation that are available for older people. In the next chapter the main demographic trends are described, with a focus on people over the age of retirement. The variations across Hampshire are noted.
- 1.5 The report then considers issues related to older peoples housing needs and aspirations including moving home, downsizing, staying in the family home, increased expectations and the desirable features of homes for older people. The current policy context is then described.
- 1.6 The chapter on housing supply sets out the amount of specialist housing currently available in each district in Hampshire and looks at the new supply that has been completed in recent years and that with planning permission. It also sets out the number of bed spaces available in care homes in each district.
- 1.7 The report then considers the current provision and the implications for future requirements. The projections for future need are examined. This chapter then considers a variety of factors that will impact on the pattern of housing provision required in the future, including funding, policy, marital status, aspirations and increases in home ownership.

- 1.8 The final chapter sets out the reports conclusions and recommendations. The statistics and information from the Contact Consulting report for Hampshire County Council have been very helpful in informing this work.

2 The Different Types of specialised housing and accommodation for older people

Housing for older people

- 2.1 The vast majority of older people (about 87% of over 65's) live in mainstream housing which they either rent or own. About 13% live in specialist housing or care homes.
- 2.2 There are currently about 150,000 households in Hampshire headed by a person over 65 years old. (These figures do not include people living in institutions such as care homes.) The vast majority of these households live in mainstream housing and are likely to continue to do so. Only about 9% live in specialised housing for older people. About 18% live in mainstream accommodation rented from the council or a social or private landlord. Over 70 % live in owner occupied mainstream housing.
- 2.3 There is also a range of specialised housing and accommodation with care available to older households, each presenting different issues for the households who live there, policy makers and the wider community. Specialist accommodation for older people can be divided into specialist housing (with varying amounts of support) and care homes.
- 2.4 Most sheltered housing schemes provide only limited support for elderly people – the intention being to support independence but not to provide extra care. Extra Care housing is “purpose built accommodation in which varying amounts of care and support can be offered.” Retirement communities are large-scale extra care housing, comprising ‘an all-embracing, comprehensive alternative to both sheltered housing and residential care providing for a whole range of needs and individual circumstances’.
- 2.5 A care home is a residential setting where a number of older people live, usually in single rooms, and have access to on-site care services. Since 2002 all homes are known as ‘care homes’, but are registered to provide different levels of care. All homes provide personal care but some also provide nursing care.

Sheltered housing

- 2.6 Sheltered Housing Schemes offer specially designed housing for the elderly, with access to the assistance of a warden, alarm systems in times of emergency and the advantages of social activities and companionship. Each unit of accommodation in a Sheltered Housing Scheme has its own front door. Schemes comprise of groups of unfurnished self-contained flats or bungalows. Some schemes are modern complexes with communal facilities such as a lounge, laundry, guest room and gardens, whilst others are groups of bungalows or flats, sometimes with a small individual garden. Accommodation is available for couples and for single people and can be privately owned or social housing.

- 2.7 There was significant emphasis on the provision of sheltered housing in the 1970s and 1980s which was regarded as providing safe and secure care for elderly people so that they would not have to move to retirement homes for wider care, which was seen as an expensive option. The advantages cited for sheltered accommodation for older households are the benefits in terms of security, maintenance and the ability of older people to maintain their independence whilst being able to access a level of support (e.g. warden or other neighbours) if required. However, sheltered accommodation can be costly, particularly in terms of the service charges and is beyond the means of some older households.
- 2.8 Sheltered housing is not necessarily a long term solution for all older households. Most sheltered housing schemes provide only limited support for elderly people – the intention being to support independence but not to provide extra care. Resident wardens are no longer the norm in sheltered housing schemes and are increasingly being replaced by a less personal and more limited mobile warden service.
- 2.9 There is a growing issue around the implications for wider communities associated with provision of sheltered housing. Within private sheltered housing schemes developers have been reluctant to provide affordable housing and the service charges (which are often too high to be affordable for those receiving state benefits) may also make this challenging to manage for local authorities, RSLs and tenants.

Extra Care Housing

- 2.10 The term 'extra care' housing is used to describe a range of developments that comprise self-contained homes with design features and support services available to enable self- care and independent living. The Housing Learning and Improvement Partnership have described it as “purpose built accommodation in which varying amounts of care and support can be offered and where some services are shared.”¹ It is also known as ‘very sheltered housing’, ‘housing with care’, ‘assisted living’ and ‘close care’.²
- 2.11 Extra care housing is popular with people whose disabilities, frailty or health needs make ordinary housing unsuitable but who do not need or want to move to long term care (residential or nursing homes). Although older people make up the majority of users of extra care, people with disabilities that are not age related are increasingly making use of this type of housing.
- 2.12 Extra care provision comes in a huge variety of forms and at present some of the schemes that carry the label of 'extra care' housing are in fact only enhanced sheltered housing without the integrated management of housing and care responsibilities or 24 hour care availability on site. Extra care housing is expanding and is now offered by local authorities, housing

¹ Housing Learning and Improvement Partnership (2006) Extra Care Housing Toolkit, Care Services Improvement Partnership, Dept of Health

² Royal Town Planning Institute Good Practice Note 8 (2007) Extra Care Housing

associations and private providers. Occupants of extra care may be owners, part owners or tenants. Even though many older people welcome Extra Care, some have expressed concerns about living in Extra Care housing, if it means sharing it with people with dementia or learning difficulties.

Retirement communities

- 2.13 Retirement communities are large scale purpose built developments. They usually provide luxury accommodation for sale or rent with a wide range of facilities available on site. Accommodation includes spacious apartments for those who are physically able and want independence and “Serviced Apartments” where residents have care provided, these are similar to “extra care housing” and are an alternative to a room in a care home. There is also a care home providing nursing and residential care and some retirement communities also include specially designed apartments for couples where one has dementia. The Department of Health has described retirement communities as large-scale extra care housing, comprising ‘an all-embracing, comprehensive alternative to both sheltered housing and residential care providing for a whole range of needs and individual circumstances’. They are a relatively new option for accommodation in the UK. As a result, little is known what it is actually like to live in such communities and whether they adequately cater for the needs of the older age groups. Recent research into retirement villages³ concluded that the viability of providing accommodation and care for a mix of ‘fit’ and ‘frail’ residents in retirement villages needs to be examined further before the model becomes more widely used.

Current supply of specialist housing for older people

- 2.14 In 2007 there were about 13,500 specialist housing units for older people in Hampshire About 95% of the specialised housing for older people is sheltered housing, there is also a small amount of extra care housing.
- 2.15 The largest amounts of provision were in New Forest, Havant and Winchester districts. 60% of the sheltered housing is rented accommodation with the remaining being leasehold.

³ ‘Housing and care for older people: life in an English purpose-built retirement village’ Bernard M., Bernadette B., Sim J., Biggs S. Ageing & Society 27 Cambridge University Press 2007.

Figure 1. The current supply of specialist housing for older people

District council	Sheltered housing for rent	Leasehold sheltered housing	Extra care housing*	Total	% of all housing
Basingstoke & Deane	828	322	97	1247	1.9%
East Hampshire	465	476	0	941	2.0%
Eastleigh	610	346	171	1127	2.2%
Fareham	388	710	40	1138	2.5%
Gosport	761	369	0	1130	3.2%
Hart	299	482		781	2.2%
Havant	1085	502	67	1654	3.2%
New Forest	1031	1036	67	2134	2.7%
Rushmoor	638	317	133 for rent 21 for sale	1109	3.0%
Test Valley	479	222	38	739	1.6%
Winchester	1157	379	12 for sale	1548	3.3%
Hampshire	7741	5161	723	13548	1.9%

* Extra care for rent unless otherwise stated

Data from Contact Consulting report for Hampshire County Council "Providing a context and setting priorities in accommodation and care for older people in Hampshire". Nov 2007

Care homes

- 2.16 A care home is a residential setting where a number of older people live, usually in single rooms, and have access to on-site care services. Since April 2002 all residential homes for older people are known as 'care homes', but are registered to provide different levels of care:-
- A home registered simply as a 'care home providing personal care' will provide personal care only - help with washing, dressing and giving medication.
 - A home registered as a 'care home providing nursing care' will provide the same personal care but also have a qualified nurse on duty to carry out nursing tasks. These homes are for people who are physically or mentally frail or people who need regular attention from a nurse.
- 2.17 It is health rather than age that determines whether older people need extra care. Research suggests that, other than retirement moves, which are taken earlier, most people, do not move into a residential or nursing home until their care needs are such that they are forced to move, often in advanced old age.

3 Social And Demographic Issues

Current retirement age population

- 3.1 The 2001 census shows that there were 232,500 Hampshire residents over retirement age, comprising 18.7% of the total population (= 1,240,103).
- 3.2 The census also provides data about the number of older people in each age band (See Figure 2). The data is shown for these different age groups because “75 is widely recognised key age in which chronological age and incidence of chronic conditions that may affect mobility and the capacity for self care begin to correlate more closely. 85 is a threshold for identifying the need for higher levels of support, including admission to residential care.”⁴:

Figure 2. Hampshire residents 60+ by age band

Age	Number
60-64	61,744
65-69	55,663
70-74	50,153
75-79	41,424
80- 84	28,563
85-89	16,728
90 and over	8,601

Source 2001 census

- 3.3 Recent ONS estimates suggest that Hampshire’s retirement population had increased by 30,000 between 2001 and 2007 and comprised 20.6 % of the total population (1,276,800) in mid 2007. Figure 3 shows that some districts have significantly more people over retirement age than others but there are there are significantly more women than men over retirement age in every district.
- 3.4 The ONS estimates also show that over retirement age women outnumber men in every age band in every Hampshire district and the proportion of women increases with age.

⁴ “Providing a context and setting priorities in accommodation and care for older people in Hampshire”
Contact Consulting for Hampshire County Council 2007

Figure 3. Mid 2007 estimates of people over retirement age

	Females 60 and over	Males 65 and over	All 65M/60F and over
Hampshire	165,800	96,600	262,400
Basingstoke and Deane	16,400	9,500	26,000
East Hampshire	14,700	8,300	23,000
Eastleigh	14,000	8,200	22,200
Fareham	15,700	9,300	24,900
Gosport	10,100	5,600	15,700
Hart	9,800	5,700	15,500
Havant	17,600	10,400	28,000
New Forest	29,900	18,000	48,000
Rushmoor	8,700	4,800	13,500
Test Valley	14,400	8,200	22,600
Winchester	14,700	8,400	23,100

Source ONS mid- 2007 population estimates

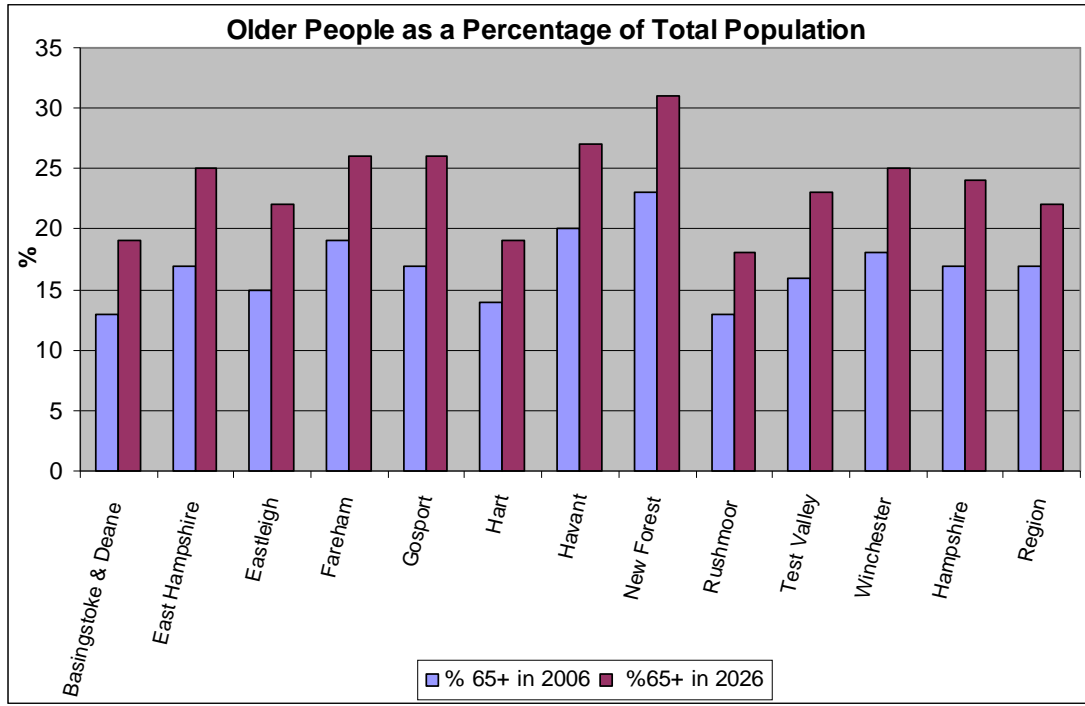
Projected increase in population 2006-2026

- 3.5 The projected increase in older people (over 65) in Hampshire between 2006 and 2026 is 114,000. The rate of increase (53%) is projected to be greater than any other county in south east England and compares to a regional increase of 45%.⁵
- 3.6 The graphs below show that the proportion of the population who are over 65, over 75 and over 85 varies between districts.
- 3.7 The graphs also show that New Forest District already has a high proportion of older people living in the district with more than 23% of their population aged over 65. By 2026 all the districts in central and southern Hampshire are projected to have a similar or higher percentage of their population aged over 65. The New Forest also has the highest proportion of over 85's in Hampshire (4%). By 2026 the proportion of over 85's in New Forest District will have increased to 6% and all the districts in central and southern Hampshire except Eastleigh Borough are projected to have 4% or more of their population over 85.
- 3.8 At its most direct level of interpretation the figures indicate that those districts with the highest numbers of people aged 75+ are likely to have the greatest demand for residential care places or its alternatives (such as Extra Care housing). Those with the highest levels of people 85+ or over are likely to have the highest level of requirement for nursing home places or its

⁵ "Caring for an Ageing Population in the South East, Laing and Buisson Ltd for South East England Regional Assembly, August 2008.

alternatives: these may include Extra Care and specialised dementia units developed on a housing base.⁶

Figure 4. Older people aged 65 and over as a percentage of the population in 2006 and 2026



⁶ Contact Consulting

Figure 5. Older people aged 75 and over as a percentage of the population in 2006 and 2026

