

# Whose Market? Understanding the demand for Extra Care Housing: A Strategic Approach

This paper highlights the findings from a recent Housing Learning and Improvement Network questionnaire and draws out some of the implications for commissioners, developers, funders and providers of extra care housing. We hope that the findings will be of interest to private sector developers and will provide a stimulus to local authorities to review the extent to which their strategies facilitate private sector development of extra care housing models.

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# **WHOSE MARKET? UNDERSTANDING THE DEMAND FOR EXTRA CARE HOUSING: A STRATEGIC APPROACH**

## **EXECUTIVE SUMMARY**

There has been much growth in extra care housing recently, but it still represents only a small proportion of housing provision for older people. The recent government national strategy for housing in an ageing society encourages local authorities to refresh their local strategies to take better account of the housing needs of older people. This report presents the findings of a survey of local authority strategies regarding extra care housing and explores their implications for the development of the extra care housing market.

The first stage of the research used web searches to explore local extra care strategies across a sample region, which was followed at stage two by an on-line questionnaire survey circulated through the Care Services Improvement Partnership (CSIP) Housing Learning and Improvement Network (LIN) at the Department of Health.

Most (64%) of the local authorities who responded to the survey had not produced a housing strategy specific to older people: 19% had produced no strategy and 45% covered older people's housing needs within a wider housing or older persons strategy. The ease with which strategies could be located was very variable, as was the level of detail concerning extra care housing where older persons' housing issues were dealt with as part of a wider or higher level strategy.

The vast majority of respondents reported an over supply of traditional sheltered housing and an undersupply of extra care housing for rent. The majority believed that there was an under-supply of extra care housing for sale but a significant number were unsure of the position on supply of housing for older people in the private sector.

The chief motivation for developing extra care strategies was to support outcomes which are based on independence and choice for service users. There was also evidence of a strong link between the reduction in usage (and costs) of care home placements and the demand for extra care housing. This raises the question of whether the balance of needs and housing focus of extra care housing, both of which are central to the model, can be maintained. It may be significant that the lead in developing extra care housing was from Social Services in 65% of the authorities that responded.

It is interesting to note that almost all respondents thought that the lack of public awareness of extra care housing limits demand; the majority thought that perceptions of extra care were also a limitation on demand.

Two thirds of respondents intend to commission new extra care housing through one-off developments with Registered Social Landlords and a further quarter through partnering arrangements with RSL's. Private sector involvement in local authority extra care housing strategies was quite limited, although 44% claimed that encouragement is given to speculative development. Only 5% had involved the private sector in Local Area Agreements as part of their extra care strategy. Overall authorities seemed to be at an early stage in engaging with the private sector and in addressing the needs of the whole housing market in their extra care housing strategies.

The extra care market is at a critical point in its development, where it could either 'plateau', or become a mainstream option, widely recognised as offering choice and independence and catering for a variety of care needs and lifestyles in old age. Local authorities have a significant role to play in the development of this market and therefore the importance of older people's housing strategies should not be underestimated. Ten key action points are suggested, through which local authorities can develop their strategies and their enabling role in relation to the housing market for older people.

## 1. INTRODUCTION

Recent years have seen a growth in extra care housing. However, it is still embryonic in comparison to other local retirement solutions and care home options and significant public and private sector investment is required to achieve greater market maturity. This paper highlights the findings from a recent Housing LIN questionnaire and draws out some of the implications for commissioners, developers, funders and providers of extra care housing.

The Government's National Strategy for Housing in an Ageing Society, "*Lifetime Homes, Lifetime Neighbourhoods*", was published earlier this year, which highlights the challenge presented by the increase in the number of older households. It emphasizes the importance of 'mainstream' housing options for older people, but also recognises the role of specialist models such as extra care housing. Local authorities have a key part to play in ensuring that there is a coherent strategy at local level and can do much to influence the market for specialist housing for older people in both the public and private sectors.

So what place does extra care housing have in *local* housing strategies, and do they have *older persons'* housing strategies? How do they see demand for different models of specialist housing, in particular extra care housing? What constrains development? And if the strategy includes extra care housing, which department takes the lead and what procurement routes do they intend to use? These are some of the questions explored in a survey undertaken by housing consultants 'Trimmer CS' on behalf of the LIN at the Care Services Improvement Partnership, which provides the basis for this report. The methodology used web research to review local strategies, followed up by a questionnaire survey to local authority Housing LIN members. The approach is explained in more detail in Appendix 1.

This report will be of particular relevance to local authorities that are reviewing their strategies and wish to compare their approach with others'. It builds on the recent Housing LIN/CLG (2008) toolkit, *More Choice, Greater Voice*, (for details, see 'Other Useful Information' in Section 8 and References) and we hope that it will inform debate about strategies for extra care housing, and thereby influence future developments. It suggests ten practical things that authorities can do to develop their strategies and their enabling role the local market.

The report also identifies engagement with the private sector as one of the key challenges. We hope that the findings will be of interest to private sector developers and will provide a stimulus to local authorities to review the extent to which their strategies facilitate private sector development of extra care housing models.

