Quality and choice for older people's housing: a strategic framework

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Ministerial Foreword

"Older people" are no different to "younger people" in wanting choice over where and how they live their lives, and access to good quality, responsive services to enable them to live life to the full. So why do we need a document such as this that considers the needs of older people in particular? Part of the reason is to say just that. Our policies to improve housing quality and choice and modernise public services are as relevant to improving the quality of life of older people as they are for others in society.

But just making such a statement is not enough. We need to establish a context within which older people's views and concerns about their housing and services can be heard and acknowledged, and to provide a focus for addressing the particular needs of older people. Through the ongoing development and improvement of this strategic framework we are seeking to explore the key housing issues affecting all older people and to ensure that policies and actions are in place to address them. This includes meeting the specific concerns of older people from black and minority ethnic communities, older people with dementia, and other groups with specific needs and requirements.

In this endeavour we are working closely with a wide range of organisations in the statutory, voluntary and private sectors. There is much activity outside Government that is seeking appropriate solutions, and we want to harness and co-ordinate this work with our own. We can achieve far more for older people through a partnership approach than we could alone.

Local authorities have a key role to play here in taking the lead locally. We want to see authorities addressing the objectives and issues identified in this strategic framework in their Community Strategies, Housing Strategies, Best Value reviews, care and support service planning, local transport plans, community safety strategies, and the range of other relevant strategic planning, service commissioning and service delivery mechanisms.

The strategic framework is also relevant to the work of the NHS partnering, local government, on health improvement and health promotion, joint planning and investment for health and social care services, Long Term Care Charters and in co-ordinating the planning and delivery of services in the community.

Much is happening at a local level already, but an important reason for publishing this strategic framework and setting up an Implementation Group to take the framework forward is to encourage and enable local authorities, with the NHS and other local partners, to take stock and identify any gaps or weaknesses in their local strategies and action.

This strategic framework should also help organisations providing and developing housing and services to ensure that their activities are responsive to older people and are formulated within the overall direction of local authorities' strategies and plans.

Flexibility is the key to this. There is a rich diversity amongst our older population and a 'one size fits all' approach is no longer valid. Our aim is to set out a vision and put in place actions that will continue the process of innovation and development so that older people are offered higher quality and more choice over their housing and services wherever they live.

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Chapter One

Why Develop a Framework for Housing Older People?

The context

Housing is at the heart of the Government's agenda with the publication of the Housing Green Paper. To quote from the Green Paper published in April 2000[1] "Too many [people] are in poor accommodation.... Too many [people] have no choice and control over where they live." Thus 'quality' and 'choice' are the focus for modernising and reform.

The increasing older population poses a challenge for social policy generally, and housing policy specifically. In what form and at what cost do we make adequate provision for the housing, care and support needs of older people? With the ageing profile changing so rapidly (people living longer with a more healthy lifestyle and an increase in owner occupation), there is a direct impact on the provision of decent, affordable and appropriate housing for older people.

There is increasing recognition that older people should have more say in the development of solutions. Studies have highlighted that older people want to be treated as citizens with equal rights to other members of the population first. The Cabinet Office led Better Government for Older People initiative in its report 'All Our Futures'[2] shows how consulting and listening to older people can make a step change to public services.

The Prime Minister, in introducing the Government report, 'Life Begins at 50'[3] states that "We want everyone - young and old - to play their full part in society.... It is the old fashioned attitudes of society as a whole which are now seen by many older people as one of the biggest remaining barriers to them fulfilling their potential and living their life to the full." 'The NHS Plan', published in July 2000,[4] recognises the concerns about age discrimination with one of the objectives of 'The National Service Framework for Older People (NSF)', aiming to eliminate policies in the NHS and in social care based on age alone.

A new partnership between Government local authorities, service providers and users, Supporting People, is also under development to help vulnerable people live independently in the community by providing a wide range of housing related support services. Older people living in sheltered accommodation, those who receive support from home improvement agencies, homeless people and people with special needs are included in the Supporting People programme, which starts in April 2003. This will have a significant impact on a range of housing related support services for older people.

A number of clear demographic and social trends are shaping the nature of demand for housing, support, health and care services for older people over the next decades. These include:

- *the number of people aged over 60 is on the increase;*

- *the number of frail older people is on the increase;*

- *older people who are owner-occupiers are on the increase;*

- *over half the older population is women;*

- *the numbers of older people from black and minority ethnic groups are rising - a group often marginalised from mainstream policies; and*

- *the expectations and aspirations of older people are likely to rise over time.*

A number of issues and concerns that were raised at recent Listening Events[5] for older people under the auspices of the Inter Ministerial group for Older People, and through the Better Government for Older People programme, require consideration by Government. In the approach adopted, it will be critical to take account of what older people are saying. Major messages picked up from the Listening to Older People events in relation to housing and support include:

- *new homes design should take the needs of older people into account including those from minority ethnic communities;*

- *increased insulation, help with heating and other energy saving measures are needed in older people's homes;*

- *more home security improvements and local home safety advice services, practical help services around the home and garden and better transport facilities particularly in rural areas;*

- *more independent living opportunities and better quality provision of sheltered housing;*

- *less waiting time for adaptations and equipment and moving home; and*

- *more flexibility and choice in housing, care and support options and clearer information and advice on what is available.*

The wider government agenda

The Government's overall housing policy objective is to offer everyone the opportunity to have a decent, affordable and appropriate home and so promote "social cohesion, well-being and self-dependence". As older people become frailer, particular housing issues arise because the physical and location characteristics of their home, coupled with the interface with care and support services, become more important.

For housing policy specifically, there is a major role to play in ensuring that older people are able to realise their potential. Effective housing, allied to the right care, support and wider services, such as good transport and community safety, can be the springboard that enables older people to remain involved and live their lives to the full. Conversely, poor housing can be a fetter for older people, contributing to immobility and social exclusion, ill health and depression.

The focus of social care and health policy has shifted towards promoting independence and in providing care and support services 'close to home' as opposed to 'institutional' solutions. The Government now attaches a great deal of importance to involving people in developing solutions, which enhance choice, diversity and inclusion.

The Department of Health's (DH) objectives fall under three strands - personal social services, public health and the NHS. Three white papers have been produced recently by the Department that clearly reflect the modernising agenda. 'Modernising Social Services', which was published in December 1998[6] affirms the Government's commitment to promoting independence, improving protection and raising standards in the provision of social services. 'The NHS Plan' signifies that policies should enable older people to enjoy their longevity as healthy active years. It focuses on flexible services that enable older people to receive care 'close to home' recognising that most older

people want to stay in their own homes, living independently for as long as they can. Thus housing, primary care, community health services and social services, together, need to provide effective support.

The need for a strategic framework for housing older people

Against this backdrop, a dynamic framework is needed to address the many problems and opportunities for older people in securing decent, affordable and suitable housing and adequate and appropriate support and care for the 21st century.

We aim in this document to:

- Show the commitment of the Government to the importance of good quality and appropriate housing to the lives of older people and in particular acknowledge the interaction of health, housing, care and support services both at the local level and at Central Government policy level.

- Raise the awareness of the importance of housing, and its links with social and health care, in the lives of older people and create a debate about future provision.

- Provide a resource for practitioners in local councils, the NHS, housing associations and the voluntary and private sectors, setting out the Government's vision and priorities in supporting older people and linking to relevant organisations and research in order to encourage the sharing of best practice.

This report therefore seeks to:

- address the key issues, needs, views and preferences of older people;

- facilitate the development of policies that enable older people to maximise their autonomy and self-control;

- encourage local council strategies to address older people's immediate requirements and, at the same time, plan to meet future requirements; and

- enable preventative approaches, which contribute to older people being better able to retain their health and mobility.

Given this approach we have set out two objectives, which must be addressed by all those working with older people in order to maintain the momentum for decent, affordable and appropriate housing for this group:

- ***First*** - *to ensure older people are able to secure and sustain their independence in a home appropriate to their circumstances; and*

- ***Secondly*** - *to support older people to make active and informed choices about their accommodation by providing access to appropriate housing and services and by providing advice on suitable services and options.*

It is important in terms of progressing policy and practice related to the objectives, that the approach taken, both by Government and local councils, and by service providers should be part of a mainstream approach and should be:

- **Integrated** - working across all sectors, tiers and departments in a joined up way and in partnership.

- **Holistic** - addressing the whole spectrum of older peoples' needs - both immediate requirements and planning to meet future needs.

- **Inclusive** - meeting the specific needs of particular groups, such as black minority ethnic and refugee elders, older women, frail older people and older people with mental and physical disabilities.

- **Involving** - in developing, delivering and reviewing housing services and programmes for older people.

- **Preventative** - in enabling older people to retain their health and mobility.

The following section of this report sets out what the Government sees as the five key areas which require consideration, if the aims and objectives of developing clear housing strategies for older people are to be achieved, and the housing choices open to older people are to be improved.

[1] Quality and Choice: A Decent Home for All, DETR, April 2000.

[2] All Our Futures - The Reports of the Better Government for Older People(BGOP), BGOP, May 2000.

[3] Life Begins at 50: A Better Society for Older People, DSS for the Inter-Ministerial Group for Older People, May 2000.

[4] 'The NHS Plan', Cm4818-1, HMSO, July 2000

[5] Building a Better society for Older People: A Report on the Listening Events to the Inter-Ministerial Group for Older People, Annette Boaz and Carol Hayden, Warwick Business School, University of Warwick, 1999.

[6] Modernising Social Services, Cm4169, HMSO, Nov. 1998.

Chapter Two

The Five Key Areas

There are, clearly, physical housing problems to tackle, and public investment has a continuing role to play in further improving the housing conditions of older people. The Government announced in July 2000 additional investment of £2.5 billion over the next three years to improve the nation's existing housing and to build new homes. Alongside new investment, the main thrust and priority for new policy and service development for older people also lies in the following five key areas:

- **Diversity and Choice** - ensuring the provision of services which promote independence and are responsive to all older people's needs and preferences.

- **Information and advice** - ensuring that information and advice are accessible both to professionals and older people themselves on the variety of housing and support options/solutions available.

- **Flexible service provision** - assisting local authorities and service providers to review housing and service models to improve flexibility to meet changing needs taking into account the views of older people.

- **Quality** - emphasising the importance of the quality of housing and support services, both in terms of ensuring homes are warm, safe and secure and in monitoring the services provided.

- **Joint working** - improving the integration of services delivered at the local level by housing, social services and health authorities and nationally through Government departments.

Consideration of the issues for older people across these key areas is crucial given the proposals in the Housing Green Paper to enhance local authorities' strategic role in housing. Local councils remain central to the delivery of housing policy. As strategic housing bodies, they need to consider the requirements of people living in different tenures, including owner-occupiers, those renting privately and those in social housing. They need to consider the differing needs of rural and urban communities, and how people's needs change over time and be able to predict what new needs are likely to arise and plan accordingly.

HIP Guidance for 2001/02

Current Housing Investment Programme (HIP) guidance expects local authorities to work in partnership with social services, health and other local services as the key to successful policy links between housing renewal and community care strategies. The HIP guidance for April 2001/02 will specifically draw attention to the importance of considering the needs of older people when drawing up local authority housing strategies. This report suggests how older people's needs can be considered by drawing out the concerns of older people, and setting a vision through which effective outcomes for older people can be developed within national and local strategies to offer the best long-term value.

In the next sections, we consider current concerns, the response from Government, what change is needed, and the actions the Government plans to take in relation to this strategic framework. In the concluding section, we look at how this framework will be taken forward.

Chapter Three

Diversity and Choice

Current concerns and government actions

If older people are to secure and sustain their independence at home, it is essential that they have a range of appropriate accommodation and care choices in both the private and public sectors.

The housing solutions and limited choice that were acceptable to previous generations of older people do not necessarily meet the expectations of current and future generations. This is considered in Chapter 5. Older people, quite rightly, have rising aspirations and expect increased choice and standards. They have a range of expectations, which may change as their dependency increases or their circumstances change. This might include staying at home with appropriate repairs and adaptations, to moving to sheltered and supported housing and residential or nursing care. The Listening Events emphasised the desire for independent living opportunities and better quality provision of sheltered housing. They also highlighted the fact that older people want more opportunity to stay at home with support and, in particular, older people wanted clearer advice and information on what is available. This is considered in Chapter 4.

Improving choice is a crucial part of the Government's agenda. An important concern is to balance the individual wishes of older people against the constraints of resources particularly in relation to public sector responses.

Choice in Housing - Greater choice in housing options is important for everyone. Many older people now own their own homes and many are able to exercise greater choice in housing come retirement. The ability to choose is just as important for those who may have specific needs or who do not have the resources to exercise choice. Providing improved access to information and advice will empower all older people to make informed decisions about where they choose to live in all sectors. (The Housing Green Paper states that by giving more people the opportunity to play a stronger role in the decision-making process results in greater satisfaction, and an increased sense of ownership. It also leads to increased personal well being, and helps to reduce anti-social behaviour, crime and stress.

The Green Paper proposed changes to social housing lettings policies to promote a more customer-focused approach that would give new applicants and existing tenants more say and greater choice in housing decisions. The paper also proposed that housing authorities, in conjunction with social services should play an active role in helping those who might otherwise find it difficult to apply or find housing suited to their needs, with appropriate support services being provided where necessary. Over the next three years, DETR will be providing £11 million to support pilot schemes involving local authorities and registered social landlords which test choice-based lettings policies.

Choice in Social Care and Health - Measures to increase choice in social care and health include initiatives such as the long term care charter - Better Care Higher Standards, Care Direct and the extension of direct payments to older people to purchase their care services. Better Care Higher Standards aims to ensure that users and carers have access to information on the services available to them in health, housing and social services provision in order to make informed choice. Care Direct extends this aim. The provision of direct payments enables people to have greater control in making their own decisions about how care is delivered. 'The NHS Plan' will deliver reform with far reaching changes across the NHS to provide people with a health service designed around the

patient. Through 'The National Service Framework' for older people this means national standards set for caring for older people, ensuring that ageism is not tolerated.

Reflecting Diversity

It is understood that the housing needs of older people are not homogenous and the options available to older people need to reflect this. We know that the number of older black and minority ethnic households will rise faster than the remainder of the population and their housing needs and preferences need to reflect cultural factors. Older refugees also need culturally appropriate provision within the community. An increasing number of older people own their own homes allowing them to make their own choices in the private sector. Yet many of these homes are in states of disrepair, or located in the poorer, inner city areas, and have become unmanageable, or, in some cases, unsuitable. This is a particular cause for concern for many owner-occupiers from black and minority ethnic communities. The Government believes that it is important that all older people are able to access sources of equity to meet their changing needs. We also recognise the increased importance of the role Home Improvement Agencies (HIAs) play in enabling older people to remain in their own homes and helping older people living in housing with little equity to improve their homes to provide comfort and security.

A survey of housing associations (RSLs), to be published in 2001 by the Housing Corporation, will show that there is still much more to be done in consulting black and minority ethnic groups about their housing needs. For black, minority ethnic and refugee groups choice is often limited through the lack of culturally appropriate services. Community groups express concern that older people can end up very isolated not knowing who to talk to and how to obtain support. There is an important consideration here in supporting community organisations to enable them to support their elders. There are good examples of this infrastructure support but it is recognised that more will need to be done, particularly in enhancing the support available for older people from within the black, minority ethnic and refugee communities.

A project developed by DH is tackling the difficulties for black and minority ethnic communities in accessing appropriate social care. By piloting the development of particular services that had been problematic in the past and disseminating the results the aim of the project is to spread good practice and an understanding of the issues for developing inclusive and, indeed, specialist services. Four authorities with the help of consultants and working with community organisations have taken part in Phase 1 of the project and a report will be made available and widely disseminated early in 2001. Phase 2 of the project, which began in late 2000, is about mainstreaming services for black and minority ethnic older people working with a further group of authorities.

The Housing Corporation has produced specific strategies for minority ethic groups involving the development of a number of black led housing associations under its strategies from 1986-1992, many of which provide housing and support services for older people. The current strategy, produced in May 1998, focuses on developing a culture amongst mainstream housing associations of empowering minority ethnic communities and reflecting diversity. This means reflecting diversity within the workforce and governing bodies and a greater focus on consultation and identifying needs. Local authorities through HIP guidance are expected to address issues of discrimination and consider the particular needs of black and minority ethnic communities in their housing policies and practice, including housing strategies. New guidance on developing these strategies has been published by CIOH/FBHO/Housing Corporation.[7] 'Larrie'- the local authority information exchange - has also published a review of local authority responses to guidance on the Stephen Lawrence enquiry.[8] This looks at local council's action plans setting out a broad framework for addressing institutional racism which is relevant to housing and care services.

Other groups whose needs may have been overlooked previously include ageing disabled people, older people with dementia, older carers, older people living alone, particularly women and older homeless people, particularly rough sleepers. There is evidence of organisations now offering older people with dementia 'ordinary' housing solutions, though good practice in this area is still developing. There is also an increasing focus amongst some service providers - particularly in the homelessness field - of the special needs of older homeless people. The production of homelessness plans in the Green Paper will go some way to addressing their needs. There are also initiatives responding to the needs of older women such as the Older Women's Co. housing project in London that is pioneering a neighbourly arrangement where older women have self contained housing, but in a group with shared facilities and mutual support. This is based on successful models in Europe.

