
The role of the planning system in delivering housing choice for older Londoners

Appendices

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Appendix 1: Housing challenges facing older people

Introduction

A1.1 Demographic shifts and a changing policy climate aimed at supporting older people to live independently in their own homes and reducing reliance on institutional provision have resulted in the need to provide a greater variety of lifestyle and care choices for the elderly. Retired people now form the country's fastest growing demographic group as people aged over 60 are now living longer, healthier and more active lives¹. This is having a significant impact on the housing requirements for older people, putting increasing pressure on the planning system to deliver suitable housing options in appropriate locations (e.g. close to local services, public transport and social networks). This is acknowledged by the Mayor of London who has identified the growing and changing requirements for housing older people in London as one of the most important emerging planning issues for London.²

Housing options for older people

A1.2 Housing options for older people fall into three groups³: mainstream housing, specialised housing for older people and residential care.

Mainstream housing

A1.3 Includes:

- General needs housing.
- Lifetime Homes – general needs housing which incorporates 16 design criteria that ensure a flexible and adaptable home that can meet the changing needs of most (but not all) households.
- Adapted homes – general needs housing which has been adapted to meet the needs of its residents⁴.
- Wheelchair accessible homes – homes that meet the criteria set out in the Wheelchair Housing Design Guide⁵ and enable a wheelchair user to live independently.

A1.4 The London Accessible Housing Register good practice guide for social landlords includes six categories of general needs housing.

Specialised housing for older people

A1.5 Provides self contained homes specifically for older people with access to support and care. It includes:

- Sheltered/retirement – Independent living which may include a 24 hour alarm system, warden and programme of activities.
- Very sheltered/ assisted living – Independent living with managed care and support services. May also include meals and assisted bathing.
- Extra Care – Independent living with managed on site care and support services. May also include 24 hour staff.
- Close care housing – Independent living with on site care linked to a care home.

¹ Residential Research: 2010 Retirement Housing Report, Knight Frank LLP, 2010

² Paragraph 3.50 of the London Plan: Spatial Development Strategy for Greater London, Greater London Authority, July 2011

³ HAPPI panel report

⁴ London Accessible Housing Register A good practice guide for social landlords GLA Feb 2010

⁵ Wheelchair Housing Design Guide Stephen Thorpe and Habinteg Housing Association 2006

- Retirement villages – large developments with a range of housing types (sheltered/extra care etc) and levels of care and support on one site.

Residential care including various forms of care home

A1.6 Provides institutional accommodation (suites or bedrooms) with care services and facilities. Includes residential homes, nursing homes and specialised care homes for people with specific needs e.g. dementia.

Staying put

A1.7 Nationally, the majority of over-65s (89%) live in 'mainstream housing', 6% live in specialist retirement housing and 5% live in residential care or nursing care accommodation⁶.

A1.8 The vast majority of older Londoners are owner occupiers or private tenants living in general housing that can become less suited to their needs as they age. Currently only approximately 10-15% of people in England tend to move in older age. A range of factors combine to lead people to prefer staying put to moving to somewhere more suitable. For older people who are able to do so, staying put in the family home is a popular option. When property values hold up and there is a lack of suitable alternatives, selling up and downsizing to a smaller, more manageable property better suited to particular needs or even into institutional housing such as care or nursing homes is often considered a last resort option. There are a number of consequences for older people in terms of 'staying put' when their circumstances dictate that a move to more specialist non-institutional housing may be necessary (i.e. increased isolation, difficulties with day-to-day tasks, greater reliance on healthcare services, failure to manage their property etc.). A larger number of older people 'staying put' also has wider consequences in terms of under-occupied multi-bedroom houses that could better suit younger families.

A1.9 Retrofitting is more of a financial issue for property owners as opposed to something that can be controlled by planning, as most internal works to a residential property are deemed permitted development (within limitations) and do not require planning permission.

A1.10 For those who do not wish to stay put, or cannot afford to, downsizing can be a viable option. Demand for smaller houses/flats can be met through market housing provision (i.e. general needs housing/flats). However, research undertaken as part of this project suggests that demand outstrips supply of suitable, good quality and attractive smaller homes in London. One reason for this unmet demand is the growing competition between older people looking to downsize and first time buyers and young families trying to get onto the housing ladder, and many new developments of small homes do not consider the older person's market, or contain design features to attract them.

A1.11 Although there is an identified need for this type of housing, the provision of smaller units of general needs housing to allow older people to downsize should not be seen as the long-term solution for all those who do not want/can't afford to stay put, as people's dependency levels increase as they get older and smaller general needs units are often unsuited to catering for changing needs. This approach does not address fundamental issues associated with access to care and support, isolation, social networking and property management as people's dependency levels increase.

⁶ Residential Research: 2010 Retirement Housing Report, Knight Frank LLP, 2010

- A1.12 Professor Michael Ball⁷ shows there is a greater propensity to move in some other countries. By encouraging the development of smaller and specialist accommodation attractive to older people, the GLA can begin to secure the choice of housing sought by London Plan Policy 3.8 and enable downsizing in the affordable sector to release family homes and ease overcrowding. However, Professor Ball points out that people in the UK tend to hold onto their housing equity as insurance against future costs e.g. of care. Government decisions regarding future arrangements for paying for care are likely to be a key factor in influencing behaviour in the private sector.
- A1.13 Financial assistance (e.g. Disabled Facilities Grant, loans and grants for essential repairs) to enable older Londoners on low incomes to continue to live independently is in limited supply and expected to become further restricted. As the number of older Londoner households increases, funding at or below current levels will assist a progressively smaller proportion of households, putting pressure on the ability to stay put and making moving to more suitable accommodation a negative, rather than positive, choice.
- A1.14 The position of the 'squeezed middle' is discussed more fully in Appendix 2. This group is potentially very significant in number. They are not eligible for financial assistance and, if homeowners, cannot realise sufficient equity to purchase a more suitable property. The needs of this group are not readily identifiable as its members do not share characteristics that can easily be defined from publicly collected data. The range of options for older people should include consideration of the cost effectiveness of helping people to stay put compared with the cost of building new homes. Housing provision should include tenure/ funding options that will be affordable for the squeezed middle.
- A1.15 Mechanisms such as the London Rebuilding Society equity reversion scheme have considerable potential to enable older home owners to access funds for essential repairs without the anxiety of making repayments in a conventional equity release scheme.
- A1.16 Models of housing provision such as Homeshare and Cohousing exist on a very small scale but are valuable in providing companionship and mutual support. They have potential to expand and offer an increased range of housing choices to older people but it is difficult to envisage them becoming mainstream options without policy and financial support.
- A1.17 The shortcomings of the private rented sector and the constraints on funding for home improvements may result in additional demand for affordable housing.

Dementia

The scale of the challenge

- A1.18 Dementia describes a range of symptoms associated with a progressive decline of brain function including memory, understanding, judgment, language and thinking, and Alzheimer's disease is the most common form. People with dementia have an increased risk of physical health problems and will become increasingly dependent on health and social care services and on other people for their care.⁸ When considered in conjunction with the natural increase in poor health or life limiting illness as part of the ageing process, services and accommodation for older people with dementia will have to respond to complex physical and mental needs.

⁷ Housing markets and independence in old age: expanding the opportunities, Ball, 2011

⁸ Dementia 2010, Alzheimer's Research Trust

- A1.19 Recent estimates suggest that around 65,000 people over the age of 65 in London have dementia, including around 1,600 people with early-onset and 63,000 people with late-onset dementia (Commissioning Support for London CSL 2009). As the population of older people increases so will the number of dementia sufferers. There is however no evidence that the risk of dementia by age or gender is set to change⁹ and it is estimated that the number of older people in London with dementia will increase by almost 50% by 2030 (GLA, 2009).
- A1.20 The rise in older people will be greatest among BAME communities, particularly the Black African, Black Caribbean, Pakistani, Bangladeshi and Chinese communities.
- A1.21 London has higher levels of poor mental health than the national average, and factors that complicate service provision include the overlapping of some service provision with borough boundaries, with different agencies operating across different areas, hampering the potential for joint working and integrated service provision. This makes planning and commissioning more complex, especially as people with dementia often have both medical and social care needs. This can lead to disjointed or fragmented service provision, and decisions in the way that funding is allocated for dementia care and support may vary from one borough to the next. It is hoped that the new role of Health and Wellbeing Boards will be able to bring about more joined up service delivery across borough boundaries as well as within them. Other factors which impact on service provision include the diversity of London's population, isolation of the many single households and areas of higher multiple deprivation.

The economic cost of dementia

A1.22 The Alzheimer's Research Trust produced a report "Dementia 2010" where they calculated the cost of dementia to the UK economy, and compared it to the cost of cancer, heart disease and stroke. They say that 820,000 people in the UK (1.3% of the population) have dementia, but the lives of many more carers and family members are affected by it. Their economists calculate:

- The cost to society of dementia at £23 billion, twice as much as cancer and three times as much as heart disease.
- That each person with dementia costs the economy £27,647 per year, yet government and charitable spending on dementia research is 12 times lower than on cancer research at just £50 million per annum.
- They further estimate that 37 per cent of all dementia patients in the UK are in long-term care institutions, costing in excess of £9 billion per year in social care, and with health care costs estimated at about £1.2 billion, of which hospital inpatient stay accounts for 44 per cent of the total.
- They estimate that informal care for people with dementia living in the community involves 1.5 billion hours of unpaid care.

⁹ IPPR Dementia Care in London 2011 p. 12

Changes to provision of care

- A1.23 The Coalition Government has recently announced a significant increase in funding for research into dementia. Delivery of care and health services is undergoing major change as a result of government policies. There is widespread recognition that efficiency of service delivery and cost savings will be improved with joined up approaches to health and social care, focusing on preventative services. More support is needed to help people remain in the community – to give them a better quality of life, support their independence as long as possible, to achieve considerable savings by spending less time in care homes, and with reductions in the number of emergency admissions to hospital. CSL¹⁰ noted that older people with dementia occupy 20 per cent of acute hospital beds across England, when in fact around 70 per cent of these may be medically fit to be discharged. A report published in 2009 by the Alzheimer's Society found that at least £80 million a year could be saved by improving dementia care in hospitals. The report found that poor hospital care had a negative impact on people's dementia and physical health. It notes that the majority of people with dementia leave hospital in worse condition than when they arrived and that a third enter a care home, unable to return home.¹¹
- A1.24 At present, older people with dementia living in London receive informal care from families and friends, and formal care from a wide range of private sector companies, voluntary and community organisations, public sector organisations and social enterprises. Local authorities directly provide a relatively small share of the care market: about 13 per cent in total, but they fund the bulk of provision through commissioned services: around three-quarters of home care, and 80 per cent of residential care. Places are hard to find for residential and home care for people with dementia (London Councils 2008).
- A1.25 Personalisation and the introduction of personal budgets are being rolled out. A survey by IPPR¹² elicited mixed responses from interviewees. Personal budgets for older people with dementia have been piloted in some parts of London, including Westminster. These allow older people to pay for services to improve wellbeing and to meet individual social interests, as well as meeting care needs. Some interviewees acknowledged the benefits of an individualised service, but caution was raised about capacity to handle budgets, especially given the deteriorating nature of dementia as an illness.

Policy context

- A1.26 The Coalition government's recent announced decision to increase the funding for research into dementia is welcomed.
- A1.27 In 2009 the Labour government introduced the National Dementia Strategy, which identified three key themes: early identification and diagnosis, better treatment in both primary and secondary care, and good-quality information. It was designed to tackle problems in existing services, such as the failure to diagnose dementia, services intervening too late, an under-skilled workforce, and a lack of integration between health and social care. The Coalition government has confirmed that raising the quality of life for people with dementia and their carers is a major priority. However, the National Audit Office (NAO) issued a report in January 2010 warning that the strategy was at risk of failing to deliver on the Department of Health's 'ambitious and comprehensive' plans' (NAO 2010), and that the NHS had not made dementia a national priority target. The NAO report thought the Department of Health had

¹⁰ Commissioning Support for London (CSL) Dementia Services Guide 2009

¹¹ Dementia 2010, Alzheimer's Research Trust

¹² IPPR Dementia Care in London Briefing 2011

underestimated the strategy's costs and also highlighted that services were not being provided consistently well across London.¹³

- A1.28 The Dilnot Commission on Funding of Care and Support has proposed a cap on individual costs of care, and its recommendations are being considered. Meanwhile the way social care will be funded in the future remains uncertain, but clearly the budget implications of dealing with the projected increase in dementia are immense, both for the state and for the growing number of individuals who may be self funders.
- A1.29 Most NHS services will be commissioned by GP consortia, supported by and accountable to a new independent NHS Commissioning Board, and social care and public health will be provided and commissioned by local councils. The community and voluntary sector is being encouraged to play a greater role in delivering services. 'Living well with dementia' has a focus on targeting stigma and preventing misunderstandings about mental health and older age.
- A1.30 GPs will require considerable training to meet their new role in health care commissioning for dementia effectively. The IPPR Dementia in London briefing says that research in 2009 found that just 31 per cent of the capital's GPs believe they have received sufficient training to diagnose and manage dementia (CSL 2009), and at present GPs overall do not have a good record at diagnosing and treating dementia. The report suggests that the challenge is to find ways to ensure GPs are trained to diagnose dementia and refer people to information and advice services. They need to be convinced of the savings they could make through early diagnosis and intervention, and be adequately held to account for the quality of services they commission. While there is currently no medical cure for dementia, medical advances mean that medication can delay the onset or minimise the symptoms, thus early diagnosis is important. Early diagnosis can improve wellbeing and in many cases significantly reduce the long-term costs of care.

Support in own home and in the community

- A1.31 The range of options for people who are diagnosed with dementia is increasing, and the earlier the diagnosis the greater chance of being able to be supported to live in one's own home, perhaps with adaptations and assistive technology. Remaining in a familiar place with appropriate support will help people retain independence, while this is possible.
- A1.32 There are a variety of local initiatives and partnerships which are demonstrating how effective community support can be. Several London boroughs have piloted Memory Services (Including Croydon, Haringey and Westminster) and these can be a cost-effective way of increasing the number of people seen for early diagnosis and intervention.
- A1.33 An example is a dementia service in Westminster provided by Housing 21, Dementia Voice, commissioned by the local NHS and Westminster City Council, and funded until April 2011. The specialist nurse provides advice and assistance to help people with dementia and their carers get access to information, care and support. It involves the local community in understanding dementia, as this can help achieve earlier diagnosis. It works in partnership with existing services in the area, and provides memory tests to check for early signs of dementia with the Westminster Memory Service. Over a 19 month period it is estimated that the Dementia Voice nurse contributed to total cost savings of £239,000 through avoided hospital, residential and nursing home admissions and early hospital discharges.¹⁴ When the Memory Service opened hundreds of people came to it within the first few weeks.

¹³ National Audit Office 2010

¹⁴ Breaking the Mould NHF 2011

A1.34 However, provision of support and appropriate services is very patchy, and some people have very little access to support, or are diagnosed too late to benefit from early interventions. We need to promote London wide initiatives to learn from the best practice.

Specialist schemes

A1.35 In the early stages of dementia people can be supported and can benefit from living at home but, due to the progressive nature of the illness, a move to specialist accommodation is often necessary after a time.

A1.36 Many sheltered schemes cannot provide the level of support that people may need as their dementia progresses, and they will need to move on. Several specialist schemes will not accept people already diagnosed with dementia, such as some Extra Care Schemes. Others will accept a small proportion of people with milder forms of dementia, but most Extra Care Schemes cannot guarantee a home for life, and will need to help people move on to a care home if their dementia progresses, or if their behaviour becomes challenging.

A1.37 Access to suitable schemes is already a problem, particularly if people wish to remain in their community or close to their support network, and this is likely to worsen as numbers increase unless we start to provide a new range of schemes. At present there are severe pressures on capital and revenue funding which make it very difficult to provide the number of schemes required, particularly in central and some other parts of London. As dementia progresses, suitable care homes will remain the most supportive environment for people. Because of their high cost, we need innovative approaches to help people maintain the maximum degree of independence as long as possible.

A1.38 The Elderly Accommodation Counsel (EAC) maintains the national database of sheltered and retirement housing, across all tenures and including extra-care housing providing dementia care, as well as residential and nursing homes.

Design principles

A1.39 An example of the principles of design and management that will support independence is provided by The Suffolk Extra Care/Dementia Design and Management Guide.¹⁵, and some of these are shown below:

A1.40 Extra Care and very sheltered schemes should foster and strengthen links and networks with people in the surrounding community. To achieve this, the following areas of work must be undertaken:

- The recruitment, training and support of local volunteers to assist in various social activities within the scheme;
- The development of joint projects and activities involving scheme residents and local schools, youth clubs, community and older people's groups;
- The provision of opportunities for scheme facilities to be used by the wider community;
- Encouragement to enable local services to be delivered within the scheme e.g. library, café.

- Consideration of how the building can compensate for the disability of dementia characterised by:

¹⁵ THE SUFFOLK EXTRA CARE/DEMENTIA DESIGN AND MANAGEMENT GUIDE 2009

Impaired memory; Impaired reasoning; Impaired ability to learn;
High level of stress; Acute sensitivity to the social and built environment.
Acute sensitivity to noise.

A1.41 The Suffolk Extra Care Design Guide identifies the key principles of a national consensus on principles of design for people with dementia. These include:

- Compensate for a disability; Maximise independence;
- Enhance self esteem and confidence; Demonstrate care for staff;
- Be orientating and understandable; Reinforce personal identity;
- Welcome relatives and the local community; Allow control of stimuli.
- Respond to people's need to move around their environment safely
- Provide opportunities for integration and interaction.

A1.42 The Guide argues that schemes should be culturally appropriate and that consideration should be given to the cultural requirements of potential residents when managing schemes.

A1.43 Planners and housing professionals can promote the use of Assistive Technology (AT), which can help those with dementia and disabled people function at their optimum, and has an important role to play in general needs as well as extra care and very sheltered housing. The range is from simple tools such as medicine dispensers, through to satellite navigation systems to help find someone who has gone missing. AT can promote independence and autonomy, help manage potential risks in and around the home, facilitate memory and recall, reduce the stress on carers, and reduce early entry into care homes.¹⁶

Access and disability

Older people's needs and preferences regarding access and disability

Older people in general

A1.44 Recent research¹⁷ has identified health as the most important of five factors which influence an older person's decision to move home.
The type of housing that older people want is¹⁸:

- Well designed with the needs created by growing older in mind
- Designed to be user-friendly, low maintenance and safe.

A1.45 It is important to older people that they are listened to and 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' (Croucher, 2008).

A1.46 One comment noted by Croucher's research suggested that designers should think about different types of impairments which are common features of the ageing process, particularly visual impairment – not just wheelchair access – when thinking about housing for older people.

¹⁶ Alzheimers Society, Devices to help with everyday living , website factsheet

¹⁷Including Housing Choices and Aspirations of Older People Research from the New Horizons Programme, Croucher K, CLG, 2008

¹⁸ Lifetime Homes Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society, DCLG, 2008

- A1.47 Poorer health and increasing frailty impede the ability to carry on with normal activities outside the home. While the implementation of Lifetime Neighbourhoods can improve that situation over time, this will take time to achieve. In the meantime, while people's physical needs can be met by adaptations, carer visits etc, they may spend long periods of time alone at home, leading to loneliness and even mental illness including depression.
- A1.48 A MORI survey¹⁹ undertaken for Help the Aged revealed that nearly one million older people are acutely isolated and over one million people aged 65 and over (12 per cent) feel trapped in their own home. Older people said loneliness and social isolation needed different approaches. Those who are isolated usually require practical help or resources, whereas those who are lonely may need social support and extended social networks.
- A1.49 The JRF programme paper: Neighbourhood Approaches to Loneliness²⁰ highlights numerous examples of clear links between loneliness or isolation and poor health: 'Loneliness can also severely affect people's mental health. It could be at the root of some people's experiences of depression, and is a factor in suicide (Griffin, 2010). In addition, evidence suggests that the risk of late-life Alzheimer's Disease (AD) more than doubles in lonely compared to non-lonely people, and is associated with a more rapid cognitive decline (however it is not associated with AD's leading biological causes) (Wilson *et al.*, 2007).'
- A1.50 Specialist accommodation for older people, providing communal areas and activities and opportunities for social interaction, play an important part in combating the negative effects of loneliness and isolation with positive outcomes for the wellbeing of individuals and cost savings to health and social care budgets.

Older disabled people

- A1.51 Older disabled people involved in a focus group for the Croucher research confirmed the significance of safety to older people, emphasising the importance to older disabled people of accessibility and safety in the neighbourhood as well as within the home.
- A1.52 It has been estimated that 607,200 wheelchair users live in private households (including extra care housing but excluding care and residential homes) in England²¹. Mind the Step estimated that 12,517 wheelchair user households in London have unmet housing needs. People aged 65 and over comprise approximately 60% of wheelchair users.

Older Londoners' requirements for supported housing

- A1.53 The needs of different Supporting People-funded client groups for additional supported housing in London were modelled in 2007²². For vulnerable older people an existing stock of 46,421 homes was identified, with a shortfall of 621 homes in 2007, projected to rise to 793 by 2017. This shortfall was concentrated in the former Housing Corporation East and West London sub-regions, with the South East and South West sub-regions having an adequate supply. These figures are assumed to relate to social rented sheltered housing designated for older people. However, the current research finds that sheltered housing is increasingly unpopular and unsuited to modern expectations of older people's needs. Many boroughs are decommissioning it or using it as temporary accommodation for other groups of people (see Appendix 5).

¹⁹ Supporting older people to overcome social isolation and loneliness, Mima Cattan, Leeds Metropolitan University on behalf of the British Gas Help the Aged Partnership Isolation Campaign, 2001

²⁰ Neighbourhood Approaches to Loneliness - Loneliness compendium: Examples from research and practice, JRF, March 2011

²¹ Mind the Step, Habinteg, 2010 (quoting CLG statistics)

²² Building for All: Identifying the need for supported housing in London, London Housing Federation, 2007

How well do current standards relate to the needs of older people?

- A1.54 Part M of the Building Regulations requires new homes to be built to a minimum standard of accessibility. The Lifetime Homes Standard is generally higher than that required by Part M, incorporating a set of principles to enable 'general needs' housing to provide, either from the outset or through simple and cost-effective adaptation, design solutions that meet the existing and changing needs of diverse households²³.
- A1.55 The Lifetime Homes Lifetime Neighbourhoods Strategy²⁴ recognised that housing design is far from inclusive and looked to implementation of Lifetime Homes to bring about improvements: 'We hope that Lifetime Homes will lead the way for an inclusive design revolution for every aspect of our homes and interiors. To be truly inclusive, the home environment must (among other features) be easy to use for as many people as possible, without requiring undue effort, special treatment or separation.'
- A1.56 Laying the Foundations²⁵ has drawn back from any statutory requirement to build to Lifetime Home Standards (although the Government has restated its support for new homes to be more accessible or easily adaptable). The London Plan is leading the way in setting inclusive local policies, enabling people to 'stay put' at lower cost. London Plan Policy 3.8 Housing Choice, states that boroughs should ensure that all new housing is built to Lifetime Homes standards and ten percent designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users.
- A1.57 Lifetime Homes are not intended to meet the needs of wheelchair users. Purpose-designed wheelchair standard housing involves more prescriptive and detailed design and specification to provide increased space, choice and flexibility and enable greater independence for people with more complex or distinct needs. The GLA Best Practice Guidance 'Wheelchair Accessible Housing'²⁶, offers guidance for designers on minimum standards for meeting the requirements for wheelchair accessible dwellings.
- A1.58 The notion of housing being designed with growing older in mind points to an important distinction between the needs of older people and the needs of disabled people. While aids and adaptations provided to assist disabled people will often be helpful to older people, there are some age-related changes in health that are not addressed by commonly available adaptations or design standards.
- A1.59 The Lifetime Homes Lifetime Neighbourhoods Strategy²⁷ highlights falls, dementia and vulnerability to cold as the main health-related reasons for existing housing becoming unsuitable as people grow older. In addition, sight loss is a particular issue for older people. The vast majority of 2 million people in the UK with a degree of sight loss that affects their daily lives are aged over 60: most health conditions that lead to sight loss are associated with ageing²⁸. Design features which alleviate problems encountered by sight loss are not specifically addressed by Building Regulations or Lifetime Homes Standards. Design principles relating to the quality of natural and artificial lighting, use of colour and other features have been developed by the Thomas Pocklington Trust²⁹.

²³ <http://www.lifetimehomes.org.uk/index.php>

²⁴ Lifetime homes, lifetime neighbourhoods: a national strategy for housing an ageing population, DCLG, 2008

²⁵ Laying the Foundations: A Housing Strategy for England, DCLG, 2011

²⁶ <http://legacy.london.gov.uk/mayor/strategies/sds/docs/bpg-wheelchair-acc-housing.pdf>

²⁷ Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing an Ageing Population, DCLG, 2008

²⁸ Thomas Pocklington Trust Design Guide for People with Dementia and for People with Sight Loss, page 2

²⁹ Housing for People with Sight Loss: A Thomas Pocklington Trust design guide, Pocklington Trust, 2012

- A1.60 Health and mobility can change gradually and unpredictably as part of the ageing process - a fact that applies both to people with no previous disability and to disabled people who may find that growing older brings additional health challenges. Additional features important in enabling older people to remain independent include the position of power points and heating controls, tap and door handle design, positioning of lighting and mobility vehicle ('scooter' or 'buggy') storage and charging.
- A1.61 The workshop held as part of this study in January 2012 reinforced the distinction between Lifetime Homes and the needs of older people, suggesting that guidelines are needed for 'age adaptable accommodation', i.e. accommodation which addresses the points raised here. Suggestions for how the London Design Guide could be amended to meet the needs of older people are provided at Appendix 9.
- A1.62 One of the reasons people move into sheltered/extra care is for regular personal contact with someone who will take action in a crisis – not a neighbour or a family member but a responsible person within a housing scheme who knows where to turn for support. Traditionally this role was performed by a warden and required an office or other base for the support person, thus being costly and taking up space. This support is not available in general needs housing even if it is built or adapted to be accessible..

How well does the current housing stock meet the access and disability needs of older people?

Lifetime Homes

- A1.63 The number of Lifetime Homes in London has been increasing – 33,599 (70% of all new residential consents) were approved in 2009/10.³⁰

Sheltered and extra care housing

- A1.64 Although much sheltered and extra care housing is of a high standard, it became clear at the workshop held as part of this study in December 2011 and through reviewing reports by Habinteg and Hal Pawson (see below) that a significant proportion of accommodation in London does not meet current needs or expectations and that where it does, its use is not optimised. Representatives from local authorities and housing associations indicated that older sheltered stock is proving to be increasingly unattractive or unsuitable for older people. This may be due to higher resident expectations - for example, when the development of a new scheme makes previously popular bedsits in the vicinity more difficult to let. Some sheltered accommodation is not designed to be sufficiently accessible as tenants become less mobile: it may be on an upper floor without a lift, there may be steps in communal areas of a scheme. Several local authorities have identified that a considerable portion of their sheltered accommodation is not "fit for purpose" according to current standard for older people who are less physically mobile or frail (i.e., bedsits, no lift, shared facilities). Identifying sources of funding to remodel this old stock is difficult. Where aids and adaptations are required, funding may not be available or there may be insufficient space (e.g. in bedsitting rooms) to accommodate equipment.
- A1.65 More than one local authority representative suggested that poorer quality retirement housing may be (and currently is) allocated to younger older (possibly coming from the private rented sector) or vulnerable and homeless people, rather than those who the authority classifies as

³⁰ London Plan Annual Monitoring Report Table 23

requiring sheltered housing. This suggests that the shortfall of suitable accommodation for older vulnerable people may be greater than modelled in Building for All.³¹

Housing for older wheelchair users

A1.66 A total of 3,478 wheelchair accessible homes³² (7.2% of all new residential consents) were approved in 2009/10 but occupation of such properties by those for whom they were designed is not yet optimised.

A1.67 An estimated 1,160 wheelchair accessible homes were let by social landlords in London in 2009/10.³³ Space to Move, a Habinteg report³⁴ examining the allocation of wheelchair standard social housing in London, found that 35% of such homes were allocated to a wheelchair user household in 2008-09: better than the national average of 22%. Data is not available to consider older wheelchair users as a separate group.

A1.68 In terms of supply, the Pawson evaluation found that studio and one bedroom flats were more readily available than family homes, indicating that older people living alone or in a couple are likely to have a better chance of obtaining accessible accommodation than families with a wheelchair using member.

A1.69 Among local authority and housing association officers interviewed for Space to Move, slightly more than 50% of participants considered that there is not enough wheelchair standard property available. The London Plan policy for 10% of new housing to be wheelchair accessible or easily adaptable should enable the pipeline of suitable homes to flow.

A1.70 However, the question of making effective use of this scarce resource is clearly important. The rolling out of the London Accessible Housing Register (LAHR) will enable accessible homes to be more readily identified and categorised. Provided the lessons learned from the Pawson evaluation are taken on board, the proportion of wheelchair standard homes let to wheelchair user households can continue to improve.

Wider application of disability and access research to the needs to older people

A1.71 Many of the Space to Move report findings are relevant for older people as well as wheelchair users. Applicants' reasons for refusal of wheelchair housing included:

- Design issues such as small rooms, poor kitchen layout³⁵, poor lighting within the property
- Mis-description such as ground floor being assumed to be level access but in fact having steps at the entrance
- Location too far from support and social networks and services
- Access to Choice Based Lettings bidding which continues to be perceived as excluding some older and disabled applicants who may lack IT capacity and are unable to access help (e.g. housebound)

A1.72 Similarly, the LAHR evaluation noted that external factors such as availability of car parking and location e.g. in a hilly position can be particularly significant for older disabled people.

³¹ Building For All: Identifying the Need for Supported Housing in London, NHF and the Housing Corporation, 2007

³² London Plan Annual Monitoring Report Table 23

³³ Evaluation of London Accessible Housing Register, Hal Pawson and Filip Sosenko, Heriot-Watt University and Julia Atkins, London Metropolitan University, March 2011

³⁴ Space to Move, Habinteg, 2011

³⁵ See for example Transitions in Kitchen Living, booklet produced by the Open University / Loughborough University as part of the ESRC New Dynamics of Ageing Programme

- A1.73 When considering that older people tend to spend more time at home³⁶, these issues relating to design and location can be even more important to them than to younger wheelchair users.
- A1.74 Local authority staff who contributed to the LAHR research took the view that access into the property is the key, fundamental requirement. Internally, further adaptation can be done to meet the individual wheelchair user's needs. This approach could usefully be applied to older people, enabling their specific needs to be assessed and catered for in undertaking adaptation and prolonging their ability to occupy that home independently.
- A1.75 Cross-borough reciprocal lettings are seen as an area for improvement. Where local authorities review their allocations policies following the introduction of new powers under the Localism Act 2011, they could consider protocols to enable wheelchair users to relocate within London for reasons such as access to employment or specialist medical or educational support, particularly where there is no local applicant requiring vacant wheelchair adapted accommodation..
- A1.76 The LAHR seeks to fully integrate the letting of accessible housing within the 'choice-based lettings' (CBL) systems now widely established across London. The LAHR adopts the social model of disability, categorising properties within a framework of five levels of accessibility to enable disabled people to identify and bid for accessible homes as they become available through choice based lettings schemes³⁷.
- A1.77 The GLA is encouraging the continued roll-out of the LAHR through the following policy in the revised London Housing Strategy (GLA, 2011):
*'The London Accessible Housing Register should be widely used for the advertising and marketing of both affordable and market housing, with all boroughs and larger housing associations implementing or having a clear timetable for implementing, the Register by the end of 2012.'*³⁸
- A1.78 Pilot authority Kensington & Chelsea more than doubled the number of lettings involving disabled people appropriately rehoused from 5% to 12% of total council lets.
- A1.79 Pawson found that in both pilot boroughs (Kensington & Chelsea and Tower Hamlets) LAHR implementation increased the number of homes known to be suitable for people with mobility limitations. Claire Wise, London Accessible Housing Coordinator, commented for our research that LAHR information could be used to provide improved housing options to older people who have mobility impairments. Some existing housing for older people (e.g. sheltered) is not accessible while some general needs housing is. Bringing social housing designated for older people into the LAHR framework would improve appropriate allocation and use of that segment of the stock.

How can the access and disability needs of older people be better catered for?

- A1.80 The current scarcity of housing adapted for disabled people and wheelchair users can be partially addressed by continued application of policies requiring that some or all new housing is built to specified standards. However, the costs and viability implications of building to appropriate standards mean that it is of paramount importance that optimum use is made of existing homes which meet these standards. While recognising that this has cost and viability

³⁶ 'as we grow older, we spend more time in our homes', p35 Lifetime Homes Lifetime Neighbourhoods

³⁷ For further details see the LAHR Good Practice Guide for Social Landlords, pp 19-20, GLA, 2010

³⁸ The revised London Housing Strategy (consultation draft) policy 1.3Z

<http://www.london.gov.uk/sites/default/files/London%20Housing%20Strategy%20Dec11.pdf>

implications, policy should ideally encourage a range of provision including specialist accommodation that combats isolation by enabling companionship such as sheltered, extra care and senior cohousing.

- A1.81 Policies should also recognise that the needs of older people, while often similar to those of younger disabled people, can be different and may require different solutions. Views expressed by older people themselves should inform policy priorities e.g. for safety within and outside the home and design features that support independent living.
- A1.82 Existing housing may be accessible but not identified as such and can be more effectively used, allocated and marketed. Existing systems e.g. LAHR can be used more widely to support meeting the housing needs of older, disabled or mobility impaired people.

Conclusions

- A1.83 Many older people remain healthy and active but many others develop some form of age-related impairment that make it more difficult to manage in 'general needs' accommodation. Some needs can be met by adapting the home but funding for adaptations is not necessarily available to meet need.
- A1.84 Housing traditionally designed for older people may no longer be suitable or desirable, particularly for the frail elderly, therefore reducing the potential pool of available accommodation.
- A1.85 Standards and policies introduced in recent years are helpful in improving the design and increasing the number of homes that enable people to stay put and remain independent as they age. However, most of the standards and policies introduced were designed with disability, not ageing in mind and so do not fully address the needs of older people. More can be done to raise awareness of the distinct accessibility needs of older people and to develop and promote existing mechanisms more widely to enable easier identification of accommodation in all tenures that meets their needs.