## 2. POLICY BACKGROUND AND OTHER STUDIES

During the 1990s it began to be realised that in most parts of the country there was a sufficient supply of conventional sheltered housing, but that opportunities existed to add to the stock of 'very sheltered' and 'extra care' housing. This was substantiated in a study for the Department of the Environment (McCafferty, 1994) which concluded that there was "a significant unmet need for very sheltered housing and a potential over-provision of ordinary sheltered housing". Fourteen years on this is still broadly true, but the picture is complicated by a number of other factors, which include:

- ageing of the sheltered housing stock
- ageing of the population
- reductions in the number of care home places
- the independence and choice agenda in social care and health care 'closer to home'
- increases in the number of older home owners
- the aspirations of new cohorts of older people.

Guidance produced in 2002 by the Office of the Deputy Prime Minister (as it was then) and Department of Health on *Preparing Older People's Strategies* encouraged local authorities to give consideration to extra care housing as one of the key elements of their local strategies for housing provision for older people. In 2006 the CLG report, *Quality and choice for older people's housing: a strategic framework*, encouraged local council strategies to address older people's immediate requirements and, at the same time, plan to meet future requirements. In particular, it promoted preventative approaches, such as extra care housing, which could contribute to older people being better able to retain their health and mobility.

This theme is seen also in *Lifetime Homes, Lifetime Neighbourhoods – A National Strategy for Housing in an Ageing Society (CLG, 2008)*. It recognises the fact that the majority of people not only *want* to stay in their existing home, as they grow older, but actually do so. It therefore places emphasis on the Lifetime Homes concept of accessible design of *all* housing, and on support for adaptation of existing accommodation by means of Disabled Facilities Grants and Home Improvement Agencies. Nevertheless, the role of specialist provision such as extra care housing is also recognised. The reality is that staying in one's existing home is not always feasible in practice when frailty increases. Therefore the projected increase in the population over 85 years old suggests that there also needs to be an expansion of specialist provision, in particular extra care housing.

The strategy also promotes a wider focus for strategic thinking that puts housing in the context of the whole built environment, infrastructure, and shared social space. Extra care housing models that incorporate leisure, retail and health facilities which are open to the wider community have the potential to lead the way in such thinking around the inclusive design and management of social space.

Every housing authority must have a housing strategy but they are not yet required to have a specific housing strategy for older people. However, they are expected to respond to the national strategy by refreshing their housing strategies to better reflect their strategic housing role and a 'wider vision' for the area. The refreshed strategies will be expected to include evidence of the housing needs and housing support needs identified and the authority's plans to address these needs. They should reflect the whole housing market.

The government intends to encourage the development of private sector specialist housing to promote greater choice and meet increasing demand - to be achieved by improving planning, and working with developers. The Strategy suggests that better spatial planning, new assessment tools and the use of Local Area Agreements (LAAs) should enable better strategic planning of specialist housing, based on a better understanding of the local market.

A report by Care and Repair England (2008), which reviewed the content of the

Regional Housing Strategies and Regional Spatial Strategies produced by Regional Assemblies, concluded that none of the strategies sufficiently address the implications of the ageing population. It suggested that there is a significant amount of progress to be made if housing and neighbourhoods are to be inclusive, 'age-friendly' and offer a decent quality of life in old age.

Similarly, a report by the Housing and Older People Development Group (2006) noted that whilst the active ageing agenda should be the basis of strategy affecting older people, mainstream housing policy makes limited reference to older people's needs. It cites a survey undertaken in 2004 which found that most local authorities with housing responsibilities did not have and were not planning to develop strategies specifically to meet older people's needs. This raises the question of whether the situation has changed since 2004 and, either way, how extra care housing can be developed within a strategic framework? For example, Local Area Agreements (LAAs) are seen by government as the way in which the policy agenda will be delivered for older people: "Healthier Communities and Older People" is one of the key themes. But LAAs are relatively high-level documents so there is still a need for clear and comprehensive strategies for the delivery of integrated housing and care services for older people.

### **3. RESOURCES FOR STRATEGY DEVELOPMENT**

Developing an effective strategy requires a thorough understanding of supply and demand, encompassing an analysis of both current needs and the forces that will shape the future market for older persons' housing.

Few would argue with the suggestion that comprehensive consultation with older people should be the starting point for developing an effective strategy. Yet it is fraught with difficulty: consultations can easily focus either on the views of individuals to whom services are already provided (who may not represent wider views); or on the views of younger cohorts, who do not yet know the realities of old age and respond on the basis of what they imagine they will need. However, the Institute for Public Care (2007) has attempted to develop a consultation methodology that overcomes these problems (for details, see other useful information in Section 8).

The next step is to quantify 'need' (present and future), understand its relationship with 'demand' and relate it to existing supply. There is a range of guidance available on how to use key data on demography, needs and trends to develop strategies for older people. Indeed, there is now so much guidance available that authorities are left with little excuse for not developing older people's housing strategies, although a dedicated human resource that can pull together the information and make the necessary links, is still required.

One of the challenges of developing housing services for older people is to link them to health, social care, housing, transport, leisure and other key services used by older people. Unless there is a coherent strategy, specialist housing cannot be linked with strategic commissioning of other services. Its development may then lack co-ordination, it may not be integrated with other services and it may not be targeted at areas where there is particular need.