There are, indeed, a range of initiatives being undertaken by housing associations and voluntary organisations, which are addressing these specific needs and it is important that these inform public policy both at a local and national level. Appendix 2 provides some examples of initiatives that are responding to these often marginalised groups. It is crucial that new policies and provision respond to diversity amongst the older population.

In a similar way, older people can have very different needs for support, which will alter at certain times in their life. Changing needs is a reality, which needs to be addressed and anticipated by housing and service planners and providers

In summary, for choice to become a reality there needs to be a mixed economy of provision which is centred on the housing and support needs of the whole person. Involving users in the planning and delivery of services is essential if a whole range of housing and support options are to develop and flourish and real choice is to be offered to all older people. A start has been made with initiatives such as 'Better Care Higher Standards' which aims to set standards in provision for long term care across housing, health and social care by involving users and carers. 'Supporting People' also aims to involve users in a more inclusive way in the planning of new support services.

Key outcomes in this area are:

- **increased informed choice in appropriate housing and care solutions; and**

- **greater responses to the diverse needs and aspirations of vulnerable groups, including older people, for housing and care services.**

Government action to follow

It is clear that older people are not a homogenous group and have different needs and wants. Housing and services for older people need to reflect this and older people need to have greater choice as their aspirations and circumstances change.

The Government proposes to explore the issue of choice and diversity through the actions set out in this framework report. In relation to some of the issues raised in this section, the Government will take the following action:

- Inclusion and evaluation of the needs of vulnerable groups including the needs and issues for older people in the pilots for customer-based choice proposed in the Housing Green Paper.

- Guidance on good practice in the delivery of care and support for older people from black and minority ethnic groups.

[7] Black and Minority Ethnic Housing Strategies: A Good Practice Guide, CIOH/FBHO/Housing Corporation, CIOH, 2000.

[8] One Year On, Sarah Palmer, Local Government Association Employers Organisation and I&DeA, Sep 2000.

Chapter Four

Information and Advice

Current concerns and government action

Effective and timely housing information and advice plays a key role in enabling older people to access the kind of housing, support and care that meet their needs and preferences to enable them to plan for the future, whether choosing to move or to stay at home. Advice and information is a critical part of any preventative strategy.

Disseminating good practice and new ideas through information and advice to service providers and planners is also an important ingredient to promoting the needs of older people and in encouraging innovative solutions.

Information and advice for older people

Local housing authorities have a duty to ensure that advice and information on homelessness and the prevention of homelessness is freely available in their area. This provides a mechanism for providing advice when older people face acute housing problems, or make a specific housing enquiry. The Green Paper proposed to extend the duty to cover advice on debt, budgeting tenants' rights, helping people to remain in their own homes through adaptation or improvement of the property, and access to support services, as well as options for re-housing.

Good quality advice and assistance is one of the main ways in which older people can get the help that can alleviate problems of fuel poverty, social exclusion and poor or inappropriate housing. HIAs provide independent advice and assistance for older people and vulnerable people to help them carry out repairs, improvements and adaptations to their properties, enabling them to stay in their current homes. HIAs also help people obtain grants and other sources of funding, identify suitable tradesmen and ensure that building work is properly carried out. Government has increased support for these schemes year on year and they remain an important element of extending advice and support for older people to stay at home.

Current provision of advice and information on housing options for older people does not always address the many other issues that are likely to involve older people in making implicit or explicit housing choices, including retirement planning, changing health or care needs, and broader decisions about their future. A recent Age Concern/HACT report[9] "Where can I go?" has highlighted the need for housing advice to form an integrated part of broader activity by local authorities to address the needs of all older people.

One step in this direction locally is the joint guidance issued by DH/DETR - 'Better Care Higher Standards (BCHS)'. BCHS encourages local authorities to make links between different services, such as housing, health and social services, so that it becomes easier for people to access information and advice in relation to one service even if their initial point of contact is with another service. BCHS also sets out that local councils in developing their local charters should give people details of local organisations that give independent advice and advocacy. BCHS also aims to set standards in relation to service provision across the three sectors centred on consultation and dialogue with users and carers.

Housing advice and information also needs to take into account the different needs of older people. Not only might owners and renters have different needs, but the information provided for different

groups within the community needs to be thought through in terms of format and cultural appropriateness. For example many people from black, minority ethnic and refugee groups use their community organisations as the point of call for advice and support. Ensuring the availability of information at the right time and in the right place is important to enable people to plan.

The dissemination of housing information and advice needs to be effective and therefore should be accessible to all. Information technology has a potential role in making it easier to deliver housing information and advice services to older people efficiently and effectively through a variety of channels. For example, the Housing Corporation has funded the Elderly Accommodation Counsel to develop a website on housing and care options for older people complimenting their current advice and information services including their database on housing options in the public and private sectors. Older people, relatives, friends and service providers can use this to obtain information on the range of provision available in local areas. There is also advice on choosing whether to stay put or move through the 'Hoop tool'[10], which provides a holistic appraisal of the options, designed for older people to use themselves or with an advisor.

DH is to pilot Care Direct - the result of a cross cutting review involving other Government departments in a number of places. Care Direct aims to provide a new single information gateway for older people and disabled people who have no prospect of work. The aim in the longer term will be to have one national telephone number - Care Direct - which will route callers to call centres and local help desks that also provide walk-in and out-reach facilities. The pilots will provide, via a telephone help-line and help-desks in each local authority area, access to information and advice on housing, care and support services and social security benefits. Care Direct will provide an opportunity to offer all older people greater information about housing and support options.

Advice and information services such as Care Direct will help older people to:

- know where to go for information and advice;

- get the information and advice they need, when they need it;

- get the support they need, when they need it - delivered in an integrated way; and

- make informed decisions about options.

Information and advice for service providers and planners

No less important is the information available for local agencies and organisations on the development of new services and innovations for older people to share good practice and to initiate new ways of providing housing and support services.

As part of this framework Appendix 2 is a summary listing current initiatives that can be shared across service providers, local authorities and Government to improve the lives of older people. Older people's needs are changing and services are changing to respond. There are therefore good reasons to improve the sharing of information about good ideas and good practice across the public, private and voluntary sectors.

The Housing Corporation, as part of its own strategy for older people, has funded through Innovation and Good Practice (I and GP) grants, a range of new initiatives for older people which are listed on the Housing Corporation's website. The Corporation is now evaluating its I and GP funding across the board and looking at better ways to disseminate the wealth of findings to help to improve services. It is also planning to update its own strategy for older people in 2001 and, as part

of this work, to assess the impact of the work it has supported in meeting older people's diverse needs.

The HOPE Network which operates across Europe provides a link between European countries on housing and care issues for older people and currently has a database of new initiatives to draw on. This is available on the HOPE website.

In order to make better links between housing and care for older people there needs to be better ways of sharing ideas across services, local authorities, the private sector and Government departments. This framework is a part of that process. We want to see a greater focus on housing amongst health and social care professionals and a greater focus on delivering care and support services for housing professionals.

At national level, the DH/DETR will play a greater role as a focal point for the range of actions and initiatives being developed by external organisations to encourage greater linkage and their development in directions that contribute to or identify gaps in action by Government.

Key outcomes in this area are:

- **better advice and information on housing options for older people and their carers;**

- **advice and information that is appropriate for all older people - in different settings, formats and languages, for example; and**

- **a greater sharing of ideas and initiatives across national and local strategists and service providers to encourage new service models and provision.**

Government action to follow

The Government proposes to explore issues relating to information and advice further through the following actions:

- An assessment of the housing aspects of the Care Direct pilots during 2001/2002 in terms of delivering timely and appropriate information and advice for all older people on housing related issues; and

- The establishment of a national website on housing, care and support projects for older people as a tool to share good information and innovation between service providers and policy makers.

[9] Where Can I Go? Housing Advice for Older People, Age Concern England/HACT, 1999.

[10] Housing Options for Older People, University of Bristol, 1999.

Chapter Five

Flexible Service Provision

Current concerns and government action

Older people's need for housing, support and care vary throughout their lives. Older people generally want to remain in their own homes for as long as possible. A number of older people seek to move in early retirement to housing that is more appropriate and many others move in later years to more supported housing where care and support is available. Housing, care and support policies need to focus on enabling older people to live as part of the community in their own homes, in comfort and safety and in the best possible health, for as long as they wish to do so. Good quality housing is key to enabling older people to lead active, independent and secure lives and older people need real choice in their housing options.

For some, this means support to stay in their own homes through funding for repairs, improvements and adaptations and the provision of support and care services at home. Others may want to move to housing specifically earmarked for older people, or housing with linked support or care services such as sheltered or 'very sheltered'/'extra care' schemes or to residential or nursing care.

Staying at home

Housing Design

Good design of housing should ensure that there is in-built flexibility that can cater for a variety of needs, particularly relating to access and mobility, cultural needs and to people's physical and sensory abilities throughout the life-cycle of a residents' occupation. The Housing Corporation will fund lifetime homes standards, for example, if this is a priority within local authority housing strategies.

From October 1999, Part M of the Building Regulations, covering access and facilities for disabled people, applies to the design of all new housing. The new requirements make it reasonably safe and convenient for disabled people to visit new dwellings, but also enable occupants to cope better with their reducing mobility and to "stay put" longer in their own homes. These provisions are of benefit to older people in making it easier for them to remain in homes designed to the new standards. Planning and housing departments will wish to ensure that alternative, and more appropriate, dwellings than the existing family home are available for independent living by older people, thus helping to free up larger homes and make better use of dwelling stock.

There is a limit to how far design standards can be raised through universal regulation, such as Building Regulations. There is some interesting work elsewhere in Europe on involving older people in designing housing. In the Netherlands, for example, there is a consumer quality certificate for older people's housing. The Senioren Label is awarded to housing which meets design criteria specified by the Senioren Label Panel, which is composed of older people. It therefore enables those considering moving into housing for older people to choose schemes where older people have been involved in the design. Anchor Trust is exploring this area through it's Senior Charter project. This aims to consider housing 'in the round' focussing on broader issues than just housing design.

Whilst this is a key issue for the future it needs to be recognised now that the issue of repair and adaptability is of more immediate concern to the majority of older people who live in housing not built to Part M standards.

Adaptations, Repairs and Improvements

The importance of adaptations for older people in sustaining their occupation in ordinary housing cannot be underestimated. Adaptations, such as the installation of stairlifts or downstairs bathrooms, can play an important role in helping disabled older people remain in their own homes. Linked to this is the role of simple care equipment like grab rails to sophisticated equipment such as fall alarms and remote sensor devices.

It is clear that the quality and speed of the delivery of adaptations services by local authorities and their resourcing is a concern for older people and needs to be addressed.

Effective services rely on close collaboration between social services and housing agencies (including RSLs), including agreed policies and procedures should set out their respective roles and responsibilities. These must ensure that older people are fully informed and involved in considering the options available to them and that they are well supported throughout the adaptation process. Waiting times for the advice of occupational therapists and for processing of grant applications are frequently too long and jeopardise older peoples' safety and security, or their timely discharge from hospital. These 'systems' delays need tackling. In its response to the Royal Commission, the Government set out its commitment to provide new joint guidance on the provision of housing adaptations services which is due in 2001/02.[11]

For 2000/01, the Government allocated £72 million to local housing authorities for Disabled Facilities Grants (DFGs). From 1998/99, the Government introduced two-year supplementary credit approvals to enable authorities to make best use of the resources available for DFGs. The recent spending review announced in July 2000 has awarded increased funding of £39 million for DFGs over the next three years meaning a spend of £87million in 2001/02, £88million in 2002/03 and £89 million in 2003/04. Announced in 'The NHS Plan', the Government is also committed to ensuring that 50% more people benefit from community equipment services (assistive technology) and increased funding will be made available for this area of provision.

Initiatives such as BCHS will help make clear the standards applicants can expect from local authorities during the application process. Local authorities, in developing local charters, will be expected to focus on outcomes and the quality and speed of delivery of both equipment and adaptations. Further action may be required to address problems with effective and timely adaptations.

HIAs provide independent advice and assistance for older people and other vulnerable groups to help them carry out repairs, improvements and adaptations to their properties, enabling them to stay in their homes. HIAs also help people obtain grants and other sources of funding, identify suitable contractors and ensure that building work is properly carried out even where older people do have the resources to pay towards the cost.

Government grant to local authorities towards the running costs of approved HIAs has been increased from £4.5 million in 1997-98 to £6.7 million in 1999-00 and 2000/01. The Government recognises the essential role that HIAs can play in delivering both central and local housing, community care policies and promoting sustainable home ownership. Following this year's spending review announcement, a further £5.4 million will be provided in grants to local authorities to support HIAs over the next 3 years. Local councils are encouraged through the HIP to develop these schemes.

The prime responsibility for decisions concerning the funding of HIAs is being increasingly devolved to local authorities who are expected to apply Best Value principles when considering the

role of HIAs and the contribution they make to the delivery of their housing objectives. In the longer term, funding for HIAs will be part of the new Supporting People arrangements, which will involve local housing and social services authorities working with health and other stakeholders. This should allow for greater diversification of these schemes to meet changing needs.

There are already many links established between home repairs and improvements and local initiatives on energy efficiency, home security and safety and the prevention of accidents in the home. Many schemes also offer practical services such as handy person services. There is scope under new funding arrangements for creative local interagency partnerships to fund minor repairs and adaptations and other practical services for older people for a range of different purposes.

The Green Paper made a range of proposals for tackling poor housing in the private sector. The emphasis is on local authority strategies for tackling poor housing shifting to protecting people rather than preserving properties. This is key to recognising the particular difficulties of older people. There is also a greater push to flexibility for the delivery of minor works and the move towards broader advice about home maintenance in the Green Paper, which will help people to plan their housing future, as they grow older.

Equity Release

The Green Paper recognises the potential of enabling homeowners' access to the capital locked up in their properties. An estimated £367 billion unmortgaged equity, or £72,000 per property, is tied up in older peoples' homes, often in old properties where the owner cannot afford to carry out much needed repairs. The Government sees local authorities as key players if this equity is to be made accessible to those who need it.

Equity release schemes are not new, but have yet to fully establish themselves as a freely available, commercially viable product. One significant barrier to the success of equity release is the reluctance of much of the potential market to seriously consider these schemes, even where it would fund works that would enhance both the value of their home and, more importantly, the quality of their living conditions. But the signs are encouraging, with specialist organisations such as the Home Improvement Trust nationally, and the Aston Reinvestment Trust regionally, working with lenders and authorities to expand the equity release market. By providing local authorities with the tools with which to help to make loans available direct to home owners, while sponsoring bodies specialising in equity release schemes such products will, for the first time, be widely available to home owners, adding to and building upon the work already done. It is hoped that the primary legislation required giving local authorities these powers would be in place in 2002.

New Technology

There are several factors driving the development of new technology as a way of supporting the independent living of older people and widening the housing options available to them. This includes the increased use of technology generally, the increasing emphasis on preventative services helping to support older people in their own homes and the increasing healthcare costs associated with an ageing society.

Technology is already being used successfully by many older people who benefit from the provision of community alarm systems. It has been estimated that there are over a million users of such alarms in the UK, which provide cost effective support 24 hours a day. However, the drawback to this type of technology is that the user must always initiate the call. New technology, in the form of telecare and SMART houses, which can be more preventative in their approach, will undoubtedly be of benefit to older people.

Pilot projects have demonstrated the scope for grafting passive alarms and movement sensors onto existing community alarm services to help vulnerable people to remain at home. This is an area where mainstreaming needs to be encouraged and where relatively simple 'smart home' or environmental technologies can be readily fitted to existing housing.

The Anchor Trust has recently published a report, entitled 'Using Telecare',[12] and research has also been carried out by the Joseph Rowntree Foundation[13] and through the Better Government for Older People programme.

DH will be encouraging development in this field through its work on modernising community equipment services which was announced in 'The NHS Plan'. This will include funding to promote the use of new technologies to secure the safety and security of people at risk.

Practical Support at Home

For many older people, practical help and support at home can make a real difference in making decisions about staying in their own home, as they grow older. HIAs are already providing a range of practical services and these services are diversifying to meet older people's needs for security, safety and practical help with small jobs around the home. Social Services are, through their prevention plans, funding preventative services such as domiciliary care programmes for those at risk of losing independence without support, handyperson's services, home safety schemes and schemes which strengthen community networks. These can play an important role in helping people to remain at home in the community.

Moving home

Sheltered Housing and Other Specialised Provision

Sheltered housing has been one of the main moving options for older people to receive support and remain living independently. It is provided by both the public and private sectors to rent, to purchase outright and as shared ownership schemes. There is a range of definitions and descriptions of sheltered housing which, in general terms, combines specifically designed housing in a group with services such as the support of a warden, communal facilities, an alarm system and laundry service (often known as Category 2 schemes). There are also grouped housing schemes without the services of a warden and other communal facilities - commonly known as Category 1 schemes. A recent project funded by the Housing Corporation[14] has concluded that the use of such categories is often unhelpful for older people in accessing suitable housing and services and that schemes need to be described in terms of the property, environment, purpose and philosophy.