BAME and other minority needs housing

The requirements of BAME communities for culturally specific schemes or schemes which are supportive of people from a wide range of cultural backgrounds

- A1.86 London has a very diverse population and strategies for London's older people need to take account of the range of different cultures and the housing needs of older people who are the Lesbian, Gay, Bisexual and Transgender.
- A1.87 There is little literature relating specifically to the housing requirements of older BAME people in London. Research and good practice reports relating to older BAME people more generally identify common themes relating to housing and health needs, awareness and perceptions of housing for older people, aspirations and the positive and negative aspects of moving into specialist housing.

BAME tenure and housing need

- A1.88 English Housing Survey data for 2009-10³⁹ show that, nationally, White, Indian, and Pakistani or Bangladeshi households favour home ownership with over 60% of each of these groups being homeowners. Black Caribbean and black African households are more likely to live in

³⁹ English Housing Survey 2009-10, CLG

social rented homes - more than 40% of each group. The highest proportions of households living in the private rented sector are Pakistani/ Bangladeshi (22%), black African (27.2%), Indian (25.6%) and other ethnic minority groups (31%).

- A1.89 The Greater London Strategic Housing Market Assessment (2008)⁴⁰ shows that in London, Chinese (about 60%), Indian (over 70%), Pakistani (almost 60%) and other Asian (nearly 60%) households are more likely to be homeowners, Bangladeshi (over 60%) and African (nearly 60%) households are more likely to be in the social rented sector and mixed BAME (over 20%) and 'other ethnic group' (over 30%) households are more likely to live in the private rented sector.
- A1.90 Although the relationship between tenure and ethnicity is to an extent associated with culture and faith (e.g. attitudes to borrowing), it should be remembered that past tenure choices will have also been driven by income and affordability and are not a reliable indicator of current or future preferences or decisions. CCHPR research⁴¹ has found that the levels of educational attainment and income of British-born people from BME backgrounds are improving but 'the extent to which these positive developments will in fact reduce the demand for affordable housing from these groups in the near future is difficult to predict.'
- A1.91 Between 2011 and 2031 London's older ethnic minority population is projected to increase compared with the overall population of older people.
- A1.92 The ethnic minority population over the age of 80 is projected to almost triple, rising from 28,600 to 80,000. This means that by 2031 ethnic minorities are expected to make up around a quarter of the over-80 population in London, compared to just 12 per cent in 2011⁴².
- A1.93 Literature published by the South East and South West London sub-regional housing partnerships (see example below) indicates a partial understanding of the housing needs of older BAME people and a recognition that more work is needed to plan effectively for the future.
- A1.94 Housing Requirements of Older People in SE London⁴³ confirms the IPPR projection and demonstrates that the BAME population increase will not be evenly distributed:
- 'At the moment, pensioner householders in the sub-region are still predominantly White, however there is an expectation that the older population from BME communities will grow faster than the non-BME older population so there will be an increasing need to develop culturally sensitive services for this group.
 - As the BME population is greater in inner London boroughs, particularly Lewisham and Southwark, this is where most of the impact will be felt. However, during stakeholder consultation it was noted that Bexley currently has an over-provision of poor quality sheltered accommodation which has a poor uptake from BME communities.'

⁴⁰ Based on the 2001 Census

⁴¹ Understanding demographic, spatial and economic impacts on future affordable housing demand, Cambridge Centre for Housing and Planning Research, January 2008

⁴² Older Londoners, Institute for Public Policy Research, October 2011

⁴³ South East London Housing Partnership (SELHP), May 2010

A1.95 This latter point is a useful reminder that the availability of suitable services and the quality of specialist accommodation are as important as the quantity of housing if sustainable solutions are to be achieved.

A1.96 SELHP has undertaken more detailed analysis of its strategic housing market assessment (SHMA). Drawing on evidence from the survey of 7,250 households undertaken for the SHMA, the SELHP report also suggests that BAME pensioners are more likely than non-BAME pensioners to live in an extended family environment. Provision of housing for older people is seen by SELHP as a possible means of relieving overcrowding where older people are interested in moving to accommodation independent of the extended family:

'As severe overcrowding affects this type of household disproportionately this finding points to the need to plan to provide accommodation for a higher proportion of older people than has previously been the case.'

A1.97 The South West London Housing Strategy⁴⁴ recognises that understanding is not sufficiently developed, identifying a need for more work on the supported housing needs of ethnic minorities, in particular the needs of ethnic elders and that current provision should be assessed against that need.

A1.98 The strategy action plan proposed to take this forward by:

- Monitoring the proportion of new 2006/08 development funding to go to ethnic minority providers either directly or indirectly and ensuring development partners produce and;
- Deliver on their commitment to work with BME communities.
- Working to the Brent/London protocol and associated documents on all relevant new developments.
- Developing a culturally sensitive design brief.
- Improving access to housing advice amongst ethnic minority communities.

Health-related needs

A1.99 The Older Londoners report⁴⁵ highlights that there is projected to be a particularly steep rise in the number of over-90s living in London. The risk of dementia rises rapidly after this age, placing increasing demands on dementia services.

A1.100 Some service providers interviewed for the report expressed difficulty in providing support for people with dementia from BAME groups. This was partly because some groups have little understanding of dementia, and so it is not always recognised.

A1.101 This appears to be an issue that can be more effectively addressed by agencies other than housing providers although providers will need to be aware of their role in identifying early symptoms of dementia. The Older Londoners report recommends that, to meet the multiple needs of this group, local authorities and providers should prepare to develop appropriate services as diagnosis and awareness improve.

Cultural needs and aspirations

A1.102 The picture is mixed regarding the preferences of older BAME people for accommodation catering specifically for people of their own background.

⁴⁴ South West London Strategic Housing Partnership, 2008

⁴⁵ Older Londoners, Institute for Public Policy Research, October 2011 (drawing on GLA data)

A1.103 Gaps in knowledge of the needs of BAME older people are recognised in BME Older People's Joint Service Initiative – Analysis and Evaluation of Current Strategies⁴⁶ which summarises a 2005 evaluation of Health, Housing and Social Services policies in Sheffield towards BAME older people. It states that there is evidence that the needs of older people from the BAME communities are not fully known and further research is needed to discover what those needs are, especially into areas such as sheltered housing.

A1.104 CCHPR found⁴⁷ that BAME households have some specific wishes and preferences regarding the design of their homes, and some particular groups have specific needs in terms of language or help in settling in a new country. However, the housing needs and preferences of most households are influenced more by personal circumstances, household size and type, and children's best interest. To a great extent, the wishes and aspirations of BAME households are similar to those of White British: older people need accommodation they can get around, in areas near to family, social networks and social support.

A1.105 The report pointed to knowledge gaps regarding the needs and aspirations of older people from BAME communities and the housing needs of BAME families who care for their elderly relatives at home or would like to do so.

A1.106 Research in urban areas with relatively large BAME populations outside London reflects a similar picture while identifying specific design-related and social needs among specific ethnic groups.

A1.107 Research by Andy Steele⁴⁸ into the housing needs and aspirations of older people in Leicestershire found that Asian older people were reluctant to seek support outside the family and tended to prefer housing provided for a single ethnic group. However, he found that older people from other BAME backgrounds were more open to being part of a mixed community.

A1.107 Steele identified the following additional aspirations and preferences expressed by older BAME people, many of which would be shared by older white people:

- Residents from a range of ethnic/cultural backgrounds but emphasis upon understanding cultural needs of individual.
- Small schemes – promote interaction.
- Culturally specific facilities – prayer room, cooking facilities, Asian TV.
- Location – close to shops, community, place of prayer and public transport.
- Support services – warden contactable 24 hours (with cultural sensitivity).
- Facilities – adequate private space (minimum 1 bedroom) individual bathrooms, fitness room, ICT, communal space, accommodation for overnight stays.
- Entertainment – programme of social activities.
- Specific preferences:
 - Bungalows/flats centred around common space (cluster);
 - Design features – wheelchair access, bright colours in different parts of scheme; external and internal sensors; large signage; movement activated lighting etc.

⁴⁶ Housing LIN Case Study No20

⁴⁷ Understanding demographic, spatial and economic impacts on future affordable housing demand, Cambridge Centre for Housing and Planning Research, January 2008

⁴⁸ Salford Housing & Urban Studies Unit, University of Salford, June 2010

A1.108 Connecting Communities⁴⁹, research in Southampton found that elderly members of the Chinese community would prefer to live in sheltered housing if there were staff and clients of the same origin, to provide companionship and overcome isolation experienced by a proportion of elderly Chinese people living alone since their children left home.

A1.109 Connecting Communities also found that elderly people from a range of BAME communities have become less able to depend on their children and would access day care units and sheltered accommodation if staff were culturally sensitive and religious and cultural considerations taken into account when designing and managing these services.

A1.110 Some ethnic communities have proactively sought to create specialist accommodation for older people. In Middlesbrough, a local community development partnership between the local Chinese Community Association and a housing association enabled development of housing for older people, a community centre and retail/ business space. Community involvement ensured that culturally specific aspects of design were incorporated: different layouts and specifications for the kitchen area, wider corridors and a greater use of glass to ensure light and airy communal areas. There is no apartment number 4 as this is unlucky. The apartments are all connected to the Chinese satellite TV channel, at a small cost to tenants. Community facilities and businesses developed in a 'mini-Chinatown' have enabled the older people to stay in contact with the rest of their community.

A1.111 Recognising that such tailored provision is rarely feasible, the report *Developing Extra Care Housing for Black and Minority Ethnic Elders: an Overview of the Issues, Examples and Challenges*⁵⁰ focuses on issues around providing specific extra care housing to BAME elders as well as improving access to other housing options. It identifies issues to be considered in developing and managing extra care housing and services for BAME elders:

- Cultural, ethnic and religious identity.
- External considerations:
 - The location of the scheme
 - Engaging the BAME community
 - BAME voluntary organisations
 - Engaging the wider community
- Internal considerations to the Extra Care Home:
 - The physical and social environment
 - The nature of care provision.

A1.112 Overall the literature indicates that older BAME people value their identity and wish to be treated with cultural sensitivity. They are not totally opposed to moving to specialist housing (although awareness of options is limited) or resistant to ethnically mixed developments. As a minimum they require services to be sensitive to individual needs and lifestyles and access to religious and community facilities - factors that do not necessarily require a specific design of building.

⁴⁹ Southampton's Black & Minority Ethnic Housing Needs Research 2006

⁵⁰ Housing LIN, March 2006

Awareness and perceptions of housing for older BAME people

A1.113 As indicated by the Housing LIN Case Study evaluating policies in Sheffield, BAME elders tend to have only limited awareness of available housing options. This is raised as an issue in Steele's Leicestershire study and the BAME housing strategies of several London boroughs including Merton and Harrow.

Future provision

A1.114 HCA support for BAME housing associations has declined in recent years, which may mean that expertise in delivering culturally specific affordable housing is declining and such schemes for older people are less likely to be built in coming years.

A1.115 Views are divided as to whether there will be a demand for housing for older people from specific ethnic groups as second, third and later generations of UK-resident BAME people become more integrated and assimilated into wider society. Nor is it clear that the need for affordable housing will decrease.

A1.116 Anecdotal comment from a respondent to our research who has worked in BAME housing associations highlights the importance for older people of being able to communicate in their first language. Quality of life is enhanced by the ability to reminisce with people of shared culture and experience. Most people can take it for granted that they can express their cultural norms and values in their home. In many residential settings the cultural norm is often determined by the dominant culture of the majority of residents which can lead to feelings of isolation for some.

A1.117 Culturally specific services offer a choice which can address communication, reminiscence and cultural norms and values in a way that generic services do not. The respondent's observations suggest that these choices are not generally available at present - a view also expressed at our workshops.

A1.117 The ideal is for all provision to be inclusive in design terms but meeting requirements like a prayer room in mainstream developments will have implications for land use and hence the cost of development.

Role and potential of the private rented sector in London

Market share

A1.119 In 2011 only 3.5% of older Londoners (aged 65 and over) were private renters⁵¹. But as the number of older people in London increases, more of them can be expected to move into or remain in the private rented sector, in some cases due to lack of other choices.

A1.120 Data at borough levels about private renting among older Londoners is based on too small a sample to be statistically reliable, but does show more than 10% private renting among over 65s in Kensington and Chelsea.

A1.121 According to a recent London Assembly report, *Bleak Houses: Improving London's private rented housing*⁵², the distribution of private rented sector housing varies significantly across London. Ranging from 34% in Newham to just 6% in Havering, it forms more than 25% of housing stock in six inner London boroughs: Newham, Westminster, Wandsworth, Camden,

⁵¹ English Housing Survey, 2010-11

⁵² Bleak Houses, Greater London Authority, December 2011

Tower Hamlets and Hammersmith and Fulham. Most of this stock is occupied by younger Londoners.

A1.122 Greater numbers of private rented homes in London coupled with the general trend away from owner-occupation suggest that private renting is likely to be an important future housing option for Londoners.

Challenges posed by the private rented sector for people who will grow old in it

A1.123 Moving into this sector, in its present form, may mean that older people have to compromise on satisfying their needs for physical security, financial and social stability, ease of access inside and outside the home, with potential negative implications for their wellbeing and the demands they will place on public services.

A1.124 The Bleak Houses report provides evidence of the scale, condition and insecurity associated with the private rented sector in London:

- About a third of the private rented sector in London – around 280,000 homes – fails to meet the 'decent homes' standard.
- One in three private landlords is considered to be 'rogue', leaving tenants at risk due to poor conditions or sudden eviction.

A1.125 The evidence presented on London's private rented housing stock⁵³ suggests that is poorly suited to older people as they become less physically mobile:

- It is old - nearly half was built before 1919 to a standard falling below modern requirements – and does not benefit from the level of investment in improvements made by owner occupiers in properties of similar age.
- It is more hazardous than owner-occupation - with one and a half times as many dwellings with serious hazards posing risks to the health and safety of occupants.
- It is less energy efficient than all other tenures - with less insulation, double-glazing and central heating.
- Many properties are above the ground floor or difficult to install disabled adaptations - about a third are converted flats, a third are purpose built flats, terraced housing forms much of the remainder.
- The sector also contains more fire risks than other housing tenures.

A1.126 Poor condition private rented housing accommodates some of the most vulnerable Londoners. In Inner London, some 52% of households with two or more pensioners live in private rented housing with the worst hazards. By contrast, more than a quarter of single pensioner households in Outer London live in the most hazardous dwellings, as do those people with support needs.

A1.127 Rent levels, while determined primarily by demand, will also vary according to property location and condition. In order to rent at a level they can afford, older people (who are likely to be reliant on a more limited, fixed income derived from pensions and savings) may have to opt for a location where they do not feel safe and secure or are isolated from social networks. Managing limited funds in order to afford a tenancy deposit may also be challenging.

⁵³ Bleak Houses, GLA, 2011

A1.128 While planning policy may have a limited role to play in addressing these issues, lobbying or wider policy development that the GLA may undertake to bring about the types of action recommended by the Bleak Houses report (landlord accreditation, tax incentives for landlords who improve their properties and the provision of longer tenancies than the standard 6-12 month assured shorthold tenancy) will be of particular significance in helping to make properties more suitable for older people.

Help for older private renters

A1.129 Some support for older people living independently in their homes, including private rented housing, has been protected for a limited period. Laying the Foundations, the Government Housing Strategy for England⁵⁴, commits to maintaining the level of investment in Disabled Facilities Grant (DFG) and handyperson schemes through to 2014-15. Handyperson services help with small repairs, security and safety in the home.

A1.130 DFG, which helps to fund the provision of home adaptations for disabled people, was set at £178.2m nationally for 2011-12 and is usually 'topped up' by a local authority contribution. London received £23.3m of the allocation for England in 2011-12 (compared with £23.1m in 2010-11)⁵⁵ - effectively a greater reduction when rising costs of materials and equipment are taken into consideration. Some boroughs, such as Camden, refer to the problem of private sector landlords refusing to adapt their properties, leading to the local authority having to rehouse older people out of the private rented sector as their needs change.

A1.131 Funding for additional services provided by Home Improvement Agencies (HIAs) is not protected and will be vulnerable to London boroughs' decisions regarding investment in services which they fund directly or through Supporting People budgets.

Specialist private rented retirement housing in London

A1.132 Telephone interviews with two providers of privately rented retirement housing - Girlings and Goldsborough Estates - show that there is an extremely small (a few hundred properties at most) and popular specialist retirement rental market in London.

A1.133 Girlings is a specialist lettings agency for retirement property offering Assured Tenancies (with service charge and maintenance included in the rent) on most retirement properties, allowing tenants to stay in the property for as long as they wish. Security of tenure is a major selling point. Girlings are also working with local authorities to deliver under-occupation programmes.

A1.134 Their current London portfolio consists of 100 sheltered properties, mainly with one bedroom and located in outer London.

A1.135 Goldsborough Estates manages leasehold retirement housing developments where some homes are let rather than owner-occupied, either by the management company or by individual owners. This is marketed as 'assisted living' with services such as meals and laundry provided and packages of care available to purchase from an adjacent care home. The properties are attractive to older retired people and those who anticipate a future need for care. Renters tend to move from owner-occupied property within the M25 or to be closer to family.

A1.136 The company has 81 leasehold retirement properties in three developments in Highgate, Blackheath and Kensington. The number of properties available for rent on these

⁵⁴ DCLG, November 2011

⁵⁵ DCLG figures

developments varies according to the state of the London housing market, which can fluctuate considerably. At present the retirement ownership market in London remains strong with prices still rising so the tendency is for owners to sell rather than let properties, reducing the already limited opportunities for rental.

A1.137 In the case of both companies, owners' main reasons for letting are:

- Having inherited a retirement property.
- Being unable to sell the property in the current financial climate.
- Having bought a retirement property for their own future use.
- For investment - holding a retirement property for long-term rental yield and capital growth.

A1.138 Residents are predominantly female, moving into the housing in their late 70s/early 80s. Length of stay averages 5 years, (i.e. turnover is 20% per year) with tenancies coming to an end due to death, moving to residential care or moving to live with family.

A1.139 Neither company experiences friction between owners and renters. One company's policy is for a letting option to be written into the lease when the development is first completed. Where managing a scheme that does not have that option, the views of the existing residents will determine whether it is agreed that individual flats can be let.

A1.140 Demand is high, growing and is expected to continue to grow. In both companies' experience the main reasons for retirement renting are: downsizing, return from abroad, release of capital to fund retirement needs, particularly when other savings or investments are under pressure or generating very little income.

A1.141 Other key drivers and features include: companionship, security, and more manageable accommodation.

A1.142 Goldsborough have also found a recent increase in the number of rentals pending purchase, enabling people to move into retirement housing on a rental basis for up to 12 months pending sale of their previous home. Upon completion of the sale, the vendors are able to complete the purchase of the retirement property they occupy. In a stagnant housing market this model can provide a useful service to older people making 'crisis' moves, enabling them to move to more suitable accommodation without having to wait for their home to be sold.

A1.143 The preferred location for additional properties would be inner London but the combined costs of land and of the additional facilities provided in retirement housing are regarded by these companies as too high for development for private rent to be viable. Certain parts of outer London which are perceived as aspirational would also be attractive and, while still expensive to develop, represent less risk than more central locations.

Emerging models and opportunities to increase the supply of better designed and managed private rented homes

A1.144 Laying the Foundations sees the private rented sector as playing 'an essential role in the housing market, offering flexibility and choice to people and supporting economic growth and access to jobs.'

A1.145 Government policy in this area includes:

- Legislating on changes to Real Estate Investment Trusts (REITs) in the 2012 Finance Bill.
- Marketing new Build to Rent pilot sites through the HCA.
- An independent review of barriers to investment in private homes for rent.
- Working with industry to drive up standards and improve consumer awareness.
- Encouraging local authorities to make full use of the robust powers they already have to tackle dangerous and poorly maintained homes.

A1.146 As housing associations face fewer opportunities to develop affordable housing supported by grant funding through the HCA, some associations are already diversifying or widening the range of services they offer including moving into developing or managing property for private rent. Avenue, the private sector leasing arm of AmicusHorizon, offer long term guaranteed rent leasing solutions to private landlords and work with local authorities in south east London, Kent and East Sussex.

A1.147 Sovereign Living Ltd, the trading arm of Sovereign Housing Association, has been purchasing homes to let at market rates since 2010. It is reported⁵⁶ that Sovereign aims to add 100-200 private rented homes per year to its portfolio. All the homes have so far been located in South West England. The Sovereign Group has indicated that it does not operate in the market rent scheme in London, and has no current plans to do so. There have not been a significant number of older people taking up the market rent properties. Similarly, mhs homes in Medway, Kent have developed a private lettings and estate agency arm.

A1.148 Genesis Housing Group manages approximately 1000 private rented homes for private landlords and investment companies, including property in London, and intends to expand this activity.

A1.149 London Plan Policy 3.8 Housing Choice, requires boroughs to ensure that all new housing is built to Lifetime Homes Standards and ten percent designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users. This goes further than Laying the Foundations which draws back from any statutory requirement to build to Lifetime Home Standards (although the Government has restated its support for new homes to be more accessible or easily adaptable). This will benefit future tenants as well as owner-occupiers. The role of design in meeting the needs of older people more generally is discussed in the section on access and disability.

Conclusions

A1.150 The private rented sector in London is already large and is expected to expand further. It does not currently provide accommodation for large numbers of older people but more older people are likely to live in the private rented sector as the population of the city ages. Condition, design, volatile private rents and insecurity of tenure mean that the sector is not conducive to the needs and aspirations of older people.

A1.151 There is a risk that poorer older people could be priced out of the sector as welfare benefits reduce and other sources of public funding come under increasing pressure.

A1.152 Prospects for improved stock condition are also discouraging with funding for DFG only protected for the next three years and mandatory requirements to build to Lifetime Home Standards having been withdrawn.

⁵⁶ Inside Housing 9 December 2011

The role of the planning system in delivering housing choice for older Londoners Apendicies

A1.153 A popular but small, specialist private rented retirement market exists and has potential to expand to meet demand but expansion would require a greater supply of existing property or substantial investment to build additional property.

A1.154 There are some positive signs:

- Landlords are to be required to comply with minimum energy efficiency standards.
- New players with higher management standards are entering the market.
- There is potential for more specialist provision.

Appendix 2: Funding issues

Capital and revenue funding

Current and emerging capital and revenue funding issues and evolving policy

A2.1 London's population of older people is increasing at a time when we face considerable challenges in our ability to address their housing needs; both in terms of capital and of revenue spend. There is a projected increase of 33% from 2011 to 2031 in the number of people aged 65 and over, with persons aged 80 or over increasing by 75%. The number of persons aged 90 or over will double, rising from 47,500 in 2011 to 97,500 in 2031 (GLA Commissioned Table). Yet we have, and are providing, less accommodation for older people than we used to do. The situation has been described as:

"At present the housing market in the UK simply doesn't reflect the types of choices older people aspire to. As well as the huge number of problems with existing stock, there is a serious shortage of new housing specially designed for older people, whether 'specialist' or 'non-specialist'. Given the demographic projections, the glacial pace of new development of housing particularly suited for older people suggests that, as a country, we are sleeping walking into an ageing society."⁵⁷

A2.2 New approaches are needed to address these challenges, and a failure to do so will lead to unsupportable demands on the health and care budgets, and avoidable diminution of quality of life. Also, unless we are able to build suitable housing to encourage people to downsize from the family home, we will have increasing numbers of small older households in family sized homes. In the social sector this could lead to increasing numbers of homeless and overcrowded families, and in the private sector it potentially limits the re-use of homes by families.

A2.3 There is clear evidence that appropriate housing that is designed to help people maintain their independence can contribute significantly to reducing the growing pressures on care and health budgets. For example, Cap Gemini research commissioned by CLG found that an investment of £1.6 billion in housing-related support services generates savings of £3.41 billion in the public purse⁵⁸. As Health and Wellbeing Boards are established and the role of Public Health is returned to local government there is now an opportunity to grapple effectively with the need to develop joined up strategic approaches covering housing, care, health and planning, and to recognise the savings to health budgets that appropriate housing can achieve. The Mayor of London has a new suite of powers which can facilitate this.

A2.4 The draft London Housing Strategy recognises that the devolution of housing powers creates the opportunity to bring together the land and property assets of the LDA and HCA under the Mayor's direction. These assets can make an important contribution to driving housing delivery and promoting wider regeneration. It would be possible to secure accommodation for older people as an integral part of any development on former RDA/HCA sites by working with the boroughs to ensure that land is allocated for older persons' housing in the relevant borough's LDF, where there is local evidence of need and if this does not compromise development or other local priorities.

⁵⁷ Centre for Social Justice: Age of opportunity: transforming the lives of older people in poverty, July 2011

⁵⁸ CLG (2009) Research into the financial benefits of the Supporting People Programme

- A2.5 London has a very wide range of wealth, of income disparity and access to assets. Solutions are needed across the whole range of provision, from wealthy owner occupiers who might be willing to downsize, to those whose assets are not sufficient to buy them appropriate housing, to those currently growing older in the private rented sector or in affordable housing. The bulk of London's specialist housing for older people is in the social sector, but funding of new schemes and funding modernisation of existing schemes is becoming ever more problematic, and anecdotal evidence from the workshops held by the GLA as part of this study, much of the existing stock of social sheltered housing is no longer fit for purpose. This was confirmed by telephone interviews with several London authorities.
- A2.6 Almost 90% of older people live in mainstream housing across the UK, and the majority of people will continue to wish to live in their family home, however, there is evidence that with information on alternatives and advice and support, as well as suitable attractive downsizing options, more people will move. We need enticements to encourage people to move, but it is also likely that financial pressure to do so will increase as heating and repair bills continue to rise. In considering how to fund housing options for the growing numbers of older people, the Government and Treasury may consider how to bring into use some of the equity owned by older people.⁵⁹ Whatever policies to encourage downsizing are adopted, and however many new homes we create, given the numbers of people over 65 in London now and in the future, the vast majority will continue to live in their own homes by choice or necessity. Supporting them to live in their homes will require new approaches to funding adaptations, repairs and retrofitting energy efficiency measures to an ageing housing stock. Older people are particularly vulnerable to the effects of cold in winter. Improved heating and insulation enables homes to be heated at lower cost improving health and wellbeing and their financial position. Full details of the Government's "Green Deal" have yet to be announced; marketing will need to be carefully tailored for older people to consider the disruption to their homes worthwhile.

Downsizing potential in the private housing market

- A2.7 Nationally 68 per cent of people aged 65 and over own their own homes. This is projected to rise to 75 per cent by 2026. The proportion of Londoners aged 65 and over who own their own homes is currently 65% (GLA Commissioned Table). Many of them under-occupy family sized homes, and whilst for the majority staying put may well be the best place to support them as they age, a significant minority would be able to live "younger longer" if they could move to a suitable property that supported their independence, was easier to maintain and cheaper to heat. The UK has a much less developed "retirement" housing market than many other countries such as the USA, Australia and Scandinavia, and across all tenures and levels of affordability. London has very little suitable accommodation into which people can downsize, even when they wish to.

The top end

- A2.8 There is a significant potential market opportunity for developers to provide attractive, spacious flats that will entice older Londoners who have valuable family homes to downsize and either sufficient income, or sufficient equity to convert to income, to meet service charges. Most of these at present are in mainstream developments, such as serviced flats in Central London, and there is also small but growing interest in specialist schemes, such as developers in models of luxury retirement schemes or villages, of which an example at the very top end of luxury retirement is a new development by Lifecare Residences in Battersea Place which will provide 122 apartments (from £400,000 - £2.4m), and a 30 room nursing home,

⁵⁹ Knight Frank Ageing Population research 2010

with amenities including a concierge, restaurant, café bar, swimming pool, spa, library and cinema room.

- A2.9 The scale of the potential market for downsizing properties is huge - in the UK as a whole it is estimated that over 65's hold a £trillion worth of unmortgaged equity⁶⁰ (this is across all property, not just the top end). Working together with the development industry to overcome the hurdles to provision should enable more housing to be developed that is specifically aimed at this older market, particularly mainstream flats in general schemes (not just marketed for retirement) built to good space and accessibility standards in attractive settings. Design and density approaches are required that enable housing for older people to compete with general needs housing, as it is hard to achieve the added space requirements at values that can compete with the general market. The majority of London's older people live in outer London and will seek to be housed there, but there is a market for some who wish to stay in or move to Central London to enjoy its cultural activities or to be close to family and friends.

The cost of development throughout the London market

- A2.10 To date private developers have been resistant to build to Lifetime Homes Standards, quoting expense as a disincentive. The HCA have calculated the additional cost to be £547 per new home⁶¹, which they do not feel should prevent developers from adopting the LHS. They feel there is a compelling case for private developers and local authority planners to ensure that all new housing is built to these standards, and that it represents a potentially huge market opportunity.
- A2.11 Developers talk of the risks of specialist housing, as they need to provide communal space which might be 25% of the development for retirement housing and 35 - 40% for extra care, but which has no sale value, and on schemes where there is little advance purchase and older people may find it hard to sell their own homes. Developers say they cannot compete to buy land with general housebuilders who may sell off plan. Some consider that having to make contributions to the Community Infrastructure Levy could further threaten viability of potential schemes.

'Squeezed middle'

- A2.12 There are very few options for the large number of owner occupiers without a significant asset and/or income. We do not have data to measure how many people are in the position of not being eligible for assistance from the state, but with inadequate resources to meet their own needs as they age. Much of the scale of this problem is hidden behind closed doors, and many of these people do not seek help, either assuming that they are not eligible, or unaware of what help there may be.
- A2.13 Developers such as McCarthy and Stone, who develop about 70% of the middle value retirement market, say that they cannot develop in Central London as land values are too high. They develop in areas where people can sell a 3 or 4 bed house and buy a (predominately) 1 or 2 bed apartment and they can offer support with selling the old home and moving. Given the potential size of this market, the number of new schemes is low. Owner Occupied Retirement Housing (OORH) currently represents 2% of the UK housing market, and as the numbers of older people increase, just maintaining that 2% would require national provision at more than double the rate that is currently being built. Michael Ball's report suggests that nationally

⁶⁰ Housing Markets and Independence in Old Age: Expanding the Opportunities. Michael Ball, May 2011

⁶¹ Housing Corporation (2007) National Affordable Housing Programme 2008-11 Prospectus

OORH is not affordable without other funds for people whose home is valued in the lower 40% of local values.⁶²

- A2.14 For those with a lower level of equity or in lower value homes (such as ex Right to Buy) the only potential options are shared ownership, where on HCA funded schemes they can buy up to 75% of the value of the new home from the sale proceeds, or shared equity. The availability of these schemes is limited. Owner occupiers with property of a value deemed appropriate can access homes funded through the HCA . The HCA 2008/11 London Allocations show that two schemes were allocated funding for Older People's Shared Ownership (OPSO) for older people, each of 20 units, one in Greenwich and one in Havering (these will be completed in later years). The national HCA programme is small, showing sales in 2009/10 to older people of 191 homes out of total sales of nearly 3,000, with an average income for older people of £6,358.⁶³
- A2.15 The HCA 2008/11 completions for older people in London by borough show the following LCHO (low cost home ownership):
- 2008/9 - 10 units in Merton, and 119 units for rent for older people across all London boroughs
 - 2009/10 – 12 units in Hillingdon and another 12 units in Redbridge, giving an LCHO total of 24 plus 52 units for rent
 - 2010/11 – 0 units for LCHA and 253 for rent
 - 2008/11 total completions for older people in London: 34 units of LCHO plus 425 units for rent (total 459)
- A2.16 A few developers offer a proportion of sales through shared equity and in the private sector the developer can chose what % to offer. Research outside London suggests that 20% of older owner occupiers cannot afford to buy outright but most of them could afford an 80% shared equity product.
- A2.17 Further research could be undertaken to identify whether this level of funding accurately reflects demand, or whether there is scope to expand the level of shared ownership and shared equity schemes in the public and private sectors to offer a range of attractive options (mainstream and specialist) for owner occupiers of limited means. This would need to be linked to better information and publicity about these products, and to thinking through the current difficulties and perceptions of problems in reselling some shared equity/ ownership homes.

Demand for two bed units

- A2.18 The majority of London's housing for older people is in the public sector, and there is a considerable mismatch between the housing stock and housing need. There is growing pressure to encourage older people who are underoccupying family sized homes in the public sector to downsize, and there have been several initiatives linking housing advice and support to help people move, which can be very successful if there is suitable accommodation to move to. Many people want a 2 bed rather than a 1 bed home (to have separate bedrooms, or room for family or carers to stay etc), but some boroughs' policies will only allow them to offer a

⁶² Housing Markets and Independence in Old Age: Expanding the Opportunities. Michael Ball, May 2011

⁶³ HCA data compendium 2011

single person a bedsit or small 1 bed unit. There is a severe shortage of suitable accommodation, for example in Westminster there is an 8 year wait for a 2 bedroom home. Ideally downsizers would be offered homes built to Lifetime Homes Standards, in Lifetime Neighbourhoods, with security, good access and sufficient space for their belongings and activities, close to their existing community networks, and we need to find ways to build more of these. One possibility might be to consider small infill developments on, for example, unused garage blocks on estates, where people are able to receive care from a neighbouring hub, and where they can stay in their own communities.

- A2.19 Downsizers are now in competition for smaller units with households of working age that have to move because of changes to Housing Benefit if they occupy additional rooms. Also as more housing association accommodation is relet at “affordable” rents, flats offered to downsizers may be at rents considerably higher than they currently pay.

Provision of specialist housing

- A2.20 There is a wide range of differing kinds of specialist housing across all tenures, and we need to consider how to make these models work better to become housing of choice, in addition we should consider whether new models can help us address our new challenges, such as some of the examples from Europe examined in the HAPPI report. All schemes require revenue funding for care and support services, and in the private sector these may be funded through a service charge and/or an insurance payment. For many people the affordability of service charges is a key factor influencing their decision to move.

- A2.21 In the affordable housing sector, several housing associations are withdrawing from the supported housing field, some because they see it as too risky. With personalisation, people can choose their care provider, and where local authorities place contracts, the care provider is no longer necessarily the landlord, with separately tendered care and support contracts. This separation of functions has been one of the contributory factors which has led some associations to withdraw from the sector, as the financial viability of their provision may be less secure, and in some instances, because they do not like retaining the landlord role when they cannot also fulfil the support role. It does appear that there will be many fewer associations wishing to develop specialist schemes for older people – a combination of there being fewer of them in the field, and the high expense and perceived risk of the schemes, and that some of the specialist providers who remain active in this field are not at present seeking to operate in London.