#### 4. REVIEW OF STRATEGIES

We wanted to explore the extent to which local authorities have developed older persons' housing strategies, the accessibility of those strategies (via the internet) and what reference is made to extra care housing. We reviewed the published strategies of 142 district, unitary and county authorities across London and the South East, using web-based research. Our starting point was the question: what is the local authority's strategy in relation extra care housing? (In two tier authorities this question will naturally be influenced by the type of authority and therefore the responsibilities of each authority and the relationships between the tiers were factored into the investigation.) To answer the question we found that in most cases it was necessary to locate and review a range of documents including some or all of the following:

- Housing Strategies
- Older Persons' Strategies
- Older Persons' Housing Strategies
- Supporting People Strategies
- Commissioning Strategies for Adult Social Care
- Housing Needs Surveys
- Website pages
- Press releases
- Committee papers

This reflects the fact that extra care housing is by nature a fusion of housing, support and care services and its development is led by different departments in different authorities; but it also reflects the absence, in many cases, of an *older people's* housing strategy.

Generic housing strategies frequently provide only a very broad overview of strategy in relation to older persons' housing, without addressing specific models or sub-categories amongst older people's housing needs. (This is also true of many of the housing needs surveys which provide the source data.) Supporting People strategies are generally easy to find, but again they often give little information about extra care housing. Similarly, 'Older People' strategies are in many cases such 'high level' documents that there are no references to the range of housing needs or to specific models of housing.

We were only able to locate a specific older persons *housing* strategy or extra care housing strategy in around 15% of cases; which is not to say that they don't exist (see survey results below) but it was not possible to locate them on websites.

It was notable that a number of the strategies were out of date. In other cases, it was common to find that the strategies were written several years ago, covering a time period which is now partly expired; but with no updates or interim revisions of the strategy it is difficult to ascertain the current position.

In summary, we found that it was relatively difficult using web-based research to find clear and concise statements of strategy regarding extra care housing.



## 5. ANALYSIS OF THE QUESTIONNAIRE SURVEY

### 5.1 Developing a strategy

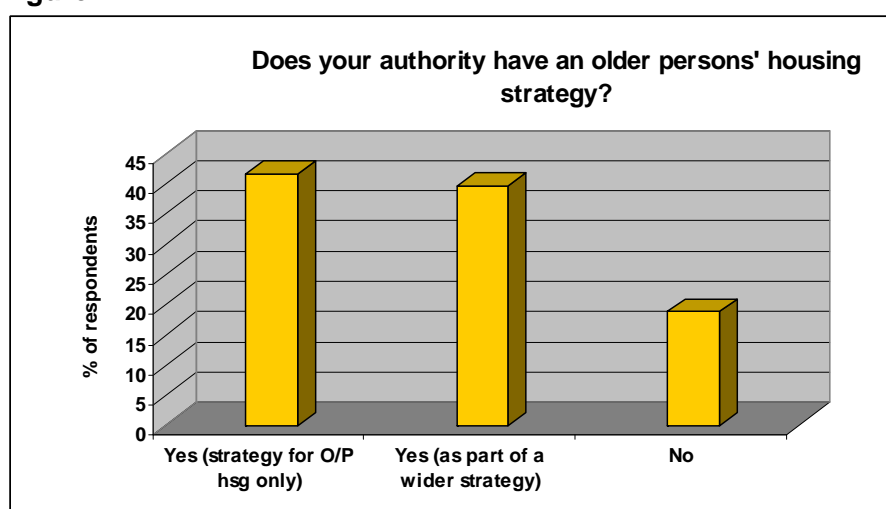
Just under three quarters (74%) of respondents stated that the authority had carried out research into older people's housing needs in the last three years; a further 14% had carried out research more than three years ago; whilst 10% had not carried out research specific to older people's housing. (The remainder had not done so because the authority does not have housing responsibilities.)

Nearly one fifth of respondents (19%) stated that the authority did not have an older persons housing strategy, even as part of a wider Housing Strategy or Supporting People Strategy, which is surprising given the exhortations from government to produce housing strategies that specifically address the needs of older people. (With one exception, these responses were from authorities with housing responsibilities.) Those that do have a strategy were split almost equally between authorities that have produced specific older people's housing strategies (42%) and those where it is part of a wider Housing Strategy, Older People Strategy or Supporting People Strategy (39%). (See Fig. 1)

The challenge for two-tier authorities is that the counties can only *promote* the objectives with the districts and local housing providers; whilst for district housing authorities they depend upon county-wide commissioning strategies if they are to develop extra care housing. The difficulties of co-ordinating with districts was cited by 46% of the county respondents as being a significant constraint on developing extra care housing. Even in unitary authorities and London boroughs, departments need to work hard at co-ordination to ensure that strategies are joined up across departments.

Authorities with successful extra care programmes stressed the importance of a holistic approach that integrates accessible accommodation with care services across tenures and property types, linked also to improved neighbourhoods, information and advice.