The Audit Commission Report 'Home Alone'[15] raised two main questions relating to sheltered housing. First, is the accommodation in the right place, where needs are greatest and secondly, is it of suitable quality? Finding the right answers to both of these questions will be critical if there is to be a long-term future for sheltered housing. The report highlighted the problem of the 87% of local authorities having 'difficult-to-let' sheltered units. This it suggests, is caused in part by the growth in residential care homes, by the preference of older people to remain in ordinary housing, and by the quality of the existing stock of public sector sheltered housing. A further problem was identified of some competition between RSL and local authority providers in seeking to fill units from a limited pool of potential tenants. The Emerging Role of Sheltered Housing (ERoSH) has also suggested that older people and their carers are often unaware of sheltered housing as an option.

The HIP Guidance for 1999-2000 has a requirement for local authorities to review their sheltered housing provision. This entails looking at supply and demand both across local authority and RSL

stock and then establishing priorities for action within the context of their housing strategies. A £10 million pilot programme to remodel sheltered housing began in October 1999. The Housing Corporation will review this programme during 2001/02, with the aim of incorporating remodelling into mainstream programmes if the pilot proves successful. Scheme reviews will also take place as part of the Supporting People programme after April 2003.

In the private sector, there is evidence that some older people often consider an early move to schemes that offer care and support services on site should these become necessary. Moving to good quality sheltered housing in the public and a private sector is a positive experience for many older people. It enables older people to retain their independence in a home appropriate to their needs whilst receiving support, security and company. In some situations where providers have reinvented their approach to sheltered housing it can provide a home for life. There is evidence that there is a shortage of small, suitable housing for older people and that in some cases sheltered housing has met a housing gap irrespective of the support offered. It is clear that the role and purpose of the range of sheltered schemes needs to be both clarified and promoted within the health, housing and social care agendas, given its preventative role.

'Extra care' or 'very sheltered' housing can provide higher levels of on-site care and support that previously was only available in a residential care setting. There is considerable activity by local authorities to develop service models involving care services based in sheltered housing developments. There are also schemes that use very sheltered housing as a resource to provide support and care for older people in the local community. These are often seen as an alternative to residential care. There is a danger, however, that authorities and agencies are developing new very sheltered housing facilities without first clarifying what they are trying to achieve and whether very sheltered housing is the best way of delivering their objectives and meeting older people's needs.

Research for the Royal Commission on Long Term Care[16] considered a range of alternative models of care for older people including very sheltered housing. It noted that this form of provision only catered for a small proportion of the older population and that the vast majority of older people live in ordinary housing. It urged, therefore, that more attention should be focussed on where most people live in policy and practice than was seen to be the case at that time. Its conclusions about very sheltered housing were that this model should be seen as one of a range of options and not a panacea.

A recent report 'Citizenship and Services in Old Age'[17] also considers the strategic role of very sheltered housing and raises some important questions for policy makers and providers. In particular it considers the importance of a 'whole systems' approach to the development of new housing solutions for older people within a Best Value framework.
It suggests there should be some caution in building new models, which base themselves on traditional views of older people as service recipients and not as active citizens. Combining housing and care services in a built form can create future problems of hard to let provision as has been seen with the early forms of sheltered housing.

There are also many good examples of the re-provision or reinvention of schemes. This tends to be where schemes have been seen as part of an integrated programme of service provision for older people. There can be difficulties in changing existing schemes, which are based on specific housing and support packages to those that offer flexible models of housing, support and care. Initiatives such as Supporting People and the reviews already expected through the HIP guidance can provide the impetus for a more strategic approach to reassessing the role of sheltered and very sheltered housing

A key finding from 'Citizenship and Services in Old Age' on older people's views of very sheltered housing is one that has relevance to any new service models for older people.

> *"Having a flat that is one's home; having control over one's financial affairs; choice over lifestyle; the potential to live a life focusing on what one can do not on what one can't; the potential to learn new things and to have fun and, maintaining old friendships and relationships with kin in the privacy of one's own home."*

Intermediate Care

'The NHS Plan', in responding to many older people's desire to remain in their own home for as long as possible is expanding the provision of intermediate care services. These services will give people the help they need to remain independent at home after or even through a period of acute illness. The aim is to speed up discharge when people go into hospital and ensure that rapid response and hospital at home teams work with GPs, community nurses and social care staff to promote independence and offer care "close to home". An extra £900 million is available to invest in intermediate care and related services providing, amongst other initiatives, active recovery and rehabilitation services, supported intermediate care places and extra rapid response teams and other forms of admission prevention.

Supporting People

The Supporting People initiative aims to encourage support services that can improve the response to people's needs and preferences and can be delivered in ordinary housing as well as specialised schemes. The introduction of new funding arrangements for housing related support services from April 2003, which includes warden services in sheltered housing, will mean that the support will not have to be tied to specific accommodation. This will open up the possibility of greater flexibility in service models, so that services are planned on the basis of people's needs rather than around the rules of current funding regimes. As part of the preparation for Supporting People, good practice guides are under development looking at new service models, including one for older people. Research projects are being commissioned in support of the development of policy, monitoring, evaluation implementation and the development of good practice. At a later date, a full evaluation of the Supporting People programme will be undertaken once it is fully implemented. DETR is also working with a range of stakeholders including black and minority ethnic communities to ensure continued culturally appropriate services.

Local housing and social services authorities, working with health and probation services, will be expected to come to a joint decision, involving older people themselves, service providers and other interests, about how support services should be provided locally to best meet older people's needs and preferences. This will encourage greater co-ordination and joint working to provide better-integrated services for older people. The Government is determined that Supporting People will be developed in a manner which seeks the full participation of the local authorities, providers and user groups. To this end several advisory groups have been working with Government to feed into the proposals with a number of consultation documents issued and planned in the run up to 2003.

Key outcomes in this area are:

- **a greater focus on solutions that enable people to stay in their own homes for as long as possible or live in a home that best suits their needs and aspirations;**

- **facilities to enable older people to use their own resources effectively to improve their housing;**

- **the enhancement of technological solutions which help older people to feel safe and secure at home; and**

- **joint planning of new provision which takes a more strategic, 'whole systems' and 'citizenship' approach to meeting needs.**

Government Action to Follow

There are clearly important issues revolving around the need for flexible service provision for older people across all tenures, whether they choose to remain in their own homes or move to more specialised accommodation. The Government proposes to explore these issues further through the following actions:

- DH initiative on modernising and integrating community equipment services, together with new funding, will enable 50% more people to benefit from community equipment services by 2004. This will include promoting the increased use of new 'telecare' and new environmental technologies to support the safety and security of older people at risk.

- DETR to develop proposals on greater flexibility for home improvement and equity release, subject to consultation responses to the Green Paper and a suitable opportunity for legislation.

- DETR/DH guidance will be developed to consider a wider range of flexible service provision for older people encouraging a broader and more holistic approach to both staying put and moving options in older age.

Chapter Six

Quality

Current Concerns and Government Action

It is essential that older people have access to good quality housing and related services. Quality in this context refers to both the physical *quality of housing* and the mechanisms by which *quality standards of service* can be enhanced across the range of provision for older people including the provision of support and care. The Green Paper sets the tone for this given the priority it assigns to quality in housing. The Social Services White Paper also gives substantive prominence to improving quality and raising standards in social care. 'The NHS Plan' aims to provide a health service fit for the 21st century by setting and monitoring new national standards for health care.

Quality of housing

Unfit Housing

The private sector housing market has a major role to play in providing decent and appropriate homes for older owner-occupiers or renters. However, to maximise its potential, a significant commitment of resources is required if the unfitness and disrepair in older housing are to be tackled and living conditions improved for older people living in ordinary housing in the community. Making progress here will require greater individual responsibility from home owners and a growth in the range of equity-based products that can safely enable them to undertake improvements and repairs to their homes.

Unfit housing can contribute significantly towards ill health and accidents among older people. There are concentrations of bad housing in the private sector, but unfitness is a problem in all sectors. Following the 1998 Comprehensive Spending Review of housing, the Government allocated an additional £3.9 billion over three years for housing, of which £3.6 billion has been allocated to local authorities mainly to help them tackle the renovation and improvement backlog to their housing stock. This year's spending review saw a further boost to improving the quality of housing with clear targets set to bring social housing up to a decent standard within a decade.

From April 2000, the single allocation of all resources for capital investment in housing gives local authorities greater flexibility to determine the balance in their housing capital programme between work on their own stock and support, mainly through renovation grants, area renewal and home repair assistance, for improving private sector housing. Recent reforms to the grants system have enabled authorities to target grants more effectively, which has led to an increased use of home repair assistance, which is particularly targeted at older people. Proposals were also set out in the Green Paper to allow local authorities a wider range of options to assist poor owner-occupied housing. Coupled with the increased investment in HIAs, this will help many older people improve their homes.

The Green Paper also refers to proposals to replace the current housing fitness standard with a health and safety based rating system. This system rates the severity of health and safety hazards on the basis of those most vulnerable to each hazard. This is an important element of our drive to improve the living conditions of older (and other vulnerable) people.

The Government is also developing an initiative, the Quality Mark scheme, to combat cowboy builders in the domestic repair and maintenance sector. This will offer significant opportunities for

older owner-occupiers (and renters who have responsibility for some of their own repairs) to identify reputable builders.

The Quality Mark scheme aims to raise standards and empower consumers by providing a national register of builders (and allied specialist trades) who meet a rigorous set of entry criteria, including technical competence, skills and qualifications, financial stability and compliance with a robust code of practice. This is linked to an independent complaints system, designed to work quickly and impartially and a comprehensive insurance-backed warranty that is a mandatory part of the package.

Since spring 2000, two pilot schemes have been operating in Birmingham and Somerset in partnership with the local authorities, the industry and others. These are currently open only to builders, but once sufficient numbers of firms are registered, they will be opened to the public in 2001. When the outcome of the pilots has been assessed, Ministers will decide how best to roll out the scheme nationally.

Cold Homes

Tackling fuel poverty and improving energy efficiency from a relatively small outlay can yield significant outcomes for older people such as improved health, mobility and social inclusion.

Cold homes exacerbate existing respiratory and pulmonary diseases among older people, with the over-60s forming the vast majority of the average 30,000 - 50,000 excess winter deaths. Current assistance programmes include the reduction in VAT on fuel and the increased annual winter fuel payment to pensioner households.

Following an inter-departmental review of policy, a radically reformed Home Energy Efficiency Scheme (HEES) was introduced in June 2000. HEES provides greatly increased assistance, including central heating systems for low-income over-60s through a new grant maximum of £2,000 per household. It aims to substantially move households out of fuel poverty, with some seeing reductions of up to £1,000 in the cost of fuel needed to keep warm. There is also a linked scheme whereby older people living in high crime areas may be eligible, after a security assessment of the property, for home security measures. This will contribute to tackling one of the main concerns of older people which is safety and the fear of crime.

The "Keep Warm, Keep Well" campaign has run for 12 years providing advice though leaflets and a help line for older people on keeping warm in winter. Advice covers home insulation, income help and health advice. The campaign was relaunched this winter, including a resource pack for professionals and guidance to local authorities on tackling fuel poverty.

There is also an Inter-Ministerial Group on Fuel Poverty, which has developed a broader UK Fuel Poverty Strategy consultation document published in late 2000, which will impact on the needs of older people.

Quality standards of service

The enhancement of quality standards has been an important theme of the modernisation agenda in social services and health with examples of key initiatives such as the Care Standards Act 2000 setting up the National Care Standards Commission and 'The NHS Plan' proposals for the Commission for Health Improvement. Best Value also has at its heart the enhancement of quality services across all services. Supporting People will also ensure that housing related services for vulnerable groups are monitored in a more effective and structured way. The need to ensure that

standards increase over time is also reflected in initiatives such as BCHS. Quality is an essential feature of the Government's modernising agenda.

The Best Value Framework for Housing[18] has been supplemented by advice to local authorities on the links between housing, care and support.[19] There are already good examples of crosscutting Best Value reviews of older people's services being undertaken by local authorities. These can provide an effective mechanism for enhancing co-ordinated and high quality service provision.

Anchor Trust is currently exploring quality issues in housing which will be developed by older people. This aims to consider housing "in the round" focusing on the broader issues that concern older people and finding ways of involving older people in the development of quality standards in housing and care.

The 'National Service Framework for Older People' (NSF) for the first time sets national standards and defines service models for the care of older people. This includes strategies to support implementation and performance measures against which progress within an agreed time scale can be measured.

Key outcomes in this area are:

- **an marked improvement in the quality of older people's housing; and**

- **greater involvement of older people in setting and monitoring the quality of the housing and support services they receive.**

Government action to follow

There are clearly important issues being addressed in relation to the need for better quality accommodation and support for older people, in whichever sector they live.

It is also important to be able to monitor the quality of services provided for older people and to ensure that these standards are consistently driven up by reference to the views and experiences of older people. The Government proposes to explore these issues further through the following actions:

- DETR to develop proposals to provide more effective help to owners of poor quality private housing following consultation responses to the Green Paper. Work is due to be completed in April 2002 subject to the passage of the Regulatory Reform Act.

- DETR to follow up proposals to replace the current Housing Fitness Standard by a new Housing Health and Safety Rating System.

- The Government to support the Anchor Trust to develop proposals for a charter in social housing which is compiled, audited, inspected and awarded by older people.

- DETR/DH to provide further joint guidance to local councils on good practice in local BCHS charters to drive up standards locally across health, housing and social services in dialogue with older people and their carers.

- Supporting People will set and monitor standards in the provision of support services for vulnerable groups from 2003.

[18] Best Value in Housing Framework, DETR, January 2000.

[19] Best Value in Housing, Care and Support guidance and good practice, DETR, November 2000.

Chapter Seven

Joint Working

Current concerns and government action

It is essential to view specific policies relevant to housing for older people in the broader context of people's physical and social environment. A broad range of social policies, and specific policies on planning, regeneration, crime, health, care and local surroundings all affect the environment within which older people live.

The 1997/98 Survey of English Housing found that 80% of households as a whole are very satisfied or satisfied with their area, and older people were not amongst the groups expressing highest levels of dissatisfaction. Where they did have concerns, important issues were crime and vandalism. Also, as might be expected, people over 75 reported higher levels of difficulty accessing local services.

In considering policy on housing and older people, it is important to take a holistic approach, looking at crime, distance to shops, amenities, transport links and cultural amenities and preferences as well as physical aspects of the housing stock. Smaller, easier to manage housing, in locations where shops, leisure, transport, and health services are easily accessible, can make independent living easier, and the planning system has a key role to play in facilitating such housing choices.

Policies that affect the lives of older people and impact upon their housing choices need to be joined up at both the central and local level. The need for a joined up approach is one of the most discussed issues in providing older people with a "whole systems" approach to delivering services. The Better Government for Older People report 'All Our Futures' gives great prominence to the need for a greater joined up approach with public services engaged with older people to deliver holistic services. This approach is one that is one of the most challenging in delivering our objectives for this framework.

Central Level

There are a variety of Government policies and initiatives which impact upon the housing, care and support services available to older people and which are encouraging the local delivery of such services to be both more joined up and consultative.

The Better Government for Older People pilot programme was launched in 1998 aiming to involve older people in the creation of better services and communities that work for older people. The programme's report 'All Our Futures' sets out 28 recommendations for action, several of them relating to promoting a more joined-up approach at both the central and local level. The Inter-Ministerial Group on Older People is now considering these recommendations with a response due early in 2001.

Planning policy on housing development affects the nature and environment of new housing, and the impact of development on existing communities. In March 2000, DETR published revised draft planning policy guidance on housing (PPG 3). Of particular relevance to older people is the emphasis placed on encouraging and enabling local authorities to use planning policy to:

- *work jointly with housing departments to assess the range of needs of different types and sizes of housing and provide for future demand (e.g. one-person households, including single older people) to help optimise the use of existing stock;*

- *consider ways in which the existing stock might be better utilised to meet the needs of the community;*

- *focus new development in and around existing communities, in order to deliver accessibility to health facilities, shopping, leisure and public transport;*

- *secure an appropriate mix of dwelling size, type and affordability to meet the changing composition of households to enable people to move as their circumstances change both within and across tenures;*

- *improve urban design to create places that are safe and give priority to pedestrians.*

Supporting People aims to encourage support services that can improve the response to people's needs and preferences and can be delivered in ordinary housing as well as specialised schemes. From April 2003, local housing and social services authorities working with health and probation will be expected to come to a joint decision, involving older people themselves, service providers and other interests, about how support services should be provided locally to best meet people's needs and preferences. This will encourage greater co-ordination and joint working to provide better-integrated services for older people.

The **Beacon Council Scheme** was set up to establish certain local authorities as centres of excellence for particular service areas. One of the themes for the second year of the scheme is supporting independent living for older people. The theme is one with a great emphasis on joint working at the local level between housing, social services and other departments and the health service. An announcement on the Beacon Councils will be made early next year with a national programme of events to follow which will give all local authorities to share experience and learn from the best.

Better Care, Higher Standards, the long-term care charter, was launched in December 1999. It is a national charter, which informs those in need of care or support over the long-term what they can expect from local housing, health and social services. Local authorities and health services will publish local charters each year setting out local standards and goals in six main areas. These are helping users and carers to find out about services; understanding and responding to the needs of users and carers; finding a suitable place to live; helping people to stay independent; getting the right health care and helping carers to care. Services provided by housing, health and social services should become more co-ordinated consequently and users and cares will be involved in the process of setting targets and standards for the future.