- A2.22 The reduction in funding through Supporting People, which is significant in many areas, has led to increases in service charges in many schemes, seeking to recover some of the lost funding. This in turn has led to changes in allocations, as some people who are not eligible for Housing Benefit are finding the combined rent and service charge is unaffordable. So where the tenancy agreement stipulates payment for the services provided such people are not taking up the tenancy but choosing to stay put, remaining in homes where they may have no access to care and support. Those with savings can be very reluctant to deplete them, and consequently will not move to schemes with high service charges. Many schemes are either jointly funded with other local social care sources or local Primary Care Trusts, and are dealing with changes to their funding and in some cases, withdrawal or reduction of some services. New schemes will be let at affordable rent, and the ceiling for affordable rents of up to 80% of market rent must include service charges, which some providers are increasing to replace lost Supporting People revenue. This can threaten the viability of some schemes, particularly when compared to the viability of a general needs scheme on the same site, and further reduce supply.

- A2.23 Specialist housing solutions can deliver benefits to individuals' wellbeing through increasing independence and can also achieve significant cost savings to local budgets. This has been evidenced in the HCA report⁶⁴ which analyses and quantifies the financial benefits of HCA investment in terms of financial saving for government in the areas of health and social care.
- A2.24 Now that the HCA funding programme is with the GLA we suggest that the GLA carry out a thorough review of the current HCA programme of housing for older people, to gain an accurate picture of what is happening and is likely to happen to future provision, as it appears that there will be far fewer new affordable schemes in the near future, especially of Extra Care as grant rates reduce. At the same time private developers are identifying hurdles which restrict their provision, particularly in central London. New schemes must address the cultural needs of London's diverse communities. Signposting people to equity release and insurance products could help them have confidence about their ongoing ability to fund the care and support in schemes, and this is discussed in the section on equity release.

Sheltered public sector housing

- A2.25 Whilst figures can suggest that there is an oversupply in some areas of sheltered housing, a closer look reveals a shortage of accommodation that is suitable to meet the needs of an older population. For example, SELHP (South East London Housing Partnership) have provided figures for Bexley showing that of local (resident in Bexley) demand from applicants in CBL priority categories 1 - 4 for sheltered housing (with an average age of over 75), there were 220 bids which achieved 43 lettings.
- A2.26 Much of the current sheltered stock was constructed up to 50 years ago, with a high proportion of bedsits, a lack of lifts and some sharing of facilities such as bathrooms. It was envisaged that people would move into sheltered at a younger age, and then might need to move on to residential care as they became frailer. Where these schemes are well located, they can be popular with "younger old" and may house, for example, people coming out of the private rented sector or older homeless from hostels. Where local authorities allocate sheltered housing through a sheltered list, restricted to people assessed as having mobility, care and/or support needs, such old schemes can become hard to let. Many are outmoded and in need of substantial modernisation works, or of decommissioning, either to be used by a different client group, or for demolition. Finding the funding for such works is difficult, but as the ability to fund new schemes diminishes, bringing older stock up to date should be given higher priority, as with some investment much of it could provide much needed provision, even if for a different needs group.
- A.2.27 The role of sheltered has changed, as resident wardens have been replaced with floating support and personal care budgets. Increases in service charges have led some who self fund and are not eligible for Housing Benefit to perceive schemes as unaffordable, thus maintaining a mix of residents becomes more difficult, and schemes can then become less attractive to some residents who may benefit from them. New ways of meeting the needs of all are required, including those with some, but not large, savings and/or income. If provision of resident staff is not affordable, it will not be possible to ensure that schemes provide a "human heart" – that there is sufficient continuity in those providing floating support for people to interact with known individuals rather than a series of unknown faces.

Extra Care sheltered public sector housing

⁶⁴ Financial benefits of investment in specialist housing for vulnerable and older people, Frontier Economics analysis for HCA

A.2.28 In recent years there has been considerable interest in Extra Care Sheltered, which was helped by funding from the Department of Health (now finished but in 2008/11 the national total was £80m, often used alongside HCA funding). The number of new extra care schemes in the pipeline has decreased substantially since the Department of Health funding programme came to an end. Interpretations of extra care tend to vary but fundamental to the concept are the availability of 24 hour care on site and self-contained accommodation for all residents. Many schemes are wholly social rent, funded by the HCA, but others include shared ownership, and some include private sale as well, whilst some are led by the private sector. Sizes vary, from 40 units upwards, and the largest ones are incorporated in retirement villages, sometimes of over 250 homes.

“The CSJ has seen firsthand the promise Extra Care housing holds for older people with care needs to maintain their independence for as long as possible . . . To make Extra Care a real choice for far more people. . . councils need to consider other ways of developing specialist housing products such as offering land and asset transfer arrangements.”⁶⁵

A.2.29 The concept is to maintain a mix of frailty, and to include some more active, younger old. For most publicly funded schemes pressures on adult social care budgets now means that the proportion of very frail people nominated is higher than originally intended, to achieve savings on residential home costs. Some adult social care authorities find the rent charged too expensive, and voids can be a problem in some schemes. Linked to this, pressures on Supporting People and other revenue budgets may reduce the social activities on offer. As residents age in schemes this can mean that some of the communal spaces or space in the flats are not well used and this can call into question whether the original concept can still have a role in these times of austerity. Pressures on revenue budgets make it hard to maintain schemes to the level of service provision originally intended, and pressures on capital budgets mean that few new schemes may be built to the standards of recent ones with public funding.

A.2.30 Where schemes are of mixed tenure, private purchasers (whether outright or as shared owners or shared equity) may be put off buying into a scheme where the social tenants predominately have age related impairments. The model also faces challenges as HCA grant rates per person are now much reduced, and these schemes have always been expensive. Where schemes depend on cross subsidy from sales, several providers are now thinking that it is better to keep some separation between tenures, such as with separate cores, and perhaps to include a smaller proportion of affordable rent, as there is less grant, and to better reflect the proportions of the local community who are owner occupiers.

A.2.31 A potential new model for Registered Providers is given in the box below:

Providing Extra Care without grant

A potential new model is being considered by one Registered Provider as a means of providing mixed tenure Extra Care without social housing grant. An owner will purchase a flat and sign a tenancy agreement to say they will buy their care package from the on-site provider. This would enable the developer to offer 80% sale 20% affordable by cross-subsidising the development using the profit from the revenue stream from the care. We understand that this is legally acceptable for people buying a flat, and legal for a Registered Provider to offer to a tenant if they can make a free choice whether to accept (i.e. if they can choose to bid for a scheme). It would not be possible for a local authority to do this.

⁶⁵ Centre for Social Justice: Age of Opportunity: Transforming the Lives of Older People in Poverty, July 2011

A2.32 Extra Care has demonstrated clear benefits in improving people's independence and in reductions to the cost of care compared to residential care. The benefits of this new approach must not be lost, and ways of providing the key elements in an affordable way need to be found. Some private developers are exploring the potential for wholly market extra care schemes, perhaps linked to retirement homes.

Personalisation

A2.33 The model of care provision is moving away from those based on an institution to more individually based provision. This means that more people will be able to continue to live in their own homes. There are considerable challenges about the level of support that people can expect to achieve, with pressure on Disabled Facilities Grants and all forms of support and care across all sectors. Personalisation also requires the development of a new relationship between commissioners and older people, who expect to have far more choice and control of a comprehensive package of support, which includes housing support.⁶⁶ As people grow older and at greater risk of dementia, managing a personal budget can become demanding, as is discussed in the section on dementia.

Pressures on all revenue budgets

A2.34 It is now a critical time as pressure on budgets mounts ever higher, and our ability to provide appropriate care to older people is ever further stretched. Age UK⁶⁷ say that care and support in later life has reached financial breaking point, and that, before the spending cuts, out of 2 million older people in England with care-related needs, 800,000 receive no formal support from public or private sector agencies, thus this figure is likely to pass one million between 2012 and 2014. They project that spending cuts will reduce spending on older peoples' care by £300 million over 4 years, and that real spending on older people's care will be £250 million lower in 2014 than in 2004, yet over the same period the number of people over 85 has risen by two-thirds (630,000 people). They say that in 2005 half of councils provided support to people assessed as having 'moderate' needs, but in 2011 the figure has fallen to 18%, and as a result the number of people receiving local authority funded care at home has been slashed from 489,000 in 2004 to 299,000 in 2009. They refer to the long-term grievances regarding a means-tested system which asks homeowners to meet almost all the costs of a care home (often paying a higher rent that subsidises those paid by the local authority⁶⁸), and that some can use up all of their life savings whilst others pay nothing. How to fund care in the future is the subject of the Dilnott Commission report, but whatever system of individual contribution is adopted, state funding will continue to be vital.

Pan London approaches

A2.35 There would be benefits to more pan London and sub regional approaches. There is considerable anecdotal evidence of a reluctance of some local authorities to support schemes for older people which they feel will "import" older people into their boroughs who will (or may later when their own resources are depleted) call on their stretched adult social care budgets. While most older people wish to remain in their own area, some wish to move from one borough to another, for example, to be closer to family support, or to find an affordable solution, and traditionally many people have moved to outer boroughs from central London as they age. Seaside and Country Homes is an example of an approach (originated by the GLC) to offer older people from inner London vacating family sized social rented homes the chance to move out of London. The programme still helps people move out, although few new schemes have been brought into the original pool in recent years. Now that the GLA has taken over the

⁶⁶ National Housing Federation (2010) In your lifetime: A vision of housing, care and support for an ageing society, NFA.

⁶⁷ Age UK Care in Crisis: Causes and Solutions May 2011

⁶⁸ Age UK Care in Crisis: Causes and Solutions May 2011

programme, the potential scope to expand it can be explored. There may also be scope to explore the potential for further schemes in which local authorities would be willing to host schemes where collaboration would bring them some benefit in nominations.

Procurement

A2.36 New models of procurement for complex schemes are needed. In the public sector where local authorities seek to deliver their complex older persons' housing provision through tendering, the procurement routes may not deliver the desired outcomes. Competitive Dialogue is very expensive and time consuming for all involved, and does not give the local authority or other client as much control as they would wish over all elements, the design quality, service delivery and so on. The alternative of OJEU tendering is not suitable for complex schemes that need a partnership approach, building a team from day one to approach all the challenges and plan the details of design together. One possible solution might be for neighbouring local authorities to join together in a framework agreement.

The local authority strategic role

A2.37 Housing and Planning should be involved in Health and Wellbeing Boards, and local authorities should be able to integrate services for older people with the provision of appropriate housing and investment in existing homes into the wider local authority agenda. This could be assisted by the integration of health and social care with personalisation, and a more outcome focused service delivery. The Equality Act 2010 requires public bodies, such as local authorities, to meet statutory duties for equality which includes older and disabled people. Involving planners and raising their awareness of the range and diversity of housing options for older people is a vital part of this joined up strategic approach. Local authorities are expected to draw up Local Investment plans with the HCA, and to develop place based budgets from a range of funding streams⁶⁹. These may include:

- Social housing grant
- Supporting people funding
- Warm front grants
- Home improvement grants and loans
- Disabled facilities grant.

A2.38 There is a need to align key strategic plans including the older person's housing strategy, the sustainable community strategy, plans for adult social care and spatial planning, bringing planners into the heart of strategic thinking about older people. The three principle evidence bases should also be aligned: the Strategic Housing Market Assessment (SHMA), the Local Investment Plan (LIP) and the Joint Strategic Needs Assessment (JSNA).

A2.39 Older people should be involved through Localism in decisions about their housing and care:

"The key to making places fit for us to flourish in is to involve us in local planning and decision-making."⁷⁰

New models of housing for older people

A2.40 As the Baby Boomer generation reaches retirement, expectations are changing. New models are required offering a wide range of choice of both mainstream and specialist housing for older people covering the full range of affordability. Design should be flexible to allow for

⁶⁹ HCA Affordable Homes Programme 2011-15 Housing for Vulnerable and Older People - Supplementary Information

⁷⁰ Age UK (2010) Our Power is our Number: Using our Voice, Using our Votes, Being Heard, Age UK

changing needs and service delivery models. Best practice design recommendations are included in the HCA's HAPPI⁷¹ report, including schemes that provide a range of services acting as a hub for the wider community, and co-housing schemes, where older people work together to create their own housing scheme. These are popular in northern Europe and the USA but have not yet taken off here, although they promise great potential for self organised solutions to housing, and can encourage people to downsize at a younger age.

- A2.41 There is a new interest in "self build" and "self commissioned" housing, which whilst they may comprise up to 50% of new development in some North European countries, have traditionally been a minority interest in the UK. More older people may be interested in exploring the options that this gives them to create the kind of living environment that they desire for their retirement, and fewer may move to Spain, France and other countries, as property value uncertainties and pressures on the Euro continue.
- A2.42 New approaches to co-housing or people coming together to create new communities may be a part of this, and these new approaches to provision and design may influence the mainstream, and lead to the adoption of some of the European approaches to design in the UK. High land prices mean that these approaches may be more challenging in London than in other parts of the UK, except where land is used effectively through shared facilities such as laundry rooms and guest rooms, rather than each home duplicating provision.
- A2.43 Programmes should be developed locally as well as nationally to encourage people to consider their future housing options at a younger age, linked to housing advice and good publicity for aspirational schemes⁷².
- A2.44 An example of a possible solution to staying put and the provision of care in a viable way is given in the box below:

'Hub and spoke' models

Models of 'hub and spoke' may be appropriate for the future, where support facilities are provided in the heart of a community, perhaps with private and affordable specialist provision adjacent, but providing a wide range of facilities to the wider community. This is compatible with high density, inner city living. It is suggested that developing these models may be a key to the future, as proximity to a hub would enable people to live in more mainstream housing (built to Lifetime Homes Standard in Lifetime Neighbourhoods) and could overcome the need for much communal space in schemes, and therefore attract more public and private sector provision of older people. It might also give confidence to developers who are nervous to take on the role of providing care and support, if these are seen to come from an adjoining facility.

- A2.45 Specialist schemes will be needed to address the needs of the increasing number of people who will become very old, and suffer frailty including dementia, and all schemes should be sensitive to the range of cultures from London's diverse minority communities.
- A2.46 To enable as many people as possible to access new housing schemes, they need to be linked to a wide range of equity release products and forms of shared equity. We suggest that consideration be given to creating a new product to encourage shared ownership for older

⁷¹ HAPPI Housing our Ageing Population: Panel for Innovation, HCA (2010)

⁷² Housing LIN Viewpoints 17 & 19 on Downsizing 2010 & 2011

people similar to “First Steps” (though it will need a better name than “Last Steps”), and to encourage providers to offer the opportunity to more older shared owners to staircase down to release equity.

A2.47 Proposals to attract private institutional investment, and pension fund investment into new models should continue to be developed.

Tackling existing stock

A2.48 The vast majority of older people will continue to live in their own homes, and however successful a building programme for older people's housing might be, it is most unlikely that it could provide new homes for more than a small percentage of London's over 65's. Solutions need to be identified that rise to the challenge of funding improvements to the existing housing stock, to ensure that it is fit for purpose and can support people as they age in what is likely to be an environment with continuing pressure on funding the provision of care. Society will require more investment in aids, adaptations, assistive technology and support services so that older people remain safe, supported and independent,⁷³ and there is also a need to improve energy efficiency. The many who are self funders will need to have access to appropriate advice and the development of trust worthy equity release and loan products must be encouraged, to enable them to fund the required adaptations.

A2.49 Consideration must also be given to how to use existing stock more imaginatively, and local authorities can develop policies to promote alternatives. Home share schemes can be very effective in providing affordable accommodation in a spare room in return for help with the older tenant or homeowner. Redbridge Council is piloting a scheme “Freespace” where older owner occupiers with suitable 3 or 4 bedroom homes can rent them to the Council, (who use them to house families) whilst renting a more suitable smaller flat or moving into sheltered. There are implications for tax and benefits which need to be considered, and some specialist schemes may have a higher rent than the family home will generate, but it is an interesting model which preserves the equity in the family home until after death. The Council assists with the practicalities of moving and manage the owner's property.

A2.50 The Redbridge example of a downsizing scheme is given in the box below.

Freespace

The *FreeSpace* Scheme is a housing option aimed at freeing up space for families in housing need, in partnership with mature home owners who are under-occupying their home and who would like to move.

The scheme is intended for people who want to move because the property is too big or difficult to maintain and heat or who want to move to a different area for example to be nearer relatives, or to be in a more social environment.

The Housing Service will advise and assist them with options through which they can obtain suitable alternative accommodation. This may be sheltered accommodation or in the Private Rented sector, with advice and full practical assistance on finding and actually moving to suitable private rented accommodation in the area of their choice.

⁷³ Good Homes in which to Grow Old – Local Government Group July 2010

The vacated property is leased to the Council for letting to families in housing need. The owner receives free property management and all of the rent.

The Council refers interested clients to their partners DABD (UK) who undertake an independent and rigorous financial assessment to ensure the move is in the best interests of the home owner.

At the outset the property is brought up to a good lettable standard including energy efficiency measures. Any money spent on doing this or a conversion is provided as an equity release loan. The loan is repaid on the sale of the property and can be reused in perpetuity on the scheme.

Benefits include making best use of space in the Borough, reducing housing need; releasing revenue for the mature person to spend; improving their living conditions and choice of home; improving and protecting the mature person's owned property until their death when it reverts to their estate and creating energy efficient homes;

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Equity release

- A2.51 The equity in a property is the difference between its value and any mortgage or other debts held against it. Equity release enables some, or even all, of the value of the property to be made available whilst people continue to live in their home, as a capital sum or an income. Common forms are either "Lifetime Mortgages" or a "Home Reversion Plan", where a share of the home is sold to the company. Equity release can be used to give a tax free cash sum, a regular income, or a facility to draw down money up to an agreed ceiling as and when required. The amount of money that can be taken out will depend on the value of the property and the age and health of the home owner. There are various types of equity release schemes and numerous providers, with differing levels of interest rates and loan criteria, so independent financial and legal advice from experts in equity release is vital.⁷⁴
- A2.52 Loans are repaid by regular installments for a specified period during the borrower's lifetime or, more commonly, as a lump sum (capital plus interest) on death or sale of the property. The effect of compound interest can add quickly to the outstanding sum due with a risk that the full sale value of the home could be required to repay the loan, particularly in a falling housing market. Repayment of equity loans can severely erode inheritance, which can be an important consideration for older owner occupiers and their families and may have been one of the barriers to wider take-up of equity release schemes in the past. Certain types of property will not be eligible for equity release, such as leases of under 70 years, some retirement schemes and schemes with high service charges and shared ownership. New models need to be less expensive to set up and avoid potential negative equity. Schemes also need to address people's eligibility for benefits.

⁷⁴ First Stop Guide to Releasing Capital from your Home, EAC 2011

- A2.53 The equity release market is still quite small, a report in 2006 suggested that only around 25,000 home owners of all incomes concluded equity release deals each year⁷⁵. A recent report by the Centre for Social Justice proposes that *"equity release should be established in the mainstream so that people can release capital to ensure they have a suitable home to live in. In the coming years we should begin to move towards equity release as the default system for those who have been fortunate enough to own a property"*.⁷⁶ Research in 2009⁷⁷ found that equity release was used to fund home improvements and adaptations in 70 per cent of cases, but was only used to fund care and support for older people in 1 per cent of cases. Older people have expressed interest in using equity to fund care and support, but need flexible and easy to understand products.⁷⁸
- A2.54 The time is approaching when nearly three quarters of older people will own their own home, and a wider range of products is emerging to enable them to release some of the equity in their homes to fund either care and support, or more commonly, repairs and adaptations. The Government's Housing Strategy⁷⁹ states that
- 'We are working with industry to stimulate attractive financial products in order to help older homeowners release equity safely to maintain or adapt their homes; and to produce sector-led guidance on giving financial advice (for Home Improvement Agencies and local authorities working with older homeowners' (paragraph 32))
- A2.55 The potential size of this market is attracting a range of providers, but the public image of equity release is still tainted by its earlier reputation for poor value products, and there is a high level of mistrust to be overcome before more people will seek to raise money against the value of their property.
- A2.56 Many people (particularly the older generation) are reluctant to reduce the inheritance they can leave their family, although some wish to use equity release to be able to help their families now. There are widespread perceptions that equity release is complicated, risky, and not good value for money. In addition there is a concern that those who are eligible for means tested benefits may put them at risk. These factors have held back potential demand, but interest in equity release products could increase as with tougher eligibility criteria, people are finding it harder to access council funded care and support, home improvement loans and Disabled Facilities Grants. Louise Overton for Age UK surveyed 553 equity release customers,⁸⁰ and of those surveyed most took out equity release for capital rather than income. 46% used it for house maintenance and repairs, 36% holidays and lifestyle, and 35% to clear debt. She found that about 25% of people approach state pension age with outstanding credit commitments. It also appears that new entrants to the 65+ generation are less risk averse than the "older old", and more used to taking out loans.

The dilemma: staying put v. downsizing

- A2.57 There is now approaching a £trillion of unmortgaged property owned by over 65 year olds in the UK⁸¹. There is a need to develop many more attractive smaller properties and specialist schemes to attract people to downsize, and moving to a smaller property can be the most cost effective way of releasing equity from one's existing home. There is also a great advantage to society in encouraging as many people as possible to use their equity to fund the creation of

⁷⁵ Overcoming Obstacles to Equity Release, JRF 2006

⁷⁶ Age of Opportunity, CSJ 2011

⁷⁷ Aspiration age, One Housing Group 2009

⁷⁸ Breaking the Mould, NHF 2011

⁷⁹ Laying the Foundations: A Housing Strategy for England, CLG 2011

⁸⁰ Louise Overton, 2011, Housing and Finance in Later Life, Age UK

⁸¹ Housing Markets and Independence in old age: expanding the opportunities Michael Ball May 2011

suitable homes for the older generation, and encouraging housebuilders to develop the homes. This will also create an investment for the future by funding the construction of a new range of age adaptable accommodation that the housing stock is currently lacking. It will also help to build appropriate housing for the demographic change that a growing older population is bringing, funded through private finance. However, many people do not have enough equity to move to a suitable home, and options for them are discussed below. Alternatives include staying put but renting out rooms. . An increasing number of people are releasing equity by selling their homes and privately renting, particularly if linked to a lifetime tenancy agreement. Homelet Rental Index report a 16% rise year on year to 2011.⁸²

Options for recipients of means tested benefits

A2.58 Around a million home owners may be 'income poor', with incomes so low that they qualify for means tested benefits, even though they live in homes worth £100,000 or more. The Joseph Rowntree Foundation⁸³ has been seeking a solution that would enable older owners to draw equity from their homes without affecting their entitlement to benefit. They wanted to see whether there is a way that people can access that equity to improve their quality of life, with practical help to enable them to continue to live in their homes, but without risking their pension credit. Working with the equity release industry JRF piloted an approach with three local authorities between November 2009 and July 2011 aiming to signpost older asset rich but income poor home owners to a specially designed equity release product, which would enable them to improve their quality of life by drawing down on small amounts of equity from their property. A specially designed product called the Home Cash Plan was developed (with the assistance of the Department for Work and Pensions and the equity release trade body). Participating boroughs were Royal Borough of Kensington and Chelsea (RBKC), LB Islington and Maidstone District Council, which ran the pilot to evaluate if signposting by a local authority to this tailored product could challenge the identified obstacles and if equity release is an option for funding care in later life.

A2.59 The pilot period is now over, and the product, after some change in the light of experience, has been taken up and is now offered by Age UK Enterprises and FirstStop, is being sold through SAGA and was recommended by Which Magazine. It is likely that it has now found its market, as it is now out in the wider world, and within the first 9 months 1,200 enquiries were received. However, in the pilots take up was disappointingly low. RBKC found it hard to access the intended target group of people who had exercised the Right to Buy, as these people had little contact with the council. Also, for leasehold properties, the industry has a minimum of a 70 year lease, yet many leases in RBKC were shorter than this. RBKC worked closely with the provider, Just Retirement to try to overcome this as the properties in RBKC are of high value, but there was no flexibility in the minimum requirement.

A2.60 JRF have now published their evaluation of the pilot⁸⁴, which showed that after 18 months of extensive promotion in the 3 areas of the pilot, only 20 enquiries were made, and these resulted in 10 "sound solutions" – which are solutions other than equity release. Points learned include:

- The difficulty of bringing equity release to the attention of older home-owners on low incomes in a way that encourages them to consider it, even though it may be a useful option for them;

⁸² Older People Choosing to Sell and Rent. About Property, 12 Aug 2011

⁸³ Can Equity Release help more Older People Remain in their Homes? JRF 2010

⁸⁴ Assessment of Equity Release Pilot Schemes, JRF 2012

- The perception of equity release as risky and poor value is widely held, and the extensive consumer protection now provided is little-known; and
- The reluctance of some front-line staff in local authorities to suggest consideration of equity release (and the difficulty in not being seen to give financial advice, which they are not permitted to do).

Releasing equity to fund a move

- A2.61 There is no accurate date to measure the extent of the “squeezed middle”, but it appears that many older people do not have sufficient equity to purchase a suitable home to support their independence in old age⁸⁵. Many live in the worst housing, which they struggle to maintain and repair, and many have little disposable income. Some of them may live in ex Right to Buy property, or property where leasehold conditions make it hard for them to raise funds through equity release.
- A2.62 There are a variety of schemes to support them in part buying or having equity release on the new home, but more are needed. The advantages are widespread as we need to support as many people as possible to be able to live in homes where they do not require care (or can manage with less care), are less likely to have accidents, and can keep warm and be independent. We need a wide range of differing approaches to suit differing budgets, needs and cultures.
- A2.63 The HCA’s programme of shared ownership for older people may have scope to be expanded but only 34 units in 3 schemes of LCHO for older people were completed in 3 boroughs (Merton, Hillingdon and Redbridge) in London throughout 2008/11. This is targeted at those bringing equity from a qualifying previous home (max 70% of the value of the new home).
- A2.64 Several associations outside London have found a strong market demand for shared ownership in extra care housing schemes (such as Housing 21). Is there scope to expand this provision? Is the current qualifying value of homes an obstacle? Do enough people know of it and understand that they could be eligible?
- A2.65 Several providers, private housebuilders and RP’s (for example Hanover) have found that people are happy to move from ownership to shared ownership if it will get them the home they desire. Many developers offer shared equity, although they are usually only able to offer this on a portion of their units for sale as they will not receive the outstanding sum until the property is returned to them, which has implications for their cash flow and borrowing capacity. We need more information on the potential market across all tenures, and what obstacles might need to be overcome (including perceived difficulties with resale) to enable more of it to be provided.

Alternative models to release equity to pay for care

- A2.66 Several providers of specialist schemes are developing models which enable people to pay for their care. The Dilnot Commission on Funding of Care and Support proposes a cap on individual costs of care, and Government is currently considering its recommendations. Until there is clear policy guidance it is difficult to develop alternatives in case there might be a risk that people may have to pay twice if statute introduces new rules.
- A2.67 Most of the examples of existing schemes focus on the higher market, where people have sufficient equity, and/or income to purchase care schemes or take out insurance (either paid

⁸⁵ Ball et al (2011) Housing Markets in Old Age: Expanding the Opportunities, Henley University of Reading

with a lump sum or included in monthly service charges) to give them peace of mind about future needs⁸⁶. The boxes below give some examples.

Audley Retirement provides wholly ownership schemes, usually of around 100 homes, for the luxury retirement market. If required to cover the service charges and pay for care costs, people can access equity release or lifetime mortgages, or Audley Retirement can take a charge on the property.

Extra Care Charitable Trust is piloting "Care for Life"⁸⁷ on one scheme where people on moving into the Shenley Wood Extra Care Village in Milton Keynes may contract to cover all future care and support needs, including nursing care (whether they will need them or not). The cost will vary with age and people will need to be in good health when they take it out. They have 3 payment options: (1), an upfront payment; (2) upfront and annual; (3) upfront and in the future (on death).

An example aimed at the middle market is the JRF Continuing Care Retirement Community in York at Hartrigg Oaks⁸⁸ based on a pooled financial model, with a clear and fixed fee to pay all potential future care costs, whether any care is required or not. The new property may be signed over to JRF after purchase, and the resident then has a home for life with no nursing care costs.

A2.68 There are other various approaches that use the asset value of the home to pay a license fee on entry, or buy an annuity to fund service and care costs. In the USA there are models - and in the UK, Sunshine Care - where schemes take the equity from the sold former home and it is used up during the remaining lifetime of the resident. The provider makes actuarial estimates to ensure their costs are covered.

Conclusions

A2.69 Equity release has a role to play in the range of options we need to develop to give choice to older people to enable them to either live better in their current home, or be able to move to a new one, although the prime objective should remain finding ways to build new homes for outright sale or shared ownership/equity as this is the largest source of unmet demand. In addition to developing a range of suitable, cost effective equity release products, to suit the differing needs of older owner occupiers, we need to consider how best to change perceptions of the public to overcome the current distrust of equity release.

A2.70 There is a need to consider how best to provide impartial advice. The EAC's FirstStop Equity Release Advice Service currently provides advice, and the government proposes that local authorities should provide advice, but doing so without straying into giving financial advice will be challenging, and providing good quality advice is time consuming and costly. AGE UK have produced comprehensive advice to Equity Release on their website.⁸⁹

A2.71 Alongside the development of new equity release products, we should pursue all models which enable the "trapped middle" to buy property of higher value than their existing home, where

⁸⁶ Housing LIN Viewpoint 19, Downsizing into Specialist Accommodation, 2011

⁸⁷ ECCT "Care for Life" 2011

⁸⁸ "Residents' Views of a Continuing Care Retirement Community" JRF 2003

⁸⁹ Age UK Equity Release 2012

they take out equity release, or a loan as a charge against the property, against the value of the new home. Moving to a more suitable home may provide a better opportunity for maintaining independence into old age than staying put in an unsuitable home.

- A2.72 More research should be carried out to better understand the potential market for further shared ownership and shared equity options for older people in London, across tenures, both in mainstream and in specialist housing. We need to understand better who might wish to access this housing, and what obstacles might need to be overcome to enable more of it to be provided.
- A2.73 Fewer people now are buying and more are renting - in 2010-11, 66% of households were owner occupiers. This is in line with the gradual downward trend from 2007⁹⁰, and suggests that the level of home ownership in England, and particularly in London, may have passed its peak⁹¹. The NHF report on its study which estimates that in England there will be a reduction from the peak of 72.5% in 2001 to 63.8% in 2021, and in London the majority of people living in the capital will rent by 2021 (owner occupation predicted to fall from 51.6% in 2010 to 44% by 2021

'In London the proportion [of owner occupiers] fell from 60% to 52% between 2001 and 2010 - by 2025 we expect this to be just above 40%⁹²'.

- A2.74 As the proportion of older people owning their own home begins to decline, and as the number of them who continue to have mortgages (including some with interest only mortgages) into their retirement increases, it is probable that the opportunities for equity release may also diminish. Whilst we do all we can to enable our current generation of older people to use their equity assets to best effect, we should also consider the longer term future.
- A2.75 As we wait for policy proposals to emerge proposing how we fund care in old age following the recommendations of the Dilnot Commission, it is worth considering how some of the existing schemes could be replicated, as they can offer alternatives to equity release for funding care.

⁹⁰ English Housing Survey Headline Report, CLG, February 2012

⁹¹ Home Truths NHF Aug 2011

⁹² Housing Market Analysis, Oxford Economics, July 2011

Appendix 3: Modelling older person’s housing requirements and supply across London.

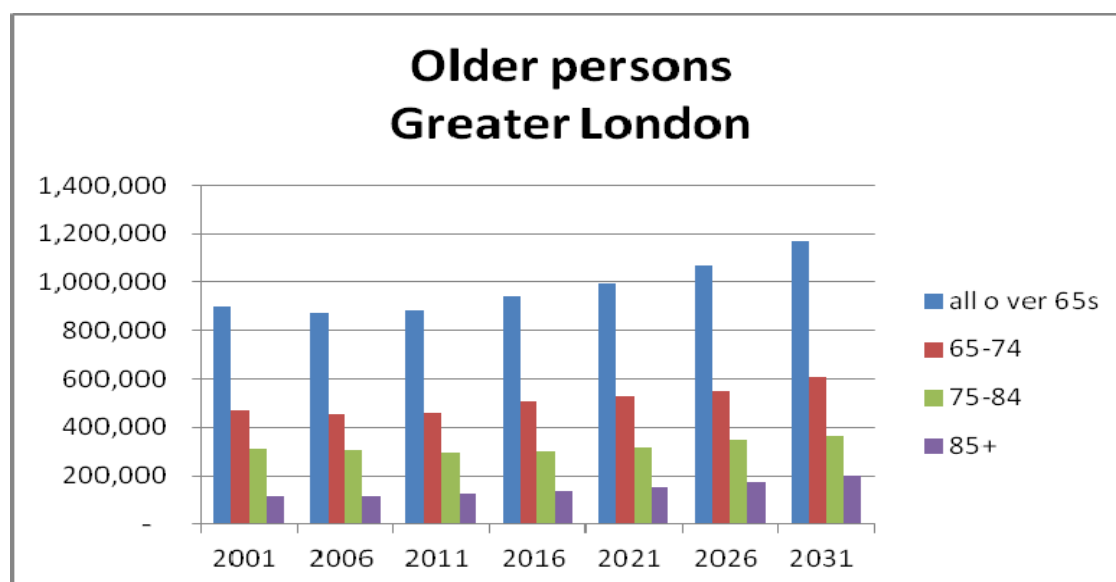
A3.1 This section looks at overall requirements and supply of older persons’ housing and care by borough between now and 2021. The analysis points to an overall shortfall of older persons’ housing provision with significant variations between boroughs and tenures but this is very dependent on key assumptions about housing choice and quality of housing supply for which robust data is currently lacking.

London’s ageing population

A3.2 In line with the rest of the country, London faces an ageing population over the period to 2031. In 2001 older Londoners (aged 65 and over) accounted for 12.2% of the total population of Greater London. By 2031 they will account for 12.9% of all Londoners. The proportion of the population aged 85 and over will increase from 1.5% of the total in 2001 to 2.2% in 2031.