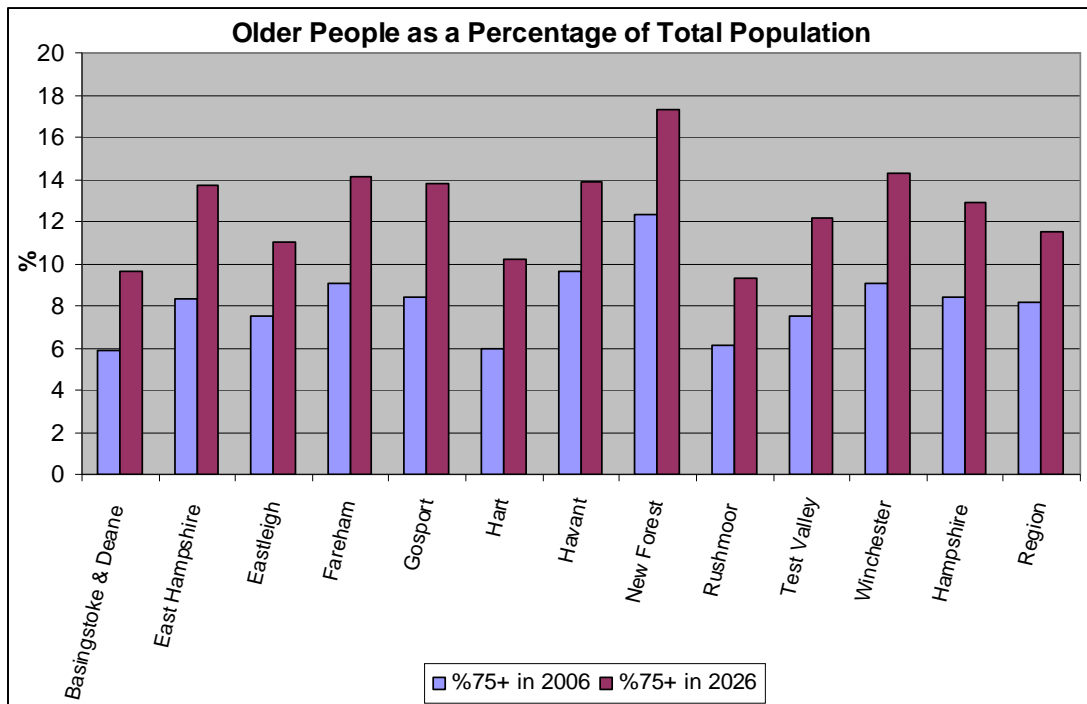
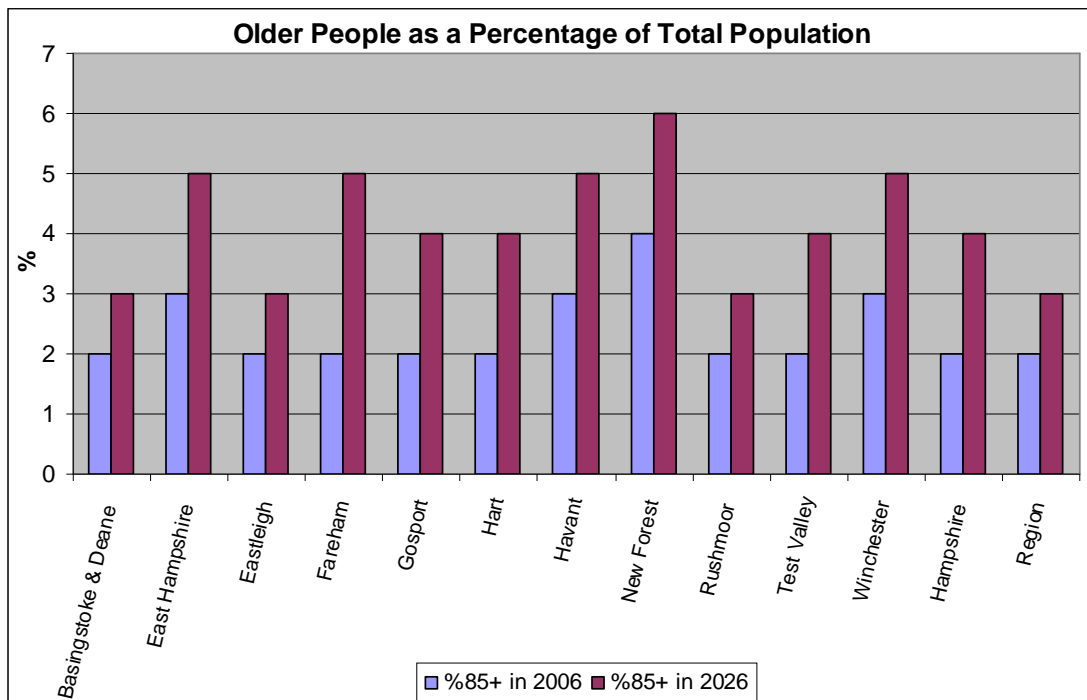


Figure 6. Older people aged 85 and over as a percentage of the population in 2006 and 2026



Source ONS SNPP 2007 (data taken from South East Demography published by SEERA October 2008/ Caring for an ageing population in the South East, SEERA August 2009)

- 3.9 In order to consider the number of dwellings required by older people, the forecasts of household projections headed by older people are more relevant. CLG's research shows that most UK household growth is driven by older people. The Housing Green Paper (2007)⁷ recognises that 48% of the new growth in households to 2024 will comprise older people and that a substantial majority of new households in many regions will be over 65.
- 3.10 The projected increase in households headed by a person over 65 in Hampshire can be seen Figure 7. Tables for each Hampshire district are in Appendix 1.
- 3.11 These projections suggest that there will be a large increase in older person households between 2006 and 2026. A 50% increase in households where the head of household is over 65 years old, a 70% increase in households where the head of household is over 75 years old and a 120% increase in households where the head of household is over 85 years old.

Figure 7. Projections for private households headed by older people in Hampshire

Ages	2006	2011	2016	2021	2026
65+	147,923	161,455	184,700	197,508	223,197
75+	75,919	84,250	94,598	109,601	130,230
85+	21,132	26,438	32,081	38,676	46,781

Percentage increase over 2006 base

Ages	2006	2011	2016	2021	2026
65+	*	9	25	34	51
75+	*	11	25	44	72
85+	*	25	52	83	121

Source: Hampshire County Council Long Term Projections

- 3.12 Although it is projected that there will be more couples in older age, because of the faster decline in men's than women's mortality⁸ the growth in the size of the elderly population in Hampshire means that the number of over 75s living on their own is projected to increase by over 28,000 by 2025, largely as a result of widowhood (see Figure 8). This is a 55% increase between 2008 and 2025. It is this population (over 75's living on their own) which is particularly susceptible to relocation to communal establishments when support (health or otherwise) is needed. Data for each district is included in Appendix 2

⁷ CLG (2007) Homes for the future: more affordable, more sustainable. SO: London

⁸ Ageing and gender: diversity and change by Sara Arber and Jay Ginn, Social Trends 34. 2004 edition, Office for National Statistics.

Figure 8. Projections of Older people living alone in Hampshire

	2008	2010	2015	2020	2025
Males aged 65-74 predicted to live alone	9,299	9,911	11,815	12,257	12,240
Males aged 75 and over predicted to live alone	12,292	12,992	15,064	17,696	21,504
Females aged 65-74 predicted to live alone	19,866	21,054	25,014	26,070	25,674
Females aged 75 and over predicted to live alone	38,704	39,707	43,129	48,557	57,761
Total population aged 65-74 predicted to live alone	29,165	30,965	36,829	38,327	37,914
Total population aged 75 and over predicted to live alone	50,996	52,699	58,193	66,253	79,265

Source: Projecting Older People Population Information System, Department for Health Care Services Improvement Partnership (From Appendices to Caring for an Ageing Population in the South East , SEERA Aug 2008)

Conclusions

- 3.13 Both the number of older people (65+) and the percentage they form of the total population will increase in all districts but by varying amounts. New Forest district already has the highest proportion of older people. This proportion will rise to over 30% of the population by 2026. The percentage of over 65's is lowest in the north of the county (Basingstoke and Deane, Hart and Rushmoor), this will still be the case in 2026 but by then over 65's are expected to form almost 20% of the population.
- 3.14 The number of households headed by a person over 65 is projected to increase by about 75,000 (about 50%) between 2006 and 2026. About a third of this growth is projected to be due to the 120% increase in households headed by a person over 85.

4 Older People's Housing Needs And Aspirations

- 4.1 This study of older persons housing needs focuses on people in the population over the age of retirement. The housing requirements of older people are often wider than their basic need for accommodation. Demand or need for housing amongst older people is often strongly influenced by health issues (and disability is strongly linked to age). In terms of individual circumstances and public policy, significant changes arise when people retire from work, become incapacitated in some way, and linked to this lose the ability to live independently. In reality there are different stages of old age which relate more to personal circumstances than to actual age. Those who remain in good health, have a high level of independence and are able to draw on their savings to fund later life have very different needs to those who experience significant health problems and poor quality of life.
- 4.2 In terms of their impact within the housing market, much depends on whether older people decide to move and if so, where they move to and what they move in to. Literature reviews and research⁹ confirm that the majority of older people wish to retain their independence and remain in their home as long as possible.
- 4.3 Older households are much less likely to move house than younger ones.¹⁰ Those who decide to move home tend to do so in earlier old age. The "Survey of English Housing (2005/06)" demonstrates that those in the 65-74 age group and those aged 75 or older are the least likely of all age groups to move home. In England as a whole these age groups accounted for 2% of all household moves each.
- 4.4 The 2001 Census showed that 76% of pensioner households in Hampshire lived within owner occupied accommodation, this is a similar proportion to all households in Hampshire but higher than the national average (about 68% of households). Many owner occupiers are likely to want to continue to remain in housing of the same tenure in retirement.

⁹ See for example Quality and Choice for Older People's Housing – A strategic framework DETR: January 2001 also Bleak Housing- Needs and aspirations in retirement, Eastleigh Southern Parishes Older People's Forum, May 2007. Appleton N *Planning for the majority: the needs and aspirations of older people in general housing*. York, Joseph Rowntree Foundation (2001) Attitudes and Aspirations of Older People: A Review of Literature, Annette Boaz et al., Univ. of Warwick for DSS, October 1999 and Home Ownership in Old Age: The Future of Owner Occupation in an Ageing Society, Ray Forrest et al., Anchor, 1997.

¹⁰ Focus on Older People 2005 edition National Statistics

Implications of older people remaining in family homes

- 4.5 Because older households are less likely to move house, the increased number of such households may result in the housing market overall becoming less fluid in the future, particularly in locations with the highest proportions of older households. Family houses are likely to remain occupied by older people for longer. This is likely to push up demand (and prices) for some homes which will impact on the accessibility of the housing market for those less able to compete. This effect is likely to have more serious implications for the social rented sector where older households occupy large social rented dwellings, which need to be freed for other priority households on local housing registers.

Downsizing

- 4.6 Over 80 per cent of the people over 60 who participated in the study on housing decisions for the Joseph Rowntree Foundation¹¹ wanted to stay in their own home for as long as possible. Those older households that do move home are most likely to do so on retirement or when they develop extra care needs. Some older households choose to down size, moving either locally or to a different location, though this is not a significant trend at present. Although Local Authorities often want to encourage older people to move to housing that is more appropriate to the size of their household, the elderly generally dislike the idea.
- 4.7 One of the recent studies into older people's needs and aspirations in retirement was undertaken by Eastleigh Southern Parishes Older People's Forum on behalf of Eastleigh Borough Council, published as "Bleak Housing" in May 2007. This study found that at 75 and even earlier, most people are reluctant to think about moving from their homes, even though they may not be managing very well. The main reasons for moving from their present accommodation would be ill health, lack of mobility or inability to maintain their property.
- 4.8 The same study stated that "many older people would move from their large family homes to two-bedroom bungalows, if they were enabled to do so with independent advice and support."¹² However most older people do not wish to face moving from family homes until compelled by circumstance¹³ The most compelling reasons for moving are health reasons, lack of mobility, and inability to maintain property. If appropriate services were available, such as gardener, handy person and home help people would find it much easier to stay in their own homes.¹⁴

11 Institute for Applied Health and Social Policy, Living Well in Later Life: An Agenda for National and Local Action to Improve the Lives of Older People in Britain in the 21st century, Joseph Rowntree Foundation, 2003.

¹² Bleak Housing, 2007

¹³ Bleak Housing, 2007

¹⁴ Bleak Housing, 2007

- 4.9 Older People often have close ties to their neighbourhoods, so moving people to purpose built accommodation can affect their self-identity and independence¹⁵. However residents living in sheltered housing who were interviewed for the “Bleak Housing “ report¹⁶ were unanimous in their belief that moving there was the best thing they had done. Many of the participants in the Joseph Rowntree focus groups¹⁷ who lived in supported accommodation had made the decision to seek sheltered housing following the death of a spouse. Living in supported housing meant an end to a number of worries such as security and maintaining a large house or garden.
- 4.10 Downsizing households in the owner occupied sector may be able to release equity from their homes to fund their wider needs and activities. The Central Hampshire and New Forest Strategic Housing Market Assessment 2007¹⁸ points out that downsizing can also bring considerable benefits to the locality as a whole, as it releases a larger home onto the market or into the letting pool in the social rented sector – providing the opportunity for other households to trade up or access the space that they might need.
- 4.11 Further issues relating to downsizing and space requirements are included in the extract below from the Central Hampshire and New Forest Strategic Housing Market Assessment .

¹⁵ Prof Alan Walker, Professor of Social Policy and Gerontology, University of Sheffield.

¹⁶ Bleak Housing 2007

¹⁷ 17 Institute for Applied Health and Social Policy, Living Well in Later Life: An Agenda for National and Local Action to Improve the Lives of Older People in Britain in the 21st century, Joseph Rowntree Foundation, 2003.

¹⁸ Central Hampshire and New Forest Strategic Housing Market Assessment, DTZ for five Hampshire local authorities Oct 2007

Extract from Central Hampshire and New Forest Strategic Housing Market Assessment 2007

The implication of increased down sizing amongst older households in an ageing society is that there ought to be increased demand for smaller homes that are more manageable and/or cheaper to down size into. There is little evidence that this is happening on any scale yet. Anecdotal evidence suggests that those that do move will still demand (including in the social rented sector) additional space. There is little desire or incentive for older households to move into small flats. Furthermore, some research predicts that the 'baby boom' generation (currently the 45-64 age group) will demand more spacious homes and shun sheltered housing in favour of 'mainstream' properties. For many older people, their activities and social patterns require as much space as earlier in their lives.