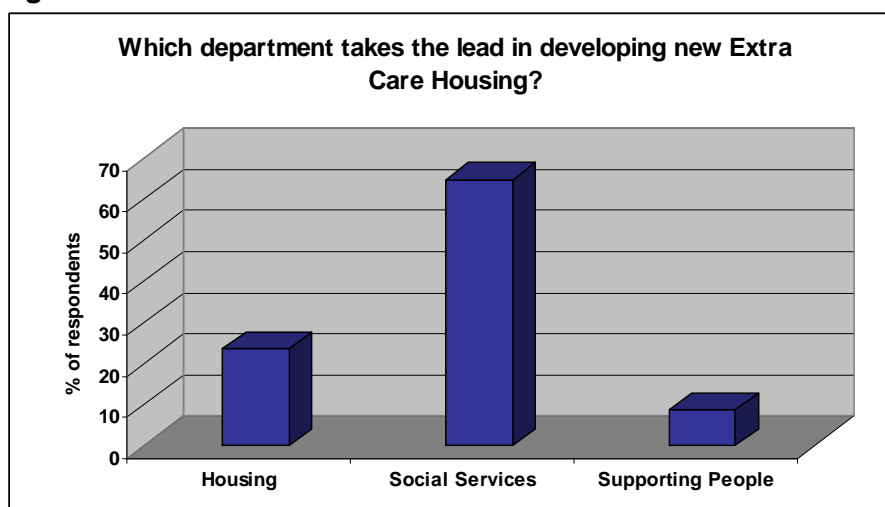
Figure 1:



The lead department in developing extra care housing was Social Services in 65% of cases in our sample, with Housing being the lead in just 24% of cases and Supporting People in 9%. This perhaps explains the findings regarding perceived

influences on demand and reasons for developing extra care, which both linked extra care strongly to reductions in care home placements.

**Figure 2:**



The most common motivations for developing extra care housing strategies cited by respondents are as follows (figures in brackets indicate percentage of respondents listing this as one of the significant motivations for developing an extra care housing strategy):

- To support outcomes for older people (91%)
- To respond to demographic pressures (53%)
- To reduce the costs of care home placements (49%)
- To prevent avoidable hospital admissions (44%)
- To meet the requirements of local authority assessments (42%)

## 5.2 Supply

Three quarters (75%) of respondents reported an over-supply of traditional sheltered housing and an overwhelming 96% reported an under-supply of extra care housing for rent in their area, whilst 78% reported an under-supply of extra care housing for sale or shared ownership. However, since 21% of respondents stated that the supply situation for extra care housing for sale was 'not known', under-supply may be more widespread than indicated by the 78% figure.

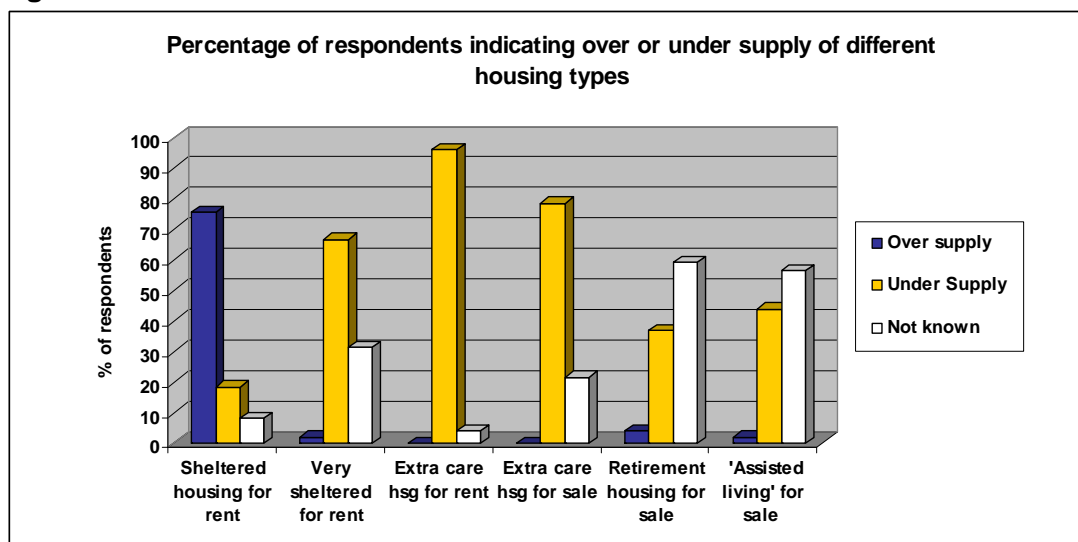
One (county) authority commented that to refer to over or under supply of sheltered housing across the authority is too simplistic, because:

- there is local variation; and
- oversupply in one area does not compensate for under-supply in another;
- it depends on quality of supply and whether it meets the aspirations of older people

This is very true; it is essential when developing a strategy both to map supply and demand (including projections of demand), and to carry out an analysis of the fitness for purpose of the sheltered stock.

Only half of the respondents knew whether there was an under or over-supply of private retirement housing and assisted-living schemes (i.e. housing for sale). Although the preoccupation with social housing that this indicates is understandable, it also a concern. The majority (68%) of householders aged 65 and over own their own home (set to increase to 75% by 2026) and local authorities are required to take a strategic view of needs which reflects the whole housing market.

**Figure 3:**



The impact of the credit crunch on the market for older persons housing for sale will need to be monitored carefully. Although most older buyers own their existing home outright, the release of their equity is dependent on buyers in the chain who require mortgage finance. In the property slump of the late 1980s and early 1990's retirement housing developers were hit hard, because would-be purchasers could not sell their properties, and it took some time for confidence in the specialist retirement market to return.