A3.3 Looking at percentage change on a year to year basis the total number of persons aged 65 and over will rise by an average of 1% pa over the period from 2011 to 2031. The population of persons aged 85 and over has been increasing at twice this rate since 2006 and is expected to continue to do so.

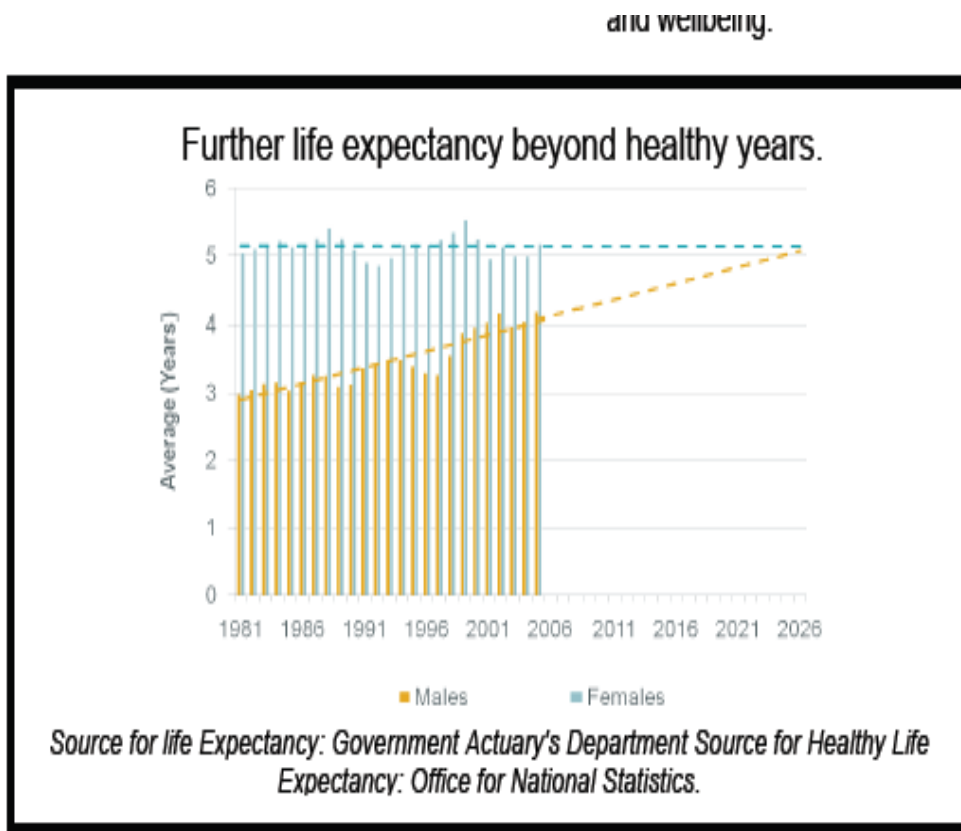
Chart 3.1: London’s ageing population



Source: GLA SHLAA borough single year of age projections

A3.4 An older population is also a frailer population. The average number of years people survive with a disability or long term illness is increasing. Women can already expect to live an average of 5 years in which they are not fully healthy and the average for men is increasing from 3 years in the 1980s to closer to 5 years today.

Chart 3.2 Projected number of years living with frailty by gender.



(a) A3.5 An idea of the typical health problems likely to be faced by older Londoners is given by the key statistics below taken from POPPI data for England;

- 21% of over 65s have mobility problems and this rises to 50% of females and 35% of males over 85⁹³.
- 6% of over 75s have a registerable eye condition⁹⁴
- 23% of over 85s have dementia⁹⁵.
- 51% of males and 74% of females over 85 are unable to manage at least one self-care activity⁹⁶.

A3.6 Quality of life for older persons is partly determined by the type of housing they live in and its suitability to meet their needs. Specialist retirement housing (ranging from sheltered to Extra Care) can help to improve quality of life for older people.

⁹³ Source POPPI based on Living in Britain Survey 2001 (table 29)

⁹⁴ Source POPPI based on 'The number of people in the UK with a visual impairment: the use of research evidence and official statistics to estimate and describe the size of the visually impaired population', Nigel Charles, RNIB, July 2006.

⁹⁵ Source POPPI Dementia UK: A report into the prevalence and cost of dementia prepared by the Personal Social Services Research Unit (PSSRU) at the London School of Economics and the Institute of Psychiatry at King's College London, for the Alzheimer's Society, 2007.

⁹⁶ Self care activities defined as bathe, shower or wash all over, dress and undress, wash their face and hands, feed, cut their toenails, take medicines: Source POPPI based on Living in Britain Survey (2001), table 35.

Box 3.1: Older persons housing and quality of life

Health improves and care needs fall when frail older persons move to more accessible accommodation⁹⁷.

Bringing together older people who need varying degrees of support in one place offers companionship and reduces loneliness and isolation. People who become trapped in their home because of deteriorating health or apathy following bereavement can become lonely and isolated. Studies have found that mental, emotional and physical health of residents often improves, thereby reducing the burden of an ageing population on the National Health Service and Social Services⁹⁸.

The shortage of suitable options for specialist housing can lead to people having to move unnecessarily to residential care.⁹⁹ This is costly to the individual or the public purse (around £26,000 a year¹⁰⁰) and provides little in the way of independence or improvement to an individual's quality of life.

Recent research by Professor Michael Ball¹⁰¹ looking at residents in McCarthy and Stone retirement housing has found that 92% of residents are very happy or contented and the great majority would recommend the accommodation to others. They play an active part in their local community. Most residents have family and friends in the locality. 80% use the local shops almost daily or often; over 40% used the library or post office almost daily or often.

- A3.7 The average age for moving into specialist older persons housing has increased. Movers into retirement housing are now likely to be in their 70s and 80s rather than, as previously, in their 60s and 70s¹⁰². In the period to 2021 it is anticipated that it is households aged 85 and over who are most likely to consider a move into specialist accommodation (although because the number of 65-84 year olds exceeds those aged 85 and over by a factor of 7:3 these "young old" will continue to make up a significant proportion of total demand for specialist retirement housing).
- A3.8 Only a small proportion of older households are likely to want to move into specialist older persons accommodation. Research for the Housing Lin¹⁰³ found that in England the proportion of older persons likely to move to specialist housing, at only about 1%, is much lower than the 17% of over 60s in the USA and 13% in Australia and New Zealand.
- A3.9 Some older people will not be able to cope in either general needs or specialist older persons housing and will need to move into residential or nursing care. At present POPPI estimates (based on the 2001 census) suggest that 2.5% of persons aged 65 or over and 10% of persons aged 85 or over live in a care home. The majority (58%) of older persons resident in care homes are aged 85 or over.

⁹⁷ Some social consequences of remodelling English sheltered housing and care homes to Extra Care" Wright Tinker et al in *Ageing and Society* Jan 2009

⁹⁸ RHG Position Paper

⁹⁹ Downsizing for Older People into Specialist Accommodation" Janet Sutherland Viewpoint 19 Housing LIN 2011

¹⁰⁰ HAPPI p8

¹⁰¹ Housing Markets and Independence in Old Age: Expanding the Opportunities" Professor Michael Ball | May 2011

¹⁰² Commissioned Research for Retirement Housing Group.

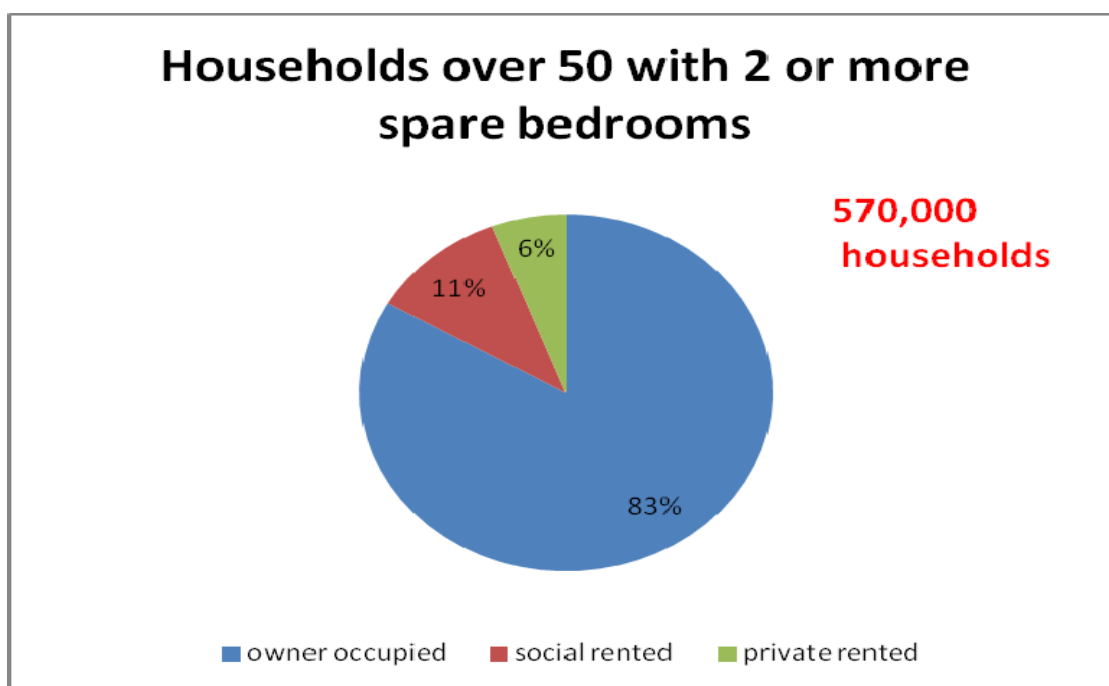
¹⁰³ Downsizing for Older People into Specialist Accommodation" Janet Sutherland for Housing Lin February 2011

A3.10 Looking specifically at people aged 85 and over at present 10% are likely to live in specialist older persons housing, 10% in some form of residential care and 80% are living in the general needs housing stock.

Under-occupancy and downsizing

A3.11 Older people are more likely to under-occupy their homes than younger people. By the age of 50, 60% of owner occupiers in London have 2 or more spare bedrooms. Social and private renters are much less likely to under-occupy – comparable figures are 17% and 28% respectively. The potential scale of under-occupation by older people in London is illustrated in Chart 3.3 below¹⁰⁴.

Chart 3.3 Under-occupancy among over 50s by tenure



A3.12 It would not be appropriate to recommend coercing older people to move from their existing home into smaller properties or into accommodation specifically designed for older persons. It may however be sensible to consider taking steps to use the planning system to encourage provision of a wider range of new homes which would be attractive to the “young old” and “empty nesters” who currently occupy family sized properties.

Supply of specialist older persons accommodation

A3.13 Neither the GLA nor the London boroughs has any robust consistent information on total supply of older persons accommodation across London. This is partly because of inconsistency in the classification of specialist housing in the London Development Database (see section 4 for more details). For the purposes of this analysis we have used data provided by the Elderly Accommodation Counsel (EAC) based on properties registered on their First Stop website. EAC caveat that they do not claim that their data is comprehensive and specify that

¹⁰⁴ Commissioned table based on the 2001 Census

- A3.14 *This report looks only at schemes that fall within the following definition: “a group of dwellings intended for older people and served by a resident or non-resident warden/scheme manager with specific responsibility for the group”. It is important to note that a considerable proportion of housing intended for older people falls outside this definition, and is therefore excluded. Extra care, assisted living, and other forms of 'housing with care' **are included**.*
- A3.15 The withdrawal of wardens from many retirement housing schemes, particularly in the social/affordable sector, has given EAC increasing concerns that their dataset may not include all properties which are currently advertised as retirement housing. However in the absence of anything else we have used EAC as our base dataset on current supply of specialist older persons accommodation.
- A3.16 Individual London boroughs have reported that some of their affordable specialist older persons stock does not provide suitable accommodation for frail elderly people by today's standards. Unfortunately robust data is not available from most boroughs. Westminster, which has undertaken a specialist stock condition survey, suggested that the proportion could be as high as 50% of the social rented stock. There is no way of knowing whether this figure is representative of London boroughs as a whole.
- A3.17 Bedsit accommodation, accommodation with shared facilities and flatted units above ground floor level with no access to a lift are the types of accommodation which are suggested as unsuitable for frail elderly households – although more likely to be acceptable to people in their 50s, 60s and 70s who are having to move out of the general needs private rented sector or wish to move within the affordable housing sector. These units would not be excluded from the EAC definition unless they lacked any kind of warden/scheme manager support and they are therefore included in the data quoted below.
- A3.18 Charts 3.4-3.6 below look at provision of specialist older persons accommodation and care homes by borough. Key points which emerge are:

Specialist housing provision (including sheltered and Extra Care)

- A3.19 Supply varies considerably between boroughs. Supply within some individual boroughs is quite limited. However, 9 boroughs – Barnet, Bexley, Bromley, Croydon, Enfield, Haringey, Havering, Redbridge and Westminster – have 2,000 or more units.
- A3.20 The bulk of provision is in the affordable sector. Across Greater London 81% of specialist older persons provision is in the social/affordable sector. Proportions range from less than 5% market housing in Camden, City of London, Hackney, Hammersmith, Haringey, Islington, Lambeth, Newham, Southwark and Wandsworth to 33% or more in Barnet, Bromley, Harrow and Redbridge.

Care Home Beds

- A3.21 The supply of care home beds is also varies between boroughs and is even more limited in some of them. Ten boroughs – Barnet, Bromley, Croydon, Ealing, Enfield, Harrow, Havering, Lambeth, Lewisham and Wandsworth – have 500 or more care home beds in total.
- A3.22 Boroughs with fewer than 100 care home beds include City of London, Hackney, Haringey, Waltham Forest and Westminster. Given the importance of easy access for friends and family to residents in care homes these statistics tie in with concerns expressed to us by some

London boroughs that they are having to place local residents out of area in order to access a care home.

Combined supply

A3.23 Only three boroughs – Barnet, Bromley and Croydon – have more than 3,000 units in total.

A3.35 Four boroughs – City of London, Islington, Kensington and Chelsea and Richmond – have fewer than 1500 units in total¹⁰⁵.

¹⁰⁵ Strictly speaking it is not correct to add together care home units, which are measured in individual bedspaces and specialist housing units which may house 1 or 2 people in each apartment. The analysis is included here in order to give a comparison of total older persons provision between boroughs.

Chart 3.4: Provision of older persons' specialist accommodation by borough (Source EAC)

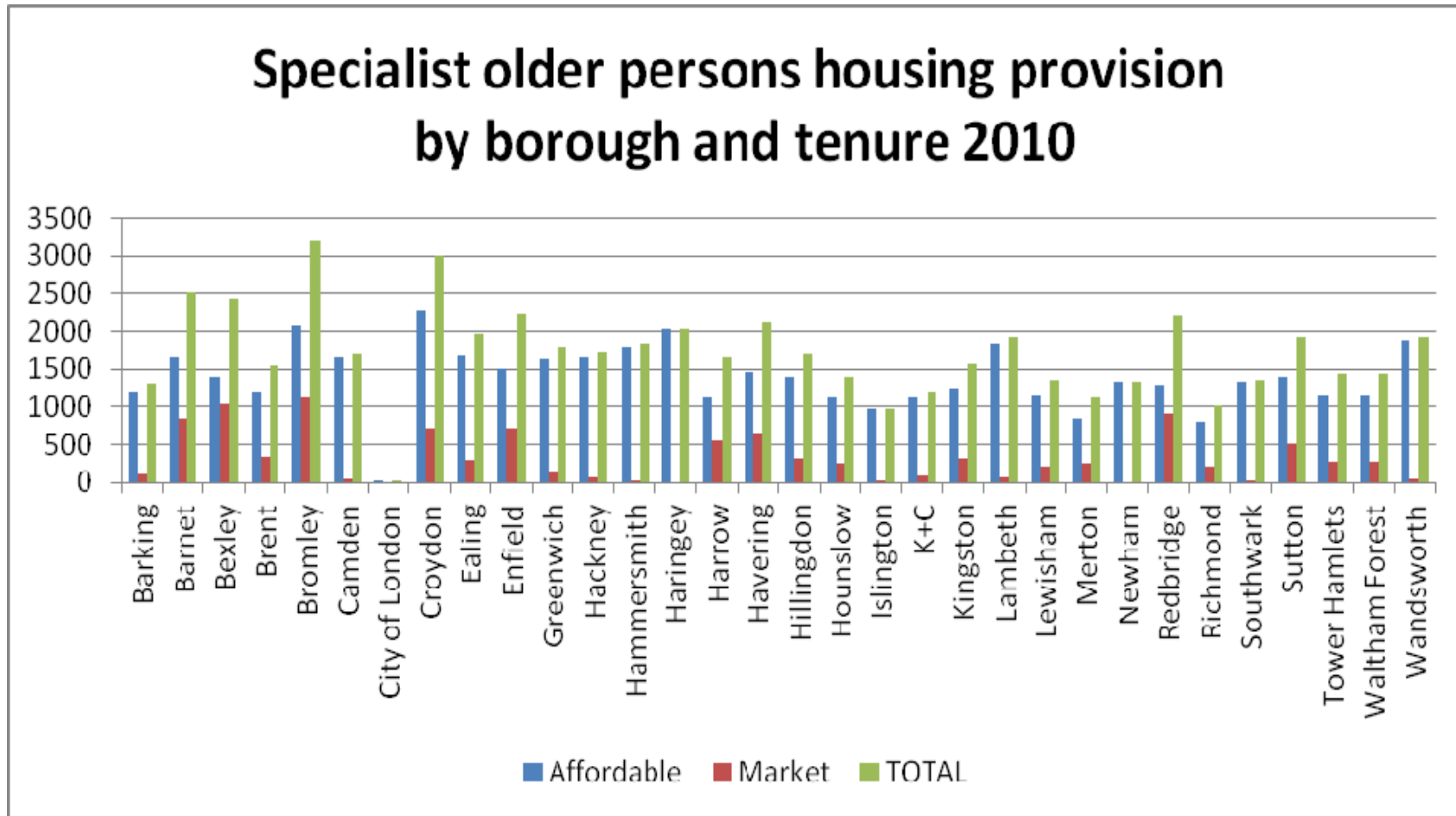


Chart 3.5: Provision of care home beds by borough (Source EAC)

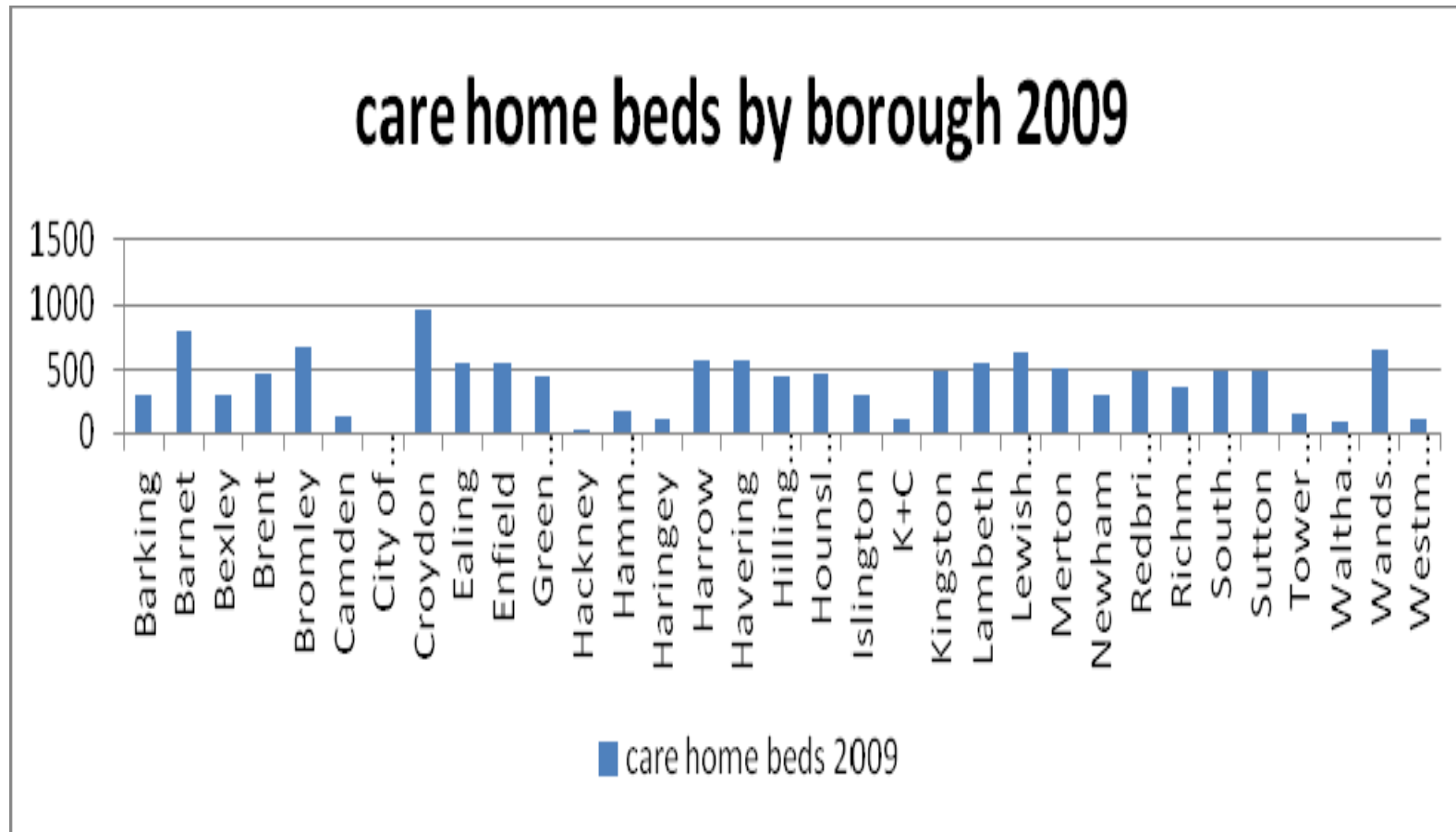
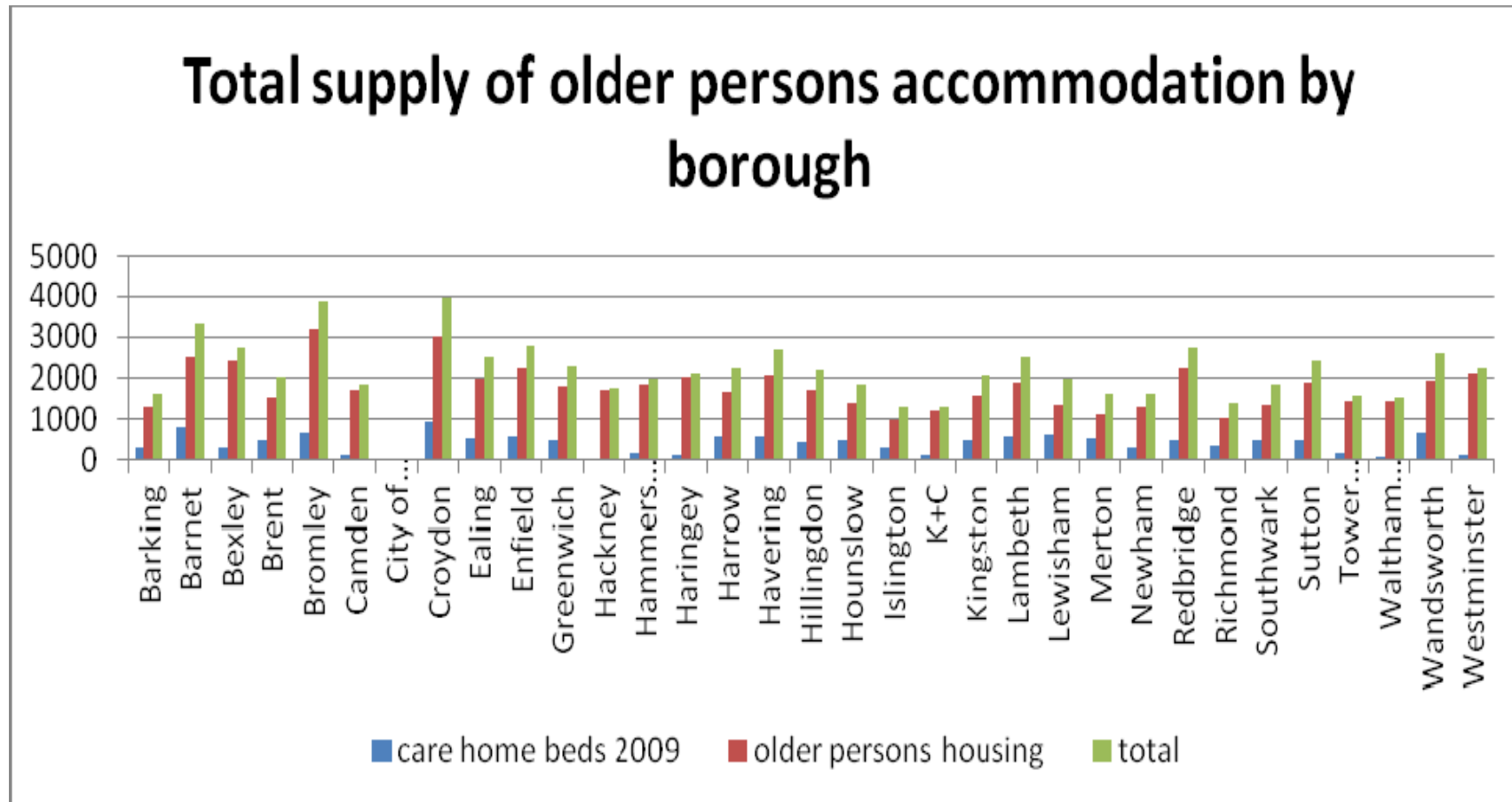


Chart 3.6 Total provision of specialist housing and care home bed by borough (Source EAC)



The role of the planning system in delivering housing choice for older Londoners
 Appendices

A3.36 Data from the LDD shows that fewer than 5 new care homes a year are being provided in London (see Table 3.1 below).

Table 3.1 New provision of C2 accommodation for older persons (Source LDD)

Borough Name	2001	2002	2004	2006	2007	2008	2009	2010	2011	TOTAL
Barnet			1		1					2
Bexley							1			1
Bromley				1						1
Camden							1	1		2
Croydon			4	4	1	1	1		1	12
Ealing						1		1		2
Greenwich		3								3
Hackney							1			1
Hammersmith and Fulham			2							2
Harrow									1	1
Hillingdon					1			1		2
Hounslow						1		1		2
Kensington and Chelsea	1	1								2
Lambeth						1				1
Merton						1		1		2
Redbridge					1					1
Southwark									1	1
Sutton	1						1	1		3
Tower Hamlets								1		1
Wandsworth						1				1
TOTAL	2	4	7	5	4	6	5	7	3	43

A3.37 We have analysed data for the period from 2008/09 to 2010/11 from the London Development Database (LDD) and from the HCA capital programme to establish how much newbuild specialist older persons housing is being provided in London. In both cases there are limitations with the data. The HCA data relates to publicly funded provision of rented and shared ownership housing for older persons. It is gross and does not tell us about units lost over the same period. Nor does it tell us about affordable provision of older persons housing by Registered Providers which was developed without using public subsidy.

Table 3. 2 Publicly funded provision of specialist accommodation for older persons 2008/09 to 2010/11

LA name	2008/09			2009/10			2010/11			Total		
	RENT	LCHO	Total	RENT	LCHO	Total	RENT	LCHO	Total	RENT	LCHO	Total
Bromley			0			0	60		60	60	0	60
Camden			0			0	33		33	33	0	33
Ealing	44		44			0			0	44	0	44
Enfield			0			0	26		26	26	0	26
Greenwich			0			0	10		10	10	0	10
Hackney			0			0	40		40	40	0	40
Hammersmith & Fulham	51		51			0			0	51	0	51
Haringey			0			0	15		15	15	0	15
Harrow			0			0	47		47	47	0	47
Hillingdon			0	25	12	37			0	25	12	37
Lambeth			0			0	12		12	12	0	12
Merton	23	10	33			0			0	23	10	33
Newham	1		1			0			0	1	0	1
Redbridge			0		12	12			0	0	12	12
Sutton			0			0	10		10	10	0	10
Waltham Forest			0	14		14			0	14	0	14
Westminster			0	14		14			0	14	0	14
TOTAL	119	10	129	53	24	77	253	0	253	425	34	459

The role of the planning system in delivering housing choice for older Londoners

Appendices

A3.38 The following key points can be identified from this data

- 18 London boroughs received funding for older persons housing
- 92.5% of funding was for social rented provision and only 7.5% was for low cost home ownership
- Units funded increased considerably in 2010/11, with more than half (55%) of all older persons provision being in that year.
- 15 London boroughs received no public funding for older persons housing during this three year period

A3.39 Analysis of the LDD dataset is not without its problems. The LDD dataset was not designed to specifically record provision of older persons housing and uses a variety of terms to describe this type of provision¹⁰⁶. Specialist older persons provision is often provided within larger housing schemes and it is not always possible to tell if a larger scheme includes any specialist older persons housing. Finally it can be difficult to distinguish general needs supported housing from specialist provision for older persons. Table 3.3 below shows those schemes which were started, submitted or completed within the period from 2008/09 to 2010/11 and where older persons housing provision was clearly identified within the scheme description.

¹⁰⁶ We searched using the terms elderly, older people, older person, care, retirement, sheltered, assisted living, Extra Care, dementia, specialist accommodation.

Borough Name	Borough Reference	Permission Status	Development Description	No of specialist units
Barking and Dagenham	09/00751/REG3	Submitted	29 supported flats with communal facilities for persons aged over 55 years .	29
Barnet	B/05067/10	Submitted	g 18 supported housing units following demolition of existing sheltered on site.	18
Bromley	10/00740/DET	Started	60 extra-care sheltered flats	60
Bromley	10/01069/FULL1	Submitted	Extra care 41 one bedroom and 9 two bedroom flats	50
Camden	2010/4616/P	Submitted	Extra Care 35 units	35
Croydon	10/03958/P	Started	23 two bedroom retirement flats ;	23
Greenwich	08/2782/O	Started	Extra Care 303 units	303
Greenwich	09/2269/R	Submitted	Extra Care 170 units	170
Hackney	2007/2979	Completed	Sheltered 7 units	7
Hackney	2007/2982	Completed	four x 1 bed sheltered flats,	4
Hammersmith and Fulham	2008/01550/FUL	Submitted	125 self-contained apartments with associated on-site care and communal facilities,	125
Hammersmith and Fulham	2009/03095/FUL	Submitted	20 self-contained sheltered housing units additional 4 self contained sheltered housing units;	24
Haringey	2008/1065	Started	Extra Care 40 units	40
Havering	P0086/11	Submitted	38 sheltered flats and 60 extra care flats (total 98)	98
Havering	P2172/07	Started	Redevelopment to form 42 sheltered apartments for the elderly including communal facilities and parking.	42
Havering	P0368/09	Submitted	Erection of 23 sheltered residential apartments.	23
Hounslow	00937/A/P26	Submitted	30 bed care home, 38 assisted living flats and 82 extra care flats and houses, 2 guest suites, 3 carer stations	120
Lambeth ¹⁰⁷	08/03416/REM	Submitted	Extra Care 51 units	51
Lambeth	06/03680/OUT	Started	Extra Care 51 units	51
Lambeth	08/03387/REM	Submitted	50 residential units, an extra care facility (Class C2 of 5120m ²) and a Community Hub of 368m ² .	50
Lambeth	09/03235/FUL	Submitted	Internal remodelling of existing sheltered housing accommodation involving the reduction of flats from 49 to 41,	41

The role of the planning system in delivering housing choice for older Londoners. Apendicies

Merton	07/P0219	Completed	Extra Care 33 units	33
Richmond upon Thames	10/3719/FUL	Submitted	29 sheltered apartments for the elderly	29
Sutton	A2009/61339	Completed	change20 1-bed flats into12 1-bed and 4 2-bed flats in connection with existing sheltered housing use.	16
Tower Hamlets	PA/08/01898	Submitted	Extra Care 40 units	40
Wandsworth	2007/5826	Submitted	Erection of 128 retirement apartments with associated care facilities and basement parking.	128
Wandsworth	2008/3618	Submitted	Erection of 70 retirement flats	70
TOTAL				1680

Table 3.3 LDD data on older persons housing schemes 2008/09 to 2010/11

- The LDD data shows that 1680 units in a total of 27 schemes were provided over the three years from 2008/09 to 2010/11.
- Scheme size ranged from 4 units to 303 units, with 5 schemes being over 100 units (2 of them in Greenwich) and 4 schemes being under 20 units
- 13 schemes contained Extra Care provision, 3 of which also contained other types of specialist older persons provision. Extra Care accounted for 975 units (58% of total provision)¹⁰⁸Provision of specialist older persons accommodation was recorded in 17 out of 33 London boroughs, with 7 boroughs having more than one scheme over 3 years. Havering, Greenwich and Lambeth were the only boroughs to have more than 2 schemes over 3 years.
- There was no provision of specialist older persons housing identified through the LDD in 16 of the 33 London boroughs.
- There is no information on the tenure split or affordability of the dwellings provided

A3.40 Combined analysis of the LDD and HCA data, which pick up different schemes in different locations, would suggest that total specialist provision for older persons is of the order of 2,100 units over three years or 700 units a year.

A3.41 Given that it seems probable that the LDD is under-recording total provision of specialist older persons housing we also made use of First Stop (Elderly Accommodation Counsel) data on total provision of older persons accommodation in London to arrive at an estimate of net new provision. We compared First Stop data on older persons' specialist housing provision for final quarter 2009 and final quarter 2011 (table 3.4 below). This showed that total provision in London had risen from 56,533 units to 59,175 units, an increase of 2,587 units or just under 1300 units a year. New provision took the form of 1957 affordable units and 630 market units over two years. Only 7 London boroughs (Barking, Croydon, Haringey, Havering, Islington, Southwark and Wandsworth) showed an increase of more than 10 market units a year.