Given that the majority of older households that do downsize will wish to remain in their local community, there is an issue around whether there are suitable alternative options locally so that people can move within their local neighbourhood as their life stage and needs change without the need to move away.

Expectations

- 4.12 The expectations of older people are changing, as the young adults of the 1960s move towards retirement. They have very different attitudes towards independence, care and participation, and different expectations of public services from today's older people, who grew up with a vision of a 'cradle to grave' welfare state.
- 4.13 The Audit Commission states that the design of towns, city streets and homes can make an enormous contribution to older people's ability to spend time safely and confidently both outside and inside the home. Policy, planning and local strategies on regeneration and crime should take older people and their needs into account. Older people's role in helping to build cohesive communities needs to be acknowledged. It is important to ensure that all older people, including those living in residential settings, have a voice in these discussions.¹⁹
- 4.14 If older people are to exercise choice about where to live, they need a range of housing options from which to choose, as well as advice on what is likely to be most appropriate for them. Local planning and housing strategies must allow for a range of flexible options, including support to allow older people to remain in their own homes, as well as sufficient supported housing, including extra care sheltered housing, that meets older peoples' priorities in terms of space, design and location.

¹⁹ Audit Commission Older people -a changing approach Feb 2004

Living arrangements

- 4.15 Most adults in Britain live as part of a heterosexual couple, but the high predominance of women amongst older age groups means that fewer people are partnered, influencing household living arrangements and potential carers should a person become sick or disabled. However the numerical predominance of women is now diminishing and a substantial growth in the number of couples is projected. In the future less older women will live alone as the life expectancy of older males increases more quickly than that of older women.²⁰ The shifting balance towards more couples in post-retirement ages may well influence the disposable household income, residential location and type of accommodation, and patterns of car ownership and mobility.
- 4.16 However, notwithstanding those choices and opportunities, the longer the elderly can remain in couples, the more likely it is that they will be able to stay in their own home. Under the age of 85, the widowed are over three times more likely to live in a residential setting than the married, demonstrating the very major role of married partners in providing care and delaying residential admissions²¹.

What do older people want?

- 4.17 Older people's key aspiration is control over their own lives. The Joseph Rowntree study²² highlighted the importance of feeling in control of the important decision of where to live and the need for trusted, independent advice and information to support them in making that decision. It is the desire to maintain control that motivates people to struggle on against enormous odds when their existing housing situation becomes difficult.²³ Traditional forms of accommodation and care for older people have tended to compromise this autonomy.²⁴ People aspire to accommodation that will enhance rather than inhibit their lifestyle in old age. The location of housing is extremely important, in particular proximity to shops and services, accessibility, attractiveness and safety of the neighbourhood and attachment to the area.²⁵ Once older people have moved from general housing into specialised accommodation, they want to stay there for as long as possible.

²⁰ Ageing and Gender: diversity and change by S Arber and J Ginn Centre for research on Ageing and Gender in Social Trends 34 2004 edition

²¹ Ageing and Gender: diversity and change by S Arber and J Ginn Centre for research on Ageing and Gender in Social Trends 34 2004 edition

²² Institute for Applied Health and Social Policy, Living Well in Later Life: An Agenda for National and Local Action to Improve the Lives of Older People in Britain in the 21st century, Joseph Rowntree Foundation, 2003.

²³ Housing and Older People Development Group (HOPDEV) Delivering housing for an ageing population: Informing housing strategies and planning policies Oct 2005

²⁴ Contact Consulting (Nov 2007) Providing a context and setting priorities in accommodation and care for older people in Hampshire.

²⁵ Institute for Applied Health and Social Policy, Living Well in Later Life: An Agenda for National and Local Action to Improve the Lives of Older People in Britain in the 21st century, Joseph Rowntree Foundation, 2003.

- 4.18 The findings of “Bleak Housing” report by Eastleigh Southern Parishes Older People’s Forum (May 2007) reflects many of the findings of national studies. When asked what type of accommodation they would choose if they moved home, bungalows or chalet bungalows were the overwhelming preference for housing. Flats or maisonettes rank second.²⁶ 79% of respondents want 2 bed properties, 13% choose 3 bed properties, 8% choose 1 bed properties. High on the list of desirable features identified by older people for their new home are: own front door, ease of access to amenities, small garden, car parking, no stairs and a shower. In all cases older people wanted to stay in their own localities.²⁷
- 4.19 The Housing and Older People Development Group (HOPDEV) was established in 2001 by the then Department for Environment, Transport and the Regions and the Department of Health to help the Government deliver on the Strategic Framework “ Quality and Choice for Older People’s Housing”. It has summarised the key messages from older people about housing. These are:-
- Housing should be well designed with growing older in mind; it should meet the needs of all age groups - adaptable ‘homes for life’.
 - Space is important,: both good storage space and room to accommodate visiting family – two bedrooms rather than one.
 - Housing design should be user-friendly, low maintenance and safe
 - a downstairs WC and bathroom with shower and bath are especially important. Homes should also be affordable to heat.
 - Access to green, private space, and a safe neighbourhood is important, as is housing that is accessible to good local transport, facilities and amenities.
 - Older people want real choice, access to independent information and advice and a range of housing options from retirement communities to decent general housing.
 - Support is necessary for people to stay living in their own homes. A reliable repairs and adaptations service is needed for that bit of help around the home.

Older people want to be listened to, to be involved in the design of everything that will affect us, from planning and lifetime homes standards, to the creation of safer environments, to testing new equipment and IT devices.

The needs of older people from ethnic minorities

- 4.20 Social and individual expectations for housing and care may be strongly influenced by cultural factors, including race and religion. However, in 2006 Age Concern published “Beyond Sheltered Accommodation – A review of Extra Care housing and Care Provision for BME Elders”. This concluded :
“Extra care accommodation and care homes should been seen as part of a continuum of care provision ranging from care at home at one extreme through to care in a care home at the other. There is no one magic solution to the housing-related care needs of BME older people. What providers should

²⁶ Bleak Housing, 2007

²⁷ Bleak Housing, 2007

be aiming for is a range of services to meet identified needs which allow service users to exercise an informed choice.”

4.21 In October 2008 the Housing Corporation published - “Housing needs and aspirations of ethnic minority communities” The following comments relating to older people are of interest.

- A feature of all South Asian ethnic groups is that elderly people still often live with one of their sons, making average household sizes larger. Old single people are less likely to live independently.
- BME households in social sector housing reflect the age structures and household composition patterns of these groups. The proportion of pensioners is high only among Chinese, Indian and white ‘other’ social tenants, though it is still lower than that of white British.
- Older people need suitable accommodation in areas near to family, social networks and social support. In other words, the aspirations of BME households are increasingly like those of white British people.

Future demand

4.22 It is difficult to predict the future demand for long term care and specialised housing for older people. It is clear that the very significant increase in the number of older people will increase demand over the next few decades, but the actual level will be influenced by different social care policies, people’s general state of health, their living arrangements and developments in health care and the treatment of certain diseases of old age.

4.23 In the 1990s community care reforms encouraged the provision of care in people’s homes (homecare) rather than placing older people in care homes. The use of homecare instead of care homes continues to increase and the County Council’s budget will have an influence on current and future patterns of care.²⁸

4.24 Most councils with Adult Services responsibilities expect that in the future the demand for nursing care and dementia care in care homes will grow, but the demand for care only places for frail older people will reduce or at most remain the same. Some care associations disagree with this view. One of their arguments is that people entering care homes are beyond what can be cared for in the community or in extra care.²⁹

4.25 The increased demand for care services is expected to be met by more use of home care, more use of extra care housing and a more focussed use of care homes for people with dementia or severe nursing needs (with less use of care homes for care only places).³⁰

²⁸ Caring for an ageing population in the South East SEERA Aug 2008

²⁹ Caring for an ageing population in the South East SEERA Aug 2008

³⁰ Caring for an ageing population in the South East SEERA Aug 2008

Conclusions

- 4.26 In summary, older households are much less likely to move than younger ones, the majority of older people want to retain their independence and remain in their home as long as possible. There will be a need to provide attractive alternatives for those older people who want or may need to move home. This means high quality and adaptable accommodation, housing should usually have two bedrooms and be on a single level. When older people have been asked what type of accommodation they would choose if they moved, they have shown a strong preference for bungalows.

5 Current Policy Context

Government policies

- 5.1 There are a number of over-arching principles behind Government thinking in the care of older people. The main ones include:
- to encourage and facilitate older people to live in their own homes for as long as possible
 - the use of homecare, dispersed across the community or as a component of extra-care housing, as an alternative to care home admission
 - self-directed care, in which people make their own decisions about how the money allocated for their care is spent.
- 5.2 There is no shortage of policy and strategy papers relating to the care and accommodation of older people and the body of available material is constantly developing. One of the most important, 'Lifetime Homes, Lifetime Neighbourhoods: A National Housing Strategy for an Ageing Society', CLG (2008) sets out the Government's plans for making sure that there is enough appropriate housing available in the future. Other recent key documents are listed in a recent DCLG paper 'More Choice, Greater Voice - a toolkit for producing a strategy for accommodation with care for older people' (Appleton 2008). This list is reproduced in Appendix 3.

Government commitment to living in own home

- 5.3 For the last 15 years the over-riding policy of this and the previous Governments has been to encourage and facilitate older people to live in their own homes for as long as possible. This policy was one of those introduced by the NHS and Community Care Act 1990. The main goals of the Act were to encourage older people to remain in their own homes for as long as possible, to ensure that Councils with Adult Social Services responsibilities (CASSRs), make provision for carers, to encourage proper assessment of need, to stimulate the development of independent sector provision and to secure better use of taxpayers' money.
- 5.4 One of the main ways these aims were achieved was by transferring responsibility for funding state-supported older people from Income Support to CASSRs. This gave CASSRs an incentive to use less expensive forms of care, such as home care, instead of admitting people to a care home. Home care involves paid care workers coming in to the older person's home and providing the care that is needed. It is appropriate when a person prefers to stay at home but needs ongoing personal care and/or help with practical domestic tasks that cannot easily or effectively be provided solely by family and friends. It helps them remain living independently in the community for as long as possible.
- 5.5 The policy to provide care at home has been re-iterated in many recent Department of Health papers, including its White Paper 'Our Health, Our Care, Our Say: a new direction for community services' in 2006 and 'More Choice, Greater Voice a toolkit for producing a strategy for accommodation with care for older people' (Appleton 2008).

Government commitment to extra-care housing

- 5.6 The Government recognises extra-care housing as an alternative to care home admission. The Department of Health published its White Paper ‘Our Health, Our Care, Our Say: a new direction for community services’ in 2006. This stated that:
“For some people, residential care may be the best option, but we want to ensure that, wherever possible, people have the option to stay in their own homes. Greater use of community services including extra-care housing, intermediate care services, community equipment, intensive support at home and support for carers, has enabled more people to be cared for closer to home and to continue to live in their own homes for longer”.
- 5.7 ‘Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society’ was published by the Department for Communities and Local Government in February 2008, and emphasised extra-care as one element of the spectrum of accommodation for older people.
- 5.8 The key principals underpinning the strategy can be summarised as:
- To plan at all levels local, regional and national for homes and communities that enable people to live out their lives, for as long as possible, independently, safely and happily with their families and friends around them.
 - To ensure that there is the right range of choices of specialist housing available for those who need more support, which are homes at the heart of the community that look and feel like home.
 - To ensure that the positive and right housing choices can be made at the right time and in a planned way, rather than as the result of a crisis.
- 5.9 ‘More Choice, Greater Voice’ also confirmed the importance of offering a mixture of tenures that meet the aspirations of people in the locality, by developing leasehold as well as rented extra-care.

Planning Policy Statement 3

- 5.10 PPS3 recognises the need to provide accommodation for the older people as part of achieving a good mix of housing. But there is limited advice on what this accommodation should look like which makes the effective development of planning and housing policies more difficult.
- 5.11 The Government’s objectives are for:
- High quality housing that is well-designed and built to a high standard
 - A mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural.
 - A sufficient quality of housing taking into account need and demand and seeking to improve choice.

- Housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure.³¹

Lifetime Homes

- 5.12 Lifetime Homes are general needs dwellings that are designed to provide accessible and convenient accommodation for a large segment of the population from families with young children to older people, and people with temporary or permanent physical impairments. Lifetime homes will provide flexible and adaptable mainstream housing that will allow older people to remain in their homes for longer and enable them to visit and stay with family and friends. If more older people are able to remain in mainstream housing because it is built to lifetime home standards there will be less need for specialist accommodation.
- 5.13 The Government will be introducing Lifetime Homes Standard between now and 2016. All public sector funded housing in England will be built to the Lifetime Homes standard from 2011. The Government hopes that private developers will adopt its design code for lifetime homes. However, if they haven't shown signs of doing so by 2010, it says legislation will follow by 2013.
- 5.14 Despite Government assurances that additional costs will be minimal the Lifetime Home Standard – whilst to be welcomed – will require greater resources for each development. This will create further pressure on the funding for affordable housing.
- 5.15 It is difficult to build houses that are future-proofed, as people's standards keep increasing. 20-30 year old homes are now considered 'sub-standard'.

³¹ PPS 3

South East Plan

- 5.15 The most relevant policy in the South East Plan is Policy CC5 : Supporting an ageing population. This requires local authorities to assess and plan for the social needs that will arise from the increasing proportion of older people, see box below.

POLICY CC5: SUPPORTING AN AGEING POPULATION

In order to reflect a significant increase in the proportion of older people in the region over the Plan period, local authorities and public agencies should pay particular regard in Local Development Frameworks and other programmes to assessing and planning for the social needs that will arise. Policies and programmes should particularly address the following issues:

- i the need to adapt the existing housing stock and make provision in new housing developments to support older people living independent lives in their own homes_ (***National Strategy for Housing in an Ageing Society***)
- ii the provision of reasonable access to services, through the provision of public transport and the extension of communications and information technology
- iii the provision of leisure, recreational and community facilities (including greenspace) that help older people maintain active and healthy lifestyles
- iv facilitating access to training and development opportunities that support available employment for the workforce beyond the existing retirement age

Strategic Housing Market Assessments

- 5.16 Strategic Housing Market Assessments (HMAs) have been produced for South Hampshire, Central Hampshire and the New Forest, Rushmoor and the Blackwater Valley and Hart district. An HMA for Hart, Rushmoor and Surrey Heath is expected soon. Strategic housing market assessments estimate need and demand in terms of affordable and market housing, consider demographic trends and the most recent practice guidance (August 07) suggests that they should consider identifying the accommodation requirements of specific groups. However of those published so far, only the Central Hampshire and New Forest HMA considers the housing needs of older people in any detail.