Care Direct
DH is to pilot Care Direct - the result of a cross cutting review involving other Government departments in a number of places - later this year. Care Direct aims to provide a new single information gateway for older people and disabled people who have no prospect of work. The pilots will provide, via a telephone help-line and help-desks in each local authority area, access to information and advice on housing, care and support services and social security benefits. Care Direct will provide an opportunity to offer older people and their carers greater information about housing and support options.

The Prevention Grant, amounting to £50 million over two years is intended to enable local authorities to develop preventative strategies for all adult client groups. The Government has made clear its intention to put new emphasis on helping people to achieve and maintain independence

wherever possible. In particular, social services and health are expected to work together in developing prevention plans.

NHS and Local Government Working Together

Better working relationships between Social Services and Housing authorities are obviously of crucial importance in providing services that are more integrated to older people. No less crucial are better links with the Health Service.

The Health Act 1999 gives statutory underpinning to produce Health Improvement Programmes (HimPs). The Health Improvement Programmes are bringing together all local players including the NHS, social services, education, housing, transport and the police to develop cross-cutting plans to tackle the whole range of factors that cause ill-health. In addition, health and local authorities were asked to produce Joint Investment Plans (JIPs) for older people from April 1999. JIPs and Local Action Plans contribute to the Health Improvement Programmes and reflect their priorities working at the interface between health and social care. Their implementation is contributing to the Government's drive to promote the independence of older people.

The Act also enables NHS health bodies to work more closely with local authorities. These flexibilities allow for pooled budgets, lead commissioning, integrated provision and money transfers in order to improve the health of the community through more co-ordinated health and health-related local authority services - including housing, leisure, libraries, environmental services, as well as social services.

'The NHS Plan' will extend these arrangements by enabling the NHS and local authorities to come together in new Care Trusts that will be able to commission and/or provide health and social care in a single organisation. This is particularly geared to ensuring that people - particularly older people - do not fall through the gaps between the two services.

'The NHS Plan' - Fairness in Funding and Community Equipment Services
The plan for long term care - the Government's response to the Royal Commission on Long-Term Care means that people should have:

- faster access to care with readily available information about services on offer;

- individual assessment, provided promptly, in a co-ordinated way;

- services related to need, that have clear objectives, are of guaranteed quality and are provided seamlessly by the different agencies involved; and

- contributions to the cost of care that are fair, predictable and related to their ability to pay.

'The NHS Plan' recognises the need for a more client centred approach in the delivery of disability equipment and housing adaptations with better links between services and closer partnerships between housing, health and social services. Social services authorities currently have an overall responsibility for ensuring that the needs of disabled older people are met. Under Community Care legislation and the Chronically Sick and Disabled Persons Act local housing authorities are responsible for paying - on a means-tested basis - DFGs towards the cost of adaptations. The extra resources for community equipment services and for disabled facilities grant have the potential to improve the quality of service provision as well as the numbers of people being assisted. DETR

with DH will publish joint guidance on the provision of housing adaptations services which will promote partnership working between housing, social services and the NHS.

Local level

Improving the delivery of services to older people at the local level requires effective joint-working between agencies, in the planning, funding, commissioning and monitoring of services and also in consulting and involving older people. This is supported and urged by Government although is can be difficult to achieve in practice.

Many legal, cultural and financial barriers to joint-working exist, including different organisational cultures, mistrust, role uncertainty, the fear of losing funding and control over funding and different, (and sometimes contradictory), goals can exist at the national, regional and local level. A recent report from the Joseph Rowntree Foundation, 'Health begins at Home',[20] provides some useful insights into the difficulties of linking housing and health for older people.

There are a number of ways to overcome these barriers:

Training - Staff need support, joint training and development of their roles and those of their partner agencies. Techniques such as shadowing and job swapping are good initiatives. Including co-operative skills-based training within national training modules, qualification training, and university programmes and placements are other ways forward.

As part of the its Special Grants Programme, the DETR is funding the Key Potential project, which aims to develop a map of the training pathways available and required by all involved in working towards meeting the housing, care and support needs of individuals. The map will identify gaps in training, indicating opportunities for joint training in the future. At the end of the project a final report will be produced advising on the development of a joined-up learning system to match the Modernising Services delivery agenda.

Multi-agency joint problem solving exercises, using realistic scenarios, can also be helpful in enhancing constructive joint-policy making. There are also councils where housing and social services are combined and where staff from one department such as social services is located in other departments such as housing. Occupational therapists located in housing departments, as part of the team is an example here.

Information
About Services: There is a real need for staff, especially those dealing directly with older people, to have access to current information about the variety of local programmes and opportunities in the field of older people's provision. Simple leaflets, greater use of the intranet or links to websites would help. Unless staff are well informed, older people will continue to be given different and confusing information from a variety of sources rather than coherent information as might be available at their first point of call. This can only undermine the possibility of seamless housing, support and care. The piloting of Care Direct will be helpful here.

About Users of Services: Guidance on information sharing is set out in the Guidance issued on the Health Act section 31 Partnership arrangements.[21] Written principally about sharing information between NHS bodies and social services the principles can be applied across all other local authority services and covers the sharing of information in a legally and ethically acceptable way to improve service provision and service access whilst responding to issues of confidentiality and consent. DH is currently developing this area of work further through an information-sharing group

involving Government departments, local and health authorities, local service providers and representative bodies with the aim of providing further guidance.

User Dialogue and Involvement - ensuring that users of services are at the forefront of service development has the effect of focusing activities on the needs and wishes of service users rather than of staff and can militate against the tendencies of mistrust between agencies. Older people, as planners, providers and consumers, should be central to policies and issues that concern them. Asking people what they want would help define a more inclusive methodology. Many initiatives from Government are clearly focused on users
and carers having a much greater input into policy developments such as BCHS. Best Value highlights consultation and dialogue as an essential part of the review of services. It is important that work with users of services also assesses the service from the point of view of potential users and this means, in terms of older people's provision, consulting with people of a younger age so that services planned can be flexible for all time.

Shared Goals and Budgets - Shared goals at the highest levels can foster better relations and closer joint-working between agencies. There is a need to embrace joint funding and joint budget accountability as a catalyst to changing behaviour and developing inter-agency work. The use of pooled budgets can avoid duplication of services and enhance efficient and effective working as long as there is clarity about the aims, objectives and outcomes of the pooling. There is much interest from Government in the use of pooled budgets and joint commissioning aimed at a whole systems approach. This is particularly occurring in relation to health and local authority provision and, with the implementation of Supporting People the links with housing, social services and health becomes even more critical. In some cases, current partnership arrangements could be strengthened, in others they need to be initiated and developed. In all cases, older people and other stakeholders need to be involved in goal setting on an ongoing basis.

The key outcome in this area is:

- **More integrated user-led services and a shift in the barriers that have made joint working difficult in providing holistic service provision for older people.**

Government action to follow

There are clearly important issues revolving around the need for more integrated polices both at the central and local Government levels. The Government proposes to explore these issues further through the following actions:

- the dissemination of good practice surrounding services focused on independent living for older people through the Beacon Council scheme - from March 2001;

- publication and consideration of the results of the Key Potential training project to promote a greater joint approach to training as part of the Modernising Services agenda; and

- joint DETR/DH guidance on housing adaptation services is planned for 2001/02.

[20] Health Begins at Home, Lyn Harrison and Frances Heywood, Joseph Rowntree Foundation, The Policy Press, 2000.

[21] Guidance on Health Act Section 31 Partnerships Arrangements, Department of Health, 2000.

Chapter Eight

The Next Steps

This report is a first step in assessing the changing expectations and needs of our older population and in bringing together housing, support and care options to provide older people with a good life at home. Many of the current policies by Government are aimed at bringing together discreet services in a more holistic and preventative way and this provides a challenge to local authorities and service providers in terms of future housing and care provision. In many of these initiatives housing has a crucial role and it will be important for DETR and DH to assess the impact on patterns of housing provision and assess what further action may be required.

The outcomes of this framework will be judged by whether the actions being taken by Government and those proposed are meeting the concerns of older people and leads to changes in approach by Government departments, local authorities and service providers alike.

We need to take into account the messages we have picked up, notably from the Listening to Older People events and use these to judge whether change will occur over time. These are broadly as follows:

- *a preference for housing solutions that facilitate living independently in the community and meet the needs of minority ethnic groups;*

- *less disruption and inconvenience when a need or preference for moving arises, cutting down lengthy waiting times for adaptations and repairs or unnecessary future moves because the accommodation was not the right solution in the first place;*

- *more flexibility and choice, both within and between tenures, in the kind of housing, support and care services available;*

- *better transport and safety in homes and communities, practical help services around the home and garden and help with heating and other energy saving measures in older people's homes;*

- *clearer information and advice on the range of housing options available; and*

- *more involvement and a bigger say in the shaping of housing and related services.*

For Government the outcomes of the strategy must be seen as providing:

- *improved co-ordination of policy and practice initiatives;*

- *clearer awareness of the gaps in current housing, support, care and other services, with ongoing development of policy and new practice;*

- *stronger and clearer guidance to responsible authorities and service providers for housing, support and care services;*

- *wider sharing of best practice;*

- *improved involvement of older people in developing and evaluating solutions; and*

- *agreed performance measures.*

We have commissioned work to develop performance measures relating to the outcomes in this strategic framework and will be assessing their implementation as part of the implementation plans for this work. A summary of the issues identified and suggestions for appropriate measures is shown at Appendix 4.

We will also develop an Implementation Group to meet regularly to assess the impact of the framework, the progress of the actions proposed, the implementation of performance measures and what further work needs to be done. Change will not happen overnight. This document is aimed at setting out the Government's vision for housing older people. Local authorities and service providers will have a critical role in assessing whether their policies and provision enable older people to retain their independence and receive their care 'close to home'. We will expect local housing strategies, joint investment plans and new strategies such as Supporting People to take account the issues raised in this document and continue the process of change.

We want to ensure that we can continue to raise awareness of the importance of housing in the lives of older people, the importance of housing to good health in old age and the importance of flexible support and care to facilitate independent living. We also want to see a greater engagement with older people in developing new solutions. Housing is much more than just the bricks and mortar. People's homes can determine their identity, their privacy, their space and the place where they express their individuality. People's homes are also the place where they feel part of a community. Thus housing is one of the most important determining factors in promoting the independence and inclusion of older people wherever they choose to live.

Chapter Nine

Summary of Government Actions

1. Diversity and choice

- Inclusion and evaluation of the needs and issues for vulnerable groups, including older people in the pilots for customer-based choice proposed in the Housing Green Paper.

- Guidance on good practice in the delivery of care and support for older people from black and minority ethnic groups.

2. Information and advice

- An assessment of the housing aspects of the Care Direct pilots during 2001/2002 in terms of delivering timely and appropriate information and advice for older people on housing related issues, including the impact for minority ethnic communities.

- The establishment of a national website on housing, care and support projects for older people as a tool to share good information and innovation between service providers and policy makers.

3. Flexible service provision

- DH initiative on modernising and integrating community equipment services, together with new funding, will enable 50% more people to benefit from community equipment services by 2004. This will include promoting the increased use of new 'telecare' and new environmental technologies to support the safety and security of older people at risk.

- DETR to develop the proposals on greater flexibility for home improvement and equity release, subject to consultation responses to the Housing Green Paper and a suitable opportunity for legislation.

- DETR/DH guidance will be developed to consider a wider range of flexible service provision for older people, encouraging a broader and more holistic approach to both staying put and moving options in older age.

4. Quality

- DETR to develop the proposals to provide more effective help to owners of poor quality private sector housing following consultation responses to the Housing Green Paper. Work is scheduled to be completed in April 2002 subject to the passage of the Regulatory Reform.

- DETR to follow up proposals to replace the current Housing Fitness Standard with a new Health and Safety Rating System.

- The Government to support the Anchor Trust to develop proposals for a charter in social housing which is compiled, audited, inspected and awarded by older people.

- DETR/DH to provide further joint guidance to local authorities on good practice in local BCHS charters to drive up standards locally across health, housing and social services in dialogue with older people and their carers.

- Supporting People will set and monitor standards in the provision of support services for vulnerable groups from 2003.

5. Joint working

- The dissemination of good practice surrounding services focused on independent living for older people through the Beacon Council scheme from March 2001.

- Publication and consideration of the results of the Key Potential training project to promote a greater joint approach to training as part of the modernising services agenda.

- Joint DETR/DH guidance on housing adaptation services is planned for 2001/02.

Appendix 1

The Housing Circumstances of Older People

1. Number and age of older households:[22]

Figure 1: Predicted trends in numbers over 60 and over 80
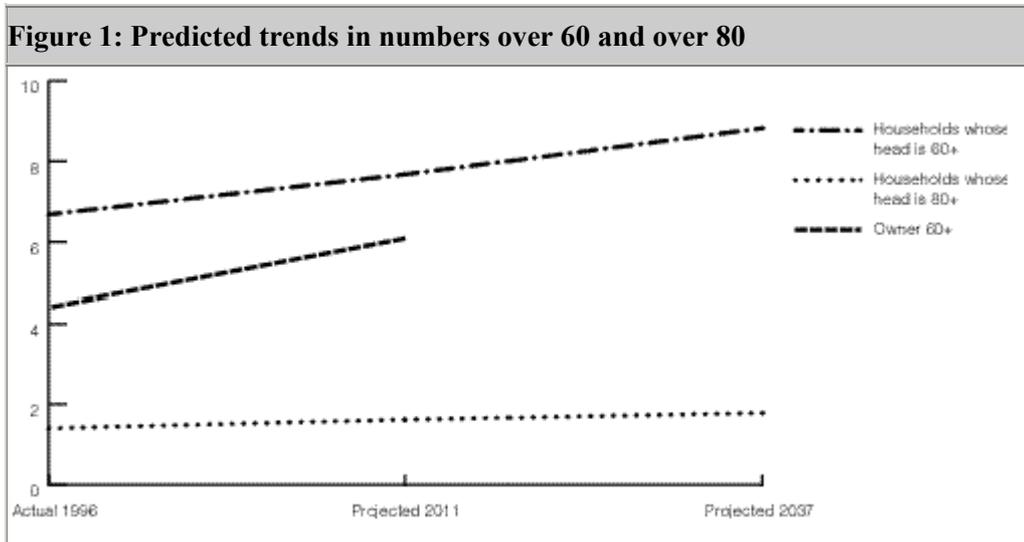
- Of the over 6.5 million households whose head was aged 60 years or over in 1997/98, there were almost 2.8 million households (42%) in their 60s, 2.5 million (38%) in their 70s, just over a million (18%) in their 80s and 130,000 (2%) were aged 90 years or over.

Figure 2: Age of household head(% of general households):

Source: Survey of English Housing 1997/98: additional tabluations
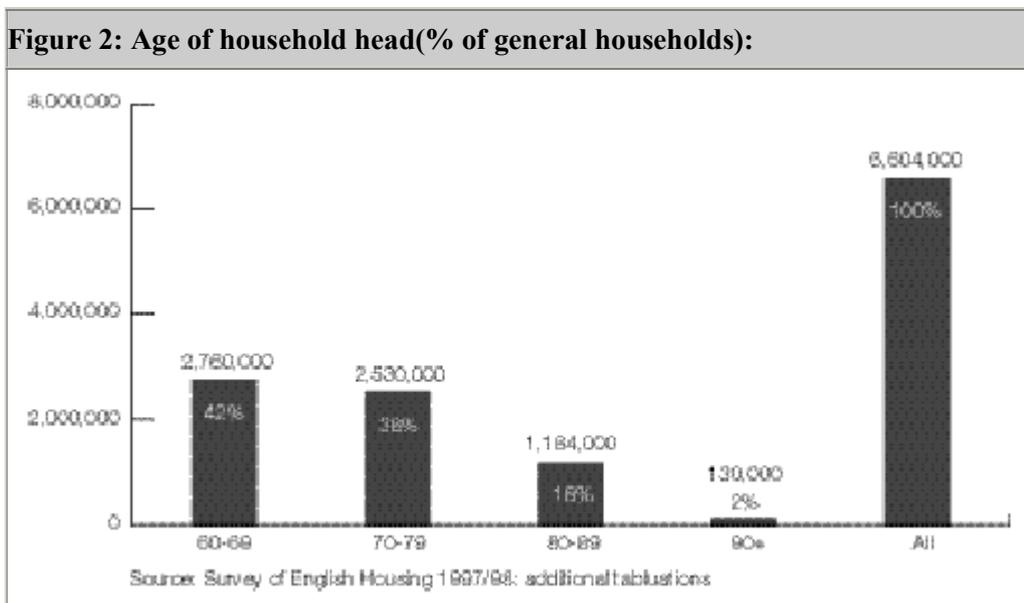
2. Older people in sheltered and very sheltered housing

- The vast majority of older people live independently, in their own homes, with an estimated 5% of older households living in sheltered and very sheltered accommodation, and 5% living in registered care homes.