Table 3.4: Change in specialist retirement housing provision by borough and tenure 2009-2011

	change 2009-2011				change 2009-2011		
	Affordable	Market	TOTAL		Affordable	Market	TOTAL
Barking	-50	59	9	Islington	28	75	103
Barnet	178	-45	133	K+C	140	0	140
Bexley	-1	-2	-3	Kingston	1	2	3
Brent	-8	0	-8	Lambeth	224	0	224
Bromley	149	0	149	Lewisham	91	0	91
Camden	241	0	241	Merton	5	0	5
Croydon	70	97	167	Newham	-5	0	-5
Ealing	-44	-1	-45	Redbridge	15	0	15
Enfield	-7	-1	-8	Richmond	33	118	151
Greenwich	143	13	156	Southwark	53	1	54
Hackney	30	0	30	Sutton	-6	23	17
Hammersmith	3	0	3	Tower Hamlets	65	0	65
Haringey	192	44	236	Waltham Forest	85	-19	66
Harrow	-10	1	-9	Wandsworth	220	224	444
Havering	45	42	87	Westminster	20	0	20
Hillingdon	22	-1	21	Greater London	953	206	1159
Hounslow	35	0	35				

A3.42 Given the problems that we have identified in using LDD data to arrive at accurate information on provision of older persons housing in London we would suggest that the LDD monitoring system is amended to require developers to record whether their schemes contain an element of specialist older persons housing (defined as retirement or sheltered housing, Assisted Living or Extra Care Accommodation) and that if a scheme does contain such housing they should identify the number of specialist older persons units provided. However, we appreciate that such a change might pose too great a burden on individual boroughs.

Tenure of general needs housing by older Londoners

A3.43 The majority of older Londoners are home owners. According to GLA statistics 65% of households aged 65-84 are home owners, and 60% of persons aged 85 and over. At borough level the proportion varies between local authorities.

- In seven London boroughs - Camden, Greenwich, Hackney, Hammersmith and Fulham, Islington, Southwark and Tower Hamlets - less than 30% of over 85 year olds are home owners..
- In nine London boroughs - Bexley, Bromley, Croydon, Enfield, Harrow, Havering, Hillingdon, Merton and Richmond - more than 75% of householders aged 85 and over are owner-occupiers

A3.44 Tenure has a critical effect on housing options open to older people. In terms of access to capital only home owners are likely to be able to afford market retirement housing. Although there are undoubtedly some wealthy private renters in London it is not unreasonable to assume that those social renters and private renters who wish to move to specialist retirement

housing are likely only to be able to afford the affordable/social rented product. There is likely to be a continuing need for good quality social rented retirement housing in London.

- A3.45 Older home owners have very limited access to specialist retirement housing for sale. In most London boroughs the stock simply does not exist. A comparison of data used to derive Charts 4 and 7 above demonstrates this point.
- If we look at Richmond – a high home ownership borough - where home ownership among persons aged 85+ is 75% the proportion of retirement housing for sale is 29%.
 - If we take Waltham Forest – a medium home ownership borough – where home ownership among persons aged 85+ is 54% the proportion of retirement housing for sale is 18%.
 - If we look at Hackney – a low home ownership borough - where home ownership among persons aged 85+ is 17% the proportion of retirement housing for sale is 4%.
- A3.46 Not all home owners can afford to buy specialist retirement housing, and even fewer can afford to buy Extra Care where service charges are higher. We were advised by private retirement housing providers that as a general rule in areas where the bulk of private sector dwellings are houses, people who live in a 3 bed semi or larger property can afford to buy sheltered housing where the value of their home exceeds that of the sheltered flat. We have used data from the English Housing Survey to look at the size of property (and hence equity held) by older home owners at borough level and have found that 85% of older home owners in London could afford to buy a newbuild 1 bed sheltered flat assuming that the price of such a property was 120% of lowest quartile house prices in the area. This is a very basic product and older home owners may well prefer a larger unit and will have other calls on their equity (eg paying for care and funding retirement). There is therefore a minimum of 15% of all home owners who could only afford a shared equity product and this proportion may well be higher if account is taken of consumer preferences and other calls on household expenditure.
- A3.47 We heard anecdotal evidence that in some London boroughs older home owners are taking social rented older persons units which would otherwise go to social renters and in other London boroughs home owners are not allowed to apply for affordable older persons units but have very limited access to retirement housing for sale because of the shortage of provision in their area. Nationally we know from CORE data that 15% of movers into social rented retirement housing are owner occupiers and that for every 10 owner occupiers who move into private retirement housing five move into social rented retirement housing¹⁰⁹.
- A3.48 Providers and organisations who provide assistance and advice to older people who are looking to move also spoke about the need for a shared ownership/shared equity product for the many in the ‘squeezed middle’ who do not have sufficient equity and/or income to buy. *“Retired nurses and teachers cannot afford to move in the private sector and are not eligible for support from the state sector”*. The need for shared equity is likely to increase with growing demand for Extra Care housing and greater expectations that individuals will pay for personalised care.

Modelling future demand for older persons accommodation

- A3.49 We can use the information on demand and supply outlined above to develop estimates at borough based level of potential demand for new provision of specialist older persons accommodation. It is important to remember that the overwhelming majority of older people will remain in their own home and will not move to specialist accommodation. We have also

made no provision for downsizing, whilst recognising that if suitable products were available this could potentially play a greater role in freeing up family housing in London.

A3.50 Key assumptions underlying the model are:

- 15% of over 75s and 2.5% of over 65s seek to move to retirement housing
- All social and private renters move into affordable retirement housing. 85% of home owners move into outright purchase and 15% of home owners move into shared ownership.
- All existing retirement housing is assumed to be fit for purpose and remain in use until 2021. We also sensitivity test assuming that 50% of social rented retirement housing is either decommissioned or let to persons who would not qualify under the relatively cautious criteria we have adopted above.
- 10% of over 85s and 2% of persons aged 75-84 require accommodation in a care home. We sensitivity test at 5% of over 85s requiring accommodation in a care home.
- Supply of care home beds remains at its present level.
- We have not attempted to distinguish between demand for sheltered housing and demand for Extra Care. No evidence has been produced which would enable us to develop firm criteria for allocation of households between the two products and considerable doubt has been expressed by providers that Extra Care provision will continue in its present form. We do think it is important for the GLA and individual boroughs to ensure that new specialist provision is to appropriate standards and that there is a wide range of provision within individual boroughs. Subject to these caveats we can see a role for both sheltered and Extra Care.

A3.51 Table 3.5 summarises findings for **2011** for specialist older persons housing:

- 18 boroughs have more retirement housing than they need and 14 have a shortfall.
- All boroughs have a shortfall of owner-occupied and shared ownership older persons housing.
- All boroughs have a surplus of affordable units (assuming that all affordable units are fit for purpose).
- On this scenario there is a London-wide surplus of some 3,900+ units.
- There are grave mismatches at individual tenure level and it seems likely that home owners are moving into the social rented stock and that older people are having to move to different boroughs in order to access the specialist older persons housing that they need¹¹⁰. Alternatively total demand from older persons is higher than the modelled assumptions would suggest or the stock is being occupied by people who are below retirement age¹¹¹.

A3.52 Table 3.6 shows the position assuming that 50% of affordable units are either not fit for purpose or are occupied by persons who would not meet our eligibility criteria

- No boroughs have a surplus of retirement housing.
- As before all boroughs have a shortfall of owner-occupied older persons housing.
- The modest but definite demand for shared ownership is not being met
- 12 boroughs have a surplus of affordable units (assuming that 50% of affordable units are **not** fit for purpose).
- On this scenario there is a London-wide shortfall of some 20,000+ units.

Table 3.5: Potential demand for specialist older persons housing 2011: all affordable stock fit for purpose and allocated to older households in need

2011	Total Sale	Total SO	Total rent	Total demand	Supply 2011 High			Shortfall/Surplus High				
					Sale	Rent	All	Sale	SO	Rent	All	
	85% of home owners	15% of home owners										
B&D	543	96	739	1377	160	1160	1320	383	96	-421	57	
Barnet	1309	231	1064	2604	797	1847	2644	512	231	-783	-40	
Bexley	1219	215	653	2086	1032	1389	2421	187	215	-736	-335	
Brent	1044	184	946	2174	332	1205	1537	712	184	-259	637	
Bromley	1734	306	943	2984	1132	2217	3349	602	306	-1274	-365	
Camden	349	62	923	1334	47	1917	1964	302	62	-994	-630	
City	na	na	na	na	na	na	na	na	na	na	na	
Croydon	1483	262	975	2719	821	2345	3166	662	262	-1370	-447	
Ealing	1086	192	1089	2367	288	1639	1927	798	192	-550	440	
Enfield	1230	217	861	2308	725	1503	2228	505	217	-642	80	
Greenwich	614	108	1074	1796	170	1777	1947	444	108	-703	-151	
Hackney	269	48	951	1268	65	1707	1772	204	48	-756	-504	
H&F	260	46	839	1145	28	1809	1837	232	46	-970	-692	
Haringey	488	86	636	1210	44	2232	2276	444	86	-1596	-1066	
Harrow	1038	183	677	1899	548	1114	1662	490	183	-437	237	
Havering	1209	213	747	2169	687	1506	2193	522	213	-759	-24	
Hillingdon	1190	210	669	2069	327	1412	1739	863	210	-743	330	
Hounslow	705	124	764	1593	258	1165	1423	447	124	-401	170	
Islington	212	37	891	1141	92	996	1088	120	37	-105	53	
K&C	530	94	905	1529	80	1260	1340	450	94	-355	189	
Kingston	636	112	447	1195	319	1257	1576	317	112	-810	-381	
Lambeth	464	82	898	1444	74	2066	2140	390	82	-1168	-696	
Lewisham	448	79	882	1410	213	1239	1452	235	79	-357	-42	
Merton	882	156	611	1648	267	856	1123	615	156	-245	525	
Newham	330	58	764	1152	0	1321	1321	330	58	-557	-169	
Redbridge	1003	177	795	1975	922	1307	2229	81	177	-512	-254	
Richmond	820	145	534	1499	336	829	1165	484	145	-295	334	
Southwark	283	50	1224	1557	34	1377	1411	249	50	-153	146	
Sutton	762	135	593	1490	535	1397	1932	227	135	-804	-442	
Tower Hamlets	205	36	953	1194	0	971	971	205	36	-18	223	
Waltham Forest	708	125	725	1559	261	1241	1502	447	125	-516	57	
Wandsworth	544	96	878	1517	269	2109	2378	275	96	-1231	-861	
Westminster	627	111	1106	1843	73	2069	2142	554	111	-963	-299	
LONDON				55254			59175				-3921	

Table 3.6: Potential demand for specialist older persons housing 2011: 50% of affordable stock fit for purpose and allocated to older households in need

2011	Total Sale	Total SO	Total rent	Total demand	Supply 2011 Low			Shortfall/Surplus Low			
					Sale	Rent	All	Sale	SO	Rent	All
	85% of home owners	15% of home owners									
B&D	543	96	739	1377	160	580	740	383	96	159	637
Barnet	1309	231	1064	2604	797	924	1721	512	231	140	884
Bexley	1219	215	653	2086	1032	695	1727	187	215	-42	360
Brent	1044	184	946	2174	332	603	935	712	184	343	1239
Bromley	1734	306	943	2984	1132	1109	2241	602	306	-165	743
Camden	349	62	923	1334	47	959	1006	302	62	-35	328
City	na	na	na	na	na	na	na	na	na	na	na
Croydon	1483	262	975	2719	821	1173	1994	662	262	-198	726
Ealing	1086	192	1089	2367	288	820	1108	798	192	270	1259
Enfield	1230	217	861	2308	725	752	1477	505	217	109	831
Greenwich	614	108	1074	1796	170	889	1059	444	108	185	738
Hackney	269	48	951	1268	65	854	919	204	48	98	349
H&F	260	46	839	1145	28	905	933	232	46	-65	212
Haringey	488	86	636	1210	44	1116	1160	444	86	-480	50
Harrow	1038	183	677	1899	548	557	1105	490	183	120	794
Havering	1209	213	747	2169	687	753	1440	522	213	-6	729
Hillingdon	1190	210	669	2069	327	706	1033	863	210	-37	1036
Hounslow	705	124	764	1593	258	583	841	447	124	182	753
Islington	212	37	891	1141	92	498	590	120	37	393	551
K&C	530	94	905	1529	80	630	710	450	94	275	819
Kingston	636	112	447	1195	319	629	948	317	112	-182	247
Lambeth	464	82	898	1444	74	1033	1107	390	82	-135	337
Lewisham	448	79	882	1410	213	620	833	235	79	263	577
Merton	882	156	611	1648	267	428	695	615	156	183	953
Newham	330	58	764	1152	0	661	661	330	58	103	492
Redbridge	1003	177	795	1975	922	654	1576	81	177	141	399
Richmond	820	145	534	1499	336	415	751	484	145	119	749
Southwark	283	50	1224	1557	34	689	723	249	50	536	834
Sutton	762	135	593	1490	535	699	1234	227	135	-106	256
Tower Hamlets	205	36	953	1194	0	486	486	205	36	468	709
Waltham Forest	708	125	725	1559	261	621	882	447	125	105	677
Wandsworth	544	96	878	1517	269	1055	1324	275	96	-177	194
Westminster	627	111	1106	1843	73	1035	1108	554	111	71	736
LONDON				55254			35056				20199

- A3.54 We can undertake the same calculations for **2021**, These show that because the population of older persons is higher total demand has increased. Because rates of population growth differ between boroughs the effect on individual boroughs will be different. Home ownership rates also differ between boroughs so the effect on demand at tenure level will vary by borough.
- A3.54 Key findings are shown in Table 3.7: They assume no change in supply since 2011
- All boroughs have a shortfall of owner-occupied older persons housing and in many cases this shortfall is very severe.
 - The modest but definite demand for shared ownership is not being met
 - All boroughs except Tower Hamlets have a surplus of affordable units (assuming that all affordable units are fit for purpose).
 - In this scenario supply and demand in London are broadly in balance but there remain severe mismatches by tenure and borough.
- A3.55 Table 3.8 shows the position assuming that 50% of affordable units are not fit for purpose
- All boroughs have a shortfall of owner-occupied older persons housing and in many cases this shortfall is very severe.
 - The modest but definite demand for shared ownership is not being met
 - 10 boroughs have a surplus of affordable units (assuming that 50% of affordable units are **not** fit for purpose) although in most cases this surplus is very small.
 - In this scenario there is a London-wide shortfall of 23,600 units
- A3.56 Table 3.9 summarises potential annual demand by tenure for older persons accommodation by borough based on the two potential scenarios of either all affordable housing being fit for purpose or only 50% of it being fit for purpose. The actual condition of the stock can be expected to lie somewhere between these two scenarios and will vary between boroughs. Key conclusions are that across London there is an annual need for new provision of 1541 owner occupied units and 465 shared ownership units. If all the affordable stock is fit for purpose and occupied by frail older persons there is no need for any additional provision. If 50% of the affordable stock is either not fit for purpose or occupied by persons who are not frail elderly then there is a need for 361 newbuild affordable units a year.
- A3.57 The main conclusions arising from the above analysis can be summarised as follows
- There is a surplus of affordable rented units. Feedback from the London boroughs is that some of this stock is in poor condition and is not fit for purpose for modern living, especially for frail elderly households –although it may still perform a valuable role in housing “young elderly” and vulnerable households who would otherwise be left living in insecure accommodation.
 - There is a significant shortfall of owner occupied and shared ownership/ shared equity accommodation. Home owners in most London boroughs have very little opportunity to access local older persons housing which enables them to retain the equity in their property. In those boroughs which do not accept applications from home owners they have no access to older persons housing at all. Supply of owner occupied older persons housing is clustered in a very few boroughs and it is likely that those boroughs are picking up demand from home owners from out of area who cannot access more locally based accommodation.

Table3.7: potential demand for specialist older persons housing 2021: all affordable stock fit for purpose and allocated to households in need.

2021	Total Sale	Total SO	Total rent	Total demand	Supply 2011 High			Shortfall/Surplus High Supply			
					Sale	Rent	All	Sale	SO	Rent	All
	85% of home owners	15% of home owners									
B&D	574	101	738	1413	160	1160	1320	414	101	-422	93
Barnet	1489	263	1067	2819	797	1847	2644	692	263	-780	175
Bexley	1200	212	695	2106	1032	1389	2421	168	212	-694	-315
Brent	1193	210	1069	2472	332	1205	1537	861	210	-136	935
Bromley	1689	298	1010	2997	1132	2217	3349	557	298	-1207	-352
Camden	463	82	878	1423	47	1917	1964	416	82	-1039	-541
City	na	na	na	na	na	na	na	na	na	na	na
Croydon	1668	294	1056	3018	821	2345	3166	847	294	-1289	-148
Ealing	1295	228	1109	2632	288	1639	1927	1007	228	-530	705
Enfield	1278	226	880	2384	725	1503	2228	553	226	-623	156
Greenwich	788	139	1177	2104	170	1777	1947	618	139	-600	157
Hackney	327	58	966	1351	65	1707	1772	262	58	-741	-421
H&F	352	62	778	1192	28	1809	1837	324	62	-1031	-645
Haringey	494	87	669	1249	44	2232	2276	450	87	-1563	-
Harrow	1175	207	603	1986	548	1114	1662	627	207	-511	324
Havering	1256	222	687	2164	687	1506	2193	569	222	-819	-29
Hillingdon	1150	203	762	2114	327	1412	1739	823	203	-650	375
Hounslow	753	133	852	1738	258	1165	1423	495	133	-313	315
Islington	291	51	859	1201	92	996	1088	199	51	-137	113
K&C	569	100	1176	1845	80	1260	1340	489	100	-84	505
Kingston	708	125	431	1263	319	1257	1576	389	125	-826	-313
Lambeth	512	90	898	1501	74	2066	2140	438	90	-1168	-639
Lewisham	508	90	832	1429	213	1239	1452	295	90	-407	-23
Merton	926	163	631	1720	267	856	1123	659	163	-225	597
Newham	395	70	817	1281	0	1321	1321	395	70	-504	-40
Redbridge	1136	200	705	2041	922	1307	2229	214	200	-602	-188
Richmond	855	151	603	1608	336	829	1165	519	151	-226	443
Southwark	340	60	1196	1596	34	1377	1411	306	60	-181	185
Sutton	757	134	620	1510	535	1397	1932	222	134	-777	-422
Tower Hamlets	257	45	1026	1327	0	971	971	257	45	55	356
Waltham Forest	729	129	836	1694	261	1241	1502	468	129	-405	192
Wandsworth	582	103	806	1491	269	2109	2378	313	103	-1303	-887
Westminster	634	112	1299	2046	73	2069	2142	561	112	-770	-96
LONDON				58,715			59,175				-
											460

Table 3.8: potential demand for specialist older persons housing 2021; 50% of affordable stock fit for purpose and allocated to older persons households in need

2021	Total Sale	Total SO	Total rent	Total demand	Supply 2011 Low			Shortfall/Surplus Low supply			
					Sale	Rent	All	Sale	SO	Rent	All
	85% of home owners	15% of home owners									
B&D	574	101	738	1413	160	580	1320	414	101	158	673
Barnet	1489	263	1067	2819	797	924	2644	692	263	144	1098
Bexley	1200	212	695	2106	1032	695	2421	168	212	0	379
Brent	1193	210	1069	2472	332	603	1537	861	210	466	1537
Bromley	1689	298	1010	2997	1132	1109	3349	557	298	-99	756
Camden	463	82	878	1423	47	959	1964	416	82	-81	418
City	na	na	na	na	na	na	na	na	na	na	na
Croydon	1668	294	1056	3018	821	1173	3166	847	294	-117	1025
Ealing	1295	228	1109	2632	288	820	1927	1007	228	289	1525
Enfield	1278	226	880	2384	725	752	2228	553	226	129	908
Greenwich	788	139	1177	2104	170	889	1947	618	139	288	1045
Hackney	327	58	966	1351	65	854	1772	262	58	112	432
H&F	352	62	778	1192	28	905	1837	324	62	-127	260
Haringey	494	87	669	1249	44	1116	2276	450	87	-447	89
Harrow	1175	207	603	1986	548	557	1662	627	207	46	881
Havering	1256	222	687	2164	687	753	2193	569	222	-66	724
Hillingdon	1150	203	762	2114	327	706	1739	823	203	56	1081
Hounslow	753	133	852	1738	258	583	1423	495	133	269	897
Islington	291	51	859	1201	92	498	1088	199	51	361	611
K&C	569	100	1176	1845	80	630	1340	489	100	546	1135
Kingston	708	125	431	1263	319	629	1576	389	125	-198	316
Lambeth	512	90	898	1501	74	1033	2140	438	90	-135	394
Lewisham	508	90	832	1429	213	620	1452	295	90	213	597
Merton	926	163	631	1720	267	428	1123	659	163	203	1025
Newham	395	70	817	1281	0	661	1321	395	70	156	621
Redbridge	1136	200	705	2041	922	654	2229	214	200	51	465
Richmond	855	151	603	1608	336	415	1165	519	151	188	858
Southwark	340	60	1196	1596	34	689	1411	306	60	507	874
Sutton	757	134	620	1510	535	699	1932	222	134	-79	276
Tower Hamlets	257	45	1026	1327	0	486	971	257	45	540	842
Waltham Forest	729	129	836	1694	261	621	1502	468	129	216	813
Wandsworth	582	103	806	1491	269	1055	2378	313	103	-249	167
Westminster	634	112	1299	2046	73	1035	2142	561	112	265	938
LONDON				58,715			35,056				23,659

Table 3.9: Annual potential demand for specialist older persons housing by borough and tenure 2011-2021 (high and low affordable housing supply scenarios)

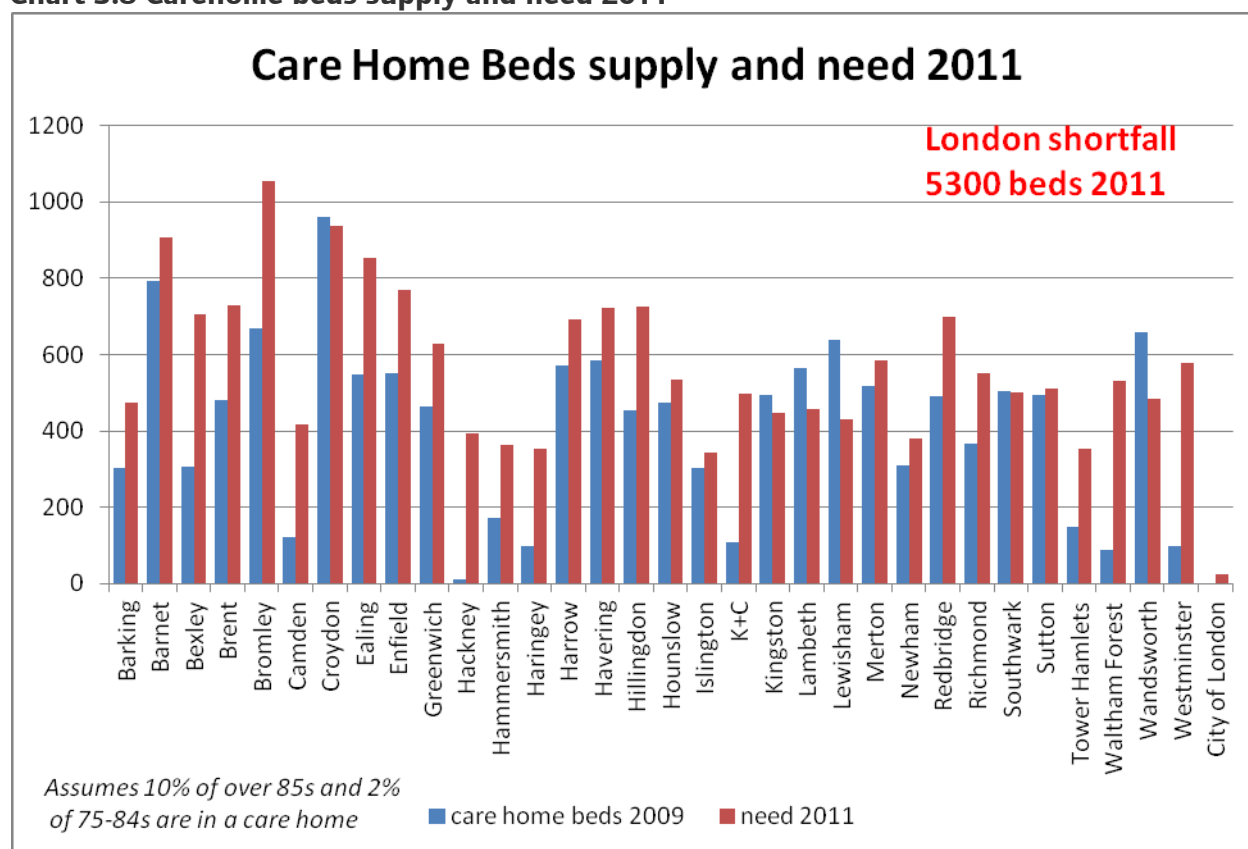
	pa				pa			
	Shortfall/Surplus High Supply				Shortfall/Surplus Low supply			
	Sale	SO	Rent	All	Sale	SO	Rent	All
B&D	41	10	-42	9	41	10	16	67
Barnet	69	26	-78	18	69	26	14	110
Bexley	17	21	-69	-32	17	21	0	38
Brent	86	21	-14	94	86	21	47	154
Bromley	56	30	-121	-35	56	30	-10	76
Camden	42	8	-104	-54	42	8	-8	42
City	na	na	na	na	na	na	na	na
Croydon	85	29	-129	-15	85	29	-12	103
Ealing	101	23	-53	71	101	23	29	153
Enfield	55	23	-62	16	55	23	13	91
Greenwich	62	14	-60	16	62	14	29	105
Hackney	26	6	-74	-42	26	6	11	43
H&F	32	6	-103	-65	32	6	-13	26
Haringey	45	9	-156	-103	45	9	-45	9
Harrow	63	21	-51	32	63	21	5	88
Havering	57	22	-82	-3	57	22	-7	72
Hillingdon	82	20	-65	38	82	20	6	108
Hounslow	50	13	-31	32	50	13	27	90
Islington	20	5	-14	11	20	5	36	61
K&C	49	10	-8	51	49	10	55	114
Kingston	39	13	-83	-31	39	13	-20	32
Lambeth	44	9	-117	-64	44	9	-14	39
Lewisham	30	9	-41	-2	30	9	21	60
Merton	66	16	-23	60	66	16	20	103
Newham	40	7	-50	-4	40	7	16	62
Redbridge	21	20	-60	-19	21	20	5	47
Richmond	52	15	-23	44	52	15	19	86
Southwark	31	6	-18	19	31	6	51	87
Sutton	22	13	-78	-42	22	13	-8	28
Tower Hamlets	26	5	6	36	26	5	54	84
Waltham Forest	47	13	-41	19	47	13	22	81
Wandsworth	31	10	-130	-89	31	10	-25	17
Westminster	56	11	-77	-10	56	11	27	94
LONDON	1541	465	-2051	-46	1541	465	361	2366

Residential and nursing home beds

A3.58 We test two assumptions: the first is that by 2021 demand for care home beds will remain at the present level of 10% of persons aged 85 and over plus 2% of persons aged 75-84 requiring care home beds and that they occupy 58% of all care home beds suitable for older persons. The second is that present policies to enable people in need of care to be cared for in their own home or through provision of specialist housing such as Extra Care reduce demand for care home beds to 5% of all persons aged 85 and over. Concern was expressed at the workshops that provision of Extra Care is looking increasingly problematic and ill-suited to coping with dementia and that support for frail older persons in their own home was also severely stretched and similarly ill suited to coping with people with late stage dementia. If these concerns prove to be justified it may be that the 5% sensitivity test proves to be unachievable and that demand for care home places will remain closer to the 10% current level.

A3.59 We compare current (2011) demand for care home beds with current (2009) supply. The picture shown on Chart 3.7 is of a current shortfall of 5,300 care home beds based on current national care home bed occupancy of 10% of over 85s and 2% of persons 75-84. Croydon, Kingston, Lambeth, Lewisham and Wandsworth have a surplus of supply over need but all other boroughs have a shortfall of supply, except Southwark and Sutton where demand and supply are broadly in balance.. Several boroughs already place people in care homes outside their area, usually either for reasons of cost or availability.

Chart 3.8 Carehome beds supply and need 2011



A3.60 We compare demand in 2021 with data on current supply (2010 taken from the EAC database). The results are shown in Tables 3.10 and 3.11 below

- If 10% of over 85s need a care home bed in most boroughs in 2021 there is a shortage of care home beds
- Only 3 boroughs - Wandsworth, Lambeth and Lewisham- have a surplus of care home beds
- Looking across London as a whole there is a shortfall of 8,000 bedspaces.

Table 3.10: Demand for care home places 2021 10% of persons aged 85 and over

Demand 10% of over 85s	care home beds 2009	need 2021	Shortfall/ Surplus		care home beds 2009	need 2021	Shortfall/ Surplus
Barking	303	518	215	Islington	303	394	91
Barnet	792	1081	289	K+C	109	441	332
Bexley	307	770	463	Kingston	493	494	1
Brent	480	972	492	Lambeth	564	514	-50
Bromley	669	1134	465	Lewisham	639	449	-190
Camden	120	640	520	Merton	519	658	139
Croydon	961	1128	167	Newham	309	461	152
Ealing	548	1026	478	Redbridge	492	771	279
Enfield	551	864	313	Richmond	366	602	236
Greenwich	463	790	327	Southwark	503	557	54
Hackney	12	454	442	Sutton	493	543	50
Hammersmith	172	398	226	Tower Hamlets	147	447	300
Haringey	99	400	301	Waltham Forest	87	616	529
Harrow	571	785	214	Wandsworth	659	486	-173
Havering	584	791	207	Westminster	99	703	604
Hillingdon	453	821	368	City of London	na	na	na
Hounslow	474	632	158	LONDON	13341	21371	8030

A3.61 If only 5% of over 85s and 1% of persons aged 75-84 need care home beds there is a London-wide surplus of care home beds but there remain significant differences between individual boroughs.

A3.62 Eight boroughs – Bexley, Brent, Hammersmith, Haringey, Kensington and Chelsea, Tower Hamlets, Waltham Forest and Westminster – have a shortfall of care home beds (although in the case of Brent and Hammersmith it is very small).

A3.63 In other boroughs there is a surplus of care home beds at the 5% level.

Table 3.11: Demand for care home places 2021 5% of persons aged 85 and over and 1% of persons aged 75-84

Demand 5% of over 85s	care home beds 2009	need 2021	Shortfall/ Surplus	Demand 5% of over 85s	care home beds 2009	need 2021	Shortfall/ Surplus
B+D	303	259	-44	Islington	303	197	-106
Barnet	792	540	-252	K+C	109	221	112
Bexley	307	385	78	Kingston	493	247	-246
Brent	480	486	6	Lambeth	564	257	-307
Bromley	669	567	-102	Lewisham	639	224	-415
Camden	120	320	200	Merton	519	329	-190
Croydon	961	564	-397	Newham	309	231	-78
Ealing	548	513	-35	Redbridge	492	385	-107
Enfield	551	432	-119	Richmond	366	301	-65
Greenwich	463	395	-68	Southwark	503	279	-224
Hackney	12	227	215	Sutton	493	272	-221
Hammersmith	172	199	27	Tower Hamlets	147	223	76
Haringey	99	200	101	Waltham Forest	87	308	221
Harrow	571	392	-179	Wandsworth	659	243	-416
Havering	584	395	-189	Westminster	99	351	252
Hillingdon	453	410	-43	City of London	na	na	na
Hounslow	474	316	-158	LONDON	13441	10669	-2672

Appendix 4: The planning policy context

A4.1 This appendix sets the context for considering the specific planning issues associated with the range of housing options for older people. It covers the national policy framework, the London Plan and supplementary guidance, and a brief review of borough plan policies and documents.

National planning policy

A4.2 Paragraph 17 of the National Planning Policy Framework (NPPF) sets out the 12 underlying principles of development and in particular states that:
Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities. (DCLG, 2012)

A4.3 Section 6 of the NPPF, *Delivering a wide choice of high quality homes*, urges local planning authorities to:

- *plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);*
- *identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and*
- *where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.*

The London Plan

A4.4 Chapter 3 of the London Plan (2011)¹¹² includes a number of references to housing for older people and associated issues. Specifically, Policy 3.8 *Housing Choice* states that ‘*account is taken of the changing age structure of London’s population and, in particular, the varied needs of older Londoners, including for supported and affordable provision*’. Policy 3.5 on *Quality and Design of Housing Developments* states that
‘The design of all new housing developments should enhance the quality of local places, taking into account physical context; local character; density; tenure and land use mix; and relationships with, and provision of, public, communal and open spaces, taking particular account of the needs of children and older people’.

A4.5 The Mayor has identified older people’s housing requirements as one of the most important planning issues for London and there are numerous references to the housing needs of older people and how these should be addressed. They include:

- Para. 3.6: ‘*The Mayor... seeks to make London more ‘age friendly,’ for example through liaising with the London Older People’s Strategy Group (LOPSG)*’

- Para 3.44: *'the Mayor is committed to promoting a real choice of homes for Londoners across the range of tenures to meet their needs at prices they can afford. The SHMA demonstrates the diversity and complexity of London's housing requirements, ranging from the clear priority need for affordable family homes, through those to meet the substantial projected growth in smaller households, to more specialist needs such as those of London's growing numbers of older people. Different tenures will have particular roles in meeting these requirements, with renting as well as owner occupation playing an important part in the private sector and, in the affordable sector, a more diverse range of intermediate housing products providing greater flexibility for movement between tenures...'*
- Para. 3.48: *'Many Londoners already require accessible or adapted housing in order to lead dignified and independent lives: 30,000 have an unmet need for wheelchair accessible housing and more than 100,000 need redesigned bathing facilities²². More Londoners are living longer and more older people are choosing to remain in their own homes rather than go into residential institutions. To address these and future needs, all London's future housing should be built to 'The Lifetime Homes' standards and 10 per cent should be designed to be wheelchair accessible or easily adaptable for wheelchair users²⁴. LDF policy departures from these requirements must be justified by authoritative evidence from local needs assessments'*
- Para. 3.50: *'The Mayor has identified the growing and changing requirements for housing older people in London as one of the most important emerging planning issues for London. He has started to work with key stakeholders to identify areas where new policy approaches will be required to meet a variety of needs to ensure the highest quality of life for older people. This will build on and develop innovative approaches and initiatives to meet need, ranging from supported independent living through the promotion of lifetime neighbourhoods, accommodation with some linked care and services, and more specialist care accommodation'*
- Para. 3.51: *' In view of the scale of the projected growth in London's older population and the housing affordability issues it raises, this Plan supports boroughs in seeking application of the principles of its affordable housing policies (policies 3.10-3.13) to the range of developments – including those falling within Use Class C2 – which cater specifically for older people. These principles include taking account of site circumstances, development viability, needs assessments and availability of development capacity and relevant public subsidy; and the need to encourage rather than restrain residential development and to promote mixed and balanced communities and circumstances where 'off-site' contributions, 'contingent obligations' or other phasing measures may be appropriate. The way in which these principles can be applied most effectively will vary with local circumstances and will require close integration between planning and other borough strategies to meet social needs'*

Draft SPG on Housing

A4.6 The London Plan's Draft Housing SPG¹¹³ was published for consultation in December 2011 and provides guidance on the application of London Plan Policies on Housing. It acknowledges the substantial growth in London's older people, notably in Outer London, anticipated during the plan period and sets out the range of housing options required to meet housing needs. The draft SPG breaks housing needs into the following categories (para. 3.1.25):

- Mainstream housing (general needs with no specialised features, lifetime homes, wheelchair accessible).
- Specialised housing for older people (sheltered, very sheltered/assisted living, extra care, close care and retirement villages).
- Registered care homes.