### 5.3 Influences on demand

The three key influences on future demand for extra care housing cited most often by respondents were:

- increases in the 65-85 age group (cited by 59% of respondents)
- increase in over 85 age group (cited by 78% of respondents)
- the use of extra care housing as an alternative to care homes (cited by 83% of respondents)

These responses suggest that many see extra care housing as catering primarily for an older age group with higher care needs. In response to a specific question regarding the link between extra care strategy and reductions in care home placements, 96% of respondents said that they were linked, with 42% stating that the strategy was to eliminate care home placements wherever possible, so that they would only be used for nursing care or very high care needs, whilst 54% said the strategy allows for limited use of extra care to reduce care home placements, with care homes continuing to meet many higher level needs.

This finding has implications for the commissioning of extra care housing as it shows that there are competing market forces influencing the development of such

accommodation in local economies. Is it meeting high-level social care needs and preventing a move to residential care? Or is it a housing option of choice that people see as a lifestyle investment, which also meets a current or future care need. The answer will be related to how it is perceived by the public and this in turn will depend upon the extent to which new development can keep pace with the level of demand, with sufficient capacity to cater for those with lower as well as higher level needs, thereby creating more balanced communities.

Around half the respondents also thought that the poor quality of existing sheltered housing and increasing public awareness of extra care housing would be significant influences on demand in the future. Only a third of respondents thought that the expansion of independent living options such as Home Improvement Agencies and Floating Support would have a significant effect on demand for extra care housing. (This doesn't necessarily mean that these respondents think other independent living options will fail to grow in prominence and volume: they may take the view that the overall increase in demand for services will be sufficient for independent living services to increase without restricting the demand for extra care housing. However, given the findings regarding extra care housing being linked to reductions in care home placements, it may also reflect the view that extra care housing serves a different set of customers, who are more frail.)

It is important to remember that demand does not necessarily reflect 'need'. For there to be demand, people must know about a product and have the means to purchase it. Respondents were asked (based on experience and consultations with older people) which factors they thought were limitations on the actual demand for extra care housing: 93% thought public awareness of the model limits demand, which suggests that there is a need for much more information and publicity about extra care housing; 58% also thought that perceptions of extra care housing are a limitation on demand, suggesting again a need for information and for care in the way allocations are managed. It also suggests that as the general public becomes aware of extra care housing, demand should increase significantly. These findings are consistent with the experiences of providers that have developed marketing campaigns for extra care housing, resulting in high rates of response and the majority of units sold off plan.

On the question of public funding for the care element, only 5% of respondents cited lack of funding through the Fairer Access to Care Services (FACS) system generally as a limiting factor on demand for extra care housing, but 30% thought that the lack of funding for *lower* levels of need has a limiting effect on demand. Just under half (47%) of the respondents thought that the affordability of rents and service charges limits demand.

#### **5.4 Development strategies**

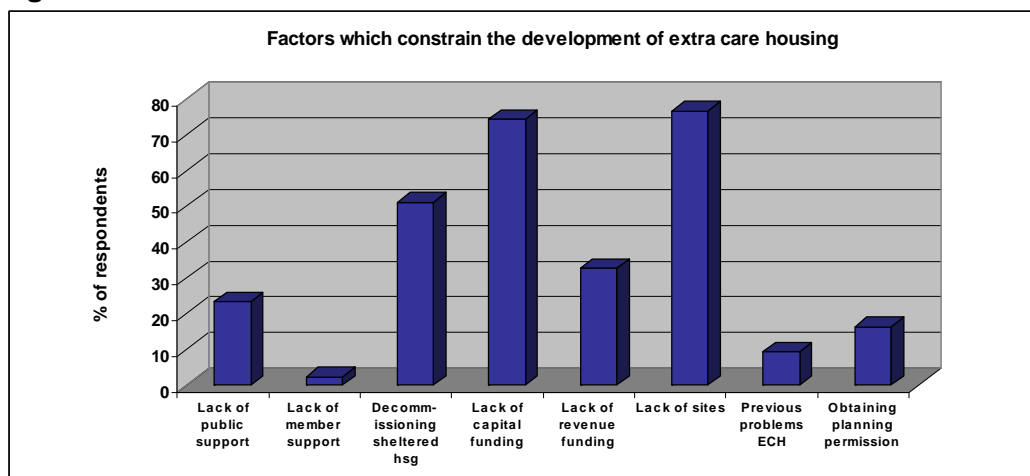
Given the levels of under-supply of extra care housing reported, it is hardly surprising to find that 95% of respondents stated that their authority's strategy included an objective of commissioning new extra care housing, and 71% intended to re-model existing sheltered housing as extra care housing. The planned programmes, if realised, will deliver a substantial number of units: asked how many units were programmed for the next five years, 28% of respondents answered "51-100", 37% answered "101-200" and the remaining 35% have programmes of over 200 units.