Figure 3: Type of accomodation older people live in

Very Sheltered Housing
5%

Sheltered Housing
5%

Ordinary Housing
90%

% Older Households
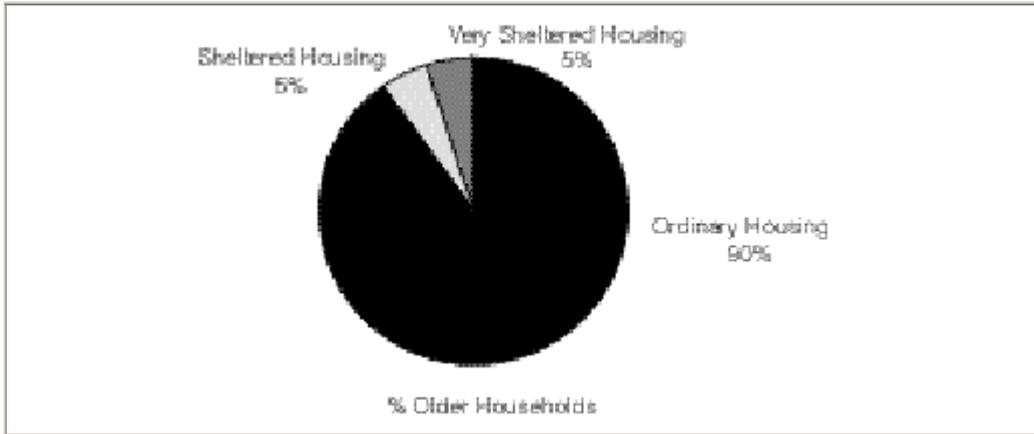
- There are around 476,000 units of sheltered accommodation in England and nearly 23,000 units of very sheltered housing. Local housing authorities and registered social landlords (RSLS) are by far the biggest providers of sheltered accommodation (around 282,000 and 168,000 units respectively) with around 21,000 units being provided by private organisations. RSLs are the biggest provider of very sheltered accommodation (15,817 units compared with 7,100 by local authorities).

Figure 4: Providers of sheltered housing

RSL Very Sheltered
15,817

Private Sector
21,000

RSL Sheltered Accommodation
168,774

Local Authority Sheltered Accommodation
274,888

Local Authority Very Sheltered
7,100

Source: HIP returns, core and supported core data NHF
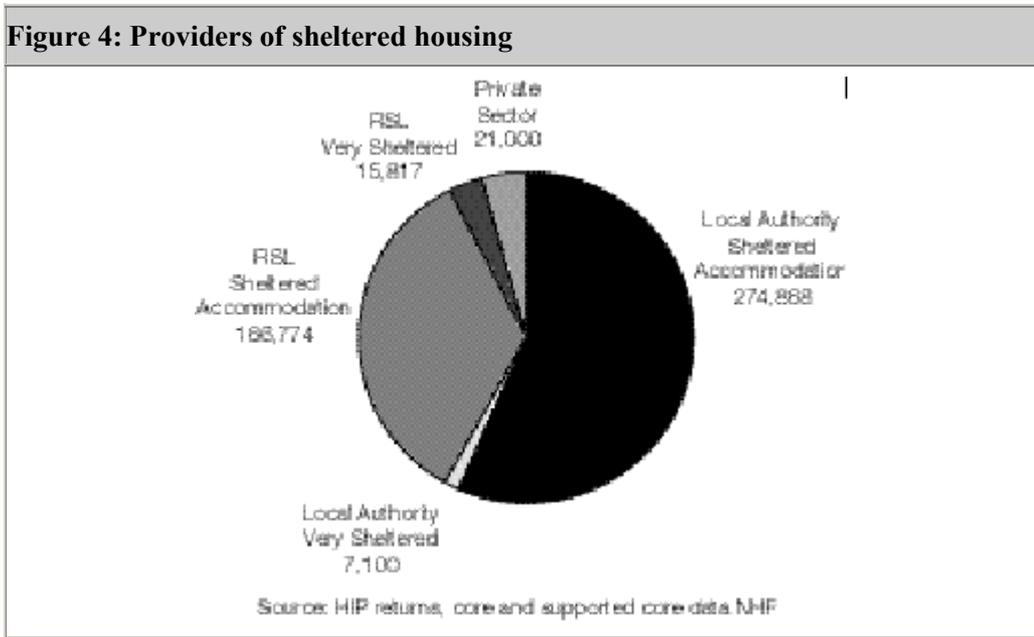
- While there is a spread of ages of households occupying sheltered and very sheltered RSL accommodation, as would be anticipated, there is a greater proportion of lettings to households in their 80s and 90s in very sheltered accommodation compared with sheltered accommodation. There is no equivalent information for the LA and private sectors.

Figure 5: Age of head of household at time of RSL sheltered housing letting

Lettings in RSL Sheltered Accommodation 1998/99

Lettings in RSL Very Sheltered Accommodation 1998/99

Source: Core and Supported Core NHF 1999
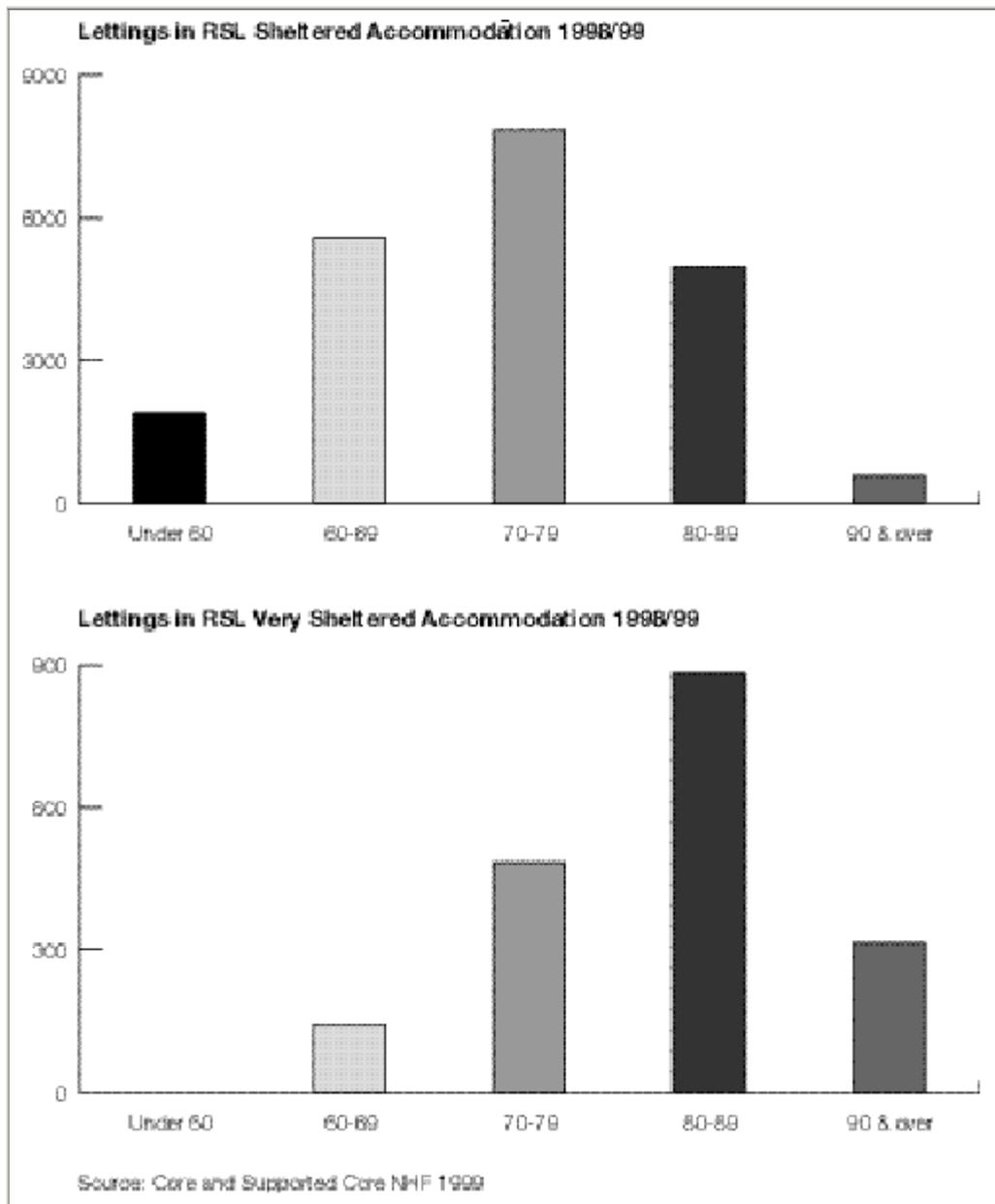
3. Owners and renters now, and in the future

Figure 6: Tenure of older households

Private Renters
337,000

Private Renters
1,824,000
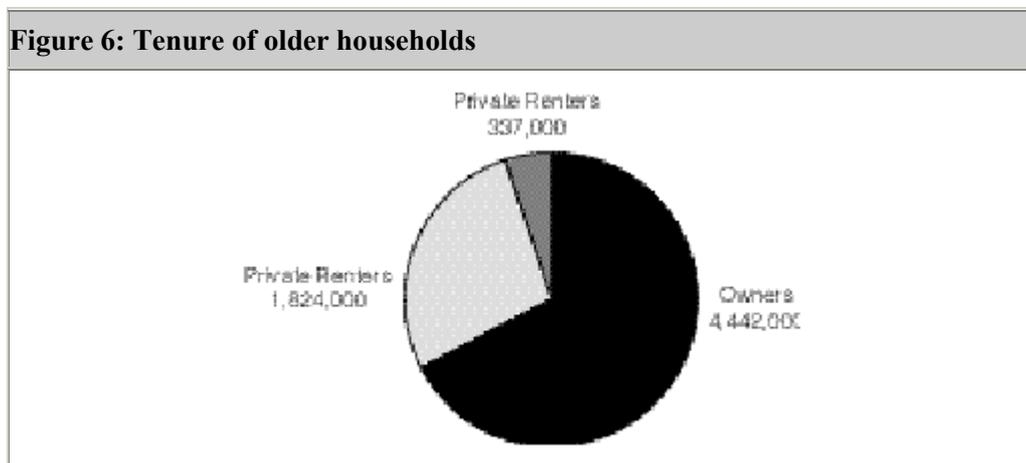
Owners
4,442,000

Owners

- Younger households are more likely to be owner-occupiers. A greater proportion of households in their 60s and 70s are owner occupiers compared with those in their 80s and 90s. The proportion of owners is even greater amongst younger households - around 80% of household heads, in their 50s and 60s, are owner occupiers.

Right to Buy Owners

- An estimated 560,000 households who bought their accommodation under the right to buy in the 1980s and were aged between 45 and 64 years - the 60 and 70 year olds above.

Social Renters

- A relatively large proportion of those aged 70 years and over are social renters - ranging from 30% for those in their 70s, to 36% to those in their 90s. The proportions are much less for those in their 60s, at 21%, and less again for those in their 40s and 50s (15%).

- While some of this difference will be accounted for by older households moving into sheltered and other socially rented supported accommodation, it is also the result of the changes in tenure brought about under the right to buy. An estimated 560,000 households aged between 45 years and 64 years purchased their accommodation under the right to buy in the 1980s.

Private Renters

- Just under half of older privately renting households (149,000) have regulated tenancies - often living in property in the most unsatisfactory physical condition but with the rights to remain.

- A sixth of older households in the private rented sector (50,000) are renting on an assured shorthold basis and slightly less, 12% (41,000) on an assured tenancy.

Figure 7: Tenure of older households (by age of head of household)

Owners and Renters aged 60-69

Private renters 120,000
Social renters 592,000
Owners 2,048,000

Source: Survey of English Housing 1997/98: additional tabulations

Owners and Renters aged 70-79

Private renters 129,000
Social renters 768,000
Owners 1,633,000

Source: Survey of English Housing 1997/98: additional tabulations

Owners and Renters aged 80-89

Private renters 72,000
Social renters 418,000
Owners 693,000

Source: Survey of English Housing 1997/98: additional tabulations

Owners and Renters aged 90+

Private renters 12,000
Social renters 46,000
Owners 66,000

Source: Survey of English Housing 1997/98: additional tabulations

Future Numbers of Older Owner Occupiers

- One study[23] has estimated that, by 2011, there will be around 6.08 million owner occupiers aged 60 years and over, compared with 4.44 million in 1997/98.

- The study predicts, by 2011, ownership rates across all age groups will be higher than they are today: almost 80%, among 60 and 70 year olds (compared with 70% now) and around 70% for all older households.

Figure 8: Aeg profile of older home owners, by tenure

Owners

Social renters

Private renters

Source: Survey of English Housing 1997/98: additional tabulations
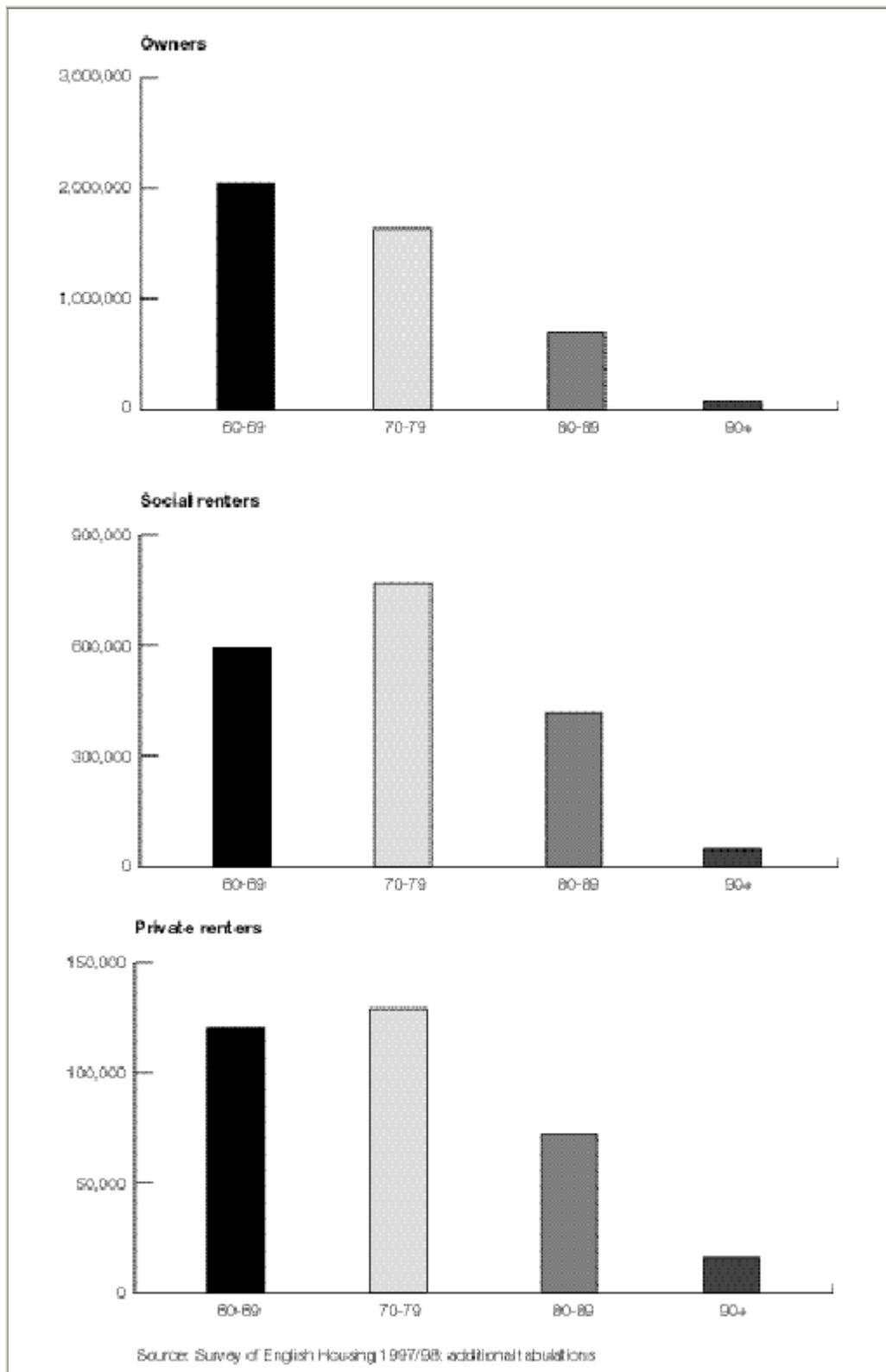
4. The financial circumstances of older households

Income

- There is a substantial number, and proportion, of social renters living on relatively low household incomes - nearly half (765,000) of older social renters had a weekly gross income of under £100 and 44% (735,000) had incomes of between £110 and under £200 per week.

- Equally there are just over 680,000 (14%) older owner-occupiers living on incomes of less than £100 per week and a further 1,504,000 such owners living on incomes between £110 and under £200 per week.

- Around 152,000 older owners had incomes more than £700 per week.

Figure 9: Tenure of older households by household income

Gross Weekly Income under £100

Private renters 113,000 (41%)

Owners 681,000 (14%)

Social renters 735,000

Social renters 765,000 (47%)

Gross Weekly Income £100 – £200

Private renters 110,000

Owners 1,504,000

Gross Weekly Income £200 – under £300

Social renters 111,000 7%

Private renters 23,000 (8%)

Owners 742,000 (16%)

Source: Survey of English Housing: additional tabulations

Housing Benefit

- In general, the proportion of local authority and RSL tenants who are claiming housing benefit, increases with age. Around 62% of local authority tenants in their 60s and early 70s are claiming housing benefit, compared with 74% of those aged between 75 and 79 and 83% of those aged 80 years and over. Among RSL tenants, the proportion of claimants is greater for those aged 60 to 64 (73%) and those aged 65 to 69 (81%) but lower for more elderly households.