- A4.7 The draft SPG sets out the quality standards that should be adopted by London's local planning authorities. Thus para. 2.1.18 suggests that the need for new housing to meet needs at different stages of life can be addressed by a policy requirement for Lifetime Homes and wheelchair accessible housing. Para. 2.1.19 encourages planning authorities to consider Building for Life design criteria, a national standard led by CABE/the Design Council with the support of the Homes and Communities Agency.
- A4.8 The draft SPG acknowledges that a review is required of the way in which the planning system in London can better facilitate the delivery of the housing requirements of older people, and the findings of this report will inform the final version of the SPG.

Use Class Order

- A4.9 Part of this research project was to try and clarify how the Use Class Order can be interpreted to give best effect to the over-arching objectives for housing for older people set out in the London Plan and London Housing Strategy, especially distinctions between Use Classes C2 and C3 (a)(b)(c). Experience suggests that the need for clarification arises because, in some cases, homes involve a mix of 'with care' and 'without care'; in some the level of care is not clearly related to the Use Class Orders and in others the changing nature of the offer means types and patterns of provision have become out-dated. However, it is acknowledged here that the Use Class Orders are statutorily determined and it is for national, not London, government to decide whether they should be altered in order to address the changing nature of specialist housing for older people, however, the GLA can lobby for such changes if they are shown to be necessary.

Specialised housing

- A4.10 There is an accepted view that traditional retirement homes/residential care homes fall clearly within Class C2, and as such there are typically fewer planning issues associated with this type of housing. However, there are more modern housing models available to older people that offer a more affordable and attractive housing-based setting for care and support. These specialised housing options are now becoming a more positive and attractive alternative to 'staying put' or downsizing, although problems of definition and viability have led to obstacles to delivery through the planning system, as set out below.
- A4.11 Specialised housing (i.e. housing specifically for older people with access to support and care) is an alternative option for those seeking to downsize for health or social reasons. This can take the form of sheltered housing, assisted living, extra care, close care and retirement villages.

Sheltered housing

- A4.12 Sheltered housing, by definition, is independent living which may include an alarm system, lounge and possibly a warden and programme of activities. Planning applications for this type of housing are generally determined by local planning authorities as general needs housing (i.e. C3 housing), although they are typically designed, built and marketed as sheltered housing by specialist developers.
- A4.13 As with general needs 'downsizer' housing, there appears to be an unmet demand for well-designed retirement housing in London, and much of the existing sheltered housing stock is outmoded and no longer desirable (often being small or bedsit units), and this can affect people's perception of sheltered housing. There is a widely-held view from specialist architects and developers that there needs to be a more contemporary style of retirement housing that is designed to the space and accessibility standards required by older people, along with sufficient communal facilities to offer opportunities for social interaction and a lifestyle alternative to staying put in the family home.

A4.14 The wider issue, however, appears to be a lack of sufficient evidence of the demand for this type of well designed specialised housing, based on Strategic Housing Market Assessments. As a result this unmet demand is not subsequently being reflected in local planning policies and site allocations. A stronger evidence base showing the scale of retirement or sheltered housing requirements, through a focus on older people's housing in any future housing needs assessments / housing market studies, could facilitate a better policy framework to address unmet demand.

Extra care housing

A4.15 Extra care housing promotes a greater degree of independence by offering self-contained apartments with access to varying degrees of care and support on-site, as and when it is required so that people do not need to move on to residential care. Although limited in extent so far, it is becoming the new model to replace sheltered housing and reduce the requirement for residential institutions.

A4.16 In use class terms, there has been little dispute that residential care homes typically consisting of separate bedrooms along with communal facilities were deemed C2 (Residential Institutions), whereas sheltered housing based on self-contained accommodation with a warden/manager and no direct provision of care was considered housing and therefore deemed C3. However, difficulties in the classification of planning applications for extra care housing currently act as a barrier to development progress and delivery, as set out below.

A4.17 Extra care housing can fall in Use Class C 'Housing' under the following sub-categories:

- *C2 Residential Institutions*: use for the provision of residential accommodation and care to people in need of care (other than a use within class C3 Dwelling Houses). Use as a hospital or nursing home.
- *C3 Dwelling Houses*:
 - C3 (a): those living together as a single household – a family
 - C3 (b): those living together as a single household and receiving care
 - C3 (c): those living together as a single household who do not fall within C4 definition of a house in multiple occupancy (HMO)

A4.18 The changing nature of housing provision for older people, as described above, along with amendments to the Use Class Order has created uncertainty as to whether extra care housing should be classed as C2 or C3 when local planning authorities are determining planning applications. This is important, as there are significant distinctions between C2 and C3 developments in policy terms. For example, new housing development (C3) needs to comply with local housing policies, including strict locational criteria for the siting and design of new housing. Where extra care housing developments are viewed by a local planning authority as falling within C3, there are often planning issues regarding design, parking and amenity standards which are more suited to family homes than care homes for the elderly. C3 developments may also be required to provide affordable housing units as part of the overall scheme and/or the provision of financial contributions through S106 agreements, all of which affect the financial viability of development schemes.

A4.19 The determination of a number of planning applications for such schemes has ended up in the courts, where decisions have been based on interpretations of, and distinctions between, the definitions of C2 and C3 in the Use Class Order. The definition of 'care' and the level of provision offered on-site as part of development schemes have also been central to determining the classification of schemes in the courts. For example, in some cases it is the requirement to be in receipt of care as a condition of purchasing/leasing self-contained units that is fundamental in determining the difference between C2 and C3 developments. This

uncertainty is exacerbated by a lack of statutory definition of 'extra care housing', as schemes vary in scale and nature and provision.

- A4.20 In some cases, this means that the only way a development scheme can secure planning permission is if it is classified as C2. In other cases, S106 requirements can make a development scheme unviable if it was to be determined as C3 by a local planning authority because of the costs of developer contributions and/or affordable housing provision. In practice, this is resulting in developers having to adapt/amend their model of extra care housing when submitting planning applications to fit the local planning authority's or the court's view of what comprises C2 (i.e. high minimum age limit, requirement for a base package of care, all residents to be in need of care etc.). This is often compounded by a lack of experience on the part of planning officers in terms of understanding the issues related to this type of housing and the varying housing models available for older people. In some cases, planning applications for specialised housing provision for older people appear to be approached with a degree of suspicion by planning officers, as this is seen as a way for developers to avoid providing affordable housing and other forms of planning gain (i.e. developer contributions).
- A4.21 The effect of adapting housing models to fit a local authority's definition of C2 is resulting in a limited availability of extra care housing to certain groups of older people. So, although extra care housing should be an option available to people as a pre-emptive move before they require significant care needs, rather than moving once your care needs have advanced as this can often be traumatic, it is in some cases only available to people who are already quite old and frail. This does not allow care providers to carefully manage new admissions to maintain a balance of care needs amongst the resident community limits housing choice and narrows the market significantly for older people seeking specialised housing.

Forward planning and site allocations

- A4.22 Another aspect of why more specialist housing for older people is not being delivered in the private sector relates to implementation. A review of borough planning policies showed that they are at different stages in preparing their Local Development Frameworks (LDFs) and Core Strategies. This means that in some cases there is no specific planning policy and no site allocations that address the issues of an ageing population. In other cases the policy is still new and has yet to be reflected in planning decisions. Neighbourhood planning, a central component of the government's localism agenda, could present an opportunity for communities to engage with local planning authorities in identifying the need for the various housing models in an area, and how best they can be delivered through local planning processes. However, it is not yet clear how neighbourhood planning will function in practice, and it will be dependent upon the resources available to community groups.
- A4.23 With regard to site allocations for older people's housing, most planners and developers agree that this is unlikely to be an effective approach. The chief reasons being that landowners are unlikely to be willing to have their sites identified as such and a site allocation cannot guarantee that it comes forward for development. An exception might be the allocation of the public owned land. Most sites that are suitable for specialised or institutional homes are often equally as suitable for mainstream housing and, due to the higher costs associated with delivering specialised housing; it is more likely that a standard house builder will secure a site over a specialist developer where it is tendered on a competitive basis. This is exacerbated in central London where land values are typically much higher compared to outer London, limiting site availability for specialist developers and ultimately the housing options available to older people in London. An alternative, more realistic approach is for local planning authorities to negotiate with developers of large schemes a proportion of housing for older

people to be provided, whether on-site or through financial contributions for the provision off-site.

Review of London borough planning and housing policies

- A4.24 A review of all London borough planning and housing policies that are currently available on their web sites was undertaken in order to see how they are proposing to take account of the ageing population and its related housing requirements.
- A4.25 All except three London boroughs have an adopted Core Strategy (CS), although in some cases it was only adopted in April 2012. One borough, Redbridge, is already reviewing its CS, adopted in 2008. In two cases a draft CS was not available on the web.
- A4.26 A summary of key plan policies is given in Table 4.1 below.

Table 4.1 London borough plans

London borough	Date CS adopted	100% Lifetime Homes and 10% wheelchair	Explicit planning policies for older people's housing
Barking and Dagenham	2010	yes	Move away from sheltered housing model
Barnet	2012		Replace wardens with floating support
Bexley	2012	yes	
Brent	2010		Lack wheelchair accessible housing
Bromley	draft only		Need for extra care housing
Camden	2010		Expects to decommission sheltered housing
Croydon	draft only		Will facilitate sheltered/extra care housing
Ealing	2012		Sheltered in wrong location so still a need
Enfield	2010	yes	Some excess supply. Need for repairs for older owners
Greenwich	2012	yes	A wheelchair site brief
Hackney	2010		A need for supported housing
Hammersmith & Fulham	2011		Remodelling sheltered housing
Haringey	draft only		Aims to develop an Older People's housing strategy
Harrow	2012	yes	Hub and spoke approach to support and services
Havering	2008		Need for extra care accommodation
Hillingdon	2012		Plan for older people
Hounslow	2011		Seek new mixed tenure older people's schemes
Islington	2011		Flexible homes standard above Lifetime homes
Kensington & Chelsea	2010	yes	Need for mixed tenure extra care
Kingston upon Thames	2012	yes	
Lambeth	2011		Older persons housing strategy
Lewisham	2011		Undertaking review of sheltered housing
Merton	2011	yes	Clusters of older persons housing
Newham	2012	yes	Low provision so unmet need for specialist housing
Redbridge	2008		Revisiting Core Strategy as required by Inspector
Richmond upon Thames	2009		
Sutton	2009		Net requirement for affordable specialist units
Tower Hamlets	2010	yes	
Waltham Forest	2012		Need for sheltered/extra care housing not care homes
Wandsworth	2010	yes	
Westminster	2011		Specialist housing where meets housing need

- A4.27 There are important differences between the planning priorities of Inner and Outer London boroughs. In the inner areas, the population is younger than the London average (itself younger than the national average) and this, together with an extremely scarce land supply, means that their priorities are less likely to be concerned with housing provision for older people. However there are some exceptions, as Table 4.1 below shows. Camden expects to decommission outdated sheltered housing in the social sector and re-provide Extra Care, Greenwich has prepared a wheelchair site brief, Hackney and Kensington & Chelsea have identified needs for older people's housing, while Hammersmith & Fulham are remodelling some of their existing outdated sheltered housing.
- A4.28 In the outer London boroughs the situation is different. The population is slightly older, and in some outer boroughs there is a growing supply of private sector care homes. This is of concern to some of them in terms of the longer term implications for health care and support. In Enfield there is considered to be an excess supply of care home beds although there is still a need for sheltered housing. However, most outer London boroughs have large areas of Green Belt and so land supply is also scarce, even though it may not be already built up. All boroughs focus on the re-use of brownfield land, although for inner boroughs that is virtually the only option.
- A4.29 Borough plans acknowledge the changing nature of specialist housing for older people which reflect changing expectations. Thus for example Barking & Dagenham want to move away from the traditional sheltered housing model with a resident warden, and others are remodelling existing housing or moving towards a 'hub and spoke' approach to the delivery of care and support to people who are increasingly 'staying put' as they grow older.
- A4.30 While not all boroughs explicitly acknowledge London Plan policies, many of them require that 100% of all new homes should meet Lifetime Homes standards and 10% should be fully wheelchair accessible.

Appendix 5: Local Authority Planning and Housing Policies

A5.1 This appendix summarises the research carried out into the key planning policies for those London boroughs who make reference to older persons in their plan policies

Barking and Dagenham

A5.2 The Core Strategy (CS) was adopted in July 2010.

- Historically, there has been a stable white population of 85% (2001 census). Population is now rising fast especially the under 26s, over 85s and ethnic minorities. Housing tenure is 65% private sector, 35% social (half of that is the Becontree Estate).
- Policy CM2 – managing housing growth – seeks mixed communities, maximising densities where appropriate and providing additional infrastructure. Housing growth will be achieved by releasing previously safeguarded employment land that is now surplus. There is no mention of older people’s housing in the CS. 91% of all new homes built in 2008/09 were built to Lifetime homes standards.
- Older People’s Strategy: 2010-13
- This is based partly on consultations with older people at several events across the borough in 2009 and 2010. A detailed Housing Needs Survey is being commissioned which will establish the housing needs of older people in the borough across the next 10-20 years.
- The borough is also undertaking a review of a number of sheltered housing schemes with a view to potential redevelopment and re-provision (including mixed models and tenures) thereby increasing the quantity and quality of housing for people aged 50+.
- There will be a strategic shift in provision away from accommodation-based supported housing to floating support and ‘preventative housing’ (using telecare etc.).
- Choice Based Lettings (CBL) has begun to be introduced for sheltered housing. The Housing Strategy 2007-10 included the aim to move away from traditional sheltered housing towards high intensity residential services, termed extra care housing.
- The majority of older people consulted would consider moving to smaller accommodation once their children left home. However, they didn’t want to move to a high-rise block, or to accommodation where there wasn’t room to store their much-loved possessions. In addition, many people found it difficult to leave neighbours and friends. The preferred option when moving to a smaller property was to move into sheltered accommodation with a warden. The majority of older people consulted liked the idea of community living where they had separate accommodation, but shared communal areas where they could socialise.

Barnet

A5.3 The Core Strategy is likely to be adopted in the summer of 2012.

- Housing Strategy 2010 – housing options include the greater use of the private rented sector (more than in the social sector).
- LA Social housing is run by an ALMO.
- The borough expects some older home owners to downsize. They operate a successful trade down scheme for council tenants.
- Section 7 p. 21 on housing related support section on older people.
 - The borough uses the model recommended through the National Strategy for Housing an Ageing Population to estimate older people’s future housing requirements in the borough, with 10% provision for people with dementia.
 - The model shows an oversupply of traditional sheltered housing.

- The ALMO has been struggling to let some of its sheltered units because they fail to meet expectations.
- The strategy proposes to end the link between accommodation and support by replacing resident wardens with community based services and so move away from the situation where 60% of the Supporting People grant goes to less than 3% of the older population.

Bexley

A5.4 The Core Strategy was adopted in February 2012.

- The borough will also enhance some existing sheltered housing to cater for tenants with higher support needs.
- Policy CS10 aims to meet housing needs, seek 50% affordable housing with a minimum of 35%, with a tenure split of 70% social, 30% shared ownership. All new homes are to meet Lifetime standards and 10% to be wheelchair accessible.
- There is no mention of older people's housing.
- The Housing Strategy 2002-06 focuses on helping key workers to find homes and controlling HMOs. There is no specific mention of older people.
- There is no older people's housing strategy to be found on the website.

Brent

A5.5 The Core Strategy was adopted in July 2010. 30% of homes are overcrowded.

- The borough has a youthful population. As most of the Core Strategy objectives can be satisfactorily delivered via the relevant London Plan policies, Brent only proposes one 'locally distinctive' housing policy:
- CP21 A Balanced Housing Stock. They will maintain and provide this by protecting existing accommodation that meets known needs and ensuring that new housing contributes to the wide range of needs including:
 - A range and mix of types and sizes of self contained accommodation
 - Non-self contained accommodation to meet identified needs
 - Care and support accommodation to enable people to live independently
 - Residential care homes which meet a known need in the borough.
 - There is a particular shortage of housing with wheelchair access.
 - More detail will be provided in the forthcoming Development Management Policies DPD.

Bromley

A5.6 Neither a Housing Strategy nor a Core Strategy (even in draft) is on the website.

- The web site suggests that they seem to be converting old residential care homes into new Extra Care schemes with mainly one bed but some two bed flats (55x 1 bed, 5x 2 bed on the latest scheme) all wheelchair accessible and with eg restaurant, shop, tv room and hairdresser on site. One is complete (60 flats) 2 more to come (41x 1 bed, 9x 2 bed) and (42x 1 bed and 18x 2 bed).
- Core Strategy Issues consultation: Over half the borough is green belt. The 'Vision' does not mention older people.
- They have produced an Issues paper for the LDF but it is not on the web.
- Private care homes are reverting back to residential, but when developers want to do a new scheme, the council's view is that they don't want to house people originating out of borough because of the pressure on health services etc.
- There is probably a shortage of one Extra Care housing scheme in the east of the borough. An application has come in on a large mixed scheme in the west of the borough with a care home but this is still under consideration.

- Extra care housing schemes with kitchenettes etc are meant for ageing gently, but Bromley are having to put high dependency people in them so they are not being used to their best potential. They are also being used for temporary accommodation, and some outdated housing schemes are being replaced with temporary accommodation. There are a few private care homes that they place people in. One in the west has been redeveloped to increase its size – it is very effective.

Camden

A5.7 The Core Strategy was adopted in Nov 2010.

- Policy C26: providing high quality homes – housing is the priority land use. This seeks 50% affordable housing on sites of 10 units or more, and a variety of housing types suitable for different groups including older people. The justification for the policy includes para 6.29 ‘homes for older people’ 6.42 older people mostly prefer staying put and 6.43 they will replace existing care homes and expect some to be decommissioned. Two will be redeveloped, and two entirely new Extra Care schemes will be sought.
- Camden has an Older People web page with information about sheltered housing, health etc.

Croydon

A5.8 The Core Strategy was submitted to the Secretary of State on 2 April 2012.

- The strategic objectives include providing a choice of housing for people at all stages of life.
- An additional 27,000 new homes are needed by 2030 but there is only land available for 20,200. So they will apply a presumption in favour of development of housing provided it meets plan criteria, bring vacant homes back into use, and ensure that housing is not lost to other land uses.
- They are aspiring for 60% of all new homes to have 3 or more bedrooms.
- The CS requires all new homes to meet the standards in the London Plan, plus there is provision for 10 additional Gypsy and Traveller pitches.
- The target for affordable housing contributions is 50%, to comprise affordable rent as well as social rent, but the need to be flexible in the economic downturn means that 15% will be acceptable in the first two years after adoption. As the plan progresses, the need to be flexible means that it will be possible to increase the minimum on-site percentage in line with the Dynamic Viability Model set out in the policy.
- ‘Between 2011 and 2031 the number of people in Croydon over the age of 65 is projected to increase by 41%, more than any other age group. Therefore the Council will need to work with partners to facilitate the provision of specialist and supported housing for the elderly and vulnerable’. (para 4.11)

Ealing

A5.9 The Core Strategy was adopted in April 2012.

- Crossrail will be built with five stations in the borough.
- The strategy has a strong focus on preserving and enhancing its employment base as it is the largest in west London.
- Policy 1.2a at least 50% affordable housing will be sought, with a mix of housing types.
- There is no mention of specialist housing or older people in the CS.
- Housing Strategy 2009-14
- 40% of households are BAME. A significant increase in 65+ and 85+ is projected so the housing needs of older people are important in the Housing Strategy, Survey data suggests a requirement for sheltered housing of 193 affordable units and 948 in the private sector, to cater for existing residents and those who may migrate in to be closer to family (1001 households). The SHMA shows the location of sheltered housing, but it does not meet demand.

Enfield

A5.10 The Core Strategy was adopted in Nov 2010.

- 100% of new housing should meet Lifetime Homes standards, and 10% should be wheelchair accessible. The proportion of older people has fallen since the 1991 census (according to the 2001 census).
- Policies include meeting particular housing needs, including those of older people. There is a move away from institutional models for older people to more flexible care and support. The supply of traditional care homes exceeds demand in Enfield so care homes are catering for out of borough needs. This places stress on local health and social care services.
- Core Policy 6: There is a need to control the development of specialist care homes and align the development of supported accommodation with local needs.
- Housing Strategy 2005-10 (so out of date) includes no mention of older people except when reporting the response to a consultation – repairs and maintenance for older people in private housing was considered an important issue by respondents (one of the 6 most important issues). There is ‘postcode discrimination’ for council tenants in the east of the borough near the river Lea, meaning that the area has become stigmatized. As a result, it is unpopular.
- Demand for sheltered housing is low in relation to supply, according to the Housing Needs Assessment – but there is some demand from outside the borough.
- Para 91 accessible housing – sheltered housing is not wheelchair accessible so resources are being allocated to adaptations. It is also mostly bedsits.

Greenwich

A5.11 The Core Strategy will be published in the summer of 2012, probably August. Then there will be a 12 week consultation and an EIP so it won't be adopted until 2013.

- The draft CS from 2011 only mentions older people in section 4.1.8 support for Policy H2 on housing mix, which seeks to provide housing for a range of needs e.g. older people, larger families and disabled people. Policy H2 only mentions the need for mix, not older people's housing.
- Policy H5 housing design, Lifetime homes, 10% wheelchair accessible for affordable housing.
- There is a Greenwich wheelchair site brief.
- Both the Housing Strategy and the Older People's Strategy are currently under review. The Housing Strategy will include a section on sheltered housing, a lot of which is going to be provided by housing associations.
- The council has some sheltered housing that is out of date in terms of facilities and also unpopular so it is decommissioning seven such schemes over the next three years (to 2015). The council is currently developing four new Extra Care Sheltered Housing schemes at:
 - Richard Neve House, Plumstead - a mixture of one and two bed flats in a refurbished existing scheme
 - Thamesmere Drive, Thamesmead - a new development that will offer a mix of one and two bed flats
 - The Royal Military Academy, Woolwich - the site will offer a mix of extra care sheltered housing and general needs housing
 - Kidbrook

These schemes will more than replace the seven that are being decommissioned.

Like other authorities, Greenwich finds it difficult to make efficient use of Extra Care housing as they have to house people with medium to high dependency needs, rather than having a true mix of different needs including low dependency.

- There is an adaptations policy, with a team to adapt disabled people's homes – free of charge to council tenants, and assistance is provided in getting Disabled Facilities Grant for non council tenants.

Hackney

A5.12 The Core Strategy was adopted in 2010. Policies include:

- CSP 19 housing growth CSP20 affordable housing CSP21 supported housing requirements. 'Within the overall provision of housing, Hackney will seek adequate provision and supply of supported housing to meet the needs of older people and other vulnerable groups'.
- SCS Outcome 7: 'Promote and maintain mixed, sustainable communities in all our neighbourhoods by securing a tenure and dwelling mix, including affordable housing and homes adaptable for people's changing needs'.
- SCS Outcome 11: 'To enable independent living and offer personalised support for people with support needs in Hackney, including older people, disabled people and carers'.
- But the CS is not very specific about how this will be achieved.

Hammersmith & Fulham

A5.13 The Core Strategy was adopted in Oct 2011. It includes policies:

- H1 housing supply – to provide 615 new homes a year including conversions.
- H2 affordability – 40% affordable housing will be sought for 10+ units, but there will be no new social rented housing except replacement. The policy seeks intermediate and affordable rent only. The council will offer/encourage tenants to join a savings incentive scheme.
- H4 meeting housing needs – 100% lifetime homes, 10% wheelchair accessible. Proposals for new supported housing will be supported where there is an established local need – especially as the population ages.

Housing Strategy 2007-14.

- Population growth in Hammersmith & Fulham is the third slowest in London. The population is 20% non-white, with 5% Irish and significant Polish and French. But a 20% increase is expected in the 65+ age group and especially 85+. The proportion of owner occupation is low relative to the London average. 40% of the housing stock is social rented. T
- There is a need for more housing, but no space. So innovation is required to increase supply. This includes 'hidden homes' on small infill sites on council estates, offering more LCHO, and encouraging Community Land Trusts and self-build. There is a Hammersmith and Fulham credit union. The borough will support the development of new supported accommodation where there is evidenced need in both the public and private sectors.
- 'For frail elderly, a number of existing schemes will be remodelled to provide better supported accommodation for young adults, young mothers and for those who are mentally ill'.

Haringey

A5.14 There is a Draft Core Strategy. There was an EIP in February 2012.

- From the Housing Strategy 2009-19, Haringey wants to allocate housing in Thamesmead, Greenwich, to its residents.
- Private renting is high at 22% compared to 14% for London as a whole.
- An assessment of older people's needs was conducted in 2009 by Haringey Strategic Partnership. This was not specifically about housing needs, although two of the 10 desired outcomes were a safe, comfortable and well maintained home and living with support. The proportion of older people is similar to neighbouring boroughs and thus quite low, with 9.2% aged over 65 and 22% aged over 50. They are concentrated in Highgate and Bounds Green.
- Haringey aims to develop an older people's housing strategy.

Harrow

A5.15 The Core Strategy was adopted in February 2012.

- Focuses heavily on protecting the green belt. Industry and offices are in decline. Town centres need revamps.
- There is a disproportionately high increase in older people living alone, and an increase in those aged 85 and over, but also high birth rates. Average household size is 2.6 people which is above the London average.
- The proportion of one person households (27.6%) is below the London average.
- Less than 11% of the housing stock is social rented.
- Policies include the need to deliver a mix of homes including market, affordable and low cost housing; and to meet the accommodation needs of older people and Gypsies and Travellers.
- There is a delivery plan for meeting the housing needs of vulnerable people including older people, people with learning or physical disabilities and people with mental health problems. The council supports the 'hub and spoke' model of service provision.
- Proposals for new supported housing, including for the elderly, will be considered.
- CS1 managing growth – 100% lifetime homes, 10% wheelchair accessible. CIL will be used for education, health, open space, road junctions. Harrow wants the Mayor of London to ensure that receipts from the sale of TfL owned land in Harrow will be re-invested in public transport investment in the borough.
- There is an Accessible Homes SPD.
- The Housing Strategy 2007-12 aims to meet the needs and aspirations of vulnerable people, especially older people who are the first priority.
- Much of the borough is green belt, and with 52% of the population belonging to an ethnic minority group it has the 8th highest BAME proportion in England and Wales. Growth is predicted in the over 65s and over 75s, and the needs of the latter feature highly in plans. Households with older people have lower incomes.
- The Index of Multiple Deprivation is high in the south west and south central parts of the borough. There is a Harrow 'Adapt and Repair Team' for older people which is under review.

Havering

A5.16 The Core Strategy was adopted in 2008.

It conforms to the 2004 London Plan.

- Half the borough is green belt. It is within Thames Gateway – and only 10 minutes from Romford to the Olympic Village.
- The borough has the highest proportion of couples with dependent children in London. It also has a higher proportion of elderly than the London average, though the 65+ age group will actually fall as a proportion between 2001 and 2021 due to the increase in new households. But there will be increases in those aged 85+ (30%).
- A key issue is the needs of the ageing population especially Extra Care accommodation.
- CP1 housing supply – the borough will meet the 2004 London Plan targets.
- CP2 sustainable communities – this includes 'ensuring that the needs of those with special needs, including the elderly, are met'.
- Para. 1.8 The elderly have a resounding desire to stay put and a reluctance to enter institutional settings. But there is still a need to plan for sheltered, and in particular, Extra Care accommodation.
- All new housing should meet lifetime homes standards and 10% should be wheelchair accessible.

Hillingdon

A5.17 The Core Strategy EIP was held in March 2012.

- A key issue is Heathrow airport.
- The area has rising birth rates, and 20% are aged under 16. 15% are 65+ and this will increase. The proportion of BAME groups is below the London average except in Hayes where it is well above the outer London average.
- The strategy focuses particularly on employment land.
- SO7 – provide affordable housing
- SO19 – meet the London Plan housing targets.
- H1 – housing growth – will seek more family homes with gardens
- H2 – affordable housing, 35% target on sites of 10+ units, with a 70/30 tenure split between social rented and intermediate. This will include provision for older people.
- Apart from this, there is no specific mention of older people, or lifetime homes or wheelchair access.
- There is a Plan for Older People 2008-11 (not updated).

Hounslow

A5.18 The Core Strategy dated July 2011 is not yet adopted. The consultation ended in Oct 2011.

- One of its objectives is ‘providing a variety of housing including affordable housing, aspirational family homes and high quality provision for the elderly’ (repeated on the web pages).
- Hounslow has a growing population especially those aged under 15. The ageing population is likely to increase the demand for specialist housing provision.
- H8 provision of supported housing – seeks the strategic commissioning of new mixed tenure developments for older people, particularly near transport nodes and town centres. ‘Sites released in this way will be recycled to meet local housing needs’.

Islington

A5.19 The Core Strategy was adopted in February 2011.

- New housing provision will meet the London Plan target of 1,170 p.a.
- Islington needs high quality homes – there are too many small flats.
- The CS will aim for an adequate mix of dwelling sizes alongside the protection of existing family homes.
- Noise mitigation measures will be required.
- Affordable housing policy says that a target of 50% on new schemes is achievable but each scheme will be examined carefully in order not to restrain residential development.
 - The target includes sites of 100% affordable housing.
- There should also be an increase in LCHO and sub market renting – the Housing Strategy supports this. T
- The borough will avoid large single tenure developments.
- Lifetime homes in the London Plan – Islington council has approved an accessible housing SPD on ‘flexible homes’ with standards which build on those set by Lifetime homes but reinterpreted to apply to the typical developments that come forward in Islington.
- Islington will also make provision for student housing and for Gypsies and Travellers.
- Policy CS12 Flexibility – the council has not yet seen any slowdown in completions but new mortgages for shared ownership and Buy to Let have fallen, The council will monitor this very closely and if necessary will ‘sensitively’ apply S106 requirements to maintain viability of new schemes.

- On affordable housing, schemes below 10 units will be required to make a financial contribution, set out in a future SPD.
- Details of what is meant by ‘flexible homes’ are set out in the Accessible Housing SPD.

Kensington & Chelsea

- A5.20 The Core Strategy was adopted in December 2010. Policies CH1 housing targets and CS2 housing diversity are rather buried away as the CS is much more focused on shops. The aim is to achieve diversity of housing as ‘however many are built, house prices are astronomical and demand is insatiable’.
- New housing will cater for a variety of needs and will be built for adaptability and a high quality.
 - Para. 35.3.24 – in the future most older people will continue to live in their own homes.
 - Most older people are in the affluent south of the borough and most sheltered housing is in the north.
 - There is a need for a mixed tenure Extra Care scheme in the south. But there is also a need to review sheltered housing as it appears to contain a large number of bedsits without wheelchair facilities or provision for the likely increase in older couples.
 - CH2 all new homes should meet Lifetime homes standards and 10% wheelchair accessible. The council will encourage Extra Care housing especially in the south of the borough.

Kingston upon Thames

- A5.21 The Core Strategy was adopted on 17 April 2012.
- Kingston has a young population, with below average 60-84 age groups.
 - Only 12% of the housing stock is social rented.
 - 64% of the stock comprises houses with only 36% flats.
 - There is a low proportion of BAME groups.
 - The vision for housing is to increase supply and improve affordability.
 - The CS will meet the demands of population growth by accommodating housing growth and securing a mix of housing types without compromising the quality of life of existing residents or the character of the borough and by increasing affordable housing to meet local needs.
 - CS10 Housing delivery - The council, with partners, will take full advantage of opportunities to deliver new housing and, in particular maximise the delivery of affordable housing.
 - The council will seek to ensure that a broad mix of accommodation options are available to residents and that a range of local housing needs are met.
 - DM13 Housing quality and mix – the council will... expect proposals to be designed and built to ‘Lifetime Homes’ standards and ensure 10% of units are wheelchair accessible, or easily adaptable for residents who are wheelchair users.
 - In appropriate locations, the council will encourage the delivery of a variety of residential accommodation, including purpose built, managed student housing, affordable housing, specialist and supported housing.
 - The provision of specialist accommodation (including student housing, sheltered housing, staffed hostels and residential care homes) requires a partnership approach and the Council will expect developers to demonstrate that they have engaged with the appropriate organisations to ensure that new developments will meet identified need.

Lambeth

- A5.22 The Core Strategy was adopted on 19 Jan 2011.
- Policy S2 housing – seeks to provide 7,700 net additional dwellings by 2016/17. It aims to prevent the loss of existing housing except to deconvert flats into a family home or to meet a specific housing need.
 - The council will seek 50% affordable housing on all sites of 10+ units (or 40% if there is no subsidy). It seeks a 70/30 tenure split between social rented and intermediate.
 - The policy seeks a mix of housing sizes and types, new houses to meet Lifetime homes and Building for Life standards and be wheelchair accessible (but does not say how much).
 - There is no mention of specialist housing for older people.
- An older people’s housing strategy went out to consultation in March 2012. This states that;

- The introduction of the Lambeth Housing Standard for council owned housing from April 2012 will ensure that aids and adaptations where needed will continue to be funded. There is also a major adaptation fund, 75% of which is spent on older people. Between 2008 -11, this resulted in 206 adaptations completed for owner occupiers and private sector tenants, and 412 completed adaptations for public sector tenants.
- The council has continued to support the development of extra care housing in schemes that are embedded in their local communities.
- They are also enabling the development of specialist leasehold accommodation for older people which can be bought by owner occupiers who wish to downsize from their current accommodation.
- A new extra care scheme was opened in 2011 and two more in 2012. The borough now has more than 200 extra care properties, an increase from the previous 58. Another scheme is planned which will be due to open in 2015. The borough has also opened nominations to people with learning disabilities and younger disabled adults along with older people. Early indications suggest that this is working well and creating a vibrant, mixed community. This model will be replicated in other new schemes coming forward.
- Lambeth's Housing Strategy will be used to plan the number of additional extra care schemes required and where they should be located, according to the needs of older people living in Lambeth.
- Lambeth has used the Older Persons Housing Toolkit to estimate demand and supply of specialist housing in the borough and found a deficit for extra care rent and sale and for sheltered housing for sale or lease, but a surplus of social rented sheltered housing, some of which is known to be unpopular ('hard to let').