The most common constraint on the development of extra care housing, reported by 77% of respondents, was a lack of suitable sites. This was closely followed by a lack of capital funding, reported by 74% as a significant factor. This represents an

opportunity for the private sector, for example through Section 106 sites, mixed tenure developments and leaseback arrangements. (see Fig. 4)

Responses to the questionnaire indicate that there is scope for greater private sector involvement in extra care housing: 31% of respondents stated that there was no private sector involvement in extra care housing. Only 6% of authorities were involved in Public Private Partnership (PPP) schemes and only 5% said they had involved the private sector in Local Area Agreements; 41% said they encourage speculative development, but how active this is and how it's done was less clear.

**Figure 4:**



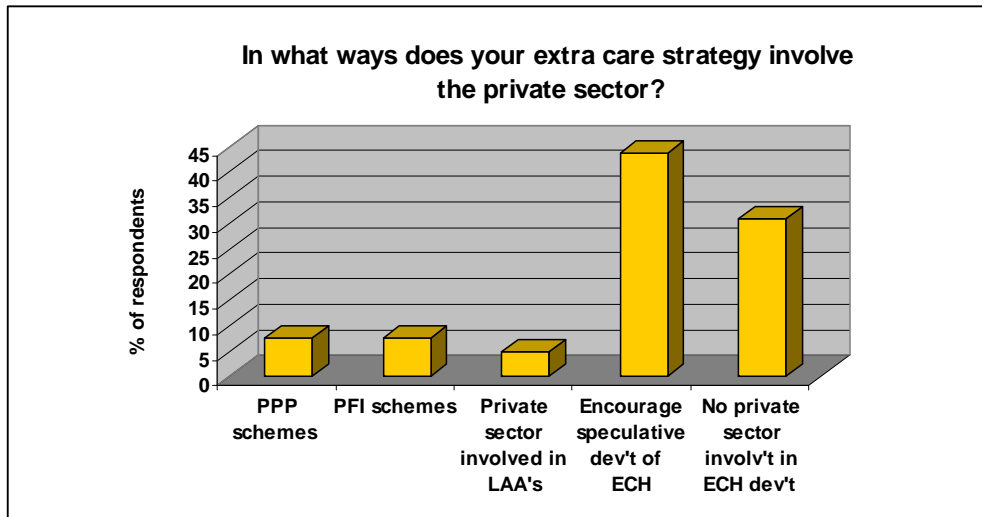
Most authorities seemed to be at an early stage in engaging with the private sector. There was a range of reported approaches to engagement, which included:

- leaving it to chance
- using tender processes to identify and engage with developers
- supporting planning applications, including a fast-track system for approving applications for extra care schemes provided they fit the county's ECH strategy
- involvement in Local Area Agreements
- Section 106 agreements
- partnering with an independent sector provider to build tenure-blind communities
- detailed discussion with prospective developers to promote the council's preferred models in appropriate locations, including the offer of consultancy support to develop their model of extra care housing.

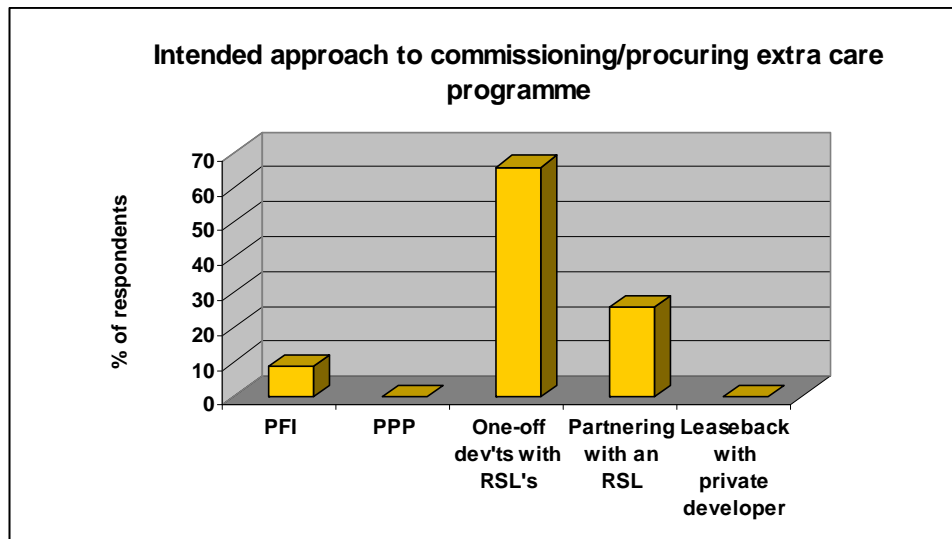
The most popular procurement approach was one-off developments with Registered Social Landlords (66%) with a further 26% intending to opt for partnering arrangements with RSL's. Only a few (9%) intended to develop schemes using the Private Finance Initiative (PFI). (See fig. 6)

Procurement is most likely to be approached in several stages: this applied in 58% of cases, whilst 28% intend to procure the units in a single programme. (The remainder had not yet decided on the approach to procurement.) The majority had already identified a procurement process, had funding in place and had identified development partners, at least for the first stage of their programme.

**Figure 5:**



**Figure 6:**



## 6 CONCLUSIONS

Much has already been achieved through the development of extra care housing to promote independence and choice. It is clear from the responses to this survey that much more development is planned. Despite this, we found that most authorities in the survey had not developed strategies that deal specifically with the housing needs of older people. This raises doubts about the strategic connections with the commissioning of other services used by older people and the extent to which development activity will be focussed on achieving the desired outcomes.