Table 1: Housing Benefit claimants - Aeg of household head - Numbers and percentage of all tenants

	LA	%	RSL	%
60 64 years	141,000	61	39,000	73
65 69 years	148,000	65	48,000	81
70 74 years	181,000	64	44,000	68
75 79 years	222,000	74	64,000	67
80 84 years	157,000	82	36,000	66

85 years and over	119,000	84	48,000	82
Total	**1,189,000**		**326,000**	

Source: Survey of English Housing 1998/1999 additional tabulations.

5. Household characteristics

Older People Living Alone

- In 1996, in the 65-75 age group, 21% of men and 39% of women lived alone and 31% of men and 58% of women aged 75 and over lived alone.

Women who are Heads of Household

- The number of women head of households (currently defined as where there is no adult male present), represents around one third of all older households. The number of households headed by an older woman ranges from around 660,000 for women 60 and 69 years; 1,051,000 where the woman is aged between 70 and 79 years and 766,000 for those aged 80 years and over.

- A greater number of household heads aged 80 years and more are women - 766,000 compared with 502,000 male heads of household of this age.

Figure 10; Proportion of older people living alone by age and gender
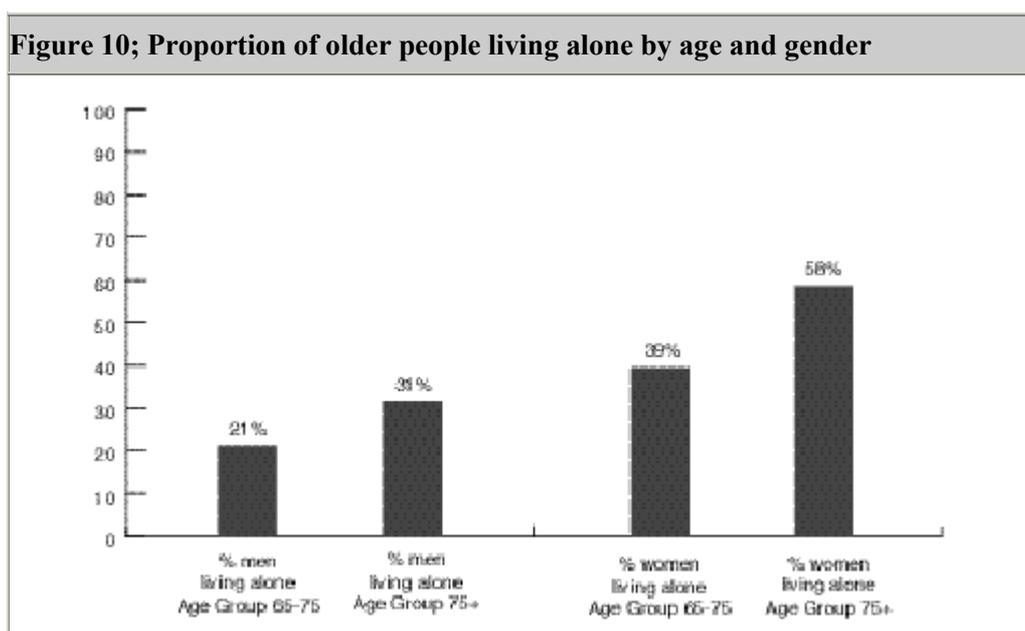
Figure 11: Age of head of household

Source: Survey of English Housing 1997/98: additional tabulations
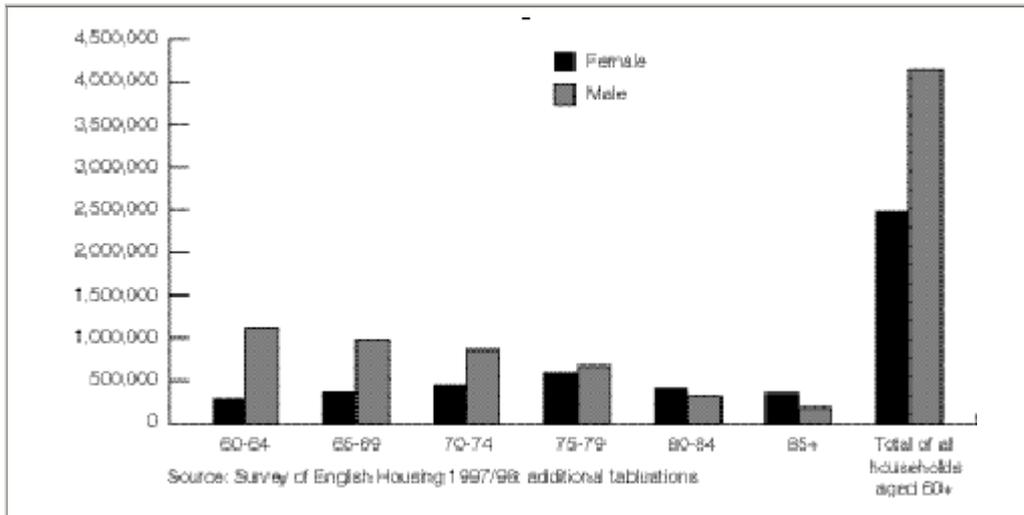
Ethnic Group

- The minority ethnic population has a much younger age structure than the white population, reflecting past immigration and fertility patterns. In the 1991 census there were 96,000 people from black and minority ethnic groups aged 65 years and over, representing just over 1%, of all people aged over 65 years in Great Britain. The census indicated there were 8,714,000 white people aged over 65 years. There are, however, particular areas of higher ethnic concentration reflecting immigration patterns - such as in London, Birmingham, Manchester, Bradford and Leicester for example.

Figure 12: Minority Ethnic groups as a proportion of the population by age


Source: 1991 Census (Great Britain)
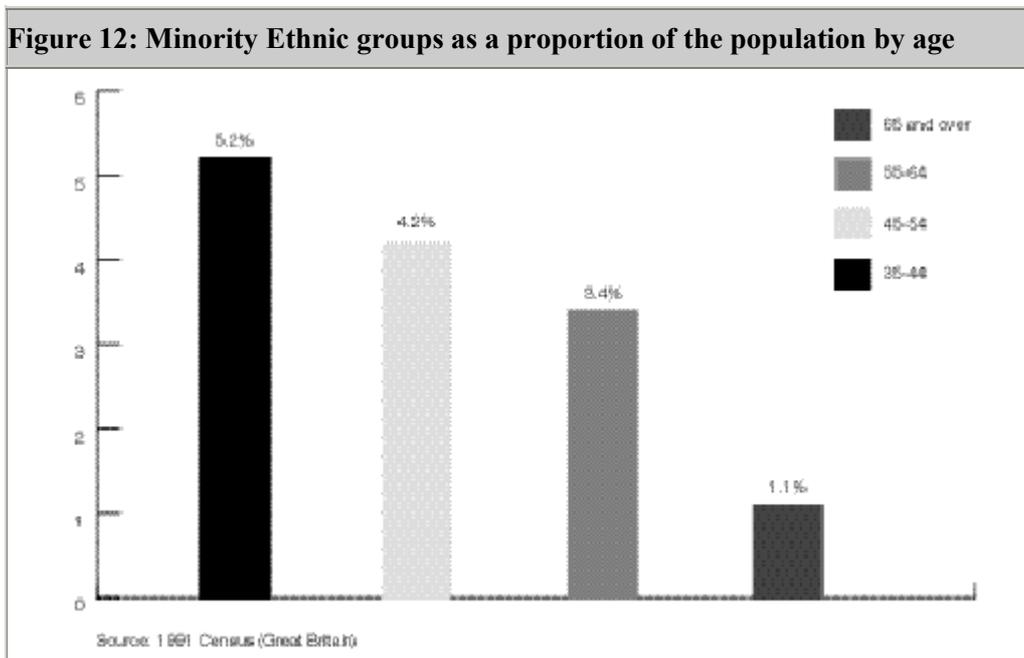
6. Housing conditions of older households

Poor Housing

- Overall, 15% of older people live in poor housing (housing that is unfit, in serious disrepair or in need of essential modernisation) compared to 13% of younger households. For owners and private

renters it is those aged 70 years or more, and for social renters those aged 80 or more, who are more likely than average to be in poor housing.

Figure 13: Percentage of households living in poor housing by tenure and age group, 1996

Source: English House Condition Survey 1996 additional tabulations
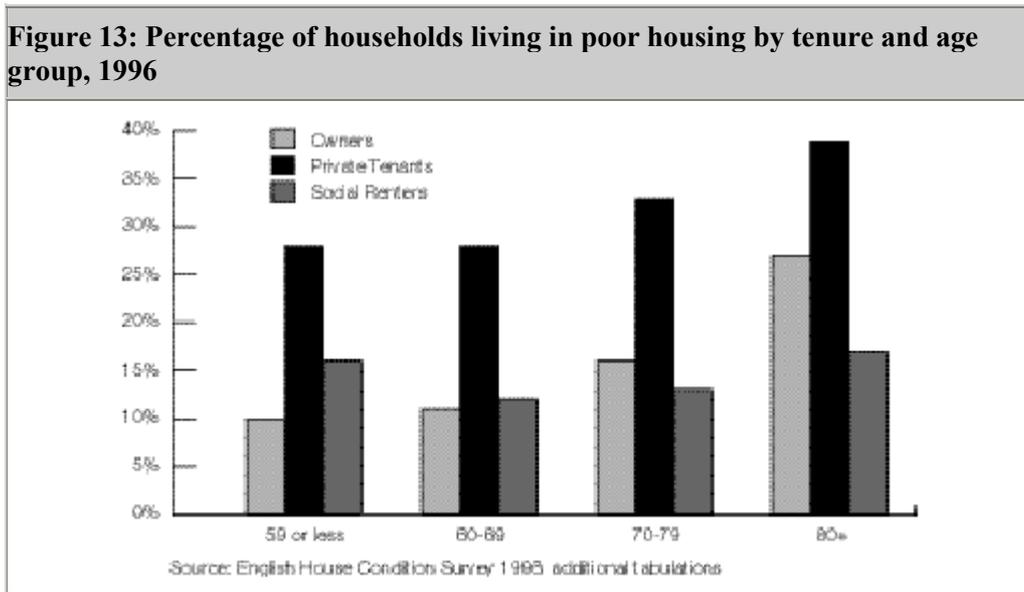
- Those households most at risk among owner-occupiers, of living in poor condition property are those over 70 years who are outright owners and who have been long term resident in their homes. This is in marked contrast to similar owners who have purchased their home within the last 20 years.

- In 1996[24], just over a quarter of a million (6%) of older (over 60) home owners were living in unfit housing; they represented 35% of all owner-occupiers living in unfit housing.

Age of Property Occupied by Older Home Owners

- In 1996, 19% of older owner-occupiers were living in pre 1919 stock, 25% in property built between 1919 and 1939 and 56% in post war property.

- 484,809 older households occupy pre 1919 stock, which is more likely to be associated with poor condition and amenities. It is predicted that by 2011 the numbers of older owners occupying such property will reduce to 407,849. In 1996, nearly a fifth of this property (just fewer than 100,000) was owned by households aged 80 years and over. These numbers are expected to reduce gradually over time to around 85,600 in 2001, 89,809 in 2006 and 84,302 by 2011.

Increasing Numbers of Very Elderly Home Owners

- By 2011, an estimated additional 300,000 owners will be aged 80 years or more. The group most likely to need assistance with organising both the maintenance of their accommodation and require adaptations to facilitate mobility.

Social Renters

- In general, social tenants aged 60 years or more are slightly less likely to live in poor housing than younger social tenants or older people as a whole.

Private Renters

- Among older private tenants it is those with (residual) regulated tenancies who are particularly concentrated in poor housing.

Poor Energy Standards

- Overall, 9% of older households live in homes with poor energy standards compared to 7% of younger households. The pattern of risk for older households in each of the tenures is similar to that for poor housing.

Figure 14: Percentage of households living in homes with poor energy standards (SAP <20) tenure and agegroup, 1996

Source: English House Condition Survey 1996: additional tabulations
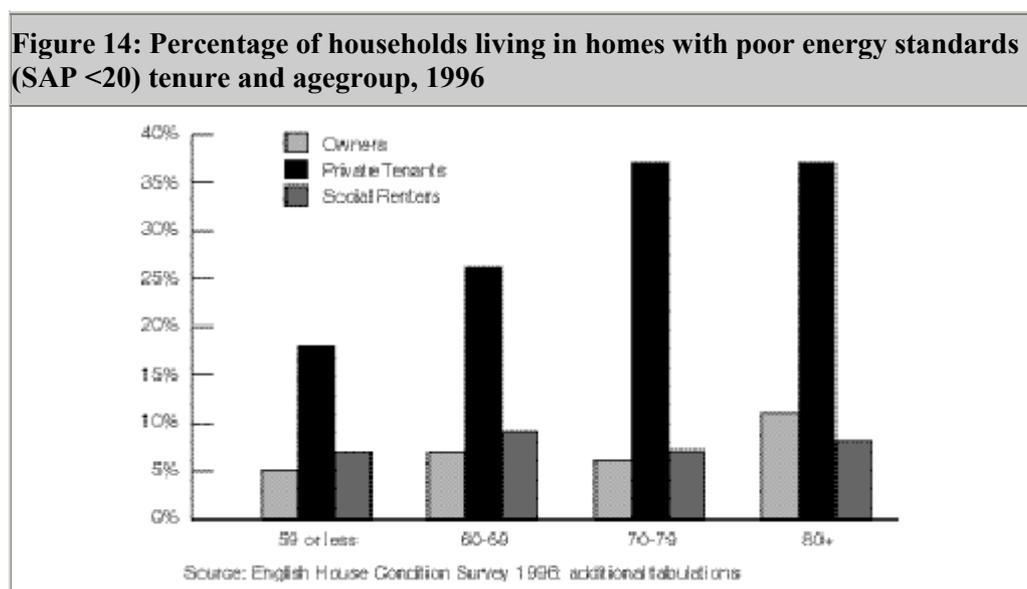
Implications for Property Maintenance by Owner Occupiers

- There is particular concern about the ability of older owners to maintain their accommodation and pay for the modifications to the accommodation, and the support services that they may require, as they become older. The 1996 EHCS found that the incidence and volume of repair and maintenance work carried out by homeowners are much lower among older households than average. This is partly because of income constraints but also because of mobility problems (resulting from disability or illness), loss of personal contacts with others in the local community who may help and greater unwillingness to face the disruption of major work (and the possibility of being exploited).[25]

Equity Release Schemes

- Owner-occupier households headed by an older person hold an estimated £367 billion in 'unmortgaged' equity.[26] However while equity release products form a major potential market for lenders, the range of products is currently limited and take up is small.

Low Income and Low Equity

- There are a group of older people who have bought relatively poor condition property as sitting tenants of private landlords or who have purchased property in areas where prices have not risen, or may not have invested in the maintenance of the property. Such owners, who are also likely to have relatively low, fixed incomes, are also likely to find it particularly difficult to maintain their accommodation but equally will find it difficult to sell and move to better accommodation or release any equity to cover such costs.

7. Older people - health and care

Health of Older People

- Older people make up the largest single group of patients using the NHS. People over 65 account for two-thirds of hospital patients and 40% of all emergency admissions. [NHS Plan 2000]

- In 1996 in Great Britain 59% of people aged 65-74 and 66% of people aged 75 and over had a long standing illness, compared with 35% of people of all ages. [GHS 1996]

- It is estimated that 5% of the population over 65 and over and 20% of the population aged 80 and over suffer from dementia. [Population Trends, 92, Summer 1998]

- In 1997, 15.4 of all accidents within the home involved older people of 65 and over. [Home Accident surveillance system. 21st annual report. DTI,1999]

Care for Older People

- During one week in England in 1998, 445,900 households received some form of home help or home care service. Of these:

Figure 15: Older people receiving home care

Source: DH statistical bulletin, community care statistics, 1998
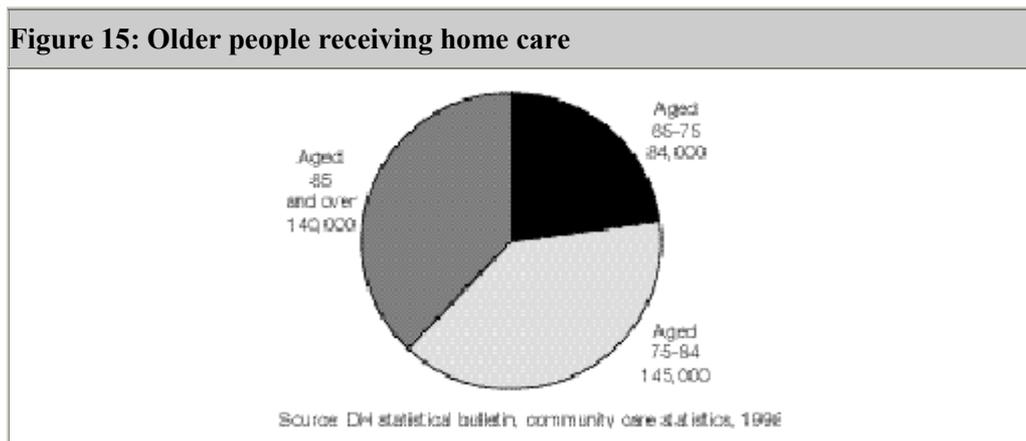
- In 1995 the proportion of carers whose main dependent was aged 85 or over was 20%. In 1995, 53% of carers had dependants over 75.