Lewisham

A5.23 The Core Strategy was adopted in June 2011.

- The population is set to grow by 25% by 2031. The BAME population is now 45%, and will reach 50% in 20 years' time.
- Lewisham is part of the Thames Gateway. It has a young population, those aged over 75s make up just 5% while 25% are under 16. There are pockets of multiple deprivation. Half of all homes are flats, and nearly half of these are conversions, not purpose built.
- There has been a dramatic change in the tenure distribution resulting in almost a third in each tenure. The private rented sector is 29.8%, social rent is 30.2% and owner occupation has fallen from 50% in 2001 to 40% in 2007 (mirrored by an increase in PRS).
- The strategy is mainly concerned for jobs.
- Strategic objectives include achieving Lifetime homes standards and specific accommodation to meet the needs of an ageing population and those with special housing needs.
- CSP1 – housing mix and affordability. Seeks 50% affordable housing on sites of 10+ units, subject to financial viability, with a 70/30 split between social rent and shared ownership. The policy seeks family housing. For affordable housing, it seeks 42% as family homes with 3+ bedrooms. A review of sheltered housing is being undertaken.

Merton

A5.24 The Core Strategy was adopted in 2011.

- Merton claims that it is one of the safest boroughs in London.
- The birth rate is high and 50% of the population is aged between 15 and 45.
- By 2016 the BAME population will reach one third.
- Policy CS8 housing choice – all new homes to meet Lifetime homes standards and 10% wheelchair accessible. The borough will seek a mix of housing to cater for all sections of the community, including family sized and smaller units.
- CS9 spatial distribution of housing targets. CS10 Gypsies and Travellers.

- The Older People's Housing Strategy for Merton 2006-09 focuses on support for older people at home. It wants decent, warm and safe homes for older people, increased housing choice, information and advice, and better partnership working. There is a high demand for low level services such as local handypersons.
- Sheltered homes can be hard to let bedsits with shared facilities. Older people consulted as part of the preparation for the strategy say they prefer 'cluster' housing designed for older people.

Newham

A5.25 The Core Strategy was adopted in January 2012.

- Newham is the youngest place in England. BAME groups make up 70% and there is a high birth rate.
- Policy H1 – seeks sustainable mixed communities, lifetime homes, 10% wheelchair accessible.
- Policy H2 – 50% of new housing must be affordable.
- Policy H3 – specialist accommodation needs – all types of household must be considered. Development proposals will be supported if the location is appropriate for the occupants, it does not prejudice amenities or the character of the existing neighbourhood, and adequate transport and supporting facilities are provided.
- Levels of specialist older people's housing are apparently low so additional Extra Care housing is planned and will be allowed for. Where appropriate, accommodation such as Extra Care housing will be secured through negotiations and planning obligations.
- There is an Older People's Housing Strategy which is currently under review as it is out of date.

Redbridge

A5.26 The Core Strategy was adopted in March 2008. It is now being reviewed, because at the time the council could not see how enough sites could be found to meet its housing target in the then London Plan, so the Inspector said it should be reviewed within 5 years to re-examine the housing issue. Other issues have arisen since then which will also be addressed – national and regional planning policy changes, a need for social and community infrastructure, a new lower housing target, an increase in the local birth rate, and an economic downturn.

- There is no mention of housing for older people or older people's housing needs, probably reflecting the policy priorities of the time.

Richmond upon Thames

A5.27 The Core Strategy was adopted in April 2009.

- The population is growing, the number of older residents is increasing and the population is becoming more diverse (but BAME groups are below the London average).
- Over 70% of the housing stock is in owner occupation, 15% private renting and 12% social renting. Richmond has the highest average household incomes in London.
- There is a high proportion of those aged over 85.
 - A key issue is the acute shortage of housing especially for families, and particularly affordable housing. Another is the need to meet local requirements including the increase in one person households, older people and people with disabilities.
 - Policy CP14 Housing – seeks to provide 270 new homes p.a. to 2017, and 330 p.a. to 2027. It seeks 100% Lifetime homes and 10% to be wheelchair accessible.
 - Density – small (one bed) units in the private sector should make up at least 25% of new build, going up to 75% in town centres and locations with high levels of public transport (the strategy does not really justify this especially given the acute shortage of family housing mentioned earlier). It will seek 50% affordable housing, of which 80% should be social rent and 20% intermediate. The affordable housing mix should reflect the need for larger family units. The policy will seek a financial contribution on

sites of less than 10 units. The council will engage with landowners especially on affordable and special needs housing.

Sutton

A5.30 The Core Strategy was adopted in 2009.

- There is no mention of older people's housing.
- The Housing Strategy 2011/12 and Beyond also has nothing on older people's housing needs.
- An Older People's Housing Needs Assessment was carried out in 2009 by Fordham Research. Older people are defined as those aged 55+. These currently amount to 46,100 and are set to grow by 41% by 2030. The study shows existing supply:
 - 963 sheltered units and 159 Extra Care units (both funded by SP grant)
 - 145 older people get floating support.
 - There are 300 private retirement homes and 800 residential care units.
 - The study estimated that 334 older person households will need specialist housing in the next two years, giving a net requirement for 148 affordable specialist housing units.

Tower Hamlets

A5.31 The Core Strategy was adopted in September 2010.

- It seeks to maximise Lifetime homes and at least 10% of all new homes should be wheelchair accessible.
- There is a shortfall in affordable housing.
- The borough is the third most deprived after Hackney and Newham.
- The affordable housing target in the CS is 50%.
- Policy SO7 – seeks to deliver housing growth
- SO8 Achieve socially balanced communities
- SO9 Deliver high quality, energy efficient, sustainable and durable homes with a mix of small and large, to meet the needs of the community including the specialist housing needs of students and Gypsies and Travellers. The borough is working with partners to facilitate the appropriate amount of specialist and supported housing to cater for the homeless, vulnerable and elderly.
- There is a young population with only 7.7% aged 65 or over.
- Almost 50% of the housing stock is social rented housing. Policies in the Housing Strategy include Lifetime homes and improving the accessibility of existing homes.
- The Supporting People policy includes older people (page 15).
- The borough is developing an Older People's Housing Strategy.
- The council's sheltered housing was transferred to Gateway Housing Association in 2005.
- There is a need for a more joined up approach for older people and vulnerable groups.
- A key issue is overcrowding and the housing allocations policy gives extra weight to the number of rooms you are giving up if you downsize. The council plans to reform the choice based lettings scheme to give more weight to people in overcrowded conditions.

Waltham Forest

A5.32 The Core Strategy was adopted in March 2012.

- Waltham Forest has a highly mixed population. It seeks to meet the housing needs of all groups.
- The BAME population will reach 47% by 2031.
- Policy C2 Improving housing quality and choice.
- Paragraph 5.32 Housing for older and vulnerable people mentions care homes. The policy anticipates that demand for specialist housing will increase.
- The Housing Strategy focuses on the need for more new homes, particularly family sized dwellings, but also notes that the demands for specialised and supported housing, to meet

the needs of elderly people, residents with disabilities and mental health problems, homeless young people, care leavers, and other vulnerable people – is likely to increase, especially as the number of people aged over 65 and 75 continues to grow.

- An estimate is that 38.7% of the overall population increase will be amongst the aged 65 years and over.
- There are 22,500 households in Waltham Forest that have somebody with a disability or a long term limiting illness. The demand from these groups is predominately for independent accommodation with external support.
- Extra care provision will therefore need to be expanded to offer opportunities for people to maintain their independence.

Wandsworth

A5.33 The Core Strategy was adopted in 2010.

- It does not mention housing for older people specifically in the housing section (although it says a revised Older People's Strategy is part of the CS evidence base).
- Para. 4.1.42 A mix of housing is sought, 10% to be wheelchair accessible or easily adaptable.
- All new development should be to Lifetime homes standards.
- Older People's Policy Statement and Strategy 2008. This summarises national and London strategies in section 2 and looks at Wandsworth in section 3.
 - The borough has a relatively young population, 50% are aged 20-39, hence the relatively small number of older people, but the proportion of older people in the private rented sector is 12% compared with 8% in London overall and 7% in England and Wales.
 - In terms of policy, most people want to remain in their own homes and there is a high demand for the Age Concern handyperson service in the borough.
 - The Older People's action plan 2008-11 proposes to decommission three council sheltered housing schemes and widen lettings in 'scattered' schemes to younger people where older applicants were not readily identified.
 - One scheme will be decommissioned for use as temporary accommodation for homeless households. Five further schemes would be refurbished by:
 - a) the conversion of studio flats into one-bedroom flats
 - b) the provision of self-contained facilities in all non-self-contained units
 - c) the installation of lifts where necessary and feasible and
 - d) the upgrading of external common areas.
- The plan also identifies a need for extra care housing as evidenced by the number of people receiving intensive care in their own homes that are not suited to their needs and so pose a risk. There has been a decline in the numbers of people admitted to care homes by the council, and while people are reluctant to enter care homes, the council is looking to meet their needs in extra care housing instead. One new scheme is being developed and the future demand for such schemes is being monitored.
- The strategy is currently under review.

Westminster

A5.34 The Core Strategy was adopted in 2011.

- Westminster has the largest proportion of residents born outside the UK, and 29% are from BAME groups.
- International migration is very high.
- Only 44% of the housing stock is owner occupation, 34% is private renting and 20% social renting.
- There is a lack of available land for housing and there are many competing land uses.
- There is a large residential population but a much larger number of commuters come into the borough every day.

- There are fewer over 60s (and under 20s) than the London or England averages. People expect to move out of Westminster when they have more children.
- Policy CS15 Meeting housing needs... provision of specialist housing will be allowed where this contributes towards meeting housing needs.
- All specialist housing floorspace and units will be protected to meet those specific needs except where the accommodation is needed to meet different residential needs as part of a published strategy by a local service provider. Where this exception applies, changes of use will only be to residential care or nursing homes, hostels, HMOs or dwelling house uses. The justification for this policy is that the Housing Needs Assessment included a need for specialist housing such as Extra Care units for the elderly and housing for ... wheelchair users. It is important to safeguard specialist housing because the need is likely to increase in the future, particularly with an ageing population. However the type of accommodation can become obsolete because of its layout or changes in the delivery of local services or the client group it was intended to serve. Therefore flexibility is required.

Appendix 6: Viability appraisal

Introduction

- A6.1 As noted in Appendix 3 there is very little provision of specialist older persons housing for sale. Annual new provision as recorded by the Elderly Accommodation Counsel First Stop website is of the order of 320 units a year and is concentrated in a few London boroughs with only 7 London boroughs (Barking, Croydon, Haringey, Havering, Islington, Southwark and Wandsworth) showing an increase of more than 10 market units a year. The EAC data does not distinguish between retirement housing and Extra Care while LDD data, which does distinguish between retirement housing and Extra Care, does not provide information on tenure so it is not possible to tell from supply data how much Extra Care market housing or retirement market housing is being provided. However such a low level of supply of market housing would seem at odds with the balance of potential demand since the majority of older Londoners who might require specialist provision are home owners.
- A6.2 At the stakeholder workshops held as part of this research, providers from both the private and social sectors advised us that it was proving extremely difficult to compete in the private housing land market against general needs housing providers and that this was particularly problematic in relation to Extra Care schemes and to high value high density areas in Inner London. They were unable to provide specialist older persons housing for sale despite being aware that there was a need for it.
- A6.3 We therefore modelled the financial viability of provision of market sheltered and Extra Care housing when compared with general needs housing on the same site. The analysis was undertaken using the GLA Viability Appraisal Toolkit drawing on information supplied by providers on build costs, revenues and gross to net saleable area for the three specimen schemes. Other assumptions are as specified in the base defaults in the 2011 version of the GLA toolkit and are applied equally to all three specimen schemes.

The three specimen schemes

- A6.4 Our three specimen schemes are modelled on a 1 acre site.. Details of each scheme are given in Table 6.1 below. The two specialist older persons schemes have a lower gross to net floor area ratio than the general needs scheme. This is because of greater provision of back-up facilities (eg laundry) and common areas. Older persons housing also requires more fitments than general needs housing and this is reflected in a higher build cost per sq metre. Because it is a more limited market, older persons specialist housing takes longer to sell than general needs housing and this is reflected in higher voids costs.

Table 6.1: Scheme details

	General Purpose Housing	Retirement Housing	Extra Care Housing (C2)
1 Bed Apartments	32	29	22
2 Bed Apartments	48	41	31
Total Apartments	80	70	53
Ave Size of 1 Bed Aparts sq m	46.00	50.00	62.00
Ave Size of 2 Bed Aparts sq m	64.00	75.00	80.00
Efficiency	85.00%	80.00%	65.00%
Selling Period (Months)	18	27	27

A6.5 The schemes were modelled in three different locations, Haringey, Bromley and Barking and Dagenham, where the schemes from which the data were taken are located. We take Bromley as our base borough. Bromley ranks 22 out of the 33 London boroughs in terms of average house prices¹¹⁴. We modelled the same 3 schemes in Haringey (ranked 11) and Barking and Dagenham (ranked 33). Average house prices in Haringey are 28% higher than in Bromley and in Barking and Dagenham they are 48% lower than in Bromley¹¹⁵. We assumed that the ratio between house prices for general needs flat vs sheltered flats and vs Extra Care apartments remained the same. Build costs were varied in line with assumptions in the GLA 2011 Viability Appraisal Toolkit, (ie they are 10% higher in Haringey and 3% lower in Barking and Dagenham).

A6.6 Table 6.2 below shows house prices for the mix of units provided and table 6.3 shows build costs.

Table 6.2: House prices for different types of newbuild housing in Haringey, Bromley and Barking and Dagenham

General Purpose	House price		
	Haringey	Bromley	B+D
No of beds			
1	£136,960	£107,000	£55,640
1	£217,600	£170,000	£88,400
2	£268,800	£210,000	£109,200
2	£277,760	£217,000	£112,840
2	£290,560	£227,000	£118,040
2	£300,800	£235,000	£122,200

<i>Retirement</i>		<i>House price</i>		
<i>No of beds</i>	<i>Haringey</i>	<i>Bromley</i>	<i>B+D</i>	
<i>1</i>	<i>£230,400</i>	<i>£180,000</i>	<i>£93,600</i>	
<i>1</i>	<i>£230,400</i>	<i>£180,000</i>	<i>£93,600</i>	
<i>2</i>	<i>£243,200</i>	<i>£190,000</i>	<i>£98,800</i>	
<i>2</i>	<i>£358,400</i>	<i>£280,000</i>	<i>£145,600</i>	
<i>2</i>	<i>£307,200</i>	<i>£240,000</i>	<i>£124,800</i>	
<i>2</i>	<i>£307,200</i>	<i>£240,000</i>	<i>£124,800</i>	
<i>Extra Care</i>		<i>House price</i>		
<i>No of beds</i>	<i>Haringey</i>	<i>Bromley</i>	<i>B+D</i>	
<i>1</i>	<i>£320,000</i>	<i>£250,000</i>	<i>£130,000</i>	
<i>1</i>	<i>£371,200</i>	<i>£290,000</i>	<i>£150,800</i>	
<i>2</i>	<i>£428,800</i>	<i>£335,000</i>	<i>£174,200</i>	
<i>1</i>	<i>£339,200</i>	<i>£265,000</i>	<i>£137,800</i>	

Table 6.3 Build costs per sq m.

	<i>General needs</i>	<i>Retirement</i>	<i>Extra Care</i>
<i>Haringey</i>	<i>£1,210</i>	<i>£1,265</i>	<i>£1,595</i>
<i>Bromley</i>	<i>£1,100</i>	<i>£1,150</i>	<i>£1,450</i>
<i>Barking and Dagenham</i>	<i>1,067</i>	<i>1,116</i>	<i>1,407</i>

A6.7 The GLA toolkit enables the user to compare total costs, revenues and residual land values for each of the three schemes. The results are shown in Tables 6.4-6.6 below. In each case it is assumed that there are no planning obligations or affordable housing contribution.

A6.8 In each case residual land value is lowest for the Extra Care scheme. In Bromley and Barking and Dagenham residual land value is higher for general needs housing than for retirement housing. In Haringey residual land value is higher for retirement housing than for general needs housing. In Barking and Dagenham at the house prices and unit mix specified all residual land values are negative (although EAC record that 59 additional market units were provided in Barking and Dagenham between 2009 and 2011).

Table 6.4 Costs, Revenues and Residual Values, 100% market housing, no planning obligations, 1 acre site in Bromley

80 General needs flats	
Total development cost	£11,148,000
Total revenue	£15,880,000
Residual land value	£4,732,000
70 Sheltered flats	
Total development cost	£12,524,000
Total revenue	£16,200,000
Residual land value	£3,676,000
53 Extra Care flats	
Total development cost	£15,755,000
Total revenue	£16,245,000
Residual land value	£490,000

Table 6.5: Costs, Revenues and Residual Values, 100% market housing, no planning obligations, 1 acre site in Haringey

80 General needs flats	
Total development cost	£12,614,000
Total revenue	£18,685,000
Residual land value	£6,071,000
70 Sheltered flats	
Total development cost	£14,077,000
Total revenue	£20,736,000
Residual land value	£6,659,000
53 Extra Care flats	
Total development cost	£17,344,000
Total revenue	£20,794,000
Residual land value	£3,450,000

Table 6.6: Costs, Revenues and Residual Values, 100% market housing, no planning obligations, 1 acre site in Barking and Dagenham

80 General needs flats	
Total development cost	£9,555,000
Total revenue	£7,788,000
Residual land value	-£1,767,000
70 Sheltered flats	
Total development cost	£10,865,000
Total revenue	£8,424,000
Residual land value	-£2,261,000
53 Extra Care flats	
Total development cost	£13,913,000
Total revenue	£8,447,000
Residual land value	-£5,466,000

Providing specialist older persons housing in Inner/Central London

- A6.9 In Central London boroughs densities and built form are likely to be different (eg 50-80 units could be provided in a flatted development with lower land take than the 1 acre site identified above). However unless the relationship between revenues and build costs is substantially changed it is difficult to see that Extra Care housing in particular will be able to compete with general needs provision in Central London.
- A6.10 Preliminary analysis of recent housing provision in Central London suggests that only a limited number of larger sites come forward¹¹⁶. Older persons housing schemes need to be a minimum of 40-60 units according to work conducted for the Housing Lin (2010) and it is likely that in Central London land supply is as big a problem as scheme viability compared with General Needs housing.
- A6.11 One possible solution to this problem would be to require large general needs schemes to include an element of older persons housing which could be targeted at downsizers or provided in the form of specialist older persons provision. This is already happening at Kings Cross Central in Camden and at Kidbrooke in Greenwich and it may be that this is the only way that specialist provision can be incorporated into development in Central and Inner London. However discussion with developers indicates that where specialist older persons housing has been provided within larger schemes in London it has been in the form of affordable provision and has required subsidy through discounted or free land and HCA grant. They also suggested that housing associations were withdrawing from provision of Extra Care as access to public funding tightens. This model will therefore need further refinement if it is to provide a range of tenures and specialist housing options.

Appendix 7: Scope for shared ownership/shared equity

Introduction

- A7.1 One question when modelling likely future demand for specialist retirement housing for older people is whether there is a demand for shared ownership or shared equity from older homeowners who are looking to move from general needs housing but are unable to afford the full market cost of provision. In order to estimate the size of this group, information is required on the current value of the equity they hold in their existing home and the likely price of retirement housing in the borough. A model has been developed for a study commissioned by Gloucestershire local authorities, linked to their SHMA, and this was adapted for the present study of potential demand for retirement housing from older Londoners. The relevant data comes from the Survey of English Housing / English Housing Survey (EHS) pooled over 11 years to provide a data source that is robust at the level of the local authority – or group of local authorities.
- A7.2 The enhanced EHS dataset has 220,000 observations and even a single borough could have 750 households in the sample. However, sampling issues (including any element of clustering) and disaggregating the results by age group, tenure and dwelling type and size, it is clear that the survey cannot be used to provide direct results for individual districts or boroughs. Therefore the approach of finding similar ‘peer groups’ of local authorities was used to look at the numbers/proportions in these groups and then assume that the same proportions apply to the individual boroughs within each group (but adjusted for known demographic structures and market indicators).
- A7.3 A set of six peer group categories for the London boroughs was identified, based on the following criteria:
- In London (or where necessary to enhance the size of particular groups, in the adjacent outer metropolitan area)
 - In the same ONS group of local authorities, using its 2001-based multivariate classification of local authorities
 - (as a secondary criterion) in the same local authority category group (‘lacet’) used in Bramley’s (2005) Index of Multiple Deprivation affordability indicator exercise, a classification which is based more on housing market variables and regional location than the ONS classification
 - Relatively similar in terms of general house price level
 - Relatively similar in terms of estimated household income level from Bramley and Wilcox’s 2010 study for the National Housing and Planning Advice Unit
- A7.4 Table 7.1 shows the composition of the typology used for this study. It can be seen that ten non-London authorities from the surrounding housing market area were included to boost the representation of three of the types (1,2 and 6). The other categories were fairly distinctly London-based anyway as well as having sufficient member boroughs.
- A7.5 The distinction between group 1 and group 3 was partly based on house price levels, with a cutoff of £175,000, although it should be noted that group 3 members tended to be in a different ‘lacet’ category and/or to have rather higher incomes.
- A7.6 The ‘wealthy centre’ group are mainly very distinct and recognisable. The only deviations from the ONS classification here were to put Richmond into this group (on grounds of its very high

incomes and house prices and geographical connections to Wandsworth and Hammersmith) while shifting Tower Hamlets to the 'cosmopolitan' group, which it more resembles in terms of ethnicity, incomes and house prices.

- A7.7 While 'cosmopolitan' primarily refers to ethnic make-up, these boroughs are mainly the sites of greatest concentration of deprivation in the capital as well. Thus indicators of 'need' tend to be high in this group.
- A7.8 Barking and Dagenham is a bit difficult to place, as are Bexley and Havering. In the end the most satisfactory solution appeared to be to group these eastern peripheral boroughs together with a set of nearby authorities mainly along the Thames gateway and 'working class' in character. It was decided not to include Southend as this is likely to have a distinct demography as a seaside retirement town.

Table 7.1: 'GLA Groups' of London and other similar authorities

GLA Group Name	GLA group	LA name	ONS code	IMD lacat	Percent afford'l	Income prmdhhiincl2	Price 2007
Working suburbs	1	Luton	2.4	417	35	496	116,423
Working suburbs	1	Slough	2.4	810	31	572	149,270
Working suburbs	1	Greenwich	2.4	910	25	550	170,207
Working suburbs	1	Croydon	2.4	910	29	577	173,221
Working suburbs	1	Enfield	2.4	910	28	587	174,168
Thriving London periph	2	Reading	1.3	816	41	642	152,198
Thriving London periph	2	Watford	1.3	710	40	674	167,811
Thriving London periph	2	Sutton	1.3	916	35	578	177,368
Thriving London periph	2	Bromley	1.3	916	39	631	184,507
Thriving London periph	2	Hillingdon	1.3	916	29	582	185,890
Thriving London periph	2	Kingston	1.3	807	38	715	219,166
Residential suburbs	3	Redbridge	2.4	910	32	647	182,323
Residential suburbs	3	Waltham For	2.4	916	23	558	182,323
Residential suburbs	3	Hounslow	2.4	916	28	623	187,565
Residential suburbs	3	Merton	2.4	916	33	680	195,669
Residential suburbs	3	Ealing	2.4	916	27	670	199,120
Residential suburbs	3	Harrow	2.4	916	30	669	200,963
Residential suburbs	3	Barnet	2.4	807	33	715	205,914
Wealthy Centre	4	Richmond	1.3	908	44	762	250,332
Wealthy Centre	4	Islington	3.5	908	26	610	247,563
Wealthy Centre	4	Wandsworth	3.5	908	34	807	249,001
Wealthy Centre	4	Hammersmith	3.5	908	26	733	275,231
Wealthy Centre	4	Camden	3.5	908	28	697	292,415
Wealthy Centre	4	Westminster	3.5	908	29	708	320,375
Wealthy Centre	4	Kensington	3.5	908	39	780	374,664
Cosmopolitan	5	Twr Hamlets	3.5	916	20	522	212,613
Cosmopolitan	5	Newham	4.6	910	16	452	171,838
Cosmopolitan	5	Lewisham	4.6	910	23	533	177,954
Cosmopolitan	5	Haringey	4.6	916	22	540	195,429
Cosmopolitan	5	Hackney	4.6	916	19	484	200,364
Cosmopolitan	5	Southwark	4.6	916	22	539	201,778
Cosmopolitan	5	Brent	4.6	916	20	556	203,409
Cosmopolitan	5	Lambeth	4.6	807	23	589	208,826
Growing towns	6	Barking	1.2	709	22	461	157,275
Growing towns	6	Thurrock	5.8	717	37	549	122,758
Growing towns	6	Basildon	5.8	709	40	570	127,198
Growing towns	6	Harlow	5.8	709	33	550	127,198
Growing towns	6	Gravesham	5.8	817	38	557	131,988
Growing towns	6	Dartford	5.8	739	41	583	134,636
Growing towns	6	Broxbourne	5.8	710	37	609	150,537
Growing towns	6	Bexley	5.8	739	37	558	155,673
Growing towns	6	Havering	5.8	910	36	547	164,585

Source: ONS local authority classification

A7.9 Overall, this grouping generates sample numbers of an adequate size for the purpose. As a general rule, with survey data based on random sampling the confidence intervals (or robustness) of any estimates of proportions or average incomes derived from the data will reduce in proportion to the square root of the sample number. Therefore wherever possible it is important to look for numbers of responses in the region of 200 or more. For example, with a sample of only 40, the results would be so imprecise as to be useless, with a sample of 100 the confidence interval would be plus or minus 5%, and with a sample of 200 it would be plus or minus 2.5%, giving a much smaller margin of error. Table 7.2 shows the sample numbers in the pooled EHS dataset broken down by peer group, age group and tenure. It shows that the minimum sample size is achieved in all except the 'wealthy centre' (for age groups 65-74 and 75 plus) and 'cosmopolitan' (for the 64-75 age group). Otherwise all relevant groups have more than 200 respondents. The 'wealthy centre' group has such extreme characteristics in other respects that the findings for this group should probably be treated with more caution.

Table 7.2 Sample numbers in pooled EHS dataset by GLA peer groups, age and tenure

GLA Group	Age group	Rent	Own	Total
Not London	Under 55	30,114	71,269	101,383
	55-64	5,842	23,614	29,456
	65-74	6,160	18,450	24,610
	75+	7,838	14,449	22,287
	Total	49,954	127,782	177,736
Working suburbs	Under 55	972	1,674	2,646
	55-64	140	458	598
	65-74	124	342	466
	75+	169	260	429
	Total	1,405	2,734	4,139
Thriving periphery	Under 55	705	1,778	2,483
	55-64	89	489	578
	65-74	88	427	515
	75+	149	333	482
	Total	1,031	3,027	4,058
Residential suburbs	Under 55	1,532	2,471	4,003
	55-64	175	686	861
	65-74	151	518	669
	75+	183	457	640
	Total	2,041	4,132	6,173
Wealthy centre	Under 55	1,463	1,289	2,752
	55-64	232	323	555
	65-74	197	190	387
	75+	182	155	337
	Total	2,074	1,957	4,031
Cosmopolitan	Under 55	2,796	1,873	4,669
	55-64	373	420	793
	65-74	324	309	633
	75+	285	179	464
	Total	3,778	2,781	6,559
Growing towns	Under 55	941	2,383	3,324
	55-64	153	725	878
	65-74	173	571	744
	75+	227	381	608
	Total	1,494	4,060	5,554
London peer groups				30,514
Total England				208,250

Note: It was originally intended to create 6 age groups, but it was found that sample numbers are inadequate to treat either the over-85s or the 75-84s as separate groups. The 45-54 group was omitted on the grounds that it is not directly relevant to housing targeted at older people.

Source: English Housing Survey/Survey of English Housing dataset and ONS local authority classification

Numbers of target households

A7.10 The core question is to estimate the breakdown of older owner occupiers by size and type of dwelling. The categories provided in the EHS data have been recoded to focus on the key groups. Table 7.3 shows the dwelling type profile, Table 7.4 the dwelling size profile, and Table 7.5 combines these into a composite set of characteristics.

Table 7.3 Composition of owner occupier household population by house type, age and size for GLA peer groups

Owner occupier	GLA Peer				
Age Group	Group	Detached	Semi-detached	Terrace	Flat
Und 55	Not London	29%	38%	28%	4%
	Working suburbs	10%	31%	41%	18%
	Thriving periphery	15%	36%	31%	18%
	Residential suburbs	6%	32%	40%	23%
	Wealthy centre	4%	11%	34%	51%
	Cosmopolitan	2%	13%	43%	42%
	Growing towns	12%	37%	42%	10%
	England	26%	36%	30%	8%
55-64	Not London	40%	37%	20%	3%
	Working suburbs	20%	35%	34%	11%
	Thriving periphery	25%	44%	23%	8%
	Residential suburbs	9%	40%	39%	12%
	Wealthy centre	7%	12%	41%	40%
	Cosmopolitan	6%	22%	46%	26%
	Growing towns	19%	39%	37%	5%
	England	37%	37%	22%	4%
65-74	Not London	38%	37%	19%	4%
	Working suburbs	17%	34%	36%	12%
	Thriving periphery	26%	38%	23%	14%
	Residential suburbs	9%	39%	36%	16%
	Wealthy centre	4%	14%	45%	37%
	Cosmopolitan	4%	19%	50%	26%
	Growing towns	18%	42%	34%	6%
	England	35%	37%	21%	6%
75+	Not London	36%	35%	18%	9%
	Working	19%	31%	31%	19%

	suburbs				
	Thriving periphery	26%	35%	20%	18%
	Residential suburbs	9%	35%	29%	26%
	Wealthy centre	5%	17%	33%	44%
	Cosmopolitan	5%	18%	46%	31%
	Growing towns	15%	41%	30%	13%
	England	34%	35%	20%	11%

Source: English Housing Survey/Survey of English Housing dataset and ONS local authority classification

A7.11 Across England, younger owners (under 55) are less likely to occupy detached houses and more likely to occupy terraces and flats, although the 75+ age group shows a higher propensity to live in flats. Unsurprisingly, owners in ‘wealthy central’ and ‘cosmopolitan’ boroughs are much less likely to be in detached or semi-detached homes and much more likely to be in flats or terraces.

A7.12 Table 7.4 shows a comparable analysis by size of dwelling, distinguishing three categories (0-2 bedrooms, 3 bedrooms, 4+ bedrooms). The 3-bedroom dwelling is shown as well as 1-2 bedrooms, as it may be argued that, for example, 3-bed terraces and flats are similar to 2-beds in terms of value.

Table 7.4 Proportion of owner occupier households by dwelling size, age and GLA peer group

Age group	GLA peer group	Size	0-2 bed	3bed	4+ bed
Under 55	Not London		23%	52%	25%
	Working suburbs		29%	52%	19%
	Thriving periphery		32%	47%	21%
	Residential suburbs		30%	50%	20%
	Wealthy centre		50%	29%	21%
	Cosmopolitan		43%	39%	18%
	Growing towns		27%	54%	19%
	England		25%	51%	25%
55-64	Not London		21%	53%	27%
	Working suburbs		20%	56%	24%
	Thriving periphery		19%	51%	30%
	Residential suburbs		16%	57%	27%
	Wealthy centre		39%	36%	25%
	Cosmopolitan		27%	48%	25%
	Growing towns		20%	59%	21%
	England		21%	53%	27%
65-74	Not London		31%	52%	17%
	Working suburbs		25%	59%	16%
	Thriving periphery		30%	49%	21%
	Residential suburbs		26%	57%	18%
	Wealthy centre		39%	35%	26%
	Cosmopolitan		29%	53%	19%
	Growing towns		29%	60%	11%
	England		30%	52%	17%

75+	Not London	42%	47%	11%
	Working suburbs	38%	47%	15%
	Thriving periphery	37%	48%	15%
	Residential suburbs	35%	56%	9%
	Wealthy centre	45%	33%	22%
	Cosmopolitan	36%	47%	17%
	Growing towns	38%	57%	5%
	England	41%	48%	11%

Note: It is not possible to distinguish Right to Buy home ownership in this analysis.

Source: English Housing Survey/Survey of English Housing dataset and ONS local authority classification

A7.13 Across England, the proportion occupying small properties rises with age, with a corresponding fall in the proportion occupying 4+ bedroom homes. This could be the result of both ‘downsizing’ moves and a possible cohort effect where earlier generations bought smaller homes.

A7.14 Within London, smaller dwellings are more common in the ‘wealthy centre’ and ‘cosmopolitan’ peer groups, although these differences are less marked in the older age groups.