District planning policies for older people

- 5.17 The most relevant policies in adopted local plans are set out in Appendix 5. Most district local plans acknowledge the growing numbers of older people in their district and permit specialist residential accommodation for the elderly in urban areas subject to certain criteria. Eastleigh and New Forest Local Plans do not have any policies which relate specifically to accommodation for elderly. The lack of specific policies in the New Forest Local Plan is a little surprising given the very high level of older people living in the district. Local Plans will be superseded by Local Development Frameworks. Currently none of the Hampshire district councils have Local Development Documents that have been finalised.

- 5.18 The Fareham Borough Council's consultation on preferred policy options for the Core Strategy makes it clear that Fareham Borough Council has given some consideration to the projected growth in the number of older people in the district and their housing needs and published the Fareham Older Persons Strategy (2007). It is working closely with Hampshire County Council to review the future provision of new housing and support for older people, including the commissioning of new mixed tenure Extra Care schemes.
- 5.19 The Royal Town Planning Institute (RTPI) suggested that Supplementary Planning Guidance (SPG) was the most appropriate mechanism for building information, provision and guidance about the ageing population into the planning system and urged local planning authorities to consider producing SPG on this aspect. An extract from the RTPI report 'Planning for an ageing society'³² is included in Appendix 6. To date, none of the Hampshire authorities has produced SPG on this matter.

Other district policies

- 5.20 Each district has a Housing Strategy and these give some consideration of the issues relating to the housing needs of older people. Several, including Test Valley Borough Council, identify the need to review Older Person's Housing Strategies. Hart District Council and Eastleigh Borough Council have both produced Older Persons Housing Strategies. Some of the strategies have been produced very recently whilst others are up to five years old. Common themes include:
- A decline in the demand for sheltered accommodation in recent years- partly due to the nature of the properties available and changing lifestyle preferences.
 - A need to modernise/redevelop existing stock
 - Possible need for more extra care provision
 - Older people's desire for two bedroomed properties, preferably a bungalow, if they are to downsize

Conclusions

- 5.21 The policies are general policies that reflect the needs of the elderly population in so far as they support older people living in their own homes for as long as possible and the provision of home care for those who need it. There appears to be a lack of specific positive planning policies to:
- i. ensure the housing and care requirements of older people will be met and
 - ii. encourage the provision and improvement of specialist housing and accommodation for older people in appropriate locations.

³² RTPI Planning for an ageing population July 2004

6 Housing Supply

- 6.1 Older people live in mainstream housing, in specialist dwellings for older people such as sheltered and extra care homes and in care homes. This chapter looks at the current supply of specialist dwellings and care homes and the recent changes in supply where that information is available.

Current supply of specialist dwellings

- 6.2 The current supply of specialist housing for older people is shown in Figure 9 below. Further details about the numbers of different types of specialist housing are shown in Figure 1 (page 13).

Figure 9. The current supply of specialist housing for older people

District council	Sheltered and extra care homes
Basingstoke & Deane	1,247
East Hampshire	941
Eastleigh	1,127
Fareham	1,138
Gosport	1,130
Hart	781
Havant	1,654
New Forest	2,134
Rushmoor	1,109
Test Valley	739
Winchester	1,548
Hampshire	13,548

Source: Data from Contact Consulting report for Hampshire County Council "Providing a context and setting priorities in accommodation and care for older people in Hampshire". Nov 2007

Recent completions of dwellings for older people

- 6.3 Figure 10 shows the number of dwellings designed specifically for older people that have been completed in each district in the last five years. These dwellings comprise sheltered housing for the elderly, extra care and other dwellings with an age restriction, usually 55+. They are mainly one and two bedroom flats but also include a few one and two bedroom houses and a small number of three bedroom dwellings (both houses and flats).
- 6.4 These figures show that 87% of the new dwellings for older people have been built by the private sector. The average number of additional homes for the elderly built each year was 244. The districts where the highest number of new homes were built are Rushmoor, New Forest and Eastleigh.
- 6.5 The table in Figure 10 shows that over the last five years planning permission has been granted for 1,650 net dwellings for older people in Hampshire, an average of about 330 a year. The table gives the gross figures for each district and subtracts the countywide losses (demolitions required for the

planning permission to be implemented) to give the net housing gain for the county as a whole. The districts where most planning permissions have been granted in recent years are Test Valley, East Hampshire and New Forest.

Figure 10. Net completions of dwellings specifically for older people 2003 to 2008*

DISTRICT	PRIVATE	RSL	TOTAL
BASINGSTOKE	12	35	47
HART	76	16	92
RUSHMOOR	212	53	265
TEST VALLEY	98	-8	90
WINCHESTER	26	8	34
EAST HANTS	17	24	41
NEW FOREST	168	13	181
EASTLEIGH	152	26	178
FAREHAM	112	0	112
GOSPORT	60	-9	51
HAVANT	130	0	130
NEW FOREST NATIONAL PARK	0	0	0
TOTAL	1,063	158	1,221

* these comprise sheltered housing for the elderly and other dwellings with an age restriction, usually 55+ .

Source: Hampshire County Council, Land Availability Monitoring System

Figure 11. Number of dwellings specifically for older people granted planning permission 2003-2008

DISTRICT	2003-04	2004-05	2005-06	2006-07	2007-08	2003-08
BASINGSTOKE	2	10	0	0	0	12
HART	0	0	47	44	0	91
RUSHMOOR	86	68	2	0	0	156
TEST VALLEY	2	80	0	37	165	284
WINCHESTER	0	0	0	0	0	0
EAST HANTS	14	0	26	0	173	213
NEW FOREST	92	25	49	2	32	200
EASTLEIGH	102	50	0	0	36	188
FAREHAM	53	0	10	0	0	63
GOSPORT	0	0	0	47	54	101
HAVANT	64	0	46	0	31	141
NEW FOREST NATIONAL PARK	0	0	0	0	32	32
GROSS TOTAL	470	280	180	245	600	1,775
LOSSES	0	2	2	52	63	119
NET TOTAL	470	278	178	193	537	1,656

Source: Hampshire County Council, Land Availability Monitoring System

Accommodation for older people in care homes

6.6 The provision of accommodation in care homes is counted in bed spaces and is registered for nursing care or just for residential care. Overall care home

capacity in Hampshire has reduced since the late 1990's, in line with national trends (down 15% 1998-2003).

- 6.7 The table in Figure 12 shows that in 2007 there were 304 homes in Hampshire (excluding Southampton and Portsmouth) offering residential or nursing care primarily for older people (approx 9,800 beds). 51% of all the beds were registered for nursing care, and the remaining 49% for residential care. Over three quarters of the beds are provided by the private sector, the remaining beds in care homes are provided by Hampshire County Council/ the NHS (13%) and the voluntary sector (10%). 20 % of the beds are in New Forest district. East Hampshire, Winchester and Test Valley districts have the next highest number of beds. Over 50% of the beds are located in these Central Hampshire and New Forest districts. Only 17% of the county's care home beds are located in Basingstoke, Hart and Rushmoor.

Figure 12. Number of Care homes and beds in 2007 by district

District council			Beds		Sector		
	No. of homes	No. of beds	Nursing	Care only	Private	LA / NHS	Voluntary
Basingstoke & Deane Borough Council	20	710	373	337	436	161	113
East Hampshire District Council	33	1112	574	538	821	121	170
Eastleigh Borough Council	22	711	439	272	571	55	85
Fareham Borough Council	28	877	401	476	797	80	0
Gosport Borough Council	22	615	307	308	545	35	35
Hart District Council	11	377	116	261	302	49	26
Havant Borough Council	34	898	384	514	813	85	0
New Forest District Council	63	1920	932	988	1547	244	129
Rushmoor Borough Council	16	581	325	256	293	86	202
Test Valley Borough Council	24	941	613	328	662	195	84
Winchester City Council	31	1057	561	496	739	162	156
Hampshire	304	9799	5025	4774	7526	1273	1000

Source: Laing & Buisson's CareSearch database cross-checked with CSCI, Caring for an Ageing population in the South East, SEERA, August 2008.

- 6.8 A 2006 study³³ showed that about 90% of the rooms were single and 10% double. Just over 90% of the rooms met the national minimum size standards. Eastleigh and Southern Test Valley had the highest overall occupancy rate at 96%. The lowest overall occupancy was in part of the New Forest with 88%. The areas showing the most pressure for nursing bed places were in Basingstoke and Rushmoor, where close to 100% were reported occupied.
- 6.9 Adult Services managers have stated that the availability of independent sector residential care varies significantly between south and north. In the north competition from Berkshire and other neighbouring authorities, which pay higher rates than Hampshire, means that acquiring a suitable place in residential care is more difficult.³⁴

³³ Residential and nursing home market survey for older people in Hampshire 2006,

³⁴ Contact Consulting (Nov 2007) Providing a context and setting priorities in accommodation and care for older people in Hampshire.

Conclusions

- 6.10 The vast majority of older people live in mainstream housing and will continue to do so. There are places for about 9,800 older people in Hampshire to live in care homes, the remainder live in specialist housing (about 9% of older households - 13,500 homes) or mainstream housing. Over the last five years 1221 additional specialist dwellings for older people have been built (an average of about 250 each year). 87% of these have been built by the private sector.
- 6.11 Care home capacity in Hampshire has reduced since the late 1990s in line with national trends. Over three quarters of the beds are provided by the private sector. Competition from other authorities means that there is more pressure for care home places in the north of the county.

7 Analysis of current provision and future requirements

- 7.1 The housing options for older people within Hampshire now and in the future can be divided into those within the mainstream housing stock and those within specialist accommodation. Less than one percent of people aged 65 to 74 are in a care home for reasons of frailty, dementia, sensory impairment or physical disability. This rises to over four percent for the 75 to 84 age group and over 16 percent for people aged 85 and over.³⁵ It is also useful to distinguish between owner occupiers and those in social rented accommodation since the options available to them and the impact of their choices on other households will be different.
- 7.2 The number of households headed by a person over 65 and the over 65 population are both projected to increase by about 50% between 2006 and 2026. About a third of the growth is projected to be due to the 120% increase in households headed by a person over 85. Between 2006 and 2011 there is projected to be a 9% increase in households headed by a person over 65.
- 7.3 Over the last 5 years an average of about 250 additional specialist dwellings have been completed each year. If this rate of building were to continue to 2011 (which seems unlikely in the current economic climate) the increase in specialist older persons dwellings over the same time period would also be about 9%. If the demand for sheltered housing/extra care were to increase in line with the increase in households headed by a person over 65 it is projected that an additional 6,900 sheltered housing/extra care dwellings would be required over the 20 year period or an average of about 345 per annum.

Housing choice

- 7.4 Current policies, demographics and the desire of most older people to stay in their own home as long as possible will mean that the numbers of older people living in their own home will increase (whatever its tenure). Most will be owner occupiers and many will still be living in the family home.
- 7.5 Moving home is a major 'life' decision, entailing important financial and personal decisions. On the financial side key issues include consideration of whether to use the value in the property to support an existing lifestyle, provide for care costs, or to help younger members of the family to enter the housing market. On the personal side, moving home raises issues about proximity to family and friends, formal and informal caring networks etc. Attitudes to these issues are in part culturally determined so people from differing backgrounds may be inclined to place different priorities on different aspects of their decisions.
- 7.6 Most older people currently live in mainstream housing and wish to continue to do so if possible. Many will remain in the home they have lived in for some

³⁵ Caring for an ageing population in the South East by Laing and Buisson Ltd for SEERA Aug 2008

time, some will choose to move house when they retire which may mean long distance migration and not necessarily with the purpose of down sizing. Others will move locally and perhaps down size in order to release equity from their property and/or to move into a more manageable property.

- 7.7 However, there is growing demand for some types of specialist housing provision for older people – evident from the increasing numbers of specialised schemes for elderly people that has been brought forward by the private sector in most areas of the County– though perhaps not at the scale and rate that might be expected given the scale and rate of the ageing population.
- 7.8 More recently, there has been downward pressure on the provision of institutional care with emphasis on keeping older people in their own homes, although from a housing market flexibility perspective it may be more desirable for older people to move, freeing up accommodation for other households.

Comparing current provision

- 7.9 Whilst the absolute numbers of sheltered homes and places in residential and nursing homes is interesting in terms of understanding relative disparities across the County, a standardised way of expressing the supply is needed. The table below provides this by setting out the existing supply by district in the three categories (Sheltered Housing (including its variants), Registered Care Homes offering personal care and Registered Care Homes offering nursing) and expressing this as a ratio of places per thousand of the population who are seventy-five years of age or older. A high figure compared to the average indicates a higher level of provision in that district while a low figure compared to the average indicates a lower level of provision. From this it is evident that some older populations within the County are significantly better served in their access to specialised accommodation than others. A relative paucity of existing provision will indicate a likely need for the range of provision to be strengthened.
- 7.10 What this level of analysis cannot provide is an insight into the condition or appropriateness of the stock so that some districts with relatively high levels of supply may have within that stock redundant or inappropriate provision. A number of districts are addressing this issue through sheltered housing reviews.
- 7.11 The table in Figure 13 shows that Rushmoor has by far the highest level of provision of sheltered housing and also has a high level of provision of both residential and nursing care places. East Hampshire also has a high level of care home provision.
- 7.12 In Gosport the provision of sheltered housing is high compared with other districts. However the borough also has a high proportion of older people on income support and receiving disability allowance compared with the rest of the County and therefore will need to provide proportionately more affordable homes designed to meet the needs of disabled older people.

Figure 13. Ratio of provision of places per district council

District Council	Sheltered housing ratio	Residential care ratio	Nursing home ratio
Basingstoke and Deane	148	45	39
East Hampshire	105	74	60
Eastleigh	139	31	56
Fareham	132	60	51
Gosport	193	53	53
Hart	180	55	21
Havant	167	47	42
New Forest	110	56	38
Rushmoor	219	61	56
Test Valley	95	55	42
Winchester	171	49	54
Average provision in Hampshire	151	53	47

(Source: Contact Consulting, Elderly Accommodation Counsel database and Office of National Statistics Census 2001)

7.13 Test Valley, East Hampshire and New Forest districts have the lowest sheltered housing ratio in the county, it is that is half that in Rushmoor. Hart and Basingstoke and Deane districts have the lowest levels of provision of care home places.

Factors to be taken into account when considering the future provision of accommodation for older people.

7.14 The toolkit for producing a strategy for accommodation with care for older people ('More Choice, Greater Voice'. Feb 2008. DCLG) states that in seeking to look forward and to encourage a shift from the current pattern to one which offers a range of options to older people and is reflective of key characteristics of the older population it will be important to take into account the factors set out in the box on the next page.