  [Informal carers, General Household Survey, 1995]

- In 1998 the chance of living in long stay hospital or care home by age was:

  0.5% (under 65)

  1% (65 - 74)

  5% (75-84)

  21.7% (85 plus)

  [Care of Elderly People: market survey, Laing and Buisson, 1999]

8. Attitudes and aspirations of older people

Staying Put/Moving On options

- A recent literature review[27] concluded that 'there is a large literature concerned with attitudes and aspirations of older people with regard to housing. As people get older, their housing situation becomes inextricably linked to their health and care. The research reveals a consistent commitment amongst older people to stay in their own home'. Anchor's recent survey, conducted by MORI, showed that 66% of older home owners wished to stay in their existing homes, while 30% preferred moving on options, mainly a move to smaller accommodation. Commentators[28] suggest there is substantial unmet demand for suitable small accommodation, particularly purpose build flats and bungalows.

- A 1996 NOP[29] survey explored the attitudes of older people to long term care and revealed a preference for living at home with assistance over other options and a preference for sheltered accommodation over living in a nursing home.

- One third of the respondents to another survey[30] said they would not like to move in any circumstances.

- However, of those people who had made a move to residential care, some found it more attractive than expected[31] highlighting security, company and being looked after as advantages.

Older people's attitudes to where they live

- Little of the research carried out into resident's attitudes to their area and/or housing has focused on the attitudes of older people. Despite this, it is possible to draw some general conclusions.

- Analysis of the Survey of English Housing[32] shows that general levels of satisfaction hold true across the vast majority of the population with only 10% or 15% of respondents expressing dissatisfaction with the area in which they live and a similar proportion raise concerns about particular problems with their area. On average around 80% of households are either very satisfied or satisfied with their area.

- Older people do not feature among groups that express the highest levels of dissatisfaction or the highest levels of concern about particular problems. However, it may be that older people are less likely to complain and more likely to describe their area and the services they receive as adequate.

- Groups in the population as a whole that express above average levels of dissatisfaction include: -
  - Households living in deprived areas.
  - Households living in a property in the lowest council tax band.
  - Households living in socially rented accommodation.
  - Households belonging to a minority ethnic group.
  - Households living in London or in the northern region.[33]

- Crime and vandalism are important concerns across all such surveys.

Concerns about access to services

- The one significant difference in the responses of older people from the rest of the population concerns issues of access to local services. Older households report much higher levels of difficulty in accessing local services compared with younger households. This is particularly problematic for people aged 75 and over.

Figure 16: Percentage having difficulty with access to amenities by age of head of household

Source: Survey of English Housing, 1997/98
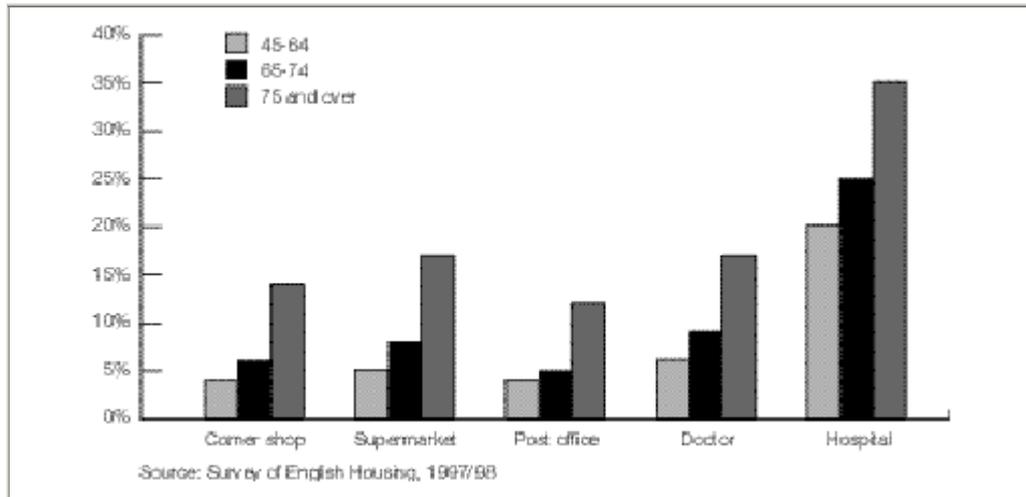
[22] For the purposes of this appendix older households are defined in terms of the age of the head of household. Thus there could be a younger partner or dependent present in some households.

[23] Home Ownership in Old Age: The Future of Owner Occupation in an Ageing Society, Ray Forrest et al., Anchor, 1997

[24] English House Condition Survey, 1996.

[25] Make do and Mend? Explaining Homeowners Approaches to Repair and Maintenance, Philip Leather et al., JRF/Policy Pres, 1998.

[26] Ageing, Home Ownership and the Mortgage Market, R Forrest and P Leather, Council for Mortgage Lenders, 1997.

[27] Attitudes and Aspirations of Older People: A Review of Literature, Annette Boaz et al., Univ. of Warwick for DSS, October 1999.

[28] Home Ownership in Old Age: The Future of Owner Occupation in an Ageing Society, Ray Forrest et al., Anchor, 1997.

[29] What do they really think?, NOP, 1996.

[30] Grey Matters, Sykes & Leather, 1997.

[31] Home, Independence and Community Care, Time for a Wider Vision? Policy and Politics, 25(4), pp. 409-419 Means: 1997.

[32] Housing in England 1997/98, The Stationery Office, London, 1999.

[33] Housing in England 1997/98, The Stationery Office, London, 1999.

Appendix 2: Current/recent housing-related initiatives (see also Reading List at Appendix 5)

Note this list is not definitive, further work on gathering information on relevant initiatives will be undertaken in developing the website see page 16.

Key Element	Key Areas	Initiatives	Timing
DIVERSITY AND CHOICE	**Black and Minority Ethnic Provision**	University of Birmingham good practice work into housing needs of Chinese older people	Report due Oct 01
		Gharana Elderly Asian Housing Association work on BME older people and access to housing and care services	Report due Apr 01
	Older People with Dementia	Anchor Trust work on supporting people with dementia in sheltered housing	Good Practice Guide Dec 00
	Older People with Disabilities	Disabled Persons Transport Advisory Committee (DPTAC) working group on improving access to the built environment	Announced by Nick Raynsford in Jun 00. Group to meet 4 times per year.
	Older Homeless People	HACT/Help the Aged/CRISIS funding initiative of a range of projects for older homeless people coupled with evaluation	Evaluation report due 02

	Older Women	Older Womens co-housing project London. Piloting the development of a co-housing community working in partnership with a housing association in London	Development project over three years see reading list for published material
	Carers	Black Carers Network. Good practice guide for black carers	Report due Feb 01
	Housing Choice	DETR exploring choice for tenants in social housing in light of the Housing Green Paper	Bids for pilot projects invited and evaluation to be undertaken 01
		DH initiative to offer people more choice in social care, health, housing and income support Care Direct	Pilots and evaluation 01
		Counsel and Care and Lancaster University research and discussion programme on housing decisions in old age	Report due in 03 newsletter and findings available throughout the project

Key Element	Key Areas	Initiatives	Timing
2. INFORMATION AND ADVICE	Provision of Information and Advice	EAC website on housing and care options for older people including database of schemes	Pilot website
		ERoSH website on sheltered housing	Launched 17 May 00

		Initiatives	Timing
		HOPE Network database of European and UK housing and care initiatives	On HOPE website
		HOOP Tool helping people to choose appropriate options	On EAC website
		Anchor Research Directory on older peoples issues	Available from Anchor Trust
		Better Care, Higher Standards, local charters	Local charters published Jun 00 and updated annually
		Anchor project to evaluate internet use in sheltered, residential and nursing homes	Developmental project information from Anchor Trust
		Care Direct	Pilots and evaluation in 01
	Information and Advice for Service Providers and Planners	Preventative Task Group website for those working in community care to share information and good practice.	Launched 6 Sep 00

Key Element	Key Areas	Initiatives	Timing

3. FLEXIBLE SERVICE PROVISION	**New Technology to Improve Older Peoples Independence**	DH promotional work as part of assistive technology initiative	To Apr 01
		Joseph Rowntree best practice on SMART homes York and Edinburgh	See JRF website for further information
		Anchor Telecare project	Report Using Telecare published 00
		Housing 21/Dementia Voice SMART Home project in Gloucester	Launched Jun 00
	Flexible Grants and Equity Release Schemes	DETR exploring options in light of the Housing Green Paper	Following consultation and a suitable opportunity for legislation
	Guidance on Potential Range and Role of Different Service Models for Older People	Development work for Supporting People and framework	Guidance to be published for local authorities through Supporting People programme Oct 01
	Assessment of the Role of Cat 1 Sheltered Housing	Peter Fletcher Associates research for North British HA and the Housing Corporation	Report and Good Practice Guide to be produced 01

Key Element	**Key Areas**	**Initiatives**	**Timing**

4. QUALITY	Energy Efficiency and Fuel Poverty	New Home Energy Efficiency Scheme (HEES)	First installations began Jun 00
		Keep Warm, Keep Well campaign (leaflets for older people, professionals and guidance for local authorities)	Relaunched Oct 00
		Inter-Ministerial Group on Fuel Poverty	Fuel poverty strategy consultation published late 00
	Quality Standards	Supporting People	Guidance as part of the implementation plan January 01 full guidance October 01
		Care Standards Act 2000 and National Care Standards Commission	NCSC established from 1 Apr 01
		Anchor Network Senior Label project	Launch planned early 01

Key Element	Key Areas	Initiatives	Timing
5. JOINT WORKING	Central Government Lead to Encourage Joint Working	Better Care, Higher Standards guidance and seminars	National guidance issued Dec 99; seminars Apr 00. Analysis of charters for guidance 01.

		Supporting People	Full guidance due Oct 01
		Beacon Council theme on supporting independent living for older people focus on joint working	Announcements of Beacon Councils in Jan 01; dissemination of events begin Mar 01.
		Joint DETR/DH guidance on adaptations	2001/02
	Getting the Message to RSLs	Housing Corporation revised policy document on housing and older people	To follow on from publication of national strategy in 2001
		Through workshops, case studies, demonstration projects, research and publications	Ongoing see Housing Corporation website

Appendix 3

Organisations and Contacts

Abbeyfield Society is a national charity providing housing with care for older people. There are almost 900 houses throughout the UK run by around 600 local Abbeyfield societies.
53 Victoria Street
St Albans
Herts
AL1 3UW
01727 857536
www.abbeyfield.com

Age Concern England cares about all older people and believes that later life should be fulfilling and enjoyable. It brings together a network of local organisations providing services for older people and national organisations in the UK concerned with ageing and older people. At national level it campaigns to influence Government policy as it effects older people.
Astral House
1268 London Road
London
SW16 4ER
020 8765 7200
www.ace.org.uk

Age Concern Institute of Gerontology deal with issues concerned with ageing and old age. One of the aims of the Age Concern Institute is to make available the findings of research in the field of gerontology.
Kings College London
Franklin-Wilkins Building
Waterloo Bridge Wing
Waterloo Road
London
SE1 8WA
020 7848 3035
www.kcl.ac.uk/acig

AIMS is the Age Concern Advice Information and Mediation Service for sheltered housing and retirement housing.
Age Concern
Walkden House
3-10 Melton Street
London
NW1 2EB
020 7383 2006
www.ageconcern.org.uk

Almshouse Association represents and supports local almshouse charities, which provide housing for needy people.
Billingbear Lodge
Carters Hill

Wokingham
Berkshire
RG40 5RU
01344 452922
www.almshouses.org

Alzheimer's Society is a care and research charity for people with all forms of dementia and their carers. It provides information and education, funds research, provides services and campaigns for improved services and a better understanding of the condition.
Gordon House
10 Greencoat Place
London
SW1P 1PH
020 7306 0606
www.alzheimers.org.uk

Anchor Trust is dedicated to provide support and housing which meets older people's individual choices, creating opportunities for them to express their views. It is the largest not for profit provider of housing, care and support for older people in England.
Fountain Court
Oxford Spires Business Park
Kidlington
Oxfordshire
OX5 1NZ
01865 854000
www.anchor.org.uk

Association of Social and Community Alarms Provider represents the social and community alarms industry within the UK. They are also the sole representative body of the sector in Europe and this has led a number of non-UK based organisations to join the Association.
4 Beaufort House
Beaufort Court
Sir Thomas Longley Road
Rochester
Kent
ME2 4FB
01634 304200
www.asap-uk.org

Association of Retirement Housing Managers (ARHM) promotes high standards of practice and ethics in the management of private retirement housing, known as private sheltered housing or retirement leasehold housing. It represents managers from the private sector and leading registered social landlords.
John Mills
ARHM
c/o EAC
89 Albert Embankment
London
SE1 7TP
020 7820 1839
www.arhm.org

Audit Commission appoints auditors to local authorities and NHS bodies in England and Wales, and helps to bring about improvements in economy, efficacy and effectiveness, through value for money studies and the audit process.
1 Vincent Square
London
SW1P 2PN
020 7828 1212
www.audit-commission.gov.uk

Better Government for Older People is part of the UK's modernising Government Agenda and is steered by a consortium of partners - the Cabinet Office, Age Concern, Anchor Trust, The Carnegie Third Age programme, Help the Aged and Warwick University Local Authorities Research Consortium. It is about integration, joined up working and making a difference by listening and working together. It has run a number of pilot projects in 28 local authorities, produced reports and has a network to spread good practice.
Technology Centre
Wolverhampton Business Park
Wolverhampton
WV10 9RU
01902 824270
www.bettergovernmentforolderpeople.gov.uk

Black Carers Network promotes and improves the quality of care services available for black and minority ethnic carers and supports workers within the network.
Contact Elaine Powell Co-ordinator
c/o Carers Sandwell
Edward Cheshire House
2 Bearwood Road
Smethwick
West Midlands
B66 4HH
0121 588 7003

British Society of Gerontology aims to promote the understanding of human ageing and later life through research and communication. It seeks to foster the application of this knowledge to the improvement of the quality of life in old age.
Centre for Research on Ageing and Gender
Department of Sociology
University of Surrey
Guildford
GU2 7XH
01483 873964
www.soc.surrey.ac.uk/bsg

Care and Repair England develops and promotes new initiatives which help older and disabled people live independently in their own homes.
Bridgford House
Pavillion Road
W Bridgford
Nottingham
NG2 5GJ

0115 982 1527
www.careandrepair-england.org.uk

Carers National Association provides information and advice to carers, enabling them to make their own choices about providing care. It also campaigns on their behalf for better services.
20-25 Glasshouse Yard
London
EC1A 4JT
020 7490 8818
www.carersuk.demon.co.uk

Centre for Policy on Ageing formulates and promotes social policies, which will allow all older people to achieve the full potential of their years. It promotes informed debate, stimulates awareness of the needs of older people and encourages good practice.
19-23 Ironmonger Row
London
EC1V 3QP
020 7253 1787
www.cpa.org.uk

Centre for Sheltered Housing Studies provides professional training & support for individuals and organisations working in the Sheltered Housing Service, and aims to promote excellence through national standards.
1st Floor Elgar House
Shrub Hill Road
Worcester
WR4 9EE
01905-21155
www.cshs.co.uk

Chartered Institute of Housing is dedicated to helping to raise the standard of housing management. It is an UK based charity with international membership.
Octavia House
Westwood Way
Coventry
CV4 8JP
02476 851700
www.cih.org

Counsel and Care for Older People provides advice and help for people over 60, their carers friends and families and to campaign to improve the quality of life and services available to all older people through advice, research, conferences and publications.
Twyman House
16 Bonny Street
London
NW1 9PG
020 7485 1550
www.counselandcare.org.uk

Dementia Services Development Centres (DSDCs) DSDCs are agencies which provide services and information in a specified geographical area on all aspects of dementia and dementia service provision. There is a DSDC network forum supported by a grant given by the Department of Health

(1998-2001).

Information on Dementia Services Development Centres is available from the **Alzheimer's Society**.