We found that the accessibility of strategy statements relating to extra care is very variable, which has implications for engagement with private sector developers, social landlords and other stakeholders, including older people.

Engagement with the private sector in relation to extra care housing appeared to be at an early stage in most authorities. More attention needs to be given to enabling the private market for extra care housing, given the rising levels of owner occupation amongst older people.

Respondents said they thought there is a lack of public understanding of extra care housing and that this limits the actual demand. This implies that there is a need for much more publicity to explain and promote extra care housing amongst older people and their relatives. However, professional views of the role of extra care, expressed in strategies, appear to emphasise its importance as a replacement for residential care. This has implications for how it is perceived by the public and how it will develop.

The extra care market is at a critical point in its development, where it could plateau and remain as a valuable but relatively small-scale sub-sector of specialist social housing. Alternatively, it has the potential to develop into a mainstream, cross tenure housing option for older people, widely recognised as offering choice and independence, whilst catering for a variety of care needs and lifestyles in old age. Local authorities have a significant role to play in the development of this market and therefore the importance of developing coherent, joined-up older people's housing strategies cannot be underestimated.

## **7 A CALL FOR ACTION**

Listed below are ten key actions that local authorities should take to develop the housing market for older people in their area:

1. Develop a consultation forum which incorporates a wide spectrum of older people, both current and future users of services.
2. Develop a vision for housing for older people which takes account of accommodation standards, innovation in design and service configuration, and the use of new technology.
3. Commission a study to ensure the local market for older people's housing is properly understood.
4. Undertake a review of sheltered housing resources and develop options to ensure best use is made of existing assets.
5. Develop a housing strategy specific to older people which addresses the authority's role as a market enabler and considers future investment streams.
6. Link strategy with performance and outcomes through, for example: LAA's Joint Improvement Partnerships, Regional Improvement and Efficiency Partnerships.
7. Develop a preventative agenda in relation to housing with care e.g. flexibility around access in relation to Fairer Access to Care thresholds; develop hub and spoke models to extend the 'benefit' of extra care schemes.
8. Develop links with PCT's e.g. health promotion; screening; health services linked to extra care housing; hospital discharge/intermediate care/respite care.
9. Create a forum for engagement with private sector developers/providers and create a link with the planning system (e.g. consider a fast track system for schemes which fit the local authority's vision for older persons' housing.)
10. Develop a positive dialogue with providers around the introduction of personalised budgets in extra care housing.

## 8 OTHER USEFUL INFORMATION

Useful information and guidance may be found in the following publications:

- “Preparing Older People’s Strategies: Linking Housing to Health, Social Care and Other Local Strategies” (CLG 2003) provides a comprehensive framework for exploring supply and demand and developing a strategy.
- “Developing and Implementing Local Extra Care Housing Strategies (DH, 2004) is a guide that considers strategies for extra care housing in particular
- “Extra Care Housing Toolkit” (CSIP, 2006) provides guidance and specific tools to assist in: forecasting demand, analysing supply, identifying data sources, engaging with stakeholders; and developing a strategy.
- “Linking the Evidence-base to Outcomes: A Consultation Study for Essex County Council’s Older Persons Housing Strategy” (Harding, 2007) provides a helpful case-study
- “Estimating future requirements for extra care housing in Swindon” (CSIP, 2007) provides a case study and methodology for using local demographic data to build an understanding of the local market (including future trends) for housing for older people.
- “Building our Futures: Meeting the housing needs of an ageing population”: (Edwards and Harding, 2006) provides a useful guide to using information sources such as local demographic data, to develop local profiles and inform planning of housing and related services, with particular reference to the ageing population. It is published by the International Longevity Centre, which provides a clearing house for information and expertise on the implications of the demographic changes associated with the ageing population.
- “More Choice, Greater Voice” (CSIP, 2008) is a toolkit which was launched to coincide with the publication of the National Strategy. It is a guide to producing local strategies for housing with care for older people which is particularly helpful in relation to predicting levels of need based on population data, and translating this into the spectrum of housing provision required
- “Shared Equity: Using the Private Finance Initiative to Boost Extra Care Housing” (CSIP/4PS 2008) is a case study report which explores one approach to procuring specialist forms of housing for older people and vulnerable adults. It focuses on three PFI projects and identifies the key lessons to be learnt from them by authorities and their partners considering this method of procurement.



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## APPENDIX 1: METHODOLOGY

### Stage 1

- 1 The first stage of the research was a review of housing and related strategies for older people across a sample region (London and the South East). Web searches were carried out to identify key strategies and to locate references to extra care housing.
- 2 A subsidiary aim of this part of the research was to investigate how easy it is, (for example for independent sector providers or developers wishing to engage with the agenda), to find out about local authority strategies and procurement/ commissioning intentions in relation to extra care housing.
- 3 The exploration of strategies yielded some useful qualitative information at an individual authority level; but this approach had several limitations:
  - Websites are of very variable quality; therefore the absence of a strategy on the website may mean that: there really is no strategy; or that there is one but it is not made available on the website; or that it is 'tucked away' and we did not manage to locate it.
  - The level of supporting data (e.g. on supply and demand) varies significantly as does the presentation of the strategy, making it very difficult to obtain an overview of the strategy and the policy drivers.
  - Extra care housing strategies may be contained within a range of different documents, for example Housing Strategy, Older Persons' Strategy, Older Persons' Housing Strategy, Supporting People Strategy, Joint Improvement Partnerships and/or Regional Improvement and Efficiency Partnerships all of which will have a different focus and level of detail.
  - It is extremely time consuming to review strategy documents, even using word search approaches.
- 4 In summary therefore, for the purposes of this study, the approach of using web-based research to review strategies was too unreliable, and the process too unwieldy, to be used to gain an overview.