- The demand for rented conventional sheltered housing is likely to decline.
- The suitability of the older stock for letting will become increasingly problematic.
- The potential for leasehold retirement housing will continue to grow.
- Some existing schemes will lend themselves to refurbishment and remodelling to provide enhanced sheltered housing to support rising levels of frailty.
- Some of this enhanced sheltered housing should be offered for sale alongside that for rent.
- There is a need for an increasing proportion of extra care housing but its viability depends on a stronger strategic relationship between health, housing and social care agencies.
- Extra care housing should be provided for sale and rent.
- There is a need for housing-based models of accommodation and care for people with dementia.
- The proper design and use of extra care housing should mitigate the demand for an increase in residential care provision and may allow some measure of re- provision.
- Housing-based models for dementia care will provide an alternative to nursing home-based strategies for meeting the needs of those living with moderate to severe dementia and
- The need to adequately support those who are self-funding their accommodation and care needs and those whose care is provided informally, that is to say by family members and friends.

7.15 There are also a number of other factors which are likely to impact on the provision of care for older people:

- the period of ill health people face prior to death has remained relatively consistent. It could therefore be argued that the increasing longevity will mean that the age at which specialised residential accommodation is needed is also likely to rise.
- Changes in fertility and marital status. Marital status has a critical impact on older people's need for care and support from relatives or others outside their household and from state and private services. Currently a high proportion of social care for older people is provided by family members, however the increased number of divorced and never married people, coupled with smaller family sizes will have a consequence on the amount of care that can be provided family members.

7.16 A Paper by the Centre for Research on Ageing and Gender³⁶ stated that the majority of older men (70%) live as part of a couple but only 40 % of women

³⁶ Ageing and Gender: diversity and change by S Arber and J Ginn Centre for research on Ageing and Gender in Social Trends 34 2004 edition

do so. (The disparity is mainly because women usually outlive their partners.) For those not in a partnership, the norm is to live alone (22% of men and 44% of women aged 65 and over), and this increases with advancing age. Only at age 80 and above are women more likely than men to live in a residential or nursing home, but this reaches twice as many women as men over age 85. The main reason for this difference is the gender differences in marital status, since the widowed and never married are far more likely to live in institutional care in later life than those who are married and these groups are disproportionately women.

- 7.17 The never married are most likely to live in communal establishments, including residential care and nursing homes and the married are least likely to live in a residential setting with the widowed and divorced in between. The changing contours of gender and marital status have longer term consequences that influence the likelihood of a person spending the final part of their life in a residential setting.

Need for change

- 7.18 The type of housing being provided for older people needs to change because:

- Over last 20 years there has been a strong tenure shift away from renting towards home ownership as the majority tenure. Yet, much of the specialist accommodation is still being provided for rent.
- The numbers of people suffering chronic long-term conditions associated with advanced old age is increasing as the elderly population increases due to demographic factors. It would seem likely that there would be a similar increase in the need for accommodation providing higher levels of care but medical improvements and more care being provided at home is likely to off set part of this additional need.
- The aspirations of older people are changing: they expect choice and opportunity to adopt a positive lifestyle in old age. Traditionally, services for older people (such as council social services departments) have been focussed on a narrow range of services that are designed to deal with dependence or deficit rather than independence and well-being.³⁷ This aspiration is echoed in the Government's publication 'Opportunity Age'.³⁸

- 7.19 Housing schemes designed for older people should:

- Enable some frail older people to avoid admission into residential care
- help more older people stay independent and remain active in old age
- offer an opportunity for older owner-occupiers to purchase their own property in a scheme where an increasing level of care can be provided³⁹
- encourage older people out of under-used, large family homes, into smaller accommodation, thus helping to 'free up' the local housing market

³⁷ Contact Consulting (Nov 2007) Providing a context and setting priorities in accommodation and care for older people in Hampshire.

³⁸ CM6466 (2005) Opportunity Age: Meeting the challenges of ageing in the 21st Century. SO: London

³⁹ RTPI Good Practice Note 8 (2007) Extra Care Housing,

- 7.20 Adults Social Care managers throughout the County have commented on the current pressures on supply of appropriate accommodation and care for older people with dementia and difficulty in making appropriate placements.⁴⁰ Where a couple comprising a person with dementia and their carer cannot cope in their current accommodation, there are few if any options in any part of the County other than parting them. Investment in purpose-designed specialist housing and care units for people with dementia would provide better options for these situations.⁴¹
- 7.21 The Alzheimer's Society commissioned a report in 2007 which projected that the number of people with dementia in Hampshire would increase by 45% from about 15,000 in 2007 to about 23,000 in 2021. 98% of those with dementia were over 64 and about 35% were living in care homes.

Projections for future need

Future requirements

- 7.22 The demographic data showing significant increases in the numbers of older people and older person households suggest that there will be a need to significantly increase the amount of specialised residential accommodation and housing suitable for older people, particularly in central and southern Hampshire.

Laing and Buisson projections

- 7.23 Laing and Buisson Ltd have undertaken work for SEERA which was published in August 2008 as 'Caring for an Ageing Population in the South East'. Laing and Buisson have developed its age standardised demand formula (ASD) for care home places from statistics for the probability of living in a care home in 2007 at different ages. The table in figure 14 is prepared by applying Laing and Buisson's age standardised demand formula (ASD) to the ONS projections.
- 7.24 The age standardised demand (ASD) formula projects that demand for care home places will grow in Hampshire by around 6,500 places (73%) by 2026, an average of 325 places a year over the 20 year period. ASD is a projection, not a prediction. It assumes that the current pattern of care home admission remains the same, which is unlikely to be the case. The projected increase in demand contrasts with the reduction in care home places in recent years.

⁴⁰ Contact Consulting (Nov 2007) Providing a context and setting priorities in accommodation and care for older people in Hampshire.

⁴¹ Contact Consulting (Nov 2007) Providing a context and setting priorities in accommodation and care for older people in Hampshire.

Figure 14. Growth in demand for care home places for older people in Hampshire 2006-2026

	2006	2011	2016	2021	2026
Basingstoke and Deane	0%	14%	32%	53%	81%
East Hampshire	0%	15%	31%	53%	79%
Eastleigh	0%	12%	25%	42%	66%
Fareham	0%	14%	32%	52%	76%
Gosport	0%	15%	33%	57%	84%
Hart	0%	19%	40%	63%	89%
Havant	0%	12%	26%	41%	61%
New Forest	0%	12%	25%	41%	61%
Rushmoor	0%	10%	22%	37%	57%
Test Valley	0%	16%	34%	56%	85%
Winchester	0%	15%	33%	56%	81%
Hampshire	0%	14%	39%	49%	73%

Source: SEERA Caring for an ageing population in the South East Table G6. Laing & Buisson's formula applied to Office for National Statistics September 2007 revised 2004-based sub national population projections in quinary age groups (see Appendix 7 for further information about the formula)

7.25 A prediction of demand for care home places would take into account the continuing trend towards using intensive homecare packages and extra-care housing instead of care homes. Other care services, such as preventive care and telecare, may also reduce demand. So not all the demand projected by the ASD formula need be met by care home placement, and if policy continues in its current direction there will be an increased emphasis on homecare instead of care homes.

Projecting Older People Population Information System (POPPIS)

7.26 The Department of Health also projects demand for care home places, as part of its 'Projecting Older People Population Information System' (POPPIS). POPPIS projected demand is approximately seven percent lower than ASD because it uses earlier ONS population projections and 2001 figures for the percentages of people in care homes rather than more up to date figures. However changes in patterns of care are likely to be more important than the difference in the projected demand.

Changes in the pattern of provision required

7.27 The changes in funding, aspirations and policy are likely to mean that the increase in demand for care home places is lower than that projected. This is because policy changes mean that it is likely that the number of older people living in mainstream housing and in extra-care housing will continue to increase. There will be a need for some care homes to be upgraded to meet improved/modern standards but the actual number of additional bed spaces required will depend on the policies and financing of adult services and how these change over the next few years. Given the 15% reduction in care home capacity in Hampshire over five years, if the current trend towards using intensive homecare packages and extra care housing instead of care homes continues the number of additional care homes required could be much

smaller than the table above suggests. All of which leads to a future pattern in which there will be more of some styles of provision and less of others.

Toolkit for producing a strategy for accommodation with care for older people

- 7.28 In February 2008 the Department of Communities and Local Government published a toolkit for producing a strategy for accommodation with care for older people ‘More Choice, Greater Voice’.⁴² The approach used in “More Choice Greater Voice” seeks to balance the conventional estimates of need against the direction of policy (in relation to enhanced and extra care forms of sheltered housing for example) and demand in the market (in relation to ownership options) in all forms of specialised accommodation for older people.
- 7.29 It suggests indicative levels of provision of various forms of accommodation for older people. The model assumes that the tenure balance for sheltered housing will change so that a “norm” for conventional sheltered housing to rent would be around 50 units per 1,000 of the population over 75 years and around 75 units per 1,000 of leasehold conventional housing. The suggested levels of provision for all the different types of accommodation are shown in the table below.

Figure 15. Suggested levels of provision per 1,000 of the population aged 75+

Conventional sheltered housing for rent		50
Leasehold sheltered housing		75
Enhance sheltered housing	For rent	10
	For sale	10
Extracare sheltered housing	For rent	12.5
	For sale	12.5
Housing based on provision for dementia		10
Registered care home - personal care		65
Registered care home - nursing care		45

Source: More Choice, Greater Voice – a toolkit for producing a strategy for accommodation with care for older people, Department of Communities and Local Government February 2008

- 7.30 The toolkit acknowledges that the suggested levels of provision are inevitably arbitrary and may need to be moderated. The pattern projected is for the medium to long term and may need to be adjusted as newer forms of accommodation are developed. The shifts required to meet these “norms” in each district/borough have been produced by Contact Consulting and are set out in the tables in Appendix 8. They show, for each district, the changes that would be needed in the provision of different housing types in order to provide the indicative levels of provision per 1,000 of the population over 75.

⁴² More Choice, Greater Voice – a toolkit for producing a strategy for accommodation with care for older people Department of communities and Local Government February 2008

- 7.31 The table in Figure 16 shows a summary table for Hampshire. The figures in the table are the sum of the figures for each district in Hampshire. These figures give a useful summary of the Hampshire –wide position but should be treated with caution as they conceal variations in the provision of specialist housing and accommodation in different parts of Hampshire. Two figures have been given for registered care home places with nursing care. This is because the Contact Consulting report for Hampshire County Council suggested provision of 40 places per 1,000 population 75+ but the ‘More Choice, Greater Voice’ toolkit that was published shortly afterwards suggested a slightly higher provision of 45 places per 1,000 population 75+. All the other ratios of provision were the same in both documents.
- 7.32 It can be seen that the figures for Hampshire as a whole show that even a very substantial increase in leasehold provision and reduction in rented provision will not bring sheltered housing into line with what ‘norms’ might suggest.

Figure 16. Indicative levels of provision of various forms of accommodation for older people in Hampshire

Hampshire		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		7,741	-2975	4,766	50
Leasehold sheltered housing		5,161	1,989	7,150	75
Enhance sheltered housing	For rent	0	954	954	10
	For sale	0	954	954	10
Extracare sheltered housing	For rent	690	501	1,191	12.5
	For sale	33	1,158	1,191	12.5
Housing based on provision for dementia		0	954	954	10
Registered care home - personal care		4,968	1,227	6,195	65
Registered care home - nursing care		4,873	-1,061/ -584	3,812/ 4,289	40/ 45

Source: Data and levels of provision from Contact Consulting report for Hampshire County Council Nov 2007 and “More Choice Greater Voice a toolkit for producing a strategy for accommodation with care for older people” published by CLG February 2008

Conclusions

- 7.33 Demand for care home places for older people is projected to grow in Hampshire by around 6,500 places (73%) by 2026, an average of 325 places a year over the 20 year period. However the changes in funding, aspirations and policy are likely to mean that the increase in demand for care home places is lower than that projected. This is because policy changes mean that it is likely that the number of older people living in general needs housing and in extra–care housing will continue to increase. However, the demand for homes that provide extra care (up to nursing care) for older people is likely to increase over time in all of the authorities. There will be a need for some care homes to be upgraded to meet improved/modern standards but the actual

number of additional bed spaces required will depend on the policies and financing of adult services and how these change over the next few years.

- 7.34 All of which leads to a future pattern in which there will be more of some styles of provision and less of others. The strong tenure shift towards home ownership over the last 20 years is an important factor. In considering the housing requirements of older people it should be remembered that the aspirations of older people are changing: they expect choice and the opportunity to adopt a positive lifestyle in old age.
- 7.35 There appears to be general agreement that the demand for rented conventional sheltered housing is likely to decline and the potential for leasehold retirement housing will continue to grow. Contact Consulting have made recommendations about the provision of different housing types by district based on the indicative levels of provision per 1,000 population of the population over 75.

8 CONCLUSIONS

Significant increases in the numbers of older people

- 8.1 The projected increase in older people (over 65) in Hampshire between 2006 and 2026 is 114,000. The rate of increase (53%) is projected to be greater than any other county in south east England and compares to a regional increase of 45%. In 2006 there were about 148,000 households headed by a person over 65. The projected increase in older households in Hampshire between 2006 and 2026 is 75,000. A rate of increase of 51%. There will be a need for additional housing to meet the needs of the growing number of people over retirement age. The rate of increase in people over 75 and over 85 is much higher.
- 8.2 The vast majority of older people live in mainstream housing and seem likely to continue to do so. At present about 9% of older households live in specialist housing (about - 13,500 homes). There are also places for about 9,800 older people in Hampshire to live in care homes.
- 8.3 Both the number of older people and the percentage they form of the total population will increase in all districts but by varying amounts. New Forest district already has the highest proportion of older people. This proportion will rise to over 30% of the population by 2026. The percentage of over 65s is lowest in the north of the county (Basingstoke and Deane, Hart and Rushmoor), this will still be the case in 2026 but by then over 65s are expected to form almost 20% of the population.

Range of housing choices needed

- 8.4 Increasing numbers of older people will be owner occupiers and most people will choose (and be encouraged) to stay in their own home as long as they are able to cope. However, there will be a need to provide attractive alternatives for those older people who want or may need to move home. There is no single solution to the housing and accommodation needs of older people as there is great diversity amongst them. Older people have a wide range of income levels, aspirations and differing levels of health, fitness and disability. Their future housing requirements will depend on the suitability of their current home, its tenure, their income, the support that they receive from family and friends and their level of health and fitness.
- 8.5 Many people will not want to move out of the family home so it is important that new homes are more adaptable and as many as possible are built to lifetime standards. For those that do want or need to move to other more suitable accommodation a variety of housing types and tenures and specialist accommodation will be required to meet the differing needs and aspirations of older people in Hampshire. It is often difficult to find suitable sites for new specialist housing and accommodation as they usually require quite a large site in an accessible location. Strategic Development Areas and some urban

extensions are likely to be suitable locations for older persons' housing and accommodation as well as large sites within existing urban areas.