Disability Alliance advises on social security benefits for disabled people. It publishes the 'Disability Rights Handbook' and other publications on social security and runs a rights advice line service.
1st Floor East
Universal House
88-94 Wentworth Street
London
E1 7SA
020 7247 8776
www.disabilityalliance.org

Elderly Accommodation Counsel (EAC) offers older people, disabled people and their carers impartial advice and information on the full range of housing, care and support services available so that they may make informed choices about meeting their housing and care needs.
3rd Floor
89 Albert Embankment
London SE1 7TP
020 7820 1343
www.housingcare.org/

ERoSH (The Emerging Role of Sheltered Housing) This national consortium, is made up of over 120 associates, professionals groups and local authorities involved in housing provision for older people. The project focuses on the changing role of sheltered housing, raising awareness, identifying, and disseminating joint working practice.
For leaflets contact 01992 513340. For information contact Imogen Parry Chair of ERoSH
c/o Sanctuary Housing Association
Sanctuary House
The Rotunda
1 Old London Road
Hertford
SG13 7XP
01992 513340
www.shelteredhousing.org

Federation of Black Housing Organisations is a membership body working with black and minority ethnic housing associations, individuals and key partners to promote and work for a diverse, innovative and dynamic housing sector. It does this through campaigning, research and project development.
137 Euston Road
London
NW1 2AA
020 7388 1560
www.fbho.co.uk

Foundations (The National Co-ordinating Body for Home Improvement Agencies) is funded by DETR to develop the Home Improvement Agency (HIA) movement, provide advice, training and support and advise DETR on the activities of HIAs.
Foundations

Bleaklow Town Mill
Glossop
Derbyshire
SK13 8HT
01457 891909
www.foundations.uk.com

Housing Associations Charitable Trust (HACT) develops solutions promoting people's well being, enabling people to live in their homes and communities with dignity and independence. HACT raises and distributes funds to explore, develop and test out solutions to issues affecting people and groups that are marginalised from mainstream housing and related provision.
78 Quaker Street
London
E1 6SW
020 7247 7800
info@decidewise.com
hact@hact.org.uk
www.hact.org.uk

Hanover Group for 40 years the Hanover Group has pioneered the design, development and management for retirement housing and related services.
Hanover House
1 Bridge Close
Staines
TW18 4TB
01784 446000
www.hanover.org.uk

Help the Aged provides practical support to help older people live independent lives, particularly those whom are frail, isolated or poor.
St James Walk
Clerkenwell Green
London
EC1R 0BE
020 7253 0253
www.helptheaged.org.uk

HOPE Network is a group of leading European social housing providers and co-operatives. Established in 1993, following the European Year of Older People and Solidarity between the Generations, it aims to provide person centred solutions in housing and care practice for older people.
Anchor Trust
Fountain Court
Oxford Spires Business Park
Kidlington
Oxfordshire
OX5 1NZ
01865 854121
www.hopenetwork.org.uk

Housing 21 provides housing care and support services for older people throughout England.
The Triangle
Baring Road
Beaconsfield
Bucks
HP9 2NA
01494 685200

Housing Corporation is a public body which funds and regulates Registered Social Landlords in England. It has supported a wide range of projects for older people as part of its Innovation and Good Practice grant initiative.
149 Tottenham Court Road
London
W1T 7BN
020 7393 2000
www.housingcorp.gov.uk

Improvement and Development Agency (IDeA) IDeA was founded in April 1999 by local government, to work with it and for it and help it do better. It provides information, best practice, research and advice offering councils a range of services to improve practice.
Layden House
76-86 Turnmill Street
London
EC1M 5LG
020 7296 6600
www.idea.gov.uk

LARRIE (Local Authorities Race Relations Information Exchange)
LARRIE is a national charity established in 1984. It provides information services to local authorities and others on race equality policy development and service provision. The LARRIE database contains over 13,000 local authority reports on race equality issues and provides information on the following: modernisation issues, employment issues and service provision.
Charmaine Gray
Information Officer
LARRIE
Layden House
76-86 Turnmill Street
London
EC1M 5LG
020 7296 6781
www.lg-employers.gov.uk/equal.html

Joseph Rowntree Foundation is UK's largest independent social policy research and development charity. It supports a wide programme of research and development projects in housing, social care and social policy.
The Homestead
40 Water End
York
North Yorkshire
Y030 6WP

01904 629241
www.jrf.org.uk

Local Government Association is the representative body for local authorities. It promotes and supports their interests by enabling authorities to speak with one voice seeking to increase their role and seeking more control for local government over its own affairs.
Local Government House
Smith Square
London
SW1P 3HZ
020 7664 3000
www.lga.gov.uk

National Housing Federation is the body that represents the independent social housing sector. There are 1,400 non-profit housing organisations currently in membership. Between them they own and manage around 1.4 million homes. The NHF promotes and supports its members and represents and negotiates for their strategic interests.
175 Grays Inn Road
London
WC1X 8UP
020 7278 6571
www.housing.org.uk

Preventative Task Group, run by Anchor Trust, promotes and supports preventative strategies and services.
Preventative Task Group
Secretariat
Anchor Trust
Fountain Court
Oxford Spires Business Park
Kidlington
Oxfordshire
OX5 1NZ
01865 854093
www.preventionworks.org.uk

RADAR (Royal Association for Disability and Rehabilitation), run by and working with disabled people, it campaigns for equal rights for disabled people, promoting good practice and legislation that enables them to live independently in the community.
12 City Forum
250 City Road
London
EC1V 8AF
020 7250 3222
www.radar.org.uk

Relatives Association supports relatives and friends of people in residential care.
5 Tavistock Place
London
WC1H 9SN
020 7692 4302

The 1990 Trust promotes good practice in race relations and articulates the needs of the black community from a grass root black perspective by engaging in policy research and development.
Southbank Technopark
90 London Road
London
020 7717 1579

Appendix 4

Producing Performance Measures

During the consultation and preparation work for the strategic framework, DETR/DH commissioned Peter Fletcher Associates to develop proposals for national performance measures (PMs) to support the framework. Those who attended the stakeholder seminar held in February 2000 considered this an important part of the development of the framework in order to be able to assess progress over time.

The aim was to examine the feasibility of measures intended to inform at national level the progress of the framework. Our consultants were, however, asked to make suggestions on aspects of the proposed measures, which could lead to a national set of measures for local authorities and service providers.

A detailed report was submitted to the Departments in October 2000, which proposes a set of national performance measures (PMs) which includes 8 main indicators and 11 secondary ones. These are related to the key areas and outcomes of the framework. The report also highlights a number of issues for the Departments to consider in relation to establishing mechanisms for measuring progress over time. These include the following:

- At present only a small number of existing PMs exist that relate specifically to housing or housing related services for older people.

- Most national surveys can provide some relevant data but none is specific to the strategic framework. In relating measures to the framework it was not always possible to find useful and appropriate data sources.

- The consultants, in consulting a range of stakeholders, confirmed the interest in using qualitative as well as quantitative measures to assess issues such as well being and satisfaction alongside more quantitative measures of progress. This was seen to be important given the focus of the framework in terms of its aspirations for older people. Most qualitative data is a snap shot of older people's views and is not repeated so data is not robust.

- New sources of data are developing in relation to Best Value, the 'National Service Framework for Older People' and data from cross cutting initiatives such as Better Care Higher Standards. These can provide the opportunity to consider appropriate data to measure the progress of the framework.

We have set out these first draft proposals for national PMs provided to the Departments, which will be further considered and refined alongside and with the Implementation Group we plan to set up following publication of the framework. These reinforce the key outcomes in the framework and begin to determine how progress could be measured over time. It is recognised that using the broad set of data sources proposed would create a complex monitoring exercise that will need to be carefully explored and that further work will be needed to refine the proposals.

While these draft proposals relate to possible national level measures, local agencies and service providers may find it useful to draw from some of this material in developing local performance measures.

Strategic Framework Area 1 - Diversity and Choice

KEY OUTCOME: greater responses to the diverse needs and aspirations of older people for housing and care services.

❏ **PERFORMANCE MEASURE:** an increase in the range of accommodation and care and support choices in the private and public sectors.

➤ **EVALUATION SOURCES:** local authority and Housing Corporation statistical returns including local authority planning approvals and housing/support and care initiatives (e.g. Supporting People plans and JIP analysis; Elderly Accommodation Counsel data search (EAC) to capture the range of private sector provision). Possibly an additional question in the British Social Attitude Survey on perceptions of increased choice.

KEY OUTCOME: increased informed choice on appropriate housing and care solutions.

❏ **PERFORMANCE MEASURE:** a reduction in the number of people sleeping rough.

➤ **EVALUATION SOURCES:** Rough Sleepers Unit performance information for older persons (aged 60 years and over).

❏ **PERFORMANCE MEASURE:** a reduction in the number of enquiries from and about older people to Homeless Persons Officers in Local Authorities.

➤ **EVALUATION SOURCES:** HIP

❏ **PERFORMANCE MEASURE:** an increase in the range of supported housing, new technology and service choices for older people with mental health problems and dementia.

➤ **EVALUATION SOURCES:** JIP and LAP analysis.

> ❏ **PERFORMANCE MEASURE:** an increase in the % of BME elders accessing all types of housing, support and care services for older people.
>
> ➔ **EVALUATION SOURCES:** Core returns, BVPP, PAF; Qualitative data from published studies/listening events if available.

Strategic Framework Area 2 - Information and Advice

> **KEY OUTCOME:** better advice and information on housing options for older people and their carers.
>
> ❏ **PERFORMANCE MEASURE:** improved perceptions by older people and their carers about their access to housing information and advocacy services, and better quality of information on housing choices, as part of a holistic approach.
>
> ➔ **EVALUATION SOURCES:** Survey of English Housing; British Attitude Survey; BCHS monitoring; HIP returns on advice services for vulnerable people; EAC information on the number of local areas using the HOOP tool.

> **KEY OUTCOME:** advice and information that is appropriate for all older people in different settings, cultures and communities, diverse languages and, in a good variety of mediums, for example, Braille, audio tape, video and plain language leaflets.
>
> ❏ **PERFORMANCE MEASURE:** an increase in the number of diverse and accessible settings providing advice, information and advocacy services in different mediums that are culturally appropriate and sensitive to the needs of BME elders and vulnerable groups of older people.
>
> ➔ **EVALUATION SOURCES**: No adequate national sources at present. Peter Fletcher Associates suggest a new question in Survey of English Housing; small scale targeted surveys and/or qualitative feedback from Supporting People Forums; HAZs; future use of Care Direct Data.

> **KEY OUTCOME:** A greater sharing of ideas and initiatives across national and local strategists and service providers to encourage new service models and provision.
>
> ❏ **PERFORMANCE MEASURE:** an increase in the use made by agencies of information sources on imaginative ideas and initiatives for

agencies of information sources on imaginative ideas and initiatives for older peoples housing and related services.

→ **EVALUATION SOURCES:** None recognised as acceptable yet. Future sources could include level of use of HC website on I & GP projects for older people and the DETR Supporting People website. Other proposals could include increasing level of use of proposed DETR/DH guidance on flexible service options for older people and information from Better Government for Older People (BGOP) about website use.

Strategic Framework Area 3 - Flexible Service Provision

KEY OUTCOME: a greater focus on solutions that enable older people to stay in their own homes for as long as they wish or, to live in a home that best suits their needs and aspirations.

❏ **PERFORMANCE MEASURE:** an increase in the range and volume of appropriate and affordable public and private sector housing and support services (to be defined) to offer older people the choice to be supported in a general or supportive housing setting rather than institutional care.

→ **EVALUATION SOURCES**: JIP, LAP and HIP data particularly on range of accommodation types, extensions in floating support schemes and affordability of accommodation/housing; Housing Corporation PIs on affordability and changes in the number and type of supported provision/floating support; EAC data to track changes in types and range of accommodation and services in the private sector; qualitative data/surveys, if available.

KEY OUTCOME: facilities to enable older people to use their own resources effectively to improve their housing.

❏ **PERFORMANCE MEASURE:** increased range and use of equity release products.

→ **EVALUATION SOURCES:** No adequate sources existing. Possibly a new question in the annual Survey of English Housing or British Social Attitudes Survey. Peter Fletcher Associates suggests new questions to local authorities via HIP and to RSLs via Housing Corporation monitoring returns and NHF CORE returns.

KEY OUTCOME: The enhancement of technological solutions, which help older

people to feel safe and secure at home.

❏ **PERFORMANCE MEASURE:** increased availability and take-up of new technology services by older people.

➔ **EVALUATION SOURCES:** new question in HIP returns about the take-up of community alarm services; feedback from current DH pilot and JIP, LAP and HImP on investment plans in new technology around, for example, hospital discharge, smart homes and passive alarms to prevent accidents and to promote good health.

KEY OUTCOME: joint planning of new provision which takes a more strategic, whole systems and citizenship approach to meeting needs.

❏ **PERFORMANCE MEASURE:** % joint commissioning housing related schemes and services for older people, including intermediate services.

➔ **EVALUATION SOURCES:** Housing Strategy, JIP, LAP, HImP, Community Care Plans, Supporting People plans.

Strategic Framework Area 4 - Quality

KEY OUTCOME: a marked improvement in the quality of older peoples housing.

❏ **PERFORMANCE MEASURE:** reduction in the proportion of households containing at least one person aged 60 or more living in a non-decent home (DSS/English House Condition Survey definition: non

➔ **EVALUATION SOURCES:** English House Condition Survey.

❏ **PERFORMANCE MEASURE:** an increase in the number of older people by age band and tenure type enjoying better quality of life expressed through Euro Qualys (Quality Adjusted Life Years).

➔ **EVALUATION SOURCES:** General Household Survey.

> → **EVALUATION SOURCES:** General Household Survey.
>
> ❏ **PERFORMANCE MEASURE:** reduction in the timescales for assessment and delivery of adaptation services.
>
> → **EVALUATION SOURCES**: HIP, PAF.

> **KEY OUTCOME:** a marked improvement in the quality of older peoples housing.
>
> ❏ **PERFORMANCE MEASURE:** improved access to and accessibility of housing for older people.
>
> → **EVALUATION SOURCES:** HIP returns.

> **KEY OUTCOME:** greater involvement of older people in setting and monitoring the quality of the housing and services they receive.
>
> ❏ **PERFORMANCE MEASURE:** older people involved in setting and monitoring service quality.
>
> → **EVALUATION SOURCES:** analysis of Best Value Reviews, BVPP, Social Services joint reviews, BCHS on housing and support and related personal care. Future sources are National Service Framework for Older People, and Supporting People plans. Also listening events and qualitative studies if these sources are available.

Strategic Framework Area 5 - Joint Working

> **KEY OUTCOME:** more integrated user led services and a shift in the barriers that have made joint work difficult to provide holistic service provision for older people.
>
> ❏ **PERFORMANCE MEASURE:** increase in the number of local authorities that demonstrate a person centred or whole systems strategic approach for older people with housing as an integral part. Strategic approaches should include private service users and private providers.
>
> → **EVALUATION SOURCES:** Local authority housing strategies (including sheltered housing strategies); HImP, JIP, LAP, Community

Care Plans, Community Plans, Regeneration Priorities expressed through national evaluations on regeneration and social inclusion, national evaluation of the development of BCHS Charters; Audit Commission information on the number of local authorities developing cross-cutting

Care Plans, Community Plans, Regeneration Priorities expressed through national evaluations on regeneration and social inclusion, national evaluation of the development of BCHS Charters; Audit Commission information on the number of local authorities developing cross-cutting sets of performance measures for older people including housing, and/or developing integrated strategies for older people.

KEY OUTCOME: more integrated user led services and a shift in the barriers that have made joint working difficult to provide holistic service provision for older people.

PERFORMANCE MEASURE: increase in the number of local authorities that have developed integrated services and budgets with social services and health relating to information and advice, adaptations, community alarm services, wardens/housing support services as part of locality team approach.

EVALUATION SOURCES: local authority housing strategies, HImP, JIP, LAP, Community Care Plan, BCHS, NSF for Older People, Older Peoples Strategies, Supporting People plans.

Appendix 5

Further Reading

All Our Futures - The Reports of the Better Government for Older People, BGOP, May 2000.

Best Value in Housing Framework, DETR, January 2000.

Best Value in Housing, Care and Support, DETR/DH, November 2000.

Black and Minority Ethnic Housing Strategies - A Good Practice Guide, CIOH/FBHO/Housing Corporation, CIOH, 2000.

Building a Better society for Older People report on the Listening Events to the Inter-Ministerial Group for Older People, Annette Boaz and Carol Hayden, Warwick Business School, University of Warwick, 1999.

Building for Longevity, Abbeyfield Lecture, Peter Phippen, Abbeyfield Society, 2000.

Calling for Help: A Guide to Community Alarms, Ricability, 2000.

Demand for Long-term Care: Projections of Long-term care Finance for Elderly People, Wittenberg R, Pickard L, Comas-Herrera A, Davies B,Darton R, PSSRU, LSE, Canterbury, 1998.

Disability in Great Britain: Results from the 1996/97 Disability Follow-up to the Family Resources Survey, Grundy E, Ahlburg D, Ali M, Breeze E, Sloggett, A. DSS Research Report No. 94, Corporate Document Services, Leeds, 1999.

Guidance on Health Act Section 31 Partnerships Arrangements, Department of Health, 2000.

Health Begins at Home, Lyn Harrison and Frances Heywood, Joseph Rowntree Foundation, The Policy Press, 2000.

Home Alone: The Role of Housing in Community Care, Audit Commission, London, 1998.

Inclusion, Diversity and Partnership: Hope for the Millennium, HOPE Network, 2000.

Life Begins at 5O: A Better Society for Older People, DSS, 2000.

Living Independently: A Study of the Housing Needs of Elderly and Disabled People, McCafferty P, HMSO London, 1994.

Modernising Social Services, Cm4169, HMSO, Nov 1998.

One Year On, Sarah Palmer, Local Government Association, Employer's Organisation and I&DeA, September 2000.

Ordinary Lives?, Peter Fletcher, Hope Network, 2000.

Our Turn Next - A Fresh Look at Home Support Services for Older People, Henwood M, Joint Initiative for Community Care/Nuffield Institute for Health/King's Fund, London, 1998.

Overlooked and excluded? Older People and Regeneration, Moira Risborough and Alan Sribjlanin, CURS, University of Birmingham, 2000.

Preventative Approaches on Housing: An Exploration of Good Practice, Pat Parkinson and Debby Pierpoint, Anchor, 2000.

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