### Stage 2

- 5 The second stage of the research therefore used an on-line questionnaire to explore specific questions concerning local authorities' housing and care strategies for older people.
- 6 The first challenge was to identify the relevant personnel to target for the survey: it would be a research project in its own right to identify the lead officers with responsibility for extra care housing in every local authority! Identifying the relevant personnel for research of this nature is never straightforward, but for extra care housing the problem is compounded by the fact that the lead within local authorities may come from Housing, Social Services or Supporting People.
- 7 The mailing list for the Department of Health's 'Housing LIN' network at the Care Services Improvement Partnership was therefore used to circulate the questionnaire, as a means of targeting local authority officers with an interest

in housing and care for older people. Local authority members of the Housing LIN were invited to respond. Whilst the network now has a very wide membership, the limitations of this approach must be recognised when analysing the results. For example, there may be a bias amongst the membership towards those with an interest in extra care housing, which may be reflected in the strategies of their local authorities. Responses were received from 52 authorities (which represents 13.4% of all authorities in England) but we cannot be sure that the sample is truly representative.

- 8 Self-selection of respondents could also have introduced bias, for example if those choosing to respond were predominantly from a particular type of authority e.g. county, unitary etc. However the responses received broadly reflected the ratio of counties to unitary authorities in England.
- 9 Response rates from questionnaire surveys are notoriously low and since our objective was to obtain an overview of local authority strategies we needed to achieve as large a return as possible. The questionnaire therefore had to be easy to complete, take no more than 5-10 minutes and not require respondents to go away to look up facts and figures. This placed a limitation on the depth of questions that were appropriate and the qualification of answers that could be sought. However comments fields were provided with most questions, so that respondents could qualify their answer if they wished, and many did so.

## Other Housing LIN publications available in this format:

### Housing LIN Reports available at [www.icn.csip.org.uk/housing](http://www.icn.csip.org.uk/housing) :

- **Extra Care Housing Training & Workforce Competencies (Report and Executive Summary)**  
This report outlines a researched set of competencies which local authorities, registered social landlords (RSLs), voluntary and independent sector providers of Extra Care Housing (ECH) may wish to use in defining the tasks and duties of scheme managers.
- **Yorkshire & the Humber Region - Extra Care Housing Regional Assessment Study (Report and Executive Summary)**  
Regional analysis for Extra Care Housing in the Yorkshire and Humber region. This report identifies the supply and demand of Extra Care Housing over the next 10 years and sets out a number of recommendations to support the development of Extra Care Housing in the region.
- **Preventative Care: the Role of Sheltered/Retirement Housing**  
This paper by the Sussex Gerontology Network at the Uni. of Sussex makes the case for seeing sheltered/retirement housing in the context of the growing interest in the "preventative" agenda.
- **Developing Extra Care Housing for BME Elders**  
This report focuses on issues around providing specific Extra Care Housing to BME elders as well as improving access more generally.
- **New Initiatives for People with Learning Disabilities: extra care housing models and similar provision**  
This report explores the role of Extra Care Housing models and similar provision of housing, care and support for adults of all ages with learning disabilities.
- **Dignity in Housing**  
This report and accompanying checklist takes a detailed look at policy and practice in relation to achieving dignity in a housing setting.
- **Enhancing Housing Choices for People with a Learning Disability**  
This paper explains the range of accommodation options for people with a learning disability. It is aimed at workers who advise and support people with a learning disability to identify and extend their housing choices.
- **Essex County Council Older Person's Housing Strategy**  
This study provides an example of how key data on the household characteristics of older people can inform and underpin local planning strategies and documents.
- **Switched on to Telecare: Providing Health & Care Support through Home-based Telecare Monitoring in the UK & the US**  
An invited conference session at the World Multi-Conference on Systemics, Cybernetics and Informatics, July 16-19, 2006, Orlando, Florida, USA
- **Older People's Services & Individual Budgets**  
This paper aims to identify and share ideas and examples of good practice currently being undertaken by the pilot sites implementing Individual Budgets for older people's services.
- **Healthy Hostels**  
Healthy lifestyles for hostel residents: a guide to improve the health and well-being of homeless and vulnerable people.
- **Remodelling Sheltered Housing and Residential Care Homes to Extra Care Housing - Advice to Housing and Care Providers**  
This advice is based on the findings of the project "Remodelling Sheltered Housing and Residential Care Homes to Extra Care Housing", carried out by a multi-disciplinary team of two social gerontologists, two architects, a rehabilitation engineer, an occupational therapist and an economist.

Published by: Housing Learning & Improvement Network  
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