A7.15 Table 5 takes composite size-type categories which are believed to characterise the potential client for older persons’ shared equity housing. Three composite categories are compared:

- Terraces and flats with 0-2 bedrooms
- Semi-detached, terraces and flats with 0-2 bedrooms
- Terraces and flats with up to 3 bedrooms, semi-detached with 0-2 bedrooms

Table 7.5 Proportion of owner occupier households by composite size/type, age and GLA peer group

Age group	GLA peer group	0-2 bedroom terraces/flats	+ 2 bedroom semis, terraces / flats	+ 3 bedroom terraces and flats/ semis with 0-2 bedrooms
Under 55	Not London	14.6%	20.8%	36.1%
	Working suburbs	26.9%	29.2%	56.9%
	Thriving periphery	27.9%	31.1%	49.2%
	Residential suburbs	27.4%	29.4%	58.4%
	Wealthy centre	48.5%	49.6%	73.6%
	Cosmopolitan	42.1%	42.7%	74.5%
	Growing towns	22.1%	26.6%	52.6%
	England	17.2%	22.8%	39.8%
55-64	Not London	8.4%	15.0%	26.7%
	Working suburbs	14.9%	17.5%	43.0%
	Thriving periphery	13.4%	17.1%	33.3%
	Residential suburbs	12.7%	15.3%	45.3%
	Wealthy centre	36.7%	38.5%	69.0%

	Cosmopolitan	25.4%	26.3%	61.4%
	Growing towns	12.7%	18.4%	44.5%
	England	9.6%	15.7%	29.4%
65-74	Not London	10.5%	20.3%	31.6%
	Working suburbs	16.8%	21.9%	50.0%
	Thriving periphery	19.0%	25.2%	39.3%
	Residential suburbs	19.8%	24.4%	52.3%
	Wealthy centre	36.3%	38.5%	67.8%
	Cosmopolitan	25.5%	27.6%	67.5%
	Growing towns	14.2%	24.1%	48.9%
	England	11.7%	21.0%	34.2%
75+	Not London	16.9%	28.8%	38.4%
	Working suburbs	26.7%	33.7%	55.3%
	Thriving periphery	23.0%	31.9%	45.8%
	Residential suburbs	28.7%	33.2%	58.5%
	Wealthy centre	40.9%	43.8%	67.8%
	Cosmopolitan	34.0%	35.2%	70.5%
	Growing towns	19.8%	31.4%	54.6%
	England	18.1%	29.3%	40.5%

Source: English Housing Survey/Survey of English Housing dataset and author's calculations

A7.16 This indicator is intended to come closer to representing a measure of the potential market segment of interest. For England, looking at the 55-64 age group, just under 10% are in the more narrowly defined category, rising to 16% with the inclusion of small semi-detached, and to 29% when 3-bedroom terraces and flats are included. These proportion increase with age, so that they are 18%, 29% and 41% respectively for owners aged over 75.

A7.17 Within London, the proportions in these size/type groups are generally higher in all of the peer group areas. This is particularly true for the 'wealthy centre' and 'cosmopolitan' boroughs. There is less difference (i.e. lower shares) for some of the more suburban area peer groups.

House values and equity

A7.18 The key 'affordability' factor for older persons' housing provided on a sale or shared equity basis is the amount of equity in the existing home, although savings and prospective pension income may also be relevant. Equity is the difference between the market value of the house and any outstanding mortgage debt. Within the enhanced EHS dataset value and equity can be estimated.

A7.19 The values are based on an econometric hedonic price model (fitted to Nationwide data on individual housing sales) which is then applied to the EHS dataset and revalued to a 2006 or 2011 price level (revaluation to 2006 adjusts for general inflation; revaluation to 2011 reflects movements in median prices from Land Registry data).

A7.20 The equity estimates deduct outstanding mortgage debt estimated from the EHS data. For households with a head aged over 65, most mortgages have been repaid, so equity and house value figures are similar. This is less true for the younger age bands. The calculations here assume that equity has moved pro rata to house prices/values in the relevant period (essentially 2004 as the mid-point of the EHS sample period and 2011) – i.e. that people repay their debt at the same rate as the rate of increase in house prices.

A7.21 The equity available to older owners will depend on the value of their home and how far they have repaid their mortgage. It is interesting to compare the values derived here from the EHS sample with the actual sales data from the Land Registry, which covers all sales for the same period (average of 1997-2007). This gives a check on the methodology and consistency of the two data sets and also provides an indicator of whether owners in particular age groups and types of area have homes which are markedly more or less valuable than the generality of properties traded in that area. These could deviate because, for example, older owners do not move very often and new buyers may be richer or poorer, or may include significant proportions of investors. Table 6 shows these comparisons by age group and peer group area type. Comparisons are shown at both the median and lower quartile of the distribution.

Table 7.6 Relative value of older owners’ homes (EHS-based) compared with Land Registry all transactions by age group and GLA peer group (1997-2007)

Age Group	GLA Peer Group	Relative Value Lower Quartile	Relative Value Median
Und 55	Not London		
	Working suburbs	99%	92%
	Thriving periphery	102%	100%
	Residential suburbs	109%	111%
	Wealthy centre	165%	180%
	Cosmopolitan	121%	120%
	Growing towns	94%	95%
55-64	Not London		
	Working suburbs	103%	99%
	Thriving periphery	106%	105%
	Residential suburbs	115%	122%
	Wealthy centre	174%	179%
	Cosmopolitan	130%	129%
	Growing towns	101%	100%
65-74	Not London		
	Working suburbs	103%	100%
	Thriving periphery	102%	103%
	Residential suburbs	114%	112%
	Wealthy centre	159%	167%
	Cosmopolitan	131%	125%
	Growing towns	98%	94%
75+	Not London		
	Working suburbs	100%	94%
	Thriving periphery	100%	100%
	Residential suburbs	106%	105%
	Wealthy centre	167%	176%
	Cosmopolitan	127%	119%
	Growing towns	93%	91%

Sources: English Housing Survey/Survey of English Housing dataset and Land Registry

- A7.22 For four of the peer groups, older owners' home values appear to be quite close to the generality of sales in these areas. The 'working suburbs' tend to have a slightly lower ratio (older owners living in properties slightly less valuable than currently traded properties) and the 'residential suburbs' ratio tends to be a bit higher (older owners occupy slightly more valuable properties).
- A7.23 Larger differences are apparent for 'cosmopolitan' boroughs. This may reflect the pressures and consequences of 'gentrification' – the older owners are either the more affluent in-movers or they are people who bought cheaply several decades ago, perhaps as sitting tenants. The most extreme differences affect the 'wealthy central' boroughs, perhaps for the same reasons.
- A7.24 Estimated values are shown in Table 7.7. Values are shown at three percentile points. Unsurprisingly, values rise significantly up to age 64, then level off. Values are higher in the more affluent 'residential suburbs' and especially the 'wealthy centre', and lower elsewhere. However the overwhelming impression is of very substantial amounts of equity held by older home owners in London. For example, for 65-74 year olds, the medians are above £210,000 in every area type, while 90% of owners in this age group have at least £140,000 even in the lowest value outer area.

Table 7.7 Estimated equity for older owners, percentiles by age and GLA peer group 2011

Age Group	GLA Peer Group	Equity 10th pctl	Equity 25th pctl	Equity 50th pctl
Und 55	Not London	24,325	64,315	122,844
	Working suburbs	23,554	64,730	121,218
	Thriving periphery	43,763	89,124	148,658
	Residential suburbs	71,401	138,472	249,867
	Wealthy centre	239,496	368,990	602,889
	Cosmopolitan	51,392	113,233	191,908
	Growing towns	24,567	63,839	119,650
55-64	Not London	105,471	147,367	211,933
	Working suburbs	111,526	155,163	206,384
	Thriving periphery	144,120	200,465	251,714
	Residential suburbs	207,339	261,826	391,059
	Wealthy centre	355,625	490,743	713,225
	Cosmopolitan	137,926	210,077	282,194
	Growing towns	108,984	161,282	213,235
65-74	Not London	127,221	160,335	218,416
	Working suburbs	146,805	183,516	220,352
	Thriving periphery	166,761	207,464	267,726
	Residential suburbs	227,534	279,365	396,115
	Wealthy centre	426,082	505,792	712,570
	Cosmopolitan	192,094	242,697	303,261
	Growing towns	139,275	171,940	216,137
75+	Not London	128,300	160,141	215,419
	Working suburbs	153,369	182,750	212,669
	Thriving periphery	161,614	207,464	261,239

	Residential suburbs	222,957	260,121	371,947
	Wealthy centre	430,999	536,105	749,999
	Cosmopolitan	192,094	239,178	285,745
	Growing towns	145,884	171,634	214,027

Source: English Housing Survey/Survey of English Housing dataset

Entry costs of retirement housing

A7.25 It has been difficult to obtain robust data on the entry cost for typical older persons of either sheltered or extra care housing, for comparisons with these figures. Numbers of completions recently have been very low, and only a limited amount of resale data has been available. However, based on resale data for about 40 cases of sheltered housing in 2011/12 provided by First Stop it appeared that prices (presumably for whatever equity share is acquired) ranged between £65,000 and £245,000 for 1-bedroom units and between £120,000 and £350,000 for 2-bedroom. These wide variations could reflect varying shares of equity as well as local variations in price and quality differences. As an guide, the ratio to local house prices at the lower quartile level (for 1-bed) or the median (2-bed) the average was about 0.79, with a variation between 0.56 ('cosmopolitan'), 0.80 ('residential suburbs') and 0.95 ('working suburbs').

Potential take-up of shared equity/shared ownership retirement housing

A7.26 This summary measure suggests a way of modelling potential take-up from the equity data in Table 7.7. Taking the mid-point of the above ratios (0.80) and applying that to the market values in each borough or peer group gives a value which could be compared with the equity distributions summarised in Table 7. These values are shown in the first two columns of Table 7.8.

Table 7.8 Potential price for new shared equity provision for older owners, percentage able to afford from equity, and incremental percentage for 40% point difference in equity requirement, by age and GLA peer group, 2011

	Imputed cost for	Baseline 80%	% of LQ afford	Median afford	Difference baseline	from 120%
GLA peer group	LSE					
	1 Bedroom	2 Bedroom	1 Bedroom	2 Bedroom	1 Bedroom	2 Bedroom
<i>Under 55</i>						
Working suburbs	145,767	186,467	39	21	-32	-41
Thriving periphery	165,350	208,645	43	25	-35	-44
Residential suburbs	172,771	217,949	67	57	-19	-24
Wealthy centre	276,400	400,210	86	72	-16	-21
Cosmopolitan	174,793	228,975	55	38	-28	-36
Growing towns	132,367	161,599	44	31	-30	-36
<i>55-64</i>						
Not London						
Working suburbs	145,767	186,467	78	60	-25	-46
Thriving periphery	165,350	208,645	84	71	-22	-51
Residential suburbs	172,771	217,949	91	87	-3	-30
Wealthy centre	276,400	400,210	92	85	-3	-22
Cosmopolitan	174,793	228,975	82	68	-18	-40
Growing towns	132,367	161,599	83	75	-19	-39
<i>65-74</i>						
Not London						
Working suburbs	145,767	186,467	90	73	-4	-63
Thriving periphery	165,350	208,645	90	75	-4	-43
Residential suburbs	172,771	217,949	92	90	-3	-5
Wealthy centre	276,400	400,210	93	91	-3	-5
Cosmopolitan	174,793	228,975	91	79	-4	-34
Growing towns	132,367	161,599	90	80	-4	-37
<i>Over 75</i>						
Not London						
Working suburbs	145,767	186,467	90	72	-4	-78
Thriving periphery	165,350	208,645	89	74	-27	-48
Residential suburbs	172,771	217,949	92	90	-3	-5
Wealthy centre	276,400	400,210	93	91	-3	-5
Cosmopolitan	174,793	228,975	91	78	-4	-36
Growing towns	132,367	161,599	91	81	-4	-47

Sources: English Housing Survey/Survey of English Housing dataset; Land Registry house price data

- A7.27 Interpolating between points in the distribution (10th, 25th and 50th decile) in Table 7.7 gives an estimate of approximately what percentage of older owners could afford to buy a unit at that price using all of their equity. These figures are shown in the third and fourth columns of Table 7.8. In practice buyers may not typically use all of their equity.
- A7.28 In the 65-75 age group, 90% or more of older owners could afford a 1-bedroom unit at 80% of market value using all of their equity, in all of the peer groups. For a 2-bedroom unit at 80% of market value, the proportion able to afford it varies between 72-73% ('working suburbs') and 91% ('wealthy centre'). For the 55-64 age group the proportion is lower, probably because of outstanding mortgage debt and hence lower equity.
- A7.29 The calculation can be re-run assuming that the required equity sum to purchase a shared equity unit were higher than 80% of general market value, either because (a) much specialist and new accommodation is more costly and valuable or (b) purchasers typically set some proportion of their equity aside for other purposes. The last two columns of Table 8 show the effect of this with a factor of 120% of general market value. This might in effect be representative of the threshold for entry to purchase of full ownership of a new sheltered unit.
- A7.30 It can be seen from Table 7.9 that the percentages able to afford it fall by a considerable margin, particularly in the 2-bed case. For example, for the 65-74 age group the percentage able to afford a 2-bed unit from their existing equity falls by 63% points in the 'working suburbs', 42% in the 'thriving periphery', by 34% in 'cosmopolitan' but by only 5% in the 'residential suburbs' and 'wealthy centre'.
- A7.31 This marginal or incremental affordability, corresponding to the difference between 80% and 120% of general market value, is taken as a measure of the potential market segment for shared equity sheltered housing. Market research for a private provider of retirement housing would use 120% as the relevant percentage who could afford it. In converting these percentages into numbers, the average of the 1-bed and 2-bed values is taken, as there does appear to be a market for 1-bed units judging by the First Stop data on sales.

'Need' for more suitable accommodation

- A7.32 An indication of the need to move from present accommodation to something more suitable may be of value, both to provide some sense of scale to potential demand and to mark a degree of priority in terms of affordable housing. The most relevant indicator within the EHS dataset is the composite indicator 'unsuit' used in the CLG project¹¹⁷ using this data. The indicator also applies to families with children but for older people this indicator was created by using the following criteria:
- Very elderly (>85) or any with limiting illness/disability and accommodation not suitable or very dissatisfied with home
 - Ditto in higher flats (3rd floor and above) with no lift or security
 - Ditto with very poor access to shops/Post Office/Doctor etc and resident dissatisfaction with area
- A7.33 Two additional levels of filtering can be applied (a) by excluding those who could afford to buy appropriate sized accommodation in the locality at the time ('unsuit2') and (b) also by excluding those who did not express a preference to live in the social sector or shared ownership ('unsuit3').

A7.34 Incidence of this indicator is quite low, even within the older group, and the considerations of sample size mean that too much should not be made of small differences between groups or areas. In addition these constraints mean that it is not appropriate to further cross-tabulate this indicator with dwelling size.

A7.35 Table 7.9 presents the results for the three measures (unsuit, unsuit2 and unsuit3) for the four target age groups of older owners across the GLA peer groups and the rest of England. The aim is to estimate potential demand for specialist retirement housing on the basis of the unsuitability of current accommodation per se, then excluding those who could afford full ownership, and finally excluding those who had no preference for such housing. Clearly this last measure ignores those who might be forced to move into retirement housing.

Table 7.9 Unsuitability needs measures for older owners by age and GLA peer group, 1997-2007

Age group	GLA peer group	Unsuitable	Unsuitable	Unsuit/unaff
		accommod	& unafford	prefer social rent
		'unsuit1'	'unsuit2'	'unsuit3'
Und 55	Not London	0.7%	0.3%	0.3%
	Working suburbs	0.6%	0.5%	0.5%
	Thriving periphery	0.8%	0.5%	0.4%
	Residential suburbs	0.7%	0.5%	0.4%
	Wealthy centre	2.0%	0.2%	0.1%
	Cosmopolitan	1.4%	0.4%	0.4%
	Growing towns	0.8%	0.3%	0.2%
	England	0.74%	0.33%	0.31%
	55-64	Not London	1.2%	0.5%
Working suburbs		1.0%	0.4%	0.4%
Thriving periphery		0.7%	0.4%	0.4%
Residential suburbs		1.8%	0.7%	0.7%
Wealthy centre		1.5%	0.9%	0.9%
Cosmopolitan		3.1%	1.9%	1.7%
Growing towns		1.3%	0.7%	0.7%
England		1.28%	0.51%	0.50%
65-74		Not London	1.7%	0.8%
	Working suburbs	1.2%	0.7%	0.7%
	Thriving periphery	2.4%	0.9%	0.9%
	Residential suburbs	1.8%	0.7%	0.7%
	Wealthy centre	0.6%	0.0%	0.0%
	Cosmopolitan	3.7%	1.1%	1.1%
	Growing towns	2.1%	0.8%	0.8%
	England	1.70%	0.75%	0.74%
	75+	Not London	2.8%	1.2%
Working suburbs		2.6%	0.8%	0.8%
Thriving periphery		2.0%	0.9%	0.9%
Residential suburbs		3.8%	0.6%	0.6%
Wealthy centre		1.7%	1.7%	1.2%
Cosmopolitan		7.0%	2.5%	1.4%
Growing towns		2.8%	0.5%	0.5%
England		2.83%	1.15%	1.12%
All		Not London	1.2%	0.5%
Ages	Working suburbs	0.9%	0.5%	0.5%

	Thriving periphery	1.1%	0.5%	0.5%
	Residential suburbs	1.4%	0.6%	0.5%
	Wealthy centre	1.8%	0.4%	0.3%
	Cosmopolitan	2.2%	0.9%	0.7%
	Growing towns	1.2%	0.4%	0.4%
	England	1.21%	0.51%	0.50%

Source: English Housing Survey/Survey of English Housing dataset

A7.36 Nationally, the incidence of each measure rises with age from less than 1% for the under 55s to 1.28% for 55-64s, 1.70% for 65-74 and 2.83% for over 75s. The affordability filter (creating unsuit2) reduce these numbers by about 60%.

A7.37 In London, there are some variations between peer groups. For example, in the 65-74 age group the first measure (unsuit) varies between 0.6% ('wealthy centre') and 3.7% ('cosmopolitan').

A7.38 To summarise, this approach suggests a very small but significant demand for shared ownership that varies between London boroughs and by age group.

Mobility rates

A7.39 Another way of approaching the question of numbers actually likely to move to shared ownership is to look at the typical mobility rates for owner occupiers in the relevant age groups, both those moving in general and those moving for particular reasons. Table 7.10 tabulates the relevant rates of annual moves by owner occupiers in the four age bands, again, comparing GLA peer groups with England. The annual rate of all moves by owners of all ages is 5.3% in England as a whole. Most of these moves are to other owner occupied dwellings but about 17% of them are to social or private renting. Mobility rates fall with age, from 7.5% for under-55s to 3.2% (55-64), 2.5% (65-74) and 2.1% (over 75).

Table 7.10 Mobility rates for older owner occupiers

Age group	GLA peer group	Est 1-yr move	Leave own occ	Move to soc rent	Move size/other
Under 55	Not London	7.6%	1.2%	0.3%	1.1%
	Working suburbs	6.6%	1.2%	0.3%	0.9%
	Thriving periphery	8.2%	1.2%	0.1%	1.4%
	Residential suburbs	6.5%	1.3%	0.1%	1.2%
	Wealthy centre	9.6%	1.9%	0.1%	1.3%
	Cosmopolitan	6.5%	1.3%	0.2%	0.8%
	Growing towns	6.5%	0.7%	0.2%	1.0%
	England	7.51%	1.24%	0.28%	1.10%
55-64	Not London	3.3%	0.5%	0.2%	0.4%
	Working suburbs	2.0%	0.2%	0.1%	0.2%
	Thriving periphery	1.9%	0.3%	0.0%	0.1%
	Residential suburbs	2.0%	0.5%	0.1%	0.3%
	Wealthy centre	3.6%	0.9%	0.2%	0.7%
	Cosmopolitan	2.1%	0.4%	0.0%	0.3%
	Growing towns	2.7%	0.3%	0.1%	0.4%

	England	3.15%	0.48%	0.17%	0.37%
65-74	Not London	2.7%	0.5%	0.3%	0.4%
	Working suburbs	1.4%	0.2%	0.1%	0.3%
	Thriving periphery	1.9%	0.3%	0.1%	0.3%
	Residential suburbs	1.4%	0.1%	0.1%	0.3%
	Wealthy centre	1.0%	0.6%	0.0%	0.1%
	Cosmopolitan	1.3%	0.1%	0.0%	0.1%
	Growing towns	1.8%	0.2%	0.1%	0.2%
	England	2.54%	0.44%	0.27%	0.34%
75+	Not London	2.2%	0.6%	0.5%	0.3%
	Working suburbs	1.9%	0.7%	0.6%	0.5%
	Thriving periphery	1.0%	0.0%	0.0%	0.2%
	Residential suburbs	1.6%	0.2%	0.1%	0.2%
	Wealthy centre	0.9%	0.4%	0.4%	0.0%
	Cosmopolitan	0.4%	0.2%	0.2%	0.2%
	Growing towns	1.7%	0.2%	0.2%	0.2%
	England	2.09%	0.55%	0.43%	0.28%
All	Not London	5.4%	0.9%	0.3%	0.8%
ages	Working suburbs	4.6%	0.8%	0.3%	0.7%
	Thriving periphery	5.2%	0.8%	0.1%	0.8%
	Residential suburbs	4.4%	0.9%	0.1%	0.8%
	Wealthy centre	6.9%	1.4%	0.2%	1.0%
	Cosmopolitan	4.7%	0.9%	0.2%	0.6%
	Growing towns	4.7%	0.5%	0.1%	0.7%
	England	5.33%	0.90%	0.28%	0.75%

Source: English Housing Survey/Survey of English Housing dataset

A7.40 The main reasons given for moving do not very precisely pinpoint the issues of unsuitability outlined above, but it is possible to identify those reasons to do with size and those to do with family or other circumstances. These account for about 14% of all moves in England, with similar ratios for older age groups.

A7.41 Within London, mobility rates are higher for the 55-64 age group in 'wealthy centres' but do not vary greatly across the other peer groups. For the older ages, the rates do not vary greatly. But tend to be a bit higher for 'residential suburbs' and 'growing towns'.

A7.42 In order to translate observed mobility into potential need/demand for shared ownership retirement housing, it might be appropriate to assume that the 'size and other' reasons for moving do not capture all relevant cases. However it would be unreasonable to assume that all moves in the older age groups imply a requirement for sheltered housing. Therefore, the 'size and other reasons' moves are taken for a lower bound estimate, while half of all moves is taken for an upper bound.

Potential annual need/demand

A7.43 These various numbers/proportions can be used in different combinations to generate estimates of the expected annual need/demand to move by older owners in the relevant type/size categories. Several distinct approaches are possible:

- A. Combine the mobility rates (either mobility rates for relevant reasons, or half the total mobility) with the proportions of older owners in the dwelling size-type categories believed to proxy modest levels of equity and hence affordability relevant to shared equity provision.

Within this approach broader or narrower categories of mobility and relevant size-type combinations can be defined.

- B. Combine the mobility rates with the estimates of equity described above, linked to assumed levels of price for new shared equity provision – i.e. base the affordability part on the distribution of equity levels relative to threshold house prices.
- C. Start from the needs figures rather than the mobility rates, but applying an assumed rate at which need is met (over 3-7 years), with affordability approached via the size-type proportions.
- D. Start from the needs figures rather than mobility rates, applying an assumed rate at which need is met (over 3-7 years) with affordability approached via the equity analysis.

A7.44 While these analyses of rates would be carried out at the GLA peer group level, the results can be converted into numbers using the household population by age and tenure provided at borough level from the Annual Population Survey (Integrated Household Survey). These borough level results are shown in Table 7.11a.

A7.45 Table 7.11b shows the results aggregated at peer group level.

A7.46 The need/demand estimates are an annual flow number. This follows naturally from the use of the mobility rates, which are estimated on an annual rate basis. The use of the unsuitability need figure as a starting point requires some ratio to express the proportion of household with an unsuitability need at a point in time who would expect/hope to move into more 'suitable' accommodation within a year. The unsuitability numbers are a 'backlog' or 'stock' number, not a flow. We would expect some turnover rate within this stock each year, although suspect that for this group the turnover is quite low. The actual turnover rate will be constrained by the actual supply of suitable accommodation. 'Turnover' for this group also includes death and moves to institutions such as care homes.

A7.47 Any figure used for the rate of conversion of a stock to a flow is based on a somewhat arbitrary and normative judgement. There is a convention in Strategic Housing Market Assessments and their predecessor Local Housing Needs Assessments to apply a figure of between 10% and 20% to waiting list backlogs in general, assuming in simplistic terms that these would be reduced progressively over 10 years or, more optimistically, 5 years. There is some parallel between this 10%/10 year figure and the 10 year age groups used in this analysis. However, it would seem unrealistic and counter-productive to expect frail older people to wait 10 years for suitable housing. Therefore a lower bound figure for the proportion of backlog taken each year is set at 15%. An upper bound figure would be greater than the 20%/5 year assumption, but less than 100%/1 year. The latter would not be a sustainable rate of need/demand, as it would exhaust the backlog within a year or so. Therefore an upper bound figure is suggested of 33%.

A7.48 The total annual need/demand figures produced by these combinations of assumptions are shown along the bottom of Table 7.11. Taking the lower mobility figure and the more conservative dwelling types (2-bedroom flats, terraces, and possibly semis) produces a total of 4-500 pa; this rises to nearly 1,000 if those living in 3 bedroom terraces and flats are also included. Using the equity-based-calculation of affordability gives a slightly lower bottom figure of 375 pa with the low mobility assumption. The higher mobility assumption raises the total numbers by a factor of rather over 3. Annual numbers would become 1300-1600 on a conservative size mix, 3,250 on more generous size mix assumptions, or 1325 using the

equity-based affordability. The need based figures also lie just within these ranges. A low rate of stock-flow conversion of need (15%) would yield numbers of 560-660 with the more conservative size assumptions or 1300 with the more generous. The higher rate (33%) would give a similar higher range (1200-2900). Combining the need based and equity calculations gives figures of 460 and 1020.

A7.49 The summary Part (b) of the table shows that there are differences in the distribution of need/demand between the different types of borough under the different approaches. Approach A gives higher potential demand figures for 'wealthy centre' and 'residential suburb' areas. Approach B gives a different pattern, with lower potential demand in the 'wealthy centre' and 'residential suburbs' but higher demand in the 'working suburbs', 'thriving periphery' and 'growing towns'. Approach C gives highest demand in the 'cosmopolitan' group, followed by 'residential suburbs'. Approach D again has 'cosmopolitan' as the group with the greatest potential demand, followed this time by 'thriving periphery', with 'wealthy centre' showing low potential demand. The overall average of all estimates also shows 'cosmopolitan' with the highest potential (nearly 300 units pa), but this is followed by 'residential suburbs' (275), with 'wealthy centre' in third place. However, there is no compelling logic for using the overall average. A more defensible approach may be one based more on the needs indices, for example columns C22 and/or D21 in Table 7.11.

Conclusion

A7.50 The range of estimated demand/ need for shared equity/ownership retirement housing for Greater London in total is between 376 units p.a. based on moves for size and other reasons and 3,251 units p.a. on the basis of half of all moves (Table 7.11a).

A7.51 The results for the different approaches vary widely. For the needs based approaches, the total demand estimates range from 462 units p.a. on the basis of the lower bound of owned equity, to 5,557 units p.a. (1,238 + 1,448 + 2,869) on the basis of the upper bound.

A7.52 Overall the conclusion is that there is a small but significant demand for shared ownership retirement housing in London.

Table 7.11: Range of Combined Annual Need/Demand Estimates for Older Owners by London Borough

	NUMBERS	A11	A12	A13	A21	A22	A23	B11	B21	C11	C12	C13	C21	C22	C23	D11	D21	Average
		Moves	Moves	Moves	Moves	Moves	Moves	Moves	Moves	Need	Need	Need	Need	Need	Need	Need	Need	Annual
Peer		Size/other	Size/other	Size/other	0.5xAll	0.5xAll	0.5xAll	Size/other	0.5xAll	15% pa	15% pa	15% pa	33% pa	33% pa	33% pa	15% pa	33% pa	Need/
Group	Borough	0-2BrT&F	+ 2BrSm	+ 3BrT&F	0-2BrT&F	+ 2BrSm	+ 3Br rT&F	Equity	Equity	0-2BrT&F	+ 2BrSm	+ 3Br T&F	0-2Br T&F	+ 2BrSm	+ 3Br T&F	Equity	Equity	Demand
6	Barking and Dag	6	9	19	22	34	73	11	40	6	10	20	14	22	44	10	22	23
3	Barnet	21	25	56	67	80	180	10	35	33	39	79	72	85	175	12	25	62
6	Bexley	16	24	51	60	93	193	28	104	18	29	57	40	64	125	28	62	62
5	Brent	12	13	29	40	42	99	11	40	43	45	98	95	99	217	33	73	62
2	Bromley	17	23	34	65	87	143	27	125	23	32	49	52	70	107	38	85	61
4	Camden	16	16	29	52	55	96	5	13	10	10	17	21	23	38	2	4	25
1	Croydon	27	34	66	71	88	182	49	139	20	25	48	44	55	105	36	78	67
3	Ealing	16	19	43	50	60	139	9	30	22	27	57	49	58	125	9	21	46
1	Enfield	21	26	51	54	67	137	38	104	16	19	37	34	43	81	27	60	51
1	Greenwich	9	12	23	24	30	62	17	47	7	9	16	15	19	36	12	27	23
5	Hackney	5	5	12	18	19	44	5	18	16	16	36	34	36	80	13	28	24
4	Hammersmith & F	14	15	27	44	47	83	5	13	7	8	13	16	17	30	2	4	22
5	Haringey	8	8	18	25	26	61	7	24	28	29	64	61	64	140	21	46	39
3	Harrow	13	16	35	42	51	114	6	22	20	24	50	45	53	109	7	16	39
6	Havering	16	25	52	61	96	200	29	107	19	30	59	42	66	129	29	64	64
2	Hillingdon	10	13	20	40	53	88	15	76	13	18	27	29	39	60	21	46	36
3	Hounslow	10	11	26	31	37	86	5	19	14	17	36	31	37	79	6	13	29
4	Islington	12	12	22	35	37	66	4	10	6	6	11	13	14	23	1	3	17
4	Kensington & C	17	18	32	56	59	103	5	15	11	11	19	24	25	43	2	5	28
2	Kingston-u-T	6	9	13	27	35	59	10	52	9	12	18	19	26	40	14	32	24
5	Lambeth	9	10	21	31	32	75	8	30	32	33	73	70	73	160	25	54	46
5	Lewisham	9	9	20	28	29	69	8	27	32	33	72	69	72	158	24	52	44
3	Merton	10	11	25	30	36	81	4	15	15	17	35	32	38	78	5	11	28

The role of the planning system in delivering housing choice for older Londoners. Apendicies

5	Newham	6	6	14	20	21	49	6	20	20	21	45	44	45	99	16	35	29
3	Redbridge	15	18	42	50	59	138	9	31	23	27	57	50	59	126	10	21	46
4	Richmond-u-T	26	28	49	88	93	163	8	24	17	18	31	38	41	68	4	8	44
5	Southwark	7	7	16	23	25	57	6	23	23	24	53	50	53	116	18	40	34
2	Sutton	8	11	16	32	42	71	12	61	11	15	23	24	32	50	17	38	29
5	Tower Hamlets	3	3	7	10	10	24	3	9	11	11	24	23	24	54	8	18	15
3	Waltham Forest	9	11	25	30	36	83	5	18	14	17	35	31	36	77	6	13	28
4	Wandsworth	20	21	38	65	69	121	6	18	12	13	21	26	28	47	3	6	32
4	Westminster	17	18	33	62	66	114	5	16	13	14	24	30	31	52	2	5	31
	Greater London Total	410	486	966	1356	1613	3251	376	1327	563	658	1304	1238	1448	2869	462	1017	1209

Source: Author's calculations

Part (b)		Moves	Moves	Moves	Moves	Moves	Moves	Moves	Moves	Need	Need	Need	Need	Need	Need	Need	Need	Annual
Peer	Group	Size/other	Size/other	Size/other	0.5 xAll	0.5 xAll	0.5 xAll	Size/other	0.5 xAll	15% pa	15% pa	15% pa	33% pa	33% pa	33% pa	15% pa	33% pa	Need/
Group	Name	0-2Br T&F	+ 2Br Sm	+ 3Br T&F	0-2Br T&F	+ 2Br Sm	+ 3Br T&F	Equity	Equity	0-2Br T&F	+ 2 BrSm	+ 3BrT&F	0-2BrT&F	+ 2BrSm	+ 3BrT&F	Equity	Equity	Demand
1	Working suburbs	57	71	139	149	185	382	103	290	42	53	101	93	117	222	75	165	140
2	Thriving periphery	41	55	85	164	217	361	64	314	56	76	117	124	167	257	91	201	149
3	Residential suburbs	94	112	253	300	358	820	49	170	141	167	349	310	367	767	55	121	277
4	Wealthy centre	122	128	229	404	425	745	38	110	76	81	137	168	178	301	16	36	200
5	Cosmopolitan	59	61	137	195	205	477	53	192	203	212	465	447	467	1,023	158	347	294
6	Growing towns	38	59	123	143	223	466	68	252	44	69	135	96	152	298	67	147	149
	32 Boros	410	486	966	1,356	1,613	3,251	376	1,327	563	658	1,304	1,238	1,448	2,869	462	1,017	1,209

Source: Author's calculations

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Hindi

यदि आप इस दस्तावेज की प्रति अपनी
भाषा में चाहते हैं, तो कृपया निम्नलिखित
नंबर पर फोन करें अथवा नीचे दिये गये
पते पर संपर्क करें

Vietnamese

Nếu bạn muốn có văn bản tài liệu
này bằng ngôn ngữ của mình, hãy
liên hệ theo số điện thoại hoặc địa
chỉ dưới đây.

Bengali

আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি
(কপি) চান, তা হলে नीचेर ফোন নম্বরে
বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

Greek

Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος
εγγράφου στη δική σας γλώσσα, παρακαλείστε να
επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυ-
δρομικά στην παρακάτω διεύθυνση.

Urdu

اگر آپ اس دستاویز کی نقل اپنی زبان میں
چاہتے ہیں، تو براہ کرم نیچے دئے گئے نمبر
پر فون کریں یا دیئے گئے پتے پر رابطہ کریں

Turkish

Bu belgenin kendi dilinizde
hazırlanmış bir nüshasını
edinmek için, lütfen aşağıdaki
telefon numarasını arayınız
veya adrese başvurunuz.

Arabic

إذا أردت نسخة من هذه الوثيقة بلغتك، يرجى
الاتصال برقم الهاتف أو مراسلة العنوان
أدناه

Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ
ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਹੇਠ
ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

Gujarati

જો તમને આ દસ્તાવેજની નકલ તમારી ભાષામાં
જોઈતી હોય તો, કૃપા કરી આપેલ નંબર ઉપર
ફોન કરો અથવા નીચેના સરનામે સંપર્ક સાધો.