- 8.6 There are a range of accommodation options for older people depending on their personal preferences and the level of support needed. These options need to be recognised and supported to supply a variety of choices for older people.
- 8.7 Developers should be encouraged to build more housing for sale that is designed to be attractive to and meets the needs of older people. Ideally housing should be in an accessible location, on a single level, have spacious rooms, storage space and two bedrooms. Many older people would prefer to live in a bungalow.
- 8.8 Most specialist accommodation is now provided by the private sector. Over the last five years 1,221 additional specialist dwellings for older people have been built (an average of about 250 each year). 87% of these have been built by the private sector.

Demand for care home places

- 8.9 Care home capacity in Hampshire has reduced since the late 1990s in line with national trends. Over three quarters of the beds are provided by the private sector. Competition from other local authorities who have a shortage of bed spaces in their own area and are prepared to pay higher fees than Hampshire County Council means that there is more pressure for care home places in the north of the county.
- 8.10 Over the longer term, additional places will be needed in care homes and in homes that cater for the needs of those with dementia. However the number of places required will not increase in line with the expected demand arising from the increase in the elderly population. Demand for care home places for older people is projected to grow in Hampshire by around 6,500 places (73%) by 2026, an average of 325 places a year over the 20 year period. However the changes in funding, aspirations and policy are likely to mean that the increase in demand for care home places is lower than that projected. The result will be that the need for additional care home places is likely to increase more slowly than would be expected from the very significant increases in the elderly population. There will be a need for some care homes to be upgraded to meet improved/modern standards but the actual number of additional bed spaces required will depend on the policies and financing of adult services and how these change over the next few years.

Other changes

- 8.11 Policy changes mean that it is likely that the number of older people living in general needs housing and in extra-care housing will continue to increase. The strong tenure shift towards home ownership over the last 20 years is an important factor. There appears to be general agreement that the demand for rented conventional sheltered housing is likely to decline and the potential for leasehold retirement housing will continue to grow.

- 8.12 All of which leads to a future pattern in which there will be a need for more of some styles of housing and accommodation provision and less of others. In considering the housing requirements of older people it should be remembered that the aspirations of older people are changing: they expect choice and the opportunity to adopt a positive lifestyle in old age.
- 8.13 In the short term, care homes and sheltered housing will need to be updated to be attractive to older people who have higher standards and expectations than previous generations. Some care homes will need to be adapted to provide for changing needs and/or care for those with dementia.
- 8.14 Extra-care housing should be part of the menu of housing available to meet the needs and aspirations of older people. If extra-care housing proves to be popular with older people, it may be appropriate to increase this type of housing rather than more sheltered housing or places in care homes.
- 8.15 As there will be a growing number of older people remaining in general needs housing and living longer in that housing it will not be recycled for other families as quickly as in the past. This will add to the pressure on the existing housing stock and other non specialist new build housing and could result in a shortage of supply of general needs family housing available for younger households if additional general needs housing is not built in compensation. It is also important that mainstream housing is adaptable and where possible built to lifetime standards.
- 8.16 Older people will need improved access to a range of help that will enable them to maintain and stay in their own homes. This help will be needed mainly by people in the older age groups who are no longer fit and healthy.
- 8.17 The actual amount of additional specialist housing needed for older people will depend to a large extent on Government and Hampshire County Council policies and how housing and care for older people in need is funded. Changes to policies and funding can have a significant impact on demand for different types of housing. Further changes to policies or funding are likely to affect demand for different types of specialist housing and accommodation.

Recommendations

- 8.18 Both Hampshire County Council and the Borough and District Councils should help to facilitate the following in their various roles as providers of residential accommodation and or in policy making/development control:
- Local authorities should consider the implications of household and population projections on their district and consider whether policies and service provision should be amended to meet changing needs (particularly the increase in the numbers of older people).
 - Ensure that the Local Development Framework takes account of the needs of the ageing population and supports the provision of a variety of housing types appropriate for the needs of older people in that district. The LDF should also support the adaptation of existing older persons accommodation to meet changing needs.

- Ensure that when Housing Market Assessments are reviewed they include consideration of the housing needs of older people.
- Increase the amount of specialised residential accommodation and housing suitable for older people, particularly in central and southern Hampshire.
- All SDAs (and other large sites where practicable) should include an element of housing specifically designed for older people e.g. extra care housing/sheltered housing/care homes/retirement village/other housing designed for and restricted to older people
- upgrade or where necessary replace the existing specialised residential accommodation and housing suitable for older people so that it meets current/future expectations, e.g. lifts to all floors, wheelchair accessibility, more en-suite bathrooms in residential accommodation
- meet the targets to 'future proof' all new homes so that by 2011 all new social housing meets the Lifetime Homes standard, and by 2013 all new homes meet this standard.

8.19 The Government should :

- consider how to accelerate the implementation of Lifetime Home Standards in all new housing developments and how the private sector can meet the challenge cost-effectively. If necessary the Government should amend regulations to ensure builders implement Lifetime Home Standards from 2013.

8.20 Builders should:

- implement Lifetime Home standards as soon as possible
- consider building more homes that will be attractive to older people wanting to downsize. The homes should be close to amenities, easily accessible (on a single level) and include larger rooms, two bedrooms, a shower, and a parking place.

8.21 Local councils/housing associations should:

- consider putting initiatives in place to help those wanting to downsize within the local area. (Possibly free help with moving and a financial incentive for those in social rented accommodation. Home owners over 65 could receive similar help with moving for a set charge which could be paid from the proceeds of the sale of their home.)

APPENDICES

Appendix 1
Household forecasts - households headed by an older person

Basingstoke & Deane

Ages	2006	2011	2016	2021	2026
65+	14,369	16,431	19,514	17,672	24,319
75+	6,987	7,948	9,187	10,964	13,564
85+	1,842	2,381	2,941	3,619	4,552

East Hampshire

Ages	2006	2011	2016	2021	2026
65+	12,327	13,684	15,959	17,820	19,637
75+	6,241	6,833	7,874	9,404	11,191
85+	1,788	2,159	2,604	3,231	3,992

Eastleigh

Ages	2006	2011	2016	2021	2026
65+	12,496	13,804	15,748	17,487	19,634
75+	6,539	7,150	7,995	9,193	11,058
85+	1,743	2,228	2,646	3,098	3,770

Fareham

Ages	2006	2011	2016	2021	2026
65+	13,390	14,846	16,854	18,630	21,045
75+	6,919	7,905	8,867	10,313	12,367
85+	1,870	2,482	3,073	3,811	4,637

Gosport

Ages	2006	2011	2016	2021	2026
65+	10,866	9,687	10,988	11,091	13,018
75+	4,502	4,994	5,541	6,319	7,465
85+	1,187	1,414	1,707	2,113	2,532

Havant

Ages	2006	2011	2016	2021	2026
65+	15,670	16,985	19,034	20,374	21,986
75+	8,070	8,933	9,893	11,078	12,707
85+	2,001	2,520	3,196	3,807	4,465

Hart

Ages	2006	2011	2016	2021	2026
65+	8,395	9,835	11,486	12,583	13,802
75+	4,045	4,807	5,781	6,977	8,364
85+	1,102	1,486	1,878	2,397	3,090

New Forest

Ages	2006	2011	2016	2021	2026
65+	27,087	29,169	32,296	34,712	37,414
75+	15,276	16,418	17,690	19,798	22,853
85+	4,683	5,780	6,715	7,713	8,922

Rushmoor

Ages	2006	2011	2016	2021	2026
65+	7,661	8,296	9,412	10,247	11,300
75+	3,796	4,168	4,529	5,139	6,120
85+	955	1,179	1,375	1,664	1,985

Test Valley

Ages	2006	2011	2016	2021	2026
65+	12,217	13,778	15,933	17,546	19,441
75+	6,251	7,016	8,049	9,641	11,587
85+	1,772	2,140	2,623	3,235	4,000

Winchester

Ages	2006	2011	2016	2021	2026
65+	13,445	14,940	17,476	19,346	21,601
75+	7,293	8,078	9,192	10,775	12,954
85+	2,189	2,669	3,323	3,988	4,836

Appendix 2

Tables showing the population over 65 predicted to live alone by district

Source: Projecting Older People Population Information System, Department for Health Care Services Improvement Partnership (From Appendices to Caring for an Ageing Population in the South East , SEERA Aug 2008)

Living arrangements of people by age bands aged 65 and over and by gender, for Hampshire districts

	2008	2010	2015	2020	2025
Basingstoke and Deane					
Males aged 65-74 predicted to live alone	986	1,054	1,275	1,309	1,309
Males aged 75 and over predicted to live alone	1,064	1,120	1,372	1,624	2,016
Females aged 65-74 predicted to live alone	2,046	2,178	2,739	2,871	2,739
Females aged 75 and over predicted to live alone	3,422	3,540	3,894	4,484	5,546
Total population aged 65-74 predicted to live alone	3,032	3,232	4,014	4,180	4,048
Total population aged 75 and over predicted to live alone	4,486	4,660	5,266	6,108	7,562
East Hampshire					
Males aged 65-74 predicted to live alone	816	867	1,037	1,088	1,088
Males aged 75 and over predicted to live alone	1,036	1,120	1,288	1,512	1,820
Females aged 65-74 predicted to live alone	1,749	1,881	2,178	2,244	2,178
Females aged 75 and over predicted to live alone	3,422	3,481	3,953	4,543	5,428
Total population aged 65-74 predicted to live alone	2,565	2,748	3,215	3,332	3,266
Total population aged 75 and over predicted to live alone	4,458	4,601	5,241	6,055	7,248
Eastleigh					
Males aged 65-74 predicted to live alone	799	850	1,037	1,088	1,122
Males aged 75 and over predicted to live alone	1,008	1,064	1,204	1,400	1,708
Females aged 65-74 predicted to live alone	1,683	1,815	2,178	2,343	2,343
Females aged 75 and over predicted to live alone	3,245	3,304	3,481	3,894	4,720
Total population aged 65-74 predicted to live alone	2,482	2,665	3,215	3,431	3,465
Total population aged 75 and over predicted to live alone	4,253	4,368	4,685	5,294	6,428
Fareham					
Males aged 65-74 predicted to live alone	867	901	1,071	1,122	1,139
Males aged 75 and over predicted to live alone	1,176	1,260	1,456	1,680	1,988
Females aged 65-74 predicted to live alone	1,881	2,013	2,376	2,409	2,409
Females aged 75 and over predicted to live alone	3,599	3,717	4,071	4,602	5,369
Total population aged 65-74 predicted to live alone	2,748	2,914	3,447	3,531	3,548
Total population aged 75 and over predicted to live alone	4,775	4,977	5,527	6,282	7,357
Gosport					
Males aged 65-74 predicted to live alone	561	595	731	782	816
Males aged 75 and over predicted to live alone	756	784	924	1,092	1,372
Females aged 65-74 predicted to live alone	1,254	1,320	1,584	1,683	1,683
Females aged 75 and over predicted to live alone	2,478	2,596	2,832	3,186	3,776
Total population aged 65-74 predicted to live alone	1,815	1,915	2,315	2,465	2,499
Total population aged 75 and over predicted to live alone	3,234	3,380	3,756	4,278	5,148

Hart	2008	2010	2015	2020	2025
Males aged 65-74 predicted to live alone	612	646	731	714	663
Males aged 75 and over predicted to live alone	672	728	896	1,064	1,288
Females aged 65-74 predicted to live alone	1,221	1,320	1,551	1,551	1,485
Females aged 75 and over predicted to live alone	1,947	2,124	2,419	2,773	3,304
Total population aged 65-74 predicted to live alone	1,833	1,966	2,282	2,265	2,148
Total population aged 75 and over predicted to live alone	2,619	2,852	3,315	3,837	4,592
Havant					
Males aged 65-74 predicted to live alone	952	1,003	1,156	1,224	1,241
Males aged 75 and over predicted to live alone	1,372	1,428	1,568	1,764	2,100
Females aged 65-74 predicted to live alone	2,178	2,244	2,607	2,739	2,706
Females aged 75 and over predicted to live alone	4,012	4,130	4,366	4,838	5,605
Total population aged 65-74 predicted to live alone	3,130	3,247	3,763	3,963	3,947
Total population aged 75 and over predicted to live alone	5,384	5,558	5,934	6,602	7,705
New Forest					
Males aged 65-74 predicted to live alone	1,598	1,717	2,057	2,176	2,176
Males aged 75 and over predicted to live alone	2,492	2,604	2,940	3,416	4,144
Females aged 65-74 predicted to live alone	3,432	3,630	4,323	4,521	4,455
Females aged 75 and over predicted to live alone	7,729	7,847	8,319	9,204	10,738
Total population aged 65-74 predicted to live alone	5,030	5,347	6,380	6,697	6,631
Total population aged 75 and over predicted to live alone	10,221	10,451	11,259	12,620	14,882
Rushmoor					
Males aged 65-74 predicted to live alone	459	476	595	612	595
Males aged 75 and over predicted to live alone	560	588	672	784	980
Females aged 65-74 predicted to live alone	1,023	1,056	1,188	1,254	1,221
Females aged 75 and over predicted to live alone	1,947	2,006	2,124	2,242	2,596
Total population aged 65-74 predicted to live alone	1,482	1,532	1,783	1,866	1,816
Total population aged 75 and over predicted to live alone	2,507	2,594	2,796	3,026	3,576
Test Valley					
Males aged 65-74 predicted to live alone	833	901	1,071	1,105	1,105
Males aged 75 and over predicted to live alone	952	1,008	1,232	1,456	1,792
Females aged 65-74 predicted to live alone	1,716	1,815	2,211	2,310	2,244
Females aged 75 and over predicted to live alone	3,304	3,304	3,776	4,425	5,369
Total population aged 65-74 predicted to live alone	2,549	2,716	3,282	3,415	3,349
Total population aged 75 and over predicted to live alone	4,256	4,312	5,008	5,881	7,161
Winchester					
Males aged 65-74 predicted to live alone	816	867	1,054	1,054	1,003
Males aged 75 and over predicted to live alone	1,204	1,288	1,512	1,820	2,212
Females aged 65-74 predicted to live alone	1,683	1,815	2,112	2,211	2,145
Females aged 75 and over predicted to live alone	3,658	3,717	4,012	4,484	5,310
Total population aged 65-74 predicted to live alone	2,499	2,682	3,166	3,265	3,148
Total population aged 75 and over predicted to live alone	4,862	5,005	5,524	6,304	7,522

Appendix 3

Recent key national policy documents

Reproduced from More Choice Greater Voice – a toolkit for producing a strategy for accommodation with care for older people DCLG (2008)

- National Housing Strategy for an Ageing Society, CLG (2008)
- Putting People First, DH (2007)
- Commissioning Framework for Health and Well-Being. DH (2007)
- Homes for the Future: More Affordable, More Sustainable. CLG (2007)
- Our Health, Our Care, Our Say: a new direction for community services. White Paper DH (2006)
- Independence, Well-being and Choice. Green Paper DH (2006)
- The Local Government White Paper: Strong and Prosperous Communities. DCLG (2006)
- Sure Start to later life: Ending inequality for older people ODPM (2006)
- Opportunity Age: Meeting the Challenges of Ageing in the 21st Century. CM 6466 (2005)
- Choosing Health: Making Healthy Choices Easier. DH (2004)
- Older People, Independence and Well-being: The Challenge for Public Services. Audit Commission (2004)
- Public Services for Tomorrow's Older Citizens: Attitudes to Ageing. ADSS (2004)
- National Service Framework for Older People. DH (2001)
- Quality and Choice for Older Peoples' Housing: A Strategic Framework.

DETR (2001).

Appendix 4
Relevant policies in local plans

<p>Basingstoke and Deane Borough http://www.basingstoke.gov.uk/planning/localplan/rdd.htm</p>	<p><u>Housing for the Elderly and those with Special Needs</u></p> <p>Policy C4</p> <p>Proposals for residential development specifically designed and suitable in type and location to meet the needs of the elderly and people with special needs, including care or nursing homes and other housing to meet the needs of the Health Service Community Care departments, will be permitted within the defined settlements. Proposals outside of the defined settlements will exceptionally be permitted in response to local need.</p> <p>4.22 The population of the Borough is ageing, with the net increase concentrated entirely within the population aged 45 and over. This is expected to increase by more than 25% between 1996 and 2011. The population aged 80 or over is expected to increase by 29% in the same period (1300 people). Consequently, there is a need to address the care and support needs of this section of the community. The number of care and nursing homes has significantly reduced since the mid 1990s as a result of rising land values and the conversion costs associated with recently introduced standards for such homes. This is a particular concern locally, given the shortage of such accommodation and the ageing of the local population.</p>
<p>East Hampshire District http://62.254.234.167/LocalPlanMarch2006/written/cpt5b.htm#h11</p>	<p>{Supporting text to policy H12}</p> <p>5.160 The District Council is very aware of the changes which have taken place in home ownership in the District and particularly in the more rural settlements. Opportunities should be provided to enable residents to remain in their village, for example, by providing low-cost housing for the young and low income groups or specialist accommodation for the elderly. Although the Council considers it has allocated sufficient land to meet most of the likely housing requirements of the District, it acknowledges that it may not always be possible for this to be achieved. If the Council can be satisfied that there is a genuine need for land to be released for housing development outside a settlement policy boundary to meet the needs of a particular community, then the Council may be prepared to grant planning permission under Policy H12.</p>

Accommodation for the Elderly and Rest and Nursing Homes

H13

Within settlement policy boundaries the development of accommodation designed specifically for the elderly, or as rest or nursing homes will be permitted if:

- a. it is accessible to facilities such as shops, medical services, places of worship, public open space and other community facilities; or
- b. in the case of nursing homes it is accessible to staff and visitors by public transport, walking or cycling;
- c. it is located where residents can enjoy a visually interesting outlook;
- d. the site has level access to a garden or sitting out area;
- e. the proposal does not detract from the character of the area, for example by excessive parking areas and signs;
- f. the design and construction of the development incorporates entrances with flush door thresholds and adequate width for wheelchair access; and
- g. the layout, design and construction of the development incorporate measures to optimise energy efficiency.

Outside settlement policy boundaries accommodation designed specifically for the elderly or as rest or nursing homes will only be permitted where it involves the change of use and conversion of large detached houses.

Outside settlement policy boundaries all the criteria listed above will apply. Extensions to existing accommodation for the elderly or rest or nursing homes will only be permitted provided a need is demonstrated, and the scale of development is appropriate and in character with the surrounding area. All development covered by this Policy may be permitted at higher densities than would be appropriate for general housing.

5.170 The 2001 Census reveals that the proportion of over 65s in East Hampshire was about 16%. There are marked variations in the distribution of the elderly across the District ranging from 8.1% in Whitehill Parish to as high as 27.8% in Grayshott and 20.1% in Petersfield. Considerable concern has been expressed by local residents and providers of medical and other support services, that certain parts of the District are receiving an excessive number of development designed specifically for the elderly, which are in turn causing severe strain on the support services and an imbalance in the age structure of communities.

5.171 This is a matter which will be closely monitored. It may be necessary to introduce a policy if, in the light of future developments, certain settlements are indeed unable to cope with a marked increase in the number of elderly people living in their community; a review of parking standards may also be required. For the purposes of Policy H13 an elderly person will be defined as a person who has reached statutory retirement age.

5.172 Adequate heating is a major problem facing the elderly and the infirm and can have a significant impact on their health, particularly during the winter. The District Council will therefore require all elderly persons', rest and nursing home developments to optimise energy efficiency through the implementation of Policy H13. Further advice is available from the Council.

5.173 Hampshire County Council forecasts reveal that the population of Hampshire will contain an increasing number of elderly people including a significant number who will be living well into their 80s. The main thrust of community care is to enable people to remain in their own homes with the help of adaptations and peripatetic services. In order to meet this demand for people to remain in their own homes, developers are encouraged to build lifetime homes which can be easily adapted as people get older and frailer. In addition residential units will still need to be provided that have been specifically designed and located to meet the needs of the elderly, both active and frail.

5.174 The Council has published a set of Planning Guidelines to give more detailed advice about the forms of accommodation most suited to meet the needs of the elderly and infirm and the most appropriate locations for them. Sheltered accommodation and retirement dwellings should be built within settlement policy boundaries on level sites with easy access to shops, public transport, entertainment and public facilities. Accommodation for the frail elderly and those in need of rest or nursing can be located elsewhere in a settlement or, on occasions, in converted large dwellings outside settlement policy boundaries.

5.175 Changes of use and conversions to accommodation for the elderly, e.g. rest and nursing homes, outside settlement policy boundaries will only be favourably considered in respect of larger, detached properties in their own grounds, which are no longer suitable, by their size, for normal family occupation, or other residential use such as sub-division into small units. These properties will have to meet the appropriate access and parking standards and the level of provision of similar accommodation in the area and its effect on health and welfare services will be carefully considered.

5.176 Extensions to existing elderly persons' accommodation, rest or nursing homes outside settlement policy boundaries for additional residents and facilities will only be permitted where it can be demonstrated that there is a real need. The level of intensification that will be permitted once a need is proven will depend on the type of accommodation being proposed and on how sustainable development in such a location would be. Many of these buildings are already large and so it is essential that the size of any extensions should be in scale with the existing building, ensure that the extended building would not dominate the plot or its surroundings and would not generate significant additional trips to an unsustainable location.

<p>Eastleigh Borough http://www.eastleigh.gov.uk/ebc-2094</p>	<p>No policies in housing or community facilities chapters; no relevant SPDs</p>
<p>Fareham Borough http://www.fareham.gov.uk/council/departments/planning/localplan/intro.asp</p>	<p>Housing, Rest Homes and Nursing Homes 6.57 The need for specialised accommodation for the elderly is expected to increase in line with the increase in the proportion of elderly people and the consequent number of elderly person households (15% of the total population in 1981, 17% in 1991 and 19% estimated for 2000). Elderly person housing or sheltered accommodation is designed to meet the needs of people who have mobility and require independence; they may have limited warden control. Rest homes have some degree of nursing care for those with more limited independence whereas nursing homes have full nursing care. In most cases, this type of accommodation can be best provided on infill or redevelopment sites and by changes of use of existing buildings within the urban area which are close to existing facilities and services.</p> <p>Policy H7: Elderly Persons' Housing, Rest Homes and Nursing Homes The provision of specialised accommodation for the elderly, rest homes and nursing homes on suitable sites within the urban area will be permitted, provided that: (A) the cumulative impact of the proposal with other similar proposals would not adversely affect the character of the area, particularly in conservation areas, or have unacceptable environmental, amenity or traffic implications; (B) where appropriate, the proposal meets the criteria in Policies DG3, HE2, and HE4; and (C) appropriate outdoor amenity space is provided except where the property adjoins an existing public open space.</p> <p>6.58 Suitable sites will be those which can provide a pleasant environment for residents and which are readily accessible to shops, bus stops and routes, day and community centres, recreational facilities (including parks and open spaces) and post offices. Local open space should be provided in accordance with Policy R5. In order to ensure that elderly person accommodation remains available for the use of the elderly, the Borough Council will expect applicants to enter into a legal agreement which stipulates a minimum age at which new residents can be accepted.</p>

<p>Gosport Borough</p> <p>See also policy R/H9 on lifetime homes</p> <p>http://www.gosport.gov.uk/files/localplan/chapter5.pdf</p>	<p>Accommodation for the Elderly</p> <p>Policy R/H8</p> <p>Development proposals for accommodation designed specially for the elderly will be permitted provided that:</p> <ul style="list-style-type: none"> i. they are accessible by public transport or a level walk to facilities such as shops, medical services, places of worship, public open spaces and other community facilities; ii. sufficient gardens and/or private amenity space which have level access are provided to meet the needs of residents; iii. due regard is given to the privacy and convenience of prospective residents in terms of layout and views from habitable rooms. <p>5.51 The 2001 Census indicates that approximately 20% of the Borough's population are over the age of 60. Long-term population projections (HCC: 2004 based) show that in 2016 this percentage will rise to 23%. This factor together with the attractiveness of the south coast for retirement will increase the demand for developments that provide accommodation for the elderly. These types of development have specific requirements in order to provide a pleasant environment and readily available facilities and local services for the elderly, who generally are less mobile and have particular needs. A flexible approach towards car parking provision will be considered in assessing the suitability of these types of development.</p>
<p>Hart District</p> <p>http://localplan.hart.gov.uk/lp.htm</p>	<p>New Dwellings in the Countryside</p> <p>RUR 25 THE DEVELOPMENT OF A STAFF DWELLING IN ASSOCIATION WITH AN INSTITUTIONAL BUILDING SUCH AS A SCHOOL OR NURSING HOME WILL BE PERMITTED PROVIDED THAT:</p> <ul style="list-style-type: none"> (i) The local planning authority is satisfied that the dwelling is essential for operational reasons such as security, supervision or health and safety; (ii) The development is appropriate to the rural character of the area and/or the institutional building and its grounds, by virtue of its siting, size, design and appearance; (iii) The development is of an appropriate scale and design where it is within the curtilage of, or in close proximity to, a listed building or building of local importance. <p><i>The local planning authority accepts the need for limited accommodation linked to institutional buildings due to changes in staffing needs.</i></p> <p><i>In order to ensure that such accommodation is always available for staff use, the occupancy of dwellings permitted in accordance with this proposal will be restricted to those solely or mainly employed at the building in whose grounds the new dwelling is to be located.</i></p>

	<p>URB 14 SMALL DEVELOPMENTS WHICH PROVIDE ACCOMMODATION DESIGNED FOR THOSE WITH SPECIAL NEEDS (FOR EXAMPLE ELDERLY OR DISABLED PEOPLE) AND WHICH MEET OTHER POLICIES OF THIS PLAN, WILL BE PERMITTED.</p> <p><i>The Hart & Rushmoor Special Housing Needs Strategy identifies a shortfall of homes for people with special needs (defined within the Strategy) and prioritises housing requirements for special needs in the area. It is considered that housing for those with special needs is best provided in the form of small groups of dwellings, which are integrated into the rest of the community. Where necessary, such groups of dwellings can include provision for on-site warden supervision.</i></p> <p>URB 17 THE DEVELOPMENT OF ANNEXES FOR DEPENDENT RELATIVES WILL BE PERMITTED PROVIDED THAT THE ANNEXE IS CONNECTED TO THE MAIN DWELLING, WITH NO SEPARATE EXTERNAL DOOR, IN ORDER TO SERVE AS AN ANNEXE THERETO.</p> <p><i>Conditions may be imposed to ensure that the use of the annexe is incidental to the enjoyment of the main dwelling. The local planning authority is anxious to avoid the creation of separate and unfettered units of accommodation within the curtilage of family homes where separate and distinct provision of amenity space and parking cannot be provided. The amenities of the occupiers of adjoining properties also need to be safeguarded.</i></p>
<p>Havant Borough</p> <p>http://www.havant.gov.uk/havant-4889</p>	<p>H9 SUPPORTED HOUSING PROVISION</p> <p>Within the defined urban areas development specifically for groups which require supported housing will be permitted provided it:</p> <ul style="list-style-type: none"> (i) is accessible to local shops, services, community facilities and public transport; (ii) is in a reasonably level locality where the mobility of residents, including wheelchair users, will not be reduced; and it (iii) includes adequate amenity space and provides a pleasant outlook for residents. <p>214. Supported housing aims to ensure that people with special needs can exercise choice over where they live. Government and local policies aim to enable people with support needs to live independently in either existing, modified accommodation or by the provision of specialised housing designed to suit the needs of particular client groups. These include the elderly who require sheltered housing, people with mental health needs or learning disabilities and vulnerable young people, for example care leavers. The location and design of supported housing should take into account residents' needs, mobility and their likely dependence on public transport.</p> <p>215. During the Plan period, there will be a need for a variety of 'supported housing' including a 6-bed home and a 15-bed home (or three smaller homes) for people with learning disabilities. These developments will replace outdated accommodation on Hayling Island and in Leigh Park.</p>

<p>New Forest District</p> <p>http://www.nfdc.gov.uk/index.cfm?articleid=952</p>	<p>[supporting text to policy CO-H9]</p> <p>E2.25 In certain exceptional circumstances, and where no other form of accommodation is available, temporary permission may be given for a caravan or mobile home within a residential curtilage, for example to accommodate an elderly relative, or a family while the house is being renovated; or for agricultural or forestry workers needs (see Policy CO-H5).</p>
<p>Rushmoor Borough</p> <p>http://www.planningportal.gov.uk/wps/portal/?PpAction=select_document&select_type_id=120&select_object_id=1088080968785&text_category=&select_loc=</p>	<p>H9 - ACCOMMODATION SPECIFICALLY DESIGNED FOR OLDER PEOPLE</p> <p>When permitting specialised accommodation for elderly people, the Council will require agreements restricting principal occupancy to elderly people or, alternatively, provision of full parking standards.</p> <p>Justification - Policy H9</p> <p>9.50 Elderly people will form an increasing proportion of the population, giving rise to a need for more small and sheltered/warden assisted accommodation. The Council is concerned that accommodation built specifically for people approaching, or over, retirement age, with reduced parking provision, could subsequently be occupied by other age-groups, causing parking problems. Therefore, it wishes to ensure that new developments for the elderly have adequate parking on-site. Car parking standards are set out in Appendix 5. Developments should also include amenity space in accordance with Policy H14. The Council's guidance note, "Specialised Accommodation for the Elderly", provides further advice. Accommodation designed for the elderly should normally include a communal lounge and facilities, guest room, warden accommodation or emergency facilities and, where appropriate, lifts.</p>

Test Valley
Borough

<http://www.testvalley.gov.uk/Default.aspx?page=4682>

ESN 12:

CHANGE OF USE OR REDEVELOPMENT OF NURSING OR RESIDENTIAL CARE HOMES

Change of use or redevelopment of existing nursing or residential care homes will be permitted provided that:

- a. **it is demonstrated that the use is no longer commercially viable; or**
- b. **it is unable to meet current care standards and cannot be converted or extended in an appropriate manner in order to meet them.**

6.4.62 The Council wishes to retain existing nursing homes and residential care homes wherever possible, in the light of the likely increase in the elderly population over the Plan period. However, it is recognised that this may not always be possible. Where the change of use or redevelopment of nursing or residential care homes is proposed, the Council will expect developers to demonstrate that the existing use is not viable or that current care standards cannot be met either through conversion or extension of the existing property. If the proposed change of use is for housing on the open market, developers should note that the Council will seek the provision of, or appropriate contributions towards, items such as affordable housing, open space and sports facilities. It should also be noted that parking standards are likely to be higher for open market housing and that adequate parking spaces will need to be provided on site.

Appendix 5

Extracts from “Planning for an ageing population” RTPI July 2004

The Royal Town Planning Institute⁴³ suggested that Supplementary Planning Guidance (SPG) represented the most appropriate mechanism for building information, provision and guidance about the ageing population into the planning system; local planning authorities are urged to consider producing SPGs on this aspect, integrating their policy considerations relating to either elderly people or to the ageing population more generally. Below are some extracts from this report.

Housing is the largest development land user and is often the most controversial. Policy changes often impinge most directly on housing development. Adjustment to the changing demographic structure will therefore be found most swiftly and most radically in planning for housing for the retired and the elderly. The main current development control pressures are as follows:

- specialist housing for retired people, both “sheltered” housing and less specialised housing for the “young” retired;
- nursing homes for very elderly or infirm people;
- additions to private homes for older people;
- ensuring the provision of private housing suitable for older people;
- disputes concerning parking standards for housing aimed at elderly people;
- the pressure to develop “brownfield” sites, which may or may not be suitable for housing for elderly people, in terms of location and/or suitability.

It is possible, indeed likely, that these pressures will change as the demographic changes take effect. In the meantime, it is recommended that all authorities consider preparing development control briefs and guidance (possibly taking the form of Supplementary Planning Guidance) on any or all of the above types of development for which pressure seems inevitably to be mounting.

Planning agreements should be encouraged which relate to community provision for a range of ages etc, not just the young - including for example community centres and village halls, day centres and related social services provision for the elderly, adult education facilities and services, indoor and outdoor recreation provision for mature and elderly people, health centres and services, training and related economic development measures for mature people etc.

Provision to make retail facilities, town centres and transport more accessible to a wider range of people (e.g. safe and attractive car parking, “shopmobility” schemes, convenient and easily accessible buses etc) are especially helpful to older age groups; ***these measures can often be encouraged by planning agreements.***

Relevant provision in rural areas is similar to that in urban areas, but with special emphasis on contributions towards flexible public transport; preservation of rural shops, post offices and other amenities

Planners need to be fully aware of the demographic changes taking place generally and in their particular authority; and of the issues that give rise to these. They need to consider how this will impact on land use planning and to be aware of the different and changing land

use requirements of various age groups. They will not be able to achieve this in isolation.

To ensure that land use planning is responsive to our changing population requirements it is essential that closer links be forged between planners and other service providers. It is necessary to establish multi-discipline groups as part of the planning process. This will not only help to ensure closer monitoring of the processes of age related change taking place, but it will also help to facilitate timely proactive decision making.

⁴³ RTPI PLANNING FOR AN AGEING POPULATION JULY 2004

Planners can play an important role in informing and educating not only other service providers of anticipated pressures for change arising from the ageing process, but are well placed to advise elected councillors and the public of the need for land use change and reform arising from demographic change. They can also be important in coordinating input and response from other service providers to ensure that they are responsive to providing the appropriate level of services for the future. ***As “custodians” locally of demographic information and analysis, planners should ensure this information and its potential implications are effectively disseminated to others involved in service delivery etc***

Local authority planners will ideally anyway have a key role to play in developing and implementing elements of the community strategy. Working with health, social services and education authorities in particular, the changing needs of service providers arising from changes in the local population age structure and the ageing population, can be identified and planned for. In many cases there will be land-use implications to the planning of future services. For example, there may be an increased need for nursing home bed-spaces; a need to change recreation provision to suit the elderly active rather than younger people. The Development Plan or Local Development Framework should respond to the needs identified in the community strategy with appropriate planning policies and land-use allocations.

Developing closer working relationships with Social Service Departments and Primary Care Trusts will help plan for future needs for residential care. The increased population aged over 85 will create an additional need for nursing home bed-spaces in particular. The Department of Health issues guidance on bed numbers that it seeks as a national norm. Where appropriate the Development Plan or LDF may include policies or land allocations to meet the future requirements for Care Homes, and/or policies which seek to protect the existing stock from loss to more economically attractive uses. In planning major growth areas, the future needs of the community for social and health care facilities should be identified with the relevant service providers and planned for as an integral part of the development. To create mixed communities, as envisaged in PPG3, the housing provided should include institutional as well as private accommodation, and should be suitable to meet the needs of the elderly and an ageing population.

There is an opportunity for Planning Departments and staff to become associated with the production of Older People's Strategies. If not already involved, the relevant links should be sought out and established, and appropriate steps taken to ensure that the planning functions, advice and expertise become an integral part of this process.

Some points are essentially obvious or inescapable:

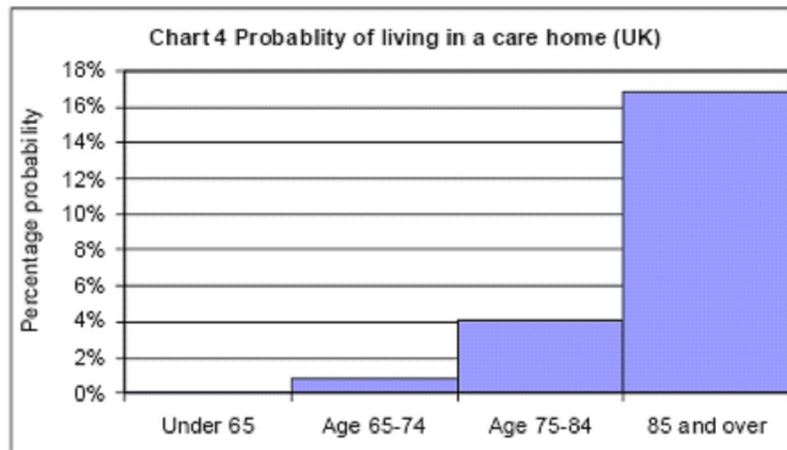
- The change in the impact of the ageing population will take place over a relatively long time scale.
- Any changes to the housing stock to meet this are likely to take even longer.
- There will be an increase in demand for “life time” homes and bungalows as well as various forms of sheltered housing schemes.

Appendix 6

Extract from *Caring for an Ageing Population in the South East*

Laing & Buisson statistics for the probability of living in a care home in 2007 give the clearest indication of the correlation between age and disability (Chart 4).

Chart 4 Probability of living in a care home (UK)



Laing & Buisson has developed its age standardised demand (ASD) formula for care home places from this probability. ASD projects demand from older people more accurately than simply examining the size of the general older population. It projects the demand for care home places for older people by applying the probability of being in a care home in the age bands 65-74, 75-84 and over 85 in the UK to the resident population of an area. Actual demand will be different from age-standardised demand when local factors differ from the current UK pattern (see Section 2.7 for South East ASD).

ASD applies to frail older people, older people with dementia and older people with a sensory or physical disability. It does not include older people whose main disabilities are functional mental illness, substance misuse or a learning disability, who are usually cared for in specialised facilities.

ASD demonstrates that:

- less than one percent of people aged 65 to 74 are in a care home for reasons of frailty, dementia, sensory impairment or physical disability
- for the next age group, 75 to 84, this jumps five-fold to more than four percent
- at over 16 percent the very old, that is people aged 85 and over, have a four times greater probability of being in a care home than the 75-84 age band, and 20 times more than 65-74 year olds.

Thus, whenever we refer to the needs of older people in this report, or the demand for care services for older people, it should be remembered that these needs and demands are felt much more by the very old (85+) than by the 'younger' older population.

..... ASD is a projection, not a prediction. It assumes that the current pattern of care home admission remains the same, which we know will not be the case. A prediction of demand for care home places would take into account the continuing trend towards using intensive homecare packages and extra-care housing instead of care homes. Other care services, such as preventive care and telecare, may also reduce demand. So not all the demand projected by the ASD formula need be met by care home placement, and if policy continues in its current direction there will be an increased emphasis on homecare instead of care homes.

Appendix 7 Indicative levels of provision of various forms of accommodation for older people

(Source: Contact Consulting based on Elderly Accommodation Counsel database and ONS 2001 Census)

Basingstoke and Deane		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		828	-407	421	50
Leasehold sheltered housing		322	310	632	75
Enhance sheltered housing	For rent		84	84	10
	For sale		84	84	10
Extracare sheltered housing	For rent	97	8	105	12.5
	For sale		105	105	12.5
Housing based on provision for dementia			84	84	10
Registered care home - personal care		326	222	548	65
Registered care home - nursing care		318	19	337	40

East Hampshire		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		465	-49	416	50
Leasehold sheltered housing		476	148	624	75
Enhance sheltered housing	For rent		83	83	10
	For sale		83	83	10
Extracare sheltered housing	For rent		104	104	12.5
	For sale		104	104	12.5
Housing based on provision for dementia			83	83	10
Registered care home - personal care		619	-78	541	65
Registered care home - nursing care		496	-163	333	40

Eastleigh		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		610	-204	406	50
Leasehold sheltered housing		346	262	608	75
Enhance sheltered housing	For rent		81	81	10
	For sale		81	81	10
Extracare sheltered housing	For rent	171	-70	101	12.5
	For sale		101	101	12.5
Housing based on provision for dementia			81	81	10
Registered care home - personal care		250	277	527	65
Registered care home - nursing care		450	-126	324	40

Fareham		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		388	43	431	50
Leasehold sheltered housing		710	-64	646	75
Enhance sheltered housing	For rent		86	86	10
	For sale		86	86	10
Extracare sheltered housing	For rent	40	68	108	12.5
	For sale		108	108	12.5
Housing based on provision for dementia			86	86	10
Registered care home - personal care		516	44	560	65
Registered care home - nursing care		436	-91	345	40

Gosport		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		761	-469	292	50
Leasehold sheltered housing		369	70	439	75
Enhance sheltered housing	For rent		59	59	10
	For sale		59	59	10
Extracare sheltered housing	For rent		73	73	12.5
	For sale		73	73	12.5
Housing based on provision for dementia			59	59	10
Registered care home - personal care		309	71	380	65
Registered care home - nursing care		307	-73	234	40

Hart		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		299	-60	239	50
Leasehold sheltered housing		482	-124	358	75
Enhance sheltered housing	For rent		48	48	10
	For sale		48	48	10
Extracare sheltered housing	For rent	77	-17	60	12.5
	For sale		60	60	12.5
Housing based on provision for dementia			48	48	10
Registered care home - personal care		261	49	310	65
Registered care home - nursing care		98	93	191	40

Havant		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		1,085	-589	496	50
Leasehold sheltered housing		502	243	745	75
Enhance sheltered housing	For rent		99	99	10
	For sale		99	99	10
Extracare sheltered housing	For rent	67	57	124	12.5
	For sale		124	124	12.5
Housing based on provision for dementia			99	99	10
Registered care home - personal care		471	174	645	65
Registered care home - nursing care		415	-18	397	40

New Forest		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		1,031	-58	973	50
Leasehold sheltered housing		1,036	424	1,460	75
Enhance sheltered housing	For rent		195	195	10
	For sale		195	195	10
Extracare sheltered housing	For rent	67	176	243	12.5
	For sale		243	243	12.5
Housing based on provision for dementia			195	195	10
Registered care home - personal care		1,042	223	1,265	65
Registered care home - nursing care		947	-169	778	40

Rushmoor		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		638	-390	248	50
Leasehold sheltered housing		317	55	372	75
Enhance sheltered housing	For rent		50	50	10
	For sale		50	50	10
Extracare sheltered housing	For rent	133	-71	62	12.5
	For sale	21	41	62	12.5
Housing based on provision for dementia			50	50	10
Registered care home - personal care		304	18	322	65
Registered care home - nursing care		278	-80	198	40

Test Valley		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		479	-89	390	50
Leasehold sheltered housing		222	363	585	75
Enhance sheltered housing	For rent		78	78	10
	For sale		78	78	10
Extracare sheltered housing	For rent	38	59	97	12.5
	For sale		97	97	12.5
Housing based on provision for dementia			78	78	10
Registered care home - personal care		417	90	507	65
Registered care home - nursing care		565	-253	312	40

Winchester		Current provision	Increase or decrease	Resulting number of units	Provision per 1,000 of population 75+
Conventional sheltered housing for rent		1,157	-703	454	50
Leasehold sheltered housing		379	302	681	75
Enhance sheltered housing	For rent		91	91	10
	For sale		91	91	10
Extracare sheltered housing	For rent		114	114	12.5
	For sale	12	102	114	12.5
Housing based on provision for dementia			91	91	10
Registered care home - personal care		453	137	590	65
Registered care home - nursing care		563	-200	363	40